DA7 – Shoreham Harbour and South Portslade

Supporting Documents:

East Sussex and Brighton & Hove Waste Local Plan
Regional Economic Strategy - 2006-2016
Local Transport Plan - 2006
Sustainable Community Strategy - 2006
Portslade Neighbourhood Action Plan - 2007
Employment Land Study - 2006
Creative Industries Workspace Study - 2008
Retail Study - 2006
Economic Strategy - 2005
Reducing Inequality Review - 2008
Public Space Public Life Study - 2006
Open Space, Sport and Recreation Study - 2008
Urban Characterisation Study - 2007
Tall Buildings Study 2003 and SPG 2004
Refreshed Local Area Agreement - 2007
Shoreham Maritime: Vision to Reality - 1999
Air Quality Detailed Assessment - 2007
Emerging Adur District Core Strategy - 2008
Strategic Flood Risk Assessment - 2008
South East Plan Examination Panel Report - 2007
Shoreham Maritime Transport Feasibility Study - 2003
Sequential Test - 2008

Context

2.86 Shoreham Harbour/South Portslade is a densely developed, mixed-use area in the west of the City. Shoreham Port is an industrial and commercial area providing significant employment. The South Portslade area in this context is defined as the area immediately north of the Port, extending from Old Shoreham Road in the north and as far east as the Carlton Terrace /Boundary Road/Station Road shopping area, and the EDF Energy site in Portland Road and up to the boundary with Adur District in the west. In the south the area extends east to include the South Portslade Industrial Estate, up to Hove Lagoon located by the A259. The A259 provides an important "gateway" into Brighton and Hove from the west.

2.87 South Portslade is part of a designated Neighbourhood Renewal Area in view of the need to address deprivation in the wider Portslade area relative to the rest of Brighton and Hove and the rest of the country.

2.88 The wider area has three schools, a library, other community facilities such as a health centre and a new community centre along with a number of industrial sites.

2.89 The Employment Land Study 2006 identifies that the existing allocated employment sites of Shoreham Harbour, South Portslade, Victoria Road and Franklin Road should remain allocated for the next plan period. The Study recognises however that due to the quality of some of these sites, notably South Portslade, where there are a number of vacant units, wholesale redevelopment would be the only feasible way of making significant changes. The Creative Industries Workspace Study 2008 has highlighted the lack of affordable and appropriate workspace throughout the City to meet the forecast needs of this growing and dynamic sector.

2.90 On Old Shoreham Road, west towards the boundary with Adur District and most notably along Victoria Road there are a number of car showrooms. Boundary Road/Station Road District Shopping Centre serves the area. The Retail Study 2006

considers Boundary Road/Station Road is a popular shopping destination for the local area and local workers but could benefit from environmental improvements. The study suggests that it should continue to be classified as a District Centre but would benefit from investment in public spaces. This investment should be a key part of any regeneration proposals for the area.

2.91 The Port of Shoreham covers about 260 hectares of land (approximately 90 ha are owned by the Shoreham Port Authority). The majority (two-thirds) of the Port area is within Adur District's boundary in West Sussex. The draft South East Plan identifies Shoreham Port as a specific site requiring co-ordinated action to unlock economic development potential (policies SCT3, SCT6). The Regional Economic Strategy (RES) designates Shoreham as a Regionally Significant Port and as one of the priorities identifies the need to "explore future prospects for smaller ports such as Shoreham" The wider Port area could potentially be one of the largest waterfront regeneration areas in the country. Whilst this potential has long been recognised, implementation has been frustrated by a number of complex infrastructure costs.

2.92 The Port can be characterised as the one of the few "industrial" type areas in Brighton and Hove and thus is a potential location for essential developments requiring this type of location, such as construction and demolition waste re-cycling. The Port also contains Brighton & Hove's only active mineral site (aggregates wharf) and there are a number of aggregates wharves within Adur District. Current planning policy for Brighton and Hove (and West Sussex) broadly requires the capacity for aggregates imports to be safeguarded at the Port.

2.93 Given the well-document constraints on Brighton & Hove, the regeneration of the wider Shoreham Harbour area is likely to be the only area offering any significant potential to meet the long-term (15 to 20 year) demands for housing and employment development in the wider Brighton & Hove area.

Local Priorities

2.94 The following local priorities have been identified for the area:

- The inclusion of wider areas adjacent to the port in regeneration proposals is required in order to bring benefits to the existing community. This could include, for example, the provision of training opportunities as identified by the Neighbourhood Action Plan for the area and environmental improvements to the Station Road/Boundary Road shopping area.
- There is a need to consolidate and modernise the existing port activity on reclaimed land to allow land released from port use to be more effectively.
- The townscape, streetscape and public realm should be improved, particularly to encourage pedestrians and cyclists to use the area, maximising north-south linkages and enhancing public safety and crime reduction.
- Leisure/recreation, community and other services including retail should be improved in conjunction with public spaces, in order to benefit existing communities and to reduce the need for the occupiers of new housing to travel elsewhere for these services.
- The area has some potential to be intensified both in terms of housing numbers and refurbished employment areas, thus increasing the efficiency of land use whilst the potential for tall buildings could be explored.

- Existing industrial/employment areas should be improved both to provide employment for the local population and contribute to the wider needs of the city. Mixed-use development could be appropriate, for example, on car showroom sites where the employment floorspace is retained.
- There are a number of environmental issues affecting the area that need be taken into account. In particular parts of the port area have been identified in the Strategic Flood Risk Assessment for Brighton & Hove as falling within Flood Zone 3b (functional flood plain), such that consideration against Planning Policy Statement 25: Development and Flood Risk is needed in terms of demonstrating that the sequential/exception test can be met depending on what uses are proposed on the sites identified at risk. Enhanced flood mitigation and defence measures maybe required if the Shoreham Harbour and South Portslade area is to accommodate new residential development.
- Boundary Road/ A259 junction has been identified as exceeding the annual Nitrogen Dioxide air quality objective and is included in the 2008 declared Air Quality Management Area. Investigation of the potential for land contamination arising principally from port associated and other industrial activities is required.
- The Port also has a Site of Nature Conservation Importance (vegetated shingle) below Basin Road.
- Accessibility to the area should be improved. Foremost a package of sustainable public transport measures is required including extension of the proposed Rapid Transport Scheme (RTS) from Brighton & Hove westwards and improvements to local rail stations such as Portslade (and Fishersgate/Southwick). In the longer term the construction of a new road link from the Port to the A270 is likely to require consideration. The opportunity to deliver wider social and economic benefits, e.g. improving the environment of Boundary/Station Road, must be integral to considering any highway improvements.
- Developer contributions will be required to address, amongst other things, flood defences and minimising risk from flooding, open space provision, sustainable transport and access to services such as community and youth facilities, health care and education.

Preferred Option – DA7 Shoreham Harbour and South Portslade

Currently, the city council believes that the proposal has not reached the stage at which the full impacts on the City are able to be assessed accurately. Consequently, whilst Shoreham Harbour and South Portslade can be identified as a broad area for development the full impact of the development must be reserved for a future review of this Core Strategy. However, the issues the city council would expect the development to take are set out below:

Major regeneration is under consideration for Shoreham Harbour and South Portslade. The aim will be to create a highly sustainable neighbourhood adhering to the latest standards for sustainable development set out by the Government and incorporating best practice. This development is expected to include at least the following components, the details of which are still under discussion:

1. New and higher quality jobs including provision for creative industries, to meet the requirements of the local population/ economy.

2. New homes including a mixture of tenure and housing types to meet the requirements of the local population/ economy.
3. New retail and leisure facilities and a high quality network of public open space including a significantly improved public beach. Other supporting community facilities are required. This will include education facilities, for levels of development at the higher end of those under discussion; this is likely to include at least one new secondary school.
4. Modernisation and consolidation of port activity.
5. Innovative measures to increase use of non car modes of transport. This should include a package of high quality public transport improvements including an extension of the proposed Rapid Transit System (RTS) westwards from Brighton and Hove and upgrades to the existing railway station.
6. Improvements to north-south road links to the wider main road network to relieve/prevent traffic congestion on existing thoroughfares around the area.
7. The need for environmental improvements to the A259 route as a major gateway into Brighton and Hove.
8. A requirement to provide measures to minimise risk of flooding and to protect people and property. Any proposals for development in the short-term in the areas identified in the Strategic Flood Risk Assessment as Flood Zone 2 or 3 at Shoreham Port will need to demonstrate that the proposal passes the PPS25 Sequential Test and Exception Test requirement depending on the type of development, in addition to undertaking a site-specific Flood Risk Assessment. In the long term an Area Action Plan covering the Port area will establish requirements to deal with flooding issues.
9. Appropriate coastal defences to accord with the relevant Shoreline Management Plan and the forthcoming Brighton Marina to River Adur Strategy Study for coastal defences.
10. Examination of the potential for large-scale zero and low-carbon energy technologies to serve the new development and wider city, particularly those that take advantage of the harbour's coastal location and existing power station and grid connectivity.
11. Developer contributions will be sought towards providing necessary physical and community infrastructure including the investigation of the potential for a "roof tax".
12. The production of an Area Action Plan with Adur District Council and West Sussex County Council to guide delivery.

Supporting Text

2.95 Shoreham Port and the wider Harbour area /south Portslade is potentially one of the largest regeneration areas in the South East of England. In November 2003, the City Council's Policy and Resources Committee considered that a proposal for the regeneration of the port area (known as Shoreham Maritime) was undeliverable from an economic, political and sustainable transport perspective.

2.96 The South East England Development Agency (SEEDA) has initiated revised proposals for the wider Harbour area in conjunction with the three local authorities. The Port Authority and other key organisations with a view to producing a deliverable

redevelopment programme. The scheme that is now emerging is the result of considering a wider area comprising south Portslade (plus Southwick and Fishersgate in Adur District) to create greater economic, social and environmental benefits for the surrounding area.

2.97 The new proposals are considering a redevelopment scheme that is much more significant in scale and scope than previously. As a result of looking at a larger area surrounding the Port, this has presented opportunities not only to enhance existing areas but to create a substantial mixed-use scheme including residential as well as commercial development alongside new leisure facilities.

2.98 The issues being considered are:

- Flood Protection – The council's Strategic Flood Risk Assessment has highlighted that parts of the port area lie in flood risk zone 3b - functional flood plain. Planning Policy Statement 25 indicates that only water compatible uses and essential infrastructure should be permitted in this zone.
- Sustainability - The project should become established as an international exemplar of sustainable development and to this end consideration of a high quality public transport network, a balance of employment and residential uses and the incorporation of the latest in low carbon technology are being considered amongst other things. In addition to small-scale schemes the potential for implementing large-scale marine, wind and combined heat and power technologies should be fully explored as part of the proposals, with access to the grid from the existing power station being a potential added advantage.
- Economic Development – The new scheme should help stimulate the local and sub-regional economy by providing high quality premises and jobs for all residents and providing the potential for inward investment as well as business retention.
- Transport –Any new regeneration proposals should maximise the potential for public transport infrastructure. This includes the extension westwards of the City's proposed rapid transport system and enhancement of the existing railway stations. There is significant potential to develop a transport network that reduces dependence on private cars and the highway network. Once the sustainable transport opportunities have been fully explored, it will then be necessary to see what highway improvements would be required. A comprehensive cycling and walking network should also be provided
- Reclamation – Work to facilitate the potential future consolidation of the port on reclaimed land has been reconsidered and redesigned so that it can be delivered in a phased manner that avoids significant costs upfront. Also to investigate the potential for the reclamation to utilise inert waste, generated by the regeneration proposals themselves and other developments in the wider sub-region.
- Development Mix – Housing density could be increased to improve the efficiency of land use, and the potential to introduce quality headquarters style offices could also be considered. The overall aim should be to establish the potential for a self-sufficient community with a variety of land uses.
- Planning Policy – Discussions have taken place over the most appropriate planning policy mechanisms to deliver the scheme. An Area Action Plan (AAP) is to be prepared by the three local authorities (Brighton and Hove City Council, Adur District Council and West Sussex County Council) with support from SEEDA.

2.99 An evaluation of potential delivery mechanisms will be made over the coming months. This will include a joint venture legal agreement between SEEDA and the Port Authority.

2.100 In order to justify the potential scale of investment under consideration, a preliminary assessment has indicated a possible maximum capacity in the area under consideration of a total of 5,000 to 10,000 homes and 7,000 to 8,000 jobs, i.e. in Adur District as well as Brighton & Hove. The boundaries of the wider area will be finalised through the production of the Area Action Plan. These proposals are still emerging and the policy options in the Core Strategy may needed to be amended at the submission stage to reflect this. Due to the proposals being at an early stage, no contribution from development in this area other than from small residential sites already identified has been made in elsewhere in this Core Strategy.

2.101 The preparation of an AAP should ensure that issues such as land ownership, highways, transport, public realm, townscape and public safety are fully addressed.

2.102 There is a need to examine whether the development can be linked to other strategic sites in the sub-region (but outside of Brighton and Hove) such as the Shoreham (Upper Beeding Cement Works) and Newhaven Port to accommodate uses relocated from Shoreham Port in potentially more suitable and accessible locations.

Implementation

2.103 Discussions are currently underway with Adur District Council, West Sussex County Council, SEEDA, the Shoreham Port Authority, the Environment Agency and Highways Agency plus a number of other key organisations to consider the potential for a major regeneration scheme for Shoreham Harbour and South Portslade. The City Council, Adur District Council and West Sussex County Council are to produce an Area Action Plan (AAP). The necessity of producing planning guidance in the interim prior to the emergence of the AAP is under current consideration.

2.104 Significant public investment is required which could be provided by SEEDA and English Partnerships. Details of how the regeneration proposals are implemented are currently under discussion and will be added to the submission version of this core strategy. SEEDA submitted an expression of interest to the Government in October 2007, on behalf of the local authorities, for the next round of New Growth Points and Eco Towns. Shoreham Harbour was not short-listed as one of 15 new Ecotowns. A Government decision on New Growth Points is still to be made and is expected at any time. The submission Core Strategy will need to be amended accordingly. The scheme for the regeneration of the Harbour will be tested and defined through the preparation of the AAP. Once some certainty as to the form of the proposal is established though the AAP, the council will undertake a review of the Core Strategy to reflect amongst other things, the impact on the city overall.