



SHOREHAM HARBOUR REGENERATION

Agenda Item 65
Appendix 1

Shoreham Harbour Joint Area Action Plan Progress Review

1. Report Structure

1.1 This report brings members and others up to date with study progress on the Shoreham Harbour Joint Area Action Plan. The report firstly sets out the principles of the proposed regeneration strategy, and then it describes the key issues that the strategy seeks to address – particularly the acute levels of social deprivation in the coastal strip between Shoreham and Portslade. It then describes the various studies that are in hand, which will be used as baseline information for developing the Joint Area Action Plan. The report concludes by suggesting potential key issues of concern.

2. Background

2.1 The regeneration of Shoreham Harbour has long been an objective of the three local authorities: Brighton & Hove City Council (BHCC); Adur District Council (ADC) and West Sussex County Council (WSCC), and the Shoreham Port Authority (SPA). Previous plans have failed to materialise for a variety of reasons, and the area, recognised as an economically under-performing area of the Sussex Coast, has continued to decline. This has taken the form of worsening indices of multiple deprivation, such as unemployment rates, educational achievement, skills and poorer health. The SPA is commercially successful and resilient, but whilst the port adds to the character of the area, unused, under-used and unsightly sites detract from the environment of the area.

2.2 Meanwhile, the economy of Brighton and Hove has grown well in recent years, with local economic strengths such as the service sectors, and specialist sectors such as creative and media services leading substantial sub-regional economic growth. Current market conditions notwithstanding, this is leading to significant challenges in identifying strategic capacity for further growth in the sub-region, given the environmental constraints of the South Downs – soon to be a National Park, and the capacity of the urban fabric, as well as other capacity constraints such as transport infrastructure.

2.3 For these reasons, a new approach to regeneration is being developed to provide a catalyst for change to tackle the social and environmental problems of the area and to realise the development potential of the Shoreham Harbour area for the

benefit of the sub-regional economy. The regeneration programme differs from previous strategies in that:

- A more ambitious scale of development is proposed, to ensure that the development can generate sufficient value to support the infrastructure necessary for the programme (previous strategies made over-ambitious assumptions about infrastructure provision which did not materialise)
- A core aim of the proposals is meeting the needs of the local communities of South Portslade, Fishersgate, Southwick and central Shoreham (previous proposals considered only the harbour area, and local communities were not sufficiently involved)
- There is a strong partnership between the three local authorities, the SPA and key government agencies (SEEDA and the HCA), committed to supporting the programme (previous partnership working was not sufficiently robust)
- Significant funding is available to the scheme through SEEDA and HCA budgets, and the governments Growth Points programme (this was not available before)

2.4 Recognising this potential, the Secretary of State is proposing to modify the SE Plan by requiring a housing allocation of 10,000 dwellings at Shoreham harbour to be tested through the Local Development Framework process. The Local Development Schemes for ADC, BHCC and WSCC therefore now provide for a Joint Area Action Plan (JAAP) to be prepared for the Shoreham Harbour area, and the Core Strategies for Brighton and Hove and Adur are being progressed concurrently with the preparation of a JAAP. Studies have been commissioned to provide an information base for assessing the proposals, and this report highlights the emerging findings of these studies. **Appendix 1** shows the provisional JAAP boundary, which has been adopted for working purposes.

Shoreham Harbour Regeneration objectives and principles

2.5 The overall objective of the Shoreham Harbour Regeneration project is the creation of an international exemplar in sustainable coastal living with the following key components:

- A thriving and diverse local economy (including a thriving, modern port) which makes a positive contribution to the sub-region
- Strong and cohesive communities well served by a range of housing and services
- An international exemplar of environmental sustainability

2.6 Early scoping work has established the following development principles with which the project must accord:

- A sustainable balance of housing and employment uses
- A place making approach which recognises and respects the distinct character of local areas and creates a new community with a strong sense of place.

- Ensuring that the development embraces and addresses the needs of the existing community, and integrates with it.
- Exemplary environmental standards to ensure that the development complements the area, improves local infrastructure, and does not create congestion and strain on existing infrastructure
- Appropriate 'urban' density levels that facilitate a financially viable scheme and provide the critical mass for the ongoing maintenance of local services and businesses
- Provision of suitable commercial accommodation aligned with a robust economic development strategy
- Consolidation of the port into a central core utilising reclaimed land and releasing existing port land for development while retaining sufficient wharf capacity to meet the requirements of the minerals and waste planning authorities
- Maintenance of public access to Southwick beach
- Adoption of a comprehensive approach to flood risk management
- High level of accessibility to key services by sustainable modes

2.6 Previous regeneration initiatives have failed partly because they have made unrealistic assumptions about infrastructure investment. The infrastructure to support a regeneration programme of this scale is significant, and without development of a significant scale, the same is likely to happen again. It would be unrealistic and unsustainable in the long term for regeneration to depend wholly on public investment, so any sustainable regeneration programme needs to rely on achieving significant levels of private investment.

2.7 The scale of the proposals will mean that they are of sub-regional significance. The JAAP will need to take this into account and demonstrate an understanding of the implications for the wider area of the proposals in all respects.

3. Tackling Deprivation in the Local Area

3.1 The studies to date have shown that the coastal strip from Shoreham to Portslade is suffering from high levels of deprivation, which have worsened in recent years. This was even before the current economic downturn, and there is every indication that areas at the margins of the economy are likely to suffer proportionately more than average during times of recession. The problems experienced by local people include:

- Higher than average levels of unemployment and worklessness
- Lower than average wages and family incomes
- Lower than average educational achievement
- A greater preponderance of lower skilled and unskilled workforce
- Poorer housing conditions and less housing choice
- Poor access to housing
- Unsatisfactory physical environment
- Higher than average perinatal mortality rates
- High levels of childhood obesity
- Several of the most deprived wards in the region
- Educational under-achievement and low university application rates

3.2 There is, of course, a direct correlation between these problems and the aims and objectives of the regeneration strategy. It is a fundamental principle of the regeneration programme that it must address these social deprivation issues for the local community. This cannot be a subsidiary programme – it must be at the heart of the regeneration programme, and the programme needs to address these issues at an early stage. The range of measures to address these issues is likely to include:

- Establishing a local learning and skills centre to provide immediate and direct support to provide the local community with the skills to take advantage of the opportunities being created
- Ensuring that skills and training are provided for the local community as a fundamental part of development requirements
- Enhancing the capacity of the community by providing additional community workers
- Improved access to community facilities and better quality open space
- Increasing life expectancy by alleviating socio-economic deprivation
- Improving housing conditions and choice for local people by investing in new and existing social housing

4. Economy and Jobs

4.1 The Economic Development study is looking at how the area can attract new investment and business in order to generate a growing local economy with more and higher quality employment. A large part of this is about creating an attractive and sustainable place (see Urban Design study). It is also about enabling residents to get the skills and training they need to compete for jobs and to provide a pool of skilled labour that will attract new businesses. Strengthening entrepreneurial activity to promote business growth will also be important.

4.2 Another aspect is providing the right type of land and premises suitable for the new economy. Whilst the current economic climate means that there may be limited opportunities in the immediate future, the study considers that the area has many advantages which, with strong public sector leadership, mean that it is well-positioned to benefit when the recovery occurs. For example it is the largest location within the Brighton/Hove/Shoreham area where significant areas of new land can be made available for employment-generating development, with new homes nearby. The Study suggests that future growth can be anchored around the reconfiguration of the Port including reclamation of land from the sea. This will not only provide space for the port itself to compete more effectively and grow, but also provide opportunities for existing port-related uses to expand and new ones to develop.

4.3 The advice is that to provide the best economic resilience for the new community the aim should be to provide a high quality business environment with flexibility to be able to respond readily to changes in demand and the market – i.e. quality rather than setting a target for a given number of jobs. However, this needs to be balanced with the core principle of maintaining a working port at the heart of the community, and also providing for the many potentially unneighbourly activities that are currently located within the JAAP area and are essential to the economy. Careful consideration is therefore being given to communication with the existing business

community in order to understand ongoing requirements to feed into a business relocation strategy.

4.4 The Study also notes that future economic growth can build on the existing strengths of the Brighton/Hove/Shoreham economy. These include business services, cultural and creative industries and other knowledge-based sectors. It also includes manufacturing, which has a significant presence in the Harbour area itself. Despite recent job losses, it is considered that there is scope to promote innovation and growth in this other sectors locally, perhaps by building links with the three local universities.

4.5 The significant increase in the area's population, reversing the projected long-term trend of very slow growth, will also provide many opportunities for local service-sector growth for both businesses and jobs.

4.6 The Study is also looking at what other major business sectors might be attracted to the area as it develops, although of course, it is not possible to be precise about future trends. This means that it is important to adopt a flexible approach to providing sites and premises.

5. Housing

5.1 The housing study is looking at what sites might become available for housing in the area over the next 15 years and beyond, and how many new homes could be built on them. It is also looking at affordable housing need and the potential market for private housing as well as the need and demand for different types of housing, including family housing.

5.2 The SE Plan requires a minimum of 10,000 homes to be 'tested', and the studies will be used to assess what the implications of this housing provision would be, in terms of community infrastructure requirements (schools, health and other social and welfare facilities), transport implications, sustainability implications (water, energy, waste), employment implications, urban design implications etc. The housing study will also look at the impact of this housing on the housing market in the area – whether there is likely to be the demand for it, and what sizes and types of housing would be most suitable. If it is decided to provide less than 10,000 dwellings this would have to be specifically justified.

5.3. If 10,000 dwellings are provided, a policy-based target of 40% affordable homes would provide about 4000 homes for those who cannot afford to rent or buy in the open market. The housing study will be looking at the housing needs in Brighton and Hove and Adur, and the role of this affordable housing in meeting those needs. There may also be a role for the development in improving the quality of social housing in the local area, as part of the wider regeneration programme for the area. The new community will also have affordable housing needs which will need to be met by the development.

6. Community Infrastructure

6.1 The studies, and work with local community workers has shown the following potential demand for community infrastructure as development comes forward:

- Additional Primary Care providers such as GPs and Dentists
- A small police base point
- Additional cultural facilities – ideas include a major performing arts centre and art gallery; maritime attractions; a multi-media 'Ideas Centre'; and small local community hubs – that could be linked to new educational facilities

6.2 The local PCTs have indicated that the 10 year demand arising from the development can be accommodated within their existing primary care strategies. Longer term increases in demand could be accommodated at improved facilities, possibly at Portslade adjacent to Canal Wharf.

6.3 A need has also been identified to build capacity in the local community, partly to enable the community to take advantage of the opportunities provided by the regeneration programme, but also to provide the local community with the capacity to actively engage in the regeneration programme, to ensure that community needs are comprehensively identified and addressed. Funding has been identified for community development officers for this purpose, to be appointed immediately.

6.4 Funding has also been identified to support community development and capacity building in the Shoreham Harbour area. The most effective way of using that funding, so that it generates the greatest benefit for local communities and supports the regeneration project, is currently being finalised by project partners in collaboration with existing community development workers.

6.5 The initial education assessment is that two new 420 place (2fe) primary schools will be needed - one in the Shoreham-Southwick area and one in the Canal Wharf area. The consultants advise that they should be designed to easily expand to 630 place (3fe) schools at a later stage. There may be some limited additional capacity in the Shoreham area for the first one or two years. The consultants recommend that the schools should be multi-purpose, and community based, to include health provision, adult education, Sure Start services, and community meeting rooms. They suggest that the education core of the school should incorporate early years education and childcare and include a nursery and reception class.

6.6 The studies also suggest that an additional 6fe (minimum) secondary school will be needed in the eastern area of Shoreham Harbour. Construction and operation of the school would probably be necessary in the second five year period of the development. It is assumed that the numbers in the earlier years could be absorbed within the existing configuration of secondary schools, though additional expansion of existing schools could be examined as a medium term solution. The other challenge for secondary school provision is land take.

6.7 There is significant potential for integration of services within the area, for example co-location of educational, health, leisure and police services, making best

use of available land. It should also be noted that the viability assessment (see section 15) builds the costs of all community infrastructure, including schools, into the infrastructure calculations, i.e. the costs would be fully met by the development.

7. Open Space and Recreation

7.1 Consultants have been commissioned to update the Adur Open Space, Sport and Recreation Study (2005) and to review the draft Brighton and Hove Open Space, Sport and Recreation Study from 2008. In the case of Adur, the work shows that the current level of open space provision at 1.53 hectares per 1000 population is slightly above the quality standard of 1.5 hectares per 1000. It also shows that the emerging JAAP proposals will increase pressure on these facilities and suggests that opportunities for new provision within the JAAP area will be limited. Consequently, the open space strategy for the JAAP will need to include a combination of measures to ensure adequate provision.

7.2 So far as Brighton and Hove is concerned the overall picture remains one of shortfalls of most types of open space across the city. Open space provision within the four western wards of the city will face increased pressure as a result of the JAAP proposals which will mean that open space should be retained within these wards, improvements in quality and capacity will be required and accessibility to other open space opportunities will need to be improved.

7.3 The urban design study that is being developed is being required to factor in potential open space requirements as part of that work. However, the studies also suggest that open space provision can and should be enhanced in other ways. For example, deficits can be partly addressed by improving access to and enhancing the quality and capacity of existing open spaces and recreational facilities within the area. This could also have the added advantage of helping to improve the overall recreational and open space “offer” to the existing communities.

7.4. Another significant factor which this work will take into consideration is the importance and the function of the coast, and in particular, to accessible areas within the Shoreham Harbour area. While not providing traditional ‘grassed’ open space, which might be regarded as mainly suitable for formal ball/athletic activities, they nevertheless do provide good opportunities for a variety of different types of outdoor recreational activity and the potential for a variety of water-based recreation. The plan will also need to take account of slipway/boating opportunities and issues.

7.5 Finally, the importance of the Sussex Downs and of the countryside to the north and west of the conurbation must also not be taken into consideration. Consequently, the JAAP will also be looking to provide opportunities to enhance and promote improved green links to and through the adjoining urban areas to the Downs to the north.

7.6 These opportunities will be supplemented by improved links to other important recreational and open space opportunities that already exist adjacent or close to JAAP area such as Shoreham Airport, the River Adur and the good facilities that lie close to and beyond it. Cumulatively, these opportunities for enhancing and increasing accessibility to existing recreational and open space facilities, together

with the provision of new facilities, will need to aim to ensure that the needs of both the existing and the new population are properly met.

8. Retail

8.1 Brighton and Hove City and Adur District provide a good range of shopping facilities at a sub-regional level, ranging from the strong retail offer in Brighton city centre, the out-of-town facilities at Holmbush to the north of Shoreham and the Local and District shopping facilities that serve numerous local communities. Local shopping facilities are generally well provided for, although accessibility to those in the JAAP area is limited in some cases. Access to Holmbush is very car-dependant, notwithstanding the network of bus services that serve it. The main shopping centres serving the JAAP area are Shoreham town centre and the Boundary Rd/Station Rd shopping area in South Portslade. Both areas are in need of improvement to sustain retail investment in them, and of the two, Boundary Rd/Station Rd is in greatest and most immediate need. These District centres are supplemented by a number of more local centres, such as Southwick.

8.2 The studies identify different types of potential retail provision in relation to the regeneration proposals. Firstly, there will be the need to support the day-to-day shopping needs of the new community. This could be addressed through the provision of two new large convenience stores - one to support Shoreham Town Centre and one to support Boundary Rd/Station Rd shopping centre, the aim being to ensure that retailing complements the existing shopping provision and does not undermine existing facilities.

8.3 The work undertaken also points to the potential for some additional retail facilities which could be of a type which would add to the visitor attraction of the area. This might, for example, range from the potential for new retail facilities to serve as a destination in their own right, down to more specialised retail facilities, which could complement the character and function of the new community. Either way, the accessibility characteristics of the development and its impact on existing retail facilities within the wider area (particularly Brighton town centre), will need to be carefully assessed. The aim would be for strong walking, cycling and public transport links between new development and retail/leisure areas. It is important that retail is located at hubs for sustainable transport sited within the densest residential development areas, to maximise the potential for walking to shops and to encourage other retail trips to be made by bus rather than car.

8.4 The retail work is still evolving and consultants have recently been instructed to undertake a household survey to establish up to date data on expenditure patterns and trends for the JAAP area and across the wider Adur District. This is expected to be finished within the next few weeks and will help deliver the right advice for the JAAP retail and regeneration objectives

9. Transport

9.1 Transport is a key issue that must be tackled. New development must not create excessive pressure on the local roads and the A27. The challenges to overcome include roads that are already congested, and some areas where air

quality is poor due to current traffic levels. Significant improvements to public transport will be essential.

9.2 Studies currently underway are looking at how development at Shoreham Harbour can bring about major improvements in transport. The aim should be to improve accessibility for local people, providing real choices as an alternative to car use to address current problems such as congestion and air quality. They will also benefit the residents and businesses of the new development, and those of the wider area, ensuring people can choose to live, work and shop without relying on cars.

9.3 The new Transport Strategy will firstly ensure that the development itself reduces the need for vehicle movements by locating services close to where people live and work. It will also provide exemplary public transport infrastructure, linked with that for the wider sub-region, and will involve an integrated package of measures aimed at reducing the necessity of private car use, including:

- 'Dense' walking and cycling networks which are coherent, consistent, convenient, and attractive
- Demand management measures linked to environmental standards (eg controlled parking zones with permit prices set to favour lower emission vehicles)
- Car clubs with high environmental standards
- Traffic mitigation measures to be linked closely to public transport, cycling and walking improvements to ensure that the private car does not achieve dominance.

The strategy will need to be flexible, so that it can anticipate and respond to changing circumstances and the needs of the growing community.

9.4 A key component of this approach will be a Rapid Transport System (RTS) linking to the employment and commercial centres of Brighton and Hove in the east and Worthing in the west, possibly also extending to Newhaven, serving the new development from the outset. By designing the new development around the RTS, with maximum physical integration, and by ensuring that the RTS provides frequent, reliable, fast and affordable services, and a high quality travel experience/environment, a substantial proportion of trips generated by the new development would be catered for.

9.5 Brighton & Hove Council and West Sussex County Council's proposals for bus-based RTS schemes (known as Brighton RTS and Coastal Expressway) have the support of the Regional Transport Board, with funding allocated for a scheme to commence in 2011/12 and further funding allocated later in the current Regional Transport Programme to 2016. Early phases of the Coastal RTS project will provide a link west from Brighton Station providing a high standard and quality of service using vehicles visually resembling trams, with a high degree of on-road priority. This will provide a basis for further extensions to RTS east and west along the Sussex Coast.

9.6 Other key strands of the transport strategy will be Rail improvements (both to services and stations/interchanges) and a hierarchy of accessibility provision, ensuring that cycling and walking are also viable and attractive options for as many journeys as possible.

9.7 These can be complemented by better transport information in homes and workplaces, car clubs, and other measures to encourage sustainable travel choices. Successful implementation would not only reduce demand for car use in the new development itself, but also in the area more generally.

9.8 The studies are also looking at how road traffic to, from and through the area can be better managed. Of particular interest is the impact of heavy goods vehicle traffic serving the area's businesses, including the port. Again, effective land use planning can ensure that HGV traffic growth is kept to a minimum.

9.9 Overcoming these challenges is considered to be a key pre-requisite for the proposals to be considered acceptable. It will be crucial to demonstrate not only that this is achievable, but that there is a reasonable prospect of delivering the measures, and of them working satisfactorily. There will also need to be failsafe options available to provide for unpredictable or undesirable outcomes.

9.10 Significant road building to support the development is neither desirable nor affordable. However, there has for some time been discussion about the whether a new route linking the Harbour area to the wider road network is needed. Therefore the case for a new local link to improve access between the A259 and the A270 (Old Shoreham Road) is being explored. Any new route would have to be designed to disrupt the local community as little as possible, i.e. in terms of land required, visual and noise impact on new and existing development.

9.11 On the plus side, a new link would reduce heavy goods and other traffic from its current unsuitable route via Church Rd/Trafalgar Rd in Portslade. It could also enable significant environmental improvements to the Boundary Rd/Station Rd shopping area. The new link would also bridge the coastal railway line, reducing pressure on some of the area's existing level crossings. It could also provide a better route for public transport services.

9.12 However, early indications are that the new link road would not help alleviate the traffic consequences of the development – it would simply transfer problems from one area to another. However, the case for a new north-south link road is by no means straightforward. Further information to help clarify these issues will be available during April and May.

10. Urban Design/Place Making

10.1 What sort of place or places should we be creating along the coastal strip? This is a key question for the studies, and a 3D urban design model is being developed that will enable different options to be explored. The model can test different assumptions relating to density, scale and location of development and key infrastructure elements such as the route of the RTS. It is then possible to assess both the strategic and local urban design impact of the development, e.g. distant views from along the coast or the Downs, as well as local impact on existing communities, and the type of place that would be created. Objectives might include improving the townscape of the A259, a better and more positive relationship between the community and the sea, and opening up more views of the harbour and

the sea. Studies such as the 'Character of West Sussex' will provide an important context.

10.2 Early studies suggest that the best way to integrate the new development with existing communities is to break it up into four local areas, namely Shoreham, Southwick, Fishersgate and South Portslade. This would help improve north-south links between the new community and the existing community, which would have communications benefits as well as providing the best prospect of design and planning reflecting and working effectively with existing communities

11. Sustainability

11.1 A key objective of the project partners is that the Shoreham Harbour project should achieve recognition as an international exemplar of sustainable development. This is partly for practical reasons – integrating development of this scale into a complex urban area where infrastructure is already under strain without adversely impacting on it can only be achieved by ensuring that the new development has a neutral or positive impact. This means maximising efficiency in energy and water usage and waste generation, ensuring that travel demands are adequately provided for, and ensuring that the impact on the natural environment is neutral or positive. The project partners believe that the scale of the project and the consideration of infrastructure requirements upfront lends itself to the adoption of an integrated approach to sustainability that maximises efficiency of all systems and minimizes additional costs. High environmental standards are also increasingly a regulatory requirement (e.g. the Building Regulations), and a requirement of publicly funded projects.

11.2 Studies have been commissioned to review energy, water and waste systems to identify the options for optimising environmental performance in these areas. Energy studies indicate that building standards are the most cost-effective way of achieving energy usage reductions, by requiring very high levels of thermal insulation. The studies also point to the potential for a district heating system with a centralised energy centre utilising either traditional or renewable energy sources (potentially with the flexibility for an upgrade as the delivery of the project gains pace).

11.3 Work on water and waste is not so far advanced, but reducing water usage is likely to involve building standards for plumbing systems and grey water systems for residential and commercial properties. Surface water drainage systems to mitigate against flood risk, such as a Sustainable Urban Drainage System (SUDS) will also be required. Waste systems that are being investigated include the 'ENVAC' system for collecting waste. This is a vacuum based system which collects waste through a network of chutes and ducts linking to a central collection point, from which waste products can readily be sorted and disposed of in an environmentally sustainable way, depending on the facilities and policies of the waste disposal authorities.

11.4 A sustainable approach will also require maintaining and enhancing the biodiversity of the area. The work on open spaces and green links will be important to this policy area.

11.5 A 'Green Charter' will be developed to provide guidelines for standards to be adopted at design, construction and monitoring of energy, water and waste demand.

12. Flood Risk Management

12.1 Flood risk is a strategic issue for the regeneration proposals, because of the areas within the Harbour which are at risk of flooding. Flood risk is ranked from 1 (low risk) to 3 (high risk), and there are further sub-categories within 3. Flood Risk Zone 3A is now an area at high risk while Zone 3B is defined as having a flooding possibility of 1 in 20 years, or as otherwise directed by the Environment Agency. The JAAP area includes land within all of the flood risk categories, but most importantly, there are some areas that are at high risk that lie within Flood Zone 3. It should be noted that as some of the area is subject to flood risk, some flood protection work would be required for the area regardless of the regeneration proposals. This also means that some of the measures to reduce flood risk for the development will benefit existing areas at risk of flooding

12.2 Studies undertaken to date are exploring the requirements of the government's policy on flood risk and development as set out in PPS25 – Development and Flood Risk and the associated Good Practice Guide. This recommends that sequential testing be carried out at all stages of the planning process to verify that no suitable sites are available with lesser flood risk. The three local authorities, project partners and the Environment Agency have developed what is known as a Sequential Test. Largely because the regeneration objectives can only realistically be achieved in the JAAP area and because the area is at risk of flooding, they also then commissioned what is known as an Exception Test. The Exception Test should be applied only where extensive areas of Flood Zones 2 and 3 exist and it can be applied where regeneration policy so dictates.

12.3 The Exception Test is to assess whether there are other counter-balancing sustainability reasons for developing in an area of higher flood risk and to demonstrate that it can safely be built so that it is free of flood risk, and does not increase flood risk to other existing areas. Work on this is proceeding, but there is every indication that, through a variety of appropriate measures such as increased protection and land raising, this can be satisfied.

12.4 This is a very technical area of work, likely to require complex modelling so as to ensure that the interactions of the tidal impact, river flows, surface water drainage, and wider consequences of the reclaimed land on the marine environment are fully understood and provided for. It is not possible to fully resolve these issues for the early stages of the BHCC and Adur Core Strategies and the JAAP. To help facilitate this and to take the work forward in an agreed and appropriate manner, discussions are proceeding to develop a 'Memorandum of Understanding' between the Environment Agency, the three local authorities and the Shoreham Port Authority. This will aim to establish sufficient confidence that there is a reasonable expectation by all the agencies that these difficulties can be addressed in a satisfactory and sustainable manner.

12.5 The costs of mitigating flood risk are being incorporated into the infrastructure costs of the development. Depending on overall development phasing, some

strategic elements, such as the flood defence provided by the reclaimed land, may be provided collectively in advance, but in general, site specific measures will be provided on a site-by-site basis as a requirement of respective developments, subject to EA requirements to ensure that flood risk is considered on a 'flood cell' basis.

13. Minerals and Waste

13.1 The harbour is an important strategic location for minerals and waste, particularly because of the role it plays in providing wharfage for minerals to be landed. The Mineral Planning Authorities (MPA) are responsible for ensuring there is an adequate supply of land-won sand and gravel. Minerals imported to wharves make an important contribution to the overall supply of aggregates, and the reduction in land-won supplies places increasing dependence on imported minerals to wharves. In planning terms this takes the form of 'safeguarded wharves' that cannot be used other than for minerals unless planning permission is given. There are safeguarded wharves within both the Hove and Adur sections of the harbour. The regeneration proposals are particularly challenging to the Hove safeguarded wharves, as these areas are proposed to be removed from Port use in due course. The JAAP policies will need to address this by firstly ensuring that the wharfage provision at Shoreham Harbour for minerals imports is adequate to meet the need identified by the Minerals Planning Authorities, and secondly that provision for East Sussex/Brighton and Hove can be secured by safeguarding sufficient wharf capacity within the West Sussex part of Shoreham Harbour.

13.2 There are two strategic waste issues to be addressed in the JAAP. The first is the strategic potential for land at the harbour to provide for waste processing needs for the area. This has been considered in the past, particularly in relation to wastewater treatment, and current studies are reviewing future requirements, and may lead to the need to consider identifying a site for this use. This will need to be reflected in the JAAP as it progresses, and may be relevant to the approach to treatment of wastewater generated by the development. The second is the role the harbour has for uses associated with waste management, such as scrap metal processing and skip storage. These uses play an important role in the local economy and often have a very localised market base. Some of the uses import/export waste materials by ship but others do not, so to ensure the most efficient use of port land it may be that alternative suitable locations outside of the Port, but still within the locality, could be found for some users if they do not need the sea for shipment of materials. This will be considered through a land assembly strategy for the JAAP and in close consultation with those stakeholders to ensure continued provision of important waste management functions for the local area

14. Other Studies

14.1 Other studies being commissioned include a reclamation study which will explore all of the issues associated with reclaiming land, including practicalities, cost, impact on the marine environment, and suitability for port use. This work is closely allied to a Port Master Planning exercise which will establish the future strategic direction of the Port, ensuring that the regeneration proposals are consistent with the Port's success. There are also studies on land contamination, ecology and archaeology, all providing base line information for the JAAP.

15. Viability

15.1 Detailed viability analysis has been undertaken incorporating assumptions based on initial scoping work that has been undertaken into the project's key variables. This work will be continually updated as the project is developed further and particularly in light of the wide range of intensive work being undertaken currently in support of the JAAP.

15.2 The initial work has effectively considered a worst case scenario and has indicated that achieving project viability is challenging but not insurmountable. A number of sensitivity scenarios have been evaluated which have indicated various means through which a viable scheme can be achieved. Many of the issues covered in this paper will impact on viability and it is therefore difficult to reach definitive conclusions until a preferred option has been agreed. Key issues that influence viability include:

- Infrastructure costs (transport, community education healthcare and other facilities) civil engineering, utilities including aspects related to achieving environmental sustainability)
- Development quantum, density and mix of uses
- Phasing of development and infrastructure
- External economic conditions (impacting on costs and values)

15.3 It should be noted that all the viability models require significant public support during the early years, and support of the scale required has not yet been firmly secured. Most of the scenarios evaluated require a significant element of long term public deficit which would need to be negotiated with the funding bodies. Challenging decisions will therefore have to be made about costs, public funding support and viability.

15.4 It is also assumed that an 'infrastructure tariff' approach will be adopted utilising either Section 106 or Community Infrastructure Levy mechanisms as appropriate whereby a fixed tariff of payments is agreed upfront that will apply to all new development in a defined area to offset initial public expenditure on defined strategic infrastructure. The approach allows funds collected to be recycled into further infrastructure provision and both ensure essential infrastructure is delivered in a timely manner and provides certainty to developers as to the level of such payment required. The strategy is currently being developed and the precise range of infrastructure that it will cover and the area(s) to which it will apply are yet to be decided.

16. Land Assembly

16.1 Securing control of land is of critical importance in delivering the project for the following reasons: –

- Required to enable major infrastructure components to be constructed, the lack of which will form a barrier to development

- Used to facilitate / act as a catalyst for bringing forward development – both early wins and longer term development
- Ownership enables the public sector, as landowner, to establish much greater levels of control over the mix of uses, quality, and pace of development
- Ownership enables the public sector to capture long term value which can be recycled back into infrastructure / investment – and reduce overall public funding requirements
- Due to the barriers to development, particularly flood defences and strategic infrastructure, there is very limited capacity for individual sites to be brought forward by the market.

16.2 Based on this rationale, a land acquisition strategy is being prepared that will establish the approach to be taken to short, long-term and ‘windfall’ land acquisitions. The strategy and approach is being developed in close liaison with the project partners. Particular focus is being given to potential early acquisitions to both stimulate early development and to capitalize on the current depressed market conditions.

17. Summary

17.1 A great deal of information has been brought together in a relatively short period to enable an outline of the framework for the Shoreham Harbour regeneration proposals to take shape. These will be refined over the coming months as more information comes available, but the key messages are:

- The coastal strip between Shoreham and South Portslade is suffering from serious and deepening social and economic deprivation, and unless there is a significant intervention, this is likely to get worse.
- The harbour area offers a significant opportunity for regeneration
- To achieve the regeneration objectives the scale of the development needs to be significant to both create sufficient development value to support initial capital investment and to provide the critical mass to create a sustainable community and support the ongoing operation of the infrastructural initiatives– the viability threshold suggests 7,000-8,000 dwellings and 6,000-8,000 jobs
- The vision for the development should include retaining a successful operational port and aiming for the highest quality of residential and commercial environment
- Development of this scale can only be achieved if it is to the highest environmental standards, especially transportation, but also energy, water and waste
- High quality public transport infrastructure is an essential pre-requisite
- Resolution of transport related issues will require careful integration of spatial land-use planning with patterns of transport provision

18. What are the key issues for members and local people?

18.1 The following are suggestions only:

Key issue 1 – are there other alternative strategies for the area that would achieve the same regeneration objectives for the local community?

Key issue 2 – what should the vision for the area be?

Key issue 3 – Development will only be acceptable if it brings with it the infrastructure necessary to ensure that it has a positive impact on the community – this applies to traffic, schools, water, waste, energy and all other infrastructure requirements.

Key issue 4 – should there be a new link road from the harbour to the Old Shoreham Road, and if so, what form should it take (and at what stage should it be provided)?

Key issue 5 – What sort of place should we be making, and how can it best integrate or relate to the existing communities?

Key issue 6 – What are the infrastructure priorities for the area and the scheme?

Key issue 7 – how can spatial planning best reduce the need to travel?

19. Next Steps

19.1 As the studies progress, the information will be drawn together to establish realistic options for the harbour area. The aim is for consultation in June on issues and options, with a preferred option also identified for public debate. Prior to that the intention is to bring the proposals to the three councils for a further round of scrutiny reviews and for decisions on the options for consultation. This may require special scrutiny committee meetings in late May, where these are not currently scheduled.

19.2 There will then be further work to develop the options following consultation, with a view to the proposals being submitted for examination as part of Brighton and Hove's Core Strategy in February 2010. Adur's Core Strategy and the JAAP itself would follow in June 2010, with the JAAP being finally adopted probably sometime late in 2011.

19.3 Outside the formal consultation provisions, the aim is for there to be a continuous and developing dialogue with the community, as the proposals develop. Thus, there has already been one stakeholder workshop, and a further workshop is to be held shortly. Similar events, as well as continuing discussion with interest groups and others will also be maintained. The community engagement resources referred to in Para 6.3 may be partially used to develop capacity in the communities for engaging proactively in the process to ensure that local issues are fully recognised. There would be particular value in concerted consultation in October/November, as the proposals move closer to finalisation. Scrutiny review and formal decision making by the three local authorities will also be required at these later stages.

Jim Redwood
Planning Director,
Shoreham Harbour JAAP
February 2009

Background papers:

The following studies are in progress for the Shoreham Harbour JAAP, and will be published once they are finalised:

1. Strategic Housing Land Availability Assessment
Identifies sites for development and reviews their potential capacity and deliverability. Outlines the possible housing type and tenure.
2. Equalities and Health Impact Assessment Scoping
Describes pathways to potential health impacts arising from the potential development of the area, such as traffic disruption and improved job opportunities. Adur District Community Profile indicates key statistics characterising the area and population, in particular, relatively high proportion of elderly population; same sex couples; poor education and pockets of deprivation in certain wards within the regeneration area. There is also a high level of childhood obesity.
3. Economic Development Strategy
A baseline report on the existing economy of the area, and existing policy. The local economy and industry performance is described, illustrating strengths in wholesale, retail, manufacturing and construction. Employment rate in the area is relatively high, as is employment in low-skills jobs, which presents a challenge in creating a new knowledge economy in the area.
4. Community Infrastructure Study
Provides a baseline review of existing community infrastructure serving the area, and identifies gaps in services and areas for improvement, as well as the requirement arising from the proposed development. This includes education and learning; health and social care; leisure, recreation and culture; and emergency services.
5. Sustainable Transport Strategy, Modelling and Assessment Work
This study is looking at what needs to be done to minimise the transport impact of new development at Shoreham Harbour.
6. Contaminated Land Desk Study Review
Identifies areas of particular note for Land Contamination. In particular the site of the old Gas Works on the south side of the Canal.
7. Energy Study
Addresses the best paths to achieving low-carbon development through energy efficiency, low carbon technologies, and alternative energy opportunities; including Carbon tariffs, CHP and district heating, heat pumps, waste-to-energy and wind power.
8. Masterplan Assessment of a Consolidated Port
9. Urban Design Study

A land-use and character study of the JAAP area and Adur District, including a townscape analysis, document review, capacity assessment within the JAAP area, and initial 3D modelling work.

10. Urban Design Options Study

A presentation of possible design options for the development of Shoreham, Southwick, Fishersgate and Portslade. Includes potential housing numbers and job provision.

11. Retail Study

12. Hotels, tourism and visitor study

13. Assessment of Open Space and Recreation

14. Shoreham Port Redevelopment Ecological Scoping Report

Desk study identifying designated sites in the JAAP area and the District surrounding the area, and potential for protected flora, fauna and habitats that may be impacted by the development

15. Ecology and Biodiversity Study

Further Desk Study covering Adur District, and including surveys of protected species and the area of vegetated shingle on Southwick Beach. The marine ecological impact of potential land reclamation is also studied.

16. Preliminary Flood Risk Assessments: - Outline Sequential and Exception Tests

17. RTS Options Study, by Alan Baxter Associates

18. Water Cycle Study

A study to assess the impact of the development on the water cycle, including abstraction, treatment, consumption, drainage and disposal of water to and from the development, including improvements possible in the retained developed area.

19. East Sussex and Brighton & Hove Wastewater Management study

To determine whether capacity at Southern Water's wastewater and sludge treatment facilities is sufficient to accommodate the options for meeting the proposed housing and employment growth targets in East Sussex and Brighton and Hove and to the required Environment Agency standards.

The Following Studies have also been used to inform this report and are available for review:

1. Proposed Modifications to the South East Plan, July 2008
2. Shoreham Harbour Programme of Development, ADC, B&HCC. WSCC, SPA, SEEDA, HCA, October 2008
3. Feasibility Study for the Installation of an ENVAC Underground Vacuum Waste System for Shoreham
4. Environmental Sustainability Options for Shoreham Redevelopment Project
5. Strategic Flood Risk Assessment, Phase 1 Report, by Capita Symonds, Jan 2007
6. Strategic Transport Study, MVA Consultancy, Jan 2007
7. Employment Land Study Revised Final Report, Step Ahead, Mar 2006
8. Retail Study, DTZ, March 2006 – Volumes 1 & 2
9. Open Space, Sport and Recreation Study, by PMP, Nov 2005
10. West Sussex Wharves & Railheads Study, Land & Mineral Management Ltd, Feb 2008
11. A Strategy for Shoreham Renaissance, by Allies & Morrison et al, March 2006
12. Shoreham Adur Tidal Walls (West Bank) Consultation for Flood Risk Management, by Environment Agency, March 2006
13. Adur Housing Strategy 2005-10 and Action Plan, by Adur DC, 2007
14. Adur Housing Needs Survey, by DCA, May 2003
15. Adur Housing Needs Survey- Update, by DCA, May 2005
16. Shoreham-by-Sea Conservation Area Strategy, by Adur DC, March 2008
17. Southwick Conservation Area Strategy, by Adur DC, Sept 2008
18. Coastal West Sussex Hotel & Visitor Accommodation Report, by Hotel Solutions, Sept 2008
19. B&H Strategic Housing Land Availability Assessment, B&H City Council, May 2008
20. B&H Strategic Flood Risk Assessment, Peter Brett Associates, March 2008
21. PPS25 Sequential and Exception Tests for the B & H Core Strategy DPD, B&H Council, 2008
22. B&H Strategic Housing Market Assessment, DTZ, April 2008
23. B&H Update Study: Affordable Housing Development Viability, Adams Integra, Dec 2007
24. B&H Hotel Futures: An Assessment of Hotel Supply, Performance and Development Potential, Hotel Solutions, January 2007
25. B&H Transport Assessment, Halcrow Group Limited, June 2008
26. Employment Land Study, Roger Tym & Partners, August 2006

27. Retail Study, GVA Grimley, April 2006
28. Appropriate Assessment for the Refreshed Preferred Options of the Council's Core Strategy, B&H City Council, 2008
29. Open Space, Sport and Recreation Study, PMP, 2008
30. A Green Network for Brighton & Hove: 1st Draft Report, May 2008
31. Draft urban characterisation study, B&H City Council, March 2007
32. B&H Strategy for Reducing Inequality in B&H, by OCSI, Dec 2007
33. B&H Tall Buildings Study, by GVA Grimley, Oct 2003 & Tall Buildings SPG, 2004
34. B&H Conservation Strategy, by BHCC, Nov 04
35. B&H Housing Needs Survey, by DCA, 2005
36. B&H Legibility Study, Public Open Space and Public Life, by Gehl Architects, Mar 2007
37. Sub-Regional Housing Needs Study, by DCA, 2004
38. Air Quality Detailed Assessment, by Sussex Air, Sept 2007
39. B&H Economic Strategy, by B&H Economic Partnership, Sept 2005
40. B&H Creative Workspace Study, by Creative Industries Services, Mar 2008
41. B&H Portslade Neighbourhood Action Plan, by BHCC, 2007
42. B&H Sustainable Community Strategy, by BHCC
43. Shoreham Harbour Flooding Scoping Note, by Halcrow et al, Jan 2008
44. Trans Options Utilities Costs, by BBP, Feb 2008
45. Draft Strategic Framework for the Coastal SE, May 2007
46. Shoreham Forecast Methodology, by Mott MacDonald, Jan 2008
47. Refreshed Economic Outcome for W Sussex Local Area Agreement, by SQW Consulting, Aug 2007
48. Shoreham Maritime Vision to Reality, by Moss EDP, ay 1998
49. Regional Economic Strategy 2006-2016b by SEEDA
50. Adur Core Strategy evidence-document, Jan 2007
51. Adur CS Sustainability Appraisal, Jan 2007
52. Adur Core Strategy Submission Document, Jan 2007
53. Brighton CS Supporting Evidence, June 2008
54. Brighton CS Sustainability Appraisal, June 2008
55. Brighton Sustainability Appraisal Core Strategy NTS, June 2008
56. Brighton Core Strategy Revised Preferred Options, June 2008
57. West Sussex Minerals and Waste Development Framework
58. East Sussex and Brighton and Hove Minerals and Waste Development Framework