

DH/P.1173

23rd March 2021

Planning Policy Team
Worthing Borough Council
Portland House
44 Richmond Road
Worthing
BN11 1HS

Dear Sir/Madam,

**REGULATION 19 (PUBLICATION STAGE) OF THE SUBMISSION DRAFT WORTHING
LOCAL PLAN JANUARY 2021
REPRESENTATIONS SUBMITTED ON BEHALF OF PERSIMMON HOMES- CHATSMORE
FARM**

Pegasus Group are pleased to submit representations to the Regulation 19 of the submission Draft Worthing Local Plan on behalf of our Clients Persimmon Homes with regard to their land interests at Chatsmore Farm. The following representation forms are submitted:

- Worthing Response Form to Policy DM1
- Worthing Response Form to Policy DM3
- Worthing Response Form to Policy DM10
- Worthing Response Form to Policy DM13
- Worthing Response Form to Policy SP1
- Worthing Response Form to Policy SP3
- Worthing Response Form to Policy SS1
- Worthing Response Form to Policy SS2
- Worthing Response Form to Policy SS3
- Worthing Response Form to Policy SS4
- Worthing Response Form to Policy SS5
- Worthing Response Form to Policy SS6

The representations are supported by the following documents:

1. Worthing Borough Regulation 19 Representations statement.
2. The following plans:

PLANNING | **DESIGN** | **ENVIRONMENT** | **ECONOMICS**

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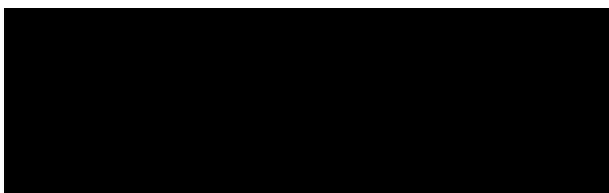
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Title	Reference	Rev
Site Location Plan	SLP-02	P5
Concept Masterplan	CMP-02	P6

3. Design and Access Statement (DAS) prepared by Thrive Architects, dated August 2020).
4. Archaeological Desk- Based Assessment (prepared by CGMS part of RPS, dated October 2018 (revised August 2020)).
5. Landscape and Visual Impact Assessment prepared by CSA Environmental, dated July 2020).
6. Build Heritage Statement (prepared by Pegasus Group, dated August 2020).
7. Transport Assessment (prepared by Milestone Transport Planning, dated August 2020).
8. Transport Assessment (prepared by Milestone Transport Planning, dated August 2020) - Appendices 1 – 14.
9. Transport Assessment (prepared by Milestone Transport Planning, dated August 2020) - Appendices 15 - 17 and Drawings.

I would be most grateful if you could please acknowledge the receipt of these representations.

Yours faithfully,



David Hutchison
Executive Director

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Enc. Representation forms x12
Representation Statement

WORTHING BOROUGH COUNCIL LOCAL PLAN 2020-2036 SUBMISSION DRAFT

ON BEHALF OF: PERSIMMON HOMES

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DESIGN | **ENVIRONMENT** | **PLANNING** | **ECONOMICS** | **HERITAGE**

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APPENDICES

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1. INTRODUCTION

- 1.1 Pegasus Group welcomes the opportunity to submit representations on the submission draft of the Worthing Borough Council Local Plan 2020-2036 (WLP). These representations are made on behalf of Persimmon Homes and relate to the proposed residential development of land at Chatsmore Farm (aka Land North West Of Goring Railway Station Goring Street Worthing).
- 1.2 An outline planning application (ref.AWDM/1264/20) for the mixed use development of this site comprising up to 475 dwellings along with associated access, internal roads and footpaths, car parking, public open space, landscaping, local centre with associated car parking, car parking for adjacent railway station, undergrounding of overhead HV cables and other supporting infrastructure and utilities, was recently refused by the LPA on 11th March 2021. A Section 78 appeal will now follow.
- 1.3 A Site Location Plan and an indicative Concept Masterplan which shows how the development could be laid out is provided in Appendix 1.

APPENDIX 1 : SITE LOCATION PLAN AND INDICATIVE CONCEPT MASTERPLAN

2. POLICY SP1 – PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

- 2.1 **Policy SP1** of the WLP largely replicates paragraph 11d of the NPPF. However, Policy SP1 introduces additional wording to that provided in paragraph 11d of the NPPF.
- 2.2 If it is intended that the additional wording proposed in Policy SP1 changes the effect of paragraph 11d this would not be consistent with national policy and would be unsound.
- 2.3 If, however it is proposed that Policy SP1 re-enforces the wording of national policy, then clearly the wording of national policy should be used. In particular, the proposed wording “material considerations indicate otherwise – taking into account whether:” could be interpreted as having a significant effect on the operation of paragraph 11d.
- 2.4 The lack of clarity arising and the potential inconsistency with national policy should be addressed by ensuring that the wording of Policy SP1 mirrors that of national policy.

3. POLICY SP3 – HEALTHY COMMUNITIES

3.1 One of the key determinants of the health and well-being of a population is the ability of the population to access suitable housing. There are numerous papers which support this.

3.2 One particular example is set out in Chance of a Lifetime prepared by Shelter which considers the relationship between the health and well-being of children and their access to suitable housing. This records that children in unsuitable housing (including homelessness, overcrowded or otherwise unsuitable housing):

- Are up to 10 times more likely to contract meningitis which can be life threatening and which can have long-term effects including deafness, blindness and behavioural problems,
- Are more likely to suffer from TB which can lead to serious medical problems and is sometimes fatal,
- Are more likely to experience respiratory problems which may lead to the loss of sleep, restricted physical activity and missing school,
- Are more likely to experience slow growth in childhood which is associated with an increased risk of coronary heart disease in later life,
- Are more likely to experience domestic fires,
- Are more likely to suffer mental health issues,
- Are more likely to experience slow growth in childhood which is associated with an increased risk of coronary heart disease in later life,
- Are more likely to miss school more frequently due to illnesses and infections,
- Are more likely to suffer from delayed cognitive development,
- Are more likely to have long-term health problems and low educational attainment, with an increased likelihood of unemployment or working in low-paid jobs in adulthood,
- Are more likely to become offenders.

- 3.3 This link between the health and wellbeing of the population and the accessibility of housing is correctly recognised in paragraph 2.24 of the WLP.
- 3.4 The WLP nevertheless proposes to provide housing to meet the needs of only 26% of households and as a result it is likely that the households that remain in Worthing Borough will find it increasingly difficult to access suitable housing and as such, they will find it necessary to share housing, and/or to live in overcrowded housing, and/or to potentially become homeless. Even those households that are able to access suitable housing are likely to find that this housing is less affordable than it would otherwise have been owing to the imbalance of supply and demand proposed in the WLP such that they will be more likely to experience financial difficulties and deprivation. Each of these inevitable consequences of the proposals of the WLP will therefore have significant adverse effects on the health and wellbeing of the population.
- 3.5 It is therefore entirely unjustified and somewhat disingenuous for the WLP to suggest that the Local Plan will address the high variation in levels of deprivation, as it does in **paragraphs 1.53 and 2.4**, when in fact it proposes to do precisely the opposite by actively constraining the supply of housing which will serve to increase the levels of deprivation with consequent effects on the health and wellbeing of the population.
- 3.6 The proposal of the WLP to provide only 26% of the housing required is therefore also entirely contrary to **Strategic Objective 6** of the WLP. As a result, in order to have an internally consistent Local Plan it will either be necessary to abandon Strategic Objective 6 or for the WLP to address the housing needs of the population ideally within Worthing Borough but if not through the duty to cooperate.
- 3.7 This inconsistency in the WLP is perhaps most apparent in **Policy SP3** which is devoted to securing healthy communities but does not even engage in any consideration of one of the key determinants of health and one which is within the scope of Development Plan policies, namely the provision of housing.
- 3.8 In the absence of any reference within Policy SP3 to this key determinant, the policy simply cannot achieve its objective and will not therefore be effective nor is it justified or positively prepared. An additional clause should be inserted into Policy SP3 to reflect the need to take advantage of additional opportunities

for residential development where these arise to limit the adverse impacts on the health and wellbeing of communities that will arise from the WLP.

4. POLICY SS1 – SPATIAL STRATEGY

- 4.1 Paragraph 2.4 of the WLP erroneously refers to the WLP meeting the needs of the population which is demonstrably incorrect given that only 26% of the housing needs are proposed to be met. It will therefore be necessary to modify **paragraph 2.4** accordingly for this to be justified.
- 4.2 This misrepresentation is also evident in **Policy SS1** which suggests that the WLP will seek to provide for the needs of local communities but avoids any mention of the fact that it seeks to avoid meeting the needs of 74% of local communities insofar as housing is concerned. Again, the wording in Policy SS1 is therefore not justified and will need to be modified accordingly unless additional land for housing is identified.

5. POLICY SS2 – DEVELOPMENT SITES

- 5.1 Paragraph 3.13 of the WLP identifies that there is a need to deliver **14,160 dwellings** in Worthing Borough over the plan period. Policy SS2 however provides for a housing requirement of only **3,672 dwellings** which as recognised in paragraph 3.27 provides for only 26% of the housing needed and equates to an **unmet need for 10,488 dwellings**.

Compliance of Policy SS2 with paragraph 11b of the NPPF

- 5.2 Paragraph 7 of the NPPF indicates that the entire purpose of the planning system is to contribute to achieving sustainable development. It proceeds to identify that this requires that the needs of the present are met without compromising the ability of future generations to meet their needs. This definition is adopted in paragraph 1.24 of the WLP.
- 5.3 As set out in paragraph 3.27, the WLP does not meet the needs of the present in Worthing Borough and paragraph 3.28 identifies that these will not be met outside of Worthing Borough. Accordingly, the WLP does not meet the needs of the present and therefore does not provide for sustainable development on its own terms.
- 5.4 Paragraph 11b of the NPPF however provides for such eventualities. It requires that strategic policies should as a minimum meet the objectively assessed needs for housing including the unmet needs of neighbouring areas unless either the application of specified policies provide a strong reason for restricting development or the adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 5.5 The evidence base of the WLP does not appear to undertake any of these considerations that would be necessary as a matter of national policy to justify the unmet needs that arise from the WLP.
- 5.6 As a result, the housing requirement of **Policy SS2** is unsound as it does not accord with national policy, it is not effective in meeting housing needs, it is not justified in accordance with the tests provided by national policy, and it is not positively prepared.
- 5.7 Instead, the justification for the constrained housing requirement is identified in paragraph 3.16 as being provided by the SHLAA which according to the WLP

provides the mechanism through which the quantity of suitable and potentially available land has been determined. Not only is the approach adopted in the WLP wholly inconsistent with national policy, a SHLAA does not determine whether sites should be allocated or not as set out in the PPG (3-001) and therefore it cannot be used as a substitute for the proper test to determine the ability of the Council to meet its housing needs as articulated in paragraph 11b of the NPPF.

- 5.8 The SHLAA does not undertake any of the considerations required by paragraph 11b. It is a high-level assessment which does not take account of the opportunities for sustainable development of sites based on the necessary detailed site-specific evidence required to be considered when applying paragraph 11b. The inappropriateness of relying upon the SHLAA in Worthing is demonstrated by the fact that the SHLAA has identified sites as being unsuitable for development which have subsequently been identified as being suitable in light of the more detailed evidence submitted in support of planning applications, including for example at site references WB08001, WB08064, WB08092, WB08099, WB08101, WB08104, WB08115, WB08126, WB08135, WB08140, WB08167, WB13004, WB13011, WB13013, WB13014, WB13019, WB13022, WB13024, WB13032, WB17006, WB17007, WB17014, and WB18003.
- 5.9 The use of a SHLAA which has demonstrably underestimated the potential for development within the Borough to set a constrained housing requirement is clearly not justified. Indeed, this would run directly contrary to paragraph 11 of the NPPF which requires that the full objectively assessed need for housing should be met insofar as this is possible.
- 5.10 Paragraph 3.18 of the WLP suggests that a number of other assessments have also been used to inform the housing requirement of Policy SS2, including the Sustainability Appraisal and associated studies regarding biodiversity, flood risk, accessibility, landscape and infrastructure. Again, none of these studies undertake the considerations required by paragraph 11b of the NPPF.
- 5.11 In order to rectify this fundamental omission within the WLP, it is necessary to apply paragraph 11b of the NPPF and to identify any specified policies that affect other potential sites, apply those policies to determine whether these provide a strong reason for restricting development and if not consider whether any adverse impacts significantly and demonstrably outweigh the

benefits. Once this has been undertaken, depending upon the findings of this assessment it is likely that it will be necessary to modify the housing requirement and the allocations proposed to better respond to housing need.

5.12 The site at Chatsmore Farm is within the setting of the National Park and the setting of a number of heritage assets as recognised in paragraph 9.10 of the Topic Paper on Land Outside the Built Up Area Boundary. As a result, paragraphs 172, 195 and 196 of the NPPF need to be applied in order to determine whether or not they provide a strong reason to restrict the scale of development. However, as identified above the evidence base of the WLP does not undertake this necessary exercise.

5.13 In terms of environmental effects on the National Park, the South Downs National Park Authority has commented on the recent planning application and whilst recognising that development has the potential to detrimentally impact on the setting of the National Park, they have identified that development may be appropriate providing it is:

“...designed to minimise its visual presence and impact, and where impacts are identified these should be mitigated or minimised through appropriate design interventions.”

5.14 According to the evidence base of the WLP it is therefore clear that paragraph 172 of the NPPF does not provide a clear reason for restricting the housing requirement to the extent proposed¹.

5.15 In terms of paragraphs 195 and 196, Persimmon Homes has commissioned Pegasus Group to undertake a Heritage Assessment. This identifies that the proposed development of the Chatsmore Farm site would result in “less than substantial harm” to heritage assets such that paragraph 196 applies.

5.16 Paragraph 196 requires that the harm to the significance of heritage assets is weighed against the public benefits of the proposal. The Heritage Assessment concludes that the harm is as follows:

¹ In this context, Persimmon Homes commissioned CSA to prepare an LVIA to consider the effects on the environment including on the National Park that would arise from the development of the part of this site that is proposed to be developed. This LVIA has identified that despite some inter-visibility, the landscape effects on the character of the rolling downland of the National Park will be very limited.

- Clematis and Jasmine Cottages (Grade II Listed Buildings) – negligible less than substantial harm at the very lowermost end of the spectrum,
 - Highdown Gardens (Registered Park and Garden/Conservation Area) – negligible less than substantial harm at the very lowermost end of the spectrum,
 - North Barn (two Grade II Listed Buildings) – negligible less than substantial harm at the very lowermost end of the spectrum.
- 5.17 This needs to be weighed against the benefits arising from the proposed development including (but not limited to) the substantial weight that must be afforded to meeting the housing needs of households in the context of the proposed under-supply of 10,488 homes. Accordingly, even without taking account of the wider benefits, paragraph 196 clearly does not provide a strong reason in relation to this site for restricting the housing requirement.
- 5.18 Had national policy been applied when formulating the WLP it is therefore clear that the application of specified policies in the NPPF either in isolation or cumulatively do not provide a strong reason for restricting the scale of development at least to the extent proposed.
- 5.19 In such circumstances, paragraph 11bii of the NPPF requires that the full objectively assessed need for housing should be met insofar as this is possible unless any adverse effects of doing so would significantly and demonstrably outweigh the benefits.
- 5.20 As set out above the adverse impacts upon the setting of the National Park and designated heritage assets would be outweighed by the benefits of the development.
- 5.21 In paragraphs 9.10 to 9.13 of the Topic Paper on Land Outside the Built Up Area Boundary, the Council also identify a number of other adverse impacts of developing the entirety of Chatsmore Farm (rather than only part of this site as proposed by Persimmon Homes) which can be summarised as effects on the loss of countryside, the coalescence of settlements, biodiversity, and the loss of recreational uses.
- 5.22 The loss of countryside is an inevitable result of seeking to meet the housing needs of Worthing. This should therefore be afforded only limited weight.

- 5.23 Ferring and Goring-by-Sea coalesced along the route of the railway line many decades ago and therefore precluding development on this site would not serve to prevent coalescence. Whilst Chatsmore Farm functions as an area of open land which provides a break in the pattern of urban development this function can be maintained with the development of part of the site as proposed. Indeed, paragraph 5.78 of the Landscape and Ecology Study recognises that the settlements would only coalesce, notwithstanding that they already have, if the entire site was developed. As a result, the adverse effect that the Council identify as a result of considering the entirety of Chatsmore Farm does not apply to the part of the site which is proposed to be developed. This should therefore be afforded no weight.
- 5.24 The adverse biodiversity impacts that are identified in paragraph 9.12 of the Topic Paper relate to a part of the site that is not proposed to be developed. The proposed development will actually result in biodiversity enhancements. Similarly, paragraph 5.79 of the Landscape and Ecology Study recognises that the part of the site that is proposed to be developed is dominated by habitats of negligible conservation interest and the only areas of local wildlife value are the linear vegetative features which would be protected and enhanced by the proposed development.
- 5.25 Far from resulting in a loss of recreational uses the proposed development of part of the site will result in additional public open space along the route of Ferring Rife and new publicly accessible footpaths which will open this area up for recreational use so that it has a functional as well as visual role.
- 5.26 Accordingly, the adverse impacts arising from the proposed development of part of the site clearly do not come anywhere close to significantly and demonstrably outweighing the numerous benefits arising from the proposed development including (but not limited to):
- the contribution to meeting the housing needs of households in the context of a proposed under-supply of 10,488 homes,
 - the contribution to meeting the needs of households in affordable housing needs in the context of an LPA with an acknowledged high level of need for affordable housing,

- the expenditure on construction and investment arising from the proposed development which should be afforded significant weight as prescribed by paragraph 80 of the NPPF,
- the jobs generated during the construction phase of the proposed development,
- the jobs generated at the proposed local centre,
- the increase in the number of economically active people resident in Worthing to support its economic role,
- the contributions towards off-site infrastructure which will be available to the wider community,
- the additional car parking next to the railway station proposed in order to reduce the reliance on the private car,
- the public open space and biodiversity improvements arising from the proposed development, and
- the undergrounding of the high voltage cables and removal of pylons with benefits to the character and appearance of the area.

5.27 It is therefore clear that had national policy been applied when determining the housing requirement, a greater housing requirement would have been identified that better responded to meeting housing needs. This arises just from a consideration of the opportunities at Chatsmore Farm, but it is possible that similar conclusions would be drawn at some of the other potential sites had these been assessed in accordance with national policy.

5.28 Furthermore, even if some unmet needs are subsequently justified in accordance with national policy these would then need to be addressed through the duty to cooperate as set out in paragraph 26 of the NPPF. This is addressed subsequently but initially the sustainability effects of the proposed constrained housing requirement are considered.

Effects of Policy SS2 and their consistency with national policy

5.29 The proposal of the WLP to not meet housing needs would clearly have wide-ranging social, economic and environmental effects many of which undermine

the objectives of national policy and the objectives of the WLP which have not been taken into account throughout both Policy SS2 and the remainder of the WLP such that the WLP is not sound. The effects arising from the constrained housing requirement and their consistency with national policy are considered below and the extent to which these effects have been taken into account in respect of other policies are then considered when responding to individual policies including Policies SP3, DM1, DM3, DM7 and DM10.

Unmet needs

- 5.30 The WLP proposes that the housing needs of 74% of households in Worthing (requiring 10,488 dwellings) will go unmet either within the Borough or elsewhere according to paragraph 3.28.
- 5.31 This proposal does not provide for sustainable development as defined by paragraph 7 of the NPPF as it does not meet the needs of the present and the delivery of additional sites would not compromise the ability of future generations to meet their needs. Indeed, the delivery of additional sites would actually increase the dwelling stock which would better respond to the needs of the present and to those of future generations. It also does not accord with paragraph 11a which requires Local Plans to meet the development needs of their areas and it does not accord with the definition of a positively prepared strategy in paragraph 35a of the NPPF.
- 5.32 The unjustified harm arising to over 10,000 households who will be unable to access the housing they need is of the very highest order and should be afforded very substantial weight.

The significant boost to supply

- 5.33 Paragraph 59 of the NPPF recognises the Government objective to significantly boost the supply of housing. Policy SS2 proposes to deliver only 230 homes per annum which compares to the 320 homes per annum which have been delivered in the last decade or 399 homes per annum which have been delivered in the last five years. By any measure, the WLP does not therefore provide a significant boost to housing supply as required by national policy and this necessary significant boost has not been secured elsewhere under the duty to cooperate.

The affordability of housing

- 5.34 In Worthing, a household already needs to spend **10.89 times** the median workplace based income to access a median priced house. Mortgage lenders are typically prepared to offer between 4 and 4.5 times household income and so it is immediately evident that the housing market in Worthing is already inaccessible to a significant proportion of households as recognised in the second box on page 18 of the WLP.
- 5.35 The PPG (2a-006) reflects the widely accepted fact that the affordability of housing is largely determined by the balance of supply and demand. The proposal of Policy SS2 to supply only 26% of the homes needed will clearly have substantial adverse effects on the affordability of housing in Worthing which is already inaccessible to a significant proportion of households. This proposal will therefore not only not meet the needs of households it will also significantly compromise the financial security of those households that are able to access housing.

The options available to households

- 5.36 The over 10,000 households that will not be able to access the housing they need will presumably either have to share homes or become homeless if they are to remain in Worthing Borough or will have to relocate to other LPAs where they may be able to satisfactorily meet their housing needs.
- 5.37 As set out in paragraph 3.28 of the WLP the unmet needs will not be met anywhere within the sub-region and so these households will presumably need to relocate to other sub-regions if they are to find suitable housing. Either of these outcomes, namely households being unable to access the housing they need and finding it necessary to seek less suitable accommodation or households finding it necessary to relocate out of the sub-region, represent substantial adverse impacts that arise from the WLP.

Affordable housing needs

- 5.38 The proposed under-provision of housing will give rise to further significant adverse effects including that more households are likely to fall into affordable housing need as a result of the less accessible housing market. Contrary to the intent of national policy to meet affordable housing need, the WLP will

therefore be likely to exacerbate the need for affordable housing which is wholly unsustainable.

Consistency with the Council's Housing Strategy

- 5.39 Whilst it is correct to acknowledge the Council's Housing Strategy in **paragraph 1.42** of the WLP which seeks to improve housing related well-being and improve the level of affordable housing supply, it should also be noted that as identified previously the policies of the WLP do precisely the opposite and will reduce housing related well-being and increase the level of affordable need. This should be reflected in this paragraph of the WLP in the interests of transparency.

Population change

- 5.40 Both as a result of the under-provision of housing and the resultant adverse effects on the accessibility of housing, it is likely that out-migration will increase, and in-migration will decrease. This will have implications for the size of the population in Worthing and the socio-demographic make-up of that population.
- 5.41 Indeed, some demographic modelling has been undertaken in the Strategic Housing Market Assessment which indicates that even if 246 dwellings were built per annum (rather than the 230 proposed in the WLP) the population would increase by only 848 or 0.8% over the period 2019-36. It is therefore likely that the population will remain broadly static as a result of the WLP.
- 5.42 The WLP however unjustifiably and inconceivably suggests that the population will grow by 7.8% over the period 2019 to 2035 in the **first box on page 18**². This is similarly picked up in **paragraph 1.50** of the WLP which relies upon an unjustified increase in population to justify the provision of infrastructure. Both of these statements are demonstrably incorrect and unjustified and will need to be adjusted accordingly.
- 5.43 Tables 4.9 and 4.11 of the SHMA also usefully identify that the population growth would be 22,469 less than that which would arise from meeting

² Which also incorrectly and unjustifiably suggests that a 7.8% growth would amount to an additional 19,300 people when in fact this would amount to only an additional 8,600 people.

housing needs if 246 dwellings per annum were provided. Clearly, if only 230 dwellings per annum are provided as proposed in the WLP, the growth will be even less. The WLP therefore proposes that in excess of 22,500 people will need to meet their housing needs elsewhere but this is not addressed under the duty to cooperate such that these people will not be provided housing anywhere. Again, this outcome is wholly unsustainable.

Socio-demographic profile

- 5.44 The socio-demographic profile of the population will also be affected as it is likely that there will be an increased propensity to out-migrate particularly for younger people, and a reduced propensity to in-migrate owing to the limited supply of housing and the increasing inaccessibility of housing that is available. It is therefore almost inevitable that the average age of the population will increase as a direct result of the constrained housing requirement.
- 5.45 Indeed, it is apparent from Tables 4.9 and 4.11 of the SHMA that if the needs had been met in full the number of children (aged 0-19) would have increased by 1,798 whereas if 246 dwellings per annum were built the number of children will reduce by 3,457. This has implications on the need for school places for example as there will be no need for additional school places to accommodate a reduction in the number of children and as such there will be no need for planning obligations or CIL towards education.
- 5.46 The SHMA also identifies that if the needs had been met in full the workforce (aged 20-64) would have grown by 7,222 but if 246 dwellings per annum were delivered, then the workforce will reduce by 6,368. This will have significant implications for the economy of the Borough as discussed subsequently. The implications will be even more pronounced with only 230 dwellings per annum as proposed in the WLP.
- 5.47 Similarly, if the needs had been met in full 29% of the population would be aged 65+ by 2036 whereas if 246 dwellings per annum were delivered 32% of the population will be aged 65+. The population will therefore be more aged as a direct result of the proposals of the WLP.

Economic consequences

- 5.48 As identified above, the consequences of the proposed constrained housing requirement will include:

- a reduced workforce compared to other LPAs such that the economic competitiveness of Worthing will reduce and the attractiveness of the Borough for inward investment is likely to be compromised³ contrary to Vision V1 and Strategic Objective 13 of the WLP,
- reduced patronage of retail and services compared to other LPAs such that the vitality of existing facilities is likely to be compromised.

5.49 However, none of these inevitable consequences have been taken into account in the WLP as referenced elsewhere in these representations. As a result of this significant inconsistency between the proposed housing requirement and many of the other policies in the WLP, the WLP is not justified, positively prepared and it will not be effective.

5.50 In summary, the evidence in support of Policy SS2 does not accord with that required by national policy in a number of regards and Policy SS2 has substantial and long-lasting adverse effects and so does not provide for sustainable development. The effects of Policy SS2 have also not been taken into account when formulating a number of other policies such that the WLP is internally inconsistent, ineffective and unjustified. Obviously, while this is not the ideal solution, these effects could be minimised and sustainable development provided for if the Council had effectively engaged in the duty to cooperate to address the housing needs elsewhere in close proximity to the Borough, but the Council has regrettably not even achieved this.

³ As recognised in paragraph 2.16 of LSS1.

6. POLICY SS2 – DEVELOPMENT SITES: SUSTAINABILITY APPRAISAL

The absence of a Sustainability Appraisal of Policy SS2

- 6.1 The WLP has been informed by a Draft Integrated Impact Assessment (DIIA) of October 2018 which incorporates a Sustainability Appraisal and a Sustainability Appraisal Report (SAR) of 2021.
- 6.2 The DIIA was prepared in support of the Regulation 18 consultation document which identified a housing requirement for 4,182 dwellings over the period 2016-33 in the then emerging Policy SP3. The current consultation draft of the WLP has not only adjusted the plan period to 2020-36 it has also identified a different housing requirement for only 3,672 dwellings in Policy SS2.
- 6.3 The SAR identifies on pages 36 and 37 that the revisions to the housing requirement and plan period in Policy SS2 – Development Sites do not have any implications on the Sustainability Appraisal. Therefore, the latest appraisal of the housing requirement is contained in the DIIA.
- 6.4 The DIIA appraised three options namely the provision of:
- Option 1 – Need led figure of 14,674 homes over the period 2016-33.
 - Option 2 – Supply led figure of 5,402 homes over the period 2016-33.
 - Option 3 – Evidence led figure of 4,232 homes over the period 2016-33.
- 6.5 It is therefore immediately apparent that the proposed housing requirement of 3,672 homes over the period 2020-36 has not been subject to a Sustainability Appraisal. The Sustainability Appraisal has not therefore identified, described or evaluated the likely significant effects on the environment of implementing the WLP as required by Regulation 12(2) of the Environmental Assessment of Plans and Programmes Regulations contrary to paragraph 32 of the NPPF.
- 6.6 As a result, the WLP has not been prepared in accordance with procedural requirements and should not proceed to examination.

The robustness of the DIIA

- 6.7 The Technical Appendices of the DIIA appraise the sustainability effects of the options identified above. The findings of this appraisal on page 48 are not credible. Some examples are briefly highlighted below.

- 6.8 The DIIA astonishingly suggests that unmet housing needs will have a more positive effect on the health of the population than meeting housing needs in full. As identified above, the WLP and every professional of which Pegasus Group is aware acknowledges that overcrowding, unsuitable housing and homelessness such as that which arises from options 2 and 3 of the DIIA give rise to significant adverse effects on the health and wellbeing of the population. In reality, option 1 which provided for the full housing need at that time would therefore perform much more favourably in terms of healthy lifestyles than the other options.
- 6.9 Perhaps even more staggeringly, the DIIA suggests that the provision of 14,674 homes to meet housing needs in full performs only equally as well as the provision of 5,402 homes in response to the need for 14,674 homes under Housing on page 51.
- 6.10 In terms of Communities on page 51, the DIIA suggests that it is unlikely that there would be capacity for the necessary infrastructure if housing needs were to be met in full and so indicates that option 1 performs less favourably. Firstly, this is entirely unjustified by any evidence and secondly it is illustrative of the fact that Worthing Borough has not considered that some of the needs could be met through the duty to cooperate and appraised this as a reasonable alternative.
- 6.11 Again, on page 53 in terms of both the Economy and Town and Local Centres, astonishingly the DIIA suggests that meeting housing needs, which would provide a population that could support the viability and vitality of local facilities, increase the disposable income available to do so, and increase the workforce to support economic growth and inward investment would somehow perform less favourably than not meeting housing needs.
- 6.12 Similarly, towards the bottom of page 53, the DIIA suggests that meeting housing needs in full which would assist people in living close to the economic base of the Borough and to live close to the facilities in the town and local centres, would somehow perform less favourably in terms of Travel and Access than not meeting housing needs.
- 6.13 In summary, the DIIA is simply not robust.

7. POLICY SS2 – DEVELOPMENT SITES: THE DUTY TO COOPERATE

Identifying the strategic matters

- 7.1 As set out above, as a result of Policy SS2 there will be an unmet need of 10,488 homes arising in Worthing Borough alone. The Council correctly acknowledge that this is a key strategic issue in paragraph 4.8 of the Duty to Cooperate Statement.
- 7.2 The unmet needs of LPAs across the West Sussex and Greater Brighton (CWS&GB) Strategic Planning Board are also alluded to in section 6 of the Duty to Cooperate Statement which is entitled 'strategic issues'.
- 7.3 It is also noteworthy that the Council previously engaged with other authorities that are immediately adjacent to or well-related to CWS&GB including Greater London for example, presumably because it was acknowledged that the unmet needs of these other authorities outside of CWS&GB represented strategic cross-boundary issues.
- 7.4 Having correctly recognised these unmet needs within Worthing Borough, across CWS&GB and beyond as being strategic issues, these are legally required to be addressed under the duty to cooperate. It is therefore necessary to firstly identify the extent of these unmet needs, to engage effectively and on an ongoing basis to identify where and how these unmet needs can be met, and then to respond to these needs effectively.

The extent of unmet needs

- 7.5 The Duty to Cooperate Statement identifies the respective housing requirements and the objectively assessed need of each LPA in CWS&GB. In totality there is an unmet need of 1,597 homes per annum elsewhere within CWS&GB against the objectively assessed needs as determined under the former NPPF. Against the minimum housing need identified by the standard method of the current NPPF there is an unmet need of 1,815 homes per annum which if Policy SS2 is found to be sound would increase to an unmet need of 2,430 homes per annum. To put this in context, this is likely to equate to a **shortfall of almost 50,000 homes** relative to need over a 20 year period in this sub-region if the WLP is found to be sound. This is a severe and alarming housing deficit.

- 7.6 The unmet needs in either Worthing or CWS&GB alone would mean that the national objective to deliver 300,000 homes per annum would not be achieved unless these unmet needs are addressed through the duty to cooperate.
- 7.7 The unmet needs are also compounded by the fact that many authorities on the boundary or well-related to CWS&GB also consider that they are unable to meet their local housing needs including in Greater London, Sevenoaks, and Reigate and Banstead to name but a few. The emerging London Plan alone identifies an unmet need of 14,000 homes per annum.
- 7.8 It is therefore apparent that there is a very substantial level of unmet need within Worthing, across the remainder of CWS&GB and beyond which need to be addressed under the duty to cooperate. This is a strategic matter which will have overwhelming adverse effects on households locally, sub-regionally and regionally for decades to come unless these needs are positively responded firstly by maximising the supply in individual LPAs and then by addressing any remaining unmet needs through the duty to cooperate.

Engagement

- 7.9 The duty to cooperate requires effective and on-going engagement between relevant bodies as set out in paragraph 26 of the NPPF with the intention of maximising the effectiveness of policies to address cross-boundary strategic matters.
- 7.10 The engagement undertaken by the Council is set out in the Duty to Cooperate Statement. The engagement has been primarily under the banner of the Strategic Planning Board and through meetings with and the preparation of Statements of Common Ground with individual LPAs which are considered subsequently. There has also been some engagement with LPAs outside of CWS&GB. Each of these are considered below.
- 7.11 It is apparent from Appendix 3 of the Duty to Cooperate Statement that there has been some engagement between some of the relevant bodies. However, as addressed in paragraph 6.29 below there has not been engagement with a number of relevant bodies and even where there has it has not been ongoing. The failure to engage with these relevant bodies on an ongoing basis means that the duty to cooperate has not been met.

- 7.12 Furthermore, the duty to cooperate does not require just ongoing engagement, it also requires this to be effective and so it is necessary to consider the outcomes of this engagement.

Outcomes

- 7.13 The PPG provides guidance on how the duty to cooperate will be considered at examination. In particular paragraph 61-022 states:

"Strategic policy-making authorities should explore all available options for addressing strategic matters within their own planning area, unless they can demonstrate to do so would contradict policies set out in the National Planning Policy Framework. If there they are unable to do so they should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their plans for examination. Authorities are not obliged to accept needs from other areas where it can be demonstrated it would have an adverse impact when assessed against policies in the National Planning Policy Framework.

Inspectors will expect to see that strategic policy making authorities have addressed key strategic matters through effective joint working, and not deferred them to subsequent plan updates or are not relying on the inspector to direct them. Where a strategic policy-making authority claims it has reasonably done all that it can to deal with matters but has been unable to secure the cooperation necessary, for example if another authority will not cooperate, or agreements cannot be reached, this should not prevent the authority from submitting a plan for examination. However, the authority will need to submit comprehensive and robust evidence of the efforts it has made to cooperate and any outcomes achieved; this will be thoroughly tested at the plan examination." (emphasis added)

- 7.14 Appendix 4 of the Duty to Cooperate Statement provides a number of SoCGs with some of the relevant bodies. The overwhelming majority of these simply identify the respective LPA's position on whether they are able to meet their own needs and recognise that there is an unmet need across the sub-region.
- 7.15 In Arun and Horsham based on the objectively assessed needs identified by those Councils at that time it was proposed that a modest contribution towards wider needs could be made. However, notwithstanding these modest contributions all of the SoCGs recognise that there remains a significant sub-regional unmet need. In the majority of the SoCGs there is no evidence that

- any effort has been made to address these unmet needs as would be required to demonstrate that the cooperation had been effective.
- 7.16 The only outcome identified in some of these SoCGs is the joint-work that has been undertaken by the Strategic Planning Board to prepare non-statutory Local Strategic Statements. The Strategic Planning Board worked jointly to publish a Local Strategic Statement in October 2013 (LSS1) and a refresh of the Local Strategic Statement in January 2016 (LSS2). The Strategic Planning Board has also committed to prepare an updated Local Strategic Statement (LSS3).
- 7.17 Work on the WLP was commenced in 2015 and so LSS1 provided the relevant document at this time.
- 7.18 LSS1 covered a smaller area than CWS&GB, comprising only Adur, Arun, Chichester, Worthing, Brighton and Hove and Lewes. Across this area it identified an annual housing need for 2,905 homes. This has subsequently been demonstrated to be a gross under-estimation of the actual housing needs across this area. Based on the findings of Local Plan Inspectors elsewhere under the former NPPF and the need identified in the WLP there is a need for 4,655 homes per annum. Similarly, the standard method identifies a need for 4,886 homes.
- 7.19 LSS1 also suggested that the maximum number of homes that could be delivered in Worthing would be 250 homes per annum. Once again, this figure was overly conservative as an average of 370 homes per annum have been delivered in Worthing in the subsequent years, some 48% more than the maximum capacity assumed in LSS1.
- 7.20 It is therefore evident that the evidence base prepared in support of LSS1 was fundamentally flawed such that this should never have been used to inform strategic planning decisions.
- 7.21 Nevertheless, based on this information LSS1 identified that there would be an annual unmet need for 485 homes per annum within this combined area. However, it did not engage in any consideration of how this could be met. If this had indicated that the unmet need could not be addressed within this area that would as a matter of necessity required that the LPAs engage constructively with LPAs outside of the area under the duty to cooperate.

However, as set out in the Duty to Cooperate Statement, Worthing Borough Council have not engaged with the LPAs outside of the sub-region on an ongoing basis (or since 2012 prior to the publication of LSS1) and therefore the duty to cooperate has not been met.

7.22 LSS2 was then published in 2016. This covered the entire CWS&GB area. It indicated that there was a need for 5,791 homes per annum across the sub-region as compared to the findings of Local Plan Inspectors elsewhere under the former NPPF and the need identified in the WLP which sum to 7,453 homes per annum. Similarly, the standard method identifies a need for 7,671 homes. Therefore, similarly the evidential basis of LSS2 is demonstrably flawed.

7.23 LSS2 however does not identify the potential capacity of individual LPAs but rather relies upon the emerging housing requirements of the Local Plans at that time. Such a document simply cannot therefore be used to inform the housing requirements of emerging Local Plans as this would be entirely circular (i.e., it would suggest that as the housing requirements do not meet needs, the housing requirements should not meet needs).

7.24 Nevertheless, as with LSS1, LSS2 identifies a significant unmet need across the sub-region but provides no mechanism for addressing this beyond identifying in paragraph 3.9 that:

"...it is important that partners work proactively together to further narrow the gap between housing delivery and the objectively assessed housing needs of the sub-region in the long term."

7.25 It is therefore apparent that:

- LSS2 does not provide any effective mechanism to address the unmet needs as required by the Act and the NPPF,
- insofar as it does provide a mechanism this has not been responded to by the Council's as they have not worked together to narrow the gap, and
- even had they responded in the context of a continued and acknowledged unmet need it would have been necessary to engage with LPAs outside of the sub-region on an on-going basis to address the remaining unmet needs, which the Council acknowledges it has not done.

- 7.26 As set out in paragraph 6.1 of the Duty to Cooperate Statement, LSS2 recognises that a new, robust approach to planning across the area will be needed to address the needs beyond 2025 (i.e., within the plan period of the WLP).
- 7.27 The Councils agreed to explore options to prepare an updated strategy (LSS3) in May 2017 according to paragraph 5.15 of the Duty to Cooperate Statement. It is identified that this will cover the period 2030-50. LSS3 is therefore not only a proposed document which has yet to be drafted and so to which no weight can be afforded, it will also not address any of the housing needs from 2020-30. Therefore, the WLP will be the only document which provides a strategy to address the housing needs over this period.
- 7.28 It is therefore immediately apparent that the Council has not addressed the key strategic matters through effective joint working but is instead deferring these to a subsequent plan update covering a different period, namely LSS3, directly contrary to the explicit wording of the PPG (61-022). This proposed deferral is succinctly set out in paragraph 3.5 of the WLP.
- 7.29 Similarly, paragraph 6.4 of the Duty to Cooperate Statement suggests that a number of LPAs in Hampshire and Surrey were contacted but the opportunities for these LPAs to address the unmet needs of CWS&GB will be deferred to LSS3 and subsequent Local Plan reviews. It is therefore apparent that once again the Council proposes to defer addressing these strategic matters contrary to the PPG.
- 7.30 For all of the preceding reasons, it is considered unarguable that the Council has met the duty to cooperate.

Statements of Common Ground (SoCGs)

- 7.31 Paragraph 27 of the NPPF requires that LPAs prepare SoCGs in accordance with the PPG to demonstrate that the duty to cooperate has been met. The NPPF and PPG require that these:
- Are made publicly available throughout the plan-making process to provide transparency (paragraph 27 of the NPPF). However, as set out in paragraph 5.18 of the Duty to Cooperate Statement an updated SoCG between the Strategic Planning Board is being prepared but this is not

yet available and so this essential SoCG has not been made publicly available throughout plan-making.

- Are agreed with all relevant bodies (PPG 61-017). However, no SoCGs have been prepared with or on behalf of Crawley Borough Council, Chichester District Council or the Strategic Planning Board, each of which are clearly relevant bodies within CWS&GB. Similarly, as set out above no SoCGs have been prepared with LPAs outside of CWS&GB notwithstanding that in the presence of an unmet need in the sub-region the unmet needs would as a matter of necessity need to be considered by these LPAs outside the sub-region.
- Be prepared and maintained on an on-going basis (PPG 61-020). However, the SoCGs set out in the Duty to Cooperate Statement comprise a single statement, many of which are now several years old, including those with Horsham (2014), Lewes (2014), Adur (2016), Mid Sussex (2016), Arun (2017) and the National park (2018). Every one of these is therefore between 2 and 7 years old⁴ and has therefore not been maintained on an ongoing basis as required by the PPG and paragraph 27 of the NPPF.
- Demonstrate that every effort has been made to address strategic matters without deferring them to subsequent plan updates (PPG 61-022). As demonstrated above this has unarguably not been achieved.
- Identify the governance arrangements setting out how the SoCG will be maintained (PPG 61-011) which is absent from the SoCGs in Worthing.
- Identify the process for agreeing the distribution of need including unmet need (PPG 61-011) which is absent from the SoCGs in Worthing.

7.32 For all of the above reasons, it is clear that the duty to cooperate has not been met during the preparation of the WLP.

7.33 In reality, it would be entirely unsustainable for the identified levels of unmet need to not be addressed either within the WLP or under the duty to cooperate. This would be the very antithesis of sustainable development and

⁴ With the possible exception of the SoCG with Brighton and Hove which is rather mysteriously dated as 23/9/1.

condemn households in Worthing, across the sub-region and beyond to decades of substantial adverse impacts. To defer this fundamental issue to LSS3 is not a sufficient answer. Given that LSS3 does not even propose to cover the relevant period in which the unmet needs arise and that its predecessors have been entirely ineffective in addressing unmet needs this will not even provide a solution in the near-future let alone for the purposes of the emerging WLP.

8. POLICY SS2 – DEVELOPMENT SITES: HOUSING LAND SUPPLY

- 8.1 In accordance with paragraph 73 of the NPPF the Council should be able to demonstrate a minimum five-year land supply. If the Council is unable to do so, then the policies which are most important for determining residential planning applications will be considered out-of-date and will therefore not be as effective as they should be. The mechanism by which the Council assess the deliverable supply is therefore material to the soundness of the WLP.

The housing requirement

- 8.2 As set out above, the housing requirement has not been prepared in accordance with national policy, it is not justified or positive and it will not be effective. Once a justified housing requirement has been identified this will clearly have implications for the five-year land supply but at present in the absence of a justified housing requirement it is not possible to identify the resultant five-year land supply.

The buffer

- 8.3 Paragraph 73 and footnote 39 of the NPPF identify how the appropriate buffer is to be calculated. It requires that a 20% buffer is applied where the Housing Delivery Test (HDT) results identify that less than 85% of the number of homes required have been delivered over the preceding 3 years.
- 8.4 The current HDT results indicate that only 52% of the number of homes required have been delivered in Worthing such that firstly the presumption in favour of sustainable development applies according to footnote 7 of the NPPF and it is also necessary to apply a 20% buffer according to footnote 39.
- 8.5 Paragraph 5.24 of the Housing Implementation Strategy of January 2021 however suggests that a 5% buffer should apply contrary to national policy.
- 8.6 Whilst the HDT results in some LPAs can change following the adoption of a Local Plan this will not happen in Worthing. The WLP covers the period 2020-36 and the new adopted housing requirement will only apply for the purposes of the HDT from the start of this plan period⁵. Therefore, at least until the HDT results are updated to cover the period 2018-21, Worthing will continue to be

⁵ As set out in paragraph 17 of the Housing Delivery Test Measurement Rule Book.

subject to a 20% buffer contrary to the position set out in the Housing Implementation Strategy.

The deliverable supply

- 8.7 The deliverable supply identified in Appendix 6 of the Housing Implementation Strategy includes sites that are subject to outline planning permission or which are proposed to be allocated. These sites⁶ can only be considered deliverable where there is clear evidence that completions will begin on-site within five-years according to the NPPF. No such clear evidence has been provided and as such on the basis of the available information these cannot be considered to be deliverable.
- 8.8 Furthermore, the Council include SHLAA sites which they do not propose to allocate in the deliverable supply. Such sites have consistently been found to be undeliverable in a significant number of appeal decisions nationally, including because they have not been subject to consultation with statutory consultees or the public to conclude that they offer a suitable location for development. It is also somewhat surprising that the Council has opted to not allocate these sites if they consider that they are suitable for development given the pressing need for housing in the Borough. This would provide the opportunity for the suitability of these sites to be robustly tested and therefore for them to be included in the deliverable supply if they were found to be suitable. However, the Council has chosen not to do this and so cannot therefore benefit from the inclusion of these sites in the deliverable supply.
- 8.9 The deliverable supply totals 2,068 homes in the first five-years, or an average of 414 per annum. This compares to the constraint led housing requirement of 3,672 homes or 230 homes per annum proposed in Policy SS2. The WLP therefore assumes that over the period 2025-36, only 1,604 homes will be delivered at an average of 146 per annum. In effect, the WLP assumes that all opportunities for residential development will be exhausted in the near future but does not engage in how the housing needs will be met as required through the duty to cooperate.

⁶ Assuming the latter are found sound.

The five-year land supply

- 8.10 The five-year land supply that exists at the point of adoption will clearly be dependent upon each of the preceding factors and Pegasus Group reserves the right to address this once these have been concluded upon.
- 8.11 However, it is apparent that the application of any constrained housing requirement will improve the five-year land supply position of the Council such that the imperative to respond to housing need will be diminished contrary to paragraphs 1.51 and 3.9 of the WLP and national policy.
- 8.12 This is perhaps best illustrated by the fact that the deliverable supply of 2,068 homes identified by the Council in the Housing Implementation Strategy would currently provide for a 1.9 year⁷ land supply but as a direct consequence of the proposed constrained housing requirement, the Council would be able to demonstrate a 7.5 year land supply. This fundamentally different position does not arise as a result of any reduction in housing need or increase in housing supply, but solely as a result of the constrained housing requirement. In effect, the resultant five-year land supply position hides the very substantial need for housing.
- 8.13 In order to ensure that the high levels of housing need are always taken into consideration and that as much as possible of the housing need is met as required by paragraphs 1.51 and 3.9 of the WLP, and in order to provide a positive, effective and NPPF compliant WLP, it is therefore necessary to ensure that the policies recognise the needs. Therefore, Policy SS2 should be revised to include an additional clause that ensures that the Council will approach additional residential proposals positively.

⁷ The most recent publicly available statement (Worthing Annual Monitoring Report 2019-2020) indicates that the Council is able to demonstrate 1.32 years' worth of supply, using a 5% buffer

9. POLICY SS3 – TOWN CENTRE

- 9.1 **Policy SS3** sets out an objective to ensure that Worthing Town Centre continues to fulfil its sub-regional role.
- 9.2 Whilst this is a noble ambition, the population growth in Worthing will be constrained compared to that in other centres as a result of the proposal to deliver only 26% of the housing need with less than 0.8% population growth according to the SHMA. The other LPAs in CWS&GB all propose to accommodate a much greater proportion of their needs⁸ than the 26% proposed in Worthing including Adur (71%), Arun (73%), Brighton and Hove (53%), Chichester (58%), Crawley (45%), Horsham (87%), Lewes (90%), and Mid Sussex (87%).
- 9.3 This lack of housing delivery and population growth compared to other parts of the sub-region will almost inevitably compromise the footfall in Worthing Town Centre as compared to other centres and thereby compromise the ability of the Town Centre to maintain its current sub-regional role.
- 9.4 Even if it was possible to maintain the sub-regional competitiveness of Worthing Town Centre in this circumstance, this would require that Worthing becomes increasingly reliant upon people travelling in from outside of the Borough contrary to the stated objectives in paragraphs 5.104 and 5.168 of the WLP and to paragraph 103 of the NPPF.
- 9.5 There is a clear choice to be made which requires that an equivalent proportion of housing needs are met in Worthing Borough as in other centres such that Worthing Town Centre is likely to maintain its regional competitiveness, or that either the Town Centre becomes less competitive contrary to paragraph 85 of the NPPF or more dependent upon people travelling in contrary to paragraph 103 of the NPPF.
- 9.6 As written, Policy SS3 is not effective, unjustified and it is inconsistent with the remainder of the WLP as without any justification or means of explaining how this will be achieved it assumes that the town centre will remain competitive notwithstanding the comparative reduction in footfall. The only ways to rectify this are to either meet a comparative proportion of housing needs within the Borough with that of other LPAs in the sub-region, identify solutions to address

⁸ As determined by the standard method.

the unmet needs under the duty to cooperate, or to accept that it is not possible to maintain the competitiveness of the Town Centre. The Policy will need to be modified accordingly.

10. POLICY SS4 – COUNTRYSIDE AND UNDEVELOPED COAST

- 10.1 The very substantial levels of unmet need that arise from the proposals in the WLP will give rise to very substantial adverse effects on society, the economy and the environment which will undermine the sustainability of Worthing Borough. Nevertheless, even if the WLP was found to be sound on this basis, it would be necessary to ensure that every opportunity to better respond to needs is facilitated to accord with paragraph 11a of the NPPF. Indeed, the WLP acknowledges in paragraph 1.51 that the high levels of housing need must always be taken into consideration and in paragraph 3.9 it identifies that there is a need to meet as much as possible of the housing need. It is therefore astonishing, entirely unsustainable and contrary to national policy, that the Council is seeking to introduce a series of policies including SS4, SS5 and SS6 which actively constrain the ability of the Council to respond to the unmet needs both within the plan period and beyond.
- 10.2 This is particularly the case when the evidence base of the Council identifies that some of the areas proposed to be subject to these policies is suitable for development and so these policies actively undermine the sustainable development that Worthing Borough so desperately needs. By way of example, the Landscape and Ecology Study indicates that development to the south-west corner of Chatsmore Farm can be appropriately mitigated in landscape terms and yet Policy SS4 has the effect of preventing such development.
- 10.3 Indeed, as set out in paragraph 3.41 **all** land outside of the Built Up Area Boundary will be subject to Policy SS4 which prevents any housing (other than rural workers accommodation) to respond to the unmet need being accommodated within the Borough. Such a constraint runs entirely contrary to paragraph 11a of the NPPF in circumstances where there is such a substantial level of unmet need.
- 10.4 The justification for this Policy is set out in paragraph 3.45 which explains that outside of the National Park there are small pockets of countryside that represent a very small and finite resource that is valued for its open space, respite from intense urban activity and intrinsic character. This statement fails to acknowledge that the South Downs National Park which provides 1,627km² of open space and opportunities for respite from urban activity as well as having a character worthy of national designation is immediately adjacent to the built-form of Worthing and offers all of these opportunities.

- 10.5 Paragraph 3.45 continues to suggest that these undesignated areas should be protected from development to provide the benefits of agriculture, green infrastructure (including to biodiversity and flood management/storage) and informal recreation. This is again an entirely unjustified statement as it fails to appreciate that development in these areas provide the opportunity to provide green infrastructure, enhance biodiversity, manage flood risk, and open up areas of land for informal recreation. Indeed, the justifications for this Policy are entirely counter-productive even without taking account of very substantial unmet housing need.
- 10.6 Accordingly, Policy SS4 is not justified, and it does not accord with national policy which seeks to meet housing needs. It will therefore be necessary to delete Policy SS4.
- 10.7 The adverse impacts of Policies SS4, SS5⁹ and SS6 on sustainable development are significant. At present, any site specific adverse effects would be weighed against the site specific benefits in the context of a very substantial unmet need for housing. This would provide for a balanced assessment of whether or not any individual proposal does provide for sustainable development. However, the introduction of these policies would fundamentally undermine this balance, by:
- Increasing any adverse effects to include the harm to departing from Policies SS4, SS5 and SS6 notwithstanding that any adverse effects would not in reality have changed and so this would in effect double count the actual adverse effects; and
 - Reducing the extent to which the unmet needs are taken into account in the planning balance as national policy would require that the five-year land supply is assessed against the constrained housing requirement rather than against the actual need for housing and so the same benefits would be diluted.
- 10.8 The only ways in which an appropriate framework for considering the sustainability of any development proposed to be subject to Policies SS4, SS5 and SS6 is to either:

⁹ Unless SS5 is appropriately modified as proposed subsequently.

- Apply paragraph 11b of the NPPF when formulating these policies and undertake a detailed consideration of the whether any policies provide a clear reason for restricting the scale of development on any of the limited number of sites proposed to be subject to these policies as required by national policy; and/or
- Delete Policies SS4, SS5¹⁰ and SS6.

¹⁰ Unless SS5 is appropriately modified as proposed subsequently.

11. POLICY SS5 – LOCAL GREEN GAPS

- 11.1 Given the scale of the unmet need in Worthing, it is again astonishing that the Council is proposing to designate the entire area outside of the Built-Up Area Boundary as Local Green Gaps under **Policy SS5**. Such a policy places a further constraint on necessary and sustainable development to meet the housing needed by current and future generations.
- 11.2 Even where there is a sufficient housing supply to meet needs, Local Green Gaps are a place-making tool in which development should be allowed providing it meets certain specified criteria such as those set out in Policy SS5. However, Policy SS5 goes further and proposes that development in these areas will only be allowed in exceptional circumstances.
- 11.3 This firstly has the unjustifiable effect of promoting these undesignated areas to the same status as AONBs or National Parks. It is also ineffective as the unmet housing needs of over 10,000 households is clearly an exceptional circumstance that would and should always justify development in these areas providing it accords with other policies in the WLP and the NPPF. In order to make the Policy effective, justified, positively prepared and consistent with national policy, it is therefore necessary to remove the reference to a need to demonstrate exceptional circumstances.
- 11.4 As accepted in Policy SS5 development can occur in these areas providing this meets certain criteria. This seems rather surprising given that any development in these areas is precluded by Policy SS4 and as a result Policy SS5 would be entirely ineffective. Without the removal of Policy SS4, Policy SS5 is therefore ineffective and unsound.
- 11.5 The justification for designating these areas as Local Green Gaps is set out in paragraph 3.52 which identifies that they are open and either undeveloped or managed for recreation, and that they create a sense of travelling between urban areas. These roles are then reflected in the first two criteria of Policy SS5.
- 11.6 The first criterion of Policy SS5 requires that developments do not lead to the coalescence of settlements. This can be achieved (insofar as it is possible given that the settlements have already coalesced south of Chatsmore Farm) and indeed the separation of settlements can be reinforced through the sensitive development of sites including such as this. The second criterion of Policy SS5

requires that development is unobtrusive and that it does not detract from the openness of the area. National policy only requires the openness of Green Belts to be preserved and so this criterion would set an unjustified requirement that does not accord with national policy on such undesignated sites. Indeed, almost any development of such undesignated sites will inevitably detract from the openness of these sites in some way, the question is whether this impact is acceptable in landscape terms. This criterion will therefore need to be modified to require that development is not unacceptable in terms of visual and physical separation rather than seeking a blanket prohibition on development in such areas.

- 11.7 The application of Policy SS5 does not provide for the maintenance and enhancement of recreational opportunities and would therefore undermine and be counter-productive to one of the reasons for designating these areas as Local Green Gaps as it would prevent recreational opportunities being enhanced. Policy SS5 is therefore ineffective and is not positively prepared. An additional clause should therefore be introduced to support such opportunities.
- 11.8 In summary, Policy SS5 is required to be modified in order to be sound. It is considered that as a minimum the reference to 'exceptional circumstances' should be deleted, the second criterion should be deleted or substantially revised, and reference should be made to supporting development proposals that reinforce the separation of settlements and development proposals that increase the opportunities for recreational uses.
- 11.9 The suggested designation would also need to be modified to allow for the allocation of Chatsmore Farm for housing. Development in this area could be accommodated without impacting on the existing function of the land, namely, to provide a partial break in urban development. The Concept Masterplan at Appendix 1 shows how this can be achieved:-
- Development would be located in the southern part of the site and the northern field beyond the Ferring Rife would remain open;
 - Development will reduce the quantum of open land between the settlements, but it will not cause coalescence (as this has already occurred).

- In views from Littlehampton Road and the National Park a significant break in urban development would remain and would provide the foreground to views of the urban area;
- New public open space along the route of Ferring Rife and new publicly accessible footpaths will open this area up for recreational use;
- The proposals would result in a considered settlement edge which provides a more appropriate interface with the adjoining open space and farmland than the existing unsympathetic railway line; and
- New landscaping at the perimeter of the retained farmland / open space, including new hedgerow and tree planting, would assist in integrating and maintaining the visual link / connection with the farmland to the north of Littlehampton Road, while creating recognisable edge to the built form.

12. POLICY SS6 – LOCAL GREEN SPACES

Sustainable development

12.1 As with policies SS4 and SS5, it is astonishing and undermines the sustainable development of Worthing to seek to place additional constraints on the limited opportunities to respond to the needs of the Borough and therefore condemn the residents of the Borough to decades of adverse social, economic and environmental effects. Nevertheless, **Policy SS6** proposes to designate virtually all of the undeveloped land within Worthing Borough as a Local Green Space. The justification for this is contained in the Local Green Space Assessment (LGSA).

12.2 The LGSA relies upon selective extracts of the former NPPF in paragraphs 1.4.1 and 1.4.2¹¹. The omissions include the statement in paragraph 99 of the current NPPF that:

“Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.”

12.3 National policy therefore explicitly only countenances the identification of Local Green Spaces where this complements the provision of sufficient homes to provide for sustainable development.

12.4 In circumstances, where there is an unmet need for housing as proposed in Worthing, it would therefore be contrary to national policy to seek to limit the opportunities to meet these needs by the designation of areas of Local Green Space. Indeed, to do so would have overwhelming adverse effects in Worthing where there is an unmet need of 10,488 homes and the Council are proposing to designate virtually all undeveloped land as Local Green Spaces. This would be the very antithesis of being justified, effective, positive or consistent with national policy.

Longevity of Local Green Spaces

12.5 Paragraph 99 of the NPPF also identifies that Local Green Spaces should be capable of enduring beyond the plan period. If the proposed Local Green Spaces were to be designated and endure this would prevent Worthing

¹¹ Not that national policy in response to Local Green Spaces has materially changed.

Borough ever being able to respond to its housing needs during or beyond the plan period, and it would limit the scope for the unmet needs of the sub-region to be addressed through LSS3 from 2030 onwards. Once again, the designation of such areas would therefore be entirely unsustainable and contrary to national policy.

Local Significance

- 12.6 Even if contrary to national policy, such Local Green Spaces were considered appropriate in Worthing Borough, it would be necessary to ensure that these met the criteria in paragraph 100 of the NPPF.
- 12.7 The LGSA seeks to undertake this assessment. It suggests that Chatsmore Farm and the other proposed areas hold a particular local significance in terms of beauty, historic significance, recreational value, tranquillity, and richness of wildlife. Each of these are considered below.
- 12.8 The site is in private ownership and is not publicly accessible, save for the public footpath which follows the railway line to the south, and a section of public footpath which crosses the south west corner. Whilst there is evidence of dog walkers using the site, there is no formal right of access. As such, the site is of limited recreational value. the site has limited access and makes no contribution to the Borough's open space in its current form. The proposed development can however provide significant areas of public open space and recreational footpaths. In terms of scenic beauty, the site has no local or national designation for landscape quality. It lies close to, but outside of the South Downs National Park. In terms of landscape quality, it is open farmland devoid of landscape features of note, save the drainage channel Ferring Rife and it is heavily influenced by surrounding built development, roads, a railway and overhead pylons. It cannot reasonably be described as being of high landscape quality or being scenically beautiful.
- 12.9 As set out above, the impacts on the landscape arising from the proposed development at Chatsmore Farm including to the National Park have been assessed in an LVIA which indicates that the effects would not be locally significant stating:

"In terms of landscape effects, the proposals would result in the loss of an area of undistinguished farmland, which would be replaced by new homes and substantial areas of open space. Development in the location proposed would

relate to the surrounding urban uses, and would be consistent with the surrounding settlement pattern. The proposed development would be located to the south of Ferring Rife, set back behind an area of semi-natural open space and the farmland which follows the edge of the A259. Despite some intervisibility, landscape effects on the character of the rolling downland of the National Park will be very limited."

- 12.10 In terms of its local historic significance, the site contains no designated heritage assets. The LGSA indicates that the local residents have prepared evidence which indicates that the site is within the setting of heritage assets. However, no assessment of the harm to the significance of these heritage assets arising from the proposed development has been undertaken within the LGSA. The Heritage Assessment prepared by Pegasus Group has undertaken this necessary assessment and identifies that the impacts are not locally significant, being negligible less than substantial harm at the very lowermost end of the spectrum.
- 12.11 Whilst the LGSA indicates that the sites are locally significant in terms of recreational value, no assessment is undertaken of the opportunity to increase the recreational value of these sites as is proposed at Chatsmore Farm.
- 12.12 In terms of tranquillity, it is necessary to repeat that the site is bordered by housing, roads and a railway line. In no reasonable assessment can it be considered to be particularly tranquil. The LGSA recognises that the sites offer the opportunity to escape from the surrounding urban development but again does not assess the opportunities to significantly enhance these opportunities as is proposed by the development at Chatsmore Farm.
- 12.13 Finally, in terms of the richness of wildlife, the site comprises predominantly arable farmland, which is of limited wildlife value, although it is acknowledged that Ferring Rife has more intrinsic wildlife interest. Whilst some local people identify that the Site has wildlife value, it is not a robust or objective justification to suggest that it performs this function to any notable degree that it should be designated as Local Green Space.
- 12.14 the LGSA recognises the ecological value of Ferring Rife but does not acknowledge the opportunities to enhance this through the proposed development at Chatsmore Farm. It also makes no reference to the fact that paragraph 5.79 of the Landscape and Ecology Study recognises that the area

of the site which is proposed to be developed is dominated by habitats of negligible conservation interest.

- 12.15 For each of the preceding reasons the site at Chatsmore Farm is either demonstrably not locally significant, and even if it is considered to be so in certain regards, the proposed development could enhance this significance. Accordingly, the designation of this site as Local Green Space would not accord with paragraph 100b of the NPPF.

Extensive Tracts of Land

- 12.16 Paragraph 100 of the NPPF is clear that Local Green Space should only be designated where it is local in character and not an extensive tract of land. The LGSA recognises that this is a matter of judgment dependent upon local circumstances.
- 12.17 The PPG (37-015) however identifies the blanket designation of open countryside, such as that proposed in the WLP, will not be appropriate. This is reflected in the findings of the Examiner of the Walberton Neighbourhood Plan¹² who identified that an extensive tract of land means large areas of the countryside. Policy SS6 seeks to designate virtually all of the countryside in Worthing Borough and so by reference to either the PPG or the findings of the Examiner of the Walberton Neighbourhood Plan, this would not accord with national policy. The LGSA however recognises but inexplicably ignores this interpretation and instead recommends that virtually the entirety of the countryside within Worthing Borough is designated as Local Green Space. It reaches this recommendation by instead focussing on a number of decisions elsewhere which reflect different local circumstances.
- 12.18 The LGSA firstly refers to large Local Green Spaces which were found sound in Havant in 2014. The Havant Borough Local Plan proposed to exceed its objectively assessed need for housing, unlike the proposal in Worthing Borough, and therefore the principle of the designation of Local Green Spaces in Havant accorded with national policy. The Havant Borough Local Plan proposed a number of Local Green Spaces but whilst some of them were exceptionally large (62ha and 40ha) compared to those in other LPAs, they did not cover a significant part of the undeveloped land within the Borough, unlike

¹² As set out in paragraph 4.46 of the LGSA.

those proposed in Worthing Borough. Therefore, in Havant the exceptionally large Local Green Spaces were approved in very different circumstances than those which apply in Worthing.

- 12.19 The LGSA then refers to proposed Local Green Spaces in Cheltenham. Once again, the Inspector found that there was a more than sufficient supply to meet the housing needs in that LPA such that it was appropriate to designate Local Green Spaces. Furthermore, since the LGSA was written, the examining Inspector has published their final report and has not only found that numerous proposed Local Green Spaces in Cheltenham did not justify the designation, but also that the scale of the larger proposals cited in the LGSA represented extensive tracts of land. As such the Inspector requested additional work and on the back of this has found that reduced Local Green Spaces of 26.4ha and 21.6ha respectively were appropriate in the local circumstances of Cheltenham.
- 12.20 It is therefore evident from the PPG and the findings of Inspectors elsewhere that the 30ha of land at Chatsmore Farm and the 62ha at Gorrington-Ferring Gap are extensive tracts of land such that these are not appropriate for designation as Local Green Spaces even if contrary to national policy such designations were appropriate in Worthing Borough.
- 12.21 As set out above, the proposed designation of the Local Green Spaces in Worthing is contrary to national policy in numerous regards. It will also not be positive, effective or justified in terms of meeting the needs of the Borough and providing for sustainable development. Accordingly, Policy SS6 should be deleted in its entirety.
- 12.22 At the very least, the land at Chatsmore Farm must be removed from the proposed designated LGS areas. It fails to meet the vast majority of the qualifying criteria set out in the NPPF. Given the significance of this designation and its restrictive nature, akin to Green Belt, it is strongly contended that there is no justification for designating this site as Local Green Space.

13. SITE ALLOCATIONS

- 13.1 As a result of the very substantial unmet needs in Worthing Borough, across the sub-region and beyond, it is necessary to take positive steps to meet as much of the housing need as possible in accordance with paragraph 11a of the NPPF to provide a sound Local Plan.

Site Selection

- 13.2 The WLP identifies a number of proposed allocations but there is no explanation as to why or how these have been selected, such as a Site Selection Topic Paper that would normally be prepared in support of an emerging Local Plan. Instead, paragraph 4.1 of the WLP indicates that the selection has been informed by the SHLAA and by the Sustainability Appraisal.
- 13.3 As set out previously, a SHLAA provides only a high-level assessment which “does not in itself determine whether a site should be allocated for development” according to the PPG (3-001). This is correctly reflected in paragraphs 1.1, 2.5 and 2.6 of the SHLAA.
- 13.4 The Council then considered all available sites from the SHLAA within the DIIA (an iteration of the Sustainability Appraisal).
- 13.5 The DIIA does not take account of the opportunities for mitigation¹³ or the opportunities for enhancements that could be provided by the developments of some sites as set out in paragraph 4.4.4.
- 13.6 The DIIA undertakes a Sustainability Appraisal of sites which is necessarily high-level and undertakes a generic assessment of sites without any appreciation of the reality on the ground. For example, only part of the site at Chatsmore Farm is proposed to be developed and as such many of the constraints relied upon in the DIIA do not actually apply to the proposed development. Indeed, this site is considered to have:
- some negative constraints in terms of Water Quality notwithstanding the fact that there are no objections to the current planning application on this ground,

¹³ In accordance with People vs Wind.

- some negative constraints in terms of Biodiversity owing to the effects on Ferring Rife which will be protected, and the biodiversity enhanced as part of the proposed development¹⁴,
- some negative constraints in terms of Flooding from Rivers and Seas based on the proposition in the DIIA that the majority of the site is within Flood Zone 2, notwithstanding that this is factually incorrect as demonstrated in Appendix C of the SFRA and which does not take account of the fact that there are no objections to the current planning application in relation to flood risk,
- some negative constraints in terms of Surface Water which only affects a small proportion of the entire site, and which does not take account of the fact that there are no objections to the current planning application in relation to flood risk,
- significant constraints in terms of Groundwater notwithstanding the fact that there are no objections to the current planning application on this ground,
- significant constraints in terms of the setting of the National Park notwithstanding the fact that the National Park Authority has not objected to the current planning application,
- significant constraints in terms of coalescence notwithstanding the fact that this conclusion would only apply to the development of the entire site contrary to what is proposed,
- significant constraints in terms of undeveloped coastline and countryside based on the proposition that the site is located outside of the Built Up Area Boundary which is a wholly circular argument given that if the Council had proposed to allocate the site it would not be outside the Built Up Area Boundary,
- some negative constraints in terms of Designated Heritage Assets notwithstanding the fact that the Heritage Assessment prepared in support of the proposed development identifies that the heritage impacts are at the very lowermost end of the spectrum,

¹⁴ Comments have yet to be received on biodiversity to the current planning application.

- some negative constraints in terms of Proximity to Doctor's Surgeries based on the proposition that the site is in excess of 800m of the nearest surgery which does not take account of the fact that some of the site is and the potential for such uses as part of the proposed local centre on-site,
 - some negative constraints in terms of Proximity to Libraries based on the proposition that the site is in excess of 800m of the nearest library which does not take account of the fact that some of the site is,
 - some negative constraints in terms of Proximity to Primary Schools based on the proposition that the site is in excess of 1km of the nearest primary school which does not take account of the fact that some of the site is.
- 13.7 From a consideration of this site alone it is therefore clear that the DIIA has not selected sites based on a factually correct and detailed assessment of the opportunities at sites.
- 13.8 Nevertheless, in the absence of any consideration of opportunities for mitigation or enhancement or of the developable area of sites or of more detailed site-specific evidence, the DIIA proceeds to recommend sites for allocation or non-allocation on pages 69 to 72. As such the site selection process demonstrably ignores the opportunities for enhancements and as such the WLP has not been positively prepared. It also does not take account of the opportunities for mitigation and so is not justified.
- 13.9 Instead, it appears to defer to the Landscape and Ecology Study in paragraph 4.4.7 to select sites. The Landscape and Ecology Study firstly assesses the effects of the development of the entirety of Chatsmore Farm rather than the part proposed and secondly considers only some of the environmental effects without paying any regard to other environmental benefits such as the provision of green infrastructure and the opportunity to reduce the need to travel by private car or the social and economic effects. Therefore, the Landscape and Ecology Study in isolation cannot determine whether sites should be allocated. To do so, absent these considerations, would be unjustified and contrary to national policy.
- 13.10 The Landscape and Ecology Study is also not representative of the area of Chatsmore Farm that is proposed to be developed. For example, it repeatedly

refers to the landscape and recreational effects of development around Ferring Rife, to development resulting in the coalescence of settlements, and to the prominence of views from the National Park. However, the proposed development does not surround Ferring Rife and provides for biodiversity enhancements, it also increases the opportunities for recreation across the site, it reinforces the separation of settlements (insofar as this is possible), and it does not have significant effects on the National Park. Therefore, as a result of the high-level Landscape and Ecology Study, Chatsmore Farm has been omitted from the WLP when a more detailed assessment would have demonstrated that part of the site can be suitably developed and should therefore be allocated even if there was not a substantial unmet need.

- 13.11 The DIIA however recognises that there is a substantial unmet need and, on this basis, recommends sites to be allocated for residential uses as “given the local housing need it is not considered a reasonable alternative to not allocate the site.” However, it does not apply this to all sites without any explanation or justification as to why the same conclusion would not be reached on all sites considered. Additionally, it does not even consider whether certain sites such as Chatsmore Farm should be allocated.
- 13.12 The site selection process is therefore entirely opaque, unjustified, ineffective and meeting housing needs and not positively prepared.
- 13.13 In order to justify not allocating or preventing the delivery of sites, it would be necessary to undertake the assessment required by paragraph 11b of the NPPF. However, this has not been undertaken and as such the site selection process does not accord with national policy.
- 13.14 If the correct assessment had been undertaken as required by national policy, as set out previously, it is clear that Chatsmore Farm should be included as an allocation. In the absence of this and other opportunities for sustainable development as required by national policy and given the failure of the duty to cooperate, the WLP identifies a substantial unmet need which as described previously will condemn this and future generations to substantial adverse effects.

Opportunities to better respond to housing needs

- 13.15 It is therefore necessary to allocate additional sites to address needs. The site at Chatsmore Farm provides one such opportunity.
- 13.16 The current planning application at Chatsmore Farm proposes to deliver a:
- “Mixed-use development comprising up to 475 dwellings along with associated access, internal roads and footpaths, car parking, public open space, landscaping, local centre (uses including A1, A2, A3, A4, A5, D1, D2, as proposed to be amended to use classes E, F and Sui Generis) with associated car parking, car parking for the adjacent railway station, undergrounding of overhead HV cables and other supporting infrastructure and utilities.”**
- 13.17 As set out previously, there is a desperate need for housing to be provided within Worthing Borough, across CWS&GB and beyond to which this proposed development can make a contribution.
- 13.18 The area proposed for development is well related to the existing pattern of built development in the area and closely surrounded by existing development on three sides. The railway to the south, the Ferring Rife and the A259 to the north further reinforce the sense of containment. The proposed development would represent a logical rounding off for this part of the settlement. It is essentially a large infill site and would not represent a new incursion into the open countryside or encroach any close to the National Park than the existing pattern of development.
- 13.19 The site is in an accessible and sustainable location as set out in the attached Design and Access Statement and Transport Assessment. These show that new residents will have access to shops, services and facilities within walking and cycling distance and that there will be opportunities to use public transport with frequent bus services to a multitude of regional destinations including the local town centres of Goring, Littlehampton and Worthing. The site is also adjacent to a railway station offering the opportunity to travel longer distances by train. The attached Design and Access Statement also demonstrates that the site would tie in within existing and proposed footpaths, cycleways and roads improving connectivity in the area.
- 13.20 These also demonstrate that the proposed development would not exacerbate any highway safety issue and that it would not have a material impact on the operational and safety characteristics of the local highway network.

- 13.21 The site is not the subject of any place-making designations such as a strategic/local gap or a Local Green Space or any statutory or non-statutory landscape designations.
- 13.22 The attached Landscape and Visual Appraisal and Landscape Strategy demonstrates that the site is well related to surrounding urban development, is of relatively low landscape and environmental quality and reads as an area of open farmland which indents into the existing built up area. The development would relate to the surrounding urban uses and would be consistent with the surrounding settlement pattern. In terms of landscape effects, the proposals would result in the loss of an area of undistinguished farmland. Despite some inter-visibility, landscape effects on the character of the rolling downland of the National Park will be very limited.
- 13.23 The attached desk-based Archaeological Assessment demonstrates that whilst there is potential for archaeology, this can be mitigated in advance of development.
- 13.24 The attached Heritage Assessment demonstrates that there are no designated heritage assets within the proposed development site and that the proposed development will result in negligible harm at the very lowermost end of the less than substantial harm spectrum to the significance of two Grade II Listed Buildings and one Grade II* Listed Building.
- 13.25 In summary, the comprehensive and specific evidence base supporting the development that is actually proposed therefore demonstrates that a significant amount of housing can be delivered in response to the substantial housing need in the Borough, across CWS&GB and beyond in an accessible and sustainable location with only a very limited impact on the landscape character and scenic beauty of the National Park, and a negligible impact at the very lowermost end of the spectrum of less than substantial harm to designated heritage assets. By comparison the benefits arising include the provision of a significant number of much needed open market homes, a significant number of much needed affordable homes, the expenditure on construction and investment in the area, the creation of jobs during construction, the provision of homes for economically active people, the provision of a new local centre (including jobs), the provision of car parking for the railway station, financial contributions towards off site infrastructure, the undergrounding of high

voltage cables and the provision of public open space, planting and biodiversity enhancements.

- 13.26 Therefore, in accordance with paragraph of the NPPF it is necessary to allocate this site which provides an opportunity to sustainably respond to the development needs of the area.

14. POLICY DM1 – HOUSING MIX

- 14.1 **Policy DM1** seeks to ensure that the mix of housing responds to the needs of communities which is to be welcomed.
- 14.2 The SHMA has calculated the households and population that will arise from 246 dwellings per annum (rather than 230 proposed in the WLP) based upon the unadjusted household formation rates of the 2014-based Household Projections¹⁵. These projections assume that there would be sufficient housing to accommodate 629 households per annum in Worthing Borough. As a direct result of the constrained housing requirement of 230 dwellings per annum it is likely that there will be an increase in the average household size unless all of the people that would otherwise have lived in Worthing migrate out to be unhoused elsewhere.
- 14.3 It is therefore entirely unjustified to assume, as the SHMA does, that household formation and size will be entirely unaffected by the supply of housing. The SHMA and the references in paragraphs 5.7, 5.49 and 5.50 will therefore need to be adjusted to reflect the greater average household size that will arise as a direct result of the constrained housing requirement such that there will be a greater need for larger homes. If this is not undertaken, the effect of the WLP will also unsustainably require households to live in increasingly overcrowded accommodation.
- 14.4 It is also important to note that the Local Plan at paragraph 5.8 states that when considering housing mix:-
- "..... 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."**
- 14.5 With a plan that seeks to focus on urban sites (where schemes will tend to be apartment led and densities will be higher) and where there is a notable lack of greenfield opportunities, we would question how exactly this policy could be effective in practice at meeting the need and demand for family housing.

¹⁵ As set out in paragraph 4.38.

- 14.6 Whilst Policy DM1a allows more recent evidence to be taken into account, this does not justify the WLP setting out a flawed starting point. It will therefore be necessary for the Council to prepare the necessary evidence to identify the appropriate mix of dwellings.

15. POLICY DM3 – AFFORDABLE HOUSING

- 15.1 Similarly, paragraph 5.44 identifies that the need for affordable housing is informed by the SHMA which adopts projections which are unjustified as described above. As a result, the affordable housing need which has informed **Policy DM3** is not justified.
- 15.2 Indeed, this is immediately apparent from the fact that Table 5.14 of the SHMA. The dwelling-led scenario of the SHMA assumes that 246 dwellings will be provided per annum and that 3% of dwellings will be vacant meaning that 239 new households will be able to meet their needs in Worthing. However, Table 5.14 identifies that 409 of these 239 new households will be in affordable need.
- 15.3 The SHMA reaches this absurd conclusion owing to the fact that it does not take account of the constrained housing requirement when calculating the affordable housing need. Instead, it calculates the affordable housing need that would arise if the full housing needs were met which is not proposed in the WLP.
- 15.4 Whilst it is very likely that a significant number of the households that are able to access housing in Worthing will fall into affordable housing need as a direct result of the constrained housing requirement which will grossly inflate house prices in the Borough, the WLP is premised on the fact that 74% of households in need of housing will have to relocate (or share homes or become homeless) and therefore presumably 74% of the affordable housing needs will be felt outside of the Borough at locations which have yet to be identified under the duty to cooperate.
- 15.5 It will therefore be necessary to reassess the affordable housing need that arises as a result of the constrained housing requirement in Worthing Borough and for this to be used to inform Policy DM3.

16. POLICY DM10 – ECONOMIC GROWTH AND SKILLS

- 16.1 Paragraph 5.128 suggests that the WLP will plan positively for sustainable economic growth, promoting and enhancing the economic role of the town. Paragraph 5.132 suggests that it will create a place that businesses wish to invest in, and this is similarly outlined in Vision V1 and Strategic Objective 13. Whilst these objectives are noble, it is not explained how any of this could be achieved given that as a result of Policy SS2, any population growth will be constrained, any workforce growth will be constrained, the disposable income will be restricted, and the investment in development (which acts as a stimulus for the wider economy) will be restricted. Unless policies are introduced to support economic growth notwithstanding these constraints, **paragraphs 5.128, 5.132, Vision V1 and Strategic Objective 13** will need to be revised or deleted in order to be justified.
- 16.2 As set out previously, the proposed constrained housing requirement will result in even less dwellings being built than in recent years. As a result, the issues recognised in the WLP which have arisen in recent years are likely to be even more acutely felt, including the difficulty in encouraging new businesses to relocate to the Borough (paragraph 5.135), the very limited amount of industrial development (paragraph 5.135), and the very limited amount of office development (paragraph 5.139).
- 16.3 In reality as a direct result of Policy SS2, the economic growth of the Borough will be significantly compromised contrary to paragraph 80 of the NPPF, and this needs to be weighed in the balance when considering whether the constrained housing requirement is justified. This is demonstrated in Table 4.17 of the SHMA which identifies that even if 246 dwellings per annum were built (rather than the 230 proposed in the WLP) the number of jobs supported would reduce by over 2,000 in the Borough.
- 16.4 Even if notwithstanding this constraint, economic growth was somehow to be achieved in the Borough, this would require significant numbers of workers to in-commute to the Borough which is likely to compromise the delivery of **Vision V5** and would be contrary to paragraph 103 of the NPPF.
- 16.5 According to the 2011 Census there was a net outflow of 1,201 workers from Worthing to jobs elsewhere. Assuming this has remained broadly consistent and given that the workforce in Worthing would reduce by 2,005 in the period

2019 to 2036 according to the SHMA, the WLP would require that a net inflow of circa 800 workers from elsewhere will be forthcoming. Additionally, as set out in paragraph 5.142, the WLP seeks to deliver sufficient employment land to accommodate the labour demand forecast of the Employment Land Review (ELR) which assumes that there will be an additional 11,080 jobs in the Borough between 2013 and 2033. The WLP therefore relies upon a net inflow of circa 12,000 workers to the Borough to achieve the economic growth planned for. This would be contrary to paragraph 103 of the NPPF as it would significantly increase the need to travel, and it would be contrary to the Vision V5 of the WLP.

- 16.6 Furthermore, as with much of the remainder of the WLP, the effects of Policy SS2 have not been taken into account when developing **Policy DM10**. The labour demand forecast assumes that recent trends will be maintained in Worthing notwithstanding the fact that Policy SS2 proposes a housing requirement that delivers significantly less housing than reflected in recent trends. The consequence of this in light of Policy SS2 is that the population and the workforce will not grow as it has in the recent past and that accordingly the number of jobs generated will be lower than assumed in this scenario of the ELR. The result of this is that more employment land is proposed to be allocated in the WLP than would be required by the constrained population that results from Policy SS2.
- 16.7 Whilst the over-allocation of employment land could be considered to represent positive planning and to provide flexibility to respond to change, it is not justified in the terms set out in the WLP and it may give rise to adverse cross-boundary effects if these sites are delivered and occupied as they would draw workers away from neighbouring LPAs with consequent harm to the economies of those LPAs.
- 16.8 The scale of this over-allocation and the potential effects on the economies of neighbouring LPAs, as the WLP relies upon drawing a significant number of workers away from neighbouring authorities, would have needed to be addressed under the duty to cooperate. However, this issue does not even appear to have been raised and accordingly the duty to cooperate has not been met for yet another reason.
- 16.9 In summary, as a result of the constrained housing requirement, either economic growth will be constrained, or this will be reliant upon a significant

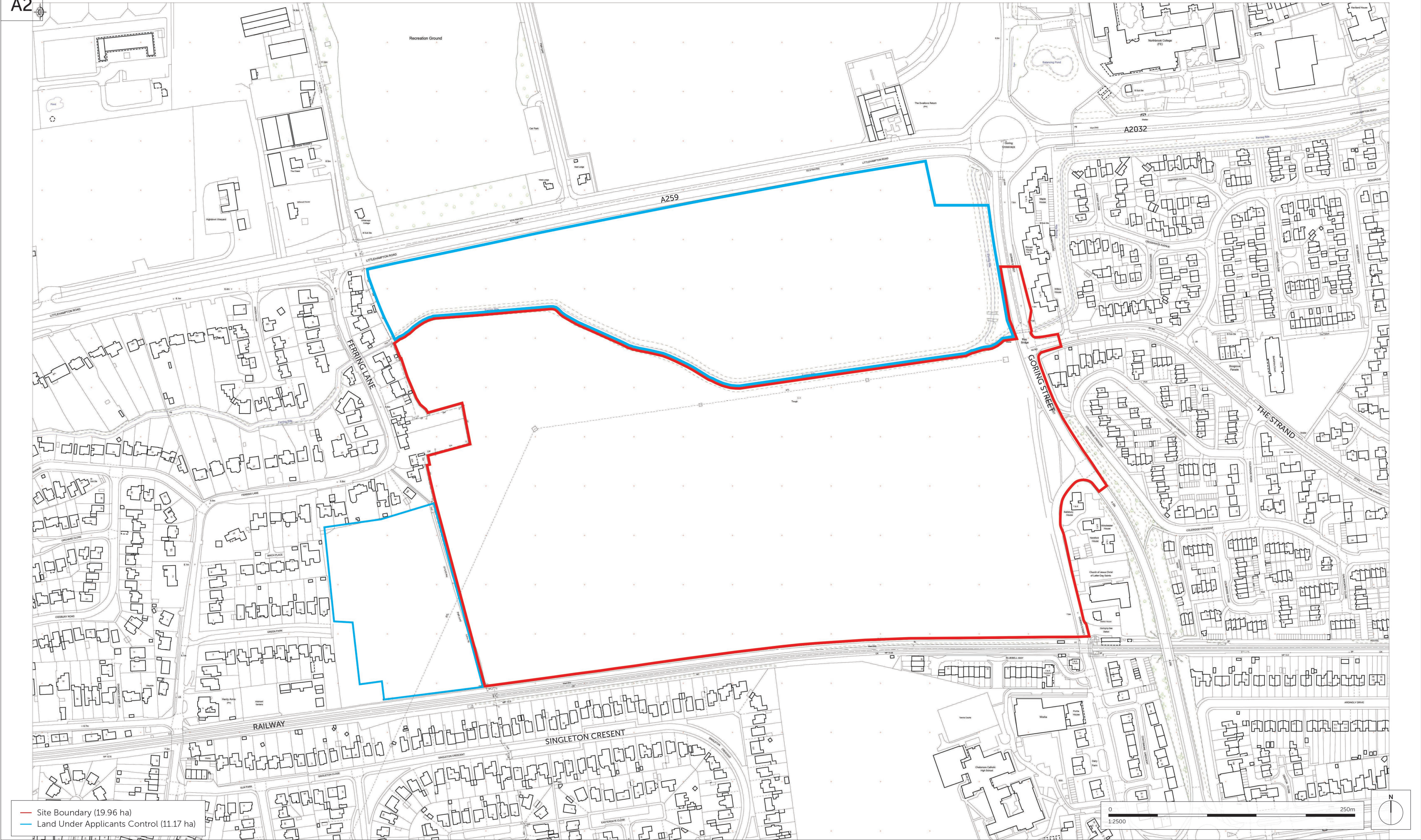
increase in commuting from other areas. If the former approach is proposed in the WLP, then the WLP should seek to constrain economic growth (contrary to paragraph 80 of the NPPF) as it does housing growth (contrary to paragraphs 7, 8b, 11a, 15, 26, 35a, 59 and 60 of the NPPF) as to do otherwise would increase the need to travel contrary to paragraph 103 of the NPPF. If the latter approach is proposed, this would not only increase the need to travel contrary to paragraph 103 of the NPPF this would also have strategic cross-boundary implications which would need to be addressed under the duty to cooperate. Regardless of which approach is proposed the WLP will either be unsound or procedurally flawed as a result.

17. POLICY DM13 – RETAIL AND TOWN CENTRE USES

- 17.1 **Policy DM13** is again informed by a noble objective to support the vitality and viability of the town centres. However, no consideration appears to have been given to the inevitable reduction in footfall and expenditure compared to other centres that arises from Policy SS2, unless of course a greater proportion of users travel to Worthing's centres contrary to paragraph 103 of the NPPF.
- 17.2 The need for additional retail and leisure uses has been informed by the Retail Study (2017 and 2020) according to paragraph 5.176. The 2020 edition does not identify the need. This is contained in the 2017 edition which identifies in paragraph 7.11 that the projected population used to inform these needs are based on Experian's in-house projections. These do not take account of the proposed housing requirement of Policy SS2 and therefore as with the preceding policies there is a fundamental inconsistency between the way in which the needs for retail have been assessed and the housing requirement.
- 17.3 Paragraph 5.176 suggests that proposals for developments identified by the Retail Study will be supported, but this is clearly not justified given that the need for such developments is contingent upon meeting housing needs in full which is not provided for in the WLP.
- 17.4 In order to provide a sound and effective Local Plan, Policy DM13 will therefore need to be reviewed.

APPENDIX 1

SITE LOCATION PLAN AND INDICATIVE CONCEPT MASTERPLAN



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Rev	Description
P1	Preliminary Issue
P2	Revised Redline
P3	Revised Redline
P4	Revised Redline
P5	Adjustment to Area Totals

Date	Au	Ch
03.02.20	PM/dr	--/--
12.02.20	PM/dr	--/--
29.06.20	MB/aa	MB/--
14.07.20	MB/aa	MB/--
15.07.20	MB/aa	MB/--

Project **Goring Station**

Drawing **Site Location Plan - 02**

Client	PERSIMMON (THAMES VALLEY)				
Job no.	PERS190227PJ		Date	03.02.20	
Dwg no.	SLP-02		Rev.	P5	
Author	PM/dr	Checked	-/-	Scale	1:2500@A2
Status	PRELIMINARY			Office	Romsey

Client ref. -

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Where applicable this drawing is to be read in conjunction with the Consultants' drawings.

REV	DESCRIPTION	DATE	AUTHOR	CHK'D
P1	Preliminary Issue	12/06/19	PM/SWD	MB
P2	Amendments to Layout	19/06/20	MB/aa	MB
P3	Amendments to Layout	26/06/20	MB/aa	MB
P4	Amendments to Layout	29/06/20	MB/aa	MB
P5	Amendments to Layout and Redline Boundary	10/07/20	MB/aa	MB
P6	Amendments Boundaries	15/07/20	MB/aa	MB

KEY

- Site Boundary (19.96 Ha)
- Land in Applicant's Control (11.17 Ha)
- Proposed Development Parcels
- Indicative Development Units
- Mixed Use Development Blocks
- Key Space
- Shared Surface
- Courtyard
- Mews Lane
- Parkland
- Open Space
- Sustainable Drainage Strategy (SuDS)
- Existing Vegetation
- Proposed Vegetation
- Proposed Planting to Northern Boundary
- Potential New Pedestrian Route
- Principal Vehicular Access Point
- Principal Vehicular Route
- Potential Location of Play Area
- 200m Walking Distance from Goring Station
- Existing High Voltage Cable
- Pylon Grounded
- Potential Secondary Access
- Proposed Car Park Entrance

Romsey Office
Building 300, The Grange, Romsey Road, Michelmersh, SO51 0AE
t: 01794 367703 f: 01794 367276 www.thrivearchitects.co.uk

PROJECT

Goring Station
Goring-on-Sea
For: Persimmon Thames Valley

DRAWING

Concept Masterplan - 02

SCALE	DATE	AUTHOR	CHK'D
1:1250 @ A1	12/06/19	PM/SWD	PM

JOB NO.	DRAWING NO.	REV
PERS190227	CMP-02	P6

Office use Only	
Comment number	SDWLP-66
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Submission Draft Worthing Local Plan January 2021

Regulation 19 (Publication Stage) Comments Form

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Email	david.hutchison@pegasusgroup.co.uk		

Signed		Date	23/03/21
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SP1

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

x

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

x

No

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 2 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 2 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The necessity for this proposed modification is required to accord with national policy. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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Signature:



Date:

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Signed		Date	23/03/21
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SP3

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

x

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

x

No

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 3 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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Please see Section 3 of the attached representations.

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The policy is inconsistent with the rest of the plan and unable to achieve its objectives and consequently not effective, justified and positively prepared. As a result, it is not prepared in spirit of national policy. If the proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21

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Signed		Date	23/03/21
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy	SS1	Paragraph	2.4	Map Extract	
--------	-----	-----------	-----	-------------	--

Do you consider the Submission Draft Local Plan:

Legally compliant?	Yes	x	No	
	Don't know			
Sound?	Yes		No	x
	Don't know			
Complies with the Duty to Cooperate?	Yes	x	No	
	Don't know			

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 4 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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Please see Section 4 of the attached representations.

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The necessity for this proposed modification is required to accord with national policy. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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Signature:

[Redacted Signature]

Date:

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Part B**Please use a separate sheet for each representation**

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SS2

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

No

Don't know

x

x

x

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 5, 6, 7 and 8 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The policy is considered unsound and not consistent with the national policy. The policy also does not meet the Duty to Cooperate requirements. It is therefore considered that, unless the policy is amended, it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21

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Part B**Please use a separate sheet for each representation**

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SS3

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

No

Don't know

x

x

x

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 9 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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Please see Section 9 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Policy SS3 is not effective, unjustified and it is inconsistent with the remainder of the WLP. The necessity for this proposed modification is required to accord with national policy. If this proposed modification is not accepted, then it is considered that it will be necessary to explore the effects of this with the Inspector.

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Signature:



Date:

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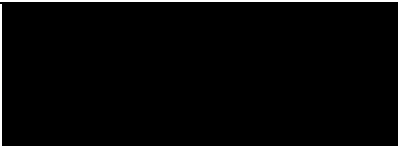
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Signed		Date	23/03/21
--------	---	------	----------

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<u>Use of information</u>
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SS4

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

x

Don't know

Sound?

Yes

No

x

Don't know

Complies with the Duty to Cooperate?

Yes

No

x

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 10 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 10 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further representations. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Policy SS4 is not justified and it does not accord with national policy. It is recommended that the policy is removed. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21

Office use Only	
Comment number	SDWLP-66
Date received	

Submission Draft Worthing Local Plan January 2021

Regulation 19 (Publication Stage) Comments Form

This consultation runs from Tues 26th Jan to Tues 23rd March 2021

How to submit your comments

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Last name	Hutchison		
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy	SS5	Paragraph		Map Extract	
--------	-----	-----------	--	-------------	--

Do you consider the Submission Draft Local Plan:

Legally compliant?	Yes		No	x
	Don't know			
Sound?	Yes		No	x
	Don't know			
Complies with the Duty to Cooperate?	Yes	x	No	
	Don't know			

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 11 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 11 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further representations. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Policy SS5 is required to be modified in order to be sound. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21

Office use Only	
Comment number	SDWLP-66
Date received	

Submission Draft Worthing Local Plan January 2021

Regulation 19 (Publication Stage) Comments Form

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Last name	Hutchison		
Organisation	<i>Pegasus Group (on behalf of Persimmon Homes)</i>		
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Town	Cirencester		
Postcode	GL7 1RT	Telephone	01285 641717
Email	david.hutchison@pegasusgroup.co.uk		

Signed		Date	23/03/21
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Part B**Please use a separate sheet for each representation**

To which part of the Submission Draft Local Plan does this representation relate?

Policy

SS6

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

No

Don't know

x

x

x

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 12 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 12 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further representations. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

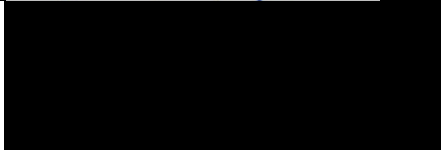
No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

It is considered that the policy SS6 is not consistent with the national policy in numerous regards. Therefore, it should be deleted in its entirety. If this proposed amendment is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:



Date:

23/03/21

Office use Only	
Comment number	SDWLP-66
Date received	

Submission Draft Worthing Local Plan January 2021

Regulation 19 (Publication Stage) Comments Form

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Part A - Contact Details			
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Last name	Hutchison		
Organisation	<i>Pegasus Group (on behalf of Persimmon Homes)</i>		
Address line	Pegasus House		
Address line	Whitworth Road		
Town	Cirencester		
Postcode	GL7 1RT	Telephone	01285 641717
Email	david.hutchison@pegasusgroup.co.uk		

Signed		Date	23/03/21
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

DM1

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

x

Don't know

Sound?

Yes

No

x

Don't know

**Complies with the Duty to
Cooperate?**

Yes

No

x

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 14 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 14 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

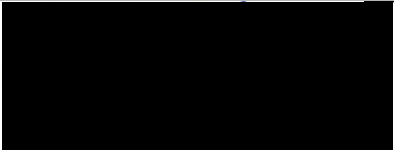
No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

Additional evidence needs to be prepared to justify the dwelling mix set out in the policy DM1. Should that not be carried out, it is considered that it will be necessary to explore the effects of this with the Inspector.

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Signature:



Date:

23/03/21

Office use Only	
Comment number	SDWLP-66
Date received	

Submission Draft Worthing Local Plan January 2021

Regulation 19 (Publication Stage) Comments Form

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Signed		Date	23/03/21
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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

DM3

Paragraph

5.44

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

x

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

x

No

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 15 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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Please see Section 15 of the attached representations.

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

It is necessary to reassess the affordable housing need set out in the draft Plan. It is therefore considered necessary to explore the effects of this with the Inspector, should the suggested changes are not adopted in the plan.

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

Signature:



Date:

23/03/21

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Submission Draft Worthing Local Plan January 2021

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Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

DM10

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

No

x

Don't know

Sound?

Yes

No

x

Don't know

**Complies with the Duty to
Cooperate?**

Yes

No

x

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 16 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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Please see Section 16 of the attached representations.

(continue on a separate sheet/expand box if necessary)

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If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The necessity for this proposed modification is required to accord with national policy. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21

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- Part B: Your representation(s)

Both Part A and Part B of the form need to be completed in order for your representation(s) to be valid. Please fill in a separate sheet for each representation (Part B) you wish to make. You do not need to fill out Part A for each representation provided that all representations made are securely attached.

Forms must be returned by the latest 5pm Tuesday 23rd March 2021

You can complete this form on-line: www.adur-worthing.gov.uk/worthing-local-plan

Or return a hard copy of the form:

By post to: Planning Policy Team, Worthing Borough Council,
Portland House, 44 Richmond Road, Worthing, BN11 1HS

Or by e-mail to: planning.policy@adur-worthing.gov.uk

Further guidance

The Local Plan, the evidence base and all supporting documents are published on the Council's website (see link above). This includes a Guidance Note on how to make effective representations and you are advised to read this before making any comments. At this stage (Regulation 19) comments should only relate to whether you consider the Plan complies with legal requirements, including the duty to cooperate, and whether the document is sound.

If you require any advice on completing this form please feel free to contact the Planning Policy Team via email (as above) or telephone on 01273 263000.

You can respond to this consultation online by using the e-form or by email. However, if your preference is to make comments manually this form can be photocopied as many times as necessary.

Part A - Contact Details			
First name	David		
Last name	Hutchison		
Organisation	<i>Pegasus Group (on behalf of Persimmon Homes)</i>		
Address line	Pegasus House		
Address line	Whitworth Road		
Town	Cirencester		
Postcode	GL7 1RT	Telephone	01285 641717
Email	david.hutchison@pegasusgroup.co.uk		

Signed		Date	23/03/21
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Note: Unless you request otherwise (<i>by putting a cross in the box to the right</i>), all respondents will be added to the Worthing Local Plan consultee database and will be notified at all subsequent stages of Local Plan progression.	No: please don't add me	
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In addition, if you would like to subscribe to the Worthing Planning Policy Newsletter (which covers a wide range of Planning Policy issues) then please put a cross in this box:	
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<u>Use of information</u>
<p>All data will be stored securely in line with the GDPR. Names and comments we receive will be available for public inspection and may be reported publicly as part of the Local Plan process. However, contact details will not be published. We cannot accept or report confidential or anonymous responses. Further information about how personal information is processed can be found in the Planning Policy Privacy Notice:</p> <p>https://www.adur-worthing.gov.uk/planning-policy/privacy-notice/</p>

Part B
Please use a separate sheet for each representation

To which part of the Submission Draft Local Plan does this representation relate?

Policy

DM13

Paragraph

Map
Extract

Do you consider the Submission Draft Local Plan:

Legally compliant?

Yes

x

No

Don't know

Sound?

Yes

No

Don't know

**Complies with the Duty to
Cooperate?**

Yes

x

No

Don't know

Please give details of why you consider the Submission Draft Local Plan is not legally compliant or is unsound or fails to comply with the Duty to Cooperate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Submission Draft Local Plan or its compliance with the duty to cooperate, please also use this box to set out your comments.

Please see Section 17 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please set out what modification(s) you consider necessary to make the Submission Draft Local Plan legally compliant or sound, having regard to the matter you have identified above where this relates to soundness. You will need to say why this modification will make the Submission Draft Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see Section 17 of the attached representations.

(continue on a separate sheet/expand box if necessary)

Please note your representation should cover succinctly all the information, evidence and supporting information necessary to support/justify the representation and the suggested change, as there will not normally be a subsequent opportunity to make further representations. After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he/she identifies for examination.

If your representation is seeking a modification, do you consider it necessary to participate at the oral part of the examination?

Yes

x

No

If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary:

The policy is not sound and needs to be amended to provide a sound and effective Local Plan. If this proposed modification is not accepted then it is considered that it will be necessary to explore the effects of this with the Inspector.

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

Signature:

[Redacted Signature]

Date:

23/03/21