

## **PART TWO – A STRATEGY FOR CHANGE AND PROSPERITY**

### **INTRODUCTION**

- 2.1 This part of the Plan contains key strategic policies relating to housing and economic growth, which, when implemented through the lifetime of the Local Plan, will form a strong basis for sustainable growth.

### **SPATIAL STRATEGY**

- 2.2 The Local Plan seeks to deliver a package of measures over the plan period in order to:
- Work towards meeting the objectively assessed development needs of Adur as far as possible, taking into account environmental assets and constraints and the capacity of infrastructure (which will also entail working with other local authorities in the sub-region, and possibly further afield);
  - facilitate the regeneration of Adur; and
  - meet the vision and objectives of this Local Plan set out in Part One.
- 2.3 It is intended to achieve this through aiming to balance development in Adur by proactively seeking to meet housing needs, providing employment sites for new or expanding businesses and facilitating the delivery of infrastructure. However it is recognised that local people will still travel to jobs, or use retail, leisure or other services in other areas. Adur's role is to complement, not compete with other neighbouring centres.
- 2.4 As well as defining the scale of new development, this Local Plan must guide development to the most appropriate locations. Realistic options for locating development are extremely limited due to the compact size of the Local Plan area and its constrained location between the sea and the South Downs National Park. As a result, there are few real choices in terms of different locations or strategies if the Plan is to go as far as it can to realistically meet objectively assessed needs without damaging its character and environment.
- 2.5 Taking into account previous consultation work, evidence studies and the Sustainability Appraisal, the approach of this Local Plan is therefore to maximise development on brownfield land (including Shoreham Harbour) while adding sustainable greenfield urban extensions adjacent to the existing urban area. This means that the existing settlements of Lancing, Sompting (excluding Sompting Village which lies outside the Built Up Area Boundary (BUAB)), Shoreham-by-Sea, Southwick and Fishersgate will continue to be the focus for growth during the plan period, together with the regeneration area of Shoreham Harbour. The BUAB (which has been revised to include strategic development at West Sompting and New Monks Farm, and the Brighton and Hove Football Academy) will serve to generally guide development within these settlements, in order to manage the pattern of development by preventing coalescence, which will help to maintain the existing character of the settlements and ensure development is sustainably

located. Although Shoreham Airport lies outside of the BUAB it is recognised as a key opportunity area for regeneration.

- 2.6 Given the limited amount of land available, it is important that developments make efficient use of land by developing at appropriate densities whilst respecting the character of the area (although higher densities may be appropriate in town centre locations and Shoreham Harbour).
- 2.7 This strategy, which takes account of the compact nature of Adur and the location of the potential strategic sites selected, will result in a pattern of growth which maximises sustainability as far as is realistically possible. The proximity of these proposed strategic greenfield sites adjacent to existing urban areas gives the opportunity for integration with existing communities and use of nearby facilities, services, and public transport. Strategic sites will also be required to deliver the infrastructure necessary to support them.
- 2.8 The proposed development strategy also takes account of the need to deliver jobs and employment land. Economic development and regeneration is a key priority of this Local Plan (as set out in the Vision and Objectives in Part One), and it is a priority shared by Coastal West Sussex, a partnership of local authorities. Coastal West Sussex is one of five local economies identified in the Coast to Capital Local Enterprise Partnership. (See Employment and Economy section below).
- 2.9 The Council is also working with other local authorities to address strategic priorities (including how best objectively assessed development needs can be met via the Duty to Co-operate) and will continue to do so. More information can be found in the Duty to Co-operate Statement which accompanies this Plan.
- 2.10 The spatial strategy set out below will be implemented through policies in this section, the 'place-based' policies in Part Three, and the development management policies relating to specific topics and types of development in Part Four. These all aim to address and deliver the Vision and Objectives set out in Part One.

### **Policy 2: Spatial Strategy**

**Up to 2032 the delivery of new development in Adur will be managed as follows:**

**Development within the Built Up Area Boundaries (defined on the Policies Map) of Lancing, Sompting, Shoreham-by-Sea, Southwick and Fishersgate will be permitted subject to compliance with other policies in the development plan.**

**Development which would result in the coalescence or loss of identity of settlements will be resisted.**

**Shoreham Harbour will be a focus for development to facilitate regeneration through delivery of a mix of uses including housing which will be delivered through an Area Action Plan being prepared jointly between Adur District Council, Brighton & Hove City Council and West Sussex County Council.**

**Shoreham Airport will also be a focus for new employment floorspace.**

**It will also be necessary to release the following greenfield sites on the edge of the built up areas to ensure a supply of suitable land for development subject to the requirements of Policies 5 and 6:**

- **New Monks Farm, Lancing (residential, employment, and community uses);**
- **West Sompting (residential).**

**The character of Sompting village,<sup>1</sup> which lies outside of the Built Up Area Boundary, will be respected and maintained.**

## HOUSING PROVISION 2011- 2032

### Objectively-Assessed Needs

- 2.11 Historically there has not been a strong relationship between housing targets set for Adur in Regional and Structure Plans and need and demand for new dwellings in the district. Previous targets have been strongly influenced by the capacity of the district to accommodate new dwellings in terms of its physical and environmental characteristics – the sea to the south, the South Downs National Park to the north, flooding and key infrastructure constraints (including transport).
- 2.12 The National Planning Policy Framework (2012) requires that Local Planning Authorities meet their full, objectively assessed needs (OAN) for both market and affordable housing (as far as is consistent with other policies in the Framework).<sup>2</sup> The most up-to-date work on OAN, and that which is used in this Local Plan, is the Objectively Assessed Housing Need Update 2016.<sup>3</sup> This should be read in conjunction with the Objectively Assessed Need for Housing: Adur District 2015 Study.
- 2.13 This 2016 study uses an updated set of demographic projections, taking account of information including 2014 based Sub-National Population Projections (May 2016) and the 2014 based Household Projections (July 2016). It also takes account of the Government's Planning Practice Guidance published in 2014. This study supersedes all previous Objectively Assessed Need Assessments.<sup>4</sup>

<sup>1</sup> In this context 'Sompting village' means that part of Sompting which lies outside the Built Up Area Boundary and within the Sompting Conservation Area.

<sup>2</sup> See paragraph 47 of the National Planning Policy Framework, CLG 2012.

<sup>3</sup> Objectively Assessed Housing Need Update 2016. (GL Hearn)

<sup>4</sup> The capacity assessment in the Housing (Duty to Co-operate Study) 2013 remains relevant.

- 2.14 The study takes account of a range of factors, including affordability, house prices, rents, overcrowding issues and rates of delivery as well as the demographic projections and factors indicated above.
- 2.15 In terms of Adur's Objectively Assessed Needs the study recommends the delivery of 325 dwellings per annum (6,825 dwellings over the Plan period). This represents 'demand' for new housing.
- 2.16 The OAN 2016 assessment of housing need suggests that for C2 uses such as residential care and nursing homes there is a potential need for 38 bedspaces over the plan period 2011-2032 which equates to 1-2 per annum. As the figure is low, the five year housing land supply does not include C2 uses. They do not form part of the housing requirement target and are not included in the housing completions. However, national planning guidance does allow for C2 uses to be counted against the housing requirement and the position will be kept under review.

### Developing a Target for Housing Delivery

- 2.17 The first step in developing the housing delivery figure for this plan has been to undertake a Strategic Housing Land Availability Assessment (SHLAA). A SHLAA was produced in 2009, updated in 2012, and a full review was carried out in 2013/14. The SHLAA is monitored annually through the Annual Monitoring Report (AMR). The most recent AMR was published in December 2016 and covers the monitoring period 1<sup>st</sup> April 2015 – 31<sup>st</sup> March 2016. The SHLAA identifies all sites which have potential for residential development and determines when they are likely to be developed.<sup>5</sup> It indicates that, on brownfield sites, 254 (net) - dwellings could be delivered over the Plan period.
- 2.18 Other sources of housing land have also been carefully considered in order to determine realistic levels of potential supply from previously developed land (PDL or brownfield land) as follows:
- *Housing allocations in the Adur Local Plan 1996* - all the housing allocations identified in the Adur District Local Plan 1996 have been delivered and have not been carried forward into this Plan.
  - *Dwelling completions since 1 April 2011* - these are the sites that have been completed since the base date of the Local Plan.<sup>6</sup> **A total of 559 net new homes have been completed between 1<sup>st</sup> April 2011 and 31<sup>st</sup> March 2016.**
  - *Number of dwellings identified through existing planning permissions (commitments)* - these include both large sites which can accommodate

<sup>5</sup> The SHLAA is an important evidence source to inform plan making, but does not in itself determine whether a site should be allocated for development (Planning Practice Guidance – Housing and Economic Land Availability Assessment, CLG March 2014).

<sup>6</sup> The figures are updated on an annual basis and are reported in the Council's Annual Monitoring Report which is published in December each year.

six or more dwellings and small sites of 5 dwellings or less and which either have planning permission but on which development has not yet commenced, or are currently under construction but not completed.<sup>7</sup> **A total of 439 (net) additional homes will be provided through existing planning consents.**

- *Windfall allowance* - a site that has not been specifically identified as available in the Local Plan process is known as a windfall site. Planning Practice Guidance states that an allowance for windfall sites can be made in the first five years of the housing land supply and also in years 6-15 providing that there is compelling evidence to do so. **An allowance of 416 homes will be provided from windfall sites.**<sup>8</sup>

- 2.19 In addition, the Shoreham Harbour Regeneration area, a large brownfield site, has been identified as a broad location for development, and this will deliver a minimum of 1100 additional new homes in the Western Harbour Arm (see Policy 8). Planning consent for 132 of these dwellings has already been granted and this is included in the 'existing commitments' figure. In order to avoid double counting the remaining 970 (rounded) dwellings to be provided at this location is shown in Table 1 below.
- 2.20 By assessing these various sources of housing supply, Table 1 below demonstrates that 2,638 new dwellings can be delivered on brownfield sites during the plan period. This clearly indicates that, when measured against Adur's Objectively Assessed Needs figure of 6,825 dwellings over the Plan period, the amount of residential development that can be delivered on brownfield sites results in a considerable shortfall of 4,187 dwellings. It has therefore been necessary to allocate greenfield sites.
- 2.21 An assessment of a number of greenfield sites has been undertaken through the SHLAA, Sustainability Appraisal, Sequential and Exceptions Test, and evidence studies taking into account a range of issues and constraints, including biodiversity, flood risk, and landscape.
- 2.22 Given this evidence, two greenfield sites have been allocated: at New Monks Farm, Lancing which will deliver 600 dwellings (Policy 5), and West Sompting which will deliver 480 dwellings (Policy 6). Together these sites will deliver 1080 dwellings over the plan period. Taking these greenfield sites into account the Plan can deliver 3,718 dwellings (177 dpa), leaving a shortfall of 3,107 dwellings.

<sup>7</sup> These sites are identified as commitments at 1 April 2016 in the Housing Land Supply Study produced annually by West Sussex County Council.

<sup>8</sup> A windfall allowance has been made for the period 2019-2032 (not 2016-2032). This ensures there is no double counting with sites that currently have planning permission and are likely to be delivered in years 2016-2019.

**Table 1 – Housing supply over the Local Plan Period 2011-2032**

|   | <b>Number of dwellings</b>          |
|---|-------------------------------------|
| <b>Sources of Housing Supply</b>  |                                     |
| Dwellings completed (net) 2011- 2016  | 559                                 |
| Existing commitments (large and small sites where planning permission has been granted) | 439                                 |
| Sites identified in the SHLAA (net) 2016  | 254                                 |
| Windfall allowance  | 416                                 |
| <b>Sites to be identified in Local Plan:</b>  |                                     |
| Shoreham Harbour Broad Location <sup>9</sup>  | 970                                 |
| New Monks Farm Strategic Allocation   | 600                                 |
| West Sompting Strategic Allocation  | 480                                 |
|   |                                     |
| <b>Total Housing Supply (Delivery Target) 2011-2032</b>                                 | <b>3,718</b><br>(annual target 177) |

- 2.23 Consequently the Local Plan is not able to meet the full, objectively assessed housing needs figure of 6,825 dwellings indicated above. The housing target set out in Policy 3 below is therefore a ‘capacity-based’ figure based on the level of housing that can be delivered within the plan period, having regard to the identified constraints and potential development capacity. The Council continues to work with other local authorities through the Duty to Co-operate to address the issue of unmet needs. A Duty to Co-operate Statement has been produced to accompany this document.

### **Policy 3: Housing Provision**

**Over the period 2011 – 2032 a minimum of 3,718 dwellings will be developed in Adur, as follows:**

- **1,538 within the built up area of Adur**
- **1,100 as part of the Shoreham Harbour Regeneration Area Western Arm**
- **600 at New Monks Farm**
- **480 at West Sompting**

- 2.24 The figures in Policy 3 above equate to an annual target of 177 dwellings per year over the 21 year plan period.
- 2.25 The Adur Local Plan will be reviewed or partially reviewed within 5 years.
- 2.26 The National Planning Policy Framework requires local authorities to prepare a housing trajectory to illustrate the expected rate of delivery for the Plan

<sup>9</sup> The figure for Shoreham Harbour Broad Location does not include the 132 dwellings which have been granted planning permission and are counted as “Commitments”



period. The Adur housing trajectory that accompanies this Local Plan can be found in the Council's Annual Monitoring Report 2016. It is based on the housing monitoring position at 1<sup>st</sup> April 2016 (completions and commitments) and the Strategic Housing Land Availability Assessment Update at 31<sup>st</sup> October 2016. The trajectory will be monitored and updated on an annual basis through the Annual Monitoring Report published on the Council's website.<sup>10</sup>

- 2.27 Please note that policies elsewhere in this Plan will also apply to the strategic allocations below.

## EMPLOYMENT AND ECONOMY: PLANNING FOR ECONOMIC GROWTH

### The Situation Today

- 2.28 Adur's economy is closely related to those of Brighton & Hove and Worthing. Just under 44%<sup>11</sup> of working residents in Adur actually work within Adur district. Between 2010-2011 there was net daily out commuting of 1,294 people from the district to Worthing and 3,538 to Brighton & Hove,<sup>12</sup> reflecting the area's close proximity to larger employment centres. Job densities in the district are low - as of 2012, Adur had a job density of 0.63 (a ratio of jobs to population of working age) which is significantly below the national figure of 0.81.<sup>13</sup> Therefore there is a need for more employment land to be provided in Adur to help redress this balance.
- 2.29 The public services sector provides the largest number of jobs in Adur (24% of jobs). This includes local government, education, health, defence and policing. Other large sectors in Adur, in terms of total employment, include wholesale and retail (22%), financial and other business services (17%), and manufacturing (13%). In comparison to West Sussex, the South East and the rest of the UK, Adur's strongest sectors are extraction and mining, manufacturing and construction.<sup>14</sup>
- 2.30 Relative to the wider sub-region (Brighton-Adur-Worthing) and the South East as a whole, a high proportion of commercial floorspace in Adur is industrial (41% compared to 30% across West Sussex and 28% across the South East). A third of industrial floorspace in the Adur-Brighton-Worthing area falls within Adur District compared to 25% of warehouse floorspace and just 6% of office floorspace. There is a relatively low level of office floorspace in the District, which makes up 10% of commercial floorspace compared to 25% across the Adur-Brighton-Worthing area and 20% across the South East.<sup>15</sup>

<sup>10</sup> <https://www.adur-worthing.gov.uk/adur-ldf/annual-monitoring-report/>

<sup>11</sup> This figure includes those that work in the Adur District (23.6%), those that work from home (10.3%), and those that have no fixed place of work (10.2%).

<sup>12</sup> 2011 Census.

<sup>13</sup> NOMIS.

<sup>14</sup> Experian 2013.

<sup>15</sup> Adur Employment Land Review 2014.

- 2.31 In commercial terms, Adur is primarily an industrial location (for industrial and warehouse floorspace) and does not currently have a particularly well developed office market, influenced partly by its proximity to Brighton which is an established office centre.<sup>16</sup> Although the manufacturing sector in Adur has been performing relatively well, traditional manufacturing across the region has generally been in decline in recent years and this trend is set to continue. Therefore, it is important that a range of employment land and premises are provided in Adur to help strengthen the economy.
- 2.32 This Local Plan seeks to facilitate and deliver long-term sustainable economic growth, working in conjunction with relevant partners. This will be vital in securing positive outcomes for local residents and the community in general, in terms of increasing the number and types of jobs available, reducing out-commuting, and encouraging investment back into the local economy.

### Adur in the wider sub-regional economy

- 2.33 The Coast to Capital Local Economic Partnership (LEP) extends as far north as Croydon and includes Chichester at its western end and Brighton & Hove and Lewes at its eastern end. The LEPs carry out some of the responsibilities of the previous Regional Development Agencies, setting out economic priorities for their relevant area, but it will be the responsibility of the Local Authorities to determine many of the 'larger than local' strategic issues. Within this context, the Coastal West Sussex Partnership brings together Adur, Worthing, Arun, Chichester, Horsham and Mid-Sussex districts with partner organisations within the functional economic area to identify priorities and opportunities to improve local economic conditions. The Coastal West Sussex Partnership, along with the other economic partnerships in the County (Gatwick Diamond and Rural West Sussex), will deliver some of the LEP priorities. The Coastal West Sussex authorities experience similar problems in terms of access on key routes, pockets of deprivation, a limited supply of employment land, many people in low paid jobs, and many residents 'having low skills. These problems are very much apparent within Adur.

### The Strategic Economic Plan and Growth Deal for the Coast to Capital LEP

- 2.34 The Strategic Economic Plan 2014 (SEP) for the Coast to Capital LEP sets out ambitions for sustainable economic growth; investments and proposals for realising these ambitions; the proposed Growth Deal with Government and the Local Growth Fund Investment required to 2020/21. The vision of the LEP is to 'deliver exceptional growth and productivity gains to deliver economic performance to rival the best in Europe and the rest of the world'. The SEP sets out a 6 year programme of investment in business critical infrastructure including, amongst other things, transport and flood defences with the aim of creating 60,000 new jobs, 26,000 new homes and 970,000 sqm of new employment floorspace in the region.

<sup>16</sup> Adur Employment Land Review 2014.



- 2.35 The SEP identifies the Shoreham area as one of the strategic locations for growth. It builds on the Greater Brighton City Deal (see below) and links the delivery of employment growth and new housing across Shoreham Harbour, Shoreham Airport and linked strategic housing allocations in this Local Plan. The SEP recognises the flood risk and transport constraints in delivering housing and employment growth and its bid to Government for funding focussed on addressing the funding gap that currently exists in delivering flood defences for the River Adur (Shoreham Adur Tidal Walls and the Western Harbour Arm). Transport infrastructure represented the single largest element of the bid.
- 2.36 In the summer of 2014, the LEP secured a total of approximately £202m from the Government's Local Growth Fund to support economic growth in its area which will bring forward at least £240m of additional investment from local partners and the private sector. For Shoreham, the Local Growth Fund awarded £9.5m for flood defence projects and £13.78m for the Shoreham Area Transport Package (which includes Shoreham Airport). Further investment is also committed by the LEP to support Highways England to improve the capacity, reliability and resilience of the roads recognising the problems of congestion on the A27 Worthing and Lancing corridor and towards flood defences (in addition to funding from the Environment Agency).

### City Deal

- 2.37 City Deals are agreements between Government and a city that give the city control to:
- take charge and responsibility of decisions that affect their area
  - do what they think is best to help businesses grow
  - create economic growth
  - decide how public money should be spent

The Greater Brighton City Deal, awarded in 2014, is formed by the local authorities of Brighton & Hove City Council, Adur District Council, Lewes District Council, Mid-Sussex District Council and Worthing Borough Council, working together.

- 2.38 Through this agreement the Greater Brighton Region aims to prioritise economic growth supporting the delivery of the Coast to Capital LEP's Growth Strategy and the Government's Plan for Growth. The approach is to make the most of creative talent in core technologies linked to university specialisms. The ambition is to increase GVA (Gross Value Added), the number of people employed and productivity by:
- Developing a network of growth centres, linked to universities
  - Develop a bespoke City Region skills system responsive to the needs of high technology, service innovation businesses
  - Test and extend new models of business and innovation support linked to growth centres.

- 2.39 Shoreham Harbour and Shoreham Airport are identified as growth centres which will focus on environmentally driven technologies.

### **West Sussex Economic Strategy**

- 2.40 The West Sussex Economic Strategy (led by West Sussex County Council) covers the period 2012 – 2020 and sets out a high-level approach to supporting sustainable economic growth in the county. Key elements of this strategy include the need to ensure the best use of land and property to support a sustainable economy.

### **Adur Employment Land Review 2014**

- 2.41 An Employment Land Review (ELR) Update was produced for Adur in 2014. This report noted that the supply of land and premises for employment in Adur is very constrained and, on the whole, of relatively poor quality. It identified a clear need for additional high quality sites to meet market demand.

- 2.42 Based on updated forecasts and past employment development trends, the ELR recommends that the Local Plan should make provision for the following scale of change in employment floorspace (in net terms) over the 2011-31 period:

- B1a/b (Office and Research and Development): Demand for an additional 15,000 to 20,000 sqm net;
- B8 (Warehouse): Demand for an additional 35,000 to 40,000 sqm net.

- 2.43 The ELR recommends the following strategic sites to help meet this demand:

- Shoreham Airport
- Shoreham Harbour
- New Monks Farm

### **Delivering a Flexible Economy**

- 2.44 Although B class activities are traditionally vital to the local economy, other employment generating uses such as retail, leisure and service industries also make a significant contribution to the economy. These will be focussed in town centres and other locations within the Built Up Area Boundary.

- 2.45 The strategic sites outlined in the policy below will meet a significant amount of the demand for employment uses in Adur:

- Shoreham Airport– planning positively for aviation and non-aviation employment generating uses within a high-quality business environment (see Policy 7).
- Shoreham Harbour – by facilitating the relocation of existing employment uses that wish to move in order to expand, modernise or operate in a more

appropriate area, new opportunities will be created for B1 office space, plus other appropriate employment-generating uses (See Policy 8).

- New Monks Farm – delivery of appropriate employment generating uses as part of a mixed use development incorporating residential and community uses (See Policy 5).

2.46 It is unlikely that the above strategic sites and other key existing employment areas will meet the full projected demand for new employment floorspace in Adur as identified in the Employment Land Review (2014), as there is limited capacity due to a number of environmental constraints already set out in this Plan. As a result, the Council is working with neighbouring authorities to help meet the employment needs of the area under the Duty to Co-operate.

#### **Policy 4: Planning for Economic Growth**

**To facilitate regeneration and ensure a sustainable economy, a minimum of 41,000 square metres of land will be allocated for appropriate employment generating uses in Adur up to 2032 at the following locations:**

- **Shoreham Airport (a minimum of 15,000sqm)**
- **New Monks Farm (a minimum of 10,000sqm)**
- **Shoreham Harbour Regeneration Area (a minimum of 16,000sqm within Adur)**

**These allocations will provide a range of employment sites in terms of locations and sizes, and provision will be made within these allocations for a range of accommodation types.**

**Further economic development at the site to the north of the airport, currently occupied by Ricardo, will be supported subject to other policies in this Plan.**

**In addition to the above provision, additional employment floorspace will also be achieved through redevelopment, intensification and change of use to employment. The majority of this floorspace will be provided within the town centres and the main existing employment areas.**

**Outside of designated employment areas, where new development for, or extensions to B1, B2 and B8 uses is proposed, such applications will only be permitted where it is demonstrated they will not have an unacceptable impact on adjacent residential properties and they comply with other policies in this Plan.**

**Criteria for the identification and provision of new employment floorspace will include the need to provide a variety of new business premises including small and medium sized premises, the need to meet the modern needs of businesses in terms of floorspace, security, quality**

**of environment, good access and services, and ensuring there are no conflicts with neighbouring uses.**

### STRATEGIC ALLOCATION: NEW MONKS FARM

- 2.47 This is a large site which can incorporate a mix of uses, including employment-generating floorspace (a minimum of 10,000 sqm), an informal country park and a community hub (which could potentially provide a small local retail facility and/or community meeting space). The site also provides the opportunity for the provision of land for a new primary school to meet needs from the local area, with potential for expansion in the future. The site could potentially accommodate a minimum of 600 dwellings and will need to address landscape, drainage and biodiversity issues as indicated below. Development at this site will require a new access onto the A27 which would also help unlock further development at Shoreham Airport (see Policy 7).
- 2.48 A Landscape and Ecological Survey of Key Sites Within Adur was undertaken in 2012 followed by a Landscape Study Update and Landscape Sensitivity Assessment in 2016. The latter states that the New Monks Farm landscape character area (that area proposed for built development) has a medium-low overall landscape sensitivity. —The Saltworks area (that area primarily proposed for the country park) has a medium overall landscape sensitivity. The 2016 study also states that the fields between the edge of the built-up area of Lancing and Mash Barn Lane contribute little to the landscape setting of Lancing or the integrity of landscapes within the Local Green Gap. However, the 2012 study states that Mash Barn Lane is a natural landscape 'edge' and that the fields to the east of this lane form part of the central landscape of the Gap and make an important contribution to its sense of openness and 'greenness'. As a result, it is considered that any development to the east of Mash Barn Lane needs to be designed particularly sensitively and the principles set out in the Landscape and Ecological Survey (2012), including strategically sited blocks of woodland, need to be incorporated into the design of development at New Monks Farm.
- 2.49 The most important biodiversity habitats on the site, as identified by the Landscape and Ecological Survey (2012), are the network of streams and ditches which flow eastwards through the small pastures to the north west of the site and along Mash Barn Lane. These form part of a wider network of water bodies between Lancing and Shoreham Airport. This network of riparian habitats should be retained and managed as part of an ecological network. The north-west area of the site also has potential to support a range of protected, rare/notable and BAP species and should also be retained, and where possible enhanced. A Landscape/Green Infrastructure Strategy should be produced and implemented to ensure that the site provides multi-functional benefits such as biodiversity, recreation and flood mitigation.
- 2.50 Options for a new access onto the A27 have been explored. The preferred site for a proposed roundabout is centrally located between New Monks Farm and Shoreham Airport, with a reconfigured access at Sussex Pad. The relevant

parties are working with Highways England to ensure that an acceptable access solution is achieved.

- 2.51 It will be essential to ensure that safe and improved pedestrian, cycle and equestrian access across the A27 to the South Downs National Park is provided. Additionally, the roundabout will need to be designed to minimise any landscape impacts it may have, particularly given the close proximity of the National Park. New pedestrian and cycle networks should integrate with existing routes as far as possible.
- 2.52 Before the new access onto the A27 is delivered, improvements would need to be made to facilitate access via the existing road network, including from Grinstead Lane. However the amount of development delivered prior to the new junction becoming operational would need to be restricted to a maximum of 250 dwellings in order to avoid adverse impacts on the existing residential area. To minimise the impact of cars on local roads both within and adjacent to the proposed development, travel by foot, bicycle and bus will be encouraged. On completion of the new A27 access, the existing accesses from the site onto Grinstead Lane will be restricted to buses and emergency vehicles only.
- 2.53 Mitigating the impact of new development on the congested A27/Grinstead Lane (North Lancing roundabout) junction will be vital. Prior to the submission of any planning application for New Monks Farm, a full Transport Assessment will be required to look at access onto, and impact on local roads, as well as off-site impacts on existing junctions along the A27. This assessment will need to demonstrate how the development will help deliver the necessary mitigation measures.
- 2.54 The site is predominantly located in Flood Zone 3a with parts in Flood Zones 1 and 2. However it has, in accordance with the guidance set out in the National Planning Policy Framework, passed both the sequential and exceptions tests.<sup>17</sup> Parts of the site are at risk from surface water flooding, particularly the northern section, and the site is also susceptible to ground water flooding. The flood risk assessment submitted at the planning application stage will have to demonstrate in greater detail how flood risk from all sources will be mitigated, and that flood risk to other areas will not be increased. Additionally, where possible, the flood risk assessment should identify opportunities to reduce flood risk overall. The developer will need to work with Adur District Council, West Sussex County Council and the Environment Agency to develop a robust drainage strategy for the site. The Lancing Surface Water Management Plan (2015) was produced to understand the causes of flooding and identify any capital improvements or ongoing maintenance needed to reduce the impacts of flooding to people and infrastructure. In developing a robust drainage strategy for the site it will be important to take into account the findings of the Surface Water Management Plan and seek to facilitate its recommendations where relevant.

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<sup>17</sup> See the Sequential and Exceptions Test for the Adur Local Plan 2016.

- 2.55 Although the construction of the Shoreham Adur Tidal Walls is not essential for development to take place at New Monks Farm, this scheme will help to reduce tidal flood risk on the site.
- 2.56 Wastewater from the new development will be expected to drain to a public sewer. If this is not feasible (following discussions with Southern Water Services and the Environment Agency) and there is evidence that all options for connection to the public sewerage network have been fully explored, the advice in paragraph 020 of the National Planning Practice Guidance should be followed. The operation of and future management of any alternative sewerage scheme should be set out clearly in any planning application for the development of the site.
- 2.57 The proposed New Monks Farm site lies within the Mash Barn ward, which suffers from deprivation in terms of education.<sup>18</sup> The Index of Multiple Deprivation 2010 found that Mash Barn was the 12<sup>th</sup> most deprived ward in West Sussex.
- 2.58 Although the site is adjacent to Shoreham Airport, the proposed development area falls outside of the noise contours as identified in the Brighton City Airport Noise Maps produced in December 2014. However the northern part of the site is adjacent to the A27. A noise assessment will be required with appropriate mitigation where necessary.
- 2.59 As indicated in Part Four of this Plan, the Coastal West Sussex Gypsy and Traveller Accommodation Assessment (2013), updated in 2014, has indicated that there is a requirement for 4 Gypsy and Traveller pitches and one Travelling Showpeople plot in Adur (outside of the National Park). Due to the limited opportunities available, the study recommends that consideration is given to meeting this requirement within the proposed strategic allocations.
- 2.60 There is an existing Gypsy and Traveller site at Withy Patch immediately south of the A27, and adjacent to the proposed New Monks Farm country park. The new roundabout will necessitate relocation of this site in the locality. Flood mitigation for the relocated site should be provided through the raising of the land to take it out of Flood Zone 3. Given that the Gypsy and Traveller Accommodation Assessment study indicates that the demand for new pitches is mainly a result of new family formation on this site, relocation of this site provides an opportunity to address this need through an extension to the relocated site, and to improve facilities. However, the provision of additional pitches to meet these needs can only take place once it has been confirmed that the proposed site extension will be located outside of Flood Zone 3. The detail of this will be progressed through a Gypsy and Travellers DPD as it would be premature to allocate a site at this stage until any land raising is undertaken.

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<sup>18</sup> Adur and Worthing Community Profile 2014.



**Policy 5: New Monks Farm, Lancing:**

Land at New Monks Farm (as shown on the Policies Map) will be allocated for mixed use development comprising:

- A minimum of 600 homes, 30% of which are to be affordable, providing a mix of types and tenures in accordance with identified needs.
- A community hub.
- 1 hectare of land to accommodate a 1-form entry primary school, with additional land for expansion to 2-form entry in the future.
- A minimum of 10,000sqm of appropriate employment-generating floorspace.
- Suitable access onto the A27 in agreement with Highways England.
- Provision or funding of mitigation for off-site traffic impacts on the Strategic Road Network and local roads through a package of measures including improvements to the A27/Grinstead Lane (North Lancing roundabout) junction.
- Provision of sustainable transport infrastructure including improved public transport and cycle, pedestrian and equestrian links to Lancing, Shoreham-by-Sea and the South Downs National Park.
- Site-specific travel behaviour initiatives which encourage sustainable modes of transport. (This should include a package of travel behaviour initiatives such as residential and workplace travel plans).

The Withy Patch Gypsy and Travellers site should be relocated, to allow for the delivery of the new roundabout access onto the A27, and increased in size. The new site should be built at a higher level to reduce flood risk and to take the site out of Flood Zone 3. This will enable the provision of additional pitches in the future to meet identified needs.

The eastern boundary of the Built Up Area at New Monks Farm as shown on the Policies Map is indicative. The final boundary will be determined at the planning application stage, having regard to landscape, drainage and viability considerations. However, any amendments to the boundary currently shown on the Policies Map must be based on a clear and convincing justification.

Improved access across the A27 to the South Downs National Park for pedestrians, cyclists and equestrians must be provided.

Developers will need to work with Adur District Council, West Sussex County Council and the Environment Agency to ensure that tidal and fluvial flooding as well as surface water and groundwater flooding are adequately mitigated without worsening flood risk elsewhere. A Flood Risk Assessment (FRA) will be required at the planning application stage. The FRA must take account of and seek to facilitate relevant recommendations of the Lancing Surface Water Management Plan and

must also set out a strategy for the long term management and maintenance of drainage on the site.

As part of a Landscape Strategy/Green Infrastructure Strategy for the site, the following are to be delivered:

- Ecological enhancements in the north-west corner of the site in order to address the safeguarding and enhancement of biodiversity assets.
- Retention and enhancement of the existing network of water bodies on site for drainage and ecological benefits.
- Open space and recreation areas (to include children's play areas) located within the development, and provision for formal sports, in accordance with Council standards.
- A Country Park and informal recreation (a minimum of 28 hectares).
- Strategically sited areas of woodland to the north and east of the development area to provide a distinctive 'green edge', screening views of the new development.

A number of assessments will also be required at the planning application stage. These will include:

- A desk-based assessment and, where necessary, a field evaluation of archaeological assets which should be undertaken before determination of any application. Reference should be made to the West Sussex Historic Environment Records.
- A site wide landscape and ecological management plan that is informed by up to date ecological information to be produced and implemented to the satisfaction of the local planning authority to ensure the long-term maintenance of retained and newly created on-site habitats.

Appropriate mitigation of any issues raised through these assessments is to be delivered.

The development of this site, the location and layout of built development, green infrastructure and other landscaping is to be based on the following principles and site-specific requirements:

- Development must respect the landscape of the surrounding countryside and the South Downs National Park.
- Affordable housing is to be distributed throughout the development.
- The development is to be connected to sewerage and water distribution networks at the nearest points of adequate capacity, as agreed with Southern Water.

Development will be phased in order to:

- Ensure the Withy Patch Gypsy and Travellers site is relocated prior to the construction of the new roundabout access onto the A27.

- **Ensure delivery of a new A27 access at an appropriate stage of development.**
- **Facilitate use of the community hub and primary school at a stage to be agreed with West Sussex County Council and Adur District Council.**

**Infrastructure requirements are to be secured through CIL/ s106/planning conditions as appropriate.**

## STRATEGIC ALLOCATION: WEST SOMPTING

- 2.61 This site is comprised of two parcels of land (previously referred to as Sompting North, which lies between the A27 and West Street, and Sompting Fringe, south of West Street) within one ownership, adjacent to the built up area of Sompting.
- 2.62 These two sites form a single allocation for **the** development of **a** minimum of 480 dwellings along with new open space, a community growing space, provision for a community facility, and a new nature conservation area immediately to the north of Cokeham Brooks Local Wildlife Site (LWS). In addition a pedestrian and cycle access across the gap will be delivered to facilitate access to East Worthing. This will require joint working between the site developers, Worthing Borough Council (as the pathway will cross land owned by Worthing Borough Council) and West Sussex County Council.
- 2.63 The land is principally in arable use (Grade 2 and 3b agricultural land) and adjacent to the south-east boundary of the site lays the Cokeham Brooks LWS. This consists of an area of reedbeds and tall fern which is crossed and bordered by wet ditches. It is of considerable importance for wildlife as an area of semi-natural habitat which is especially valuable for birds such as warblers and starlings. The existing LWS will be retained and enhanced, and enhancements made to the buffering habitat north of the LWS. Opportunities to extend the LWS designation to cover the northern buffering habitat will be investigated, as will the possible creation of public access to the site. A management plan will also be required to benefit the LWS.
- 2.64 A 'Landscape and Ecological Survey of Key Sites Within Adur was undertaken in 2012, followed by a Landscape Sensitivity Assessment in 2016. The Sensitivity Assessment states that the Sompting Fringe area (Loose Lane Fields Landscape Character Area) is an exceptionally open arable landscape with an expansive scale and long views, and makes an important contribution to the Local Green Gap. It is assessed as having a medium-high overall landscape sensitivity. The site is visible from a number of sensitive viewpoints within the South Downs National Park. As a result, any new development within the Sompting Fringe area must be designed sensitively and the Landscape and Ecological Survey (2012) sets out a number of proposals to minimise the impact of development on the landscape. This includes, amongst other things, a number of tree clump 'islands' to soften the built edge of the development and provide a visual screen at key visually sensitive locations, and additional planting in hedgerows along the western boundary.

- 2.65 The Sensitivity Assessment also assesses the Sompting North area (NW Sompting Fringe) and states that only the southern part of the site is visible from sensitive viewpoints within the National Park, as it is generally shielded from views from the National Park by the landform of the lower slopes of the Downs. The site is assessed as being of medium overall landscape sensitivity.
- 2.66 In terms of biodiversity, the Sompting North site is dominated by improved grassland which generally has low ecological value. The most important biodiversity habitats in the immediate area are along the site's boundaries and within the adjacent Malthouse Meadow which is managed as a wildlife conservation area by Adur District Council and Sompting Parish Council.<sup>19</sup>
- 2.67 A Playing Pitch Strategy produced for Adur & Worthing Councils in 2015 identified the need for 4 additional youth pitches in Adur up to 2031. Since this study was completed, a 3G youth pitch has been provided at the American Express Elite Football Performance Centre in Lancing and another is proposed at Sir Robert Woodard Academy, also in Lancing. Subject to the pitch at Robert Woodard Academy gaining planning permission, this would leave a residual requirement for 2 youth pitches which will be provided within the allocation at West Sompting.
- 2.68 Access to the southern part of the site will be via Loose Lane, together with a new access from West Street which would run along the western boundary of Sompting Fringe. This will give priority to traffic going to/ from the development. Access to the northern part of the site will be via Dankton Lane.
- 2.69 Traffic from this site will have to pass through two congested junctions - the A27/Grinstead Lane (North Lancing roundabout) junction, and A27 Sompting Bypass/ Upper Brighton Road (Lyons Farm). Potential mitigation measures have been identified and will need to be delivered as part of the development. In addition, any local road improvements affecting Sompting Village Conservation Area must respect its historic character.
- 2.70 West Street experiences traffic problems, in part caused by westbound traffic 'rat running' to bypass congestion on the A27. There is an existing traffic calming scheme on West Street and Upper Brighton Road. However, further traffic management is likely to be required on this route. This is likely to involve extending the traffic calming measures to the east and intensifying existing measures.
- 2.71 Prior to the submission of any planning application for this site, a full Transport Assessment will be required to look at access onto, and impact on local roads, and off-site impacts on existing junctions along the A27 including Dankton Lane, and will need to demonstrate how the development will deliver any necessary mitigation measures and address impacts on air quality. This

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<sup>19</sup> The West Sompting allocation does not include Malthouse Meadows.

should consider any impacts on the Worthing Borough Council Air Quality Management Area No.2.<sup>20</sup>

- 2.72 The site lies predominantly within Flood Zone 1 with small areas in Flood Zone 2, 3a and 3b. Parts of the site are at risk from surface water flooding, particularly the southernmost part. The site is also susceptible to ground water flooding. The site layout will be expected to direct development away from the areas most at risk and appropriate mitigation measures will be required to reduce all forms of flood risk across the site. A Flood Risk Assessment will be required at the planning application stage and this will need to show that not only can flood risk be mitigated on site but that flood risk will not be worsened elsewhere. Opportunities to improve flood risk in the area should also be sought where possible.
- 2.73 The layout will also need to take account of the high voltage power lines which run north-south through part of the site.
- 2.74 A Neighbourhood Plan is being prepared for Sompting. There is potential for certain aspects of the West Sompting allocation – for example, design and the layout of open spaces - to be addressed through this process.

#### **Policy 6: Land at West Sompting**

**Land at West Sompting (as shown on the Policies Map) will be allocated for residential development comprising:**

- **A minimum of 480 dwellings at West Sompting, of which 30% of the total are to be affordable homes to provide a mix of types and tenures in accordance with identified needs.**
- **Provision or funding of mitigation for off-site traffic impacts on the Strategic Road Network and local roads through a package of measures including improvements to the A27/ A2025 Grinstead Lane junction, A27 Sompting Bypass/ Upper Brighton Road (Lyons Farm junction), A27/Dankton Lane junction and enhancement of the traffic calming scheme in West Street.**
- **Provision of sustainable transport infrastructure including improved public transport.**
- **Working with Worthing Borough Council and West Sussex County Council, a public right of way will be delivered to provide a link to Worthing across the Local Green Gap.**
- **A package of site-specific travel behaviour initiatives to encourage sustainable modes of transport. (This should include travel behaviour initiatives such as residential travel plans).**
- **Footpath improvements along West Street.**
- **Provision for a community facility.**
- **A financial contribution towards the provision of education facilities.**

<sup>20</sup> <https://www.adur-worthing.gov.uk/environmental-health/pollution/air-quality-and-pollution/local-air-quality-management/#upper-brighton-road-worthing>

Developers will need to work with Adur District Council and West Sussex County Council to ensure that surface water and ground water flooding are adequately mitigated without worsening flood risk elsewhere. Opportunities to reduce flood risk elsewhere should be taken. This issue should be addressed in detail by a Flood Risk Assessment at the planning application stage.

As part of a Landscape Strategy/Green Infrastructure Strategy for this site, the following are to be delivered:

- A nature conservation area north of the existing Cokeham Brooks LWS (as shown on the Policies Map);
- A community growing space/ orchard;
- A landscaped buffer alongside the western boundary of the development;
- Open space and recreation areas (to include children's play areas located within the development) in accordance with Council standards; and
- Provision of playing pitches to help meet Adur's specific playing pitch needs.

The development must safeguard, enhance, and seek the extension of the Cokeham Brooks Local Wildlife Site.

A number of assessments will also be required at the planning application stage. These will include:

- A desk-based assessment and, where necessary, a field evaluation of archaeological assets which should be undertaken before determination of any application. Reference should be made to the West Sussex Historic Environment Records; and
- A site wide landscape and ecological management plan that is informed by up to date ecological information to be produced and implemented to the satisfaction of the local planning authority to ensure the long-term maintenance of retained and newly created on-site habitats.

Appropriate mitigation of any issues raised through these assessments is to be secured.

The development of this site, the location and layout of built development, green infrastructure and other landscaping is to be based on the following principles and site-specific requirements:

- Development must respect the landscape of the surrounding countryside and South Downs National Park, and the historic character of Sompting Conservation Area.
- Affordable housing is to be distributed throughout the whole development site.



- **The development is to be connected to sewerage and water distribution networks at the nearest points of adequate capacity, as agreed with Southern Water. This site will require new and improved water mains. The existing sewerage infrastructure present on and crossing the site must be protected, and future access secured for operational, maintenance and upsizing purposes.**

**The elements identified above, and any other infrastructure requirements are to be secured through CIL/s106/planning conditions as appropriate.**

## SHOREHAM AIRPORT

- 2.75 Small regional airports, such as Shoreham Airport, play a valuable role in the local economy. Shoreham Airport is the oldest licensed airfield in Britain and is home to a wide range of general and commercial aviation activities, related engineering operations and training. Shoreham Airport is an important part of Britain's aviation heritage, a key business centre and a popular visitor attraction. The art deco Terminal Building at the Airport is Grade II\* Listed. There is also a Grade II Listed aircraft hangar adjacent to the Terminal Building, a World War II 'dome trainer' designated as a Scheduled Ancient Monument close to the northern edge of the airfield, and pillboxes on the west bank of the River Adur.
- 2.76 The Adur Employment Land Review Update (2014) states that Shoreham Airport represents a key opportunity for economic development and growth as it can attract high value-added activities, capitalising on the existing business cluster and key high profile employers, such as Ricardo. The site also benefits from an attractive environment and relatively good access from the A27. New development will help support the airport function in the long-term.
- 2.77 Proposals to restore the terminal building and to secure additional commercial development (a total of 5,430 sqm) and hangar floorspace close to the terminal building (involving the demolition of the municipal hangar) were proposed and a planning application was submitted in 2007. However, prior to a decision being made on the planning application, the municipal hangar building (proposed for demolition as part of the planning application) was listed by English Heritage (now Historic England). Subject to heritage issues being resolved, the proposed additional floorspace provided as part of this application at the Airport is supported in principle by Adur District Council.
- 2.78 On the basis of recent landscape and capacity work as well as further consideration of operational issues at the Airport, the Council considers that there is potential to provide a minimum of 15,000 sqm of employment generating floorspace in the north east corner of the airport without significant impacts on the open character of the area between Shoreham and Lancing and key views to and from the South Downs National Park, as well as Airport operations. However, this is dependent on new development being sensitively sited and designed.

### Key Issues to be addressed

- 2.79 New development at the Airport will result in a need for improved access from the A27; given that the amount of development proposed at New Monks Farm requires a new junction onto the A27, it is intended that this will also serve new development at the Airport. The preferred site for a proposed roundabout is centrally located between New Monks Farm and Shoreham Airport, with a reconfigured access at Sussex Pad. The relevant parties are working with Highways England to ensure that an acceptable access solution is achieved.
- 2.80 It will be essential to ensure that safe and improved pedestrian, cycle and equestrian access across the A27 to the South Downs National Park is provided. The roundabout will need to be designed to minimise any landscape impacts it may have, particularly given the close proximity of the National Park. New pedestrian and cycle networks should integrate with existing routes as far as possible.
- 2.81 Measures will be required to improve linkages and connectivity to encourage sustainable transport modes. There is also an opportunity to secure improved rights of way to the surrounding residential areas of Shoreham-by-Sea and Lancing as well as to Shoreham town centre.
- 2.82 Shoreham Airport is currently located within Flood Zone 3b (functional floodplain). The airport is at risk from tidal and fluvial flooding and has a high susceptibility to groundwater flooding. There are also potential surface water flooding issues but these are less significant. The construction of the Shoreham Adur Tidal Walls Project led by the Environment Agency will reduce the likelihood of tidal and fluvial flooding at the airport and would result in a change to the Flood Zone of the airport from 3b to 3a (high probability). This change will facilitate the allocation of a minimum of 15,000 sqm of employment floorspace at Shoreham Airport to be constructed. The allocation is therefore dependent on the construction of the tidal walls. Construction of the tidal walls has commenced and is likely to be completed in 2018.
- 2.83 The Adur Landscape Sensitivity Assessment (2016) states that the completely flat, open and ordered airport landscape contrasts with the natural curve and textured pattern of the River Adur and its mudflats alongside. The area makes a strong contribution to the impression of open, extensive greenspace in the Lancing-Shoreham Local Green Gap, enhancing the sense of separation between Shoreham and Lancing and providing a striking landscape setting for the lower stretches of the River Adur as it winds towards the sea. The study assesses the overall landscape sensitivity of Shoreham Airport as high.
- 2.84 It is essential that the open character of the area is retained and key views are protected. These views are obtained from viewpoints within the South Downs National Park such as Lancing Ring and Mill Hill to the airport and Terminal Building, the Grade I Listed Church of St Nicolas and the Old Tollbridge, as well as key local views across the Local Green Gap and up to the Downs and Lancing College from the well-used paths running north-south on both sides of the River Adur.

- 2.85 It is important that the settings of the Grade II\* Listed Terminal Building, the Grade II Listed hangar and the Dome Trainer Scheduled Ancient Monument are not negatively impacted upon as a result of new development and any new access to the Airport.
- 2.86 The Airport is located adjacent to the Adur Estuary Site of Special Scientific Interest (SSSI) and the airport itself provides a supporting role in terms of wintering/wading birds including lapwings and skylarks. It is essential that any new development at the Airport does not impact on the SSSI and opportunities should be taken to improve the SSSI where possible as well as biodiversity within the airport site itself. Ecological enhancements will be sought through all aspects of development on this site (for example green roofs etc.) to take into account visual sensitivities of the landscape and offer biodiversity opportunities.
- 2.87 There is an existing Section 52 agreement for the airport which restricts development outside of the existing developed area at the south of the airport. This agreement will be amended to allow development to take place within the area allocated in this plan.

#### **Policy 7: Shoreham Airport**

**A minimum of 15,000 sqm of new employment generating floorspace (both aviation and non-aviation related), including a mix of B1 (business), B2 (general industry) and B8 (storage)/\_hangar uses, will be provided on the north-eastern side of the Airport (as shown on the Policies Map). Any deviation from the boundary shown on the Policies Map must be based on a clear and convincing landscape and viability justification through the planning application process.**

**New development at the Airport must be designed to minimise its impact on the landscape as well as on the open nature of the Shoreham-Lancing Local Green Gap. Key views must be retained, and any impacts on the historic character of the Airport and the historic assets within it must be minimised. A Development Brief will be required to address these issues.**

**New development at the Airport will result in a need for improved access from the A27. Access across the A27 to the South Downs National Park for pedestrians, cyclists and equestrians must be retained, and where possible, enhanced. New development will also be required to contribute to the provision or funding of mitigation for offsite traffic impacts on the strategic road network and local roads through a package of measures including improvements to the A27/A2025 Grinstead Lane junction.**

**A package of site- specific travel behaviour initiatives to maximise opportunities to encourage sustainable modes of transport will be required. (This should include travel behaviour initiatives such as workplace travel plans). These initiatives will include improvements to**

adjacent footpaths, cycle ways and bus transport, linking the Airport to the A259 coast road and Shoreham town centre. A travel plan will need to accompany any future planning application at the site, detailing sustainable transport measures to reduce the impact of development on the highway network.

Due to the current Flood Zone 3b (functional floodplain) designation at the Airport, no development shall take place within the allocated area until the relevant section of the Shoreham Adur Tidal Walls on the west bank has been completed. In addition, flood mitigation measures will need to be incorporated into the development in order to further reduce flood risk. A Flood Risk Assessment (FRA) will be required at the planning application stage. The FRA must take account of and seek to facilitate relevant recommendations of the Lancing Surface Water Management Plan.

Mitigation measures will be required to ensure that new development at the Airport does not impact on the ecological value of the airport itself or the adjacent Adur Estuary SSSI. — Where possible, ecological enhancements should be incorporated as an integral part of the development.

A number of assessments will also be required at the planning application stage. These will include:

- A desk-based assessment and, where necessary, a field evaluation of archaeological assets which should be undertaken before determination of any application. Reference should be made to the West Sussex Historic Environment Records; and
- A site wide landscape and ecological management plan that is informed by up to date ecological information to be drawn up and implemented to the satisfaction of the local planning authority to ensure the long-term maintenance of retained and newly created on-site habitats.

Any new development at the airport must not jeopardise the runway use or airport operations.

Within the existing developed area located at the southern end of the Airport (as shown on the Policies Map), airside locations will be protected and supported for aviation-related B1, B2 and B8/hangar uses. Non-airside locations will be protected and supported for aviation-related B1, B2 and B8/hangar uses and for non-aviation related B1, B2 and B8 uses where it can be demonstrated that the use will not impact the operational viability of the Airport. Appropriate aviation-related training uses will also be supported. However, training which does not require access to operational facilities will not be supported in airside locations.

**Infrastructure requirements are to be addressed through s106/CIL/ planning conditions as appropriate.**

## **SHOREHAM HARBOUR REGENERATION AREA: BROAD LOCATION POLICY**

2.88 Shoreham Harbour Regeneration Area is identified in this Local Plan as a broad location for change (see Policies Map). To maximise the opportunities offered by this diverse waterfront location the Council is working as part of the 'Shoreham Harbour Regeneration Partnership' (jointly with Brighton & Hove City Council, West Sussex County Council and the Shoreham Port Authority) to prepare a Joint Area Action Plan (JAAP) to guide the revitalisation of the area. The JAAP will contain detailed proposals as to how the area could be developed up to 2032 and a planning framework to guide investment and delivery. A minimum of 1,100 new dwellings (in the Western Harbour Arm) and a minimum of 16,000 sqm of employment generating uses (12,000 sqm in the Western Harbour Arm and 4,000sqm in Southwick Waterfront) are promoted within the Shoreham Harbour Regeneration Area in Adur District during the plan period to 2032.

### **Context**

- 2.89 Shoreham Harbour is an attractive location benefitting from a natural coastal setting and accessible waterfront environment. The harbour stretches for five kilometres of waterfront bounded to the north by the A259 south coast road, the West Coastway railway line and the coastal communities of Shoreham-by-Sea, Kingston-by-Sea, Southwick, Fishersgate, South Portslade and Hove. The harbour occupies a strategic economic location in the south-east region with Brighton and Shoreham-by-Sea readily accessible by quick road and rail journeys and Gatwick Airport and London within an hour away.
- 2.90 The harbour boasts a wealth of maritime history dating back to Roman times. It has a rich and diverse landscape including the Adur Estuary SSSI, historic landmarks including Shoreham Fort and Kingston Beach lighthouse, a number of established residential communities and Shoreham Port as a highly engineered, operational environment.
- 2.91 Given the sensitivities of the area in terms of its environmental designations, heritage features, coastal location and its function as a working port, it is important that the area is planned comprehensively through the JAAP process.
- 2.92 Working closely with the Port Authority there is an opportunity to bring underused sites back in to active use for new employment and housing developments, raise the quality of community spaces and improve waterfront access. The development plans for the harbour are driven by an underperforming coastal economy, the need for port modernisation and consolidation and the increasing challenge of finding strategic growth sites given the physical constraints of the sub-region.

- 2.93 The aims of the plans for Shoreham Harbour over the next 15 - 20 years are:
- To maximise the potential of Shoreham Harbour for the benefit of existing and future residents, businesses, Port users and visitors through a long term regeneration strategy.
  - To deliver a series of appropriately located, high quality, sustainable, mixed-use developments including new housing, employment space, leisure opportunities, improved public realm and associated infrastructure including flood defences and measures to encourage the use of sustainable transport.
  - The consolidation and enhancement of the operations of Shoreham Port, recognising the vital role it will continue to play in the local economy.
- 2.94 This policy applies to the areas of the harbour that fall within Adur District. There is a similar policy in the Brighton & Hove City Plan (Policy DA8) which covers the areas that fall within Brighton & Hove.

### Background

- 2.95 The regeneration of Shoreham Harbour has been an objective of the local authorities and the Port Authority for a number of years. In 2006, a re-appraisal of a previous regeneration project (known as “Shoreham Maritime”) by the South East England Development Agency (SEEDA) and the Shoreham Port Authority concluded that a comprehensive mixed-use scheme covering a wider area than just the Port itself and providing up to 10,000 homes and 8,000 jobs could be viable.
- 2.96 These aspirations for a Shoreham Harbour Regeneration Area were subsequently identified in the (now revoked) Regional Spatial Strategy for the South East (May 2009) (known as the South East Plan). This indicated the Sussex Coast as a priority area for regeneration (SCT2) and specifically identified Shoreham Harbour as a Growth Point (SCT1). The harbour was one of three sites in Adur District described as requiring coordinated action to unlock economic development potential (Policy SCT3). An interim figure for testing of up to 10,000 dwellings was identified subject to feasibility analysis.
- 2.97 Since this time technical studies have concluded that the capacity of the harbour to deliver new housing land is significantly less than 10,000 dwellings. This is mainly due to the high costs of reclaiming land from the sea (that would have enabled additional development space to be accommodated) not being financially viable. There were also concerns about the impact on coastal processes, environment and character of the local area as well as loss of employment land that would have been required to accommodate that level of housing. The current level and mix of development being proposed is a more viable proposition with the realistic potential of being delivered within the plan period. Technical evidence underpinning the scale of development will be outlined in detail in the emerging JAAP.
- 2.98 The release of sites at the harbour for redevelopment is a long term process which requires careful management. The successful delivery of the JAAP



proposals will be dependent upon the ability of the local authorities to work positively with existing site owners and businesses during this period of transition. There is a strong commitment from the Partnership to ensure that any release of sites is backed up by an accompanying strategy which minimises impact on existing business operations and retains local firms and associated jobs in the area.

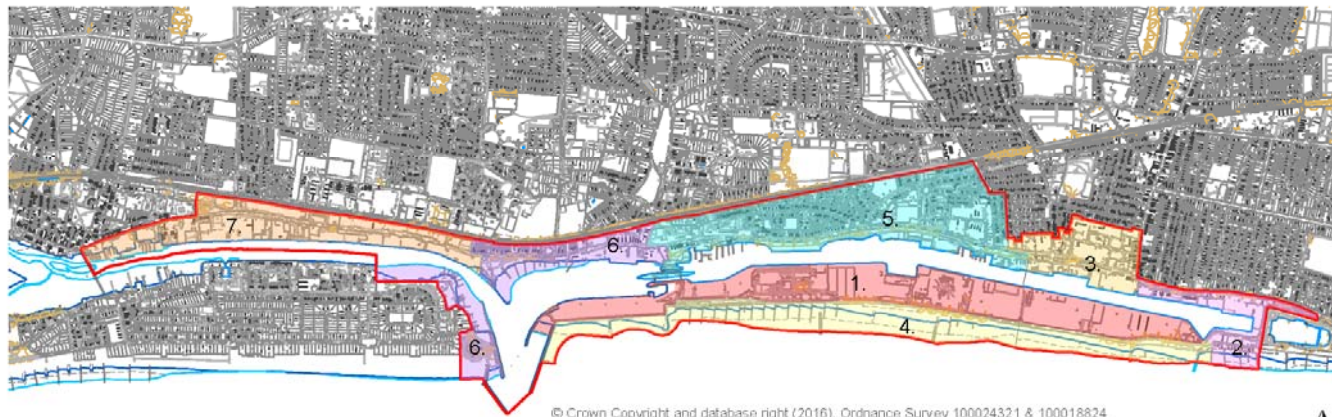
- 2.99 It is essential to ensure that the initial phases of development do not compromise the operations of businesses on sites which are unlikely to come forward until later in the process. In accordance with the Shoreham Harbour Interim Planning Guidance, and the Western Harbour Arm Development Brief prior to sites coming forward for redevelopment to alternative uses, planning permissions for continuation of current employment uses may be granted for temporary periods on a case by case basis.
- 2.100 As well as addressing the needs of existing businesses, a central aim of the JAAP is to facilitate the reconfiguration of underused and vacant industrial areas for a more efficient use of the space to provide new residential and employment generating uses such as office space, restaurants, cafes, leisure, entertainment and tourism related uses. Shoreham Harbour falls outside of the town centre boundaries and as such proposals for town centre uses which are not small-scale or ancillary to other uses must be in accordance with Policy 11 of this Local Plan and will be assessed in accordance with the National Planning Policy Framework sequential and impact tests.
- 2.101 In 2010 the Port Authority adopted a Port Masterplan setting out its plans for future growth. The Masterplan has been subject to public consultation and endorsed by the three local authorities. The activities of the Port – particularly its potential as a hub for renewable energy regeneration - represent a key economic advantage for the area. The delivery of the Port Masterplan is vital to the success of the wider regeneration of the area which relies on the consolidation of port uses into the eastern part of the port.
- 2.102 Shoreham Port is important regionally for the landing, processing and handling of minerals and as such minerals wharves are safeguarded under 'Policy 40 – Wharfage' of the West Sussex Minerals Local Plan (2003). The East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (2013) include Policy WMP 15 which safeguards the overall mineral capacity in ports subject to no net loss of capacity rather than specifically safeguarding individual sites. As a result development proposals affecting minerals wharves are required to demonstrate that there is no net loss of capacity for handling minerals within the port. A similar policy is likely to be included within the emerging updated West Sussex Minerals Local Plan being prepared in partnership with the South Downs National Park.
- 2.103 A Transport Study has modelled the impacts on the highway network of the proposed future development at the harbour as well as the other strategic site allocations within this plan. This study found that the scale of development being promoted can be accommodated subject to mitigation measures to key junctions and it being supported by a package of sustainable transport

initiatives. The outcomes of the modelling work have been taken forward as the Shoreham Harbour Transport Strategy which will guide the provision of transport infrastructure in the area for the next 15-20 years.

- 2.104 Parts of the Shoreham Harbour Regeneration area are vulnerable to surface water, fluvial, and more significantly tidal flooding. Working closely with the Environment Agency, a significant amount of background work has been undertaken to establish the standards of protection that new developments will need to meet in order to protect from flooding. A Flood Risk Management Guide has been prepared which sets out the vision for a comprehensive flood defence solution integrated as part of a new landscaped, waterfront route. Currently the Western Arm falls outside of the Shoreham Adur Tidal Walls Scheme, therefore alternative sources of infrastructure funding are being sought to reduce flood risk in the area through new flood defences.
- 2.105 The Partnership will continue to work closely with Southern Water to ensure that Waste Water Treatment infrastructure is fit for purpose to accommodate future population increases. An assessment of the capacity of the Waste Water Treatment works at Shoreham Harbour has been undertaken concluding that the existing plant has sufficient capacity to accommodate the levels of development being proposed through the Local Plan, Brighton & Hove City Plan and the JAAP. However, changes to environmental regulation requirements may have implications for future land take and an alternative site may need to be identified. The possible need for site expansion in the vicinity of Shoreham Harbour will be explored through the emerging JAAP in close liaison with Southern Water and the Port Authority.
- 2.106 The current plans for the harbour aim to provide a pragmatic balance between the aspirations and ambitions for a new waterfront community and the commercial realities of bringing forward complex, brownfield sites under current market conditions. Viability appraisal underpinning the emerging plans have helped to identify the significant costs of critical, enabling infrastructure – such as flood defences, highways improvements and site assembly costs. The Partnership is also continuing to work closely with stakeholders and local service providers to identify social infrastructure needs and priorities. The Partnership is proactively seeking ways to reduce viability gaps and unlock stalled sites, for example through applying for infrastructure funding and working closely with the Environment Agency and Highways England to identify requirements and delivery mechanism options.
- 2.107 The planning process is supported in parallel by an internal Delivery and Investment Strategy which includes a work programme for engaging with landowners and developers to deliver the regeneration proposals that will underpin the emerging JAAP. Full details of infrastructure requirements for the harbour area will be set out in the Infrastructure Delivery Plans (IDP) that underpins both the Adur Local Plan and the Brighton & Hove City Plan.
- 2.108 The broad location policy below sets out the high level strategy and approach to future planning at the harbour based on a deliverable scale of development which aims to protect the economic opportunities offered by the Port and the

environment of the local area. The detail of the proposals and associated planning policies will be set out in the JAAP to be jointly adopted by Adur District Council and Brighton & Hove City Council and endorsed by West Sussex County Council.

Map 1: Shoreham Harbour Regeneration Area (See Policy 8)



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**Key:**

- 1. South Quayside
- 2. Aldrington Basin (see Brighton & Hove City Plan)
- 3. North Quayside / South Portslade (see Brighton & Hove City Plan)
- 4. Southwick and Portslade Beaches
- 5. Southwick Waterfront and Fishersgate
- 6. Harbour Mouth
- 7. Western Harbour Arm

**Policy 8: Shoreham Harbour Regeneration Area**

Shoreham Harbour Regeneration Area (as shown on the Policies Map) is identified as a broad location for change. Adur District Council will work in partnership with Brighton & Hove City council, West Sussex County Council and Shoreham Port Authority to support the regeneration of the area.

The regeneration partnership will prepare a Joint Area Action Plan (JAAP) for the regeneration area. The plan will jointly be adopted by Adur, Brighton & Hove and West Sussex County Councils.

The JAAP will include a spatial strategy, area-wide policies, and specific proposals for individual character areas within the regeneration area. The plan will be underpinned by a delivery strategy to address a range of issues, including the provision of infrastructure.

The Council will encourage developments that are consistent with the vision, strategic objectives and area priorities in the JAAP.

The Council will facilitate the delivery of a minimum of 1,100 new dwellings and a minimum of 16,000sqm of employment generating uses (including B1 uses) within that part of the Shoreham Harbour Regeneration Area Western Harbour Arm during the plan period to 2032 (as shown on the Policies Map). A minimum of 16,000 sqm of employment generating uses (including B1 uses) will also be provided up to 2032.

Public open space, community uses and small-scale ancillary retail, restaurants and cafes, leisure, and tourism uses will also be provided as part of a sustainable, new waterfront development. Suitable education provision will be made.

The Council will work closely with existing site owners and businesses to identify their needs, support their future aspirations and facilitate relocations to suitable sites either within the consolidated harbour or elsewhere in the local area.

New development at the harbour will be expected to meet high standards of environmental efficiency and a Sustainability Statement will be required as supporting information to accompany all development proposals in the parts of the Shoreham Harbour Regeneration Area within Adur. The Sustainability Statement should be set out in accordance with the Sustainability Statements Guidance Note for Shoreham Harbour Regeneration Area.

Development will be expected to incorporate low and zero carbon decentralised energy generation, in particular heat networks, and required to either connect, where a suitable system is in place (or would be at the time of construction) or design systems so they are compatible with future connection to a network.

All development will be required to protect and enhance the area's important environmental assets and wildlife habitats and in particular minimise impact on the Adur Estuary SSSI. As part of new development, north-south links will be improved to enhance access to greenspace in the rest of Adur including the South Downs National Park.

A Transport Strategy for Shoreham Harbour has been produced to mitigate impacts on the highway network and to promote sustainable travel behaviours. Development in this location should contribute to the delivery of measures identified in the Transport Strategy.

All new development proposals must take into account contaminated land, local noise and air quality impacts and improvements should be sought wherever possible.

Until the JAAP is adopted, the Port Masterplan, Interim Planning Guidance, Development Briefs and this policy will be material considerations in determining applications within the harbour.

#### **Area Priorities**

An area vision and detailed proposals will be defined for the seven Character Areas within the regeneration area through the JAAP process.

<sup>21</sup>

#### **Character Area 1: South Quayside**

##### **Area Priorities:**

- To support Shoreham Port Authority in improving operational efficiencies, developing new trade and exploring opportunities for sustainable energy generation, in line with the adopted Port Masterplan.
- To accommodate the relocation of existing port operators from elsewhere within the Port.
- To identify and where appropriate accommodate the future capacity requirements for the Waste Water Treatment Plant.
- To improve Basin Road South as a popular recreational route for walking and cycling, providing access to the beaches.
- With the exception of the existing Power Station, renewable energy generation (such as solar or wind) and the Waste Water Treatment Plant, non-port operations will not be permitted in this area.

<sup>21</sup> Two of the Character Areas (1 – South Quayside (Port Operational) and 4 -Southwick and Portslade Beaches) straddle the boundary with Brighton & Hove and are therefore included in both Local Plans. Character Areas 2-Aldrington Basin and 3-North Quayside / South Portslade are entirely within Brighton & Hove and therefore addressed in the Brighton & Hove City Plan. The Character Areas have been adapted from those within the Port Masterplan for consistency.



**Character Area 4: Southwick and Portslade Beaches****Area Priorities:**

- To seek improvements to the quality, access, appearance and maintenance of the Public Right of Way corridor, beach promenade, public areas and beach environment.

**Character Area 5: Southwick Waterfront and Fishersgate****Area Priorities:**

- To designate Southwick Waterfront as a strategic employment area.
- To support the comprehensive redevelopment of Southwick Waterfront to accommodate a mix of new and improved employment uses (classes B1, B2 and B8).
- To safeguard and develop port operational areas to accommodate new and relocated port uses with limited land reclamation and a new access road (within the port boundary) in line with the Port Masterplan.
- To support the comprehensive reconfiguration of Lady Bee Marina.
- To address deprivation through partnership working with Action Eastbrook Partnership and local service providers.
- To improve sustainable transport links with surrounding communities.
- To support improvements to local community facilities, including enhancing Fishersgate recreation ground.
- To enhance biodiversity by creating and improving habitats and improved green infrastructure links, including landscape enhancements to social housing estates.

**Character Area 6: Harbour Mouth****Area Priorities:**

- To support the conservation of Shoreham Fort.
- To enhance connections between Shoreham town centre, Shoreham Beach and Shoreham Fort through environmental and landscaping improvements.
- To support the redevelopment of Shoreham Rowing Club and enhance the public realm environment of Kingston Beach.

**Character Area 7: Western Harbour Arm****Area Priorities:**

- To designate the Western Harbour Arm (Waterfront) as a strategic mixed-use area.
- To facilitate the comprehensive redevelopment of the Western Harbour Arm (Waterfront) to become an exemplar sustainable, mixed-use area (classes B1 and C3).

- **To secure improvements to legibility, permeability and connectivity through high quality building design, townscape and public realm, ensuring to respect and complement the character of surrounding areas.**
- **To maximise intensification and redevelopment opportunities of existing lower grade, vacant and under-used spaces.**
- **To facilitate the strategic relocation of industrial uses to elsewhere in the Port or local area to free up waterfront opportunity sites.**
- **To improve access arrangements to create better linkages with Shoreham town centre and surrounding areas.**
- **To improve connections around key linkages including Shoreham High Street/Norfolk Bridge (A259) – Old Shoreham Road (A283), Brighton Road (A259) – New Road – Surry Street, and Brighton Road (A259) – Ham Road.**
- **To deliver a comprehensive flood defence solution integrated with a publicly accessible riverside route including pedestrian/cycle way and facilities for boat users.**
- **To enhance the area’s natural biodiversity by incorporating multi-functional green space, creating and improving habitats and improved green infrastructure links.**