

Worthing Local Plan

## 5 Development Management Policies

# Social Policies



### DM1 - HOUSING MIX

5.1 Development should provide an appropriate mix of housing types flexible enough to adapt to different local needs. This includes the delivery of specialist accommodation to deliver Lifetime homes and meet the demands of an ageing population.

#### What the policy needs to do

5.2 The NPPF requires Local Plan policies to deliver a wide choice of quality homes by planning for a mix of housing based on current and future demographic projections, market trends and the differing needs of the various sectors of the community.

5.3 Delivering housing is far more than just a 'numbers game'. New housing must support the needs of the community as a whole by including affordable and market homes of the type, size and tenure needed by residents. However, housing mix can have implications, both for development feasibility and viability as well as for local character. Therefore, whilst it is important to manage the mix of housing provided on new developments, this should not be a formulaic exercise and a practical balance must be struck.

5.4 Accessible, inclusive homes accommodate the needs of a wide range of households, such as young professionals, families, older people and individuals with disabilities – it is not 'specialist' housing for one group of people, but housing for all.

5.5 Shared accommodation, including well designed Houses in Multiple Occupation (HMOs), play an important role in providing housing for people on low incomes, those on benefit payments and young professionals. They are often the only choice of housing for people who would otherwise be homeless.

5.6 Self-build and custom-build housing is a significant part of the Government's strategy to improve and diversify housing provision. The Council maintains a register of individuals and associations of individuals who have expressed an interest in self and custom build homes.

#### Local Context

5.7 The Strategic Housing Market Assessment (2020) for Adur and Worthing Councils recommends the mix of housing that should be sought. It indicates a mix for affordable housing which is set out in Policy DM3: Affordable Housing and the following mix of market housing:

- 1 bed dwellings - 5-15%
- 2 bed dwellings - 40-45%
- 3 bed dwellings - 35-40%
- 4 bed dwellings - 10-20%

- 5.8 How this mix is applied to individual development sites should take account of the nature and location of the site but family homes with 3 or more bedrooms should be prioritised especially on larger sites and greenfield land where a greater proportion of family homes would be expected. Higher density flatted schemes are more likely to be focused towards the delivery of smaller properties, but these should also include a proportion of larger units with 3 or more bedrooms.
- 5.9 The Council will also support Build to Rent development in the right locations such as those within the existing urban areas that are in reasonably close proximity to public transport connections.
- 5.10 Where opportunities arise the Council will support proposals for high-quality self-build and custom-build projects that are sensitive to the characteristics of the local area. On sites where more than one self or custom build dwelling is proposed, a design framework should be submitted as part of the planning application to help coordinate the development.
- Requirements of Specific Groups**
- 5.11 People aged over 65 represent 22.8% of the local population across Adur & Worthing and numbers are expected to grow significantly. Numbers of people aged over 65 are projected to increase by 10,700 (43%) in Worthing between 2016-36. Linked particularly to a growing older population, the number of people with health problems and/or disabilities are projected to increase significantly. In addition, it is forecast that the number of older people with dementia in Worthing is likely to increase by 54% from 2019 to 2036 and those with mobility problems projected to rise by 49% over the same period.
- 5.12 Many older people continue to live in mainstream housing, it is therefore important that housing is designed so it can be adapted to a household's changing needs and enable people to remain independently living at home for longer. The evidence suggests that it would be sensible to design housing so that it can be adapted to households changing needs and therefore recommends there is sufficient justification to require that new build dwellings should be delivered to Part M4(2) 'accessible and adaptable' standards.
- 5.13 The requirement for all new build dwellings to be designed to achieve M4(2) will also ensure they can be easily adapted to meet the needs of a household including wheelchair users. National planning guidance states that Local Plan policies for wheelchair accessible homes M4(3) should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling (see also policy DM3).
- 5.14 Given the ageing population and higher levels of disability and health problems amongst older people there is likely to be an increased requirement for specialist housing options moving forward. There may be a range of factors which may influence such moves, including issues related to loneliness, health, ability to maintain existing homes and/or care and support needs. Options include retirement living or sheltered housing (housing with support), extra care housing or housing with care (both classed as C3 dwellings), and residential care homes and nursing homes (care bed spaces).
- 5.15 Provision of housing with care (C3 use class) is an alternative to care/nursing home bed spaces and can help to reduce costs associated with care by supporting people to remain as independent for as long as possible. These can also support not only older people but also those with a lifelong disability. In addition, they can be integrated well into local communities and also as part of larger developments. The Strategic Housing Market Assessment suggests that in the period to 2036 Worthing has a need for 1,601 additional market and affordable dwellings to provide housing with support or housing with care and a maximum of 435 additional care bed spaces.

- 5.16 Worthing is a registered Dementia Friendly Community and is working towards improving inclusion and quality of life for people with dementia. The Council will therefore encourage the design of new homes to have regard to the guidance contained within the 'RTPI: Dementia and Town Planning' (September 2020).

### Retaining Existing Homes

- 5.17 Given the limited amount of land available for new residential development it is important to retain existing housing especially larger family homes (3+ bedrooms) given the level of need identified, and residential accommodation, including Houses in Multiple Occupation (HMOs). There is also a need to ensure a range of dwelling types and sizes to meet the identified housing needs, facilitate housing choice and achieve mixed and balanced communities.
- 5.18 Loss of existing housing may be justified in cases where this is the only way to raise the standard of poor quality accommodation such as where a loss is necessary to meet the required housing space or access standards. Other exceptions include where proposals would result in a net gain of affordable housing, a loss would be the only way to preserve a building of special architectural or historic interest, or where the loss could facilitate provision of a community use to meet an identified need. All exceptions will need to be clearly justified and accompanied by suitable supporting information.
- 5.19 Applications for the conversion of flats or Houses in Multiple Occupation (HMO) back to family sized homes will be considered on their merits taking account of other considerations including, for example, amenity considerations and evidence regarding the need for family homes.
- 5.20 This policy will help to ensure that measures aimed at delivering additional residential accommodation, including through renovation and repair, are not undermined through losses to the existing housing stock. Bringing empty properties back into residential use helps to meet local housing demand and

improves the appearance of the area. The Adur and Worthing Empty Property Strategy aims to reduce the number of empty properties through the use of positive actions and interventions to return properties into use.

### Converting Existing Homes

- 5.21 Conversions from houses to high quality flats or HMOs can provide a useful addition of smaller dwellings to the housing stock. However it is important that conversions provide a high standard of accommodation and promote and retain housing choice. When considering proposals for conversion the Council will consider the impact on the mix of dwellings locally, the character of the area and on the amenity of adjoining dwellings.
- 5.22 To balance the loss of and demand for family accommodation, conversions should provide for at least one unit suitable for family occupation. To ensure the quality of any new accommodation is high and that it supports a good quality of life it is important that proposals are consistent with the space standards set out in Policy DM2 (Density) for both internal and external space. For HMOs, applications will need to demonstrate compliance with minimum bedroom sizes and that the communal living space and cooking and bathroom facilities provided are of an appropriate size to meet the needs of the expected number of occupants.
- 5.23 The Council will continue to monitor the provision of HMO accommodation throughout the period of the Plan and, if necessary, further guidance will be published.

### Live/Work Units

- 5.24 Live/Work space is defined as property that is specifically designed for dual use, combining both residential and employment space. Live/Work is distinct from conventional 'home working' which usually comprises a residential unit with ancillary and often temporary or informal work areas. Live/Work is a distinctive and formal division of residential and workspace floorspace which does require planning permission. The NPPF states planning policies should allow for new and



flexible working practices. It is anticipated that due to the Covid-19 pandemic and rise in people working from home the demand for live/work units may increase. The Council's preferred format would be for communal workspace provision such as a cluster of work units or a shared workspace. However where proposals come forward with individual live/work units the workspace should be designed to be functionally separate from the dwelling(s) to which it relates and the division within each unit clearly marked on submitted floorspace plans. The Council may impose conditions on any planning permission granted to secure a continuing ratio between workspace and living space. The impact of introducing business premises in generally residential areas on amenity must also be addressed.

- 5.25 Live/work units will be required to comply with the space standard requirements under Policy DM2: Density and affordable housing provision under Policy DM3: Affordable Housing

## DM1 HOUSING MIX

- a) In order to deliver sustainable, mixed and balanced communities, the Council will expect all applications for new housing to consider the most up-to-date evidence of housing needs and demands.
- b) The Council will support proposals for high-quality self-build and custom-build projects that are sensitive to the characteristics of the local area.
- c) Housing developments should provide flexible, socially inclusive and adaptable accommodation to help meet the diverse needs of the community and the changing needs of occupants over time. The Council will expect all new build dwellings to meet the optional higher Building Regulations Standard M4(2) for Accessible and Adaptable dwellings.
- d) To meet the needs of older people, housing with support and housing with care should be prioritised over care bed spaces. These should be in both affordable and market tenures in accessible and suitable locations close to local services.
- e) The Council will seek to resist any net loss of existing residential accommodation (Use Class C3). Planning applications that result in the loss of residential accommodation will not be permitted unless one or more of the following exceptions apply:
  - i) it can be demonstrated that the accommodation cannot be renovated to achieve satisfactory housing standards;
  - ii) the proposal would result in a net gain in units of affordable housing;
  - iii) the loss would enable residential units to be enlarged to meet residential space standards;
  - iv) the proposed change of use will provide a local community service/facility that meets an identified need;
  - v) it can be demonstrated that a proposed change of use is the only practicable way of preserving the special architectural or historic interest of a listed building or other building of heritage significance; or
  - vi) applications for the conversion of flats or Houses in Multiple Occupation (HMO) back to family sized homes will be considered on their merits taking account of other considerations including, for example, amenity considerations and evidence regarding the need for family homes.
- f) When considering proposals for the conversion of dwellings into smaller units of self-contained accommodation, the proposal must provide a high standard of accommodation that complies with internal space standards

and requirements for private outdoor space. In addition, the Council will consider:

- i) the impact on the mix of dwellings locally
- ii) the impact on the character of the area
- iii) the impact on the amenity of adjoining dwellings
- iv) the quality of the accommodation. Applications for the change of use to a C4 use, a mixed C3/C4 use or to a sui generis HMO use should also demonstrate that the communal living space and cooking and bathroom facilities are provided appropriate in size to the expected number of occupants
- v) At least one unit of the accommodation provided is suitable for family occupation unless it can be demonstrated that:
  - A different mix of units is essential to preserve the character of a listed building or building with heritage importance; or
  - The proposal is specifically for people with special housing needs.

### DM2 - DENSITY

5.26 Land is a scarce resource in Worthing and there are competing demands for its use. Given the need for additional homes it is important that the limited amount of land available is used efficiently when considering proposals for new residential development. As such, the density of new residential development (and other uses) should be maximised, subject to being built at a density appropriate to the character of the area.

### What the policy needs to do

- 5.27 The NPPF indicates that local planning authorities should support development that makes optimal use of each site and refuse applications which they consider fail to make efficient use of land.
- 5.28 Densification is often associated with tall buildings, large flatted developments and/or smaller living spaces that lack adequate outdoor space and privacy. Other negative impressions relating to increased traffic, noise and pollution and overstretched infrastructure and parking services means there is a tendency for this type of development to be resisted, especially in areas which have traditionally been built to much lower densities. Despite these negative perceptions, densification delivered through taller buildings, the use of airspace above buildings, in-fill developments and lower level apartment blocks can all help to support urban consolidation whilst delivering high quality living environments. Limiting development to a compact area helps to contain urban sprawl, protects open spaces and ensures that developable land is not being underused.
- 5.29 Furthermore, densely populated areas often attract a wide range of businesses and services, which in turn increases the social and cultural offering of an area and attracts more people, creating vibrant and diverse centres. For many, there is the opportunity to live closer to employment, leisure, health and educational opportunities which reduces the reliance on private transport and encourages active travel, lowering both individual and collective carbon footprints. Building at higher densities also reduces energy consumption, as the higher the density, the lower the per capita cost of services.
- 5.30 The success of densification initiatives is dependent on a number of interdependent variables. High density environments should be walkable, cyclable or have a good public transport system in place to reduce the need for private transport. It is also essential that good quality social and economic infrastructure capable of supporting the local population is provided prior to the occupation of new development.

- 5.31 The appropriate density for a new development will depend on a number of factors, including the location of the site, access point/s, local road network and characteristics of the surrounding area. The optimum density for a site should be based on an evaluation of its attributes, its surrounding context and the capacity of surrounding infrastructure (particularly public transport services). Sufficient external space around and between new homes is an important factor in the creation of a pleasant residential environment contributing to the character, identity and appearance of an area. It is also important to ensure adequate privacy and daylight to both existing and new homes. This is particularly important within the context of the Covid-19 pandemic which has resulted in changing work / live patterns.

## Local Context

- 5.32 To help steer the right level of densification to the right locations the Housing Implementation Strategy identifies a range of urban density thresholds and options that reflect the accessibility and potential of different character areas in and around the borough.
- 5.33 Although the Council aims to deliver a significant uplift in the existing average density in most parts of Worthing this should not be to the detriment of the quality of the environment. Applicants will also need to ensure that development on one site does not unnecessarily constrain what can be achieved on other potential development sites. As such, it will be important that a design led approach, which considers the context and character of the site and local area, as well as the capacity of surrounding infrastructure, is adopted in order to ensure that the proposed development and its density is both suitable and appropriate.
- 5.34 As a general guide the Council would expect densities in the borough to be a minimum of 35 dwellings per hectare when applied to edge of town allocations and developments of family housing. In town and district centres or sites well served



by public transport and walking and cycling facilities, significantly higher densities would be expected. The density of recent residential development in these areas has often been well in excess of 100 dwellings per hectare and, depending on the characteristics of the site in question, it is expected that this trend will continue.

- 5.35 There may also be exceptional cases when a lower density would be appropriate, for example, within a Conservation Area where a higher density could have an adverse impact on its unique and special character.

### Space Standards

- 5.36 Whilst higher density housing can help to meet housing needs and regenerate an area it is vital that greater intensification of development still provides a good living environment for both existing and future residents. A lack of living and storage space can compromise basic lifestyle needs and can have profound impact on an occupant's health and well-being. Therefore, in providing new homes, it is important that they are designed and constructed to a high quality with good standards of internal space.
- 5.37 In 2015 the government introduced a nationally described internal space standard. Given the limited opportunities for edge of town growth it is inevitable that densities within Worthing (particularly within the town centre) will significantly increase. To ensure this pressure for greater intensification continues to deliver suitably sized accommodation the Council will require that, as a minimum, all new development should be in accordance with these nationally described standards.
- 5.38 There is an acknowledged need in the borough for emergency accommodation to meet the needs of people who find themselves in unexpected and desperate housing need. Often this demand is from individuals who require temporary one bed accommodation until a longer term solution can be found. Whilst, in general, the nationally described standards will apply to this form of accommodation the Council accepts that in exceptional circumstances there may be a degree of

flexibility applied but only when a social or charitable housing provider is able to demonstrate the home to be provided would meet temporary emergency accommodation needs and that there is a clear and robust move on strategy and carefully considered ongoing site management.

- 5.39 The Council's local standards will continue to apply for external space as this is not covered with the national standards and it is important that occupiers have access to some private or at least, semi-private outdoor space. For houses, this can most usually be provided in the form of a private enclosed garden. In the case of flats, accommodation for families should usually be provided on the ground floor so that access to a garden can be provided. For other flats, balconies may take the place of a garden but easily accessible communal areas will often be required.
- 5.40 Further details on density, space standards and the related evidence base can be found within the Housing Implementation Strategy. This work will inform updates to related Supplementary Planning Documents.

### DM2 - DENSITY

- a) Development proposals must make the most efficient use of land, which will usually mean developing at densities above those of the surrounding area. The optimum density of a development should result from a design-led approach to determine the capacity of the site. Particular consideration must be given to:
- i) the site context and character of the surrounding area in which it is located, and including consideration of any nearby heritage assets or important landscape;
  - ii) its current and future level of accessibility by walking, cycling and public transport;



- iii) the need to achieve high quality design;
  - iv) the need to minimise environmental impacts, including detrimental impacts on the amenities of adjoining occupiers;
  - v) and the capacity of surrounding infrastructure.
- b) Residential development of family housing should achieve a net density of a minimum of 35 dwellings per hectare. In exceptional cases, lower densities will only be acceptable if it is demonstrated that this is necessary to ensure the development is compatible with its surroundings, development viability would be compromised, or to secure particular house types to meet local housing needs;
- c) Higher densities, in excess of 100 dwellings per hectare should be achieved in most mixed-use developments, flatted developments and developments located in the town centre and in areas close to public transport interchanges and local services.

### Space Standards

- d) New dwellings across all tenures will be expected to meet as a minimum, the nationally described space standards (or any subsequent Government update) for internal floor areas and storage space. These standards will apply to all open market dwellings and affordable housing, including those created through subdivision and conversion. The Council's local standards will continue to apply for external space.
- e) The Council will only consider any variation to the requirements set out above in exceptional circumstances, for example when a social or charitable housing provider is able to demonstrate that the homes it is seeking to deliver meets an identified need for supported housing and temporary emergency accommodation and that there is a clear and robust 'move on' strategy and site management in place.

## DM3 - AFFORDABLE HOUSING

- 5.41 The Council is committed to helping to support, enable and sometimes enforce the right conditions for people to have a secure and safe home. The provision of affordable housing plays an important role in this process as it helps to prevent homelessness and ensure that those who are unable to afford market housing have access to suitable homes to rent and buy.

### What the policy needs to do

- 5.42 Affordable housing is housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers). The term 'affordable' as defined in the NPPF includes affordable rented housing, discounted market sales housing and other affordable routes to home ownership such as intermediate housing and shared ownership. Eligibility is determined with regard to local incomes and local house prices.
- 5.43 The NPPF requires Local Plan policies to identify the type and tenure of homes required by those who require affordable housing. The provision of affordable housing should be met on site unless off-site provision or an appropriate financial contribution in lieu can be justified.

### Local Context

- 5.44 The Strategic Housing Market Assessment has found that 1,164 households in Worthing are currently in affordable housing need (i.e who are unlikely to have sufficient income to afford private rented housing). In addition, around half of newly-forming households will be unable to afford market housing (i.e. private rented housing) together with another 131 existing households each year, who will through changing circumstances, find themselves in need of affordable housing. This results in a substantial need for additional affordable housing with a total need for 490 dwellings per annum in Worthing.

- 5.45 In response, the Council is committed to taking all opportunities to deliver high quality affordable housing for people who are unable to access or afford market housing as well as helping people make the step from social or affordable-rented housing to home ownership. To achieve this aim the Council will continue to work with public bodies and Registered Providers to maximise development of affordable housing on sites. However despite the efforts to maximise housing delivery, the lack of land available means there will still be a significant shortfall in the ability to meet the needs identified.
- 5.46 Given the lack of opportunities for large scale development in Worthing it is particularly important that smaller medium sized residential developments contribute towards meeting the very significant affordable housing needs. Therefore, the policy requires affordable housing to be provided for all liable residential developments of 10 or more dwellings. It must be noted that the Government has recently consulted on changes to temporarily lift the small sites threshold, below which developers would not need to contribute to affordable housing, to 40 or 50 dwellings. This has not yet come into force, however if it is enacted the Council will use this threshold, unless there is scope for local exemptions.
- 5.47 In assessing the appropriate level of affordable housing to be delivered by major developments (10 or more) the Council has had regard to the viability of different development types and whether development involves greenfield or previously developed land. This review has identified that there are significant viability challenges with flatted schemes on previously developed land and therefore the requirement would be for 20% affordable housing for that type of development with a 30% requirement for housing schemes. Mixed use schemes on previously developed land will be required to deliver the equivalent requirements (e.g. 20% for the flatted element and 30% for housing). On greenfield sites, where both land value and construction costs are lower, a higher requirement of 40% is considered appropriate to respond to the Council's affordable housing needs.
- 5.48 The NPPF expects at least 10% of homes to be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. The analysis found 85% of the affordable housing need in Worthing is for rented affordable homes, and within this provision of homes at social rent levels which are affordable to those on lower incomes (including lower income working households) with the greatest relative needs and who do not have access to other housing options; and the Councils have a statutory duty to address homelessness. Therefore to most effectively meet the borough's housing needs, the Council will therefore prioritise rented affordable homes at social rent levels (or at local housing allowance levels) by requiring that the total provision of affordable housing should consist of a split of tenures of at least 75% social / affordable rented housing to meet the identified needs and 25% intermediate housing including for affordable home ownership.
- 5.49 The need for affordable housing of different sizes may vary by area and over time. In considering the mix of homes to be provided within specific development schemes, this information should be brought together with details of households currently on the Council's Housing Register and the stock and turnover of existing properties. Similarly, on individual sites, the preferred affordable housing mix will be determined through negotiation and informed by up to date assessments of local housing needs and site / neighbourhood characteristics. The SHMA recommends the following mix of social/affordable rented housing (social rented; affordable rented; and affordable private rented homes) in Worthing of:
- 1-bed properties: 40-45%
  - 2-bed properties: 25-30%
  - 3-bed properties: 20-25%
  - 4+-bed properties: 5-10%
- 5.50 And the following mix of affordable home ownership:
- 1-bed properties: 30-40%
  - 2-bed properties: 35-45%
  - 3-bed properties: 15-25%
  - 4+-bed properties: 0-10%

- 5.51 In addition the SHMA estimates that 3% of households need to meet the needs of a wheelchair user. National planning guidance states that Local Plan policies for wheelchair accessible homes (M4(3)) should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.
- 5.52 The Council will require affordable housing to be provided on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities. Further information relating to affordable housing requirements and contributions is set out within the Council's Developer Contributions Supplementary Planning Document.

### DM3 AFFORDABLE HOUSING

- a) New residential development (including conversions and changes of use) with the capacity to provide 10 or more self-contained units will be expected to provide an appropriate mix of affordable housing according to the following site size thresholds:
  - i) Sites on previously developed land involving the development of flats there will be a requirement for 20% affordable housing;
  - ii) For all housing schemes on previously developed land there would be a requirement for 30%;
  - iii) For all development on greenfield sites there would be a requirement for 40%;
- b) Affordable housing should be delivered on-site. In exceptional circumstances a financial contribution may be accepted by the Council in order to provide affordable housing off-site where the other sites may

be more appropriate to provide affordable housing than the site of the proposed development.

- c) Affordable housing should incorporate a mix of tenures and sizes prioritising rented affordable homes at social rent levels. The exact tenure split and size of units on each site will be a matter for negotiation, taking account of up-to-date assessments and the characteristics of the area. However to most effectively meet the borough's housing needs the Council will require the following mix of tenure as a minimum: 75% social / affordable rented housing and 25% intermediate housing.
- d) Where there is an identified need for a wheelchair accessible dwelling, the provision of affordable homes constructed to Building Regulation Standard M4(3) Category 3: Wheelchair Accessible Standards, will be a matter for negotiation taking account of suitability and viability of the site.
- e) Affordable housing should be appropriately distributed throughout a new development and should be designed to a high quality, with the same or a consistent external appearance as for market housing.
- f) Where a developer states that exceptional development costs mean it is not possible to meet the full requirements for the delivery of affordable housing the onus will be on them to demonstrate this to the Council and this must be supported by robust financial viability evidence (through an open book approach).

### DM4 - GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

- 5.53 Meeting the identified housing needs of all sections of our community, including Gypsies, Travellers and Travelling Showpeople is a key objective of this plan. To achieve this the Council has assessed the accommodation needs of the local community and considered the needs of people residing in or visiting a borough with respect to sites for caravans.

#### What the policy needs to do

- 5.54 The NPPF and subsequent legislation requires Councils to identify sites to meet the accommodation needs of all communities within their area. This includes the needs of the Gypsy and Traveller community and Travelling Showpeople. The Government's overarching aim is to ensure fair and equal treatment for Travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community. Councils are also required to set out criteria by which any relevant application will be assessed.

#### Local Context

- 5.55 Local planning authorities must use robust evidence to establish accommodation needs when preparing Local Plans and making planning decisions. As such, the coastal West Sussex Authorities of Adur, Arun, Chichester and Worthing commissioned consultants to undertake the Coastal West Sussex Gypsy and Traveller Accommodation Assessment (GTAA). This meets the requirements of the Housing Act (1985), the Housing and Planning Act (2016), the NPPF (2019) and Planning Policy Guidance (2014) as amended by Planning Policy for Traveller Sites (2015) (which included a change to the definition of Traveller for planning purposes).
- 5.56 The main objective of the GTAA is to assist the respective authorities in determining an appropriate level of pitch and plot provision for the area to inform the policies and proposals of their respective Local Plans and related

Development Plan Documents. It provides the Councils with robust, defensible and up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople during the period up to 2036.

- 5.57 This study identified that there were no existing sites within Worthing and no identified current or future need. As a consequence, no new sites are required to be allocated. Whilst the evidence has not identified a need, and therefore no requirement to provide sites, there is still a requirement to include a criteria based policy to provide a basis for decision making in the event that relevant applications do come forward.

### DM4 - GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

- a) Proposals for new Gypsy, Traveller and Travelling Showpeople sites will be permitted provided that the following criteria can be satisfied:
- i) the potential occupants are recognised as Gypsies, Travellers or Travelling Showpeople (as defined in Planning Policy for Travellers Sites 2015); and
  - ii) the proposal helps meet the identified need;
  - iii) the site would have safe access to the highway network and provision for parking and turning;
  - iv) the site would be well related to the existing settlement where local services and community facilities (including schools and health services) can be accessed by foot, cycle and public transport as well as by car;



- v) development should be of a scale that is sympathetic to the local environment and should not have an unacceptable adverse impact on the amenities of both residents of the site and occupiers of nearby properties, particularly in respect of noise and disturbance from vehicular movements, on-site business activities and other potential sources of noise;
  - vi) the site would be served, or be capable of being served by an adequate mains water supply, and electricity, drainage and sewerage connections;
  - vii) the site would not be located in an area of high flood risk (Flood Zone 3), on contaminated land, near refuse/landfill sites, wastewater treatment works, electricity pylons or be adversely affected by noise and odour in order to protect the amenity, health and well-being of residents; and
  - viii) there is adequate provision for storage and maintenance of equipment, where required for Travelling Showpeople.
- b) In assessing applications for Gypsy and Traveller or Travelling Showpeople sites, best practice guidance published by the Government and other relevant bodies will be used.
  - c) Any new site/s that may come forward during the Local Plan period will be safeguarded.

## DM5 - QUALITY OF THE BUILT ENVIRONMENT

- 5.58 The quality of the built environment helps to determine how a place is perceived, experienced and enjoyed. It encompasses the setting, the street pattern, the buildings and walkways, the parking, green spaces and public squares. A good environment meets the needs of all its users and will also incorporate natural space for people and wildlife to move through, supporting both well-being and biodiversity. Places that have a good quality built environment are successful places - socially, economically and environmentally.

### What the policy needs to do

- 5.59 The NPPF seeks to secure high quality design and makes clear that poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions should be refused. Local Plans are also required to include policies that promote healthy communities and sustainable travel measures, and create safe and accessible environments where crime and disorder and the fear of crime do not undermine quality of life or community cohesion.
- 5.60 The quality of new design plays an important part in creating successful developments – well-designed developments relate well to existing buildings and spaces around them, are pleasant to use and take account of local distinctiveness without necessarily replicating what is already there. Good design is a key aspect of sustainable development. It encompasses architectural design, form, height, scale, siting, layout, density, orientation, lighting, materials, parking, street design, connectivity and green infrastructure / open space. Green infrastructure and biodiversity features can enhance the built environment helping to achieve well designed, high quality places which in turn can attract businesses and inward investment as well as providing positive benefits for health & well-being and climate change adaptation.

5.61 Design has an important role to play in both preventing and reducing crime and ensuring people using and moving through spaces feel safe. Measures to 'design out crime' should be considered early on in the design process and incorporated into all new development, taking into account the principles contained in Government guidance on 'Safer Places' and the Official Police Security Initiative 'Secured by Design'. Good use of 'natural surveillance', natural and artificial light, and careful siting of buildings and street furniture can improve the layout of an area and reduce perceived and actual crime, as well as opportunities for anti-social behaviour. Well designed security features that safeguard people and property without compromising the quality of the local environment, and well defined pedestrian, cycle and vehicular routes that limit opportunities for concealment also help to provide a safe environment for those that are particularly vulnerable to harm (Contextual Safeguarding), and make an area more pleasant to use.

### Local Context

5.62 As well as being well-designed, new development should integrate well into Worthing's landscape and townscape, contribute positively to its varied character and distinctiveness, and where possible improve connections between places (including to the downs and coast). Development should respect, preserve and enhance the significance of heritage assets and their setting, promote the beneficial use and enjoyment of heritage assets and where appropriate, use Conservation Area Appraisals and other historic character tools to determine the appropriateness of the design. Open spaces are important features which can contribute to making the built up area pleasant and attractive. Where open spaces contribute to the quality of the townscape their loss will be resisted.

5.63 To ensure that development delivered is of high quality the Council will seek to ensure that the quality of approved development is not materially diminished between permission being granted and the construction of the development.

5.64 The relatively compact form of the borough and the constrained nature of the surrounding areas means that pressure to build upwards is likely to continue. Whilst this form of development can contribute towards meeting housing needs it is acknowledged that tall buildings can be assertive and dominant due to their visibility. In response to this, the Council has published a Tall Building Guidance Supplementary Planning Document (SPD) which helps to lead taller buildings to the most appropriate sites and sets out the criteria by which the quality of developments will be assessed and controlled.

5.65 Lighting can add character and highlight elements of architectural quality. However, it is important to ensure that light shines on its 'target' and does not waste energy or contribute to 'skyglow', which detracts from the night sky's natural state and is a form of visual pollution. In this context it should be noted that the South Downs National Park is an Internationally Designated Dark Skies Reserve. The South Downs National Park Authority is a statutory consultee for all applications affecting the Park.

5.66 Private residential gardens within the built up area are now excluded from the definition of previously developed land. Inappropriate development of residential gardens will be resisted but their development in some circumstances may be acceptable. Applications for development of private residential gardens will be considered carefully and each case will be determined on its own merits. A range of issues, including the size and shape of the garden, impact on neighbouring dwellings, biodiversity, density, and the character of the area, will all be taken into account.

5.67 Extensions and alterations to residential properties or ancillary development such as new freestanding buildings and garages should have regard to scale, design and materials in relation not only to the property concerned, but also any predominant characteristics in the area, including garden size. The impact of any proposal on the street-scene and on neighbouring property must also be acceptable.

5.68 Residential annexes can provide a suitable solution for accommodating a relative or dependent within the curtilage of the main dwelling house. Where a totally independent dwelling is not acceptable, (for example where there is a lack of separate curtilage, inadequate parking or a general unacceptable intensity of use), permission may be granted for an annexe subject to conditions or planning agreements limiting occupation to a relative or dependent, and requiring conversion of the accommodation to a use in association with the main dwelling, when it is no longer required for the relative or dependent. Such annexes should be ancillary to the main dwelling both in scale and range of accommodation and facilities, and must not assume a detached or independent identity by design or sub-division of the curtilage of the main dwelling.

5.69 Whilst the most effective and efficient use of land and buildings is positively encouraged this must not be at a cost of unacceptable loss of amenity for existing and future residents, for example through noise, vehicular movement, visual intrusion or loss of important open space.

5.70 Consideration must be given to both the internal and external design of properties in order to allow sufficient space for both general waste and recycling provision and to provide adequate and safe access for waste storage and collection.

5.71 Best practice guidance published by the Government, the Council and other bodies will be used when assessing applications. Design codes, planning briefs and masterplans will be developed for key sites where appropriate. The Council has adopted the following documents which provide guidance on design:

- Guide to Residential Development SPD (2013)
- Tall Building Guidance SPD (2013)

- Space Standards SPD (2012)

- Extending or altering your home SPG (1998)

5.72 Although some aspects have been superseded by national policy and other policies in this Plan, they all have parts that remain relevant. The Council is committed to updating these documents and will schedule this work in its forthcoming Local Development Scheme. In the meantime applicants are advised to discuss with the Council about how this guidance should be used.

5.73 The Council will also have regard to a range of other best practice documents, standards and principles, such as:

- Building in Context Toolkit (Historic England/CABE, 2001);
- Secured By Design Guidance (Various);
- Buildings for Life 12 (Design Council CABE, 2015);
- Tall Buildings Advice Note 4 (Historic England, 2015);
- Active Design Checklist (Sport England/Public Health England, Oct 2015);
- Dementia and Town Planning (RTPI, September 2020);
- National Design Guide/Design Planning Policy Guidance (MHCLG, 2019)
- Secured By Design Homes (SBD, 2019)
- Building for a Healthy Life (Homes England, 2020)

### DM5 - QUALITY OF THE BUILT ENVIRONMENT

- a) All new development (including extensions, residential annexes, alterations, ancillary development, change of use and intensification) should:
  - i) be of a high architectural and design quality and respect and enhance the character of the site and the prevailing character of the area. This will include consideration of proportion, form, design, context, massing, siting, layout, density, height, size, scale, materials, detailed design features and landscaping;
  - ii) enhance the local environment by way of its appearance and character, with particular attention being paid to the architectural form, height, materials, density, scale, orientation, landscaping, impact on street scene and layout of the development;
  - iii) make a positive contribution to the sense of place, local character and distinctiveness of an area;
  - iv) respect, preserve and enhance heritage assets and settings;
  - v) be well built, accessible, fit for purpose, and adaptable to changing lifestyle, demography and climate;
  - vi) include a layout and design which: take account of potential users of the site; create safe conditions for access, egress and active travel (walking and cycling) between all locations; provide good links to integrated public transport; and have acceptable parking arrangements (in terms of amount and layout);
  - vii) make a positive contribution to creating a safe and secure environment by integrating measures for security and designing out opportunities for crime;

- viii) not have an unacceptable impact on the occupiers of adjacent properties, particularly of residential dwellings, including unacceptable loss of privacy, daylight/sunlight, outlook, an unacceptable increase in noise or vehicular movements or loss of important open space;
- ix) respect the existing natural features of the site, including landform, trees and biodiversity and contribute positively to biodiversity net gain;
- x) ensure that lighting incorporated into developments provides the minimum for public safety, is energy efficient and avoids light pollution.

#### Residential Annexes

- b) Residential annexes must be designed as ancillary to the main dwelling and be capable of satisfactory conversion for use in association with the main dwelling when it is no longer required by a relative or dependant.

#### Ensuring Approved Plans are Delivered

- c) To ensure that the quality of approved development is not materially diminished between permission and completion, where appropriate, the Council will use Planning Conditions to prevent incremental changes being made to approved plans that would impact negatively on the design and quality of the scheme proposed.





## DM6 - PUBLIC REALM

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- 5.74 The public realm is the space around, between and within buildings that is publicly accessible, including streets, squares, parks, open spaces and pedestrian and cycle routes. These spaces are dynamic elements that have a distinct and unique identity, whether they are spaces to move through or spaces to gather in. The quality and design of the public realm has a significant influence on quality of life because it affects people's sense of place, security and belonging, as well as having an influence on a range of health and social factors.

### What the policy needs to do

- 5.75 The NPPF requires Councils to support the vitality of town centres and, with the public realm in mind, states that Local Plans should identify priority areas for infrastructure provision and/or environmental enhancements to build sustainable economic growth. It promotes the use of planning policies to ensure that the arrangement of streets and spaces help to create places that are safe, accessible and that establish a strong sense of place.
- 5.76 The public realm should be multi-functional, attractive and accessible for people of all abilities. It should contribute to the highest possible standards of comfort, security and ease of movement and enable everyone to participate equally, confidently and independently in everyday activities. This will help to create attractive and inviting environments that people want to live and work in.
- 5.77 Green infrastructure features can enhance the built environment helping to achieve well designed, high quality places which in turn can attract businesses and inward investment. Sensory gardens and landscaped spaces supported by accessible street furniture adds social value to the public realm and provides health and well-being benefits. Of increasing importance is the need for climate resilience within public realm spaces. Green infrastructure, such as street trees can provide shading and urban cooling.

### Local Context

- 5.78 Improvements to the public realm provide an opportunity to enhance the quality, character and distinctiveness of Worthing, and form an important part of a wider strategy for regeneration and renewal, particularly in the town centre and seafront. Significant improvements to the public realm have been delivered in partnership during recent years including enhancement to parts of the seafront, a public realm upgrade in Montague Place and improved cycling and pedestrian access. However, it is accepted that the current condition and quality of the public realm in some other areas is poor. For example, the streetscape around the seafront area is overwhelmingly dominated by car parking spaces and a wide carriageway which creates severance from the town centre. Elsewhere, in parts of the town centre, the public realm is lacking in cohesion and legibility, with many examples of mismatched materials and landscaping in poor condition. The Local Plan and supporting strategies seek to address these issues.
- 5.79 The delivery of development sites and the intensification of uses in and around the town centre will help to transform the look and feel of the town over the next decade. To support these changes it is vital that the spaces and connections that link these sites are improved. An enhanced public realm will add value to the town's quality of place, sense of arrival and ease of movement.
- 5.80 To support these aspirations the Council, in partnership with West Sussex County Council, commissioned consultants to prepare a Public Realm Strategy. An Options Appraisal identified eight target areas and a number of public realm interventions for each of these. The areas were selected as they each had the potential to contribute towards creating a high quality public realm, drawing people from the train station "gateway" to the hub of visitor and business activity in the heart of the town and along the seafront. Portland Road, Railway Approach and South Street have been identified as Phase 1 priority projects and funding has been secured through the Adur & Worthing Growth Deal. The preliminary design work for Portland Road is now complete and initial design work for Railway Approach to the south east of Worthing train station has commenced.
- 5.81 To provide a coordinated approach, the Public Realm Strategy was prepared in parallel with a Seafront Investment Plan which provides a comprehensive plan and delivery strategy for revitalising and renewing the town's seafront. It seeks to build on recent improvements in the area to help create several new public spaces and amenities and provide a high quality setting for new development. A key part of the strategy will be to enhance accessibility and improve the public realm with proposals to reduce vehicular dominance of the seafront through extended footways, new crossings, traffic reconfiguration around Steyne Gardens and an upgraded promenade with enhanced street furniture and new lighting.
- 5.82 When considering proposals for the public realm, the Council will also have regard to local guidance and a range of other documents such as, 'Building in Context toolkit' (CABE) and 'Building for a Healthy Life' (Homes England).
- 5.83 Shopfronts can have a significant impact on the streetscene. The design and materials of shopfronts should respect the character of the area and the building of which they form a part. Advertisements can also form part of the public realm and need to be designed sensitively. Careful consideration needs to be given to the suitability (or not) of illumination and the positioning of advertisements with regards to preventing trip hazards and minimising 'clutter' within the public realm. It also must be ensured that accessibility is not compromised.
- 5.84 The Council's Public Art Strategy provides guidance and direction on the opportunities for future investment and commissioning of public art. Public art can highlight what is unique or locally distinctive about an area and has the potential to become a cultural asset that defines the identity of a place. As well as enhancing visual amenity, public art can help people navigate the locality and encourage increased engagement with the public realm. The policy below requires public art to be provided, in some form, as a part of major developments; it will also be encouraged on smaller sites.

**DM6 - PUBLIC REALM**

- a) The enhancement of the public realm in Worthing, particularly in the town centre and seafront, is an integral part of the strategic objectives for the town. Opportunities should be taken to improve the public realm through new development, integrated sustainable transport initiatives or regeneration schemes.
- b) Proposals must ensure that the public realm is safe, accessible for all, inclusive, attractive, well-connected, easy to understand and maintain, and that it relates to the local and historic context. It is expected that new development will incorporate the highest quality design, landscaping, green infrastructure, street furniture and surfaces.
- c) Proposals for improvements to the public realm that are in line with the Council's Public Realm Strategy and Seafront Investment Plan will be supported.
- d) New shopfronts will be permitted where the design and materials respect the character of the area and of the building of which they form part.
- e) Express consent will only be granted for advertisements which respect the character and appearance of the surrounding area, and do not create a danger or hazard to public safety. Where an illuminated advertisement is acceptable in principle, such advertisements should be either externally illuminated or have internally illuminated individual lettering with a solid or opaque background.
- f) The Council will support the delivery of public art that helps to enhance the public realm. Public art should be incorporated as part of any major development proposal.

**DM7 - OPEN SPACE, RECREATION & LEISURE**

- 5.85 High quality open spaces and opportunities for informal and formal sport and recreation make a valuable contribution to the health and well-being of communities and are also important for climate change resilience, wildlife and biodiversity. Easy, safe and improved access for all residents and visitors to high quality open and natural space is therefore important.

**What the policy needs to do**

- 5.86 The NPPF sets out that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. For that reason, it is important to safeguard existing open space, sports and recreational buildings and land, including playing fields, from development unless certain policy tests can be met. Furthermore, the NPPF requires planning policies to protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users, for example by adding links to existing rights of way networks.
- 5.87 Open space, which includes all open space of public value, can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks, and registered Town and Village Greens (TVG). In addition to the social benefits, they can also have an ecological value, contribute to multi-functional green infrastructure and form an important component of the landscape.

**Local Context**

- 5.88 The coastline to the south and South Downs National Park to the north provide an expanse of natural/semi natural open space for Worthing's residents and visitors. Within the borough, Highdown Gardens, Field Place and Beach House Park have been awarded the Green Flag Award. There are three registered Town & Village Greens: Broadwater Green, Worthing Green (between Allington Road and Bramber Road), and the Greensward along Goring-by-Sea.

- 5.89 Communities value a connected network of Public Rights of Way, Bridleways and access routes to the countryside and the wider South Downs National Park. Where appropriate, major development on the edge of town should provide connectivity with at least one multi-user access route around the fringe of Worthing to allow existing and future residents to access the wider countryside.
- 5.90 Work on the England Coast Path, a new national trail around all of England's coast, ongoing. As part of this programme, Natural England have set out proposals for improved access to the coast between Chichester and Shoreham by Sea and the route along the promenade / seafront in Worthing will become part of the national trail.
- 5.91 The borough's parks, open spaces and sports / recreation facilities help to enable local communities to lead lifestyles with greater levels of physical activity, resulting in better physical and mental health, reduced stress levels and increased social interaction as well as reduced exposure to noise and air pollution. These spaces provide a vital natural resource in which people of all ages, gender and abilities can play, learn, exercise, relax and enjoy the natural world. Easy, safe and improved equitable access for all residents and visitors, particularly for children and young people, the elderly and people with disabilities to high quality open and natural space is therefore important. The provision of parks and green spaces should be prioritised in areas with lower socio-economic groups given the disproportionately high level of benefits that these groups derive from parks and green spaces. The Covid-19 pandemic heightened the value and appreciation of open spaces and, as recognised within Adur & Worthing Councils 'And Then...' report, it is important to build on the new habits people have formed around their use of open spaces for exercise and social interaction.
- 5.92 Worthing has a wide variety of outdoor sports facilities run by the public, private and third sectors. They include traditional play equipment, Multi Use Games Areas (MUGA), play walls, skateboard facilities, basketball and outdoor/ Gym style equipment.
- 5.93 Indoor facilities at Worthing Leisure Centre, Davison Leisure Centre, Splashpoint Leisure Centre, Field Place and the Fitness Centre at Worthing College are all operated by South Downs Leisure Trust. In addition, many of Worthing's schools and community centres provide the public with the opportunity to use their indoor recreation/sports facilities. Future growth will place an increased demand for indoor sports facilities, in particular swimming facilities (the swimming pool at Splashpoint Leisure Centre which opened in 2013 is now at capacity).
- 5.94 To assess current provision and identify specific needs (in terms of quality or quantity) in order to accommodate the demands arising from future growth the Council commissioned a Joint Sport, Leisure and Open Space Study which comprise of three components:
- Open Space Study (2020)
  - Playing Pitch Strategy (2019)
  - Indoor / Built Sports Facility Needs Assessment Report (2020)
- 5.95 In summary, the studies concluded that the extent of the urban area and pressures for development mean that the protection of valued high quality open spaces and sport and recreation facilities is a key priority in Worthing and they should only be developed for alternative uses in exceptional circumstances. Additional key findings for additional need over the Plan period include:
- Indoor swimming pools - 81.64 sqm extra waterspace by 2036 (68.98 sqm by 2028);
  - Sport Halls - 2+ courts by 2036 (1+ courts by 2028);
  - Adult football – 4 pitches;



- Youth football 11v11 – 4 pitches;
- Youth football 9v9 – 2 pitches;
- Mini football – 3 pitches;
- Cricket – 2 pitches in Adur & Worthing;
- Rugby – 3 pitches in Adur & Worthing;
- 3G FTPs – 2.5 pitches;
- there is a deficiency in at least one type of open space in every ward in the borough.

5.96 Where significant development sites are promoted applicants will be required to incorporate appropriate leisure and recreational facilities to help meet these identified needs. In addition, the Council will promote delivery by reviewing its own estate.

5.97 Worthing Leisure Centre located in Durrington is in need of substantial refurbishment or replacement in the future and the Council will continue to work towards delivering this objective. The Joint Indoor / Built Sports Facility Needs Assessment identifies that the 'New Build (on-site)' option appears to be the best option (replace the current building and replace with something better suited to contemporary and future needs and demands).

5.98 A joint Adur & Worthing Physical Activity Strategy is being prepared which seeks to raise levels of physical activity across all areas of the community and many of the themes / recommendations therein are also linked to the Sport, Leisure and Open Space Study.

5.99 The Open Space Study (2020) sets minimum provision standards for different open space typologies in Worthing. In terms of quantity and access, the local standards are as follows (all quantities are hectares per 1000 population):

5.100 Table 1: Worthing Minimum Provision and Access Standards for Open Space

TYPOLGY	QUANTITY STANDARDS FOR EXISTING PROVISION AND NEW PROVISION (ha/1000 population)	ACCESS STANDARD (Distance in metres and walk time)
Allotments	0.20	720m / 15 min
Amenity Green Space (sites >0.15 ha)	0.60	480m / 10 mins
Park & Recreation Grounds (public & private combined)	0.80	720m / 15 min
Play Space (Children)	0.06	480m / 10 mins
Play Space (Youth)	0.06	720m / 15 mins

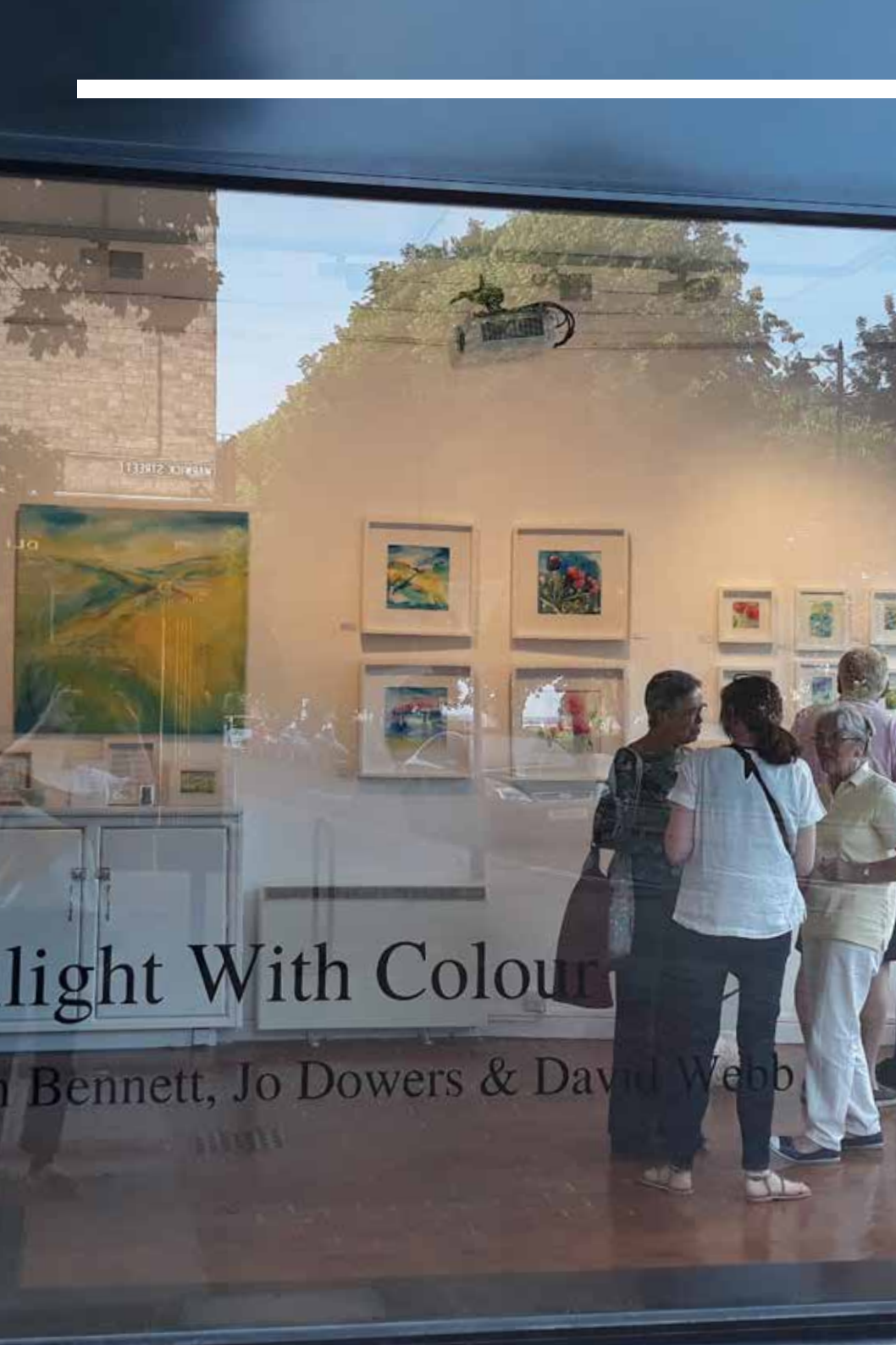
5.101 New residential development will be required to provide on-site open space in accordance with the standards. The exceptions to this approach will be where the site or development is not of sufficient size in itself to make the appropriate provision feasible, or where it is preferable to seek contributions towards a specific facility in the locality. The potential to make off-site provision will be considered on a case by case basis.

- 5.102 Where a development is unable to provide sufficient on-site provision of open space to mitigate the impact of that development, Worthing Borough Council can collect contributions that could be put towards off-site provision / enhancement.
- 5.103 Contributions towards the provision or improvement of offsite open space are set out in the Open Space Study and calculated using the capital cost of provision using the assumption of an average household size of 2.2 persons/ household. The cost calculator factors in the number of bedrooms per dwelling. Where the number of bedrooms are not known, the total number of units can be inputted. The same charges apply to both provision of new facilities and the upgrading/improvement of existing facilities (where related to new development), which will normally include at least some new provision. Contribution per person is taken to be a reasonable approach to calculating the amount of money required and it ensures contributions are 'in scale', as required by the CIL Regulations.

### DM7 OPEN SPACE, RECREATION AND LEISURE

- a) Schemes of 10+ dwellings will be required to provide open space on site in accordance with the Council's adopted standards. Where it is not possible to provide open space on site, contributions will be sought to provide or improve open space off-site within the ward or nearby ward to which the development is located.
- b) Proposals incorporating leisure/recreation facilities should use the findings of the Sport, Leisure and Open Space Study to inform the types required.

- c) The loss of existing open space, or sports and recreation buildings/ facilities will be refused unless:
  - i) the development is for alternative sports and recreational provision, the need for which clearly outweighs the loss; or
  - ii) an assessment has been undertaken which clearly shows the open space, buildings or land to be surplus to requirements and not required to meet any other shortfalls in open space types; or
  - iii) the loss resulting from the proposed development would be replaced by equivalent or improved provision in terms of quantity and quality in a suitable location. For open space, there should be a net gain in provision.
- d) Proposals for built sports facilities and formal sports provision will be supported where they are in accordance with policies in this plan.
- e) Sites which have significant nature conservation, historical or cultural value (such as Registered Town and Village Greens) should be afforded protection, even if there is an identified surplus in quality, quantity or accessibility in that local area.



## **DM8 - PLANNING FOR SUSTAINABLE COMMUNITIES / COMMUNITY FACILITIES**

- 5.104 Communities need a range of education, health, social, community and cultural facilities and services to support their health and mental well-being. These are provided by a variety of service providers. It is important that these are accessible to all and respond to the needs of different ages and groups, particularly those with disabilities, those with limited mobility and more deprived members of the community. Locating these services close to the communities they serve, helps reduce the need to travel as well as creating strong inclusive neighbourhoods.

### **What the policy needs to do**

- 5.105 The Policy needs to plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.
- 5.106 The NPPF encourages Local Planning Policies to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. Policies should also help to ensure that facilities and services are able to develop and modernise in a way that is sustainable. The NPPF also requires Local Planning Authorities to take a positive and collaborative approach to enable development to be brought forward under a Community Right to Build Order, including working with communities to identify and resolve key issues before applications are submitted.

### **Local Context**

- 5.107 There is limited space within Worthing for new development and, as such, there is great pressure on all available land. It is therefore vital that, in general, existing community facilities are protected and that proposals for appropriate new or improved / expanded existing facilities are supported.

- 5.108 The Local Plan is supported by an Infrastructure Delivery Plan (IDP) which provides an overview of existing education, health, social, community and cultural facilities and their current quality and capacity. It highlights the additional infrastructure required, as identified by infrastructure providers, to support forecast growth and how this will be delivered throughout the life of the Plan. Facilities may be provided in isolation or as part of more extensive developments. In addition, and as explained further within Policy DM9, planning obligations and the Community Infrastructure Levy can be used to help fund and support the delivery of essential community facilities.
- 5.109 The Local Plan also plays a role in facilitating the delivery of essential social infrastructure required by service providers on suitable sites. Where appropriate, new facilities should be designed in a way to help facilitate shared use.
- 5.110 The Community Right to Bid aims to keep valued land and buildings (that are on the Assets of Community Value register) in community use by giving local people the chance to bid to buy them, if and when they come onto the market. If an owner wants to sell property or land that is on the list, they must inform the Council. If the nominating body is keen to develop a bid, they can then call for the Council to trigger a moratorium period, during which time the owner cannot proceed to sell the asset.

### DM8 PLANNING FOR SUSTAINABLE COMMUNITIES / COMMUNITY FACILITIES

- a) The Council will support improvements to health, education, social, community and cultural facilities to ensure they meet the needs of local communities where it is demonstrated that there would be no unacceptable impact on the occupiers of adjacent properties.
- b) The provision of multi-purpose facilities and the sharing or extended use of facilities that can be accessed by the wider community will be encouraged.

- c) The Council will work with service providers to deliver appropriate facilities in accessible locations. Proposals by service providers for the delivery of facilities in appropriate locations to meet the needs generated by new development and existing communities will be supported in principle.
- d) The Council will seek planning obligations to secure new and improved community facilities and services to mitigate the impact of developments. The Council may also fund improvements to community facilities using receipts from the Community Infrastructure Levy.
- e) Development which would result in the loss of community facilities will normally be resisted and will only be permitted where:
  - i) an accessible replacement facility of a similar nature is provided that meets the needs of its current and intended users, as well as the local community;
  - ii) it can be demonstrated the existing premises are no longer required or viable in their current use and the premises have been appropriately marketed for an alternative community use.

### DM9 - DELIVERING INFRASTRUCTURE

- 5.111 The retention of existing essential infrastructure and the provision of additional facilities and services to support new development is a key objective of the planning system. Therefore, in order to promote sustainable future growth, infrastructure must be provided in a timely and effective way to address the demands arising from existing and new communities.

## What the policy needs to do

- 5.112 The NPPF requires Local Planning Authorities to work with other authorities and providers to assess the quality and capacity of infrastructure and its ability to meet forecast demands. Informed by an Infrastructure Delivery Plan (IDP) the policy must plan positively for the development and infrastructure required in the borough.
- 5.113 The term ‘infrastructure’ includes a wide range of items comprising of social, physical and green infrastructure, such as: utilities; green infrastructure (including open space); sports facilities; play areas; roads; public transport; education; libraries; health facilities; community facilities; flood defence; water supply; drainage; waste and recycling; and public art (this is not an exhaustive list).

## Local Context

- 5.114 In liaison with infrastructure providers, the Council has updated its Infrastructure Delivery Plan (IDP) to establish the quality and capacity of existing infrastructure and what additional infrastructure is required to support future growth within the borough. The IDP, which is a ‘live’ document, also provides information as to how and when the required infrastructure will be delivered and a broad indication of phasing, costs and funding mechanisms.
- 5.115 The Council will work with infrastructure providers to facilitate the timely provision of infrastructure needed to support development. This may involve suitable phasing of development in order to ensure that essential infrastructure is in place when needed.
- 5.116 As significant parts of the town’s infrastructure are not actually provided by the borough council, it is important that the council continues to work closely with West Sussex County Council and other utility and service providers (such as water providers, communication companies etc.) to ensure that the necessary infrastructure is in place for the lifetime of the Plan. Delivery of major infrastructure will often require a multi-agency approach and partnership working. Management agreements can also be required to ensure that effective arrangements are in place to look after infrastructure.

- 5.117 Future residential and employment growth in the borough together with projected demographic changes will place increased demand upon the capacity of infrastructure. Investment to improve existing infrastructure and the provision of new infrastructure and services will be necessary in order to support sustainable development. The Council’s Developer Contributions Supplementary Planning Document will be updated following the adoption of this Plan to clarify how and when contributions towards strategic infrastructure (e.g. health and transport) will be sought. The Council expects developers to fund or provide the necessary improvements so as to mitigate or compensate for the impact of their proposal. Government guidance allows the Council to ask for developer contributions to make sure these things are provided. These can be secured in a number of ways:

- on large sites, a developer may be required to build or provide land for new facilities, such as schools;
- a legal agreement can be used to secure financial contributions towards specific improvements that are directly related to the development (known as Planning Obligations / S106 Agreements - see below);
- through a set standard charge (the Community Infrastructure Levy) that will be collected from certain types of development and used to fund projects across the borough.

- 5.118 As outlined below, Planning Obligations and the Community Infrastructure Levy (CIL) are currently the two main mechanisms used by the Council to collect developer contributions towards infrastructure provision. Information on these mechanisms and an explanation of the relationship between them is set out within the Developer Contributions SPD. The SPD also provides greater detail on the Council’s affordable housing requirements.



- 5.119 Although CIL will be the principle mechanism for collecting developer contributions, the reality is that some developments will be liable to pay both CIL ('general' infrastructure) and planning obligations (site specific measures / affordable housing). In addition, where appropriate, the Council will negotiate with developers to secure additional community and environmental benefits.

### Planning Obligations

- 5.120 Planning obligations, also known as Section 106 (S106) agreements, are private agreements made between the Council and developers. Planning obligations will be used, where required, to ensure that land is used in the most appropriate and effective manner, to reduce the negative impacts of developments, and to ensure that developments are integrated and coordinated with their surroundings. In summary, they can be attached to a planning permission to make acceptable development which would otherwise be unacceptable in planning providing the requirements of the obligations are:
- a) necessary to make the development acceptable in planning terms
  - b) directly related to the development; and
  - c) fairly and reasonably related in scale and kind to the development
- 5.121 Planning obligations may be sought from any development, irrespective of size, that has an impact requiring mitigation (either on-site provision or financial contributions for off-site facilities). However, it is inevitable that the more significant developments in the borough will place the greatest additional demands on service and facilities. As a consequence, for all major developments in the Borough an assessment will be made on what potential impacts there may be on a range of infrastructure needs. Financial contributions towards offsite improvements may be required where it can be shown that there is a specific need arising from the development that can't be provided on site. An assessment of need and the level of contribution that may be required will be calculated using the Council's evidence base, the IDP and the Council's Developer Contributions SPD (and any subsequent updates).

- 5.122 As an example, where a major development is unable to provide sufficient on-site provision of open space to mitigate the impact of that development, Worthing Borough Council can collect contributions that could be put towards off-site provision / enhancement. This is an example of how S106 agreements can be used alongside CIL.

### Viability

- 5.123 The planning obligation requirements set out within the Local Plan have been subject to plan-wide viability assessment. It is however recognised that there may be site-specific circumstances where the cumulative effect of policy requirements and planning obligations would compromise development viability for particular schemes. Where a developer considers that the proposal has been made unviable by the level of infrastructure required, the Council will work with the developer and will suggest how this may be resolved. The developer will need to demonstrate how this would threaten delivery of the development. If full mitigation measures and contributions are not able to be delivered the development will only be permitted where:
- a) the applicant has submitted a viability appraisal that has been produced in accordance with national guidance, and has been assessed by the borough council as appropriate and based on reasonable assumptions;
  - b) the value of the planning obligations has been maximised having regard to likely viability;
  - c) where appropriate, a clawback mechanism has been incorporated into a legal agreement to ensure that additional mitigation is provided if final development viability is better than anticipated in the viability assessment; and
  - d) if following a viability assessment process the benefits of the development outweigh the lack of full mitigation for its impacts, having regard to other material considerations.

### Community Infrastructure Levy

- 5.124 The Council has adopted the Community Infrastructure Levy (CIL) which is a mechanism that allows the Council to raise funds from some forms of development. The council will charge developers CIL on appropriate development, in accordance with the council's adopted CIL Charging Schedule and the CIL Regulations (2010), as amended.
- 5.125 CIL is a fixed rate charge on the net additional increase in floorspace that is collected as a financial contribution, although in some cases it may be more appropriate to transfer land or infrastructure ('in-kind'). Unlike planning obligations, the CIL does not have to directly relate to off-setting the implications of an individual development, but instead relates to the overall cumulative effect of development on infrastructure needs in Worthing. The CIL charge is non-negotiable. However, mandatory exemptions and relief from CIL include social (affordable) housing relief, self build housing and some developments by charitable institutions, if the correct processes are followed. Further information relating to exemptions and other discretionary matters is set out on the Council's CIL Webpage.
- 5.126 The Council has the responsibility for prioritising the spend of CIL and funds may be pooled, allowing the forward-funding of vital infrastructure required to support a particular development. The prioritisation of strategic projects is listed in the Infrastructure Investment Plan (IIP) which sets out the infrastructure projects that the Council intends will be, or may be, wholly or partly funded through the Levy. Additionally, in line with legislation, 15% of all CIL receipts must be spent in the neighbourhood where the development has taken place. Further governance arrangements are currently being put in place in relation to all other 'pots' of CIL money.
- 5.127 There will be competing demands on funding from CIL from a variety of service providers and it is not expected that the Levy (alongside Planning Obligations) will generate enough funds to completely cover the cost of new infrastructure

needed to fully support planned development. As a consequence, the Council will continue to request and apply for funding from other sources to help ensure that infrastructure in the borough can support growth.

### DM9 - DELIVERING INFRASTRUCTURE

- a) Development will be required to take into account existing infrastructure and to provide or contribute to the provision (and where appropriate, maintenance) of facilities, infrastructure and services made necessary by development, or where it gives rise to a need for additional or improved infrastructure.
- b) The Council will work with partners including infrastructure and service providers and stakeholders to ensure that the necessary physical, economic, social and environmental infrastructure is provided to support communities.
- c) Infrastructure should be provided at the appropriate time, prior to the development becoming operational or being occupied. Larger developments may need to be phased to ensure that this requirement can be met.
- d) Ensure that layout is planned to allow future access to existing water and / or wastewater infrastructure for maintenance and upsizing purposes.
- e) Proposals by service providers for the delivery of utility infrastructure to meet the needs generated by new development and by existing communities will normally be permitted.

# Economic Policies



## **DM10 - ECONOMIC GROWTH AND SKILLS**

5.128 Worthing has an ambition to build on its current economic strengths, help local businesses to grow and equip the town's workforce to be ready for future challenges and emerging sectors. The strategy is to plan positively for sustainable economic growth, promoting and enhancing the economic role of the town, and guiding its role within the wider sub-region. The Local Plan will help to deliver sustainable economic development by establishing a clear policy framework that helps to meet quantitative and qualitative demand for all types of economic activity over the Plan period.

### **What the policy needs to do**

5.129 The NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

5.130 It also requires planning policies and decisions to recognise and address the specific locational

requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.

### **Local Context**

5.131 Worthing's local economy has a strong base and, overall, evidence demonstrates a moderate performance when compared to other local authority areas in the sub-region. There is a strong manufacturing base as well as a significant service sector, led by large public sector employers and financial firms. There is also a growing digital and creative sector. However, the town has recorded relatively low levels of economic activity, wage earnings, employment growth and business start-ups.

5.132 This Local Plan together with other key local and sub regional strategies and plans and working in partnership with other authorities in the region, will ensure that Worthing is a place that businesses wish to invest in. Adur & Worthing Economic Strategy (2018-2023) and Platforms for our Places set out ambitious plans for how Worthing will achieve 'good growth' and deliver a number of improvements that would allow the town to significantly enhance its attraction and competitiveness. Good growth will balance economic success with quality of life whilst

sustaining natural assets and the environment. More recently, and in response to the economic disruption caused by Covid-19, the Councils has published “And Then...” to present the interventions that the Councils will take to enable communities to thrive and be resilient following the pandemic. A particular focus will be on jobs and skills, promoting confidence in our places to trade and attracting investment together with a number of other measures to help ensure that businesses get the best opportunity and support to thrive and survive.

5.133 The Worthing Investment Prospectus (2016) sets out a broad vision for the town centre and identifies a number of key development site opportunities that are expected to come forward. Supported by this Plan, the delivery of these sites provides an opportunity to improve the town’s identity, enhance the public realm, add vibrancy and improve connectivity.

5.134 Whilst there is a focus on supporting the consolidation and growth of existing business this Plan also offers flexibility to the newly emerging sectors which in some cases compete for the same space as existing and more traditional businesses, but in other cases require more a bespoke product. Where necessary and relevant conditions or legal agreements will be attached / applied to relevant developments to ensure that any change of use can be properly managed to meet identified needs.

### **Industrial**

5.135 Demand for industrial space in Worthing remains strong and very low levels of vacancy reflect a limited supply of industrial space in the market (particularly modern, good quality space). Development of new industrial space has been very limited in recent years, with much of the borough’s existing stock relatively dated and in need of refurbishment. This level of development activity coupled with the shortage of availability means that existing firms within Worthing struggle to accommodate any expansion and relocation plans in the borough, particularly those with medium to large spatial requirements. In addition, limited availability of industrial supply locally makes it difficult to encourage new businesses to relocate in the borough.

5.136 The scarcity of both new and second-hand industrial buildings has impacted on demand with take-up falling to its lowest level for five years and relocating companies struggling to find anything suitable across the market. The shortage of industrial supply has impacted on rental values which have peaked recently.

5.137 Demand for industrial space in Worthing is mainly localised and comes from a mix of industrial sectors (i.e. particularly warehousing and small-scale logistics), with most premise requirements ranging up to 10,000 sq ft (930 sqm), however, there are occasionally larger enquiries up to 50,000 sq ft (4,650 sqm) indicating some demand for larger industrial units. Market intelligence reports strong occupier demand across the market during 2019 and the first quarter of 2020. Since the Covid-19 pandemic there has been a significant decrease in demand, however, it is expected that there will be some rebound in the market later in 2020. Overall, the market is in need of new, modern stock across new developments that offer a good range of small to medium industrial and warehousing units.

### **Offices**

5.138 Worthing is not viewed as a particularly strong office location, with limited levels of demand and take-up. The office market is relatively localised, and its limited demand generally comes from local Small and Medium Enterprises (SMEs) operating across a range of business service sectors and requiring good quality, small and modern premises (5,000 sq ft/565sqm). Evidence in the local market suggests there is some scope for new office developments, but mainly related to small, modern and flexible units that can meet the needs of local SMEs of around 1,000 sq ft (993sqm). There is currently insufficient demand to warrant speculative development in the borough and this is unlikely to change.

5.139 Very limited amounts of office development have occurred in Worthing in recent years with most of the remaining stock comprising 1970s to 1980s premises. A significant amount of the borough’s older stock of office premises has already been eroded over recent years, primarily due to Permitted Development Rights (PDR) for change of use

to residential. Given these impacts it is therefore essential to carefully monitor future losses of office space to determine whether stronger measures may be required to protect existing office space or plan for additional provision, particularly if Worthing's better quality provision becomes at risk.

- 5.140 Worthing's office economy still has a role to play, but the future health of the office market relies upon providing small scale, good quality and flexible space to meet the needs of local SMEs. The provision of new high grade workspace would also allow existing office occupiers to relocate from outdated space and into purpose built accommodation.

### Identified Employment Need

- 5.141 The Economic Research and Employment Land Review Study (2016 and update 2020) provides an understanding of the existing economic situation in Worthing and explores the employment growth potential of the local economy. Whilst its primary focus of the study was on the specific floorspace needs for office/light industry it also addresses the floorspace requirements to meet the needs of other employment uses (e.g. retail/leisure use) within the borough.
- 5.142 Following national guidance, the study looked at a range of growth scenarios and translated this into floorspace requirements. In the context of the NPPF requirement to plan positively for growth, the evidence recommended planning to accommodate at least the labour demand (job growth) based requirement to ensure that business growth potential is not constrained by lack of spatial capacity in future. These requirements reflect recent trends in both economic and property market terms and provide the most appropriate balance between positive planning and significant capacity constraints. Therefore, this plan seeks to accommodate, as a minimum, 32,560 sqm (6.8 ha) employment floorspace over the Local Plan period. This includes approximately 9,800 sqm for office space, and approximately 24,000 sqm of warehousing/distribution space.

- 5.143 The Council will plan positively to meet this need to ensure that the indigenous growth potential of Worthing (i.e. from its resident workforce) is not constrained by a lack of capacity. However, the ability to provide this level of employment floorspace must be considered in the context of the constrained availability of land in Worthing and the competing pressures on the sites that are available. As a consequence, there are only a limited number of new sites specifically for identified employment use that will help to meet the identified need. The primary focus is therefore to protect and enhance existing employment land and buildings through reinvestment, intensification and redevelopment.

### Skills

- 5.144 Whilst the Local Plan aims to provide the right physical conditions, a further aim is to help ensure that the local population has the right skills to meet the needs of local businesses so that they are able to invest and grow. The Adur & Worthing Economic Strategy seeks to address the need for an appropriately qualified and skilled local labour force, to ensure it meets the needs of its economy. Furthermore, 'Platforms for Our Places' commits the Council to working with education providers, local businesses and sub regional partners to strengthen local skills by developing quality apprenticeships. The Council will work with employers and partners to exploit skills led growth and productivity gains through the use of digital technologies to inspire young people and promote pathways for employment and learning.
- 5.145 Worthing is also a significant centre of learning with a strong further education sector. In particular, building on past achievements in the fields of science and technology, Worthing can be a place which supports industries that are seeing significant investment at a global level e.g. advanced engineering, electrical engineering, creative, digital and bio-science nanotechnology data. The Council will continue to work with key partners to identify trends to improve the workforce skills necessary to support local business, particularly in Science, Technology, Education and Maths (STEM) and digital skills in order



to attract and grow higher value, more knowledge and technology-intensive businesses. Creating the right conditions for these sectors will encourage the relocation of businesses from Brighton and further afield.

## DM10 - ECONOMIC GROWTH AND SKILLS

The Local Plan will support, promote and enable the continued development of a strong, sustainable and diverse local economy by:

- a) identifying sufficient sites and premises in sustainable locations to meet identified needs of business;
- b) ensuring the availability of sufficient and suitable workspaces in terms of type, size and cost, to meet the needs of current and future businesses, including start up / serviced and incubator space;
- c) requiring supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises;
- d) promoting a 'town centre' first approach to new office space;
- e) supporting the reinvestment, intensification and redevelopment of key employment areas to allow for upgraded and new floorspace;
- f) identifying employment renewal opportunities for under-utilised and vacant premises;
- g) making more efficient use of existing, underused and accessible employment sites;

- h) supporting the development of tourism, leisure, sporting and creative industries with particular emphasis on the town centre and seafront locations;
- i) supporting the improvement of digital infrastructure through the provision of digitally enabled sites, premises and facilities;
- j) ensuring major development proposals demonstrate how they will contribute to addressing identified local skills shortage set out in corporate strategies. Opportunities should be taken to support local employment, skills development and training. The Council will negotiate on a case by case basis and where appropriate, secure such opportunities by use of a S106 legal agreement; and
- k) applying conditions or legal agreements (where relevant and appropriate to do so) to any new development in order to control the proposed uses and allow for a managed approach to future proposals for change of use.



## **DM11 - PROTECTING AND ENHANCING EMPLOYMENT SITES**

- 5.146 Having a range of sites and premises across the borough to suit the different needs of businesses for space, location and accessibility is vital to improving the competitiveness of Worthing and the wider sub regional economy. To achieve this, the Council needs to plan for additional growth and ensure that existing employment land is protected and used more effectively and efficiently.

### **What the policy needs to do**

- 5.147 The NPPF states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. It also expects that planning policies and decisions will promote an effective use of land in meeting the need for homes and other uses. In order to understand the demand for employment uses councils are required to undertake land availability assessments.

### **Local Context**

- 5.148 Existing employment space in Worthing is both in high demand and under threat from other uses. Furthermore, a lack of development opportunities severely limits options for future employment growth. It is therefore important to ensure that there are long term plans to allow for the growth of businesses and that appropriate sites (i.e. suitable for continued employment use) are not released in the short term.
- 5.149 The Worthing Economic Research and Employment Land Review (2016 and update 2020) assessed current provision of employment land and relates this to future demand. The work has shown that there is a reasonable mix of sites of differing conditions and type within the borough. Generally, the range of employment sites comprises good quality, well-maintained stock with low vacancy levels. While there is also evidence of some poorer quality

sites and premises, often characterised by poor access, these sites are still predominantly occupied. No evidence has been found to suggest that the existing employment sites assessed in the study no longer have a reasonable prospect of continuing to be used for employment uses over the plan period. As a result, the evidence is clear that employment land in the borough needs to be retained. To achieve this, the Plan seeks to protect the borough's key industrial and business areas and provide a level of protection to employment uses outside of those key areas.

- 5.150 Whilst the Council needs to take this protective approach it is acknowledged that the economy is always changing and adapting to new technologies and trends. Therefore, it is essential that there is flexibility in approach to allow for new forms of economic activity and employment. However, it is also important for business that when making business and investment decisions, that there is a level of commercial certainty. It is therefore considered appropriate that, where it would not undermine the wider economic strategy objectives, change should be 'managed' (subject to a clear criteria based approach). However, in acknowledging the need for greater flexibility of uses in different locations the detailed findings of the study will be used to help determine any relevant applications.
- 5.151 Using planning policies to retain employment sites and manage change is particularly important as there has been a significant loss of employment space within Worthing in recent years. This has mainly been as a result of changes made to national planning guidance which has allowed for greater flexibility to move between use classes (e.g. from office to residential uses). Further recent changes made to the use class order may exacerbate these impacts. The Council will continue to monitor this and, if necessary, will consider applying an Article 4 Direction (i.e. the removal of certain permitted development rights) to increase its ability to protect key office sites, in particular office clusters in and around Worthing town centre which provide a key focus for regeneration and economic renewal over the coming years.

- 5.152 The Council's Sustainable Economy Supplementary Planning Document (SPD) (2012) will be updated to reflect the new policies contained within this Plan. It will remain a core consideration document of the decision-making process for employment sites in Worthing and continue to provide appropriate guidance on protecting employment sites in the borough.
- 5.153 This policy applies to all sizes of employment floorspace including ancillary uses, however the level of evidence required will be proportionate to the size of the space within each proposal. For the purpose of this policy 'employment uses' are defined as uses that fall within the following use classes; Storage & Distribution (B8), General Industrial (B2), Office (Class E(g)(i)), Research and Development (Class E(g)(ii)) and Light Industrial (Class E(g)(iii)).

#### DM11 - PROTECTING AND ENHANCING EMPLOYMENT SITES

a) Existing premises, sites or floorspace which are used for, or last used for, employment uses, which is suitable for continued business use and that provides local employment opportunities will in general be protected against loss to other uses.

##### b) Protected Employment Areas

i) The following key industrial estates and business parks will be protected:

- Broadwater Business Park
- Northbrook Business Park
- Northbrook Trading Estate

- Canterbury Road (including Garcia Trading Estate)
- Downlands Business Park
- East Worthing Industrial Estate
- Faraday Close
- Goring Business Park
- Ivy Arch Road
- Meadow Road Industrial Estate
- Yeoman Way

ii) The following key office locations will be protected:

- Liverpool Terrace/Liverpool Gardens
- Chatsworth Road
- North Street/High Street
- Railway Approach
- Crescent Road
- Farncombe Road

c) The primary focus in these 'protected' employment areas will be for employment uses appropriate to their location. Only in exceptional circumstances (using the principles of the Sustainable Economy Supplementary Planning Document) will a site protected under this Policy (above) be considered for alternative uses.

- d) Outside the protected employment areas listed above, existing premises and land or floorspace which is used, or was last used, for use employment uses will be protected unless it can be satisfactorily demonstrated that the site (or part of the site) or premises is genuinely redundant and is unlikely to be re-used for employment uses within the Plan period, having regard to the following factors:
  - i) the primary focus is to be protect existing employment uses however, greater flexibility will be given to other employment generating uses which cannot reasonably be located elsewhere; and
  - ii) if the introduction of any non-employment uses will not negatively impact on the operation of the remaining or neighbouring uses; and
  - iii) if the site, with or without adaptation, would not be capable of accommodating an acceptable employment development;
  - iv) if no effective demand exists or is likely to exist in the future to use the land or buildings for employment use. Consideration should include the length of time the property has remained vacant, the attempts made to sell/let it and the demand for the size and type of employment premises in the area; and
  - v) if the loss of a small proportion of floorspace would lead to a significant upgrade of the remaining employment floorspace;
  - vi) if the existing use conflicts with neighbouring uses.

## **DM12 - THE VISITOR ECONOMY**

- 5.154 Tourism and the visitor economy are vital to Worthing as the economic activity generated by them contribute to many different sectors of the economy, contributing to local growth, jobs and prosperity. As such, creating the right conditions for the sector to thrive is a key objective. A successful visitor economy is, in part, dependent on the quality of the cultural heritage, natural and historic environment, visitor attractions and facilities and the variety of places for visitors to stay. For the sector to remain viable and relevant to attract visitors and make Worthing a destination of choice it needs to ensure that the historic and natural assets that give the town its distinctiveness are conserved and enhanced in a sustainable way. In addition, visitor attractions and facilities will need to expand and improve to respond to changing visitor choices.

### **What the policy needs to do**

- 5.155 The NPPF recognises the importance of creating the right conditions in which business can invest, expand and adapt. It encourages the use of planning policies to help create a strong sense of place so that each area builds on its strengths.
- 5.156 At the national level prior to the Covid-19 pandemic, the tourism sector had great ambitions for growth with initial forecasts for 2020 expected to set new records in terms of visitor numbers and spend. However, the impact of the Covid 19 crisis has been felt very hard in this sector as it has elsewhere in the economy. The tourism and hospitality sectors are facing an extremely challenging time but indicators do point to an eventual market recovery with related expectations that there will be a growth in the 'staycation' trend.

## Local Context

- 5.157 Worthing has a long history of being a seaside resort with its iconic award winning pier, popular promenade, theatres and cultural venues. It is home to a vibrant arts community, a growing creative and digital sector and also a large and growing kitesurfing and watersports community. The borough has natural assets that can help to promote and encourage sustainable tourism such as the coast and the South Downs National Park and a wealth of historic assets that help create the town's distinctiveness. The town centre and seafront area is a particular focus for many of the visitor attractions and places to stay within the borough.
- 5.158 The visitor economy is of significant importance to Worthing's local economy with total direct expenditure in 2018 by visitors to the borough estimated to have been in the region of £190 million. In that year, approximately 3.7 million tourism day trips were made and tourism related expenditure is estimated to have supported 3,664 jobs (including part time and seasonal jobs).
- 5.159 Despite its existing importance it is recognised that there is potential to enhance this sector and, as such, the Council is taking a proactive approach to achieve this through this Plan and other strategies such as the Seafront Strategy. Collectively, this will help to ensure that the infrastructure needed to support the sector is either in place or being planned for. The overarching aims are to promote and widen the 'local offer', address issues of seasonality, support regeneration objectives, enhance the public realm and support and grow the cultural sector. There is also the opportunity to enhance the evening/night-time economy, further develop 'active tourism' and capitalise on the town's proximity to the South Downs National Park.
- 5.160 A significant amount of work has been undertaken to ensure that the sector has the investment it needed to grow and thrive. This includes: work to promote the seafront experience for visitors; improvements to the museum and theatres; projects to help increase the event/cultural offer; and activities to 'extend the day' and the season, such as the successful Worthing Observation Wheel (WOW) and the Donkey Bike scheme. Recently the town centre has been awarded a 'Purple Flag' that signifies the town is a destination for a safe and vibrant night out.
- 5.161 To support these initiatives and promote the town to relevant markets a place brand titled 'Time for Worthing' has been developed. In addition, the 'Discover Worthing' website is used to improve the visitor experience and provide information about 'what's on and where to go'.
- 5.162 In recognition of the recent impact of the pandemic the Council is also proactively looking at ways to support the sector including proposals to bring forward key aspects of public realm work ahead of schedule and to deliver cycling and walking route enhancements, including a series of 'pop up' opportunities that will help to make for a safe, attractive and inviting environment for people to want to visit.
- 5.163 The Adur and Worthing Hotel and Visitor Accommodation Study (2013 and update 2016) indicated that overall hotel performance has gradually strengthened. It also noted that the range of visitor accommodation has restructured to comprise a more significant proportion of budget/limited service hotels and smaller stock of full service 3 star hotels. It is anticipated that future growth in demand in the next few years is likely to come from contractors involved with the development of major sites as well as from events and visits by family and friends. Evidence still confirms that there is an ongoing market demand for a variety of new visitor accommodation in Worthing and that the policy approach whilst offering flexibility should, in general, seek to protect the existing stock.



- 5.164 Since the last update to that study, the borough has seen a new Premier Inn open, some investment in existing stock and more recently a proposal for a new 83-bedroom hotel as part of the mixed use Teville Gate regeneration site. However, there has also been a number of hotel and guest house closures and a significant growth in private room and entire home lettings through Airbnb and other online booking platforms. Whilst this new model of provision adds to the variety of accommodation available to visitors it can negatively impact on the viability of existing accommodation providers, more specifically guesthouses and B&Bs, as unlike Airbnb type accommodation they are subject to more stringent regulations and additional costs. This policy recognises this particular challenge and will consider the individual circumstance of each proposal at the time when an application is submitted.
- 5.165 A number of key policies in this Plan support the wider corporate aspirations to deliver public realm improvements, cutting edge digital infrastructure, a vibrant multidimensional town centre and an ambitious programme of events throughout the year to ensure that people want to visit.
- 5.166 This policy supports these wider objectives and plays a key role to support, maintain and improve this sector of the local economy. The aim is to build on the town's strengths to develop and enhance existing and new visitor attractions and visitor accommodation to meet current and future needs. It will do this by encouraging and supporting the provision of new visitor infrastructure (particularly in the town centre and seafront), protecting existing viable infrastructure and assets whilst allowing for the flexibility to adapt to changing demands.
- 5.167 In order to support this and other relevant policies within this Plan the Sustainable Economy Supplementary Planning Document will be updated. Evidence required to support proposals that would not accord with the policies in this Plan will need to be proportionate to the proposal in question.

### DM12 - THE VISITOR ECONOMY

- a) The Local Plan supports the provision of tourism facilities, in particular those that would help to extend the tourist season; improves the quality of the visitor economy; meet the needs of visitors and the local community and are acceptable in environmental and amenity terms.
- b) Existing visitor attractions, facilities and accommodation should be retained unless it is demonstrated that the use is no longer required and the site is unlikely to be reused or redeveloped for visitor purposes. To demonstrate these requirements, the Council will apply tests included in its Sustainable Economy Supplementary Planning Document including the following:
  - i) evidence of marketing actively conducted for a reasonable period of time;
  - ii) that alternative visitor uses have been fully explored;
  - iii) an appraisal indicating that the use is no longer viable;
  - iv) evidence that the site has not been made deliberately unviable;
  - v) evidence of the suitability of the site to accommodate the alternative visitor use; and
  - vi) evidence that a reduction of floorspace or bed spaces in the case of visitor accommodation is the only way of improving the standard of the existing tourist facility.
- c) The Council will have regard to changes in the market, the economy and supply of visitor accommodation at the time of assessing an application.



## DM13 - RETAIL AND TOWN CENTRE USES

5.168 Town centres, and the hierarchy of local centres help to define places and add local distinctiveness. They can help to reduce the need to travel and can contribute to sustainable local communities. They also support local economies providing opportunities for independent businesses, employing and often owned by local people.

### What the policy needs to do

5.169 The NPPF seeks to ensure the vitality of town centres, emphasising that planning policies and decisions should support the role that town centres play at the heart of local communities. Policies should define a network (the pattern of provision) and hierarchy (the role and relationships in the network) of town centres and promote their long term vitality and viability by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characteristics. Plans should define the extent of the centre and the primary shopping areas and the range of use that will be permitted within them. A range of suitable town centre sites to meet identified needs for retail, leisure, office and other main town centre uses over at least a ten year period should be allocated and regular reviews undertaken.

5.170 To help repurpose town centres and high streets, the Government has made a number of recent changes to national planning guidance and to the use classes regulations (2020). Whilst these provide greater flexibility for landowners and developers to react to changing demands and consumer behaviours this may also result in a reduced ability to manage change that could deliver unintended consequences that undermine local communities' aspirations for their areas.

- 5.171 To help repurpose town centres and high streets, the Government has made a number of recent changes to national planning guidance and to the use classes regulations (2020). Whilst these provide greater flexibility for landowners and developers to react to changing demands and consumer behaviours this may also result in a reduced ability to manage change that could deliver unintended consequences that undermine local communities' aspirations for their areas.

### Local Context

- 5.172 Worthing town centre, and the hierarchy of local centres, still remain at the heart of our communities and they still offer significant opportunities for the future. The role of the Local Plan, alongside other strategies, is to help to ensure that our centres remain vital and vibrant to serve the communities in which they are located and beyond. A separate Topic Paper sets out in greater detail the evidence and justification for the policy approach taken.
- 5.173 The traditional role of the high street with its primarily retail focus, has changed significantly over recent years. Challenges from competition posed by online shopping, multi-channel retailing and out of centre developments will continue, along with the more recent challenge of the Covid-19 pandemic which has further exacerbated the situation. In response, town centres need to have a compelling, diverse offer in order to effectively compete. More positively, there is a growing demand for shared leisure & retail experiences and the emergence of 'click and collect' is now one of the most significant drivers of growth, increasing footfall as customers visit centres more frequently to pick up orders. To respond to these changes the Local Plan needs to provide the flexible framework to ensure that the town centres continue to thrive.
- 5.174 The Worthing Retail and Main Town Centre Uses Study (2017 and update 2020) recognises that there is an opportunity to consolidate and enhance the retail offer in the town centre, whilst continuing to support and build upon the recent progress in delivering better quality restaurants, cafes and bars. Outside of the

town centre the approach is one that encourages a greater mix of uses within the lower order centres but with retail still playing a key role.

- 5.175 As mentioned above, changes made at the national level have, in effect, increased the ability for changes to be made between use classes within the town centres. As a result the ability for the Council to control development and manage change is reduced. Despite this, the Council feels that it is important that a clear strategy for Worthing is provided. Where appropriate, planning policies will continue to be used to manage change but, where this is no longer possible, it is hoped that a clear and robust strategy will help to influence decisions so that the right uses are steered to the right locations..

### Identified Floorspace Need

- 5.176 The Retail Study (2017 and 2020 Update) which forecast retail growth for convenience (food) and comparison (non-food i.e. household, fashion) goods recommends planning for 1,250sqm (net) for convenience goods floorspace and 9,200sqm (net) for comparison goods floorspace up to 2026 (time period as recommended by the NPPF). In addition, the evidence has identified the potential for new or enhanced leisure uses such as an enhanced cinema provision. The Local Plan will support such provision provided it can be located within the Primary Shopping Area (PSA) or can demonstrate strong linkages and integration with the PSA in order to increase the overall vitality and viability of the town centre.

### The Hierarchy

- 5.177 To guide policies and strategies, the Local Plan defines a network and hierarchy of centres. Worthing has a wide variety of shopping centres which include the main Worthing town centre, 3 district shopping centres and 23 local centres (8 medium scale and 15 small scale centres). The policy approach is one that supports development within these centres that responds to change and is appropriate to their role and function.

- 5.178 Future changes to the role and function of these centres and the defined frontages will be reviewed at regular intervals to ensure that the centres remain responsive to future changes and trends. In addition, the completion of key development sites in and around the town centre may require a reconsideration of frontages / boundaries.

### **Worthing Town Centre**

- 5.179 Worthing town centre is a sub-regional centre, which performs a key economic, strategic and cultural role and is home to the main civic institutions of the borough. It provides the main hub for the borough's retail and food & drink establishments along with cultural activities. It is also an important location for employment uses and has a substantial residential population. In recognition of the key role that Worthing Main Town Centre has for both the local economy and the well-being of the town a Spatial Policy (SS3) for the Town Centre is included in Chapter 3. That policy captures the strategic approach for town centre uses and how the Local Plan will work alongside other key strategies to ensure it can adapt and build resilience.
- 5.180 Challenges for the town centre are to: aspire to a better quality of retail and leisure operator; enhance the comparison retail provision; support the specialist / niche retail offer and café culture; and achieve stronger linkages with, and usage of the seafront. The Council has developed strategies and programmes to improve the public realm and seafront area and is working with partners to produce a creative programme of events and activities to bring people to the town and stay for longer, 'extending the day'. In addition, the Council's Investment Prospectus is being used to help promote Worthing town centre as an investment opportunity.
- 5.181 The town centre benefits from a number of well-positioned regeneration sites which can be used to address some of these challenges, including diversifying the range of main town centre uses, and introducing new dwellings and added vitality. This includes three allocations (Stagecoach, Grafton and Union Place) that form the focus for new / additional floorspace and an opportunity to create an improved retail / town centre circuit taking into account the key gateways, seafront and core retail shopping and

leisure areas. However, some of the identified floorspace needs could also be met by an improved trading performance of the existing floorspace. This could be enabled through the preparation of a town centre investment prospectus/town centre strategy, continued investment in the environment and public realm, a growing collaboration between town centre partners, businesses and the local community, and consequent enhanced footfall.

- 5.182 When considering proposals for any new development, careful attention will need to be given as to how it will relate to the wider strategy for the town centre and how the proposed uses could help to reinforce and support the identified character areas (see below). The role of the Local Plan is to actively support the change required, encouraging a flexibility of uses managed in a way to ensure that the right uses are directed to the right locations to support the overall strategy for the town centre.

### **Town Centre - Primary Shopping Area**

- 5.183 The Primary Shopping Area (PSA), where the retail uses are concentrated, is separated into Primary Shopping, Secondary Shopping Frontages and also the Town Centre Seafront Area. The approach is justified by evidence and seeks to clarify where certain uses are best located. The focus in the Primary Shopping Frontage (PSF) will be to retain a significant quantum of units (65%) in retail uses and resist those uses that may undermine the strategy for this area. The Secondary Shopping Frontage (SSF) is where a greater diversity of use is encouraged where 'other' uses support the wider aspirations for the town centre.
- 5.184 Within the Town Centre Central Seafront Area the evidence recognises the importance of this area to both the wider town centre aspirations for an active vibrant seafront and to ensure that the seafront and town centre are one integrated and linked destination. The policy approach seeks to resist the loss and encourage the introduction of those uses that support the Council's wider aspirations such as: retail, drinking and eating establishments, and appropriate cultural and leisure uses. Uses with closed and inactive street frontages that can detract from the vibrancy of the seafront area and undermine the local aspirations for this important area of the town will be resisted.





### Town Centre - Character Areas

5.185 In addition to the town centre zones summarised above the following character areas have been identified as part of the evidence review. An understanding of the roles played by these different areas of the town centre (summarised below) will assist in ensuring that any application for new development within these areas will be considered against the specific function of the character area in which development is proposed.

- **Teville Gate:** Town centre gateway and a focus for non-retail 'other' town centre uses including hotels, health clubs, offices and car parking. Teville Gate to remain 'out-of-centre'.
- **Chapel Road Cultural and Civic Quarter:** Retention as cultural and civic quarter, located outside but on the edge of the Primary Shopping Area.
- **Chapel Road South / Guildbourne / Union Place South:** Key town centre retail anchors, mainstream anchors, larger floor plate units, extended cinema provision and food and beverage leisure operators. To be located within a revised Primary Shopping Area following implementation.
- **Warwick Street / Brighton Road:** café cultural, food and beverage, specialist/niche/independent retailing. Located within the Primary Shopping Area.
- **South Street / Montague Street / Grafton Site:** Aspirational high end retailing, food and beverage, and commercial leisure quarter anchored by a leisure / entertainment 'destination'. Strong links between 'Commercial Heart' and Seafront, and located within the Primary Shopping Area.
- **Rowlands Road:** Specialist / independent / niche retailing, and a local retail services offer. Located within the Primary Shopping Area.



### **Town Centre - Evening and Night-time Economy**

5.186 Bars, restaurants, cafes and similar uses can have an important role to play in the long-term success of the town centre as they can broaden the daytime attraction as well as supporting a vibrant evening economy (particularly during the ‘twilight’ period after retail outlets close). It is a sector that is becoming increasingly important and the desire to see it improved has been reflected in a number of the Council’s strategies. .

5.187 In general, the Council will be supportive of proposals that seek to expand operations beyond the usual daytime economy into evening / night-time economic opportunities. However, careful consideration will be given as to the appropriateness of certain types of activities and operational hours. The over-concentration of such uses in a centre can create significant problems. It will be important to ensure that such development cumulatively does not harm the character and function of a centre, undermine its vitality and viability, or lead to significant problems of crime, disorder and noise that would unacceptably impact on the amenity of those living and working in the area. A careful balance is required between the needs of (and impacts on) local residents with the economic benefits of promoting an enhanced evening and night-time economy.

### **District Centres - Broadwater, Goring and West Durrington**

5.188 The District Centres can be described as a large group of shops, together with appropriate supporting non-retail facilities and services, which collectively form a coherent shopping centre. They are all underpinned by an important retail function, and whilst some greater flexibility can be applied to the range of uses which can be supported within these centres, it is vital to ensure that they continue to meet local residents’ essential day to day shopping needs and assist in promoting sustainable patterns of shopping in the borough. The approach is one that seeks to retain at least 50% of the units in retail uses whilst also encouraging other appropriate uses that support the role of these centres.

### **Local Centres**

5.189 Local centres are made up of ‘medium scale local centres’ and ‘small scale local centres’ that offer smaller scale convenience stores and a smaller range of facilities compared

to a District Centre, but which combined, help to meet the needs of the local residents, particularly the less mobile and elderly. One of the outcomes of the Covid-19 pandemic has been a renewed appreciation for the role that local centres play within their communities. Therefore, the policy’s focus in these centres is to encourage convenient and accessible local shopping facilities to meet the day to day needs of residents and contribute to social inclusion.

5.190 The focus for Medium Scale Local Centres is to retain retail use but greater flexibility and support is given to other uses that can support the role and function of the centres and where they will enhance the vitality and viability, generates footfall and retains a shopfront display.

5.191 **Medium Scale Local Centres:** Findon Valley / Tarring Road / South Farm Road / The Strand / Thomas A. Beckett / Ham Road / Rowlands Road / The Mulberry

5.192 The approach for Small Scale Local Centres is one that seeks to retain a level of retail to meet day to day shopping needs of the local community in which the centre is located. Whilst other uses may be acceptable the key assessment will be whether the proposed use would cause harm to the function of the centre’s ability to meet day to day shopping needs.

5.193 **Small Scale Local Centres:** Aldsworth Parade / Boxgrove / Broadwater Street East / Limbrick Corner / Lyndhurst Road / Manor Parade / Selden Parade / Alinora Crescent / Broadwater Road / Salvington Road / South Farm Road (North) / South Street Tarring / Brighton Road / Dominion Road / Downlands Parade

### **Applicable to all Centres**

#### **Drinking establishments (A4) and takeaway establishments (A5)**

5.194 Applications for uses such as drinking establishments and takeaway establishments in any District or Local level of centre will need to be carefully considered on their merits, taking into consideration: any negative cumulative impact of such uses; whether such uses add to the vitality and viability of the centre; and the impact on residential amenity.

### Upper floor Uses

- 5.195 The efficient and effective use of the upper floors within the centres can add to the vitality and viability of the centres. Appropriate main town centre uses will be considered, particularly retail and residential uses. However, consideration will be given to the nature of the proposed use, hours of operation, intensity of use, accessibility and impact on nearby uses. The assessment will include a consideration as to whether the change of use of the upper floors would undermine the viability of the unit at ground floor level.

### Sequential and Impact tests

- 5.196 Worthing's Primary Shopping Area and the three sequentially preferable sites (Stagecoach / Union Place / Grafton sites) are the preferred locations for any retail development and other town centre uses. Any applications for retail and other main town centre uses proposed on sites not within the defined frontages would need to demonstrate compliance with the sequential and impact tests.
- 5.197 The sequential test and the impact test will be applied when considering relevant proposals as set out in the NPPF. Local evidence recommends a specific local threshold to ensure that edge and out-of-centre retail development proposals are required to undertake a full and detailed impact assessment for schemes of above 500 sqm (gross). Planning applications for main town centre uses need to be accompanied by an appropriate level of information so as to enable the council to determine whether their impact on existing centres would be acceptable. There may also be need to control the type of activities, hours of operation etc. on any permitted out of centre development to ensure there is no adverse impact on existing centres.
- 5.198 The Council will continue to carefully monitor the change in all the centres across the borough and where it is considered necessary and appropriate to protect the integrity of the centres and the hierarchy of centres it may consider the removal of permitted development rights (through the use of Article 4 Directions).

### DM13 - RETAIL AND TOWN CENTRE USES

- a) The Local Plan will support the vitality and viability of Worthing's town centres by seeking to meet the identified floorspace needs for retail and other town centre uses up to 2026.

#### The Hierarchy

The Council will work with organisations and the local community to identify, protect and enhance the following hierarchy of vital and viable town, district and local centres.

- b) Changes of use and redevelopments within town, district and local centres will be carefully controlled to ensure that they support, rather than detract from, the successful functioning of the centres and their ability to meet local needs. All such proposals will be required to:
- i) Make a positive contribution to the vitality, viability and diversity of the centre;
  - ii) Not unacceptably impact on daytime footfall;
  - iii) Maintain a strong role for the centre in providing a varied range of convenience goods and meeting other day-to-day needs;
  - iv) Positively restore and/or enhance the character and appearance of the frontage;
  - v) Maintain the continuity of active frontages; and
  - vi) Be of a scale and type of use appropriate to the size and function of the centre, or part of the centre concerned;

- vii) Ensure that any proposal will cause no significant adverse effects for the occupiers of neighbouring properties;
- viii) Ensure that there will be no severe negative impact on existing parking arrangements;
- ix) Retain or re-provide ancillary facilities within individual premises, (such as loading, storage, staff or administrative facilities), unless it is demonstrated that these are no longer necessary for appropriate future use of the premises.

#### **Worthing Town Centre**

- c) Proposals for development in the Town Centre will be assessed against policy SS3 - Town Centre.
- d) Primary Shopping Area (PSA) - a wider range of main town centre uses will be encouraged to bring people into the town and generate footfall throughout the day. In considering the most appropriate locations for proposed uses, the following ground floor frontages within the 'Primary Shopping Area' will apply:
  - i) Primary Shopping Frontage (PSF) - will be the focus for retail uses within the centre and the loss of retail uses will be resisted to ensure that the centre retains its role as a sub-regional shopping centre and meets the shopping needs of the town's population. Uses such as Drinking Establishments (A4) and takeaways (A5) together with other uses that would detract from the overall shopping function of the frontage will be resisted;
  - ii) Secondary Shopping Frontage (SSF) - a wider range of uses will be supported provided they are active uses with active shop fronts that will enhance the vitality and viability and complement existing uses. However, uses such as takeaways (A5) and uses with closed and inactive street frontages will be resisted.

- iii) Town Centre Seafront Area - proposals that help to maintain and enhance an active and vibrant seafront will be supported. Eating, drinking and shopping together with appropriate cultural and leisure uses will be retained and encouraged. However, uses such as takeaways (A5) and uses with closed and inactive street frontages will be resisted, particularly where they cause or contribute to an over-concentration of such uses.
- e) The identified Town Centre Character Areas will help guide development in the town centre to the most appropriate locations by assessing applications against the specific role and function of the character area in which development is proposed.
- f) Proposals that help develop and enhance the evening and night-time economy will be supported in the town centre where the operation of such activities can be controlled to address residential amenity implications and can demonstrate that such uses will add to the vitality and viability of the centre.

#### **District Centres and Local Centres**

- g) The policy approach seeks to encourage convenient and accessible local shopping facilities that are of a scale appropriate to the role and function of the centre to meet day to day needs of residents, and contribute to social inclusion. The following approach will be applied:
  - i) District and Medium Scale Local Centres - seek to retain a core of retail uses of at least 50% of the units in the whole centre, to ensure the role and function of the level of centre is maintained. Allow for uses such as financial and service and restaurant and cafes of an appropriate scale for the role and function of the centre. Other uses will be supported where it can be demonstrated that the use will enhance the vitality and viability of the centre in which it is proposed, generates footfall and retains an active shopfront with a shopfront display. Consideration will be given to

applications for other 'main town centre uses' of an appropriate scale within the defined centres on their individual merits;

- ii) in Small Scale Local Centres seek to retain primarily retail use and resist the introduction of other uses where they will cause demonstrable harm to the centre's ability to meet day to day shopping needs of the local community. Applications for other 'main town centre uses' are generally not encouraged due to the primary role and function of these local centres and as such will be resisted.
- iii) in all District and Local Centres drinking establishments (A4) and takeaways (A5) uses will be considered on their merit, taking into consideration any negative cumulative impact of such uses on the centre, whether such uses add to the vitality and viability of the centre and the impact on residential amenity.

### Applicable to all Centres

- h) Conditions will be applied to any new development where it is relevant and appropriate to do so, in order to control the proposed uses and allow for a managed approach to future proposals for change of use, in line with the Council's aspirations and strategies for the area.

### Upper Floor Uses

- i) The efficient and effective use of the upper floors that add to the vitality and viability of centres will be encouraged subject to:
  - i) the proposed use of the upper floor will not undermine the viability of the unit on the ground floor particularly those retail uses;

- ii) consideration will be given to the nature of the use, its appropriateness to the centre in which it is proposed, hours of operation, intensity of use and impact on nearby uses.

### Sequential and Impacts Tests

- j) Where development of main town centre uses is proposed on the edge of or outside of centres, the sequential approach as set out in the NPPF will be applied.
- k) Where retail, leisure or office development is proposed outside centres, an impact assessment will be required when development is above the following thresholds:
  - retail, or a use that could change to retail without planning permission, over 500 sqm (gross);
  - leisure and office uses will be subject to the NPPF threshold - 2500sqm.
- l) Where necessary conditions and / or legal agreements will be applied to any permission accepted out of defined centres, including defining the nature and extent of the proposed use to ensure no significant adverse impact on existing designated centres.

## DM14 - DIGITAL INFRASTRUCTURE

- 5.199 High quality digital infrastructure is crucial to successful business locations and also plays a vital role in enhancing the provision of local community facilities and services. Well connected places attract modern businesses and can create the conditions for new clusters of digital and creative businesses to emerge. Access to high quality digital infrastructure can also facilitate social inclusion, enabling everyone (providing they have the necessary skills and equipment) to take up employment, education and social opportunities, as well as access a wide range of services that are increasingly provided online.

### What the policy needs to do

- 5.200 The NPPF recognises that digital infrastructure is important for economic growth and social well-being. Local Planning Authorities are required to support the expansion of electronic communications networks, including next generation mobile technology and full-fibre broadband connections and through the Local Plan, should set out how high quality digital infrastructure is expected to be delivered and upgraded.
- 5.201 The Covid-19 pandemic has shown that digital connectivity is critical to societal resilience and business continuity in times of crisis. It has been demonstrated that a large percentage of the population can work from home and it is expected that this will become more commonplace going forward. As more people communicate, shop, learn and work online, it is important that our digital infrastructure is capable of supporting this increased demand for broadband, mobile and wireless technologies.
- 5.202 As of February 2018, 95% of UK premises had access to superfast broadband. This has a download speed of at least 24 megabits per second (Mbps) and is mainly delivered through part-fibre, part-copper Fibre-to-the-Cabinet (FTTC) technology. Whilst superfast broadband is sufficient for most individual needs, as the demand for data services grows, national policy focus has shifted towards rolling out gigabit-capable, full fibre broadband,

which also supports the delivery of high capacity mobile broadband networks such as 5G. Full-fibre technology, also called Fibre-to-the-Premises (FTTP) or Fibre-to-the-Home (FTTH) is capable of download speeds of over 1 gigabit per second (Gbps) and is currently the fastest and most reliable broadband technology.

- 5.203 In March 2020, the Government stated their intention to amend Building Regulations to require all new build developments to have the physical infrastructure to support gigabit-capable connections. At the time of writing, Building Regulations remain unchanged; however, the Local Plan policy has regard for this. Adopting this approach will also prevent the need for fibre retrofitting programmes in the future which often has significant cost implications.

### Local Context

- 5.204 The Council is working with business and Government partners to drive investment in digital infrastructure. There are a number of projects, strategies and plans that the Council supports which aim to ensure that the digital infrastructure in the region is fit to drive growth. This includes the development of gigabit capable full-fibre infrastructure that will help to future-proof broadband services and support the delivery of 4G and 5G mobile technology.
- 5.205 The Council is currently working in partnership with West Sussex County Council to install full-fibre technology to Adur and Worthing Council assets as part of the Gigabit Coast Project. This supports the Coast to Capital strategic priority to 'Improve Network Digital Connectivity' and will create eighty new public access points which will help to enhance the digital public realm, improve visitor experience and increase town centre footfall and dwell time.
- 5.206 The Digital Infrastructure policy seeks to strike a balance between protecting the borough's environment and ensuring Worthing has the transformational infrastructure needed to deliver continually improving digital connectivity. Whilst some telecommunications work requires planning permission, most fall within

the category of ‘permitted development’ where only prior approval is required, a less prescriptive process where the local planning authority can only consider the siting and appearance of the apparatus. The relevant parts of this policy will therefore be applied to the consideration of full applications and prior approval applications as appropriate. Any works that are subject to Town and Country Planning (General Permitted Development) Order 1995 (as amended) will be subject to the limitations and conditions specified.

### DM14 - DIGITAL INFRASTRUCTURE

- a) The Council supports the expansion and improvement of digital infrastructure. Applicants will be required to actively demonstrate that they have considered broadband and mobile connectivity within their proposals for new housing, employment and retail developments.

#### Fibre to Premises

- b) All residential developments and all new employment generating development will enable Fibre-to-the-Premises (FTTP) at first occupation.
- c) All new dwellings, including those provided via building conversions must be designed and constructed in a way that enables them to meet or exceed the Government’s Building Regulations relating to provision of high speed FTTP infrastructure in the home or any subsequent national equivalent standard should the Building Regulations and/or national policy be reviewed in the future.
- d) Where it can be demonstrated that FTTP is not practicable due to demonstrated special circumstances, then alternative technological options (for example Superfast Fibre to the Cabinet or Fixed Wireless Access) would need to be provided. For such schemes the Council’s expectation is that provision in the form of ducting and other necessary infrastructure for the

future delivery of FTTP will be provided, where practicable.

#### Telecommunications Infrastructure

- e) All residential developments and all new employment generating development should consider mobile telecommunications requirements of the development proposals to ensure and demonstrate that there is sufficient coverage.

#### New Telecommunications Infrastructure

- f) Relevant proposals should demonstrate that:
  - i) the installation is the minimum required for the efficient operation of the network;
  - ii) all opportunities to make the most efficient use of existing telecommunication site have been explored fully such as: mast sharing, use of existing buildings or structures;
  - iii) no other suitable sites are available.
- g) All relevant proposals (including prior approvals) will need to submit:
  - i) evidence that the proposal is the least environmentally harmful option;
  - ii) a statement that self-certifies that the cumulative exposure will not exceed the guidelines of the International Commission on Non-Ionising Radiation Protection (ICNIRP).
- h) The location and appearance of the proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character or appearance of the surrounding area/host building.
- i) Conditions or planning obligations may be used to secure landscaping as well as restoration of the site if operation ceases.





## **DM15 - SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL**

5.207 Road congestion and related pollution (air and noise) is already a significant problem in the borough so it is vital that a shift to active travel modes is achieved, sustainable transport measures are promoted and the potential impacts of new development are mitigated. To achieve this, the Council will promote opportunities for walking and cycling and seek to improve connectivity through the delivery of a more integrated and sustainable transport network.

### **What the policy needs to do**

5.208 The NPPF requires local planning authorities to consider transport issues as part of the plan-making process to ensure that the potential impacts of development on transport networks can be addressed and that opportunities to promote accessible walking, cycling and public transport modes are identified and pursued.

5.209 The Government has made considerable progress on reducing greenhouse gas emissions in the UK following adoption of the Climate Change Act 2008. However, in the last 10 years, transport has become the largest greenhouse gas emitting sector, representing over a quarter of emissions. These emissions need to be reduced urgently to ensure that the UK meets its targets to tackle air pollution and reduce greenhouse gas emissions. To achieve this, developments are encouraged to provide charging infrastructure for electric vehicles.

5.210 The Covid-19 pandemic has highlighted the need to improve facilities for walking and cycling. The Department for Transport recorded significant increases in bike use and acknowledged that this is a real opportunity to deliver a lasting long term transformative change towards sustainable and safe active travel. The Government is clear that local authorities should monitor and evaluate any temporary measures they install, with a view to making them permanent, and embedding a long-term shift to active travel as we move from restart to recovery. The Local Plan seeks to build on this impetus with new development affording priority to establishing and improving walking and cycling networks.

### Local Context

- 5.211 The Council's economic strategy seeks to deliver reliable, affordable, efficient transport that supports growth and productivity. To achieve this aim the policy also needs to respond to the key outcomes of the Worthing Local Plan Transport Study and reflect: the West Sussex Transport Plan (2011-2026); the West Sussex Walking & Cycling Strategy (2016 - 2026); and the Adur and Worthing Local Cycling and Walking Infrastructure Plan (2020).

#### West Sussex Transport Plan

- 5.212 The West Sussex Transport Plan (2011-2026) provides strategic direction for transport planning within Worthing, focusing on the objectives of promoting economic growth; tackling climate change; providing access to services and improving safety, security and health. It identifies a number of key issues for Worthing which are summarised below.
- 5.213 Road congestion during peak periods affects many parts of the highway network throughout the borough, disrupting journey times and causing poor air quality. Particular problems are on main routes into the town centre (A259 and A24) and along the A27, where the lack of safe crossing points causes community severance. In addition, level crossings on the West Coastway railway line contribute to the levels of congestion, especially during peak periods, disrupting journey times and increasing traffic pollution.
- 5.214 The negative impact of car-centric lifestyles reduces opportunities for social and inclusive interaction as well as impacting on health and wellbeing. It is essential that accessibility issues are recognised and addressed through the provision of safe, inclusive and connected transport routes.
- 5.215 There is a reasonably good public transport network throughout the borough, although there are some limitations with the current rail services reaching capacity during peak times. There is a need for improved services and increased

opportunities for interchange between the public transport network and all other modes of transport.

- 5.216 The West Sussex Transport Plan aims to tackle the identified transport issues as and when funding becomes available. Overarching objectives are to ensure that all new developments support the use of sustainable modes of transport ('smarter choices') and that the efficiency of local transport networks is improved. Among a number of initiatives, the Transport Plan highlights the following key aims:

- to work with Highways England and other partners to develop and deliver a package of major improvements to the A27 to reduce congestion, improve safety and enhance community cohesion;
- to increase public transport capacity and quality, particularly on key north-south and east-west arterial routes;
- to work with rail operators to improve integration with other modes of transport;
- manage existing Air Quality Management Areas (AQMAs) by developing and implementing Action Plans while managing traffic and development pressures to avoid declaration of further AQMAs;
- ensure parking provision at new development provides enough spaces to accommodate the expected number of vehicles and cycles at the site.

#### Sustainable Transport & Active Travel

- 5.217 A key action of 'Sustainable AW' is shifting to sustainable transport and improving air quality. To achieve this, the Local Plan seeks to locate and design development and supporting infrastructure, to facilitate active and sustainable travel, to minimise the need to travel by car. This policy seeks to ensure that sustainable forms of transport are considered in the first instance, with the provision of

facilities that will encourage walking and cycling to be the natural choice for shorter journeys.

- 5.218 Worthing Borough Council supports the aims to encourage the use of sustainable transport alternatives to the car that are established within the West Sussex Transport Plan and West Sussex Walking and Cycling Strategy. Meeting these objectives will help to reduce congestion, improve health and wellbeing, and deliver economic benefits. Rather than restrict car use, the aim is to promote and enhance sustainable transport options to help achieve a shift in people's travel behaviour.
- 5.219 Whilst this is an aspiration for all local authorities, the relatively compact and flat nature of the borough combined with the presence of the England Coast Path National Trail and National Route 2 of the National Cycle Network (NCN2) means that there are great opportunities to enhance sustainable transport options within the town. Opportunities should also be sought to improve access to the countryside and coast.
- 5.220 A range of sustainable transport measures improving public transport and enhancing walking/cycle paths will be required from developers to reduce car dependence. For some larger schemes, it may be appropriate to use S106 agreements to ensure the delivery of site specific transport improvements that will help to ensure that the impacts of that particular development are mitigated. Depending on the type, size and location of a proposed development, Travel Plans and Transport Assessments may also be required in line with the National Planning Policy Framework and West Sussex County Council guidance.

#### **Local Cycling & Walking Infrastructure Plan (2020)**

- 5.221 One way in which the West Sussex Transport Plan seeks to encourage sustainable travel is by improving the existing cycle and pedestrian network. This aim is supported by the West Sussex Walking and Cycling Strategy (2016-2026), the

Government's Cycling and Walking Investment Strategy (2017) and more recently the Adur and Worthing Local Cycling & Walking Infrastructure Plan (LCWIP).

- 5.222 The LCWIP work, which was prepared by the Adur & Worthing Cycling and Walking Action Group, aims to create a place whereby walking and cycling becomes the preferred way of moving around. It seeks to increase the uptake of cycling and walking by identifying preferred routes and core zones for further development; and a prioritised programme of infrastructure improvements. These key principles have been embedded in the policy below and the Infrastructure Delivery Plan provides more information on the schemes identified for Worthing. Any developments sited on these routes and/or in core zones should deliver improvements aligned to the LCWIP.

#### **Parking & design standards**

- 5.223 Car parking standards aim to ensure that parking provided to serve new development is appropriate to the type and location of the development and does not encourage unnecessary car travel. When considering applications, proposals must comply with the criteria contained in Worthing Borough Council's and West Sussex County Council's planning and guidance documents relevant to design, car cycle parking and electric vehicle charging points, or any other appropriate national standard. To help reduce parking pressures, particularly for sites in and around the town centre, the Council will consider whether a lower level of provision might be appropriate and will support the use and promotion of car clubs.
- 5.224 Cycling design standards are to be used with the intention to provide high quality infrastructure; not to justify the minimum quality possible. Moreover, the application of design standards must be based on a detailed assessment of the needs of all Non-Motorised Users and must take into account objectives to significantly increase the number of cycling trips and to improve safety.

## Impact on existing transport network

5.225 When considering new development, it is necessary to consider its potential impact on the existing transport network, how it links to the network, impacts on highway safety and the provision for movement, servicing and parking. The Worthing Local Plan Transport Study provides an assessment of the impact of potential housing and employment development on the transport network and identifies appropriate mitigation and improvement measures. The study indicates that the development of the proposed Local Plan allocations can be accommodated if a suitable package of mitigation measures is provided. This package consists of capacity improvements to the highway network where appropriate to do so, road safety enhancements where required and sustainable transport improvements to reduce demand for the private car.

## DM15 - SUSTAINABLE TRANSPORT & ACTIVE TRAVEL

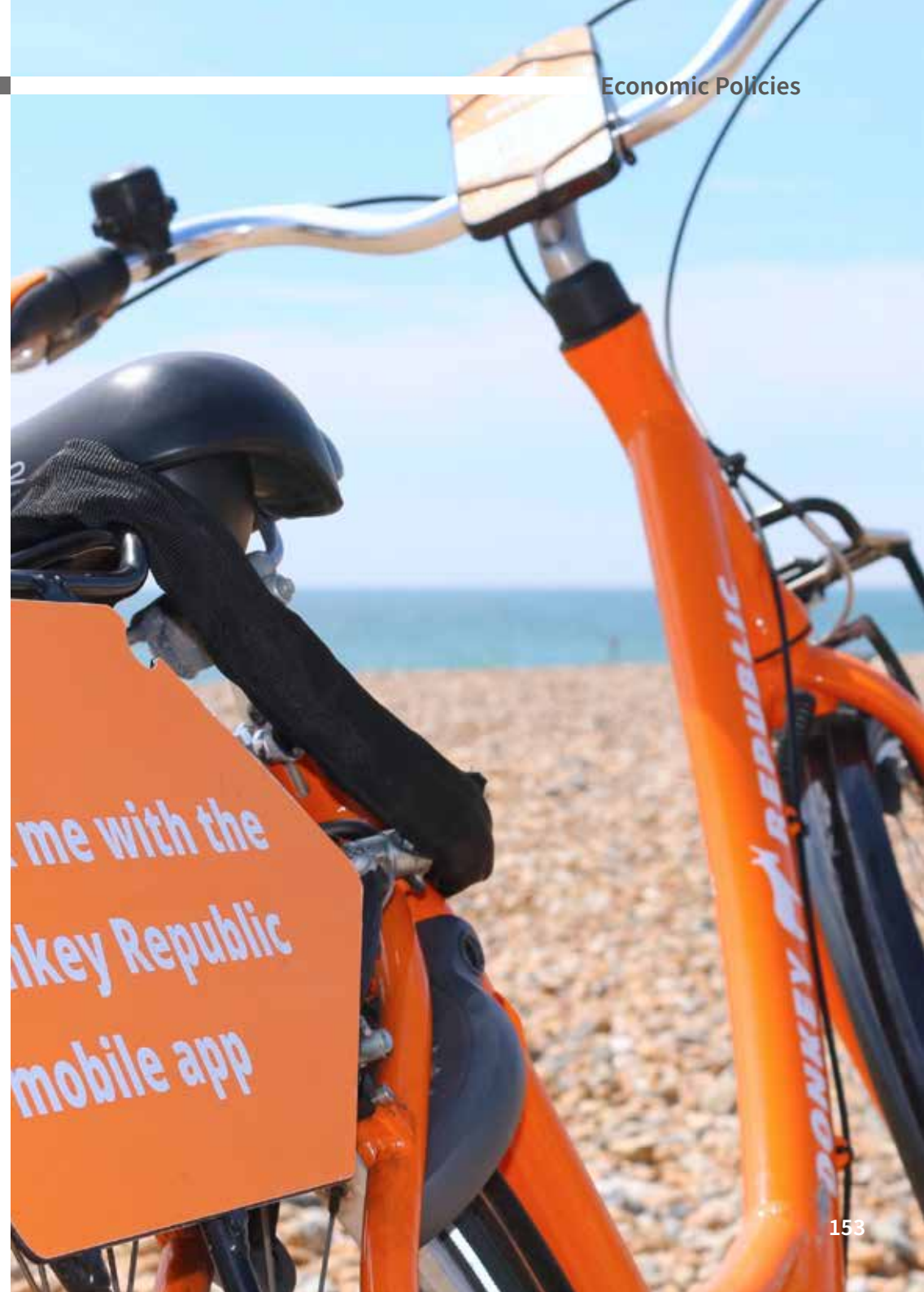
In order to manage the anticipated growth in demand for travel, development proposals which promote an improved and integrated transport network, with a re-balancing in favour of non-car modes as a means of access to jobs, homes, services and facilities, will be encouraged and supported.

- a) Worthing Borough Council will promote and support development that prioritises active travel by walking, cycling, Non-Motorised User routes and public transport, and reduces the proportion of journeys made by car. This will help to achieve a rebalancing of transport in favour of sustainable modes by:
  - i) ensuring that new development is located in sustainable locations with good access to schools, shops, jobs and other key services by walking, cycling and public transport in order to reduce the need to travel by car;

- ii) ensuring that the design and layout of new development prioritises the needs of pedestrians, cyclists and users of public transport over ease of access by the motorist;
- iii) ensuring that new development minimises the need to travel and, where appropriate, incorporates measures to mitigate for any transport impacts which may arise from that development;
- iv) requiring new development to provide for an appropriate level of cycle, car parking and electric vehicle space allocations that takes into consideration the impact of development upon on-street parking and accords with West Sussex County Council standards / guidance;
- v) promoting the provision of, and participation in, car club schemes;
- vi) requiring development which generates a significant demand for travel, and/or is likely to have other transport implications to:
  - be supported by a Transport Assessment / Transport Statement and sustainable Travel Plan (in line with West Sussex County Council guidance and the NPPF);
  - contribute to improved sustainable transport infrastructure, including the provision of safe and reliable sustainable transport modes; and
  - provide facilities and measures to support sustainable travel modes.
- b) The local planning authority will work with West Sussex County Council and other relevant agencies to encourage and support measures that promote improved accessibility, create safer roads, reduce the environmental impact of traffic movements, enhance the pedestrian environment, or facilitate highway improvements. In particular, the local planning authority will:



- i) support the expansion and improvement of public transport services;
- ii) encourage improvements to existing rail services, new or enhanced connections or interchanges between bus and rail services, and improvements to the quality and quantity of car and cycle parking at railway stations;
- iii) support the development of a network of high quality walking and cycling routes throughout the borough, including those identified in the Local Cycling and Walking Infrastructure Plan, including improved access across the A27, and railway line and better connectivity with the South Downs National Park and green infrastructure network;
- iv) support the development of key arterial cycle routes at: National Cycle Network Route 2; George V Avenue and Sea Lane and A24 Worthing Town Centre to Washington; phase 1 Findon Valley to Findon Village as identified in the WSCC Local Transport Investment Programme
- v) ensure new development contributes to the mitigation of air pollution, particularly in Air Quality Management Areas. New development should be located and designed to incorporate facilities for electric vehicle charging points, thereby extending the current network;
- vi) pursue ways of managing the impact of HGVs and implement measures as appropriate;
- vii) support improvements to the road network including the A259 and A27 and, as identified in the Worthing Local Plan Transport Study, provide appropriate mitigation measures to address capacity issues at a number of key junctions and road safety impacts on identified road links.





# Environment Policies



## DM16 - SUSTAINABLE DESIGN

- 5.226 The NPPF makes it clear that mitigating and adapting to climate change, including moving to a low carbon economy is a core planning objective. In line with national planning policy, development should deliver radical reductions in carbon emissions.
- 5.227 The Strategic Policy on Climate Change sets out the overarching policy direction for development in Worthing in relation to climate change. This policy builds on this and helps to respond to the Climate Emergency declaration by setting minimum requirements that developments must meet to move towards zero carbon development, prevent overheating and minimising waste. Related policy DM21 (Water Quality and Sustainable Water Use) includes minimum requirements for water efficiency.

### What the Policy Needs to Do Towards Zero Carbon Development

- 5.228 The Climate Change Act 2008, commits the UK to bring all greenhouse gas emissions to net zero by 2050. The NPPF expects the planning system to support the transition to a low carbon future in a changing climate, and to contribute to radical reductions in greenhouse gas emissions. It requires plans to adopt proactive strategies to mitigate and adapt to climate change in line with the Climate Change Act 2008.
- 5.229 Adur & Worthing Councils' declared a Climate

Emergency in July 2019 and have committed to becoming carbon neutral by 2030. A Carbon Neutral Study for Adur and Worthing (2020) found buildings were the largest source of emissions in 2017 accounting for 67% of direct and indirect emissions. Building related energy consumption is therefore a significant contributor to greenhouse gas emissions and this policy is one way in which these impacts can be reduced.

- 5.230 National planning guidance makes clear that Local Planning Authorities can set energy performance standards in their Local Plan for new housing or the adaptation of buildings to provide dwellings that are higher than the building regulations, but only up to the equivalent of Level 4 of the Code for Sustainable Homes (approximately 19% above current Building Regulations). A 19% improvement should be achieved entirely through energy efficiency measures (such as enhanced insulation, glazing, airtightness and high efficiency heating and hot water heat recovery).
- 5.231 The Government consulted in 2019 on the Future Homes Standard which set out two options to uplift energy efficiency standards and requirements by either 20% (in line with the current Local Plan guidance) or by 31% which would be delivered through the installation of carbon saving technology such as solar panels and lower fabric standards than the 20% approach. The government indicated that Option 2 (31%) was its preferred option as it would deliver more carbon savings and result in lower bills

for the householder and, in line with this emerging approach, the Council requires that all major developments seek to meet this target.

- 5.232 The policy requires that the approach taken to achieve this is in line with the energy hierarchy. All development should follow the energy hierarchy to contribute to achieving zero carbon emissions, which in order of importance seeks to:

- 1) minimise energy demand;
- 2) maximise energy efficiency;
- 3) utilise renewable energy;
- 4) utilise low carbon energy;
- 5) and only then use other energy sources.

### Improving Energy Performance

- 5.233 An Energy Performance Certificate (EPC) is required for all properties for sale and rent in the UK. It gives an estimate of energy use, carbon dioxide (CO<sub>2</sub>) emissions and fuel costs, to provide an overall energy efficiency rating.
- 5.234 Fuel Poverty is a growing issue that can negatively impact on people's health and well-being. In Worthing, 3,923 households equating to over 14% of households in Selden, Central and Heene Wards were estimated to be in fuel poverty in 2014.
- 5.235 The Government's Clean Growth Strategy committed all fuel poor homes to be upgraded to EPC Band C by 2030 and set out their aspiration for as many homes as possible to be EPC Band C by 2035 where practical, cost-effective and affordable, and the Government

has consulted on a preferred target for all non-domestic rented properties to achieve an EPC Band B by 2030. In Worthing in 2019, the majority of EPC certificates lodged on the register for existing homes were rated D compared with B rating for new dwellings.

- 5.236 It is accepted that it may be challenging to achieve the EPC target where new units or dwellings are created in existing buildings. Where it is not cost effective for non-domestic properties or it is not practical, cost effective or affordable for homes to meet the minimum requirements applicants should submit justification of this along with their EPC. This includes Listed Buildings and those in Conservation Areas where meeting the EPC target would unacceptably alter their character or appearance. Historic England has also published a series of guidance relating to energy efficiency and historic buildings and relevant applications should have regard to this.

### Demonstrating Sustainability

- 5.237 The Building Research Establishment Environmental Assessment Method (BREEAM) is an international scheme that provides certification of the sustainability performance of individual buildings, communities and infrastructure projects. A certified project, even to a 'Good' level, will be a better quality and more sustainable project than one meeting regulatory minimums.
- 5.238 BREEAM UK New Construction 2018 applies to new non-domestic buildings. The BREEAM Communities International standard aims to integrate sustainable design into the masterplanning of medium to large scale developments, including new communities and regeneration projects. Information will be required to be submitted at the planning application stage demonstrating the required standard is achievable. Developments are strongly encouraged to aim to exceed the minimum standard.

### Preventing Overheating

- 5.239 Due to global warming, summer temperatures in all areas are predicted to rise. This is particularly relevant in urban areas due to high levels of hard surfaces that absorb heat, changes in land surfaces, waste heat outputs and a lack of shade.

Overheating is an increasingly important issue for development as the climate warms and the frequency of heatwaves increase threatening public health.

- 5.240 The layout, orientation and design of buildings including landscaping are important to minimise energy use and create healthy living and working environments. Passive solar heating during winter and passive cooling through summer to avoid overheating can be enhanced through sustainable design measures. In addition, multi-functional green infrastructure such as green roofs and walls, roof gardens, trees and swales can be used to provide urban greening, shading and cooling to help prevent overheating.
- 5.241 Development proposals should follow the cooling hierarchy to reduce potential overheating and reliance on air conditioning systems. They can do this through the passive cooling hierarchy:

### Passive Cooling Hierarchy

1. Passive design to minimise unwanted heat gain and manage heat – for example by using building orientation, shading, a well-insulated and air tight building envelope, high levels of thermal mass and energy efficient lighting and equipment.
2. Passive/natural cooling – using outside air to ventilate and cool a building without the use of a powered system, for example by maximising cross ventilation (single aspect developments are generally discouraged), passive stack ventilation, night-time cooling and/or ground coupled passive cooling.
3. Mixed mode cooling with local mechanical ventilation/cooling provided where required to supplement the above measures using (in order of preference):
  - a. Low energy mechanical cooling (e.g. fan-powered ventilation with/without evaporative cooling or ground coupled cooling)

- b. Air conditioning (not a preferred approach as these systems are energy intensive)

### 4. Full building mechanical ventilation/cooling system using (in order of preference):

- a. Low energy mechanical cooling
- b. Air conditioning

### Materials - Sustainable and Low Carbon

- 5.242 In the building life cycle embodied carbon is associated with the non-operational phase of the project. This includes emissions caused by extraction, manufacture, transportation, assembly, maintenance, replacement, deconstruction, disposal and end of life aspects of the materials and systems that make up a building. As we build increasingly energy efficient buildings, the proportion of the building's life cycle carbon that comes from the embodied carbon becomes more significant.

- 5.243 Because of the embodied carbon impacts from new development, where possible, developers should seek to retrofit energy and carbon reductions measures to existing buildings rather than demolish and rebuild them. It is also possible to minimise the use of resources through reducing waste, minimising materials required, and using materials with a low embodied carbon content. This can be achieved by focusing on the sustainable (re)use of existing materials as far as possible before considering introducing new materials.

### Minimising Waste

- 5.244 Development often results in the production of a significant quantity of waste during demolition, construction and for the duration of its use. Developers should reduce the construction waste arising from new development and re-use and recycle as much material as possible, following the waste hierarchy. Similarly, in demolition developers should:

- 1) prioritise the on-site re-use of demolition materials;
- 2) recycle materials on site where feasible, then off site;
- 3) recovery (energy); and
- 4) the least preferred option, disposal to landfill.

## DM16 - SUSTAINABLE DESIGN

- a) All development (excluding householder applications) will be required to achieve the relevant minimum standards below unless superseded by national planning policy or Building Regulations. Applications for major development must be supported by a Sustainability Statement demonstrating that the minimum standards are met and where possible exceeded. All development is encouraged to exceed these minimum standards where possible.

### Towards Zero Carbon Development

- b) All new build housing will achieve a minimum 20% Co2 reduction through energy efficiency measures, and where achievable a 31% reduction in CO2 based on the 2013 Edition of the 2010 Building Regulations (Part L). Developers will be expected to provide evidence of the level of carbon reduction achieved in the dwellings through submission of SAP calculation reports at the design and built stages.
- c) All major developments will need to achieve a 31% reduction (see above) and demonstrate how the design and layout of the development has sought to maximise reductions in carbon emissions in line with the energy hierarchy.

- d) All new build housing should seek to achieve an A rating (with a minimum expectation of B rating) Energy Performance Certificate. New housing should achieve a minimum of a 'C' rating Energy Performance Certificate.
- e) All non-domestic properties (including those created through conversions) should achieve a 'B' rating Energy Performance Certificate.
- f) Non residential development of at least 1,000 sqm floorspace and residential or mixed use development consisting of more than 200 residential units should achieve BREEAM New Construction or BREEAM Communities 'Very Good' as a minimum rating based on the latest BREEAM scheme.

### Preventing Overheating

- g) All new development should incorporate design measures where appropriate to minimise excessive solar gain and maximise opportunities for passive cooling through natural ventilation and other passive means to avoid contributing to the urban heat island effect and reduce vulnerability to overheating. Multifunctional green infrastructure should be integrated into public spaces to provide urban cooling and access to shady outdoor space.
- h) Major development proposals should reduce potential overheating and reliance on energy intensive air conditioning systems and demonstrate this in accordance with the cooling hierarchy.

### Minimising Waste

- i) All development will be required to follow the waste hierarchy to minimise the amount of waste disposed to landfill and incorporate facilities that enable and encourage high rates of recycling and re-use of waste and materials.
- j) New development should minimise construction waste and maximise the recycling and re-use of demolition materials.

### DM17 - ENERGY

- 5.245 The NPPF and Planning Practice Guidance requires planning policies to maximise and promote renewable and low carbon energy development, and deliver radical reductions in carbon emissions through development. This policy builds on the measures in DM16 (Sustainable Design) that aim to reduce demand for energy through high fabric efficiency standards and passive design etc by requiring developments to consider the most efficient supply for heating and supporting Low or Zero Carbon (LZC) energy generation.

#### What the Policy Needs to Do

- 5.246 The Government is investigating the best ways to decarbonise the national grid and cut carbon emissions from heat. Heating and hot water for buildings account for 40% of UK energy use and 20% of greenhouse gas emissions. The Climate Change Committee estimates that district heating can meet 20% of domestic heating and hot water needs by 2030. The Clean Growth Strategy (2017) includes policies to roll out low carbon heating, and phase out the installation of high carbon fossil fuel heating.
- 5.247 High density and mixed use developments provide ideal conditions for successful, viable and efficient application of decentralised energy technologies, heat networks and smart grids as a way of ensuring clean, affordable, secure energy into the future. Government ambition on this is clearly set out in the Clean Growth Strategy 2017 and Industrial Strategy 2017.
- 5.248 All proposals for major development must demonstrate that the heating and cooling systems have been selected in accordance with the heating and cooling hierarchy as set out below. The Council will require relevant developments to submit a feasibility assessment as part of their sustainability statement to provide a rationale for the chosen heating/cooling system.

#### Heating and Cooling Hierarchy

##### System

1. Connection to existing heating/cooling network (most preferred)
2. Site-wide heating/cooling network
3. Building-wide heating/cooling network
4. Individual heating/cooling systems (least preferred)

##### Technology

1. Renewable/waste energy sources - such as biomass, heat pumps, solar, thermal (most preferred)
2. Low carbon technologies (such as gas-CHP)
3. Conventional systems (such as gas or direct electric (least preferred)).

#### Local Context

- 5.249 Adur and Worthing Councils through their declaration of a climate emergency and the UK100 Cities Pledge have committed to being carbon neutral by 2030 and 100% clean energy by 2050. Therefore all energy use must be delivered through zero carbon sources by that date. To help meet these objectives, the development of renewable, low carbon, or decentralised energy schemes will be supported and community initiatives encouraged where proposals are for appropriate locations.
- 5.250 To reduce carbon emissions, all development resulting in new housing or major non-residential development should incorporate renewable and LZC energy production equipment to meet at least 10% of predicted total energy



requirements. Such energy generation could take the form of photovoltaic energy, solar-powered, heat pumps and geo-thermal water heating. This should only be calculated after:

- the scheme is compliant with Part L 2013 Building Regulations;
- reductions from energy efficiency measures have been calculated and deducted through compliance with DM16; and
- reductions achieved by complying with the heating and cooling hierarchy by connecting to a heat network have been calculated and deducted.

5.251 Any proposals for new wind turbines will be considered against the NPPF. The West Sussex Sustainable Energy Study (2009) shows the technical potential for wind energy generation in Worthing is very small and therefore no areas have been allocated as suitable for wind energy development in this Local Plan.

5.252 Proposals for solar farms should carefully consider and mitigate any landscape and visual impact particularly on the South Downs National Park, as well as any potential effects on heritage and ecology. It is likely that planning conditions will be used to ensure installations are ultimately removed and land is restored when no longer in use.

5.253 The Worthing Heatmapping Report (2020) found that there are 6 potential cluster areas where there is enhanced opportunity for heat networks. (a link to the report and related maps can be found on the SustainableAW pages of the Council's website). The clusters identified are:

- Cluster A: Worthing Town Centre
- Cluster B: Durrington-on-Sea

- Cluster C: Northbrook College
- Cluster D: NHS Salvington Campus
- Cluster E: Centenary House
- Cluster F: Worthing College Campus
- Cluster G: Northbrook College Central

5.254 Worthing Borough Council is pursuing the development of the Worthing Town Centre Heat Network (Cluster A) for the Worthing Civic Quarter and town centre. Sites within this cluster will be required to connect. Where proposed to connect, this will count as appropriate towards policy requirements for energy efficiency and on-site renewables.

5.255 Major development within the heat network opportunity cluster areas will be required to connect to district heating networks where they exist, or will be expected to maximise opportunities for the development of a future district heating network. Where no heat network is in place, development proposals should be designed to be connection ready. Where a developer is building their own heat network it should be designed to be easily extendable to serve neighbouring developments. To be considered connection ready applicants will be expected to demonstrate that all specifications below have been met:

- all buildings must use a centralised communal low temperature wet heating system rather than individual gas boilers or electric heating.
- all buildings must allow adequate plant room space to allow for connection at a later date. Plant rooms must be situated to consider potential future pipe routes.

- the developer must identify and safeguard a pipe route to allow connection between the building and the highway or identified network route where available.
- the developer must not in any other way compromise or prevent the potential connection.

5.256 Where this is not possible, proposals should be submitted with a viability / deliverability assessment, to justify departure from the heating hierarchy. Assessments must:

- be compliant with the CIBSE Heat Networks Code of Practice for the UK.
- be completed by a suitably qualified individual.
- include baseline energy consumption and carbon emissions calculations for regulated and non-regulated energy use.
- compare the economies of a heat network solution (this includes the cost of a communal boiler system, heat meters, heat interface units and plate heat exchanger) against an individual heating scenario (such as individual gas boilers alongside an equivalent level of micro-renewables that would be required to meet energy efficiency requirements).
- provide a breakdown of the cost estimates and assumptions used for the assessment.
- include linear heat density calculations for the site.
- present Internal Rate of Return (IRR), capital expenditure, cost and carbon savings as outputs.

### DM17 - ENERGY

- All new housing and major non-residential development should incorporate renewable and low carbon energy production equipment to meet at least 10% of predicted total energy requirements (after Co2 reductions from energy efficiency measures).
- All proposals for major development must demonstrate that the heating and cooling systems have been selected in accordance with the heating and cooling hierarchy and that the lowest carbon solution that is feasible is used. Applicants will be required to submit a feasibility assessment to provide a rationale for the chosen heating/cooling system.
- Major development within areas identified as heat network opportunity clusters, will be required to connect to district heating networks where they exist, or will be expected to maximise opportunities for the development of a future district heating network. Where this is not possible, a viability assessment should be submitted to justify departure from the heating hierarchy.
- The development of renewable, low carbon, or decentralised energy schemes will be supported and community initiatives encouraged where proposals:
  - are located appropriately and do not cause an unacceptable impact on surrounding uses or the local environment, landscape character or visual appearance of the area (including the South Downs National Park), taking into account the cumulative impact of other energy generation schemes; and
  - mitigate any potential noise, odour, traffic or other impacts of the development so as not to cause an unacceptable impact on the environment or local amenity.

## DM18 - BIODIVERSITY

- 5.257 Nature is declining globally at rates unprecedented, and the rate of species extinctions is accelerating. All public authorities have a duty to conserve biodiversity.

### What the Policy Needs to Do

- 5.258 The NPPF states that planning should contribute to conserving nature and securing 'net gains' for biodiversity. If development would result in significant harm to biodiversity the mitigation hierarchy (which sets out the hierarchy of mitigation options) should be applied. Where a development cannot satisfy these requirements (set out below) planning permission should be refused.

1. **Avoidance** - can significant harm to wildlife species and habitats be avoided?
2. **Mitigation** - can it be minimised by design or by the use of effective mitigation measures?
3. **Compensation** - as a last resort and with clear justification, can any residual harm be properly compensated for by measures to provide an equivalent or greater value of biodiversity?

- 5.259 Biodiversity net gain delivers measurable improvements for biodiversity by creating or enhancing habitats after avoiding or mitigating harm as far as possible. The Environment Bill (2019) includes a new requirement for 'Net Gain' to biodiversity in development projects. This requires developers to demonstrate that at least a 10% gain has been achieved using DEFRA's Biodiversity Metric 2.0. It expects developers to maintain any habitat creation or enhancement for a minimum of 30 years.

- 5.260 The NPPF encourages net gains for biodiversity to be sought. Biodiversity net gain can be achieved on-site, off-site or through a combination of on-site and off-site measures, and where this can't be achieved, following application of the mitigation hierarchy, through the

purchasing of biodiversity units as part of the proposed biodiversity net gain credits scheme. It will be important to consider whether provisions for biodiversity net gain will be resilient to future pressures including climate change, and ensure they are supported by an appropriate long term management plan.

- 5.261 Information on biodiversity impacts and opportunities needs to inform all stages of development. Assessments should be proportionate to the nature and scale of development and the likely impact on biodiversity. An appraisal should be undertaken by a suitably qualified professional ecologist to ensure a rigorous and thorough independent appraisal. The British Standard for Biodiversity (BS 42020: 2013) outlines detailed guidance on ecological appraisal and the ecological information that should be submitted in planning applications.

### Local Context

- 5.262 A key Council priority is to provide better spaces for wildlife so development whose primary objective is to conserve or enhance biodiversity will be supported. Within the borough these are also a number of existing biodiversity assets that must be protected and, where possible, enhanced.

- 5.263 Local Wildlife Sites are areas of land that are especially important for their wildlife. They are some of our most valuable wildlife areas. They make up a web of stepping stones and corridors for wildlife, forming key components of ecological networks. Within the Local Plan area there five sites of local importance for wildlife (Local Wildlife Sites):

- W04 - Titnore and Goring Woods
- W05 - Ham Farm Wood
- W06 - Offington Cemetery
- W08 - St Michael's Graveyard
- W12 - Goring and Ferring Gap

- 5.264 Within the borough there is also one Local Geological Site at Charmandean Quarry. Outside of the Local Plan area (but within the borough) is the South Downs National Park (SDNP) which is also a Nature Improvement Area (NIA). Within the National Park is Cissbury Ring Site of Special Scientific Interest (SSSI), a site of national importance. Across the borough there are 7 types of Biodiversity Action Plan (BAP) priority habitat and over 1,070 Sussex BAP priority species have been recorded, including 67.5 hectares of ancient woodland.
- 5.265 Ancient woodland, and trees classed as ‘ancient’, ‘veteran’ or ‘aged’ are an irreplaceable, nationally important and threatened habitat. The Council will use Natural England’s standing advice to review applications that might affect ancient woodland and ancient or veteran trees. Development resulting in the loss or deterioration of irreplaceable habitats will be refused, unless there are wholly exceptional reasons (as defined by the NPPF) and a suitable compensation strategy exists.
- 5.266 The coastal location of Worthing also means there are valuable marine ecosystems. The Marine Management Organisation (MMO) was created in order to achieve clean, healthy, safe and productive and biologically diverse seas. The South Marine Plan (which includes Worthing) was adopted in July 2018. Marine planning has important links and interactions with land use planning as the intertidal zone between high water and low water mark is covered by both planning systems. Activities taking place below mean high water mark may require a marine licence.
- 5.267 Coastal squeeze is a particular issue in the south east of England and poses a significant threat to coastal habitats such as mudflats and vegetated shingle. It occurs when coastal habitats are trapped between a fixed landward boundary and rising sea levels and/or increased storminess. New development that could result in coastal squeeze will need to demonstrate how it is addressing this issue.

### DM18 - BIODIVERSITY

- a) Planning applications should be supported by relevant environmental information, which is informed by appropriate up-to-date ecological information, prior to determination.
- b) All development should ensure the protection, conservation, and enhancement of biodiversity. If significant harm cannot be avoided (by locating development on an alternative site with less harmful impacts or through design), then such harm should be adequately mitigated. Where it cannot be adequately mitigated then as a last resort such harm must be compensated for. Where it cannot be compensated for, then planning permission should be refused. This process is known as the mitigation hierarchy.
- c) Developments which would adversely affect a Site of Special Scientific Interest (SSSI) (individually or cumulatively) will not normally be permitted. Exceptions will only be made where the benefits of the development on the particular site clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts. Where an exception is considered the mitigation hierarchy will apply.
- d) Development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) will be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists
- e) Proposals for development in, or likely to have an adverse effect (directly or indirectly) on a Local Wildlife Site, wildlife corridors, stepping stones or Local Geological Site will not be permitted unless it can be demonstrated the benefits of the proposal outweigh the need to safeguard the nature conservation value of the site/feature. Where an exception is considered the mitigation hierarchy will apply.



- f) Development that is likely to have an adverse effect on priority habitat or species will not be permitted unless it can be demonstrated the benefits of the proposal outweigh the need to safeguard the nature conservation value of the site/feature. Where an exception is considered the mitigation hierarchy will apply.
- g) Where relevant, new development adjacent to the coast will have to demonstrate how it is reducing the impacts of coastal squeeze.
- h) New developments (excluding change of use and householder) should provide a minimum of 10% net gain for biodiversity - where possible this should be onsite. Where it is achievable, a 20%+ onsite net gain is encouraged and is required for development on previously developed sites. Major developments will be expected to demonstrate this at the planning application stage using biodiversity metrics. This should be accompanied by a long term management plan.
- i) Where appropriate, the Council will use planning conditions or obligations to provide appropriate enhancement and site management measures, and where impacts are unavoidable, mitigation or compensatory measures.





### DM19 - GREEN INFRASTRUCTURE

5.268 Green Infrastructure (GI) is a network of parks, green spaces (including public rights of way), gardens, allotments and woodlands, as well as urban greening features such as street trees, green roofs and walls. The term also incorporates 'blue infrastructure' such as streams, ponds, rivers, wetlands and sustainable drainage systems.

#### What the Policy Needs to Do

5.269 The NPPF and Planning Practice Guidance state that Local Plans should ensure that developments protect, create and enhance GI assets in a way that maximises benefits for the environment and communities, and set the intention for the preparation and implementation of a GI strategy.

5.270 GI can provide a wide range of benefits so there are therefore links between this and many other policies in the Plan including those relating to design, climate change, health and the natural environment. GI features can:

- enhance the built environment helping to achieve well designed, high quality places;
- provide access to green space and opportunities for recreation, social interaction, and community food-growing and gardening;
- improve resilience and adaptation of communities to the effects of climate change by contributing to carbon storage, providing urban cooling and shading;
- provide an integral part of multifunctional sustainable drainage and natural flood risk management;
- form networks that conserve and enhance the natural environment by providing ecological connectivity, opportunities for species migration and facilitating biodiversity net gain;
- filter pollutants to protect and improve air and water quality.

5.271 Trees and woodland in the right places provide space for nature and are a key component of GI contributing to climate change adaptation and mitigation, and providing urban cooling, shading, filtering air pollution, buffering noise and enhancing quality of life. The National Design Guide recognises the importance of trees in new development, and sets out how landscaping, including streets being tree-lined wherever possible, will be considered as part of the forthcoming National Model Design Code. The trees in urban areas, known as the urban forest, are a key GI feature. New development should ensure appropriate trees are incorporated in ways that they can thrive, be easy to maintain, and minimise the risk of damage or interference with buildings or infrastructure.

5.272 In addition to green and blue spaces GI also includes urban greening features. Urban GI has a positive impact on our health and wellbeing by providing space for exercise and relaxation, as well as being a critical part of climate change adaptation; managing increasing risks from overheating and surface water flooding. This can relate to greener streets, and street or pocket parks where there is not space to incorporate new green spaces. Green roofs and walls are an essential component of a greener urban area and provide ways to creatively incorporate GI into higher density developments. They can help store stormwater, provide additional wildlife habitat, or, increasingly, create greener public realm or roof gardens above busy streets.

5.273 GI should be considered at the earliest stages of development proposals, and as an integral part of development and infrastructure provision. GI will require sustainable management and maintenance if it is to provide benefits and services in the long term. Building with Nature Standards define high quality green infrastructure at each stage of the development process. The highest level of accreditation is 'Excellent' for exemplary quality green infrastructure, delivering benefits within and beyond the boundary of the scheme.

## Local Context

- 5.274 Worthing will be planning strategically for GI provision and the Council has committed to working with partners to facilitate the creation of an integrated network of GI within and beyond Worthing, and development of a GI Strategy. In this regard, the South Downs National Park Authority has published The People and Nature Network (2020) which identifies Worthing within the Coastal Communities Natural Capital Investment Area.
- 5.275 The main green corridor in Worthing is the beach. Bridleways and Public Rights of Way (RoW) also provide valuable green corridors for local communities. There are a number of routes both within and outside of the South Downs National Park including The Gallops, Ilex Way and Plantation Way. The Ferring Rife and Teville Stream, both main rivers, provide valuable corridors. In addition to the above, vegetation within private gardens, along roadways and railway lines, and in parks, cemeteries, open spaces and schools provide landscape and wildlife value.
- 5.276 The Woodland Trust recommends coastal towns like Worthing should have at least 15% tree cover. The borough currently achieves this target with 15.8% canopy cover. However, it is important that further growth and development continues to maintain this level of cover as a minimum. Tree Preservation Orders will be made to ensure that healthy locally important trees that make a positive contribution to amenity are protected.
- 5.277 New developments should include high quality, well designed GI as an integral part of their proposals. Until such time a GI Strategy is produced, applicants are encouraged to refer to existing information and records on green infrastructure assets. These currently include: Worthing Landscape and Ecology Study (2017) that identifies key GI opportunities for potential development sites around the edge of Worthing; and Ecoservices maps that were produced by the Sussex Biodiversity Records Centre and Sussex Wildlife Trust in 2017. They consist of a series of maps showing GI assets, capacity, demand, and management zones across a range of ecosystem services.

## DM19 - GREEN INFRASTRUCTURE

- a) The Council will work with relevant partners and developers to facilitate the creation of an integrated network of green infrastructure within and beyond Worthing. A Green Infrastructure Strategy will be produced by the Council and when in place, developments will be expected to comply with it. Until such time, applicants are encouraged to refer to existing information and records on green infrastructure assets to inform how their development can protect, conserve, enhance and deliver green infrastructure across Worthing.
- b) All developments (excluding householder) will need to demonstrate how they will contribute to the implementation of the Green Infrastructure Strategy both at site level and with regard to the wider green infrastructure network. Opportunities should be taken to incorporate elements of green infrastructure onsite to create, protect, enhance and manage green infrastructure assets and/or networks to achieve environmental net gain. This should be based on up-to date ecological evidence on, and information about, green infrastructure networks and assets to maximise multi-functional benefits.
- c) In all new developments there should be no net loss of trees and any trees removed should usually be replaced on a 1:1 basis to maintain current levels of canopy cover. Additional tree planting is encouraged where appropriate to improve the quality of the local environment and increase appropriate species canopy cover.
- d) Arrangements and funding for the management and maintenance of green infrastructure over the long term should be identified and implemented. Where appropriate, the Council will seek to secure this via planning obligations.
- e) Major developments should demonstrate how they are meeting the requirements of this policy in their submitted sustainability statements and are encouraged to achieve Building with Nature Full Award (Excellent).

## **DM20 - FLOOD RISK AND SUSTAINABLE DRAINAGE**

5.278 Flooding occurs from a range of sources and as a result of climate change flood events are likely to become more frequent and more severe impacting local communities and the environment. It is therefore important that development is safe and resilient and does not increase flooding elsewhere. Development can present opportunities to reduce flood risk through natural flood management techniques and the use of Sustainable Drainage Systems (SuDS) which also have the potential to provide a range of multifunctional benefits.

### **What the Policy Needs to Do**

5.279 In line with national planning policy, development should be directed towards the areas of lowest flood risk first. Where this is not possible, within the site the most vulnerable development should be located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location. All sources of flood risk should be considered. Development will not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding.

5.280 The exception test may have to be applied. The need for the exception test will depend on the potential vulnerability of the site and of the development proposed, in line with the Flood Risk Vulnerability Classification set out in national planning guidance. Inappropriate development in areas at risk of flooding will not be permitted. For the exception test to be passed it should be demonstrated that:

- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
- b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

5.281 With climate change the frequency and severity of storm events are predicted to increase, along with raised sea levels. The effects of climate change on flood risk, including surface water flooding must be considered in line with the most up to date climate change allowances and Environment Agency Guidance.

5.282 Opportunities should be sought to reduce the causes and impacts of flooding where appropriate through the use of natural flood management techniques whereby natural processes are used to reduce the risk of flooding and coastal erosion such as floodplain restoration, structure removal, bank stabilisation and re-naturalisation.

5.283 Flood Risk Assessments (FRAs) should be submitted with planning applications for sites in areas at risk of flooding from any source, or which are one hectare in size or greater. Site-specific flood risk assessments should always be proportionate and appropriate to the scale, nature and location of the development. FRAs should follow the approach recommended by the NPPF (and associated guidance) and guidance provided by the Environment Agency and West Sussex County Council. This includes:

- Site-specific Flood Risk Assessment: Checklist (NPPF PPG, Defra)
- Standing Advice on Flood Risk (Environment Agency)
- Flood Risk Assessment for Planning Applications (Environment Agency)
- West Sussex County Council LLFA Policy for the Management of Surface Water (West Sussex County Council)
- Adur and Worthing Strategic Flood Risk Assessment (SFRA)

5.284 Major developments will be expected to incorporate SuDS within their surface water drainage strategies unless there is clear evidence that this would be inappropriate. SuDS are designed to control surface water runoff close to where it falls and mimic natural drainage as closely as possible. The range of methods available mean SuDS can be incorporated in some way on most sites. SuDS should be designed to include source control techniques, limit runoff to greenfield rates and deliver a range of wider benefits through consideration of 'green' components to maximise amenity and ecological benefits. Discharge rates from the site should not increase flood risk elsewhere.

5.285 SuDS design must follow West Sussex County Council policy, meet the Defra National Non-Statutory Technical Standards, and follow current best design practice (CIRIA C753 Manual 2015).

## Local Context

5.286 The Adur & Worthing Level 1 and Level 2 Strategic Flood Risk Assessment (JBA, 2020) provides an assessment of all sources of flooding in the Local Plan area and the impacts of climate change. In addition, the SFRA sets out recommendations for development including the local application of SuDS and requirements for site specific FRA's. Specifically the SFRA provides guidance on how the sequential and exception tests should be applied, assessing cumulative impact, considering climate change, emergency planning and reducing flood risk. The Level 2 site summary tables provide details of actual risk and recommendations for those sites included in the Local Plan that are identified to be at risk of flooding.

5.287 Worthing is bounded to the south by the English Channel. The coastline is at risk of tidal flooding. The Council will work with relevant partners to help implement the aims of the Beachy Head to Selsey Bill Shoreline Management Plan First Review (2006) and the resulting Rivers Arun to Adur Flood and Erosion Risk Management Strategy 2010 - 2020 which sets out the plan to manage flood and erosion risks along this coastline.

5.288 The Ferring Rife and Teville Stream are main watercourses which are identified to contribute to fluvial flood risk. Flooding on the Teville Stream and Ferring Rife is influenced by tidal levels, with the potential for tidal locking to occur where incoming high tides prevent fluvial flows from discharging into the sea. The key areas identified to be at risk from fluvial flooding include East Worthing, Durrington and Goring. Flooding from ordinary watercourses is also identified to impact Amberley Drive and Aldsworth Avenue areas of Goring.

5.289 The West Sussex County Council Local Flood Risk Management Strategy (2013) recognises Worthing as a priority 'Wet Spot' with 8,750 properties at surface water flood risk. Surface water flood events are frequent, with flooding of roads or properties reported in July 2014, May 2018 and July 2018, as well as the major event of June 2012. Areas predicted to be at an increased surface water flood risk in the future include: West Worthing; East Worthing and Durrington. An assessment into the impact of sea level rise highlighted areas on the coastline have an increase in surface water flood risk.

5.290 A large proportion of the borough is at risk of groundwater flooding. Rain infiltrates the chalk through large fissures into the underlying aquifers and is released slowly through springs further



downslope. As such, many of the areas identified as being at the highest risk of groundwater flooding are at the base of the South Downs.

- 5.291 Following recent flooding events, Tarring Flood Action Group was set up to reduce flooding in their local community. Development sites in Tarring should also consider the work being produced by Tarring Flood Action Group.

### DM20 - FLOOD RISK AND SUSTAINABLE DRAINAGE

- a) The Council will work with relevant bodies to ensure that flood risk in Worthing is managed and reduced. Development should be directed away from areas of highest risk of flooding and opportunities should be taken to reduce flooding through sustainable drainage systems and natural flood management to deliver multi-functional benefits for people and wildlife.

#### Flood Risk Assessment

- b) A site specific Flood Risk Assessment must be submitted with planning applications for:
- i) sites of 1 hectare or greater in Flood Zone 1;
  - ii) all new development (including minor development and change of use) in Flood Zones 2 and 3;
  - iii) all new development (including change of use to a more vulnerable class) subject to other sources of flooding identified by the Strategic Flood Risk Assessment.
- c) The Flood Risk Assessment should be proportionate to the degree of flood risk and appropriate to the scale, nature and location of development. It will need to demonstrate that:

- i) the site has passed the sequential test and within the site the most vulnerable development is located in areas at lowest flood risk unless there are overriding reasons for not doing so;
- ii) development will be safe for its lifetime taking into account the vulnerability of users, considering current and future flooding from all sources including in-combination and cumulative effects;
- iii) ensure safe access and egress to and from the development, where necessary as part of an agreed flood warning and evacuation plan;
- iv) development will not increase flood risk elsewhere, and where possible will reduce the overall level of flood risk;

#### Surface Water Drainage

- d) The surface water drainage scheme should use Sustainable Drainage Systems and be designed to:
- i) limit runoff to greenfield 1 year rates for events up to and including the 100 year plus climate change event where possible, and always ensure no increase in flows as a result of development;
  - ii) follow natural drainage flow paths and work with existing site topography;
  - iii) provide adequate capacity for the 30 year plus climate change event to be contained within the drainage system, and demonstrate that the development is safe for the 100 year plus climate change event scenario and does not increase in flood risk off site;
  - iv) incorporate green infrastructure and maximise multi-functional benefits ensuring adequate treatment of surface water prior to discharge to ensure that the quality of local water is not adversely affected;



- v) be sensitively located and designed to promote an enhanced landscape/townscape and good quality spaces that improve public amenity;
- vi) discharge run-off according to the following hierarchy: (1) into the ground (infiltration), (2) to a surface water body, (3) to a surface water sewer, (4) to a combined sewer. Surface water connections to the public sewerage network should only be made with prior agreement of the relevant sewerage undertaker and where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments) and where there is no detriment to existing users.
- e) Clear management arrangements and funding for their ongoing maintenance over the lifetime of the development should be proposed. Planning conditions or obligations will be used to secure these arrangements.

## DM21 - WATER QUALITY AND SUSTAINABLE WATER USE

5.292 Water is a vital resource we cannot live without - it supplies us with water for drinking, industry, farming and recreation, and is essential for ecosystems to flourish, human health and economic growth. However, water pollution and drought threatens this. As such, it is important we maintain and improve the quality and quantity of fresh and marine waters to ensure the needs of society, the economy and the environment can be maintained. There are clear links between this and Policies DM20 (Flood Risk and Sustainable Drainage) and DM16 (Sustainable Design).

### What the Policy Needs to Do

5.293 The Water Environment Regulations 2017 apply to surface waters (including some coastal waters) and groundwater (water below the surface of the ground). These regulations set out requirements to prevent the deterioration of aquatic





ecosystems; protect, enhance and restore water bodies to 'good' status; and achieve compliance with standards and objectives for protected areas.

- 5.294 River basin planning provides an overarching framework for managing the water environment. River basin management plans include legally binding objectives to protect and improve rivers, lakes, groundwater and coastal waters, and a summary of the measures needed to achieve those objectives.
- 5.295 Water quality and protection are key considerations in planning. The NPPF states that planning should prevent development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution. Adequate water and wastewater infrastructure is needed to support sustainable development. New development should be phased so that water and wastewater infrastructure will be in place when needed.
- 5.296 Groundwater Protection Position Statements (2018) set out the Government's policy for groundwater and its approach to groundwater protection. The Statements also highlight where risk assessments may be required. This includes the underground storage of substances, discharges (other than for clean roof drainage) in a Source Protection Zone 1, cemetery developments or schemes that present a hazard to groundwater resources, quality or abstractions.
- 5.297 It is essential that new development does not have a detrimental impact on water quality and, where possible development should contribute to water quality enhancements including through the use of appropriate Sustainable Drainage Systems (SuDS). Suitable planning conditions and / or obligations will be used to secure mitigation and compensatory measures where the relevant tests are met. Planning obligations may be used to set out requirements relating to monitoring water quality, habitat creation and maintenance and the transfer of assets where this mitigates an impact on water quality. Obligations can also be used to ensure the provision and alignment of necessary water resources infrastructure and wastewater capacity to serve new development.

- 5.298 In line with the NPPF, planning should provide high quality housing required to meet the needs of present and future generations, and help to use natural resources prudently. It expects local planning authorities to adopt proactive strategies to adapt to climate change that take full account of water supply and demand considerations. All new homes already have to meet the mandatory national standard set out in the Building Regulations (of 125 litres/person/day). Where there is a clear local need, local planning authorities can set policies requiring new dwellings to meet the tighter Building Regulations optional requirement of 110 litres/person/day.

### Local Context

- 5.299 Worthing is in an area of Serious Water Stress and 98% of water supply is sourced from groundwater. There are significant groundwater resources in the north of the borough protected for public drinking water supply through the designation of Source Protection Zones. Accordingly, all new dwellings in Worthing will be required to meet the tighter Building Regulations optional requirement of 110 litres/person/day.
- 5.300 Southern Water's Water Resources Management Plan 2020-2070 aims to make best use of existing water and securing new water. Southern Water, through Target 100, aims to reduce average consumption to 100 litres per person, per day by 2040. The Council encourages developers who wish to exceed this and achieve a higher standard of water efficiency. We will work with developers to consider further voluntary measures to increase water efficiency from new developments to demonstrate an exemplary sustainable development.
- 5.301 In Worthing there are two designated water bodies under The Water Environment Regulations 2017, the Teville Stream and the Ferring Rife. The Ferring Rife is classed as 'good' status; however the Teville Stream is currently classified as 'bad' status. The Teville Stream, once a significant watercourse, is now heavily urbanised, culverted for much of its length, and acts as a drainage channel for much of the surface water drainage from Worthing. The South East River Basin

Management Plan (2015) contains the main issues for the water environment and the actions needed to tackle them. The Ouse & Adur Rivers Trust are leading a project with Sompting Estates and other partners which has re-routed the existing course of the Broadwater Brook (the main tributary of the Teville Stream) away from contaminating sources and installed measures to capture urban runoff.

- 5.302 Worthing seafront and beaches are valued by residents and visitors. Worthing Beach has been recognised as one of the best in the country after winning the coveted Seaside Award for the third year running in 2019. However, bathing water quality can be affected by surface water and urban drainage during and after heavy rainfall. Sea water off the Worthing coast, is rated 'sufficient' – the minimum legal requirement. The 'sufficient' rating has stood since 2017, declining from 'good' in 2016 and 'excellent' in 2014.

## DM21 - WATER QUALITY AND PROTECTION

- a) Development should protect and enhance groundwater, surface water features and control aquatic pollution. Development will be permitted provided that it does not have an unacceptable impact on the quality and potential yield of local water resources, the water environment and its ecology.
- b) Opportunities should be taken, where appropriate, to replace existing drainage systems with suitable sustainable drainage systems to further reduce water pollution and improve water quality.
- c) Potentially polluting development should be steered away from the most sensitive areas. As a minimum a preliminary risk assessment will be required for any development where there is potential risk of contamination of controlled waters. New development within Groundwater Source Protection Zones will

only be permitted provided that it has no adverse impact on the quality of the groundwater source or a risk to its ability to maintain a public water supply.

- d) Development must be phased to take into account the timing of any water and/or wastewater infrastructure required which must be in place prior to the occupation of development.
- e) As a minimum, new housing should incorporate water efficiency measures to limit water use to 110 litres/person/day (lpd), and where possible to 100 litres/person/day.

## DM22 - POLLUTION

- 5.303 Pollution erodes the quality of the natural environment and can negatively impact on human health and local economic growth. This policy covers all forms of pollution but it should be noted that water quality is covered in Policy DM21 (Water Quality and Sustainable Water Use).

### What the Policy Needs to Do

- 5.304 The Local Plan should prevent development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water, artificial light or noise pollution or land instability. Development should not give rise to significant adverse impacts on health and quality of life such as through artificial light, odour or noise and areas of tranquility should be protected. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information.
- 5.305 It is important new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have



unreasonable restrictions placed on them as a result of development permitted after they were established. The applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.

- 5.306 Artificial light provides valuable benefits to society, including through extending opportunities for sport and recreation, and can be essential to a new development. However, artificial light is not always necessary. It can be a source of annoyance to people, harmful to wildlife and undermine enjoyment of the countryside or the night sky, especially in areas with intrinsically dark landscapes. For maximum benefit, it is important to get the right light, in the right place and for it to be used at the right time.
- 5.307 Development should sustain compliance with and contribute towards Air Quality objectives for air pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites. Any new development in Air Quality Management Areas and Clean Air Zones should be consistent with the local air quality action plan.
- 5.308 Adequate site investigation information should accompany planning applications and any remediation required should ensure that the land is suitable for its proposed use. Investigations and assessments of all sites situated on or in close proximity to potentially contaminated land will be required to be submitted with a planning application. All investigations of potentially contaminated land should be carried out following the Model Procedures for the management of land contamination (CLR11) and British Standard 10175:2011 - Investigation of potentially contaminated sites (Code of Practice). Properties which may be affected by the presence of asbestos will also require submission of a risk assessment and if necessary appropriate management and/or remedial plans.

## Local Context

- 5.309 Air quality is an issue in Worthing, primarily as a result of road transport emissions and traffic congestion, which has caused levels of nitrogen dioxide (NO<sub>2</sub>) to exceed government air quality standards. This resulted in the designation of the Worthing Air Quality Management Area (AQMA) in 2010, which was then extended in 2014. It encompasses Offington Corner (A27/A24 junction), Grove Lodge and Lyons Farm (A27 Upper Brighton Road).
- 5.310 The Worthing Air Quality Action Plan (2015) has been produced which includes a number of measures that aim to improve air quality. Any new development in the AQMA must be consistent with the Air Quality Action Plan for Worthing AQMA No.2. Particulates, particularly PM<sub>2.5</sub> is a pollutant of growing concern due to its impact on human health and it will become one of the main focuses of local air quality as emissions from traffic reduce over the coming decade.
- 5.311 New development has the potential to have an adverse impact on air quality through increased transport movements and congestion. In addition, point sources such as biomass boilers and wood burners (both domestic and commercial) can have a significant impact on levels of particulates, particularly PM<sub>2.5</sub>. Applicants for development within or adjacent to an AQMA should discuss requirements with the Council's Environmental Health Team before a planning application is submitted. This will help to determine whether a proposed development could impact upon the AQMA and what potential mitigation measures may be required.
- 5.312 The Air Quality Plan for nitrogen dioxide (NO<sub>2</sub>) in the UK (2017): South East Zone Plan covers the borough. This outlines that the government expects this zone to be compliant with the NO<sub>2</sub> annual limit value by 2022. It includes Local Authority measures including, for Worthing, embedding the Air Quality Emissions Mitigation Planning Guidance into the planning process, and securing travel plans through planning for development sites.
- 5.313 Therefore, where appropriate, Air Quality Assessments may be required for major development anywhere within the borough to avoid public health impacts and risk creating new air quality problems outside of the existing AQMA. Any assessments should include an assessment of cumulative impacts from individual sites in the area. Assessments should have regard to and be carried out in accordance with the following (or future guidance / updates):
- Worthing Borough Council's Air Quality Action Plan for Worthing Air Quality Management Area No. 2 (2015);
  - Air Quality and Emission Mitigation Guidance document produced by the Sussex Air Quality Partnership;
  - Breathing Better: a partnership approach to improving air quality in West Sussex (2020)
- 5.314 Developments shall be expected to maximise opportunities to improve local air quality through appropriate design and mitigate impacts on local air quality. The Council may seek planning obligations to mitigate the impact of development on local air quality, support the future monitoring of roads where the impact might be significant and for the provision of electric charging and other green transport initiatives.
- 5.315 Noise is recognised as a public health issue and is a material consideration when a development is planned. Defra has produced Noise Action Plans specific to the Brighton agglomeration (which covers Brighton, Worthing and Littlehampton). The latest Action Plan covers the noise issues arising from road, rail, airport and industrial sources (as described in the Directive). It identifies, in Worthing, several 'Important Areas' for noise related to transport by road and rail. Sussex local authorities have developed a guidance document, 'Planning Noise Advice Document – Sussex' (July 2015), which provides advice for developers and their consultants when making a planning application. Developers should have regard to this guidance document before submitting planning applications where noise will be a consideration.



- 5.316 The South Downs National Park is a designated International Dark Sky Reserve (IDSR)). It is important that artificial light does not contribute to 'skyglow' which detracts from the night sky's natural state and is a form of visual pollution. Limiting the impact of light pollution on local amenity, intrinsically dark landscapes and nature conservation is in line with the NPPF and the DEFRA 25 Year Plan.

### DM22 - POLLUTION

- a) Development should not result in pollution or hazards which prejudice the health and safety of the local community and the environment, including nature conservation interests and the water environment.
- b) New development in Worthing will be located in areas most suitable to the use of that development to avoid risks from all sources of pollution.
- c) Mitigation measures will need to be implemented for developments that could increase levels of pollution, taking into account any cumulative impact. Mitigation should avoid, minimise and offset the impact of development and take opportunities to improve local environmental conditions. Where there are significant levels of increased pollution that cannot be mitigated development will be refused.
- d) Where appropriate, air quality and/or noise assessments will be required to support planning applications. These should be undertaken in accordance with the most up to date guidance and have regard to any relevant action plans.
- e) Investigations and assessments of all sites situated in or in close proximity to potentially contaminated land will be required in relation to relevant development proposals. These should assess the nature and extent of contamination and the potential risks to human health, adjacent land uses and the local environment.

## THE HISTORIC ENVIRONMENT

- 5.317 The historic environment, both built and natural, gives Worthing much of its intrinsic character. It is vital that heritage assets are protected and enhanced as they can assist with meeting a wide range of objectives established in this Plan. Encouraging the best use of these assets in design, tourism and education can help to bring inward investment and support conservation.

### What the Policy Needs to Do

- 5.318 The NPPF states that heritage assets should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations. Significance is defined as an asset's heritage interest, whether archaeological, architectural, artistic or historic, and may be derived from both the asset and its setting. All heritage assets, whether designated or not, are material considerations in the planning process. For designated heritage assets and other archaeological assets of national importance, great weight should be given to their conservation - the more important the asset, the greater the weight should be. For non-designated heritage assets (and archaeological assets that are not of national importance) a balanced judgement is required that has regard to the scale of the harm/loss posed by the development and the significance of the heritage asset.
- 5.319 Combined with the NPPF, the Council will take all relevant guidance and legislation into account when considering applications that might impact on heritage assets. Historic England also publishes an extensive range of expert information and guidance on topics from 'Conservation Principles' to 'Energy Efficiency and Historic Buildings'. The Council will have regard to Historic England's publications and will expect developers to make good use of the information and guidance as appropriate.



## Local Context

- 5.320 Worthing has a rich historic environment. Pre-urban archaeology indicates that there was human activity in the area from the prehistoric period onwards. Worthing was not urban until the late 18th century when the seaside resort developed in an essentially rural setting containing a number of medieval villages. Worthing town as we know it today - nestling between the South Downs and the sea - represents the urbanisation and joining up of these historic villages. Their absorption by the later expansion of Worthing has given us a mosaic of characters that reflect changing use over time.
- 5.321 The setting of the South Downs National Park and the coast are also important parts of Worthing's historic environment. Settlements grew up in relation to them; they have provided natural resources and formed the basis of industry - from flint-mining and fishing to tourism; and they are an integral part of our cultural and natural heritage. The historic environment therefore also includes important views that cross landscape character areas and capture our changing relationship with the land, sea and other settlements.
- 5.322 Taking these different aspects into account, Worthing's 'heritage assets' include:
- 26 Conservation Areas (2 of which are in the National Park);
  - 9 Environmental Areas of Special Character;
  - over 360 listed buildings;
  - more than 1,000 buildings of important local interest;
  - 2 Scheduled Ancient Monuments (Cissbury Ring & a bowl barrow, in the National Park);



- a nationally registered Historic Park & Garden (Highdown Gardens, in the National Park);
  - 10 parks and gardens of local historic interest;
  - numerous sites of archaeological interest that although not scheduled are worthy of protection and preservation;
  - its setting, including important views and landscape/townscape/seascape relationships;
  - undesignated assets including locally listed buildings and features of architectural and design interest.
- 5.323 Worthing's heritage assets not only add to the character of Worthing but also create a unique sense of place, adding to the enjoyment of Worthing by its residents and supporting tourism and regeneration. It is vital that the historic character of the built and natural environment is taken account of in the design of new development whether it is directly or indirectly affected.
- 5.324 In certain circumstances, where specific control over development is required in order to protect heritage assets, the use of Article 4 directions may be applied. These remove permitted development rights under planning legislation necessitating a planning application to be made. There are currently five Article 4 directions covering parts of several Conservation Areas in Worthing.
- 5.325 It is also important that existing listed buildings and buildings in Conservation Areas are not allowed to deteriorate; the Council can request improvements to be made to remedy sub-optimal conditions (for example, to repair render and renew external paintwork), and use a variety of methods to enforce positive change if such a request is not complied with.
- 5.326 Much of the evidence base for the historic environment, including Landscape Character Assessments, which is used to inform and appraise development proposals, is held by West Sussex County Council. A full list of supporting evidence is set out in a supporting Topic Paper.
- 5.327 Existing evidence can also be used to predict whether currently unidentified archaeological heritage assets might be discovered in the future. West Sussex County Council, who are responsible for archaeology, provide guidance on when a Historic Environment Record search is considered appropriate. They have defined 32 Archaeological Notification Areas in or within 1km of the borough. These indicate the existence, or probable existence, of archaeological heritage assets, and therefore the likelihood of archaeological work being necessary when land development of any kind is planned. Worthing Borough Council will work closely with West Sussex County Council to promote understanding of the archaeological environment, ensure appropriate investigation, and require measures to mitigate the potentially damaging effects of development.
- 5.328 The Council will work with community and partner organisations to identify and protect important views between settlements, across character areas, and capturing transitions between landscape, townscape and seascape. This will include considering the relationship between 'views' and the 'function' such views serve.
- 5.329 Worthing's Conservation and Heritage Guide (2015) provides information on policy and guidance in respect of heritage matters in Worthing. The Council recognises that further work is required to achieve the strategic approach to the historic environment that it would like and following the adoption of the Local Plan, the Conservation and Heritage Guide will be updated. Additionally, in due course, the Council intends to undertake a comprehensive review of heritage assets which would include a rolling review of Conservation Area Appraisals and the production of a separate Management Plan for each Conservation Area that will guide the enhancement of their character

and appearance. The Council will also explore the potential to work with others to improve the condition of listed buildings in Worthing that are on Historic England's 'Heritage at Risk Register'.

- 5.330 Two policies follow to support and deliver these objectives and complement and implement national legislation and policy from a local perspective. In line with the NPPF and Historic England Guidance the first of these, the 'Strategic Approach' (DM23), provides a positive and proactive strategy for the conservation and enjoyment of the historic environment. Policy DM24 that follows, then sets out those things that proposed development should take account of and that the Council will consider when making decisions on relevant planning applications.

### DM23 - STRATEGIC APPROACH TO THE HISTORIC ENVIRONMENT

- a) The Council will conserve and enhance the historic environment and character of Worthing, which includes historic areas, buildings, features, archaeological assets and their settings, important views and relationships between settlements and landscapes/seascapes.
- b) The Council will seek to:
  - i) update Worthing's Conservation and Heritage Guide
  - ii) review Worthing's heritage assets
  - iii) review Worthing's Conservation Areas (updating their Character Appraisals and producing Management Plans) and seek opportunities to enhance their character and appearance in accordance with their Character Appraisals and Management Plans;

- iv) take opportunities to seek improvements to listed buildings and buildings within Conservation Areas when their condition has deteriorated. Where requests are not complied with the Council may use its statutory powers to enforce positive change;
- v) identify and protect important views between settlements, across character areas, and capturing transitions between landscape, townscape and seascape. This will include considering the relationship between 'views' and the 'function' such views serve;
- vi) recognise the role of and encourage the best use of heritage assets in regeneration, design, tourism and education;
- vii) use Article 4 directions where important heritage assets are under threat;
- viii) work with others, including the local community where appropriate, to address how best to conserve any assets listed on Historic England's Heritage at Risk Register, or any other assets at risk of loss, and to understand the significance of the historic environment in Worthing's character and sense of place; and
- ix) have regard to Historic England's range of published information, guidance and advice, and will work with others towards implementing best practice.



**DM24 - THE HISTORIC ENVIRONMENT**

- a) Where development affecting any designated or undesignated heritage asset is permitted, it must be of a high quality, respecting its context and demonstrating a strong sense of place.
- b) Proposed development should take account of the information and guidance in Worthing's Conservation and Heritage Guide (which will be updated and periodically reviewed).

**Designated Heritage Assets**

- c) Development should not adversely affect the setting of heritage assets. Where a proposed development would lead to substantial harm to, or total loss of a designated heritage asset, a Heritage Impact Assessment must be submitted describing the significance of any heritage assets affected, including any contribution made by their setting.
- d) Planning permission and/or Listed Building consent will only be granted provided that the appearance, significance, or historic character of the Listed Building is not adversely affected. The reinstatement or replication of original features such as windows or doors will be supported. Materials used must be consistent with those originally used or typical of the locality. Change of use may be supported where this secures the retention of a building of historic architectural interest where it could otherwise be lost.
- e) Development in Conservation Areas will be required to be of a high standard of design and materials so as to respect, preserve and enhance the character and appearance of that area, and preserve important features. Conservation Area Character Appraisals will be used to assess applications within designated Conservation Areas and opportunities will be taken to preserve and enhance these areas, and to implement the recommendations of Conservation Area

Management Plans. The importance to the local area of Buildings of Local Interest within Conservation Areas will be a material consideration in assessing an application for their demolition or development. Where, in compelling circumstances, the Council is minded to grant permission for demolition of a building in a Conservation Area, this shall not be granted until detailed plans for redevelopment have been approved.

- f) Planning permission to replace shopfronts of inappropriate design or materials, or in poor condition, in Conservation Areas will be granted providing the replacement is of appropriate design and materials, respecting the character of both the building and the Conservation Area. Advertisements in Conservation Areas should respect the character, proportions and design of the building on which it is displayed, and use traditional materials where necessary. Internally illuminated signs will generally not be permitted.

**Undesignated Heritage Assets**

- g) The following locally listed heritage assets will be a material consideration when determining planning applications:
  - i) Buildings of Local Interest;
  - ii) Environmental Areas of Special Character;
  - iii) Parks and Gardens of Local Interest.

They have been identified for their contribution to the character of the area in which they are located as set out in Worthing's Conservation and Heritage Guide. Their importance to the local area and community will be considered, and account will be taken of the desirability to sustain and enhance their

significance. Development proposals should respect, support, and where possible, positively contribute to the essential character of these heritage assets. Other buildings and features of design and architectural interest not included above may also be considered undesignated heritage assets and therefore will also be subject to these requirements.

- h) The Council will preserve archaeological features against damaging or discordant development. Such features should only be removed or altered in compelling circumstances where there is no practical alternative and where provision can be made for recording. Where a site includes, or potentially includes, heritage assets of archaeological interest, an appropriate desk-based assessment will be required and a field evaluation where necessary.
- i) The Council intends to work with others to identify important views in order to protect them. Guidance on this will be incorporated into Worthing's Conservation and Heritage Guide when it is updated. Significant changes should be identified in planning proposals. The relationship between 'views' and the 'function' they serve must be considered. Where views are demonstrably important to local character, development proposals should respect and protect what makes the view special. West Sussex County Council's Landscape and Environment Information will be relevant to this analysis as well as local evidence and site specific documentation. Development is likely to affect important views:
  - i) between settlements;
  - ii) across character areas;
  - iii) areas capturing transitions between landscape, townscape and seascape;
  - iv) to and from designated heritage assets.





