



Adur Planning Committee  
18 September 2017

ADUR & WORTHING  
COUNCILS

Agenda Item 8

Ward(s) Affected: Eastbrook, Marine, Southwick Green, St Mary's

**Proposed Submission Shoreham Harbour Joint Area Action Plan**

**Report by the Director for Economy**

**Executive Summary**

**1. Purpose**

- 1.1. This report seeks consideration and comment on the Proposed Submission Shoreham Harbour Joint Area Action Plan (JAAP), along with its supporting documents. Comments will be taken into account by Joint Strategic Committee, which will be asked to recommend that Adur Council approve the publication of the JAAP for six weeks under, and submission to the Secretary of State for independent examination.
- 1.2. The JAAP forms part of the development plan for both Adur and Brighton & Hove. The JAAP builds upon and complements the Adur Local Plan (currently at examination stage), and Brighton & Hove City Plan Part One (adopted 2016). The Proposed Submission Shoreham Harbour Joint Area Action Plan is attached as Appendix 1. A summary of the amendments to the revised draft plan is attached as Appendix 2. The Sustainability Appraisal and its non-technical summary are attached as Appendices 3 and 4.

## **2. Recommendations**

- 2.1. Planning Committee is recommended to:
- Consider the report, the Proposed Submission Shoreham Harbour Joint Area Action Plan and Sustainability Appraisal, and decide what comments, if any, it wishes to submit to Joint Strategic Committee (JSC) sitting on 10 October 2017. JSC will be asked to recommend that Adur Council sitting on 2 November 2017 agree to the publication and submission of the plan.

## **3. Context**

- 3.1. The regeneration of Shoreham Harbour and surrounding areas has long been an aspiration of Adur District Council, as well as Brighton & Hove City Council, West Sussex County Council and Shoreham Port Authority. The development of Shoreham Harbour, including the redevelopment of the Western Harbour Arm is a commitment within Platforms for our Places.
- 3.2. The JAAP sets a planning policy framework to guide development and investment decisions within the Shoreham Harbour Regeneration Area in order to deliver this regeneration. An area action plan is a type of local plan for an area where significant change is proposed.
- 3.3. The plan includes four allocations for new development:
- Western Harbour Arm (in Adur)
  - Southwick Waterfront (in Adur)
  - South Portslade (in Brighton & Hove)
  - Aldrington Basin (in Brighton & Hove)
- 3.4. Development at these allocations will deliver a minimum of 1,400 new homes, 23,500m<sup>2</sup> of new employment space, a consolidated port, with improved flood defences, transport infrastructure, public spaces and community and leisure facilities.
- 3.5. The Adur Local Plan, which is at examination stage, and the adopted Brighton & Hove City Plan Part One, both include a policy for Shoreham Harbour Regeneration Area. Policy 8 of the Adur Local Plan identifies the Shoreham Harbour area as a broad location for future strategic development. The Adur Local Plan and the City Plan policies make clear that the detailed area wide policies and proposals for each

of the seven character areas within the Shoreham Harbour area will be set out in the JAAP.

- 3.6. Following consideration by the Planning Committee, the JAAP will be considered by Joint Strategic Committee on 10 October 2017. Taking the Planning Committee's comments into consideration, JSC will be asked to make the following recommendations to Adur Council on 2 November 2017:
1. Council agree that the Proposed Submission Shoreham Harbour Joint Area Action Plan is published for a six-week period of representation from 10 November 2017 to 21 December 2017 under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, and that accompanying documents including the Sustainability Appraisal are also made available.
  2. Council delegate authority to the Director for Economy to amend the Proposed Submission Shoreham Harbour Joint Area Action Plan, prior to its publication, and also the Sustainability Appraisal, where amendment is required to correct minor errors factual updates, and for purposes of clarification only.
  3. Council delegate to the Director for Economy in consultation with the Executive Member for Regeneration and Chair of Adur Planning Committee, to agree for publication those documents accompanying the Proposed Submission Shoreham Harbour Joint Area Action Plan.
  4. Council agree that following the six-week publication period for representations, the Proposed Submission Adur Local Plan 2014 be submitted to the Secretary for State for examination, together with its accompanying documents, any representations received during the publication period, any proposed modifications, and any updates to the evidence base as may be necessary.

#### **4. Issues for consideration**

- 4.1. The area covered by the Shoreham Harbour JAAP stretches from the Adur Ferry Bridge in the west to Hove Lagoon in the east. In addition to the operational areas of Shoreham Port, the regeneration area includes the Western Harbour Arm, Adur Homes estates south of the railway line at Southwick and Fishersgate, and industrial estates at Fishersgate and South Portslade
- 4.2. The vision for the Shoreham Harbour Regeneration Area is:

*By 2031, Shoreham Harbour Regeneration Area will be transformed into a vibrant, thriving, waterfront destination comprising a series of sustainable, mixed-use developments alongside a consolidated and enhanced Shoreham Port which will continue to play a vital role in the local economy.*

*The redevelopment of key areas of the harbour will provide benefits for the local community and economy through increased investment, improved leisure opportunities, enhanced public realm and the delivery of critical infrastructure that will help respond positively to climate change*

- 4.3. The regeneration project has nine objectives including objectives on:
- climate change, energy and sustainable building
  - Shoreham Port
  - economy and employment
  - housing and community
  - sustainable travel
  - flood risk and sustainable drainage
  - natural environment, biodiversity and green infrastructure
  - recreation and leisure
  - placemaking and design quality
- 4.4. The plan includes proposals for seven identified character areas. These are:
- CA1 – South Quayside** (within Adur and Brighton & Hove)
- 4.5. South Quayside is mostly a port-operational area. Port facilities will be safeguarded and improved.
- 4.6. The area also includes a waste water treatment works, a power station and renewable energy generation. These uses will be safeguarded.
- CA2 – Aldrington Basin** (within Brighton & Hove)
- 4.7. Aldrington Basin includes a mixture of port operations, employment space and some residential areas. Port facilities will be safeguarded and improved.
- 4.8. The area includes an allocation for proposed development of a minimum of 4,500m<sup>2</sup> employment generating floorspace and 90 new homes.
- CA3 – North Quayside and South Portslade** (within Brighton & Hove)
- 4.9. North Quayside is mostly a port-operational area. Port facilities will be safeguarded and improved.
- 4.10. South Portslade is mostly an employment area. It includes an allocation for proposed development of a minimum of 3,000m<sup>2</sup> employment generating floorspace and 210 new homes.

**CA4 – Portslade and Southwick Beaches** (within Adur and Brighton & Hove)

- 4.11. Access to Portslade and Southwick Beaches for pedestrians and cyclist will be improved. Habitats and biodiversity will be created and protected.

**CA5 – Fishersgate and Southwick** (within Adur)

- 4.12. Fishersgate and Southwick include a mixture of port operations, employment space, residential areas and green space. Port facilities will be safeguarded and improved.
- 4.13. The area includes an allocation for proposed development at Southwick Waterfront. This will deliver a minimum of 4,000m<sup>2</sup> employment generating floorspace.
- 4.14. Lady Bee Marina will be expanded and improved. Green space will be improved and connected to create wildlife corridors and linear open spaces.
- 4.15. Improvements to existing housing estates will be supported. This includes the retrofit of energy efficiency measures.

**CA6 – Harbour Mouth** (within Adur)

- 4.16. Harbour Mouth includes port-operational areas, existing housing and employment space, and Kingston Beach. Port operational areas will be safeguarded and improved.
- 4.17. The area includes the historic buildings of Kingston Buci lighthouse and Shoreham Fort. These will be protected.

**CA7 – Western Harbour Arm** (within Adur)

- 4.18. Currently the Western Harbour Arm is mostly an employment area. It includes an allocation for proposed development at Western Harbour Arm Waterfront. This will deliver a minimum of 1,100 new homes and 12,000m<sup>2</sup> employment generating floorspace.
- 4.19. New flood defences will be built. A new waterfront route will improve connections for pedestrians and cyclists between Shoreham-by-Sea town centre and Kingston Beach. Habitats and biodiversity will be created and protected.
- 4.20. Planning Committee previously considered the revised draft version of the JAAP on 31 October 2016. Adur District Council, Brighton & Hove City Council and West Sussex County Council held a joint public consultation on the plan between 16 December and 10 February 2017. The representations have been taken into account in preparing the proposed submission version of the plan. The main amendments applying to Adur are:

- **Format of the plan.** Several consultees found the format and numbering of the plan confusing. In particular the different

numbering used for policies, objectives, character areas and allocations. Policies are now numbered as follows:

- SH1 - Climate change, energy and sustainable building
- SH2 - Shoreham Port
- SH3 - Economic and employment
- SH4 - Housing and community
- SH5 - Sustainable travel
- SH6 - Flood risk and sustainable drainage
- SH7 - Natural Environment, biodiversity and green infrastructure
- SH8 - Recreation and leisure
- SH9 - Place-making and design quality
- SH10 – Infrastructure Requirements
- CA1 - South Quayside
- CA2 - Aldrington Basin (including Allocation Aldrington Basin)
- CA3 - North Quayside and South Portslade (including Allocation South Portslade)
- CA4 - Portslade and Southwick Beaches
- CA5 - Fishersgate and Southwick (including Allocation Southwick Waterfront)
- CA6 - Harbour Mouth
- CA7 - Western Harbour Arm (including Allocation Western Harbour Arm Waterfront)

Policies SH1 to SH9 correspond to the nine strategic objectives. Policies CA1 to CA7 correspond to the seven character areas. Allocations are now referred to by name within the character area policy. Individual sites within the Western Harbour Arm allocation have been numbered as follows:

- WH1 - 5 Brighton Road (formerly Howard Kent)
- WH2 - Kingston Wharf/Kingston Railway Wharf (currently Stamco and Day Aggregates)
- WH3 - Egypt Wharf (currently European Metal Recycling)
- WH4 - Lennard's Fisherman's and New Wharves (currently various including Calor, Monteum, Kendall Brothers)
- WH5 - Free Wharf (formerly Minelco)
- WH6 - 37-41 Brighton Road and Ham Business Centre
- WH7 - 63-77 Brighton Road

Previously, each of the character areas included policy clauses relating to the strategic objectives, such as climate change, flood risk, green infrastructure. This resulted in substantial repetition

of similar clauses in several sections of the plan. In order to make the plan clearer and more concise, these clauses have been removed from the character area policies and added to the area wide policies.

- **Plan period.** The plan period has been amended to 2032 in accordance with the Adur Local Plan
- **Objective 6.** This has changed from “flood risk management” to “flood risk and sustainable drainage” at the request of the Environment Agency.
- **Objective 7.** This now includes reference to natural capital at the request of Sussex Wildlife Trust.
- **Policy CA7: Western Harbour Arm.** The clause relating to building heights has been amended. The revised draft plan suggested heights of 5 storeys on the Brighton Road (A259) and River Adur frontages, with taller buildings required to demonstrate their suitability. One representation suggested that this was too high, and several representations suggested that this was too low.

The council commissioned the Western Harbour Arm Tall Buildings Study to advise on the suitability of, and capacity for, tall buildings at Western Harbour Arm. This study is currently nearing completion.

The study found that development at the Western Harbour Arm is sufficiently removed from St Mary de Haura Church in Shoreham Town Centre, is unlikely to have a significant impact on its setting and townscape. Development at the eastern end of the Western Harbour Arm is likely to have a significant impact on the setting of Kingston Buci lighthouse. The study also identified a number of views from Shoreham Beach towards the South Downs which it recommends are protected.

The revised policy reflects these recommendations:

- Clause 6 now states: “Building heights of up to five storeys are acceptable on the Brighton Road and River Adur frontages. Away from these frontages, greater storey heights may be acceptable within deeper sites. At sites WH1 and WH2, the setting of Kingston Buci lighthouse must be considered if development over 3 storeys is proposed. At sites WH2, WH3, WH4 and WH5 views from the coast at Shoreham Beach to the South Downs must be retained.”
- Clause 7 states: “Taller buildings may be considered in the centre of the allocation (western portion of site WH3,

site WH4 and eastern portion of site WH5). Proposals will be required to demonstrate an appropriate response and high quality design in relation to the following elements:

- Scale and height
- Architectural detailing
- Materials
- Public realm and open space
- Public transport accessibility
- Views into and out of the area, including assessment of glimpse views, local views and long views in relation to the waterfront, local landmarks, the South Downs National Park, conservation areas, and historic assets
- Microclimate impacts including wind, daylight and sunlight effects, air pollution and urban heat island effects.

The Environment Agency also requested amendments to Policy CA7. Clause 10 now states that a setback from the river frontage for flood defence maintenance arrangements should be discussed and agreed with the Environment Agency. Clause 12 states that prior consent from the Environment Agency will be required for any works in, or within 16 metres of the River Adur.

## **5. Engagement and Communication**

- 5.1. The councils consulted on the first draft of the JAAP in 2014. Following a number of changes to the national and local policy context, the councils consulted on a revised draft between December 2016 and February 2017 (approval granted by the Executive Member for Regeneration on 25 November 2016).
- 5.2. The councils received a total of 46 representations on the revised draft plan. These have been taken into account in preparing the proposed submission JAAP.
- 5.3. Representations suggested support for the waterfront route at the Western Harbour Arm, improved pedestrian and cycle infrastructure, green infrastructure improvements (including a green corridor alongside the A259), a district heating network and new housing and employment space.
- 5.4. Representations suggested concerns relating to traffic congestion, noise and air pollution. These concerns are addressed within the plan, and the Shoreham Harbour Transport Strategy.



- 5.5. Subject to approval by Full Council, the Proposed Submission Shoreham Harbour Joint Area Action Plan will be published in order that representations may be made on the legal compliance and soundness of the plan and the accompanying sustainability appraisal. This will take place from 10 November 2017 (0:00 am) to 21 December (23:59 pm).
- 5.6. The JAAP, the Sustainability Appraisal and proposed amendments to the Adur Policies Map will be available on the Shoreham Harbour Regeneration pages of the Adur & Worthing Councils and Brighton & Hove City Council websites. These documents will also be available to view at Shoreham Centre, Portland House (Worthing), Hove Town Hall, Portslade Town Hall, Bartholomew House (Brighton) and at Shoreham, Southwick, Portslade and Hove libraries.
- 5.7. The plan will be accompanied by a Background Evidence document, Duty to Co-operate Statement, Habitat Regulations Statement and other supporting documents. All relevant documents, as well as representation forms and a guidance note (explaining the process, how to respond and next steps) will be made available on the website, and at those places where the plan is available. The evidence studies which have informed the plan will be available on the councils' websites.
- 5.8. Representations made during the publication period, and the councils' accompanying submission documents will then be submitted for examination alongside the plan itself. It is anticipated that this submission will occur in March 2018. Following this an Inspector will be appointed, and examination of the plan will commence. The public hearing is anticipated to start in June 2018.

## **6. Financial Implications**

- 6.1. The main input from the Council is officer time, although this is externally funded. Costs of producing the JAAP, including the public examination, will be met from funds awarded to the three authorities under the Government's former Growth Point programme. Adur District Council is the body responsible for these funds.

## **7. Legal Implications**

- 7.1. Once adopted the JAAP will have statutory status as a local plan (as defined in The Town and Country Planning (Local Planning) (England) Regulations 2012). Also referred to as a Development Plan Document (DPD) as defined in the Planning and Compulsory Purchase Act 2004.

As such it will be given full weight in the determination of planning applications within the Shoreham Harbour Regeneration Area.

**Background Papers**

- Proposed Submission Shoreham Harbour Joint Area Action Plan (Appendix 1)
- Summary of amendments to the Revised Draft Shoreham Harbour Joint Area Action Plan 2016 (Appendix 2)
- Sustainability Appraisal of the Proposed Submission Shoreham Harbour Joint Area Action Plan (Appendix 3)
- Non Technical Summary of the Sustainability Appraisal of the Proposed Submission Shoreham Harbour Joint Area Action Plan (Appendix 4)

**Officer Contact Details:-**

Chris Jones

Principal Planning Officer (Shoreham Harbour Regeneration)

01273 263 243 / 07771 576 077

[chris.jones@adur-worthing.gov.uk](mailto:chris.jones@adur-worthing.gov.uk)

## **Sustainability & Risk Assessment**

It is a legal requirement that all local plans are subject to a sustainability appraisal. The Sustainability Appraisal of the Shoreham Harbour Joint Area Action Plan has been carried out by Brighton & Hove City Council, and is included as a background paper. This report incorporates the requirements of the strategic environmental assessment, and health and equalities impact assessment.

### **1. Economic**

The JAAP is likely to have significant positive effects in relation to economic growth. The plan safeguards port operational areas for future commercial port operations. The allocated sites will deliver a minimum of 23,500m<sup>2</sup> of new employment generating floorspace. This will increase job opportunities and support economic growth.

### **2. Social**

#### **2.1 Social Value**

The JAAP is likely to have significant positive effects through the creation of sustainable and vibrant mixed communities. The allocated sites will deliver a minimum of 1,400 new homes, including provision of affordable housing. New development will be supported by necessary infrastructure such as improved transport connections and pedestrian and cycle routes.

#### **2.2 Equality Issues**

Equality issues have been considered as part of the sustainability appraisal of the Shoreham Harbour Joint Area Action Plan. The JAAP aims to ensure that all groups have equal access to the spatial opportunities offered by the plan.

#### **2.3 Community Safety Issues (Section 17)**

Matter considered and no issues identified

#### **2.4 Human Rights Issues**

Matter considered and no issues identified

### **3. Environmental**

The JAAP is likely to have positive effects on the environment. The plan includes proposals to enhance the area's green infrastructure network, including the creation of a green corridor along the A259. The plan proposes the development of a green infrastructure strategy which will identify potential improvements and delivery mechanisms,

Delivery of the allocated sites will require an upgrade to flood defences, which will assist in adapting to climate change. The plan includes policies relating to energy efficiency and generation, including a proposed district heating network. This will assist in mitigating climate change.

#### **4. Governance**

The proposals in the JAAP are consistent with the local plans for both Adur and Brighton & Hove. The project is a long standing partnership between Adur District Council, Brighton & Hove City Council, West Sussex County Council and Shoreham Port Authority. Partnership working will need to continue beyond the preparation of the JAAP in order to deliver the proposals.