



ADUR DISTRICT COUNCIL

Ward(s) Affected:

Western Harbour Arm Review

Report by the Director of Place

Officer Contact Details

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Executive Summary

1. Purpose

- 1.1. The Adur Local Plan (adopted 2017) and Shoreham Harbour Joint Area Action Plan (adopted 2019) set a planning policy framework for the regeneration of the Shoreham Harbour Regeneration Area, a defined area from Adur Ferry bridge to Hove Lagoon and straddling the local authority boundaries of Adur District and Brighton and Hove City Council. The JAAP identified seven 'character areas', one of which, the Western Harbour Arm, is located entirely within Adur and was identified within the Adur Local Plan 2017 a strategic mixed use area suitable for the development of a minimum of 1,100 homes.
- 1.2. Sites are coming forward for development, although at higher densities than predicted. As a result the overall number of dwellings delivered across the JAAP area could significantly exceed the minimum figure allocated in the Adur Local Plan (ALP) and Shoreham Harbour Joint Area Action Plan (JAAP). Although this will help address housing shortfalls, this has resulted in concerns from the local community and District Councillors regarding infrastructure delivery and that increased densities would not accord with the JAAP in terms of layout, open space and place making.

- 1.3. As such a 'review' is being undertaken to consider delivery at the Western Harbour Arm. This report sets out key elements of that review for information.

2. Recommendations

- 2.1. Members are asked to:
- i) Note the publication of the Position Statement Topic Papers, Delivery Map etc.
 - ii) Note the consultants report and its findings.
 - iii) Note the appointment of a dedicated Shoreham Harbour Delivery Officer for a period of six months;
 - iv) Note the creation of a Developer's Forum for the Western Harbour Arm and a wider Adur Infrastructure Delivery Group
 - v) Note the proposed appointment of Consultants to prepare a place based study/design code for the Western Harbour arm and related sites
 - vi) Note work being undertaken to highlight the economic impacts of the regeneration of the Western Harbour Arm

3. Review

- 3.1. The Adur Local Plan (adopted 2017) and Shoreham Harbour Joint Area Action Plan (adopted 2019) set a planning policy framework for the regeneration of the Shoreham Harbour Regeneration Area, a defined area. The Joint Area Action Plan was prepared by the the Shoreham Harbour Regeneration Partnership, comprising Adur District Council, West Sussex County Council, Brighton and Hove City Council and Shoreham Port Authority.
- 3.2. The JAAP sets a clear vision for the Regeneration Area:

By 2032, 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, natural environment 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.

- 3.3. The JAAP identified seven 'character areas', one of which, the Western Harbour Arm, is located entirely within Adur and was identified within the Adur Local Plan 2017 a strategic mixed use area suitable for the development of a minimum of 1100 homes. (The area was originally allocated in the South East Plan 2009 for potentially 'up to 10,000 dwellings'; the number was reduced through testing matters including capacity and viability). This brownfield allocation formed a key component of the Local Plan strategy to address housing needs in the period up to 2032, due to a lack of other suitable sites.
- 3.4. Sites within Western Harbour Arm are coming forward for development, earlier in the plan period, and at greater densities than previously anticipated. These are positive indications in terms of demonstrating the demand for the sites, and bringing new homes of various tenures forward; however there are some community concerns regarding the provision of infrastructure given the higher levels of housing and the design and 'placemaking' aspects of the new development. Furthermore there have been changes to national policy since the adoption of the JAAP.
- 3.5. The factors indicated above give rise to need for a 'sense check' as to:
1. whether previous infrastructure requirements are still appropriate given policy changes/level of development; and if not, to determine the updated requirements and means of delivery.
 2. Implications of higher dwelling numbers (and resulting higher developments) on sense of place, visual impact, place shaping, delivery of open space etc.
 3. To inform the emerging Adur Local Plan update and/or refreshed planning guidance, ensuring that individual developments are contributing to delivering the vision to transform the regeneration

area into a vibrant, thriving waterside destination; and the area priorities for the Western Harbour Arm, including:

- The comprehensive redevelopment to become an exemplar sustainable mixed use area.
- High quality building design, townscape and public realm
- Maximising the intensification and redevelopment opportunities

Impact of the Shoreham Harbour Regeneration Project on Shoreham Port.

3.6. One aim of the JAAP was to facilitate the consolidation of sites in Port ownership, by relocating some commercial activities to create a more attractive urban environment and an improved interface between the Port and the rest of Adur, and allowing delivery of proposals within the Port Authority's own Port Masterplan.

3.7. The JAAP safeguards part of the harbour for port operational uses and as the focus for port commercial activity. Recent projects delivered by the Port as a result have included the Lady Bee Enterprise Centre providing a total of 14 individual business units and the Adur Dock Development - a multiuse workshop, commercial office space and cafe. These developments are providing valuable space for a range of small and medium sized businesses. The Port continues to progress work on its Green Energy Hub, reflecting its role as a certified Eco Port.

4. Progress of the Review

Consultants report

4.1. A report was commissioned from an external consultant to review the progress of delivery at the WHA. The report found that although there was a 'clear and consistent policy framework' in place, (the Adur Local Plan and Shoreham Harbour Joint Area Action Plan) *'Once adopted, these Corporate Policy Documents have not been actively promoted by the Council as a whole. Coordinated, active promotion of the allocation as a whole, would benefit the delivery of high-quality development on site, the provision of infrastructure and coordination of public open space.'*

4.2. Recommendations include:

- *Corporate ownership and oversight of this high profile and long-term programme of regeneration. Clear strategic vision and narrative*

articulated and understood across the council and an in-depth understanding of “what success looks like” at WHA by all teams with specific engagement and involvement in delivery of the programme.

- *Ensuring that those leading delivery maintain a strategic view of development at WHA. There must be constant review/checking of the cumulative impact of proposals on the allocation as a whole; place-making and coherence of “place” and coordination of infrastructure provision including green infrastructure.*
- ▣ *A clear understanding and communication of the vision and aims of the regeneration of WHA. This must be clearly understood within the Council to ensure the messaging externally is clear and consistent. The purpose/justification as well as the benefits and progress towards the vision will need to be regularly (and consistently) communicated.*

Recommended Actions included:

- Articulation of the long-term vision for the area
- Corporate ownership - engagement of additional teams with the promotion of the placemaking agenda
- Positive long-term promotion - in-house communications strategy provide key information - (see below)
- Coordination of allocated areas - use of a Developers Forum or similar (see below); exploration of additional funding opportunities with Homes England;
- Coordination with external partners; clarity regarding use of financial contributions; communication regarding collection of infrastructure payments and timescales for delivery.
- Exploration of external funding opportunities via public sector grants or loans
- Planning policy - use of the Developer Forum to explore changes to policy position; provide Planning Policy Statements setting out current adopted policy and changes in national policy (see topic papers below); use of a collaborative agreement.
- Development Management: proposals include creation of a Infrastructure Panel (see below)

The report and recommendations in full can be found at Appendix 1 of this report.

Communications

- 4.3. The Councils' Communications Team is developing a communications package to support the Western Harbour Arm in line with other developments across Adur.

Planning Policy Statements/ Position Papers:

- 4.4. This has comprised a review and analysis of permissions granted to 1st April 2023 within the Western Harbour Arm, setting out what has been granted permission so far; what infrastructure has been secured (including the role of s106 agreements), and any differences from adopted policy, including sustainability policies, in the Adur Local Plan 2017. A 'Permissions to Date' document has been published on the Council website to give an overview of those developments granted permission, and includes information such as densities, mix of dwellings, proportion of affordable homes, and summaries of on-site and off-site infrastructure. <https://www.adur-worthing.gov.uk/media/Media,169972,smxx.pdf>
- 4.5. In addition a series of topic papers have been published addressing a range of matters including open space, air quality, retail and employment, and water (including flood risk management). Again explain and assess how developments secured have addressed the policy requirements of the Adur Local Plan 2017 and the Shoreham Harbour Joint Area Action Plan 2019. Outcomes from these papers have included highlighting the Kingston Beach Village green improvement; this was indicated in the JAAP as a priority for the Harbour Mouth character area. The Joint Area Action Plan to enhance the public realm environment of Kingston Beach. Opportunities exist to enhance the recreational use of the area, consider the future of the Customs House building, undertake environmental improvements, address parking issues, improve access to the water and provide flood defences and connection to the proposed A259 cyclepath.
- 4.6. The review of air quality has led to modelling work being commissioned to assess future development scenarios within the Western Harbour Arm. This will provide up-to-date information on likely future levels of nitrogen dioxide and particulates to assess whether any limitations need to be placed on future development at the western harbour Arm in terms of air quality; to provide up-to-date information for the assessment of planning applications in the Western Harbour Arm area; and to support the emerging Adur Local Plan update.

Shoreham Harbour Delivery Manager

- 4.7. A dedicated Shoreham Harbour Delivery Manager has been appointed for an initial period of six months. As recommended by the consultants report referred to above, the Delivery Manager will work to set up and manage a Developers Forum for sites within the Western Harbour Arm (both those sites with planning permission, and those yet to come forward), to facilitate the delivery of collective infrastructure and ensure closer cooperation between developers on the implementation of sites and ensure consistent approaches are taken to facilitate the delivery of a coherent vision for the area.
- 4.8. Linked to this, the Delivery Manager will bring together key infrastructure providers and form an Infrastructure Delivery Group (also recommended by the consultant's report) to facilitate the planning and delivery of infrastructure in both the Western Harbour Arm and wider Adur Local Plan area. (This will also feed into the development of the Infrastructure Delivery Plan which will accompany the emerging Adur Local Plan update).
- 4.9. The postholder will also liaise with Homes England to explore opportunities to secure funding to deliver collective infrastructure onsite such as the flood defence wall. If such additional funding is secured, this would reduce the viability impact on individual developers and potentially increase opportunities for other, lower value uses such as open space to be delivered within those sites at the Western Harbour Arm which have not yet come forward for development.

Infrastructure Provision

- 4.10. Ongoing liaison with key infrastructure providers is undertaken as part of both the planning applications process and through the early stages of the Adur Local Plan update. The Infrastructure Delivery Plan which accompanied the Adur Local Plan at examination set out a range of requirements for development at the WHA, including for transport, active travel, and health. (A Shoreham Harbour Transport Strategy was also developed to support the JAAP) The Shoreham Harbour Transport Sub-group (a joint WSCC/BHCC/ADC Officer Group) is working together to facilitate delivery and to address implementation issues.
- 4.11. The outcomes of a Clinical Review being undertaken by the Sussex Integrated Care Board which will subsequently inform an Estates Review (estimated to be published in Autumn this year) is awaited. As such, work

on this matter has been put on hold to ensure that up-to-date information regarding health requirements is available to inform emerging policy and develop an implementation plan.

- 4.12. Similarly, although liaison with WSCC Education is ongoing, further appraisal of education needs will need to be undertaken in due course when site assessment work for the Adur Local Plan update has progressed further and can more accurately inform an assessment of future needs in the wider Shoreham/Adur area.
- 4.13. The Shoreham Harbour Delivery Manager will manage the above liaison and ensure these requirements are fed into an emerging Infrastructure Delivery Plan.

Western Harbour Arm Part 2 - Placemaking Study/Design Code

- 4.14. The Shoreham Harbour Delivery Manager will also be responsible for the procurement and project management of a design based study to consider the remaining sites at the Western Harbour Arm which have not yet come forward for development, and how these can contribute to the objectives of meeting housing needs, and delivering a high quality 'place,'
- 4.15. The JAAP indicative masterplan envisaged development incorporating areas of open space. However as a result of viability issues and development coming forward in a piecemeal fashion the permitted schemes have been at a far greater density than envisaged. This has resulted in local residents and Members being concerned about the cumulative impact of high density development on the townscape and the perceived lack of supporting infrastructure for higher levels of development than the JAAP envisaged.
- 4.16. A key element of this study will be to undertake an overview of permitted schemes, the combined effect of different layouts, heights and architectural styles on the townscape and its relationship to the wider landscape setting of the town and harbour. An assessment of the cumulative impact of approved schemes can then help 'test' scenarios of varying density and form of development on the remaining narrower Western Harbour Arm sites. This will include the testing of a mix of townhouses and lower scale apartment buildings. The development of a Design Code will ensure that remaining sites are developed in a consistent way and ensure that the overarching objectives of the JAAP can be delivered.

- 4.17. This Part 2 review work will need to assess the scope for potential for additional dwellings at the WHA and how many (over and above the minimum 1100 figure in the ALP 2017 and JAAP) should contribute towards meeting Adur's ongoing housing needs. If so, these would be addressed through the emerging Local Plan update which could also include policy guidance around design, heights etc also arising from the WHA Part 2 process to guide and shape the form of development. In addition, there is an opportunity to produce informal guidance in advance of the emerging Local Plan). and integrating the Western Harbour Arm with the wider Shoreham and Southwick areas.
- 4.18. The Council will also expect to see a clear participation process integrated into the methodology of this design-based study ensuring that the local community is engaged in the process at each stage of its development. In parallel with the Study Consultants have been appointed to undertake viability work regarding the remaining undeveloped sites to inform the placemaking study and to assist negotiations with Homes England to assess the scope for infrastructure funding..

Economic and Employment Impact Assessment

- 4.19. Work has recently been commissioned to undertake a high level assessment of the economic and employment impacts of the Shoreham Harbour Regeneration project, including the Western Harbour Arm. This work will help to illustrate the inward investment and economic benefits of the wider regeneration project including the employment developments undertaken at the Port and the potential range of economic and employment benefits that could be secured from the remaining sites depending on the density of housing and employment delivered. The study will, amongst other things, take into account private sector investment, temporary jobs secured during construction; potential spend by new residents, and additional public sector receipts.

Adur Local Plan update

- 4.20. As members will be aware, the Adur Local Plan is currently being updated. This creates an opportunity to update the planning policy framework and vision for the Western Harbour Arm through the Local Plan, should the measures above indicate that this is necessary. This might include updated housing targets, design code/ masterplanning, etc. In the interim, as the Plan is progressed through the statutory process, there is potential to produce interim guidance.

5. Engagement and Communication

- Both the Adur Local Plan 2017 and Shoreham Harbour Joint Area Action Plan 2019 undertook a range of public consultation as part of the statutory plan-making process.
- The proposed place-making study will also be required to integrate public participation and help to start the engagement process on the Local Plan review.
- An engagement strategy is being prepared to help ensure that the local community is fully involved in the preparation of the Local Plan review.

6. Financial Implications

- 6.1 As part of the development of the 2023/24 revenue budget allowance was made for a Shoreham Harbour Delivery Manager (£60k per annum) and the costs associated with the delivery of the Local Plan (£150k).

Finance Officer: Sarah Gobey

Date: 16th August 2023

7. Legal Implications

- 7.1 The Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and associated regulations (in particular the Town and Country Planning (Local Planning) (England) Regulations 2012 provide the statutory framework for the review of the Local Plan and the updating of policies.
- 7.2 Paragraph 33 of the revised National Planning Policy Framework requires that “Policies in Local Plans should be reviewed to assess whether they need updating at least once every five years, and should then be updated as necessary”

Legal Officer: Caroline Perry

Date: 16 August 2023

Background Papers

- Adur Local Plan 2017, Shoreham Harbour Joint Area Action Plan 2019

Sustainability & Risk Assessment

1. Economic

- Developments in the Western Harbour Arm are provisioning opportunities for employment through the construction phase, and through the delivery of employment floorspace. New residents will also bring increased spending into the local area. As referred to in the report, work has been commissioned to evaluate the scale and impact of this.

2. Social

2.1 Social Value

- Development at the Western Harbour Arm is providing affordable housing to address needs in the area, in accordance with policies in the Adur Local Plan and Shoreham Harbour Joint Area Action Plan.

2.2 Equality Issues

- Equalities Impacts were addressed in assessments accompanying the Adur Local Plan 2017 and Shoreham Harbour Joint Area Action Plan 2019.

2.3 Community Safety Issues (Section 17)

- No specific issues identified

2.4 Human Rights Issues

- No specific issues identified

3. Environmental

- There are a range of environmental policies within the Adur Local plan and Shoreham Harbour Joint Area Action Plan 2019 which any planning applications within the Western Harbour Arm allocation must address.

4. Governance

- The Adur Local Plan 2017 and Shoreham Harbour Joint Area Action Plan 2018 have been adopted by the relevant Councils and constitute the policy framework for the relevant areas.
- This work indicated above is responding to concerns raised by the community; the proposed placemaking study will incorporate elements of

public participation and is therefore consistent with the adaptive and participative principles.