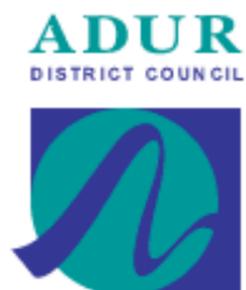


# Pond Road, Shoreham by Sea



## Development Brief

May 2009



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# 1. Introduction

## Brief

This development brief document has been prepared by Broadway Malyan, Savell Bird & Axon and Stiles Harold Williams on behalf of Adur District Council to shape the redevelopment proposals for a new community hub and sustainable mixed use development at Pond Road, Shoreham-by-Sea.

The Pond Road site is one of eleven opportunity sites identified in the Shoreham Renaissance Strategy document (2006) that are seen as the key sites in the delivery of Shoreham's regeneration objectives. The strategy highlighted Pond Road as the *most significant and high profile opportunity site* in the town centre.

## Purpose of this Document

This development brief is a non statutory document that expands on the core principles contained in the Shoreham Renaissance Strategy 2006 and sets out the main development principles for the design, siting, layout and land use for the redevelopment of land at Pond Road, Shoreham. The development brief builds on and updates the Shoreham Renaissance Strategy proposals for the Pond Road development opportunity site and provides the planning guidance and development framework to shape future development proposals.

## Context

The Shoreham Renaissance Strategy (2006) set out the principal aim to regenerate Shoreham-by-Sea town centre as a sustainable community that has economic, social and environmental diversity. It also identifies five strategic development principles for the regeneration of the town.

- Developing a sustainable community
- Securing diversity, vitality and equality of employment
- Priorities for public realm improvement
- Promoting sustainable transport and movement
- Continued partnership working

These key strategic development principles have been reviewed as part of the preparation of this development brief to focus on three key drivers for the Pond Road site:



Figure 1: Key Development Drivers

**Delivering a Sustainable Community**

**Delivering a sustainable community**

Adur District Council wishes to promote the Pond Road development opportunity as the community heart of the Shoreham-by-Sea by retaining and improving existing important community uses as well as promoting a sustainable mixed use development that significantly improves the environment and delivers much needed residential development to meet local need. To achieve this objective it will mean the re-provision of the existing community uses comprising a health centre, community centre, library and Citizens Advice Bureau (CAB) in new accommodation which is 'fit for purpose' replacing the inefficient, high maintenance accommodation that presently exist on the site.

Residential development should accord with Adur District Council's local planning policy AH2 'new residential development' and AH5 'dwelling mix'. This would strengthen the sustainable mixed use development potential of the site through the creation of a quality 'sense of place'

**Delivering Commercially Viable Development**

**Delivering a commercially viable development**

An important element of the development brief has been to test the commercial viability of a variety of potential development uses for the Pond Road site, to ensure that a development scheme can be realistically delivered.

Most important is the need to ensure the cost effective re-provision of the community hub. To facilitate this, a range of different uses which would be acceptable in planning terms, have been put forward to maximize the financial contribution to make the entire development framework for Pond Road implementable.

**Creating a Quality Sense of Place**

**Creating a quality sense of space**

There is the need to address the poor environment and vastly improve the public realm of the Pond Road site, which at present dilutes any feeling of a 'sense of place' or identity. The Pond Road site is located in an attractive residential setting and within a Conservation Area, adjacent to the Grade 1 listed St Mary de Haura church. The potential for the closure of Pond Road to create a more attractive pedestrian friendly environment was identified in the Shoreham Renaissance Strategy. However there is the opportunity to go much further by reinforcing the residential street of John Street by building on the east side as well as creating an attractive 'Home Zone' environment through road closures to the north and south of John Street.

**Status and Timing of the Development Brief**

The Council envisage the redevelopment of Pond Road to take place over the next five to seven years (2009 - 2014/16). This development time frame is before the likely adoption of the Core Strategy or its policies, meaning that the development brief is not a formal Supplementary Planning Document (SPD), but is an update to the Renaissance Strategy.

Adur District Council envisages that the redevelopment potential of this important site will be reflected in local spatial policy which will help address the regeneration of Shoreham-by-Sea Town Centre.

The review of the Pond Road site has arisen due to changing circumstances and the timely opportunity to stimulate regeneration, reflecting the Shoreham Renaissance Strategy:

- The Burrscofte nursing home located on the site currently lies vacant, representing an opportunity to commence regeneration by utilising part of the site which is free from occupier constraints
- The Primary Care Trust (PCT), operators of the Health Centre, at Pond Road has expressed an interest in replacing its current facilities on-site.

**Site Context**

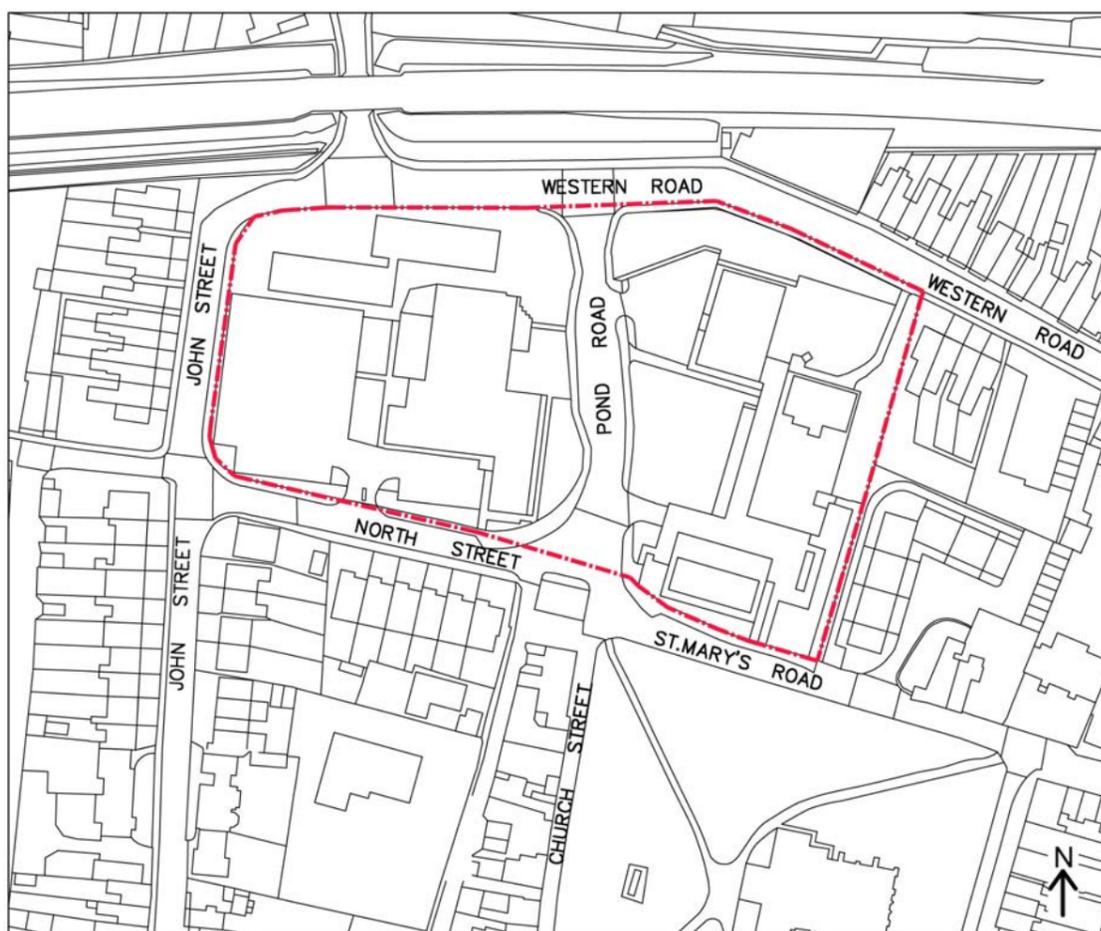
The site is approximately 1.3 hectares in size and is located on the edge of the Shoreham-by-Sea town centre, within the Shoreham-by-Sea Conservation Area. The site lies to the west of the train station and Brunswick Road, part of Shoreham's main shopping and commercial offer.



Plan 1: Shoreham Town Centre  
 1. Western Road  
 2. John Street  
 3. North Street  
 4. St Mary's Road  
 5. Church Street

The site is roughly rectangular in shape and is bisected by Pond Road as shown in Plan 2 and is bounded by:

- Western Road to the north - rail lines raised on embankments and Shoreham Baptist Church
- North Street to the south - residential properties and St Mary's Road and the Grade 1 listed St Mary de Haura Church
- Residential properties to the east, fronting Western Road and St Mary's Road
- Residential properties to the west on Western Road

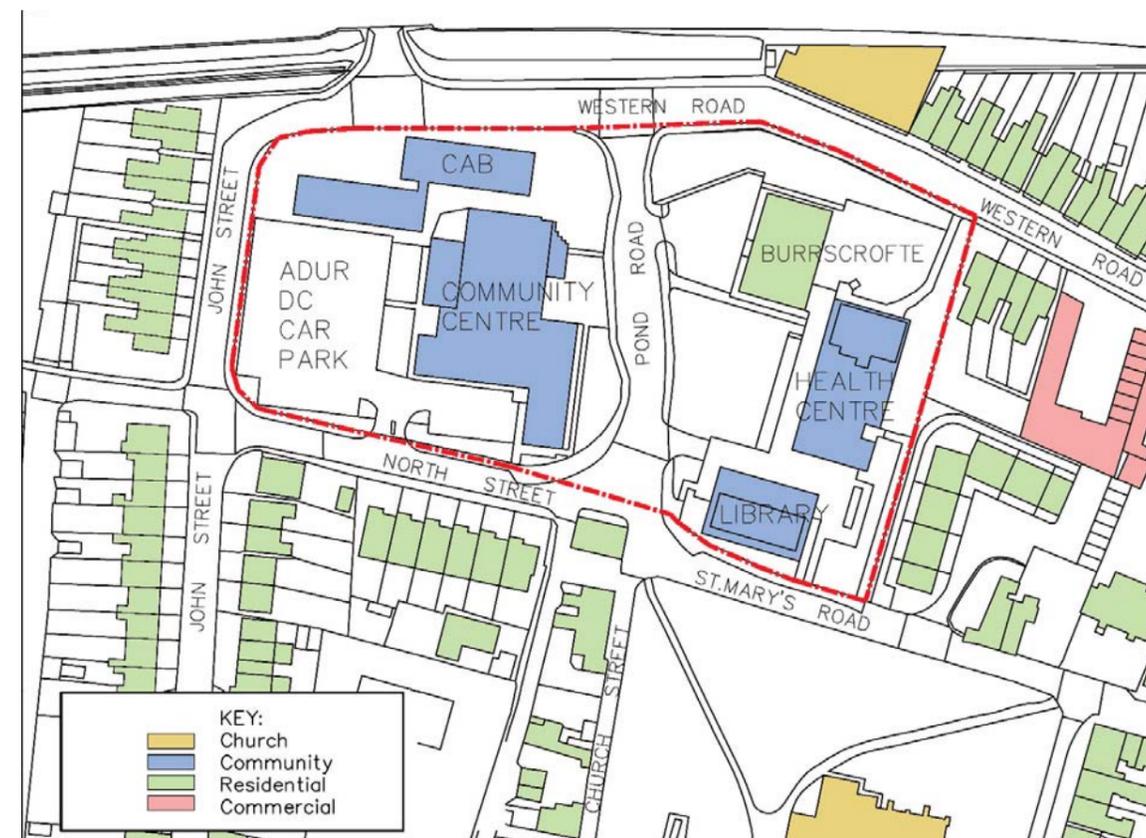


Plan 2: Pond Road Site Location plan

There a number of uses currently on the site, illustrated in Plan 3, these are:

- Adur District Council owned car park - 78 space short stay car park serving the town centre and the other uses on site.
- Citizens Advice Bureau (CAB) - leased from Adur District Council
- Shoreham Community Centre - leased from ADC
- Pond Road (north-south route) - West Sussex County Council Public Highway land
- Burrscofte building - County owned care home closed since 2007.
- Shoreham Library - West Sussex County Council owned
- Shoreham Health Centre - Owned by the PCT comprising 3 GP practice surgeries with undercroft car parking.

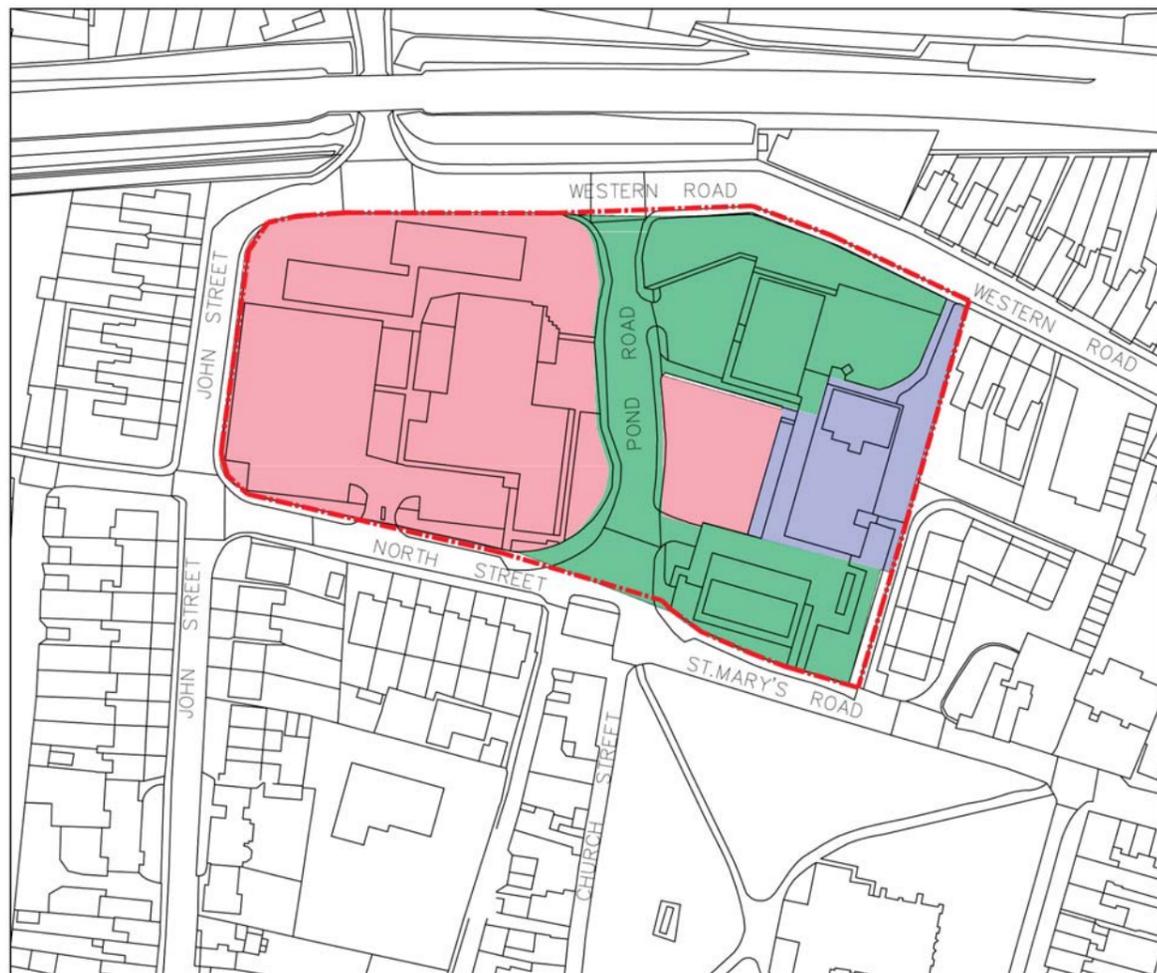
The uses surrounding the site are primarily residential, with the noticeable exception of the Grade 1 listed St Mary de Haura Church and church gardens



Plan 3: Land Use Plan

**Land ownership**

The site has 3 land owners, Adur District Council own the area to the west of the site and a small part of the area to the east of Pond Road, West Sussex County Council own the majority of the eastern side of the site and West Sussex PCT own a smaller parcel of land. Site ownership is illustrated in Plan 4



Plan 4: Land ownership at Pond Road

- Adur District Council
- West Sussex County Council
- West Sussex PCT

## 2. Regeneration Context

The 'Shoreham Renaissance Strategy' sets out the strategic framework for the future development of the Pond Road site specifically the need to provide 'first class' community facilities for the local community. In addition there is the opportunity to provide additional development, such as residential development, which both meets local need and enhances the general environment through the creation of a new 'sense of place' that maximises local assets such as the proximity of St Mary de Haura Church and Pond Road's location within the Shoreham by Sea Conservation Area.

The Pond Road development brief has been prepared to secure the regeneration objectives of the Renaissance Strategy by ensuring that financial deliverability is a key driver of future development. The key regeneration objectives that have shaped the development brief are:

- Retaining Pond Road as the community heart of Shoreham
- Increasing the quantum and quality of residential in the town centre
- Improving the public realm
- Enhancing and increasing pedestrian routes
- Enhancing the setting of St Mary de Haura Church
- Rationalising parking

In preparing this development brief a variety of different development scenarios have been tested and financially evaluated within a development framework guided by three key regeneration drivers:

- Developing a Sustainable Community
- Delivering Commercial Viable Development
- Creating a Sense of Place



### Developing a Sustainable Community

The delivery of a quality and coherent community hub, comprising the library, community centre, CAB and the health centre, in modern 'fit for purpose' accommodation, provides the development platform of the development brief. The hub needs to be located in a quality urban space with improved public realm that promotes safer and greater pedestrian access and ensures that Pond Road becomes a destination in the town centre as well as lifting the overall urban renaissance offer. Supporting the community hub physically, financially and socially with much needed new residential accommodation that meets local need completes the sustainable development offer and assists in achieving local planning objectives, national planning policy aspirations with regard to sustainable town centre development as well as helping to deliver Growth Point objectives with respect to future housing supply.

The development brief has been shaped by the preparation of a Sustainability Assessment which assesses the development brief options against a variety of local, regional and national planning policy and sustainable development objectives. This reinforces the importance of developing a sustainable community as the core driver of future development proposals.



### Delivering Commercial Viable Development

The Shoreham Renaissance Strategy was prepared in a totally different economic climate to the one prevailing in 2009. Consequently the Strategy's development assumptions have been rigorously tested against a variety of commercially viable development scenarios. Commercial viability however alone should not and cannot shape the development options for Pond Road and must be assessed against the broader regeneration objectives of achieving sustainable development.

A key factor in balancing the planning, social and financial considerations of future development proposals has been the need to maximise development land on what is a reasonable tight development opportunity site at Pond Road. This has resulted in assessing the way in which development uses can be most efficiently designed to maximise development profile. This will affect the way in which for example the community hub is designed with uses located in close proximity and the potential of placing uses on top of each other. Another key financial development constraint is the ability to retain ground level car parking, specifically the current 78 car parking places along North Street. Therefore there is a need to evaluate the benefits of retaining current car parking at the expense of commercially viable development which is required to help fund the community hub. This important financial and planning relationship is fully assessed in the Development Principles section of the brief and is translated into the two development options by removing the current public car park provision.

**Creating a Quality Sense of Place**

**Creating a Sense of Place**

The public surface car park, the temporary portacabin offices of the CAB, the vacant nursing home create a poor environment and dilute any feeling of a 'sense of place' or identity.

The site is dominated by cars; either by the presence of the public car park or the vehicular movements travelling to/from the car park. Pond Road itself dissects the site into two parts reinforcing the negative public realm of the area.

The poor environment does not make any contribution to Pond Road's important setting within the Shoreham Conservation Area and does not enhance to the prominent Grade 1 listed St Mary de Haura Church to the south of the site, a distinguished feature of Shoreham-by-Sea. There is clearly scope for improvement of the public realm at Pond Road, not least the closure of Pond Road itself, and the need to address the site's relationship to the surrounding area. The future redevelopment offers the opportunity for this significant improvement to be made.

There is the opportunity to co-locate the community facilities together, in well designed quality buildings that are accessible. The co-location of the community uses will be complemented by a new public space/square at Pond Road. This new urban space will give priority to pedestrians and increase connectivity to, from and within the site itself.

The square will improve the north/south links through the site, enhancing the Church's prominent setting and improving the relationship between the site and the Church. The inclusion of the urban square will enhance the public realm, form a real sense of 'community hub' and create a local identity for local people.



Figure 1: Examples of poor public realm of Pond Road

Parking provision to support both the community facilities and the enabling development should be located underneath the community square, eliminating the overbearing presence of cars as experienced currently on the site.

The removal of the car park provides the opportunity to re-instate the residential urban pattern to Western Road, John Street and North Street reflecting the domestic feel of the surrounding area. This will provide an opportunity to create a 'home zone' within the sustainable community.

The redevelopment of Pond Road provides an opportunity to address the poor relationship between the site and its historic setting. To reflect, enhance and protect this historic context, (especially towards the Church), proposed heights of new developments should not exceed 3/4 storeys, respecting the network of small streets and small gridded grain of the conservation area. All heights will need to decrease towards the south of the site to ensure that the setting of the Church is respected and enhanced.



Figure 2: St Mary's Church to the south of the site

# 3. Planning Policy Context

The planning and development guidance set out in this development brief is consistent with National, Regional and Local policies and plans. Future development proposals will need to address the following planning principles as part of any planning application submission. A full planning policy framework is appended in Appendix 1.

## Local Planning Context

Current adopted local planning policies are set out in the Adur District Local Plan (1996) saved policies (2007). The Adur District Council Core Strategy Development Plan Document was submitted to the Secretary of State in January 2007 and was withdrawn in the summer of 2007. Despite this, some reference has been made to these 'draft' policies in this planning context. Adur District Council intends to consult on the draft of the Core Strategy in the summer of 2009, with adoption timetabled for 2011.

## Regional Planning Context

The South East Plan – Regional Spatial Strategy for the South East, was adopted in May 2009, it provides the overarching sustainable planning framework for South East England until 2026. The Plan sets out updated planning policy guidance for Adur, which should be used in conjunction with the Local Plan saved Policies (2007), in the absence of an adopted Core Strategy.

## National Planning Context

The Governments' guidance on planning policy and the operation of the planning system are contained in Planning Policy Statements (PPSs) and Planning Policy Guidance Notes (PPGs). They influence both Regional and Local planning policy and relate to the Pond Road site.

## Delivering a Sustainable Community

The Governments' primary objective of National Planning Policy Statement 1: 'Delivering Sustainable Development' is to create sustainable, inclusive communities. A fundamental aim in achieving this objective is to make the most efficient and effective use of land within urban areas. This includes encouraging higher density mixed-use development on previously developed land.

The efficient use of land and the development of urban sites is reiterated in RSS South East Plan policy SP3: 'Urban Focus and Urban Renaissance'. It aims to concentrate development to ensure the best use of urban land. In doing so, policy SP3 seeks to achieve at least 60% of all new development across the South East on previously developed land. The development of Pond Road will fulfil these aims, and is located within the 'built up area boundary' where Adur District Council could permit development. (Defined in local policy AG1)

In addition, the Pond Road site is included in the Shoreham town centre area. The withdrawn Core Strategy Submission Document (2007) identifies Shoreham town centre as a key location for regeneration, it seeks to 'unlock' key sites for development. ('draft' policy ST3 'Shoreham Renaissance')

## Land Uses – Community Use

Community Infrastructure plays a vital role in the development of sustainable communities. The retention of community facilities in the Adur District is supported by local planning policy ACS5, whereby the council supports proposals to 'develop, extend or improve community facilities within the built up area'. In doing so, development proposals will need to ensure that the facilities are accessible to all. In addition to this, planning policy ACS4 supports the development of health facilities across the District.

The withdrawn Core Strategy Submission Document strongly supports the need for new and enhanced community facilities in Adur District; draft policy CI1 seeks to encourage accessible facilities to meet the growing needs of the local community and in particular, draft policy ST3 supports the provision of improved community facilities in the heart of the Shoreham town centre

At a regional level, the South East Plan highlights the importance of such provisions, stating: 'Appropriate facilities are made accessible to all sections of the community, in both urban and rural settlements.' (Policy S6 Community infrastructure)

## Land Uses – Residential Use

Adopted local planning policy AH2 supports the development of new residential development within the urban area, providing the design is seen as acceptable. Dwelling size and type should be mixed and reflect local housing needs (local planning policy AH5). The dwelling mix should include a provision of affordable housing (adopted policy AH3). South East Plan policy H3 encourages all areas in the South East to achieve an affordable housing target of 35% which should be reflected at a local level for Adur District.

The South East Plan policy encourages new provision of housing as part of sustainable mixed use schemes; in particular the Plan sets Adur District an average annual target of 105\* net additional dwellings, which should be delivered during 2006 – 2026. It is expected that the redevelopment of Pond Road will generate 140\*\* dwellings over a 2 year period, delivering two thirds of Adur's annual housing target.

Planning Policy Statement 3 aims to deliver a range of housing that meets local need and improves supply of housing in all communities. It strengthens the sustainable approaches of PPS1 in terms of housing and emphasises the governments' commitment to "creating mixed and sustainable communities".

## Density

Planning policy H5 'Housing Design and Density' in the South East Plan expects densities to be a minimum of 40 dph. However, in areas that have good access to public transport and services the South East Plan expects densities to be significantly higher. Pond Road is located within a 5 minute walking distance to the town centre, is near to the main train station and has good links to the local bus services, which would fulfil the RSS requirement and allow for a higher density on the site.

\*Not including housing generated by Shoreham Harbour

\*\*This is an indicative number based on the development options in section 5.

### Conservation and Heritage

The Pond Road site is located within the Shoreham-by-Sea Conservation Area boundary. Any development proposals will need to have specific regard to the sites historic setting and will need to enhance the setting of the Grade 1 listed Church through detailed design and layout. Any proposal that would generate a traffic flow or other activity, likely to adversely affect the character of the area would not be permitted. This is in accordance to local planning policies AB1, AB3- AB6.

Development which will protect, conserve and, where appropriate, enhance the historic environment where it contributes to local/regional distinctiveness is encouraged by South East Plan policy BE6 'Management of the Historic Environment'

Planning Policy Guidance 15 outlines the primary objective to preserve and enhance the character and appearance of conservation areas, with the need for new buildings to consider design carefully and respect the existing setting and urban form.

### Public Realm

An important element of the redevelopment at Pond Road will be the creation of a new public square which will help to achieve an attractive environment for the community hub and improve the overall public realm of the area. Such a provision is encouraged in local planning policy AR6 and will provide for the opportunity to include public art as part of the development, in line with local planning policy AB32.

High quality design including the layout/siting of the different uses at the Pond Road site will need to ensure that a safer environment is created following requirements as set out in Policy AB30.

In addition to high quality design, development will be expected to provide additional areas of open space for residential use where appropriate, and ensure that infrastructure directly related to the proposals is made available in accordance to local plan policies AR5 and AG3. The Pond Road development will include areas of both private and public open space, including back and front gardens for the townhouses.

With regards to Landscaping and the natural environment, landscaping should be provided as an integral part of any scheme proposed (Policy AB27) and any proposal will need to consider its impact upon trees and designated Tree Preservation Orders (TPO's) within and adjacent to the site (Policies AB23 & AB25).

### Transport and Parking

Pond Road is located in a town centre location that has good accessibility to local services and public transport. Therefore, development proposals should encourage the use of sustainable modes of transport such as walking, cycling and the use of public transport. This reflects the objectives of national planning policy (PPS1, PPS3 and PPG13) and South East Plan policies T5 and T7 where the provision of parking should be reduced in areas that have good accessibility.

In particular, paragraph 8.17 of the South East Plan states that:

'The region exhibits a wide range of social and economic circumstances that necessitates a flexible approach to identifying appropriate levels of car parking provision. Such an approach should provide a level of accessibility by private car that is consistent with the overall balance of the transport system at the local level.'

This is reflected within the Pond Road site; both the development options retain car parking for the community and residential uses only.

In addition to this, the withdrawn Core Strategy submission document clearly states (p43) that in some circumstances it may be necessary to release a car park for another use. In light of this, the release of the public car park at Pond Road for enabling development can be found to be acceptable.

### Approach to Planning Obligations

There is currently no local planning policy which addresses planning obligations although an SPD on infrastructure provision is included as part of Adur District Council's emerging LDF and timetabled to be adopted in 2009\*\*\*.

It is generally recognised that new development must adequately cater for the provision of infrastructure related to the development. Developments which give rise to unacceptable impacts must mitigate against them, most often through conditions applied to any planning permission granted or through S106 planning obligations.

At a regional level, The South East Plan outlines where contributions may be sought:

- Transport
- Housing
- Education
- Health
- Social infrastructure
- Green infrastructure
- Public services
- Utilities
- Flood defences
- Biodiversity and nature conservation
- Public Realm
- Heritage

With the Pond Road site a significant element of the development is the re-provision of health, social infrastructure and new public realm and therefore it is highly likely an "open book" approach to development will be required. Not only will this assist in the appropriation of costs attributable to "social infrastructure" such as the community centre or library but it will ensure that public assets are fully accounted for.

\*\*\*Adur DC, Local Development Scheme 2007

# 4. Key Development Principles

## The Development Concept

Pond Road provides a valuable opportunity to contribute to Shoreham-by-Sea's wider regeneration objectives and to provide a 'community heart' for the town centre. The site already plays an important community role within the local community providing library services, a community centre a health centre and a citizens advice bureau, uses that must be replaced as part of any development proposal.

Building on the regeneration principles set out section 2 of this Brief, further site and financial analysis has been undertaken resulting in the key strategic development principles as set out in this section.



### Development Principle 1 – Community Hub

The primary aim of the brief is to ensure the re-provision of the community facilities and to create a community hub for Shoreham-by-Sea. Specific accommodation requirements have been confirmed by Adur District Council in close consultation with each user group. The composition of the core Community Hub element of the development brief is:

- Community Centre - 1,415 square metres
- Health Centre – 1,400 square metres
- Library – 500-600 square metres
- Citizens Advice Bureau – 200-300 square metres

Consideration should be given to the specific day-to-day requirements for each community use and regard had to their management and servicing needs. There is an opportunity to combine this or more community uses within one building, providing that in doing so, the needs of each facility are fully met.

The effective co-location of uses will minimise land-take and ensures more efficient and effective use of land in a town centre location. Consequently, any development proposals should examine both horizontal and vertical integration of uses as design responses.

To enrich the community offer and complement both the community uses and new urban square, there is the opportunity for a café and pharmacy to be provided as part of any development proposals, which would further contribute to the social activity of the multi purpose community hub.

To achieve these objectives therefore it is recommended that the replacement community uses should be concentrated together on the eastern side of Pond Road to:

- Establish a true community hub - a contrast to the fragmented approach currently existing on the site
- Improve accessibility for all users
- Benefit from co-location such as shared servicing, parking
- Focus footfall and activity
- Creates the opportunity to develop a public urban square



### Development Principle 2 – Enabling Development

The viability of the scheme is a key driver for the future regeneration of Pond Road including the need to deliver public realm improvements and ensure that the positive regeneration benefits are delivered to the local community.

A full financial assessment has been undertaken by Stiles Harold Williams (SHW), which demonstrates the importance of the enabling development in securing the fundamental principle of re providing the community hub.

A primary aim of the financial assessment was to appraise various land uses that could derive sufficient commercial value to fund the community facilities (in conformity to local and regional planning policy). Land uses that formed part of this analysis included retail, residential, offices and leisure accommodation. Full details of the financial appraisal of the options are attached in Appendix 2.

The most suitable use or range of further uses to be incorporated on site depends upon a number of factors:

- The financial benefit of each such use
- The required scale of development
- The amount of traffic that such uses would generate
- The compatibility of the various uses (whether any of the proposed uses would have a detrimental impact on the community facilities or upon the financial benefit of incorporating other proposed uses).

Various land uses were considered for the scheme which included retail, office and leisure uses. It was felt that retail uses would not be suitable as they would threaten the vitality or viability of the nearby town centre. An office use in such a location would not be sufficient to support the re-provision of the community uses. The financial assessment demonstrates that office development would not create value that would provided the foundation to reprovide community uses. Leisure uses generally tend to have substantial catchment areas, generating higher volumes of traffic and the need for significant car parking and therefore would not be appropriate for this small site in a conservation area.

Residential accommodation would be suitable to this location and would complement the existing uses surrounding the site. It also has the highest commercial value of any proposal and therefore would support the redevelopment of new community facilities for Pond Road and contribute to the creation of a sustainable community.

Shoreham town centre comprises a mix of large individual houses, terraced housing and a limited supply of apartments. In urban areas, such as the Pond Road site, the average price paid per square foot for apartments does not differ as significantly from the price per square foot for houses.

	Enabling Development	Indicative Gross Sales Figures (£) psf
1	Assisted Living Accommodation	345
2	Residential accommodation – town houses	253
3	Residential accommodation – apartments	255

Table 1: Unit values of different dwelling types for Pond Road Site (Feb. 2009)

The market appraisal demonstrated that there are many sub sectors to the residential sector and as a result each sub sector was considered separately as part of the financial appraisal process (Appendix 2). As a result the assessment illustrated that a mix of private apartments, townhouses and 'Assisted Living' accommodation would be the most suitable and appropriate enabling use on the site, generating the highest values as set out below:

*1 - Assisted Living Accommodation.*

Assisted living accommodation is essentially retirement accommodation for more active older persons who do not require a high degree of dependency or care. The current market requirements include the need for at least a 0.2 hectare site that should include a private garden/landscaped area, warden accommodation and communal relaxation /socialising area. All these requirements can be met on the Pond road site, could be accommodated in a low rise building within a conservation area, located near to the town centre would conform to local planning policy.

In addition, this residential type generates a lower parking requirement per unit (ratio 0:3), when considering the size constraints of the site would be beneficial to the redevelopment of Pond Road. The financial appraisal indicated that assisted living accommodation would generate the highest value in terms of supporting the re-provision community uses. Therefore, any development scheme put forward to Adur District Council should include such a facility, which has been reflected in the development options for Pond Road (section 5).

*2 - Residential accommodation – Town houses.*

Town houses would mean that a provision of modern family accommodation (up to 4 bedrooms) would be created on site carefully positioned to enhance and restore the existing domestic street scene, taking advantage of the Church's setting and presence (on St Mary's Road) and at the western end of the site, reflecting the more residential nature of the area, located opposite existing townhouses (on Western Road).

Such a provision would enhance the sustainable community and contribute towards local housing requirements. Townhouses can be accommodated on this constrained site within the height restrictions and would meet local planning policy and therefore will need to be included within any development proposal put forward to Adur District Council as reflected within the development options contained in section 5.

*3 - Residential accommodation – Apartments.*

A higher scale of development can be achieved through the development of apartment blocks which make them suitable for town centre regeneration. Having regard to the sites historic context, apartment heights should not exceed 3 storeys to the south of the site and 4 floors to the north and as such low level apartment blocks (2/3 storeys) could be accommodated at Pond Road. This residential type would provide smaller units on site that complement the other residential uses and create a suitable dwelling mix for the scheme, meeting local housing need. It will allow full utilisation of upper levels of the development and will, in addition, be attractive to the market, and could compose a possible mix of 1, 2 and 3 bed apartments.

The analysis has indicated that a mix of dwelling types (assisted living accommodation, townhouses and apartments) would be most the appropriate enabling development on the site. This offer would also widen the range of dwelling type, meeting local housing needs, appeal to a broader market and reduce the average marketing period for each unit.

*Density*

In terms of the density expected for residential units, there is no planning guidance published at a local level. At a national level PPS3 states that 30 dwellings per hectare is the minimum expected. Pond Road is located within walking distance to the town centre, is near to the main train station and has good links to the local bus services, which would fulfil the regional Planning requirement and allow a higher density than 40 dph on the site.

On the basis of approx 140 units being provided on the site (in line with table 2 and the development options given in section 5) the residential density would equate to 97 dph\*. Adur District Council has permitted residential developments of over 50 units at an average of 70 dwellings per hectare. Given the urban context of the Pond Road site and the opportunity to promote a quality sustainable development it is felt that a slightly higher figure of 97 dwellings per hectare is an appropriate response to a town centre site, well located to public transport and required to accommodate a wide range of land uses.

\* Density has been calculated using minimum housing numbers and total site area

Use	Unit Numbers
Health Centre	1
Library	1
Citizens Advice Bureau	1
Community Centre	1
Assisted Living Accommodation	53 - 60
Town Houses*	18 - 25
Apartments*	55 - 69
Car Parking Spaces	126

Table 2: Land Use Quantum

\*The numbers shown for number of housing units are indicative using the residential floorspace (sq.m) available. The final number of units contained in a development proposal will alter depending on dwelling sizes/bed spaces of each unit.

The quantum of land uses set out in table 2 show the parameters for the development options. These core land uses, by type and quantum, have been assessed against planning policy, broader regeneration aspirations and provide the development context for each development option that are outlined in section 5.

Creating a Quality Sense of Place

**Development Principle 3 – Public Realm and Townscape**

Section 2 of this development brief illustrated the poor environment and public realm of the site and highlighted the opportunity for substantial environmental improvement and a higher quality public realm more appropriate for a conservation area and the town generally. There is an opportunity to execute a properly planned approach to development on the Pond Road. A key consideration will be to repair the fragmented townscape replacing the current fragmented disposition of buildings with a more coherent and attractive townscape. To address this, the following principles should be taken into consideration for any development proposal for Pond Road:

- To reflect the urban grain of Pond Road and the immediate environs no development will exceed 4 storeys in height.
- To locate the highest development in the north-east part of Pond Road, to match existing urban form.
- Development proposals should consider the integration of each community use and the possibility of providing them within a vertical context (provided that consideration is given to the additional key principles)
- All community facilities should be of a high quality design creating an sense of place for the area
- A new public urban square set adjacent to the community buildings to transform the public realm of the area, provide a needed focal point to the scheme and help to provide a sense of identity.
- The urban square needs to be a usable space that will add to the sense of activity and ‘community buzz’.
- Emphasis should be given to the north south links through the square to the grade 1 listed Church.
- Basement parking underneath the urban square will maximise the development potential and reduce ground level car parking thereby increasing pedestrian safety.
- Through developing ‘family town houses’ along John Street will create the residential street pattern and street line.
- The detailed design of the residential units will need to increase natural surveillance to create a sense of safety to the locality.
- Any development proposal for the site will need to respect, preserve and enhance the existing and surrounding townscape and urban grain, respecting the conservation area and sites historic setting



Plan 5: New development concepts

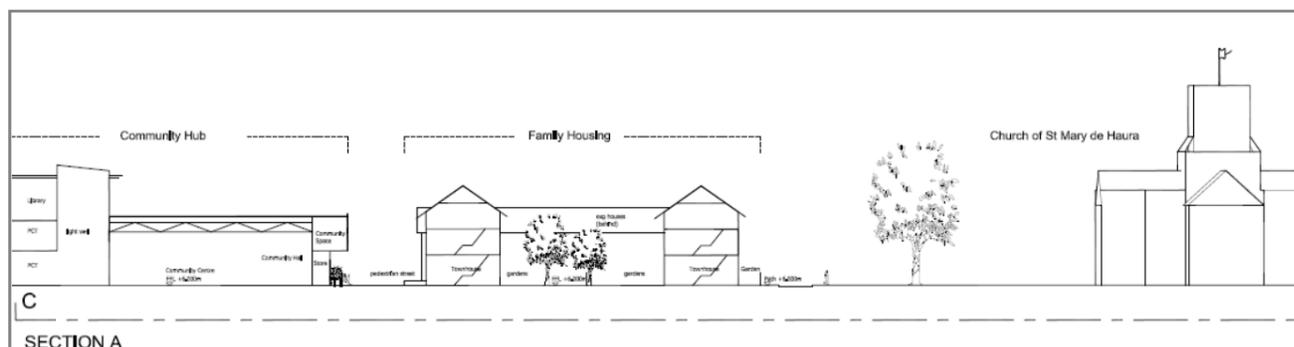


Figure 3: Heights of proposed buildings in relation to existing height of St Mary's Church

#### Development Principle 4 – Design, Conservation and Heritage

Shoreham has a unique character as a result of its maritime location and its Norman heritage. Pond Road's setting within the conservation area and proximity to the town's most prominent historic building – grade 1 listed Church, means that the redevelopment should be designed to enhance the areas distinctive character, following the design principles set out below:

- Building heights of a scheme should reflect those set out in Development Principle 3 in order to respect the conservation setting and enhance the Church's presence.
- The design of new buildings should reflect the architectural detailing of the surrounding area
- Careful consideration should be given to the quality and types of materials used and should be in keeping with materials used within surrounding buildings such as flint walls, brick, stucco and hung tile:



- Design proposals will need to include appropriate levels of landscaping and have regard to any significant trees or the TPO located on the eastern part of the site.
- Regard should be had to sustainable construction techniques and if possible materials should be sourced as locally as possible.
- Consideration should be given to sustainable design and the efficiency of buildings with residential development achieving Code for Sustainable Homes level 3/4 as a minimum and other development meeting BREEAM standard 'very good'.
- Design should conform to the Lifetimes Homes Standard and ensure inclusive design of the community facilities so that they are accessible to all.
- Consideration will need to be had to the minimisation of waste both during construction phases and once development proposals are complete

#### Development Principle 5 – Connectivity

The current disposition of buildings and the alignment of Pond Road do not give the site legibility or permeability. A key development principle for the scheme is to enhance permeability to, from and within the site, increase accessibility for visitors to the community facilities and increase interconnectivity between these uses themselves. To ensure that connectivity and accessibility form an integral part of any development scheme the following points will have to be considered:

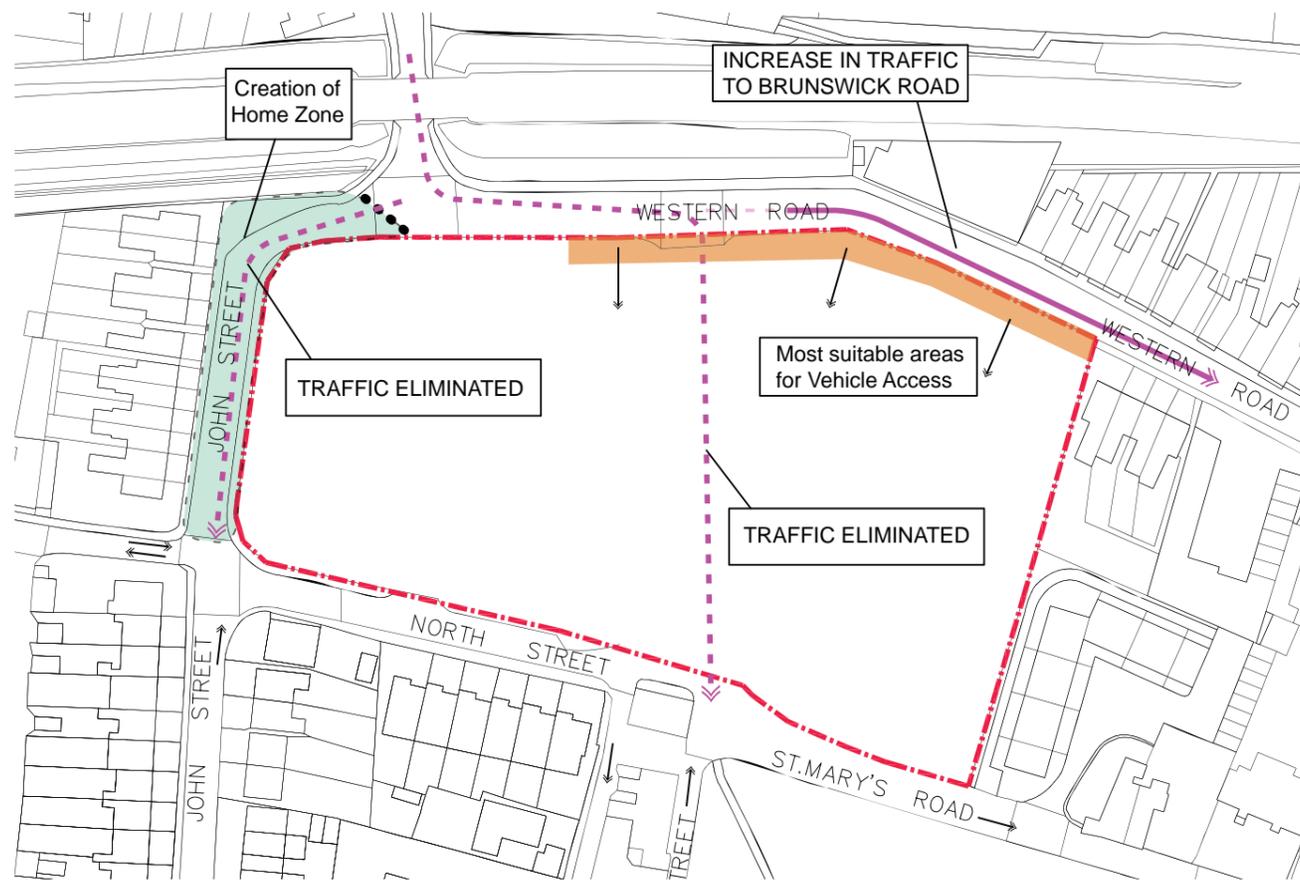
- The relocation of all community uses together adjacent to a new urban square (on the eastern side of Pond Road)
- The north/south route that is to be established through the square should be pedestrianised or part pedestrianised and become a 'home zone' giving priority to pedestrians and members of the community.
- The pedestrianisation of Pond Road will act as a link between the two parts of the site, in an east/west direction and enhance the permeable frontage to the south.
- The connectivity from the square eastwards is another key priority for the site and as such should be represented in any development proposals. This will then permit access from the square eastwards and provide further links to Western Street in the North.
- Appropriate treatment of links to existing footways to the north and south of the site will be important, as will additional works to the east and the west. It is expected that raised table pedestrian crossings could be implemented to achieve these links.

#### Development Principle 6 – Transport and Parking

The proposals to redevelop the site are driven by a number of transportation principles which primarily aim to improve the urban environment by reducing the impact of the car and enhancing access for pedestrians and cyclists.

In order to achieve these aims, the following transport considerations have been incorporated as part of the key development principles for the Pond Road scheme:

- The elimination of Pond Road as a link for through traffic will be key for any development scheme put forward. Therefore, any proposal will include the closure of Pond Road in its current form and for a new diagonal pedestrian link to be created through the site. This link may be utilised for some servicing vehicles but it will not be open as a through route for general traffic. The success of the new urban space will rely on the elimination of traffic routing through the site.
- Western Road will need to be closed in part to general traffic to discourage rat running through the residential streets in the area, in a north/south direction. It is the aim that the roads surrounding the site will only provide access to the site and the residential properties in the area and not suffer from the through traffic that currently takes place.
- There are implications for the wider highway network, in particular, close examination will be needed and if necessary, reversal of some of the adjacent one way systems. The principles of this approach have been discussed with West Sussex County Council (Highways) and have been viewed as broadly acceptable, subject to more detailed investigations, however future traffic analysis will be needed.



Plan 6: Transport Plan

- In order to reduce the “churn” of traffic circulating around the site and to alleviate the traffic domination of the western residential fringes of the site there are a number of possible measures that should be considered.
- Creation of a “home-zone” environment (traffic calming/discouragement) to a part closure of Western Road where it meets the rail underpass.
- Re-routing of traffic along Western Road to prevent traffic travelling along the western border of the site. This would create a more pleasant residential environment for those existing and prospective residents living adjacent to/on the western boundary of the site.
- The site is located within walking distance of Shoreham-by-Sea railway station and the local bus routes serving the town. Given the location of the site it is considered that no changes to public transport services are required to permit the development.
- The provision for cycles will need to be considered and as a minimum a cycle lane through the north/south diagonal link along pedestrian route should be included.
- The limitations of the site and the need to include supporting development that will enable the re-provision of the community uses will result in the replacement of the public surface car park. Adur D.C in tandem with West Sussex County Council are examining the potential for controlled parking within the town centre. A study into the feasibility of this will be undertaken by WSCC. It is considered that the parking proposals at the Pond Road site will be workable with or without the implementation of the controlled parking scheme.
- County parking standards are set out as maximums, which has resulted in a proposed possible car parking ratio of 1:1 for the residential units and 1:3 for the assisted living units for the development proposals. In addition to this, it is proposed to provide approximately 20 surface spaces for the community facilities. Any development schemes submitted to the Council must use these parking provisions as a guide to allow the community uses within the site to function successfully.
- The residential units will require a suitable level of parking. It is recognised that a balanced approach should be taken in the proposed parking provision to ensure that parking is minimised where possible but that a practical level is provided to prevent overspill parking. Given the physical constraints of the sites, parking numbers to support the development will need to be accommodated underground in order to make the most efficient use of space and generate a higher market value. This has been a consideration when preparing the development options in section 5.
- There will be practical issues involved such as ensuring minimal impact on utilities in addition to the planning / regulatory issues such as Stopping Up Orders and Traffic Regulation Orders which will commence following Planning Approval.

# 5. Development Options

The site appraisal and financial analysis has provided a clear understanding of the opportunities, requirements and constraints, which have all been set out in this development brief.

This section sets out possible development options for the Pond Road Site. All options have considered the key development principals and the planning considerations that have already been outlined. The options have been predicated on the current market assessment and market appraisal which show the best positive values.

In all options the land use and quantum of the community facilities remains a constant, the quantum and disposition of the enabling development (residential - assisted living, townhouses and apartments) have been commercially driven and alter between each development option. The car parking numbers also vary on each option.

The proposed uses and floorspace quantum are as follows::

		Option A	Option B
Community	Health	1,415	1,415
	Community	1,400	1,400
	Library	570	570
	CAB	210	210
Residential	Assisted Living	60 units	53 units
	Town Houses**	25 units	18 units
	Apartments**	55 units	69 units
	Total Residential**	140 units	140 units
Parking	Basement	76 spaces	76 spaces
	Surface	50 spaces	50 spaces

Table 3: Proposed quantum and uses for each development option

\*\* It must be noted that the development options are not detailed designs and are indicative

The following section clearly illustrates each option in detail, provides commentary and comparisons to other options

## Financial Assessment

### Financial analysis of indicative development options A & B

The Aim of the project has been -

To develop new Community Facilities of at least equivalent size (to comprise a Health Centre, Community Hall, Library and offices for the Citizens Advice Bureau) and to make the scheme self funding, by incorporating further development of the site.

So as to fund the cost of constructing the required Community Facilities, the additional development of the site needs to comprise accommodation that, when developed, has a value in the market that is in excess of the sum of the following costs and values:

1. The total costs of constructing the additional development
2. The total costs of constructing the community facilities
3. The existing value of the accommodation on the site; and
4. Preferably leaves a remaining sum that will therefore require the purchaser to make a payment for the site that will prove to be an incentive for the developer to implement the scheme and provide Shoreham with the required Community Facilities without unnecessary delay.

If at least the first three points above can be achieved by devising an appropriate scheme, then the land with planning permission for that scheme can be sold to a developer for a positive payment. In effect, this would involve a sale of land allocated for the further development for less than its land value, so as to compensate the purchaser for accepting an obligation to construct the required community facilities.

If some of the additional development was to be contrary to established planning policy (national or local) it would be defined as 'enabling development'. The definition of 'enabling development' is stated in an English Heritage document titled 'Enabling development and the conservation of heritage assets', as "development that is contrary to established planning policy – national or local – but which is occasionally permitted because it brings public benefits that have been demonstrated clearly to outweigh the harm that would be caused. The benefits are paid for by the value added to land as a result of the granting of planning permission for its development, so enabling development can be considered a type of public subsidy. It has been proposed in support of a wide range of public benefits, from opera houses to nature conservation". The aforementioned required additional development is referred to below as enabling development, whether or not it will be contrary to established planning policy.

Consideration has been given to the type of property that the enabling development might comprise, including uses such as retail, residential, offices and leisure accommodation.

The most suitable use of the enabling development depends upon many factors, including:

- The extent to which the market value of such accommodation exceeds the total costs of its construction (i.e. the financial benefit of each such use)
- The required scale of development (some uses need to be developed on a large scale to generate a financial benefit, which may be a scale that is inappropriate for the subject site)
- The amount of traffic that such uses would generate
- The compatibility of the various uses (whether any of the proposed uses would have a detrimental impact on the Community Facilities or upon the financial benefit of incorporating the other proposed uses).

We have briefly referred to some of the pros and cons of a few alternative uses that the further development might take below:

#### Retail

Whilst the proposed Community Facilities will generate some passing trade for retailers, this is expected to be limited. The nearby retail facilities in the locality of High Street and Brunswick Road are secondary at best, and this is reflected in the comparatively low rents. There is a significant risk that retail units on this site would suffer significant void periods, with occupiers struggling to trade viably from this location.

In contrast, a large store or supermarket would generate significant traffic and would be unlikely to be deemed appropriate development within a conservation area.

Given that the Community Facilities are to include a Health Centre it is expected that a Pharmacy would be viable, but only if such facilities were not incorporated within the Health Centre.

#### Office

Rents paid for offices in the locality are low, and do not support a land value in excess of the total costs of construction. Therefore there is no financial benefit in incorporating office accommodation in the scheme.

#### Leisure

Smaller leisure uses including restaurants and cafes would be subject to similar comments to those given under retail above. However, the draw of the Community Facilities, particularly if enhanced by attractive public realm would probably support a café. Such a use would also compliment the public realm and the experience of visiting the Community Facilities.

Again, larger leisure uses would generate significant traffic and would be unlikely to be deemed appropriate development within a conservation area.

#### Residential

Residential development brings to the scheme the most positive financial benefit, and therefore forms the most attractive form for the enabling development to take. It is also a use that would be likely to have least overall impact on the surrounding dwellings, and would be deemed most appropriate to the conservation area.

Shoreham town centre comprises a mix of large individual houses, terraced housing and a limited supply of apartments (both purpose built and conversions of earlier buildings). The average price paid per square foot for small apartments (excluding those with an outlook over water) does not differ as significantly from the price per square foot for larger houses as is often the case in urban areas, reflecting the comparatively low demand for apartments in the town.

Urban regeneration is often funded through the development of apartment blocks because of the scale of development that can be achieved per acre. However, in Town Planning terms, this site is not considered appropriate for development of more than 3 storeys in the main and 4 floors in places. Low rise apartment blocks have the disadvantage of losing floor area on each floor to common parts (stairs and potentially lifts) without having the potential to add significantly to the total floor area that can be developed on the site.

The indicative schemes rely upon residential development as enabling development, but as a result of these two factors they do not rely solely upon apartment blocks, but show a mix of houses and apartments on the site. A mix has the added advantage of widening the range of dwelling type, so widening the market and reducing the average marketing period for each unit, which in turn reduces interest payments paid by developers and marketing costs.

The vast majority of dwellings in Shoreham have parking facilities. If a developer was to try to sell dwellings on this site without such facilities they would be taking a significant risk, and it would be expected that dwellings would have to be sold for a discount and over a longer marketing period. Whilst the risk would be lower with regard to cheaper one bedroom apartments, residential development will necessitate the provision of parking facilities on site. Car parking can either be placed underground at substantial costs or at ground level or above where it will result in a reduction in the floor area of enabling development that can be constructed on the site. Having considered the alternatives the indicative schemes provide for the majority of the car parking underground.

There is a sub sector of the residential sector that has a lower parking ratio whilst supporting a similar or higher net land value, being the Assisted Living sector. This sector requires a short level walk to town centre facilities which is an attribute of this site. An assisted living scheme has been developed in recent years a short distance to the north of the subject site. The principal developers active in this residential sub sector require around 0.5 acres for the development of up to 50,000 sq ft over up to 5 floors with a parking ratio of around 1 space per 3 apartments. The indicative schemes incorporate such a facility. This further widens the range of residential provision on the site, so widening the market and reducing the need to phase the residential element of the scheme.

### Proposed range of uses within the indicative schemes

The indicative schemes each incorporate the full range and scale of the desired Community Facilities, comprising a Health Centre, Community Centre, Library and offices for the Citizens Advice Bureau.

With the exception of perhaps a café, and a pharmacy if one is not incorporated into the Health Centre, the enabling development within the indicative schemes comprises Assisted Living accommodation, Houses and Apartments.

### Assumptions

Market conditions are always changing. For the purpose of undertaking this study it was agreed that the gross development values would be based upon comparable market evidence from the third quarter of 2007 and reduced by 7.5%.

Based upon this assumption, we have calculated that the potential to meet the aim (set out above) is border line. Therefore we have sought to maximise the development potential of the site in such a way as to maximize the land value of the residential element. We have also assumed that implementation of a planning permission for the indicative schemes would not result in unusual costs, and in particular would not require the provision of affordable housing or any contributions towards off-site works. Further assumptions are referred to below, under the heading 'Financial Assessment of the two indicative Options (A & B)'.

The market has weakened over the period of undertaking this study, and current transactional comparable evidence is lower than the figures used in our calculations. Consequently residential values would have to rise or construction costs would have to fall to achieve or exceed the level of the Residual Land Values shown in the enclosed Appraisal Summaries.

### Potential phasing of development

We are aware of a desire by the PCT to re-house the Health Centre within a 15,000 sq ft building by 2011. However, in the current economic climate, offers made by developers (for the site as a whole) may not be acceptable to the landowners until a later date. Therefore, the proposed options for the redevelopment of the site allow for the relocation of the Health Centre as a first phase stage of redevelopment.

The 'Burrscrofte' site, in the north-east corner of the site, is currently vacant, and therefore suits development of the first phase without disruption to current Community uses on the site.

(The remainder of the site could also be developed in phases, but it is envisaged that the arrangement of those phases would be defined more by financial benefits rather than by a need for new accommodation).

The Burrscrofte site would suit 3 and potentially 4 storey development. A 15,000 sq ft Health Centre would preferably be developed over 2 floors, being a compromise between single storey development that would take a large

percentage of the site's area, and 3 storey development that would provide less suitable accommodation for use as a Health Centre. However, with the need to maximize the development potential of the site, we have considered uses that could be developed on the Burrscrofte site along with a Health Centre. Our research identifies that the preference is another Community use rather than residential apartments, so as to avoid the greater risk of flood damage and increase the ease with which the common parts of the building can be monitored.

The indicative schemes incorporate on the Burrscrofte site as potential elements of a first phase of development, offices for the Citizen's Advice Bureau (CAB) and a Library, along with the Health Centre. Incorporating such uses in phase one enables subsequent phases of development to be more financially beneficial, but does impact upon the cash flow position at the end of the first phase. Apartments could be incorporated on the Burrscrofte site in lieu of the CAB offices and Library, and this may generate a better cash flow position at the end of the first phase, depending upon market conditions at the time.

### Financial Assessment of the two indicative options (A & B)

The enclosed Appraisal Summaries show the calculation of Residual Land Values for Options A & B. The Residual Land Values do not account for the cost of land assembly. The Residual Land Value reflects the price that would be expected to be paid by a developer for the site (with an implementable planning permission for the relevant scheme Option, and on the basis of all of the assumptions proving to be correct).

The financial assessments show the Residual Land Values for the two indicative options to be:

Option A	£866,907
Option B	£626,216

Please note that all of these figures are spot figures within a range of outcomes that could arise based upon small changes in the input figures. For instance:

If the gross development values were to change by 5%, the Residual Land Values would change by around £1,500,000

If the construction costs were to vary by 5%, the Residual Land Values would change by around £1,100,000.

Both of these inputs along with other inputs could vary.

Consequently the viability of the indicative schemes is sensitive to small changes in input figures. This results in part from the aim, that the schemes be self funding, with Community Facilities to be funded from the construction of other accommodation.

To prepare financial assessments to show indicative Residual Land Values requires many assumptions and estimates to be made. Some of these can be refined following further procedures such as surveys and calculations from engineers. Our assumptions, in addition to those shown in the financial assessments, include:

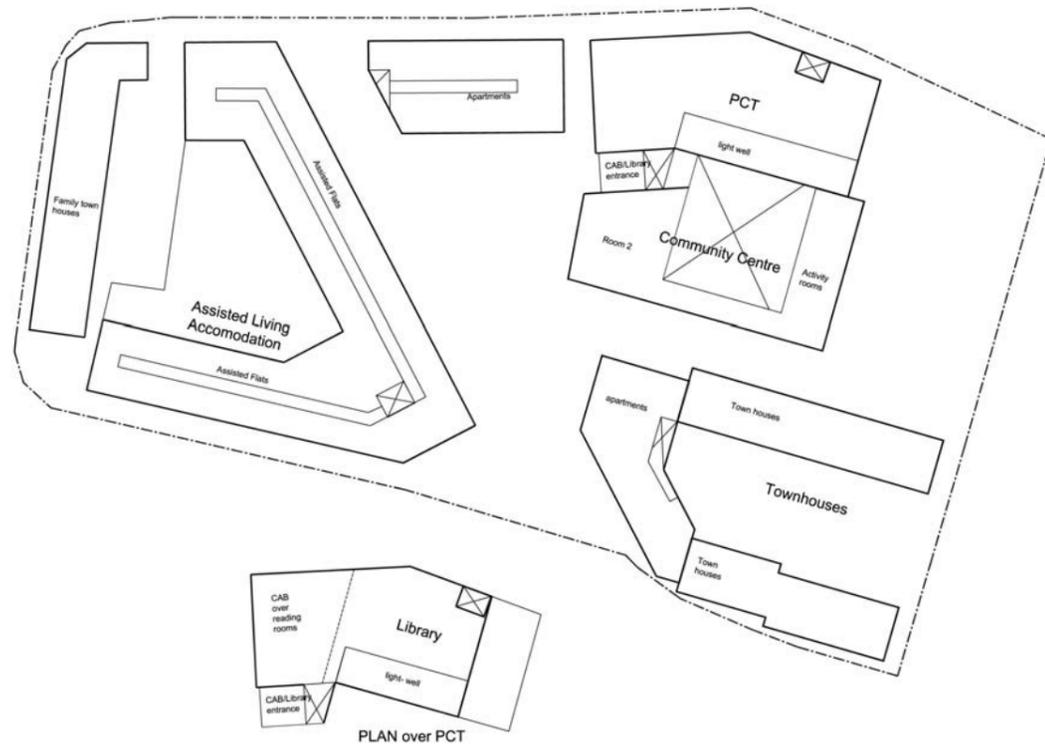
- 1) Sales prices for residential accommodation (assisted living apartments, general apartments and houses) being 7.5% less than the market evidence from the third quarter of 2007
- 2) Standard ground conditions and a water table level sufficiently below the proposed underground car parking facilities for ease of drainage
- 3) Easy connection to all mains services, and sufficient capacity being available
- 4) Full vacant possession being available
- 5) Sale with a planning permission (that does not incur the developer in any unusual costs) and all necessary approvals for immediate development of the relevant indicative scheme
- 6) No obligation to provide affordable housing on site, or to contribute to the provision of affordable housing off site, or the undertaking of any works off site

# 5. Development Option A

This option is seen as the most financially viable option for the Pond Road site.

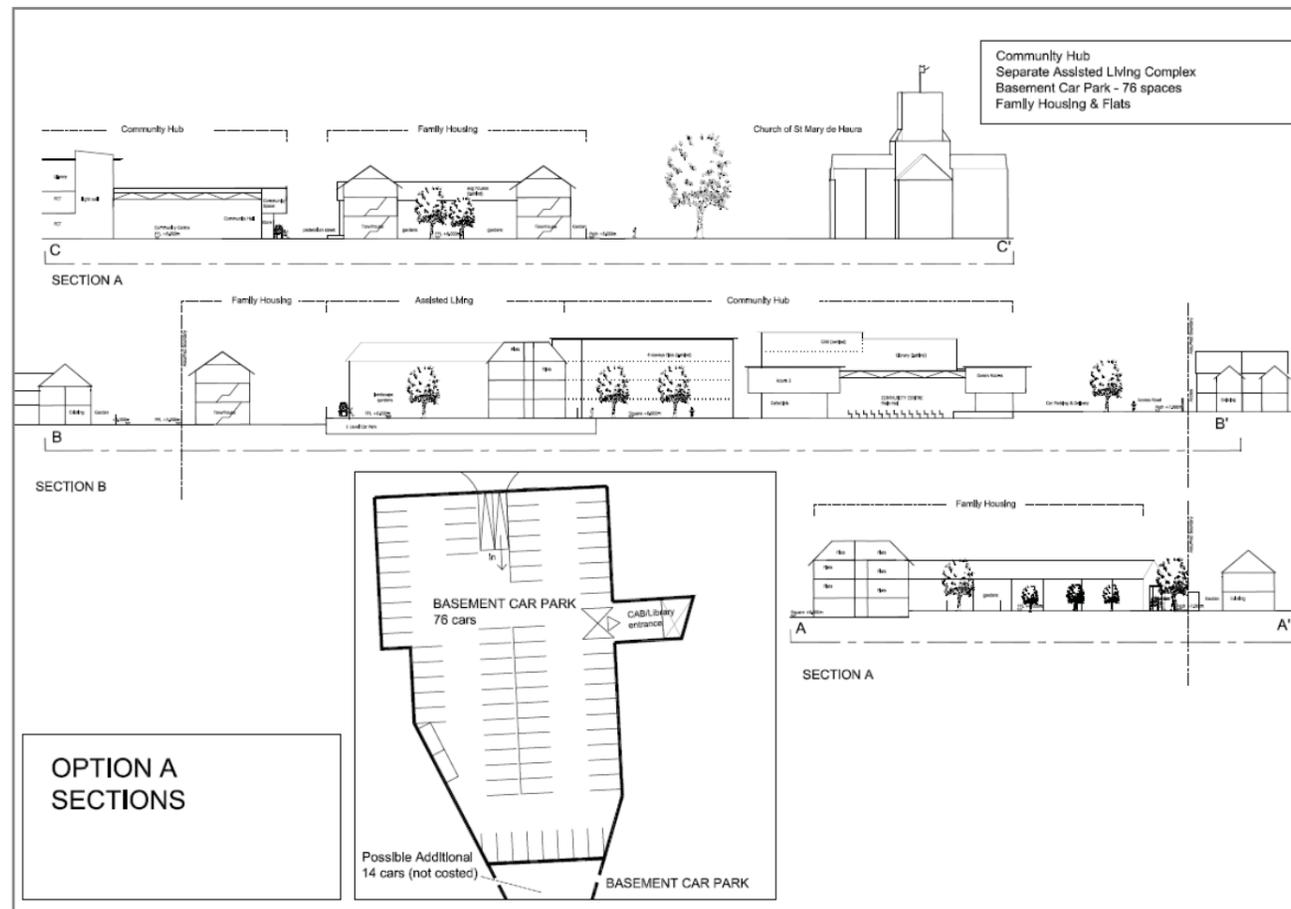


- A Establish new Community Hub.  
 Purpose built accessible facilities  
 Vertical integration of community uses  
 Community buildings are located to complement height and uses of Western Road and ensures that the church retains its prominence.
- B Pedestrianisation is a priority
- C Town houses with both rear and front gardens – have views over Church  
 Town houses provide 'street' from eastern edge links to community uses
- D Apartments over look community square  
 Apartments reinstate corner of Pond Road giving focus towards Church
- E Assisted living fronting community square have own open space  
 Assisted living over-looking community square ensuring natural surveillance and emphasis on safety
- F Town houses along St John Street reflect residential character of Street  
 Town houses with both rear and front gardens for family homes  
 Creation of a 'Home Zone'  
 Town houses reinstate urban grain
- G Apartments complement the residential quarter opposite the community uses
- H Basement car park with entrance on Western Road – discourage traffic down St John Street



Development Option A Schedule			Area	
Type	Use Class		Units	sqm
Community	D1	Health centre	1	1,415
	D1	Community centre	1	1,400
	D1	Library	1	570
Residential	A2	CAB	1	210
	C3	Assisted Living	60	4,500
	C3	Town Houses	25	2,700
	C3	Apartments	55	3,300
				140
Parking	N/A	Basement		76
	N/A	Surface		50

Table 4: Option A Schedule

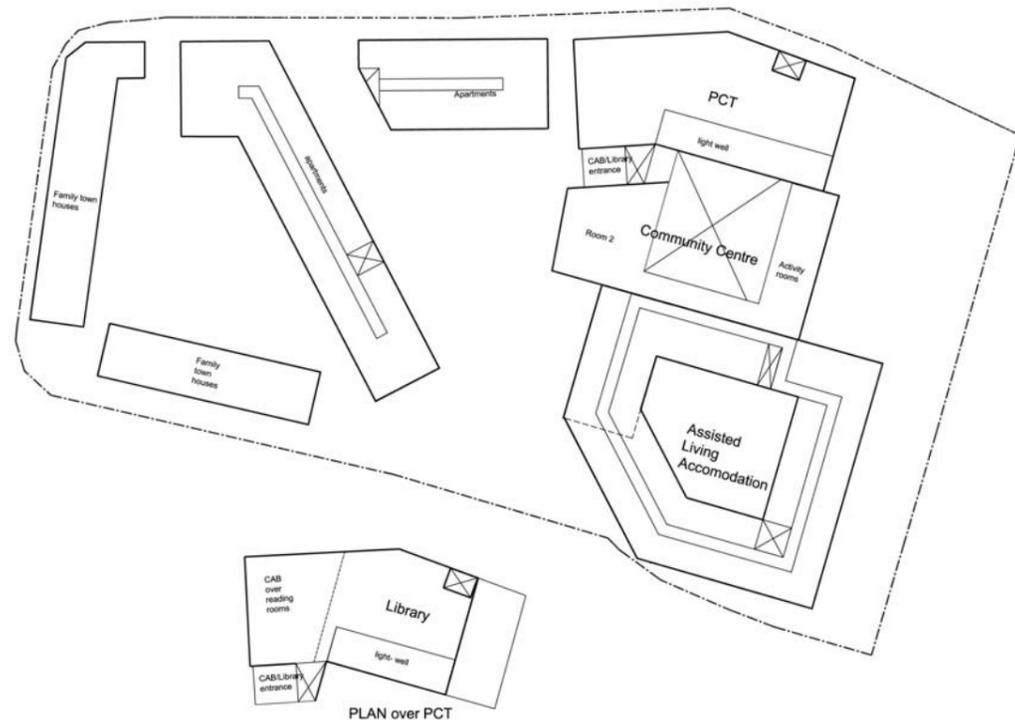


# 5. Development Option B

This option is seen as the least financially viable option for the Pond Road site.

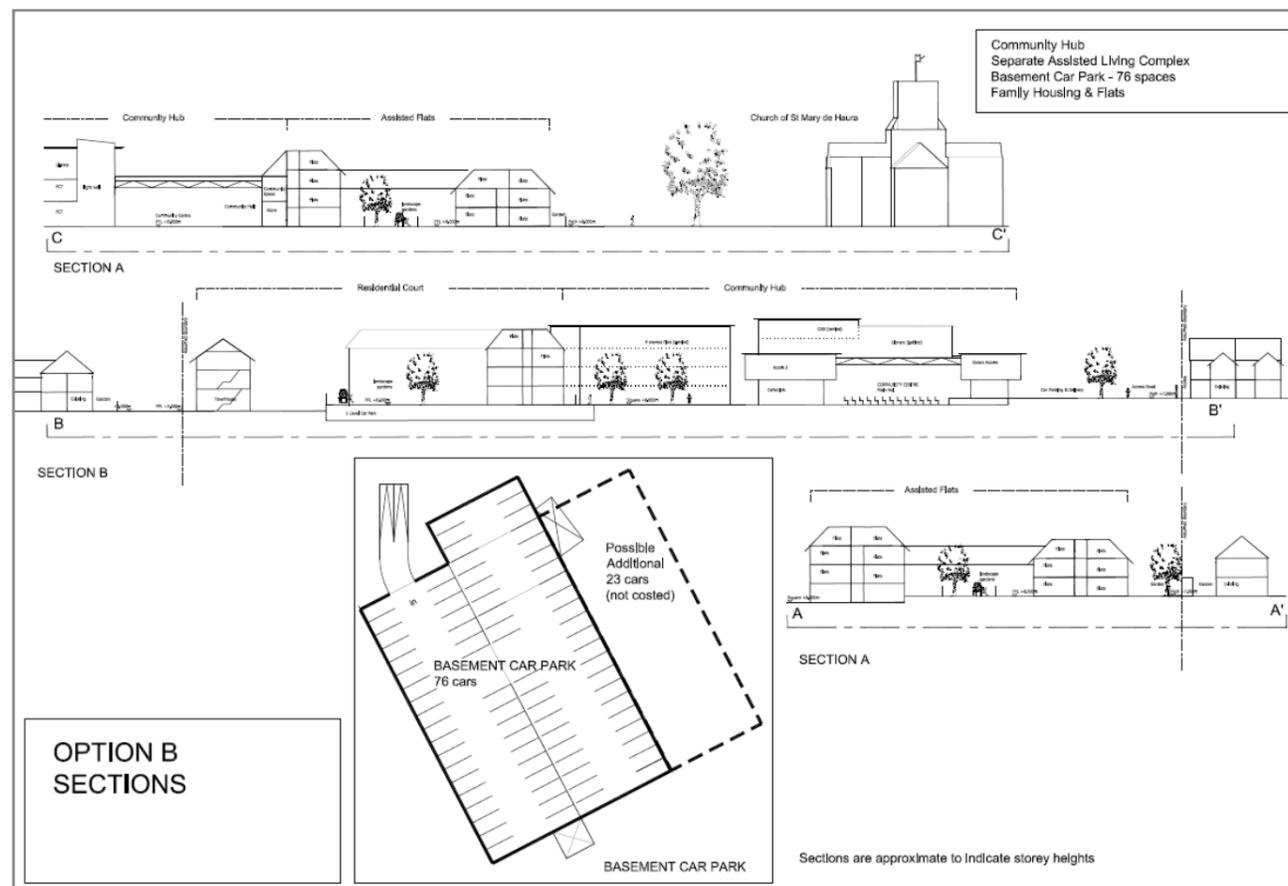


- A Establish new Community Hub.  
 Purpose built accessible facilities  
 Vertical integration of community uses  
 Community buildings are located to complement height and uses of Western Road and ensures that the church retains its prominence.
- B Pedestrianisation is a priority
- C Assisted living units wrapping a private contained courtyard.  
 Assisted located nearer to community services with own open space
- D Apartments over look community square
- E Town Houses along St John Street and North Street reflect residential character of area  
 Town Houses with both rear and front gardens  
 Town houses reinstate urban grain  
 Creation of a 'Home Zone'
- F Children's playground located to rear of town houses reflecting family/community feel  
 Apartments fronting community square and overlook children's playground
- G Basement car park with entrance on Western Road – discourage traffic down St John Street
- H Permeability west to east through apartment block



Development Option B Schedule			Area	
Type	Use Class		Units	sqm
Community	D1	Health centre	1	1,415
	D1	Community centre	1	1,400
	D1	Library	1	570
Residential	A2	CAB	1	210
	C3	Assisted Living	53	3,970
	C3	Town Houses	18	1,930
	C3	Apartments	69	4,600
				140
Parking	N/A	Basement		76
	N/A	Surface		50

Table 5: Option B Schedule



# Appendix 1: Planning Framework

A summary of planning policy relevant to this site is set out below.

## National Planning Policy

### Planning Policy Statement 1- Delivering Sustainable Development (2005):

- Encourages development on previously used land and encourages the most efficient and effective use of sites especially in town centres
- Encourage a mixed use approach to development, highlight the principles of sustainable development and emphasises the importance of high quality design

### Planning Policy Statement 3- Housing (2006)

- Residential development is a high government priority
- Highlights the importance of providing a range housing types of high design quality making use of previously developed land wherever possible
- Delivering accommodation for a range of groups, including older people (Para 21) and ensuring the local housing needs are met.
- Housing as part of mixed-use development schemes in town centres are encouraged especially where they are well located in relation to public transport connections

### Planning Policy Statement 6: Planning for Town Centres (2005)

- Encourages the viability and vitality of town centres
- To plan for the growth, development, and enhancement of existing town centres by focusing development within them rather than out of town so that a range of town centre uses are available, within a good environment and are accessible to all.

### Planning Policy Statement 12: Local Spatial Planning (2008)

- Gives an explanation of what is meant by spatial planning and sets out how core strategies can be seen as spatial.
- Outlines policy requirements for the LDF, notably Core Strategy DPD, other DPD's and SPD's

### Planning Policy Guidance 15: Planning and the Historic Environment (1994)

- Outlines policy for development within conservation areas – the primary objective is to preserve and enhance the character and appearance of historic and conservation areas.
- New buildings should consider design carefully and respect the existing setting and urban form.

### Planning Policy Guidance 16: Archaeology and Planning (1990)

- States that archaeological remains should be seen as a finite and non renewable resource and as such appropriate management is required to ensure that they survive.

## Regional Planning Policy

### Regional Spatial strategy: South East Plan (2009)

- Requires Adur to deliver 105 net additional dwelling per annum between 2006 and 2026. This figure excludes the 10,000 homes which are anticipated to be delivered at the Harbour Growth Point area.
- Aims for a more sustainable pattern of development and a dynamic and robust regional economy
- When planning the location of community services, providers need to consciously ensure that facilities are located in places where they best serve the community.
- The plan recognises that community facilities – such as libraries and community centres can provide lifelong learning and skills development in an environment that may be more suitable to groups excluded from, or less able to access, mainstream services.
- The provision of mixed use community facilities should be encouraged as they offer a method of bringing together existing and new communities in areas of growth. (Shoreham-by-Sea now has growth point status). By locating such provisions together will make effective use of resources and reduce the travel impact.
- Local Planning Authorities should ensure that facilities are located and designed appropriately taking account to local needs (Policy S6: Community Infrastructure). In addition to this, policy S6 seeks to ensure that:
  - Community infrastructure supports economic growth and regeneration, with particular priority for health and education provision
  - Creative thinking and action on new mixes of cultural and community facilities is encouraged
  - Appropriate facilities are made accessible to all sections of the community, in both urban and rural settlements.

## Local Planning Policy

All local planning policy considerations have been highlighted and are set out in section 3.



# Appendix 2: Appraisal Summary - Option B

## Appraisal Summary for Pond Road, Shoreham regarding Development Option B

	sq ft	Rate £psf	Gross Sales £	
<b>GROSS DEVELOPMENT VALUE</b>				
Primary Care Trust (Drs Surgery)	13,280	282	3,744,925	
Assisted Living Accommodation	33,331	345	11,499,181	
Housing	20,774	253	5,255,822	
Apartments	39,610	255	10,100,652	
Totals	<u>106,995</u>		<u>30,600,580</u>	<b>£30,600,580</b>
Sales Agent Fee		1.00%	-306,006	
Sales Legal Fee		0.50%	-153,003	-£459,009
<b>NET DEVELOPMENT VALUE</b>				<b>£30,141,571</b>
<b>CONSTRUCTION COSTS</b>			<b>Cost £</b>	
Landscaping			250,000	
	sq ft	Rate £psf	<b>Cost £</b>	
Primary Care Trust (Drs Surgery)	15,177	149	2,261,373	
Library	6,135	130	797,550	
Citizens Advice Bureau	2,530	128	323,840	
Community Centre	15,178	127	1,927,606	
Assisted Living Accommodation	42,732	120	5,127,840	
Housing	20,774	105	2,181,270	
Apartments	49,513	120	5,941,560	
Basement car parking under buildings	6,858	72	493,776	
Basement car parking under landscaping	12,446	104	1,294,384	
Surface car parking	16,750	7	117,250	
Totals	<u>188,093</u>		<u>20,466,449</u>	<b>£20,716,449</b>
Contingencies		5.00%	1,035,822	
Demolition			150,000	
Road/Site Works			200,000	£1,385,822
<b>PROFESSIONAL FEES</b>		4.00%		849,374
<b>FINANCE COSTS</b>				
For land			114,880	
For construction			1,310,557	
For other			29,629	£1,455,066
<b>TOTAL COSTS</b>				<b>£24,406,711</b>
<b>DEVELOPERS PROFIT at 20% on cost (including cost of acquiring the land)</b>				<b>£5,023,595</b>
By way of comparison:				
Profit on GDV%		16.42%		
Profit NDV%		16.42%		
<b>NET DEVELOPMENT VALUE LESS DEVELOPERS PROFIT AND TOTAL COSTS</b>				<b>£711,265</b>
Stamp duty		4.00%		£25,049
Agent fee				£30,000
Legal fee				£30,000
<b>RESIDUAL LAND VALUE</b>				<b>£626,216</b>

# Appendix 3: Sustainability Appraisal

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**Prepared in accordance with the  
Royal Town Planning Institute  
Code of Conduct**

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**DRAFT SUSTAINABILITY APPRAISAL**

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**For draft Development Brief in relation to  
Pond Road, Shoreham (Adur District Council)**

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Plans for Options A and B are attached at the end of this report.	

## Non-Technical Summary

This draft Sustainability Appraisal has been undertaken to consider sustainability implications of identified options and principles in the draft Development Brief prepared for a site at Pond Road, Shoreham-by-Sea. The site presently contains a disjointed mixture of buildings and spaces in various uses including a public car park, a community centre, a library, a health clinic and a non-operational care home.

### Background to the Sustainability Appraisal

Adur District Council is required to carry out an assessment of planning policy documents before they are formally adopted, in part to evaluate whether they would give rise to significant environmental effects as required under national and European legislation.

The proposed Development Brief is a non-statutory document, however it is intended to guide future development. Therefore preparation of a draft Sustainability Appraisal was deemed pertinent and necessary to ensure the robustness of any adopted Brief.

### Methodology

This draft Sustainability Appraisal was prepared in accordance with government guidance with particular reference to *Sustainability Appraisal for Regional Spatial Strategies and Local Development Documents (2005)*, although the assessment process has been scaled down commensurate with the non-statutory status of the draft Development Brief and the relatively small size of the site.

The process aimed to carry out a scoping report on applicable policies and baseline data; identify guiding sustainability objectives; and to consider the sustainability of the three options. Where conflict with regard to sustainability principles has arisen, possible mitigation measures for inclusion in policy or detailed design considerations are suggested.

## Consultation

Neither the draft Sustainability Appraisal nor the draft Development Brief has been the subject of consultation with environmental agencies or the community. This will be required prior to adoption of a preferred design option and the Development Brief.

### Sustainability Objectives

Sustainability objectives were developed by comparing relevant sustainability and environmental policies contained within national, regional and local policies. This provided an understanding of sustainability objectives that could be applied to the Pond Road site, and also potential conflicts and constraints between policies at different levels. Eighteen sustainability policy objectives were identified for the Pond Road site that cover broadly: community cohesion and equity, protection of the natural and built environment, prudent use of natural resources, and sustainable economic growth. The 18 sustainability objectives became the key criteria against which the draft Development Brief options were tested, and their compatibility with each other was also assessed by use of a matrix. The sustainability objectives were found to be generally compatible, although inherent inconsistencies are evident between biodiversity and development.

### Pond Road Redevelopment Options

Three options were considered in the draft Development Brief. Options A and B relate to redevelopment of the site to provide a Primary Care Trust (PCT) clinic, library, community centre, Citizens Advice Bureau, residential housing (Assisted Living, townhouses and apartments) and parking. Both Options A and B would incorporate all these land uses but with a different built configuration and massing. A third option is a 'do nothing' option assuming continuation of the existing land uses.

All three options were tested against the 18 sustainability objectives. None of the three options maximised potential for biodiversity on the site, due to the inherent conflict between biodiversity and any development. Otherwise,

Options A and B had a similar rating except in relation to minor design differences (e.g. loss of an east-west connection in Option B) and uncertainties (e.g. possibility of overshadowing of the Community Square in Option A detrimentally impacting on the public realm). The ‘do nothing’ option scored poorly as the existing site does not aid the Council in meeting housing targets, and the existing built form does not positively contribute to either the public realm or the heritage setting of St Mary de Haura.

### **Mitigation**

Mitigation is required to resolve negative elements where possible, and also to address areas of uncertainty in order to maximise incorporation of sustainability principles in policy and any resultant scheme. Various mitigation measures have been identified that would improve the sustainability of the draft Development Brief principles and the identified options. As an example, an important consideration is protection and efficient use of resources such as water, energy and materials but this is difficult to quantify at this early stage. Therefore, it is recommended that policy guidance would address the need to consider these aspects during both the construction and operation phases, with details then to be provided in relation to a specific scheme for the site.

### **Implementation and Monitoring**

Should Adur District Council adopt a Development Brief with a preferred option for the site, its effects will need to continue to be assessed against the 18 sustainability indicators. This will show how well development resulting from the Development Brief has contributed to sustainability. Any data collected will form a baseline against which future sustainability performance can be measured, and this will in turn help inform future policy making.

## **1. Introduction**

### **1.1 Background**

Stiles Harold Williams has been commissioned to prepare a draft Sustainability Appraisal (SA) of redevelopment options identified in a draft Development Brief for a site known as ‘Pond Road’ in Shoreham-by-Sea.

This appraisal was commissioned by Adur District Council, which in conjunction with its core partners West Sussex PCT and West Sussex County Council, has been evolving a regeneration strategy for Shoreham since 2004. This process has most recently produced *A Strategy for Shoreham Renaissance (2006)* which has been adopted as the long-term planning framework for the town centre. Within this strategy, redevelopment of the Pond Road site to reinforce its ‘community hub’ status is identified as a key component in achieving this vision.

A draft Development Brief has been prepared by Broadway Malyan that sets out key development principles and two options for redevelopment of this site. It is intended that upon adoption the brief would be a material consideration in assessment of planning applications for the site. Regeneration of Shoreham-by-Sea including development principles that would also apply to the subject site, will be considered in future strategic policies within the Local Development Framework (LDF).

### **1.2 Site Description**

The Pond Road redevelopment site comprises a parcel of land to the north of Shoreham-by-Sea town centre approximately 1.3ha in size. It is bounded by Western Road to the north, John Street to the west, North Street and St Mary’s Road to the south and St Mary’s Close to the east. The site is within a conservation area, and the listed church St Mary de Haura is located to the south/south-east of the subject site, which is a major visual and cultural landmark within the town centre.

The site presently contains a disjointed mixture of buildings and spaces that has developed organically over time. It currently presents a poor public realm, there is little connection between various uses, and the built form has limited architectural merit. The existing uses are:

- Short stay public car park with 78 spaces;
- Shoreham Community Centre (leased from ADC);
- ‘Burrscrofte’, being a County owned care home that is currently closed, with an unimplemented but valid planning permission for use as offices;
- Shoreham Library (County owned);
- Shoreham Health Centre constituting a 3 x GP surgery (PCT owned).
- Citizens Advice Bureau (leased from Adur District Council).

## 2. Background

### 2.1 Purpose of the Sustainability Appraisal (SA)

The purpose of a SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of plans.

The principle of sustainable development encompasses social, environmental and economic issues, entailing concern with present and future generations. A Sustainability Appraisal therefore provides a means of defining, measuring and articulating sustainability, to enable and promote sustainable development. The national government guidance *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (2005)* provides an established framework for carrying out a SA.

Specifically, this SA has been prepared to ensure that the sustainability implications of redevelopment options for the Pond Road site (including a ‘do nothing’ option) have been properly considered within the context of wider sustainability objectives encompassed in policy, regulations and legislation. This is achieved by assessing the options against this framework, and against Council-wide and site specific baseline indicators.

### 2.2 Scope and Purpose of the Development Brief

In Shoreham-by-Sea, the Council is seeking to regenerate the Pond Road site to reinforce its current role as a ‘community heart’ for the town centre, to be financed and supported by new housing development. As stated in the Development Brief, the *Shoreham Renaissance Strategy (2006)* set out a number of fundamental principles which form the basis for redevelopment options for the site:

- Provision of new residential development on the western part of the site;

- The remaining eastern part is proposed to be developed with a multi-purpose community centre, library, health centre and accommodation for voluntary organisations; and
- Semi-pedestrianised north-south route aligned on the current location of Pond Road with a public square/piazza.

Based on these fundamental principles, two redevelopment options have been identified as discussed in further detail in section 7.

The draft Development Brief for Pond Road has been produced to provide guidance for redevelopment of the site, and these principles would be brought forward into future policy documents through the LDF process. It is not intended that this site would have a specific allocation in any Development Plan Document within the LDF, but it is important within the context of the regeneration of Shoreham Town Centre which is why a Development Brief has been commissioned.

The draft Development Brief prepared by Broadway Malyan should be referred to for detailed information on the site, relevant planning policy, the site’s opportunities and constraints, development principles, development options and the financial feasibility of those options.

**2.3 Compliance with the SEA Directive/Regulations**

This draft Sustainability Appraisal report incorporates as far as relevant the requirements for an Environment Report of the Environmental Assessment of Plans and Programmes Regulations 2004 no 1633 which implements the requirements of the European Directive 2001/42/EC, known as the SEA (Strategic Environmental Assessment) Directive. Consideration has also been given as relevant to the Government guidance *Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks (2005)*.

Complete compliance has not been achieved due to the small and localised nature of the site, the draft status of the Development Brief which has not been subject to public consultation, and the proposed Development Brief’s

non-statutory status. The table below outlines the SA’s general compliance with the SEA Directive/Regulations commensurate with the scale and intent of the draft Development Brief.

**Table 1: The SEA Directive**

The SEA’s Directive	Where Covered in this Document
Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated. The information to be given is:	
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;	Section 2.2
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	Section 1.2
c) The environmental characteristics of areas likely to be significantly affected;	Section 5.2
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	Section 5.5
e) The environmental protection objectives,	Section 5

established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;	
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, & fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects);	Section 7.7
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	Section 7.9
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;	Section 4.6
i) a description of measures envisaged concerning monitoring in accordance with Article 10;	Section 8
j) a non-technical summary of the information provided under the above headings.	Page (i)

The report shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process to avoid duplication of the assessment.	Section 4.5
<p><b>Consultation:</b></p> <ul style="list-style-type: none"> <li>• authorities with environmental responsibility, when deciding on the scope and level of detail of the information to be included in the environmental report (Art. 5.4).</li> <li>• authorities with environmental responsibility and the public shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Art. 6.1, 6.2).</li> <li>• other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Art. 7).</li> </ul>	Consultation with environmental agencies or the community has not been carried out to date as stated in Section 3.2.
<b>Taking the environmental report and the results of the consultations into account in decision-making (Art. 8)</b>	
<b>Provision of information on the decision:</b>	Section 8 as relevant.

<p>When the plan or programme is adopted, the public and any countries consulted under Art.7 shall be informed and the following made available to those so informed:</p> <ul style="list-style-type: none"> <li>• the plan or programme as adopted;</li> <li>• a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report pursuant to Article 5, the opinions expressed pursuant to Article 6 and the results of consultations entered into pursuant to Article 7 have been taken into account in accordance with Article 8, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and</li> <li>• the measures decided concerning monitoring (Art. 9 and 10)</li> </ul>	
<p><b>Monitoring</b> of the significant environmental effects of the plan's or programme's implementation (Art. 10)</p>	<p>Section 8</p>
<p><b>Quality assurance:</b> environmental reports should be of a sufficient standard to meet the requirements of the SEA checklist Directive (Art. 12).</p>	<p>Table 1</p>

### 3. Appraisal Methodology

#### 3.1 Methodology

The methodology has been considered within the context of the principles and guidance contained within *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents (2005)*. The nature of the site and the consideration of its development options within a brief rather than a statutory document restrict the required breadth of the SA, and influences the methodology applied. This is evident particularly in relation to the extent of European and national policies that require detailed consideration; and the necessity of considering site specific environmental issues such as loss of protected species as this is a brownfield site within an existing urban area with no known specific environmental constraints.

#### 3.2 Consultation

This draft SA has not yet been subject to community consultation with local stakeholders or statutory environmental agencies. The Development Brief presenting preferred options and an indicative masterplan will be subject to public consultation, and it would be accompanied by this draft SA providing an opportunity for interested parties to comment.

It is also pertinent to note that Adur District Council is currently preparing their Local Development Framework (LDF). The Council previously produced a Sustainability Appraisal (January 2007) to accompany its previous Core Strategy, which was withdrawn in 2007. A new Core Strategy and Sustainability Appraisal are being prepared. In the meantime, the previous Sustainability Appraisal indicators have been considered in preparation of the Development Brief and SA.

#### 4. Scoping Report: Review of Policy Framework

In order to assess the sustainability of redevelopment options identified for Pond Road, a scoping report of relevant national, regional and local plans, policies and strategies has been prepared. These are the key documents that influence and are relevant to the Pond Road site within Shoreham-by-Sea and the proposed mix of land uses.

The proposed mix of land uses are:

- Community Centre
- PCT Clinic
- Library
- Citizens Advice Bureau
- Residential – Assisted living accommodation, townhouses and apartments
- Parking spaces to service the residential and community uses.

The purpose of the review of background policy documents is:

- To enable an understanding of the relationship and interdependencies between the Development Brief and other documents and identify any potential conflicts, constraints and challenges that may need to be addressed;
- To understand the influence of plans, policies, and strategies on redevelopment of the Pond Road site; and
- To evaluate the relative sustainability of the options identified.

##### 4.1 National Policies

As outlined in the draft Development Brief prepared by Broadway Malyan, various national policies are applicable to the Pond Road site. Many of these have broad or specific sustainability considerations such as re-use of already developed sites, preservation of natural environments and species, encouragement of mixed use development, and concentration of land uses within existing town centres in proximity to public transport systems.

In particular PPS1: Delivering Sustainable Development; PPS 3: Housing; PPS 6: Town Centres; PPS 12: Local Spatial Planning; PPG 13: Transport; PPG 15: Planning and Historic Environment; and PPS 22: Renewable Energy are policies relevant to the consideration of future development on the site. Other highly specific environmental policies include PPS 23: Planning and Pollution Control and PPG 24: Planning and Noise.

The national government has also formulated *Sustainable Communities in the South East (2003)*, which identifies a variety of key measures to encourage sustainable communities. These measures include provision of affordable and key worker housing, encouraging well-designed accessible housing, a quality built and public environment, economic generation and good governance.

Further to this, Shoreham Harbour was awarded ‘Growth Point Status’ by the government in 2008 making it a focal point for economic and residential development. The Pond Road site will be instrumental in supporting the projected growth of Shoreham Town Centre.

##### 4.2 Regional Policies

The primary applicable regional policy is the draft South East Plan, which includes various relevant topic areas such as management of the built and historic environment, town centres, housing and economy. Further to this, the plan incorporates an area specific policy for the Sussex Coast Sub-Region (Policy E2) within which Shoreham-by-Sea is situated. It should be noted that as the South East Plan is currently in draft form, its policies and structure may be subject to change prior to any formal adoption.

Sustainability principles are incorporated into the various topic areas and reinforce national planning policies. Of particular relevance are the following policy objectives:

- Co-ordination of stakeholders to provide social, cultural and health infrastructure that keeps pace with development and population growth, and for strong and inclusive partnership between relevant authorities;

- Creation of multi-dimensional town centres that provide a place for living, working, leisure, visiting and access to transport services;
- Provision of an adequate mixture of housing (including affordable and key worker) to create sustainable communities; and
- Respond to the different needs, opportunities and characteristics of towns, whilst seeking to avoid intra-regional disparities in quality of life.

### 4.3 Local Policies

#### 4.4 Adur District Local Plan

The Adur District Local Plan was adopted in 1996 and remains the primary strategic planning policy document for the Council. In September 2007 a Direction of the Secretary of State ‘saved’ a number of the Adur District Plan policies under the provisions of the Planning and Compulsory Purchase Act (2004). Of these ‘saved’ policies, a number relate to green belt areas, retention of existing open space and protection of those sites directly adjacent to significant natural features including the sea and the River Adur.

The Adur District Local Plan does not have a specific, overriding ‘sustainability’ policy primarily due to the age of the document. However, various policies do incorporate sustainability principles in that they encourage development within existing built up areas, provision of appropriate transport and utilities infrastructure, ensuring sufficient resources (e.g. water), protection of residential amenity, protection of the character and appearance of conservation areas, provision of affordable housing, appropriate dwelling sizes, and encouraging provision of health services and other community facilities especially within existing built areas.

#### 4.5 Local Development Framework (LDF)

A revised Core Strategy and an Area Action Plan for Shoreham Harbour (prepared jointly with Brighton & Hove City Council and West Sussex County Council) are currently being prepared as a part of the LDF.

Consultation drafts are anticipated for release in summer 2009, and adoption scheduled for 2011 following a public examination.

To date, a number of studies have been carried out as an evidence base for the Core Strategy that would feed into sustainability policy. This includes studies and strategies in relation to flood risk, a community strategy, employment land review, retail study and open space study.

#### 4.6 Strategy for Shoreham Renaissance (2006)

Adur District Council’s *A Strategy for Shoreham Renaissance* was adopted in March 2006 by the Council and aims to regenerate Shoreham Town Centre as a ‘sustainable community possessing economic, social and environmental diversity’. The Strategy includes a number of relevant development principles as follows:

- Retention of the Pond Road site as the community heart of Shoreham;
- Protecting and enhancing the setting of St Mary de Haura Church;
- Increasing the amount of residential development in the town centre;
- Creating a sustainable Shoreham in keeping with the Government’s Sustainable Communities Plan for the South East (2003). Compliance with this agenda is seen as a key objective of Shoreham’s regeneration concentrating on factors such as affordable housing; economic prosperity; safe, accessible and pleasant environments; and safeguarding the countryside.

The Strategy identifies that the town centre in general has significant scope to meet the Council’s housing needs. It also identifies Pond Road as a key redevelopment site within Shoreham-by-Sea focussing on enhancement of existing community facilities; improvement of its pedestrian network; rationalisation of the car park; and provision of a new square (p17):

*‘Pond Road and the cluster of community uses located there represent the most significant and highest profile opportunity site in the town. The*

*site currently plays a critical role as a community hub for the town and it should continue to perform this role in any redevelopment scheme. Potential exists for a scheme that incorporates a new town square and a multi-purpose community hub comprising a community centre, library, health centre, skills training and further education facilities, Council information centre and accommodation essential for voluntary sector organisations. To assist in the phased reprovision of these community facilities, the bulk of the community/public uses should be concentrated on the eastern side of Pond Road and arranged so as they address a new high quality and beautifully landscaped public square.'*

This Strategy reinforces the principle of providing a sustainable future for Shoreham-by-Sea, and identifies the subject site as playing a key role in achieving this objective.

## **5. Scoping Report: Social, Environmental and Economic Baseline**

### **5.1 Adur District Council**

As well as background plans, policies and legislation, a Scoping Report is also based on the collection of relevant social, environmental and economic baseline information. Such information provides a basis for prediction and monitoring of environmental and sustainability effects and helps identify problems and alternative ways of dealing with them.

Adur District Council's baseline information collated for the Sustainability Appraisal of their initial Core Strategy (January 2007, Appendix 4) was reviewed as part of this Sustainability Appraisal. This baseline information is directly relevant as it applies to the Adur District Council area encompassing the site, and the majority of the information is relatively recent.

This baseline data indicates a number of core trends where Adur varies from South East and/or national averages, simplified as follows (refer to Appendix 4 of Adur District Council's Final Sustainability Appraisal for their Core Strategy (January 2007) for further detail):

- Health and longevity are below average;
- Income levels are below average;
- School qualification attainment and business generation levels are below average;
- Crime levels are below average, although a substantial fear of crime exists.
- Housing provision and affordable housing provision is below average.

There are also a number of trends that are not readily comparable to regional or national datasets, but from the above there are clear

sustainability issues that could be addressed through future policy. In general, the redevelopment of the subject site with the mixture of uses and public realm improvements proposed, would provide an opportunity to contribute to an improvement of the issues outlined above.

**5.2 Site Baseline Information**

A site visit has been carried out, and it is evident that the site is highly accessible to Shoreham-by-Sea train station (approximately 250m distance) and the town centre.

It is located within a conservation area, and any major redevelopment would affect the setting of the listed church St Mary de Haura.

The site is not directly adjacent to a waterway, although it is only 300 yards from Shoreham Harbour. The Environment Agency flood map (Figure Z) forming part of the Council’s Strategic Flood Risk Assessment (2007) indicates that this location is not prone to flooding.

Due to the brownfield nature of the site and its existing character, there are unlikely to be any protected or key species on the site. Notwithstanding this, it is recommended that an assessment of possible habitats and protected species is carried out as part of any detailed design process.

There are various trees across the site, of which selected specimens are subject to Tree Preservation Orders (TPOs). It is recommended that as part of any detailed design scheme that a tree survey is undertaken to confirm which trees (if any) should be retained.

The site is directly south of the railway line, which would potentially impact on the residential amenities of future occupants due to noise disturbance. This aspect would need to be considered in the design and building standards of any redevelopment incorporating residential or other sensitive uses.

**6. The Sustainability Appraisal Framework**

**6.1 Sustainability Objectives**

The following Sustainability Appraisal objectives have been developed based on a review of the international, national, regional and local sustainability policy and baseline information identified in sections 4 and 5 above. These objectives are the key features against which the three options for Pond Road will be tested to assess their sustainability.

**Table 2: Sustainability Objectives**

Topic	Objective
Ensuring a strong, healthy and just community.	1. To encourage social inclusion and community engagement 2. Maintain and enhance human health 3. Ensure that all local groups have access to decent, appropriate affordable housing 4. Improve the accessibility of services and facilities
Protect and promote natural and built environment qualities and amenities	5. To conserve, protect and enhance Biodiversity/wildlife 6. To maintain and enhance the historic setting of the conservation area and St Marys de Haura church 7. To improve the quality and safety of the public realm for the amenity of residents and visitors

	8. To improve connectivity between the town centre and environmental features (e.g. to Shoreham Harbour)
The prudent use of natural resources to help mitigate climate change	<p>9. To manage car dependence and improve public health by facilitating more walking and cycling and improve public transport linkages</p> <p>10.To encourage renewable energy generation and limit energy and water consumption</p> <p>11.To improve surface and groundwater quality and achieve sustainable water resource management</p> <p>12.Reduce emissions of pollutants, minimise waste production and support recycling of waste</p> <p>13.To encourage the use of previously developed land and minimise the irreversible loss of Greenfield sites</p>
Achieving a sustainable community	<p>14.To ensure high and stable levels of employment in Shoreham-by-Sea across a diverse economic base</p> <p>15.To support and improve the</p>

	<p>vitality and viability of the town centre and its focus for the region</p> <p>16.To encourage economic growth including investment and visitors to Shoreham-by-Sea</p> <p>17.To maintain and enhance existing community uses including the library, health centre, Citizens Advice Bureau, and community centre.</p> <p>18.To increase opportunities for education and life long learning</p>
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## 6.2 Compatibility of Sustainability Objectives

The sustainability objectives from section 6.1 have been compared and contrasted with each other as shown in Matrix 1 on the following page.



trees where feasible and to provide additional appropriate landscaping. To ensure accurate baseline information, it is recommended that a habitat survey and tree survey is prepared for the site.

## 7. Assessment of Redevelopment Options

### 7.1 Identification of Options

As outlined under section 3 above, the draft Development Brief identifies the following core uses:

- Community Centre
- PCT Clinic
- Library
- Citizens Advice Bureau
- Residential – Assisted living accommodation, townhouses, apartments
- Parking spaces

Options A and B have been developed by Broadway Malyan with both containing a health centre (1,415sqm), community centre (1,400sqm), library (570sqm), Citizens Advice Bureau (210sqm) and parking. Both of these two options then also provide a mixture of apartment and townhouse residential, Assisted Living accommodation and parking. The two options are shown in plan at the end of this report and outlined in detail in section 6 of Broadway Malyan's draft Development Brief, but they are summarised as follows for the purpose of this Sustainability Appraisal. The third option is to 'do nothing'.

### 7.2 Option A - Scope of development

- Community square and through-site link along the alignment of the existing Pond Road;
- PCT centre/Community Centre/Library/Citizens Advice Bureau located in north-east corner over three levels with 50 surface carspaces off Western Road;
- Single storey townhouses located in the south-east corner and two-storeys plus room in roof townhouses on the western side of the site fronting John Street;
- One apartment building located in the south-east corner adjoining the townhouses over three levels plus room in roof accommodation;

- A detached four-storey apartment building in the central northern part of the site;
- Assisted Living accommodation in a U-shape around a communal courtyard to the west of the main through-site link over three storeys plus room in roof accommodation;
- Basement carpark for 76 cars beneath the community square accessed off Western Road.

### 7.3 Option B - Scope of development

- Community square and through-site link along the alignment of the existing Pond Road;
- PCT/Community Centre/Library/Citizens Advice Bureau located in north-east corner over three levels with 50 surface carspaces off Western Road;
- Townhouses wrapping around the western and southern sides of the site fronting John Street and North Street being two-storeys plus room in roof;
- Assisted Living Accommodation in the south-east corner of the site in a U-shape building over three and four storeys;
- A detached four-storey apartment building in the central northern part of the site;
- A detached four-storey apartment building aligning with the western edge of the main through-site link;
- Basement carpark for 76 cars accessed off Western Road.

### 7.4 'Do Nothing' Option

The 'Do Nothing' option would retain existing uses on the site as described in section 1.2.

7.5 The redevelopment options (A and B) do not significantly differ in the type and scale of uses suggested. As such, there are a number of core development principles common to both redevelopment options (A and B) which are considered below, followed by an assessment of any variation specific to each option.

### 7.6 Sustainability Appraisal of Core Development Principles

Both of the redevelopment options A and B have core development principles, which are:

- Provision of a central community square and pedestrianised main through-site link aligning with the existing Pond Road. The through-site link alignment provides a view line to the St Mary de Haura Church;
- A basement carpark with at least 76 carspaces;
- Replacement of existing community facilities and other uses with a community centre, PCT clinic, library and Citizens Advice Bureau with 50 surface carspaces accessible off Western Road. In Options A and B these uses would be accommodated over three levels in the north-eastern corner of the site;
- Inclusion of family town houses (Option A = 25 and Option B = 18);
- Inclusion of apartments (Option A = 55 and Option B = 69);
- Inclusion of Assisted Living Accommodation around a central courtyard (Option A = 60 and Option B = 53).

As discussed in the proposed mitigation measures in section 7.9, whether sustainability objectives are satisfied is often determined by detail such as housing tenure, environmental efficiency standards, or the quality of public realm improvements. However, it is considered that the core development principles do generally satisfy the sustainability objectives listed in section 6.1 of this draft SA as outlined below:

### 7.7 Objective 1: To Encourage Social Inclusion and Community Engagement

- Both options would create and establish a 'community hub'.
- Retention of community facilities such as a community centre, Citizens Advice Bureau, health centre and library in a central location that is

- Both options would create and establish a ‘community hub’.
- Retention of community facilities such as a community centre, Citizens Advice Bureau, health centre and library in a central location that is accessible by public transport encourages social inclusion and community cohesion.
- Encouraging a mixture of housing types including family housing and Assisted Living would promote social inclusion;
- Provision of a community square encourages informal interaction and provides a community focus.
- The public realm improvement will create a sense of identity for the local community.

#### 7.8 Objective 2: Maintain and Enhance Human Health

- The development incorporates a health centre and other community facilities providing health benefits for local residents.
- The inclusion of housing and community facilities in this location would encourage walking due to its close relationship to the town centre, and its accessibility by public transport. This would promote the health and well-being of future visitors, residents, and staff.

#### 7.9 Objective 3: Ensure that all Local Groups have Access to Decent, Appropriate Affordable Housing

- Provision of additional housing would aid the Council with achieving its target of 2,100 new dwellings by 2026, and this requirement would be increased on the basis of the Growth Point Status and draft South East Plan.
- The location is sustainable and equitable due to its good access to the railway station and the town centre’s services and shops.

- The mixed housing types and tenure would satisfy wider social needs by providing accommodation choices.
- Consideration would need to be given to attenuation of noise impacts on residential amenities due to the location of the railway line immediately to the north of the site.

#### 7.10 Objective 4: Improve the Accessibility of Services and Facilities

- The location is ideal for residents to access their community services, and for future residents of the site to access the town centre with its associated services and employment opportunities.

#### 7.11 Objective 5: To Conserve, Protect and Enhance Biodiversity/wildlife

- None of the options would comprehensively improve biodiversity, as maximising natural features and biodiversity would be achieved most easily by sensitive revegetation of the entire site, which is not feasible or appropriate for this brownfield location.
- The redevelopment proposals include possible areas for landscaping and courtyards/gardens that could enhance biodiversity. Encouragement of landscaping, street tree planting and maximising planting of native species should be incorporated into any detailed design brief. There may also be an opportunity to incorporate elements such as bat boxes that encourage habitation by native species.
- It is recommended that a habitat survey and tree survey is prepared prior to preparation of a detailed design.

#### 7.12 Objective 6: To Maintain and Enhance the Historic Setting of the Conservation Area and St Marys de Haura Church

- Both redevelopment options would break up the existing building mass and better respect and restore the fine grained urban form which is characteristic of the conservation area.

- The concept of a community square is supported, with both options providing viewlines from the main through-site link to St Mary de Haura church.
- The heights decrease towards the south of the site enhancing the setting of the church.
- Locating family town houses on the western edge is supported, as it provides an improved relationship to existing dwellings facing the site on John and North Streets.

### 7.13 Objective 7: To Improve the Quality and Safety of the Public Realm for the Amenity of Residents and Visitors

- Both redevelopment options would improve the public realm and connectivity in comparison to the existing scenario, especially with regard to the north-south link, the community square, and activity on the street frontages.
- As previously suggested, the quality of public realm is often determined by details such as lighting, landscaping and safer by design which should be incorporated into policy objectives developed from the brief.
- Consideration should be given in the detailed design to the need for the residential elements to overlook the public realm to enhance passive surveillance and real/perceived safety.

### 7.14 Objective 8: To Improve Connectivity between the Town Centre and Environmental Features (e.g. to Shoreham Harbour)

- The main north-south through-site link would improve access for residents north of the site going to Shoreham Harbour.
- Cross-site linkages vary between the two options as discussed in section 7.7 below.

### 7.15 Objective 9: To Manage Car Dependence and Improve Public Health by Facilitating more Walking and Cycling and Improve Public Transport Linkages

- Both options would close an existing vehicular access point off North Street and Pond Road itself, which would reduce opportunities for ‘rat-running’ in the area improving residential, pedestrian and cyclist safety and amenity especially in the western part of Western Road and John Street.
- Both options would provide three vehicular crossovers off Western Road. There is the possibility of modifying Western Road to reduce its traffic load which has implications for the wider highway network. Although initial discussion has been undertaken with West Sussex County Council traffic modelling, redirection and management would need to be subject to more detailed investigation.
- Both options would remove dedicated public parking from the site, except in association with the community use. From the Development Brief it is apparent that consolidation of Shoreham’s public parking services are being considered as part of a broader study beyond the scope of this report.
- The site’s proximity to the Shoreham-by-Sea train station and the town centre would support existing sustainable transport opportunities for residents, employees and visitors.
- The redevelopment options would reduce the impact of cars and improve pedestrian and cycling connections and opportunities.
- The development site would not incorporate any form of public transport, which would not be expected for a site or use of this size within an existing urban area with established public transport network.
- The site’s increase in residential density would support viability of existing public transport services.

- The housing (in particular Assisted Living) may be occupied by those without private transport options, so good accessibility to transport services is important with regard to social equity.
- The increase in permeability of the site would improve connectivity between land uses thereby encouraging people to walk and cycle rather than drive.
- Provision for on-site cycle parking should be incorporated and considered in the detailed design stage for the community and residential uses so as to improve the site's sustainability.

#### **7.16 Objective 10: To Encourage Renewable Energy Generation and Limit Energy and Water Consumption**

- As discussed previously any construction and occupation would use energy. However, the site is currently occupied by older buildings that are likely to have poor operating energy efficiency levels. Redevelopment into modern facilities does provide an opportunity to improve the energy efficiency of their operation through design, building materials and efficient fittings.
- Site layout and orientation of the buildings can aid energy efficiency by maximising solar access, which should be given detailed consideration in any planning application.
- It is recommended that relevant policies are implemented through the Development Brief and Local Development Framework with an aim to maximise energy efficiency in the construction and occupation of the site.

#### **7.17 Objective 11: To Improve Surface and Groundwater Quality and Achieve Sustainable Water Resource Management**

- As discussed previously, any construction and increase in occupation would increase water use. It is recommended that relevant policies are implemented through the Development Brief and the Local Development

Framework to maximise water efficiency in the construction and occupation of the site (e.g. through use of water efficient fittings in all buildings). Again, it is highly likely that the modern buildings would have far superior water efficiency measures in comparison to the existing buildings.

#### **7.18 Objective 12: Reduce Emissions of Pollutants, Minimise Waste Production and Support Recycling of Waste**

- As discussed previously any construction and occupation would increase waste generation. It is recommended that relevant policies are implemented through the Development Brief and the Local Development Framework to minimise waste generation and enhance recycling in the construction and occupation of the site. For example, it is recommended that waste management details are required at the planning application stage for both the construction and occupation phases.

#### **7.19 Objective 13: To Encourage the Use of Previously Developed Land and Minimise the Irreversible Loss of Greenfield Sites**

- The site is brownfield. Both redevelopment options would utilise previously developed land thereby preserving greenfield land and the countryside.
- Both options include a mix of uses and therefore would make effective and efficient use of land.

#### **7.20 Objective 14: To Ensure High and Stable Levels of Employment in Shoreham-by-Sea Across a Diverse Economic Base**

- The two redevelopment options would provide for some employment in relation to the PCT, library, community centre, Citizens Advice Bureau and Assisted Living uses. However, neither of the two redevelopment design options would maximise the potential employment use of the site in comparison to employment numbers that could be achieved through redevelopment of the entire site into commercial or retail. Considering

the site is not within a shopping street or employment area and it is within a conservation area and residential area this is not unexpected or unreasonable. Further to this, a feasibility analysis (refer to the Development Brief for further detail) indicates that office or retail uses would not be viable on this site.

- Redevelopment of the site would provide short-term employment during the construction and fitout phases.
- The site is easily accessible to employment opportunities within the town centre.

**7.21 Objective 15: To Support and Improve the Vitality and Viability of the Town Centre and its Focus for the Region**

- The community facilities and residential development would support the town centre services, and the community facilities would potentially provide a focus within the region.
- Neither option includes retail or commercial uses and therefore will not threaten the viability or vitality of the town centre.

**7.22 Objective 16: To Encourage Economic Growth Including Investment and Visitors to Shoreham-by-Sea**

- An attractive public realm, a quality development, the site's proximity to St Mary de Haura church, and inclusion of multi-purpose community facilities would encourage visitors and investors to Shoreham-by-Sea.

**7.23 Objective 17: To Maintain and Enhance Existing Community Uses including the Library, Health Centre, Citizens Advice Bureau and Community Centre**

- The redevelopment options maintain and enhance community uses on the site and would provide for a purpose built 'community hub', satisfying this objective.

**7.24 Objective 18: To Increase Opportunities for Education and Life Long Learning**

- The proposed library and community centre would support opportunities for education and life long learning for Shoreham residents.

**7.25 Sustainability Appraisal of Individual Options**

On the following page is a summary matrix of the Options as considered against the 18 sustainability objectives identified in Table 2 (section 6).

**Matrix 2:  
Compatibility of Options with Sustainability Objectives**

1. Social Inclusion	✓	✓	✓
2. Health	✓	✓	✓
3. Housing	✓	✓	✗
4. Accessibility	✓	✓	✓
5. Biodiversity	✗	✗	✗
6. Heritage	✓	✓	✗
7. Public Realm	✓	✓	✗
8. Connectivity	✓	✓	✗
9. Sustainable Transport	✓	✓	✓
10. Construction	*	*	✓
11. Water	*	*	✓
12. Waste	*	*	✓
13. Brownfield land	✓	✓	*
14. Employment	✓	✓	✓
15. Town Centre	✓	✓	✓
16. Economic growth	✓	✓	✓
17. Community uses	✓	✓	*
18. Education	✓	✓	*
	Option A	Option B	'Do Nothing'

**Key:**

Consistent	✓
Uncertain/not applicable	*
Inconsistent	✗

It is evident that Options A and B have similar strengths and weaknesses, and below are comments on the specific differences between these three options. The 'do nothing' option is then considered separately.

**7.26 Option A**

- Due to the location and height of the southern apartment building and the Assisted Living block, careful consideration would need to be given to the detailed design to avoid excessive overshadowing of the public square and a tunnelling effect such that would detract from the main through-site link.
- Due to its larger size the detailed design of the southern apartment building would need to be given careful consideration to maintain the heritage significance of St Mary de Haura church.
- Careful consideration would need to be given to the detailed design of the Assisted Living building to maintain an appropriate scale and context in relation to North Street residential properties also within the Conservation Area.
- This option restricts opportunities for passive surveillance of the surface carpark servicing the community uses which may affect real and perceived safety in the public realm.

**7.27 Option B**

- Due to the location and height of the Assisted Living building, careful consideration would need to be given to the detailed design to maintain the heritage significance of St Mary de Haura church.
- Due to the location and height of the southern-most apartment building and the Assisted Living block, careful consideration would need to be given to the detailed design to avoid excessive overshadowing of the public square and a tunnelling effect such that would detract from the amenities of the main through-site link.

- This scheme appears to restrict east-west access between the eastern edge and the main through-site link, potentially reducing connectivity.

### 7.28 'Do Nothing' Option

- The 'do nothing' option would have limited environmental impact at the present time, but the existing site does score poorly in Matrix 2 due to its existing low quality public realm, poor relationship to St Mary de Haura and its inefficient use of the brownfield site. It is also considered that the building stock is deteriorating and would most likely have poor performance with regard to water and energy efficiency.
- Choosing not to redevelop the site would also not provide new community facilities or housing, both of which would achieve wider social objectives.
- However, not redeveloping the site would also provide a positive benefit in that limited construction waste would be produced.

### 7.29 Proposed Mitigation Measures

As outlined in the draft SA above, there are various aspects that could be incorporated into the development principles and policy in the Development Brief and through the Local Development Framework that would further improve the sustainability of the redevelopment options. These are summarised as follows:

- Prior to preparation of a detailed scheme the site should be subject to a habitat survey, and a tree survey to ascertain the presence of any protected species or significant trees/habitats.
- More explicit reference should be given to the proposed housing mix and tenure of the residential elements in the detailed design stage, including clarification of affordable housing targets.

- Consider selection of a design that includes an east-west connection between the eastern boundary and the main through-site link (subject to safer by design considerations) to improve permeability.
- Reference should be made to any through-site links being registered as public rights of way to ensure their continuing contribution to the public realm.
- Policy requirements should include provision of additional street tree planting, with preference given to native species.
- Any detailed design should ensure passive surveillance over public areas to maximise the real and perceived safety of the public realm.
- Policy guidance should require construction to relevant highest standards of energy and environmental efficiency; use of renewables for energy production; and consideration could be given to incorporating innovative environmental features such as green roofs.
- Policy guidance should require construction to the highest relevant lifetime home and disabled access standards.
- Target and principles for water minimisation during construction and upon occupation.
- Waste minimisation principles including encouraging re-use of existing materials should be incorporated into detailed policy guidance.
- Provide for private and public cycle spaces in any detailed design.
- Detailed design consideration should be given to the southern edge with regard to its impact on the heritage significance of St Mary de Haura, and ensuring that view lines from the main through-site link to the church are maintained.

- Detailed design consideration should be given to the southern edge with regard to the residential scale of properties opposite on North Street also within the Conservation Area.
- Any detailed design for southern edge buildings should consider their impact on sunlight in the Community Square.
- Detailed materials specification should give consideration to the quality, longevity, and environmental qualification of the products to be utilised in the construction.
- Detailed design and materials specification should give consideration to minimisation of noise impact from the northern railway line on the amenities of residential occupiers.

## 8. Implementation and Monitoring

It is recommended that the above mitigation measures are considered in relation to the Council's adopted development principles and design option for the site. Sustainability objectives and principles should also feed into submission and detailed design requirements for any future planning applications for the site.

Post redevelopment, monitoring the site against baseline sustainability indicators would be advisable. This will help to measure how well the process and eventual development has contributed to sustainable development, and thereby inform the future review of plans and policies.

The Council wide baseline data also provides a foundation for continued monitoring as it provides a cumulative picture of performance, and this would be linked to monitoring the remainder of the documents in the Local Development Framework. In this regard, monitoring would be undertaken in partnership where relevant with South East England Regional Assembly, other departments within the local authority and central government agencies such as the Environment Agency and Natural England. Where possible existing monitoring processes should be utilised.

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