

# Shoreham Cement Works Collaborative planning project

## Preliminary Workshop 8 October 2013

### Report



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# 01. Introduction

This is a report of a workshop which took place on Tuesday 8 October 2013 at Tottington Manor Hotel, Henfield, West Sussex.

The event was facilitated by community planning consultants Nick Wates Associates on behalf of the Hargreaves Group, who have owned the Shoreham Cement Works since 1997. The aim was to enable a discussion between the key stakeholders over the site's future, as the first stage of a collaborative planning project.

The document contains the results of the event, together with briefing material which was circulated to participants in advance, and material that was displayed or tabled at the workshop. This includes stakeholder position statements prepared by Professor Mike Gibson, on the basis of web research, stakeholder interviews and subsequent correspondence, together with some relevant photographs and plans, which provided the starting point for discussion.

The workshop achieved its purpose of initiating a collaborative planning process. This consolidated report is presented as a basis for further joint work to shape the future of this extraordinary site in the South Downs National Park.



## 02. Workshop Programme

<b>09.00</b>	Registration – coffee / tea
<b>09.30</b>	Introduction Professor Mike Gibson The why and how of the Collaborative Planning Project  The Workshop process Nick Wates
<b>10.00</b>	Matters of agreement between the SDNPA and the Local Councils. Group discussion starting with the areas of agreement identified in the draft MoU
<b>10.30</b>	History Rob Huntley, Hargreaves Planning Adviser Presentation and Q & A
<b>10.45</b>	Differences of view between the public authorities and between the public authorities and Hargreaves Group. Discussion
<b>11.30</b>	Site visit and opportunity for one-to-one discussions
<b>13.00</b>	Lunch
<b>13.30</b>	Restoration – redevelopment options Small group brainstorming sessions to identify a variety of strategic approaches to the restoration and redevelopment of the site such as: <ul style="list-style-type: none"><li>– landscape-led approaches</li><li>– economic regeneration-led approaches</li><li>– waste and minerals-led approaches</li></ul>
<b>14.15</b>	What options have we identified? Group discussion
<b>15.00</b>	Tea
<b>15.15</b>	Where next? Group discussion to elaborate the Outline Community Engagement Strategy set out in the Briefing and to agree an approach to joint working to achieve a solution that is acceptable to all parties.
<b>16.00</b>	Close of Workshop.

## 03. The Participants

<b>Nick Wates Associates:</b> Independent Facilitators	Nick Wates Mike Gibson Jane Freund	Managing Director Lead Associate Researcher and Events Organiser
<b>Hargreaves</b>	Neville Andrew Richard Andrew Rob Huntley James Belbin	Chairman Managing Director Planning Adviser Assistant
<b>South Downs National Parks Authority</b>	Keith Reed Claire Potts Phil Belden Anne Bone	Deputy Director of Planning Minerals and Waste Lead Director of Operations Cultural Heritage Strategy Lead
<b>Horsham District Council</b>	Caroline West	Spatial Planning Manager, Strategic Planning Team
<b>Adur District Council</b>	James Appleton	Executive Head of Planning, Regeneration & Wellbeing
<b>Brighton and Hove City Council</b>	Mike Holford	Assistant Director, City Planning
<b>Upper Beeding Parish Council</b>	David Coldwell	Former Chair of Parish Council
<b>Natural England</b>	Jim Seymour	Area Manager for Kent and Sussex



## 04. In pictures



## 05. Workshop results

This section presents the facilitators' account of the outcomes of the Preliminary Workshop in terms of the key themes and issues discussed and how the collaborative planning project might move forward. It draws on the 'Workshop record' (page 22) and responses from all participants on a draft of the text. It is organised under the following headings:

- Introduction – the Preliminary Workshop as the first stage in a collaborative planning process (page 7);
- Policy and design issues – matters of agreement and matters of difference (page 8);
- Restoration-redevelopment options (page 14);
- Taking the collaborative planning project forward (page 19).

Responses from participants to the consultation draft have prompted the insertion of supplementary comments. These either clarify matters which were discussed, or deal with matters not discussed but which are relevant to the development of the collaborative planning project.

The supplementary comments also include two scenarios. The first is a 'do nothing scenario' contributed by Hargreaves in their response to the draft report (page 15). The second is an integrated overview of participants' suggestions for the future use of the site prepared by the facilitators to add value to the process (page 18).

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### **Introduction: the Preliminary Workshop as the first stage in a collaborative planning process**

The aim of the process is to work towards a site specific policy statement for inclusion in the draft Local Plan, which could frame the development of a planning brief for the Shoreham Cement Works site. In turn this could provide the basis for the development of a phased, long term redevelopment proposal for the site which would be compatible with the emerging Local Plan.

#### **Why initiate a collaborative planning project?**

Hargreaves as landowners are aware of changing circumstances which have prompted action to establish a viable strategy for the long-term development of the SCW:

- the SDNPA, as planning authority, is preparing the South Downs National Park Local Plan that will replace existing planning policies for the site. Thus there was a need to act to establish the parameters of a strategic approach that will be embedded in the Local Plan;
- initial discussions with the SDNPA and local councils indicated support for some form of joint working;
- the Dudman Group's financial difficulties in January 2013 and the expiry of their most recent lease and option to purchase from Hargreaves brought into sharp focus the need to establish a long term plan for the site.

#### **How to establish a collaborative planning process?**

Hargreaves asked NWA to develop a proposal for an exploratory multi-agency workshop as the first stage. This proposal was subsequently shared with key stakeholders. The collaborative planning project

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evolved from the original NWA proposal as a result of research interviews with key stakeholders, web research, discussions between NWA and Hargreaves and the new lease for the site agreed with the Dudman Group.

The initial concept was that of a substantial pre-application process leading to a planning application in 2014. But the focus shifted to establishing a process of joint working to agree a strategic approach to the development of the site which could be the basis of a site specific policy statement for the SCW in the Local Plan.

It was reported to the Workshop that the Dudman Group have resolved their financial difficulties and at the beginning of October signed a three year lease with the option to purchase the site. The company may well now be developing long-term plans for the site for which they may seek planning approval at some point during the next three years. Be that as it may, Hargreaves wish to continue the collaborative planning process, but acknowledge the possibility of including the Dudman Group in future stages; as, when and if the company comes forward with specific, commercially viable, proposals.

The programme for the Workshop was also modified:

- access to a draft Memorandum of Understanding (MoU) between the four authorities provided a framework for an initial group discussion on areas of agreement and difference;
- a site visit was added;
- the participants changed – the engagement of funding agencies was deferred to a later stage and Natural England was brought in at the request of the SDNPA.

*Overall the Preliminary Workshop demonstrated ‘buy in’ to the initial proposal that a structured exchange between key stakeholders was an effective means of establishing a collaborative planning process.*

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### Policy and design issues – matters of agreement and differences of view

The substantive content of a draft document entitled ‘Shoreham Cement Works: Key Development Aspirations/Principles: Memorandum of Understanding between the South Downs National Park Authority, West Sussex County Council, Adur District Council and Horsham District Council had been included in the workshop Briefing (page 47). This was used to structure the opening group discussion.

A key policy issue in relation to the future of the SCW at the outset of the discussion is encapsulated in the following statement in the South Downs National Park Employment Land Review May 2012:

*‘the existing policy stance (of the SDNPA) can be summarized as seeking to remediate the site with as little new development (or redevelopment) as possible. However, balancing this is the site’s potential strategic function as a new large employment site servicing Horsham District and its neighbours.’*

This strategic function is set out in Horsham District Council planning policies (as documented in their Position Statement – page 33) which are the current adopted policies for the site.



## 05. Workshop results

- ▶ It was **agreed** that any proposed scheme for the redevelopment and restoration of the site will have to strike a balance between these contrasting perspectives which is acceptable to all parties. In striking this balance, it will be particularly important to address the contributions that could be made by the site towards National Park Purposes.

### National policies, emerging Local Plan policies and local councils' policies

DEFRA's updated policy guidance English National Parks and the Broads: UK Government Vision and Circular 2010 states that the **two statutory purposes** of National Parks are:

- to conserve and enhance natural beauty, wildlife and cultural heritage;
- to promote opportunities for the understanding and enjoyment of the special qualities of the National Parks by the public;

and that if there is a conflict between the two purposes, greater weight should be attached to the purpose of 'conserving and enhancing' – the 'Sandford principle'.

The **statutory duty** is 'to seek to foster the economic and social well-being of local communities **in pursuing the two purposes**'.

Circular 2010 states that NPAs must give **sufficient weight** to socio-economic interests and para 70 states:

*'This socio-economic duty has been given added weight and momentum by the Taylor Report and the Rural Advocate's Report, both of which point to the need to accommodate growth, development and investment in all rural areas, at an appropriate scale and form'*

The Guidance also states that NPAs can play a catalytic role to broaden the economic base by fostering **more diverse and higher value local employment opportunities**.

However, the SDNPA stress that a proposal that is damaging to National Park Purposes will not succeed even if it delivers economic benefits.

The NPPF para 128 establishes the need for an assessment of both designated and undesignated heritage assets, which is in direct support of Purpose 1.

- ▶ The Workshop **agreed** with the MoU statement that in determining an acceptable balance 'any proposal for the site will need to have due regard for the SDNPA's purposes and duties'.
- ▶ In this context the Workshop further **agreed** the MoU statement that 'only proposals which secure an appropriate landscape-led restoration programme for the site are likely to be acceptable'.
- ▶ But the Workshop **did not agree** with the SDNPA statement, included in the draft MoU, that 'major development proposals other than minerals and waste developments are unlikely to achieve this'.

The policies of Horsham and Adur Districts, and the WSCC (supported in principle by the Upper Beeding Parish Council) are that comprehensive redevelopment of the site should create significant employment opportunities, whilst delivering an appropriate landscape-led restoration programme.

The comprehensive re-development proposed in 2003 for Sites B, C and D had met the landscape restoration requirements of an AONB at a cost of some £9m.

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- ▶ It was **agreed** that the SDNPA would provide an early indication of any difference between the requirements of an AONB and the requirements now that the area is within a National Park.
- ▶ It was **agreed** that these requirements could not realistically involve restoring the site to its natural contours, and benefits were identified for recreation and from learning from viewing some of the exposed areas of the site which would need to be incorporated in any proposal.

The SDNPA's view was that, at the very least, the top end of the quarry should be angled back and chalk grassland creation sought.

- ▶ In this context the Workshop **agreed** with the MoU statement that 'the site has a negative visual impact on the National Park, particularly from views along the South Downs Way and Downs Link - any proposed scheme will need to address this in so far as possible'.
- ▶ Whilst it was **agreed** that the buildings had an unambiguously negative impact in their current derelict state, opinion was divided as to whether the chalk cliffs and the high chimney are a harmful 'scar', or a component of cultural heritage.
- ▶ The Workshop **agreed** with the MoU principle that '...the site, being located in the narrowest section of the National Park with built-up areas north and south of the boundary, is sensitive to urban influence'.
- ▶ However, in view of the underlying lawful use of the site as B2, the existence of some 40 dwellings immediately adjacent to the site and the potential for significant development that would not be visible from outside the site, there were **differences of view** about the MoU statement that '...the rural location of the site should be emphasised and any use that has an urbanising effect should be avoided'.

### Interim uses and phased development

- ▶ The Workshop **agreed** with the MoU principles that:  
*'any restoration proposals for the site are likely to need an interim use given the scale of restoration required to make it viable' and that 'temporary uses of the site should not prejudice long term restoration plans'.*
- ▶ It was also **agreed** that a successful proposal would embody a clear set of relationships between interim uses and phased development – with the possibility of the latter being designed in to enable high value uses to be created at an early stage, which would enable the funding of lower value uses and major landscaping in subsequent phases.

However, there was concern about the possibility of high value uses coming forward without restoration and it was agreed that this would have to be safeguards to prevent this.

- ▶ Therefore it was **agreed** that, as far as possible, the phasing of redevelopment and restoration needs to go hand-in-hand i.e. some redevelopment to go with some restoration.

This approach is built in to the redevelopment–restoration scenario presented on [page 18](#).

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### Buildings

In 2003 the view of English Heritage (EH) was that the buildings were not worth listing and that proposals involving complete demolition would be appropriate. The current view of EH and WSCC is that the buildings do not merit listing but the site may have some cultural heritage value. There may be scope for this to be reflected through recording, interpretational facilities and possibly an element of retention, such as the retention of the prominent chimney. The existing buildings and hard standing can be used for B2 uses.

However, the site inspection demonstrated that the existing buildings are in severe disrepair and are mainly constructed of blockwork and asbestos. Moreover, most of the buildings will be very difficult to convert to new uses.

- ▶ The Workshop **agreed** with the MoU principle that ‘...the Shoreham Cement Works forms part of the industrial heritage of the area and the minerals industry. Opportunities to adequately record the history of the site should be explored’.
- ▶ It was also **agreed** that the issue of complete demolition or partial retention of the buildings needs to be reviewed, including a re-assessment of their structural condition, their significance in terms of industrial heritage and their potential for economically viable refurbishment. This review would be conducted in consultation with the SDNPA Cultural Heritage Lead.

### Commercial viability

Hargreaves stressed the importance of ensuring that any proposal for the redevelopment of the SCW is commercially viable, i.e. sufficient value would have to be created by redevelopment to cover the preparation and submission of a planning application, demolition and site enabling, including the construction of infrastructure and bringing services to the site, together with an appropriate return on Hargreaves investment in developing the site.

An indicative Preparation Works Cost Schedule was produced to inform discussion ([see page 46](#)). This updated the costs estimated in 2003 – an increase from £8.6m to £10.9m – and added a recent estimate of £5m for connection to the national electricity grid. Some of these costs were queried, notably the electricity costs and the cost of re-profiling Site D which it was agreed would not be required to be as extensive as previously envisaged.

- ▶ It was **agreed** that Hargreaves would do ongoing work to refine these estimates, in the context of receiving information from SDNPA on the restoration standards required now, compared to those proposed previously. The resultant revised costs would be shared with stakeholders.

It was emphasised that the risk in the redevelopment of the site is almost entirely borne by the developer and entirely by the developer if there is no significant public sector investment. When a potential user expresses an interest in occupying premises they need to be able to occupy the building(s) within a reasonably short period of between six and eighteen months, depending on the scale of the buildings. Thus there is a need to establish a planning brief which can be used as the basis of a planning application so that prospective occupiers will not be lost to other parts of the South East.

It was considered that there is the potential to attract both international and national investment to the site.

It was stressed that the market drives property development and that the commercial redevelopment of the site will be determined by its attractiveness as a location to a range of suitable businesses.

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- Thus it was **agreed** that the potential for relocating businesses from Shoreham Harbour, and the release of land for housing there, will depend on businesses wanting to, or being persuaded to move to the SCW. It was further agreed that SCW was not an appropriate site for 'bad neighbour uses'.

The SDNPA view is that the SCW would not be an appropriate location for any type of business without a connection to the National Park Purposes and Duty.

Hargreaves stress that the type of businesses that may be re-located to the site needs to be carefully considered in terms of the effect they may have on the quality of the completed scheme. For example, certain of the port-related uses, such as EMR involved in metal recycling, may not be conducive to high quality development.

Concern was expressed at the workshop about the potential traffic implications of locating businesses at SCW. It was also pointed out that the traffic implications of comprehensive re-development and restoration were dealt with satisfactorily in the 2003 application and that the WSCC would be fully engaged in the next stages of the Collaborative Planning Project.

### Exceptional circumstances

The SDNPA Position Statement pointed out that the National Planning Policy Framework (NPPF) para 116 states that 'planning permission for major developments should be refused in National Parks except in exceptional circumstances and where it can be demonstrated that they are in the public interest' and that it requires an assessment of the impacts of a major development to determine if a particular proposal for major development can be considered to be an exceptional circumstance and therefore in the public interest.

The SDNPA has stated that in order to meet the exceptional circumstances test any proposal will need to be of national significance and that this needs to be the starting point for taking the site forward.

The relevant wording of para 116 states that the assessment of impacts should include '*...the need for development, including in terms of any national considerations, and the impact of permitting it, or refusing it upon the local economy...*'

The HDC view is that this assessment would therefore need to consider the HDC adopted Development Plan policies.

It was argued that the balanced redevelopment and restoration of the SCW would contribute to the enhancement of the natural beauty of the area, which is at present badly affected by the derelict cement works and that such an outcome would be in the public interest. But it was also emphasised that the type of development must be consistent with the two statutory purposes and the statutory duty.

- It was **agreed** that the challenge for Hargreaves is to propose an outline comprehensive redevelopment and restoration scheme that is consistent with the purposes of 'conserving and enhancing' and 'promoting opportunities for understanding and enjoyment', whilst meeting the statutory duty to foster the social and economic well-being of local communities by providing employment opportunities and a range of recreational and community facilities.



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### Local communities

However, a key issue is the interpretation of the statutory duty 'to seek, to foster the economic and social well-being of local communities in pursuing the two purposes.' The SDNPA interpretation is that 'fostering the well being of local communities in pursuing the two purposes' refers to the communities within the Park, such as Midhurst and Lewes.

However, in the case of the SCW, another view was that the 'local communities' are the villages of Steyning, Bramber and Upper Beeding to the immediate north (which are physically outside the Park, although in administrative terms - parish boundaries - partially within the Park) and Shoreham to the immediate south. This suggests that some of the employment (and possibly housing) needs of these local communities could be met in the redevelopment of the SCW.

- It was **agreed** by all except the SDNPA that the development of proposals for the SCW should take account of the detailed studies of local employment and housing needs that will emerge from the ongoing preparation of Neighbourhood Plans for Steyning, Bramber and Upper Beeding.

More widely, there is an issue of whether and to what extent should the redevelopment of the SCW meet the employment needs of Horsham and Adur Districts – and even of Brighton and Hove. This requires an interpretation of the Localism Act 'duty to co-operate', in the context of the emerging SDNPA Local Plan and the objectively assessed needs for development in neighbouring LPAs. This interpretation may be influenced by the forthcoming employment land studies in the Districts adjoining the site.

### National Parks Planning Policy Review

This issue may also be influenced by the evolution of government policy. The Workshop discussed, in general terms, the possibility that the preparation of the SDNPA Local Plan will be in the context of a review of National Parks planning policy. The indications from the House of Commons debate are that the government may be moving to shifting the balance between 'protection' and 'growth' (at least a little) more towards the latter. National Parks are not exempt from the requirement to demonstrate 'duty to cooperate' in meeting their housing needs.

- There were **differing views** about the potential significance of any review of National Parks planning policy.

One view was that if such changes in policy were forthcoming it may support the case for major development of the SCW site to meet employment (and possibly housing) needs of neighbouring LPAs.

However the SDNPA took the view that any national review would be targeted to the long established National Parks, which generally did not include significant settlements within their boundaries, and in which very little development had been permitted since their creation in the late 1940s. The situation of the 21st century SDNPA was quite different. It included major settlements such as Lewes and Midhurst – 100,000 of the 300,000 people living in National Parks live in the South Downs National Park. As such the level of growth needed to be accommodated in the Local Plan to meet local needs would be significant compared with all other National Parks and would be no more than 'tweaked' even if national policy was changed.

- However, it was **agreed** that SDNPA would monitor any changes in national policy and share the results with other stakeholders. *(Subsequent to the workshop, clarification has been received that there is no current intention to carry out such a review.)*

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### Biodiversity and geo-conservation

- ▶ The Workshop **agreed** with the MoU principle that ‘...the site and surrounding area is important for a number of species of flora and fauna. Opportunities exist for levels of biodiversity to be maximised and enhanced on the site and augmentation of the adjacent Site of Special Scientific Interest (SSSI). These opportunities should be explored’.
- ▶ It was also **agreed** that the potential for the application of bio-diversity off-setting should be explored.
- ▶ It was **agreed** that the issue of geo-conservation should be explored, in terms of the potential scientific and educational benefit to be derived from the accessibility to a range of strata on the site.

### Other principles

The Workshop agreed with the MoU principles that:

- ▶ **sustainable transport** options will need to be considered for any proposed scheme for the site;
- ▶ **potential rail links** to the site should be explored to reduce the impact of road traffic generated by any proposals; it was agreed that the burden for providing rail links should not fall upon the owners/developers and that it would be a matter of taking account of any government-led scheme, should one emerge for the restoration of the Shoreham-Henfield line;
- ▶ the opportunity to tie into wider environmental enhancement programmes to address other issues (such as the removal of **overhead power lines** located north of the site and telecommunications infrastructure in the area) should be explored. It was noted that the Rampion offshore windfarm proposal may facilitate the undergrounding of electricity transmission lines locally;
- ▶ **sustainable tourism/educational opportunities** of a nature and scale appropriate to a National Park should be explored;
- ▶ **recreational opportunities** that promote the understanding and enjoyment of the special qualities of the National Park should be explored, as well as recreational opportunities which could be appropriate for this unique site.

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### Restoration-redevelopment options

In the context of the site visit, the Preliminary Workshop gave an opportunity for blue skies thinking about possible appropriate redevelopment options in three ways:

- an overall vision for the redevelopment of the site;
- possible uses for each of the sub-areas of the site – A, B, C and D;
- a holistic view of the phased development of the site which would enable high value development at an early stage (possibly temporary uses) to generate funds which, in conjunction with partnership funding, will enable an appropriate landscape restoration programme and a longer term development programme to be implemented, in a process which enables redevelopment and restoration going hand-in-hand.

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The term 'enabling development' was used in the workshop to mean the development that is necessary to make the phased restoration of the site commercially viable and therefore deliverable much earlier than 2042 when the minerals permission expires.

Hargreaves have made the point in response to the draft report text that a '**do nothing scenario**', whilst not explicitly discussed in the Workshop, is an option.

In this scenario the company would do nothing to promote the comprehensive redevelopment and restoration of the site. Rather they would continue to receive income from the short-term uses on Site A, receive income from the Dudman Group on Sites B, C and D and possibly extend the short term uses, having regard to the lawful B2 use of the site, and finally undertake limited restoration in 2042. This is not a favoured option, but one that is open if it is not possible to develop a comprehensive redevelopment-restoration proposal which is commercially viable and acceptable to the SDNPA.

### Visions

The Workshop discussions pointed to the need to move towards an agreed vision for the long term future of the SCW. The suggestions below were provided on post-it notes by participants in one of the small group discussions and can be regarded as a starting point for the development of such a vision.

- High quality mixed development affording an agreed phased restoration scheme whilst delivering the developer a financial return on a speculative development.
- Long-term high quality restoration - enabled by development - win/win all round.
- The Hargreaves Partnership Coombe'; a restored quarry befitting a National Park with appropriate uses, well designed....
- Eco-sustainable business park: education / high quality.
- High end / sensitive / community / quality design / unobtrusive / less intensive / environmental / experience.
- Restoration of quarry for recreation, bio and geo-diversity.
- ▶ It was **agreed** that the next stage of the collaborative planning project should include the development of a vision statement, shared by all stakeholders.

### Uses for sub-areas

In the context of the site visit, the two groups of participants 'brainstormed' future possible uses for each of the four sub-areas of the site. These, combined, are summarised below.

#### Area A – the riverfront west of the A283

This area is adjacent to and visible from the South Downs Link, but with the exception of the major buildings is screened by trees from longer distance views from the west side of the valley and from the A283.

There was a general view that this could be the location for enabling development as it could accommodate a mix of relatively high value uses, through sensitive design and the provision for sustainable/green tourism.

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But there were differing views about the scale and composition of the enabling development. The SDNPA view was that enabling development, in the context of the National Park, should be limited. Another was that enabling development should maximise the development potential of the site in view of the cost of the landscape and other restoration costs to 'National Park standard' in other areas of the site.

Possible uses in the context of landscape restoration include:

- hotel/restaurant and other types of visitor accommodation (such as self catering holiday apartments), in the context of improved links between the South Downs Way and the site and the enhancing of the Downs Link recreational route between Upper Beeding and Shoreham. The type of accommodation would be influenced by the preferences of visitors to the site via the Downs Link, particularly walkers and bikers. It was suggested that some cyclists favour relatively up-market hotels and noted that different types of cyclists have different requirements;
- a pub/restaurant – linked to a South Downs Way Real Ale Trail;
- business centre – business start-ups;
- restoring and re-using some of the old buildings;
- housing – if any to be provided it should be affordable housing to meet local needs;
- riverfront facilities for boats and other water-based recreation.

### **Area B – the area east of the A283 which is visible from the road**

Buildings and structures in this area are very visually intrusive at present and its redevelopment would need to be designed to minimise its visible impact. A key issue is the extent of demolition of the existing buildings. There were different views. One was that virtually all the buildings should be demolished, but with one building, or a small group of buildings, retained as a museum/interpretation centre, as part of the conservation of cultural heritage. An alternative view was that more of the buildings should be retained and converted to new uses, if this was commercially viable.

Possible uses in the context of landscape restoration include:

- enhance the landscape buffer formed by the low cliffs 'gateway' between Area A and Area B;
- visitor/tourist interpretation centre;
- industrial heritage museum, education/arts centre;
- specialist retail, leisure centre;
- viewpoint across the Adur Valley to the Downs - public access link to South Downs Way to the north on the east side of A283 and through Area B and the tunnel to the west side to the Downs link and thence north to the footbridge over the river i.e. a southern loop from the South Downs Way in to the SCW and back via the Downs Link.

### **Area C – the area to the east of the A283 where development could be effectively screened**

This Area is currently not visible from the road as it is obscured by the existing buildings and the



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'portal' cliffs. The cliff topography is such that it will be possible to substantially screen future development from both short distance and long distance views.

Possible uses in the context of landscape restoration include:

- public access link to South Downs way;
- leisure and commercial uses – not a retail park;
- micro-brewery linked to a South Downs Real Ale Trail;
- markets for local food;
- a range of B2 (general industrial) and B8 (storage or distribution) uses – all buildings with green roofs.

### **Areas B and C**

Several suggestions were made for the linked restoration/development of both these areas:

- hightech business park – in partnership with a university – high value;
- waste-recycling - renewable energy generation - lower value;
- a recreational route for walkers and bikers – connected to the improved links to the South Downs Way via the Downs link.

### **Area D – the area furthest east, including the cliff face, which is visible from the Downs to the west of the Adur Valley**

This area is the most visually sensitive part of the site where landscape restoration (although not the regrading of the cliff) will be required, and only low impact development will be appropriate such as:

- geo-conservation; a perimeter walk to enable access to quarry faces chalk strata for scientific and educational purposes;
- nature conservation; the restoration of chalk grassland habitat – in chalk downland 47 species of plants have been found in one square metre, making it the European equivalent of tropical rain forest - hence internationally very important; connection to the Site of Special Scientific Interest (SSSI) adjacent to the quarry; need to explore EU and national funding sources for a partnership-based approach to restoration;
- education/interpretation, with education resource centre in south-west corner;
- adrenalin/extreme sports such as mountain biking (but not rock climbing because of nature of cliff) – mountain bike trail in centre of restored grassland;
- opportunities for quiet informal recreation.

The SDNPA note that the rear face of the quarry may need regrading, but not necessarily the sides. The Authority further notes that the restoration and aftercare of this area is required as part of the mineral permission for the site (UB/53/97) in accordance with the approved restoration and aftercare schemes. A Review of Mineral Permissions (ROMP) application has been submitted (but is currently not valid due

## 05. Workshop results

to a lack of Environmental Statement) and this will require the updating of the conditions, including the restoration and aftercare schemes. The responsibility for complying with the restoration

conditions relating to this part of the sites lies with the mineral operator, or in the case of any defaults, the landowner.

### Areas C and D

- Several suggestions were made for the linked restoration/development of these two sites:
  - potential for 'short term' (25 years) uses to fund restoration of chalk grassland, such as appropriately sited solar panel arrays and business units;
  - possibility of an anaerobic digester.
- It was **agreed** that Hargreaves should provide estimates of the capacity of each of the sites for a range of uses to enable the potential uses to be specified in more detail.

### Areas A, B, C and D

One blue skies suggestion, put forward by the facilitator to stimulate discussion, was for the integrated redevelopment of the whole of the site as an exemplar, zero-carbon and water neutral eco-settlement - a sustainable community, providing low-rise high density housing, jobs, and primary school, all in a green landscaped environment, with on-site generation of renewable energy for a community energy scheme, and a sustainable transport system with an internal network of bike routes connected to the Downs link and a mini-bus shuttle service along the Downs link to Shoreham. Some very basic capacity calculations suggested that this may not be a technically viable proposition.

- A majority of participants **agreed** that the site was not suitable for housing.
- It was **agreed** that the next stage of the SCW collaborative planning project should include calculations of the capacity of each part of the site for a range of different uses.

### A scenario for the phased redevelopment and restoration of the site

- It was **agreed** that the development of proposals for the site should be led by the design of a Masterplan which establishes a phased redevelopment and restoration programme for the site, which will enable a comprehensive, appropriate and commercially viable scheme to be delivered over a number of years, with some partnership funding to bridge the gap between revenue from development and the investment needed to make it viable.
- It was **agreed** that in each phase, redevelopment would go hand in hand with some restoration.

The following scenario has been prepared by the facilitators pulling together the site by site suggestions made in the small group workshops. It is intended to add value to the workshop by providing an input to the next stage of the collaborative planning project.

### Phase 1

- high value uses developed in Area A;
- landscape enhancement of recreational routes along the river in Area A;

## 05. Workshop results

- initial work on landscape restoration of Area D with partnership funding;
- detailed surveys of buildings to finalise which, if any, should be re-used and for what viable purposes.

### Phase 2

- the development and initial implementation of detailed proposals to respond to the cultural heritage dimension of the SCW;
- the creation of a recreational route through the east sites, linking the site with the South Downs Way and the Downs Link and including a viewpoint on the north side of the site and one at the eastern extremity of the site;
- the initial commercial development of Areas B and C with associated restoration work;
- continuing work on the restoration of Area D, with the completion of low impact developments.

### Phase 3

- completion of the commercial development of Areas B and C, including the landscape enhancements;
- completion of the restoration of Area D.

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## Taking the collaborative planning project forward

The workshop Briefing included, for discussion, an outline community engagement strategy which would continue the process of joint working in order to deliver agreed long-term options for the SCW to be included in the Local Plan Issues and Options Consultation in March 2014 ([page 49](#)).

### Timeline

It was reported that the Issues and Options consultation would be at the level of key topics and broad themes. As such it was unlikely that there would be any specific reference to the future of the SCW. Such a site-specific policy would be brought forward in the subsequent Preferred Options Consultation towards the end of 2014.

Thus it would be more appropriate for Hargreaves to take a longer period of time to develop realistic options, and run an independent SCW Options Consultation for Stakeholders in, say, May-June.

In this context it was recommended that Hargreaves take account of the document 'Shoreham Cement Works: Restoration Priorities and Opportunities', a report by the Landscape Group for the Sussex Downs Conservation Board, June 2000, and that this document should be shared with all stakeholders.

- It was **agreed** that it was premature to organise a Briefing for Members event at this stage. Instead, officers would now brief their members about the SCW Collaborative Planning Project.

## 05. Workshop results

### Development of Strategic Options – SDNPA

It was **agreed** that the SDNPA would undertake the following tasks to contribute to the development of strategic options as the basis of a site-specific policy statement in the Local Plan:

- ▶ review potential sources of funding, particularly for restoration work;
- ▶ prepare a statement setting out the difference between the restoration requirements appropriate for the AONB (which had been met by the 2003 scheme) and those now required by the National Park;
- ▶ participate in an early meeting and site visit with the Local Enterprise Partnership (LEP), to explain the SCW Collaborative Planning Project and to secure in principle support and participation as a key stakeholder in the development of strategic redevelopment options, which provides local jobs, in the context of implementing a restoration programme appropriate for the National Park.

### Development of Strategic Options - Hargreaves

It was **agreed** that Hargreaves would undertake the following tasks:

- ▶ arrange an early meeting with the LEP to explore the possibility of funding and links to the Brighton City Deal process;
- ▶ refine and update the site preparation and landscape restoration costs table which was presented to the Workshop;
- ▶ provide estimates of the capacity of each of the sites for a range of uses to enable the potential uses to be specified in more detail;
- ▶ review the need for consultant assessments of the potential for sustainable tourism and the attractiveness of the site to commercial users;
- ▶ liaise with the Upper Beeding Parish Council to access any suggestions for the future of the SCW that are identified in the preparation of the Neighbourhood Plan and the Neighbourhood Plans of Steyning and Bramber;
- ▶ assess the practicality of an 'ideas competition' which is grounded in the reality of the opportunities and constraints relating to the long term future of the site;
- ▶ draw on the outcomes of the Workshop to specify outline commercially viable strategic options for the site, which would identify the scale of any funding gap between what may be acceptable and what is commercially realistic;
- ▶ revise the draft community engagement strategy to build on the outcomes of the Workshop and to propose the further development of appropriate joint working arrangements to ensure the co-ordination of the tasks outlined above.



## 06. Participant evaluation results

Transcript of comments written by participants at the end of the workshop responding to two questions.

### **What worked well?**

Use of Memorandum of Understanding  
Site visit very good and helpful to see the site from all areas  
Site visit very helpful  
Site visit (3)  
Very good site visit  
Round table discussion  
Size of group worked well. Easy to discuss/hear and get involved  
Interaction from all parties encouraged  
Relaxed environment to discuss ideas and ways forward  
Informality  
Willingness of participants to contribute  
Getting together and bashing out restoration v redevelopment  
Understanding of differences between short-term/interim v long-term eco-development  
Output of homework put in train  
Day was well structured, logical  
Appropriate atmosphere for a Chatham Rules initial workshop  
Setting the scene in advance  
Resetting scene at beginning of meeting  
Break out session with map to draw ideas and put these together  
Range of views  
Knowledgeable presenter  
All very well, good presentations and facilitation of discussions  
Food and venue very good  
Food was good!  
Good venue, great food and outlook!

### **What should have been done differently?**

More information on site/sub-site capacity  
Our group in the afternoon was asked about housing only, which took a lot of discussion, so limited time to bring forward wider ideas for uses on the site but not really an option for SDNP or reflect current adopted policy for the site or reflect 2003 appeal.  
Should have all met earlier  
Less "reliance" on past scheme  
Better acknowledgement this is a National Park, which is a significant change from pre-2009  
Disappointing that WSCC not represented  
Possibly too detailed. Should have looked more at strategic view

## 07. Workshop record

This section provides a record of the discussion during the workshop – a record that informed the Workshop Results section. It comprises a transcription of the flipchart notes which the facilitators have annotated with explanatory notes in square brackets [e.g.], together with a transcription of notes written on maps in the small group workshops (shown in *italics*). The sequence follows the programme of the day.

### Matters of Agreement

- SDNP more recent [designation of South Downs as National Park];
- People & landscape [SDNP created in 21st century – others pre-war where the towns are 'cut out'. People live and work within the SDNP.]
- 8th biggest planning authority [in England].
- Not growing business for business sake.
- Debate - tweaking only [likely outcome of any impact of the government review of planning policy for National Parks].
- East Hampshire - test case [East Hampshire DC and SDNP Joint Core Strategy - housing sites in SDNP].
- Enhancement: in national interest; [SCW] = exceptional circumstances.
- Principle [of comprehensive development] accepted – Horsham [LDF] 2007.
- How much value necessary? [to cover the costs of restoration]
- Hence housing on west side proposal 2003.
- What [level of restoration] appropriate?
- State of buildings main local concern.
- [Divided opinion on chalk face scar.]
- Need blue-sky thinking on buildings [maybe renovate, not demolish].
- Rethink [the need to] restore to natural state.
- EH [English Heritage view in] 2003, buildings not worth listing.
- Needs to be reviewed – cultural heritage?
- Heritage significance assets will need to be considered – pre application stage best.
- Run down appearance.
- National Park [status] because [of] landscape.
- Impact of development on roads example.
- Buildings quite specific – difficult to convert.
- Existing buildings and hard standing can be used for B2.
- Can be renewed.
- Interim use – what do we mean?
- Phased uses.
- Market drives property.
- What is scope of restoration? Will be key.
- 2003 Horsham [DC agreed level of restoration proposed in planning application].
- 2000 vision AONB County Council.
- 2003 - £8-9 million complete restoration.
- Risk is to developer.
- Occupiers need buildings fast – within one year.
- Enabling infrastructure.
- Neighbourhood plans – boundary issues.
- Overhead power lines – funding [may be available] for undergrounding.
- National and International interest / funding.
- Biodiversity – green paper – offsetting.
- Important priority for government: Geo-conservation; Sussex group; Scientific benefit.
- Shoreham Harbour relocation; Unlocking residential sites.
- Do they [businesses in Shoreham Harbour] want to go there [to SCW]?

### History

[see note circulated – [page 48](#)]

- Any market for chalk extraction?
- No longer a waste recycling site.

# 07. Workshop record

## Differences of view

- 2009 SDNPA creation:  
Is context different [from 2003]?;  
World very different.
- Sustainability:  
Transport;  
Railway – viability to reinstate;  
WSCC highways issues.
- Local traffic concerns:  
Congestion – villages to the north.
- Discussion taking place re viability of rail  
[Shoreham / Henfield line might be] more  
viable than Lewes / Uckfield.

## Site Visit

- [Chalk downland – 47 species of plant in 1  
square metre – our equivalent of the rainforest  
in terms of richness.
- Iconic chimney.
- Are the buildings and chimney sound? –  
survey needed.]

## Restoration – redevelopment options

[For this session participants were divided into two groups in separate rooms. Each group had a brainstorm and then presented back their findings.]

### Group 1

West site [Area A]:

- Hotel / accommodation: follow uses – walkers / bikers / lycra types; variety.
- 'Housing': self catering; affordable / local needs.

East [Areas] B & C:

- Eco village – sustainable transport links to south.
- Commercial – as per 2003?
- ? International interest £

Area D:

- Mountain biking.
- Educational / cultural.

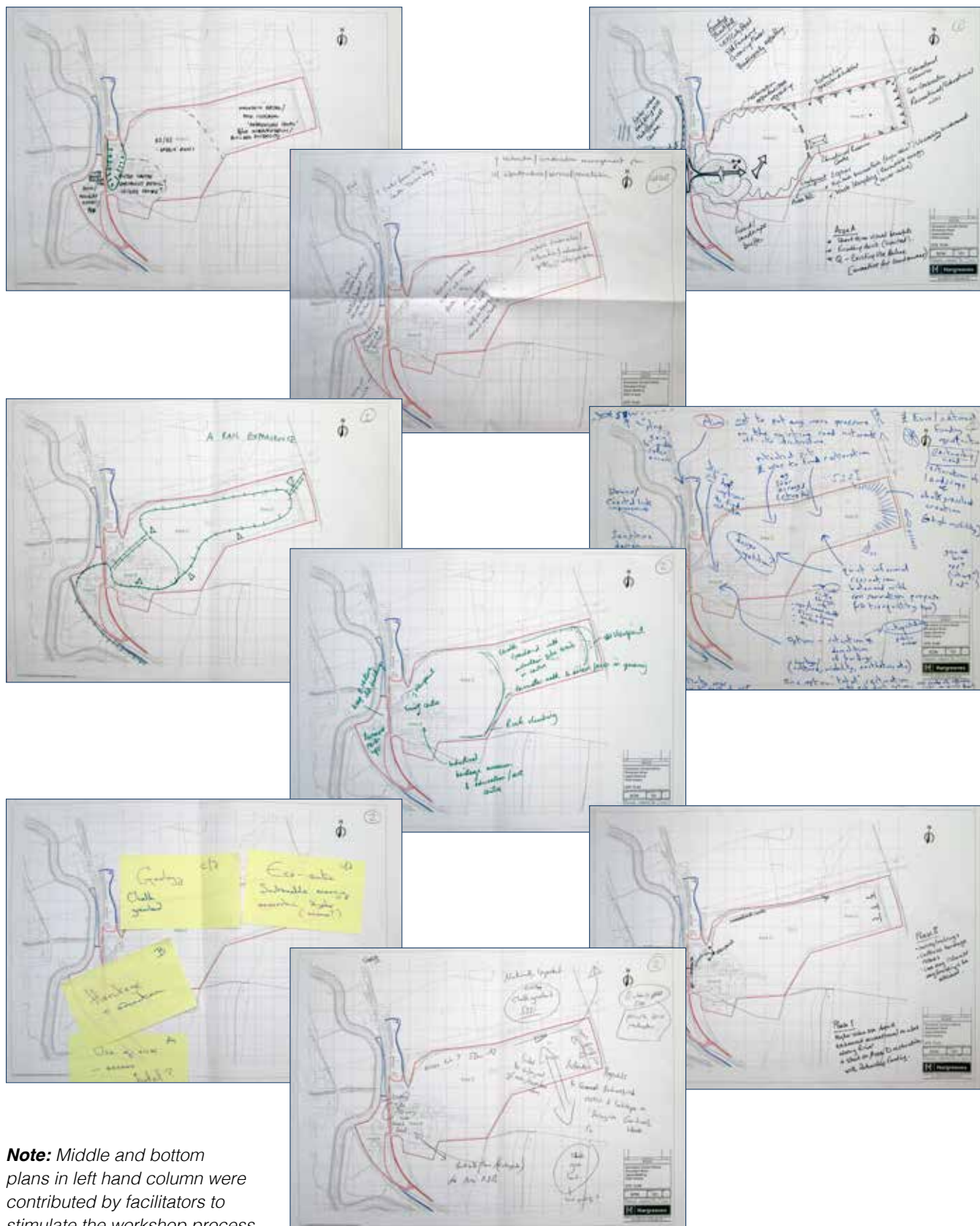
- Microbreweries; SDNP Real Ale Trail.

### Group 2

- High quality mixed development affording an agreed phased restoration scheme whilst delivering the developer a financial return on a speculative development.
- Long-term high quality restoration - enabled by development - win/win all round.
- 'The Hargreaves Partnership Coombe': A restored quarry befitting a National Park with appropriate uses, well designed....
- Eco-sustainable business park: Education / High quality.
- High end / sensitive / community / quality design / unobtrusive / less intensive / environmental / experience.
- Restoration of quarry for recreation, bio and geo-diversity.
- [Area A:] Recreational route; Riverside attractions; Hotel/restaurant; High value.
- Screening from road
- Viewpoint
- Phasing
- [Phase 1: Higher value use area A; Enhanced recreational routes along river; Start on Area D restoration with partnership funding.]
- [Phase 2: Survey buildings; Cultural heritage issues; Can any/should any buildings be retained.]
- Recreational route [East Sites];
- Partnership working.
- Restoration at end [of Area D]; European funds [European Biosphere].
- Building re-use survey [needed].

## 07. Workshop record

Site plans annotated by participants during the Restoration-redevelopment options session



**Note:** Middle and bottom plans in left hand column were contributed by facilitators to stimulate the workshop process.

# 07. Workshop record

## Text from plans

### Area A

- Water based recreation; Hotel; Holiday homes; Pub.
- Hotel?; chain pub or good local?; Water based recreation – access to the river?; Canoes?; Paddleboarding?; housing not sustainable.
- Short term visual benefits; Enabling development (limited); Q – Existing Use Value (incentive for landowner).
- Higher value enabling use; Hotel/business centre; Enhancement opportunity, more limited redevelopment; Enhance South Downs link.
- Keep and restore old buildings; Business startups.
- Sensitive design (low-key / rise).
- Development complimenting river / public access.
- Sustainable / green tourism.
- Constraints: floodplain; flat views.
- Use of river; Make access; Hotel?

### Area B

- Visitor Centre; Specialist retail?; Leisure centre?
- Extend landscape buffer.
- Viewpoint; Tourist centre; Industrial heritage museum & education / art centre.
- Interim short-term development option to fund restoration; Design competition?; Options: Retention and demolition of buildings (heritage / culture, viability, interpretation, public access).
- Heritage and education.
- Crossing for South Downs Way link, avoid road; Built into plans (or alongside) for Areas A & B.

### Area C

- B2/B8; Green roofs.
- Leisure/commercial uses – not a retail park; micro-brewery; local food, self catering – various markets?.
- Restoration opportunities regarding.
- Rock climbing.
- Access link / South Downs Way [along northern boundary].

### Areas B & C

- Employment, 2 options: Hightech business park (higher value?) University involvement; Waste / Recycling / Renewable energy (lower value).

### Area D

- Mountain biking; Rock climbing; Adrenalin sports &/or interpretation / Bio & Geo Diversity.
- Nature conservation / education / adrenaline sports; interpretation.
- Restoration grassland habitat; Educational resource; Geo-conservation; Recreational / Educational uses; Educational resource centre [south west corner].
- Chalk grassland with mountain bike trails in centre; Viewpoint; Perimeter walk to access faces in quarry.
- SSSI [adjacent to site]; £ Euro/national funding opportunities; partnership needed; restoration of landscape & chalk grassland creation (high visibility); geo & bio opp. Intereg? Ed?
- Linked to enjoyment of area / recreation ideas; Work on cliff face; Proposals to connect Biodiversity rich areas & landscape + recognise Geo diversity interests.

### Areas C & D

- Potential short-term £ uses to fund restoration eg solar arrays (siting key); Quiet informal recreation balanced with conservation purpose (NB tranquillity too).
- Geology; Chalk grassland; Eco-centre; Sustainable energy/Anaerobic digester (access?).

### Outside site and general points:

- Links from site to South Downs Way.
- South Downs Way – planning gain to make safer access; Downs / Coastal link improvement; Aim: Not to put any more pressure on the existing road network off-site infrastructure.
- Funding shortfall: LEP/City Deal; EU funding; Growing Places; Biodiversity offsetting.
- A rail experience.
- Key point: Sensitivity over narrowest part of National Park.
- One option: 'Total' restoration with short-term development options.
- Nationally important – existing chalk grassland SSSI [to north of site]; chalk grass land – lower quality? [to south of site]; Principle driver restoration.
- Phase 1: Higher value use Area A; Enhanced recreational routes along River; Start on Area D restoration with Partnership Funding.
- Phase 2: Survey buildings; Cultural heritage issues; Can any / should any buildings be retained.
- Restoration / conservation management plan.
- Infrastructure / services / remediation.



# 07. Workshop record

## Plenary report back session

- Creative industries – eg film.

## Where next?

- SDNP options – topic based.
- Not essential to coincide [the Collaborative Planning process with the SDNPA option consultation] Feb/Mar/April.
- May/June [an] alternative.
- Lets get it right – [during] 2014 period.
- Premature to go to members.
- Participants today can feed back to members.
- Neighbourhood plan – ask people what they would like on SCW [could be included as one of the survey questions].
- More research on funding before consulting more widely.
- Include LEP [Local Enterprise Partnership] earlier rather than later.
- What's the right thing to do: Ecologically?; Geologically?; Heritage [wise]?
- Two levels of engagement with [the] LEP: Optimal development; Detail stage.
- Scope for consultant tourism/restoration feasibility [studies].
- Need to be specific for options: Where?; Who?; Cost?; Return?
- Revisit restoration costs [in light of changed objectives].
- What is shortfall in cost? [Need an] incentive for developer?
- Electricity cost is ridiculous.
- Viable options commercially; Implications for planning authority.
- LEP: knocking on open door; [organise a] site visit – put marker down - absolute minimum.
- HCA [Homes & Communities Agency]: [involve] only if housing
- Coastal West Sussex Partnership
- Ideas competition:  
Okay but must be grounded in reality  
[Further down line: Quality of brief; Joint working process; Who does what?; Ball goes back to Hargreaves.]
- People prefer to have something on the table [before being consulted].
- Need feedback on what restoration means.
- SDNPA [can do]: Feedback on what restoration means; Funding sources; Meet with LEP.
- [A, B, C and D: four separate sites; analyse each]
- [B2 use – how is Dudman operating?]
- [NWA] will circulate draft report [for participants to comment on before finalising].

# 08. South Downs National Park Authority

## Position Statement prior to the workshop

### **SOUTH DOWNS NATIONAL PARK AUTHORITY (SDNPA)**

The SDNPA has been the Local Planning Authority for the area of the Shoreham Cement Works since 1 April 2011 and is currently preparing the South Downs National Park Local Plan, with a target adoption date of early 2017.

### **NATIONAL POLICIES**

The national policies which the Local Plan (and any proposal for the SCW) will have to take fully into account are set out in the DEFRA Policy Guidance 2010, the National Planning Policy Framework 2012 and the Localism Act 2011.

### **English National Parks and the Broads: UK Government Vision and Circular 2010**

This DEFRA document provides updated government policy guidance on the English National Parks.

Para 6 quotes the **2 statutory purposes** of National Parks as defined in section 5(1) of the National Parks and Access to the Countryside Act 1949, viz:

- to conserve and enhance natural beauty, wildlife and cultural heritage;
- to promote opportunities for the understanding and enjoyment of the special qualities of the National Parks by the public.

Para 18 explains that if there is a conflict between the two National Park purposes, greater weight should be attached to the purpose of 'conserving and enhancing' – the 'Sandford principle'.

Para 65 quotes section 11A (1) of the 1949 Act which places a statutory duty on the NPAs

- to seek to foster the economic and social well-being of local communities in pursuing the two purposes.

Paras 68-74 provide advice on fostering and maintaining thriving rural economies and states that NPAs

- must give sufficient weight to socio-economic interests and that this socio-economic duty has been given added weight and momentum by the Taylor Report and the Rural Advocate's Report, both of which point to the need to accommodate growth, development and investment in all rural areas, at an appropriate scale and form;
- can play a catalytic role to broaden the economic base by fostering more diverse and higher value local employment opportunities.

### **National Planning Policy Framework (NPPF)**

Section 11 deals with conserving and enhancing the natural environment.

Para 109 states that the planning system should contribute to and enhance the natural and local environment by a range of measures which include:

- protecting and enhancing valued landscapes;
- remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

## 08. South Downs National Park Authority

### Position Statement prior to the workshop

(The NPPF Technical Guidance states that the responsibility for the restoration and aftercare of minerals sites lies with the operator and, in the case of default, with the owner).

Para 115 states that great weight should be given to:

- conserving landscape and scenic beauty in National Parks and
- the conservation of wildlife and cultural heritage in National Parks

Para 116 states that planning permission for major development in National Parks should be refused, except in exceptional circumstances and where it can be demonstrated that they are in the public interest. Consideration of such applications should include an assessment of:

- the need for new development and the impact of permitting it, or refusing it, on the local economy;
- the cost of, and the scope, for developing elsewhere;
- any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

#### **Localism Act 2011 – the Duty to Co-operate**

Section 110 of the Localism Act states that the Duty applies to a range of organisations including local planning authorities, local and county councils, national park authorities and public bodies.

The Duty to Co-operate in plan-making is further set out in the NPPF:

Paras 178-181 of the NPPF deal with planning strategically across local boundaries and advise local planning authorities to:

- undertake joint working to meet development needs that cannot wholly be met within their own area;
- work collaboratively with Local Enterprise Partnerships and Local Nature Partnerships; private sector bodies, utility and infrastructure providers;
- demonstrate evidence of having effectively cooperated to plan for issues with cross boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation.

Para 182 states that a Plan must be positively prepared – based on a strategy which seeks to meet objectively-assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities, where it is reasonable to do so and consistent with achieving sustainable development.

#### **THE EMERGING SOUTH DOWNS PARK LOCAL PLAN**

##### **Partnership Management Plan (PMP) 2014-2019**

The PMP was published for public consultation between 1 July and 16 September 2013 and will be adopted in November 2013. It states (p 14) that:

## 08. South Downs National Park Authority

### Position Statement prior to the workshop

- 'this plan will be followed by a single Local Plan for the National Park in 2017 which will be the spatial representation of this PMP. This will replace all previous Local Plans and Core Strategies.'

#### **Local Plan timetable**

- March-April 2014                      Formal Consultation on Issues and Options
- February-March 2015                Consultation on Preferred Options and Site Allocations
- Summer / Autumn 2016              Examination
- Early 2017                              SDNP Adoption of Local Plan.

The development of the Collaborative Planning Project would need to synchronise with this timetable, with the possibility that it would generate strategic options by March 2014.

#### **Statement of Community Engagement (SCE) March 2012**

The SCE is the SDNPA's formal statement of how and when local communities and stakeholders will be involved in the preparation of the documents to be included in the South Downs National Park Local Development Framework. The statement also governs the development management process for all planning applications within the Park.

The document sets out the minimum consultation required by government regulations in the development of planning policy and identifies a list of additional consultation methods which the SDNPA may use, including stakeholder workshops.

It also states that the exact approach taken will depend on the issue concerned. In the case of the issue of the future of the SCW site, the Collaborative Planning Project has the potential to help define the appropriate exact approach.

#### **Objective assessments of the need for development**

##### **South Downs National Park Employment Land Review Final Report May 2012**

This review was commissioned from Roger Tym and Partners by the SDNPA to form part of its evidence base for the Local Plan.

##### *Section 6 Conclusions and Policy Recommendations - Site allocations*

Para 6.12 states that: There is no pressing need for new employment sites in the Park.

Para 6.14 states that: 'the major site in the Park area is the Shoreham Cement Works. This is a problematic site for the National Park Authority to manage. It is within the boundary but former policies have promoted the site as a strategic proposal to meet the needs of neighbouring districts. It is for the National Park Authority to decide if it wishes to try and fulfil this need but if it does we suggest the case for employment on the site needs refreshing. The established policy approach is pre-recession and maybe over optimistic in the current climate'.

# 08. South Downs National Park Authority

## Position Statement prior to the workshop

### ***South Downs National Park Housing Requirements Study: Final Report October 2011***

This study was commissioned from DTZ to contribute to the evidence base for the Local Plan.

Section 8. Policy recommendations for the South Downs National Park Authority.

The report suggested that 'the main thrust of housing policy should be an emphasis on providing affordable housing and keeping homes accessible to local residents and workers. This reflects the fact that throughout the Park, demand will exceed supply, with most of the demand arising from outside the area.'

The report referred to the (then draft) NPPF principles which deal with rural housing provision and the promotion of sustainable development:

- Para 54 of the NPPF states that in 'exercising the duty to co-operate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to meet local needs, particularly for affordable housing.... Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs'.
- Para 55 states that 'local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances...'

### ***Section 4 South Downs National Park Settlement Hierarchy***

The study reviewed existing local authority planning policies for housing with respect to settlements within the National Park and immediately adjacent to the Park boundary. The study placed settlements in the National Park in a five-fold hierarchy distinguished by the current policy stance on housing development. A similar exercise was undertaken for the more significant settlements adjacent to the National Park – but excluding the major urban settlements along the Sussex Coast.

The study suggested that 'there are a number of settlements adjacent to the South Downs national Park which are further up the settlement hierarchy and therefore more appropriate locations for affordable housing provision than those settlements in the National Park.'

In the hierarchy of Settlements outside the National Park but near the Boundary, Steyning and Shoreham were identified as Tier 2 settlements – 'other market towns with substantial population and services.'

This analysis identified a 'key area for discussion with communities within the National Park: that is whether housing need arising from within the National Park should be met within the National Park itself, or can be met in the settlements just outside the boundaries of the National Park, where it will be easier to deliver new housing without compromising the priority objectives of the National Park.'

### ***Strategic Housing Land Availability Assessment (SHLAA)***

The NPPF requires the SDNPA to produce a SHLAA which will identify a wide range of potential land for housing across the whole National Park. Sites will be identified which are considered suitable and available for development and their development is considered to be achievable. The SHLAA does not decide where housing should be located or decide which specific sites will be allocated for housing development. This will be done through the Local Plan and the Neighbourhood Plans.

The 2013 ***Call for Potential Housing Sites*** has a 30 November 2013 deadline for the submission



## 08. South Downs National Park Authority

### Position Statement prior to the workshop

of sites for consideration in the first SHLAA report which will be published in March 2014. But the assessment of potential housing land will be an ongoing process and sites can be submitted after this deadline for consideration in future assessments – the SHLAA will be a ‘living document’ that will be updated on a regular basis.

#### ***Strategic Housing Land Availability Assessment - Draft Methodology September 2013***

The SDNPA has just published this document which sets out how it proposes to undertake the SHLAA in a way that is consistent with the two statutory purposes and the statutory duty of a national park.

#### **EMERGING POLICY AND DEVELOPMENT ISSUES AND PRINCIPLES FOR THE SHOREHAM CEMENT WORKS**

##### **Draft Memorandum of Understanding (MOU)**

In 2012 the SDNPA participated in the production of a draft MoU between the South Downs National Park, West Sussex County Council, Adur District Council and Horsham District Council: Shoreham Cement Works Key Development Aspirations/ Principles. The purpose of the MoU was to define matters of agreement between the authorities regarding the principles of development on the site. These principles would help to:

- set out how the current policy framework will be applied to any applications which are received in relation to the site, prior to the adoption the SNDPA Local Plan;
- form the basis of any Development Brief for the site;
- identify any opportunities and threats.

The MoU did not get beyond the draft stage, but was intended to run for a specified number of years, or until superceded by a Development Brief or the SDNPA Local Plan.

##### **Collaborative Planning Project**

The SDNPA has welcomed the Hargeaves proposal for the development of a Collaborative Planning Project which would build on the draft MoU by:

- widening participation, initially to include the land-owner, the Parish Council and Natural England in the Preliminary Workshop;
- developing an engagement strategy to include other stakeholders, including potential funding agencies (Coast to Capital Local Enterprise Partnership, Coastal West Sussex Partnership, Homes and Communities Agency), together with the Environment Agency, the Local Nature Partnership and the Sussex Wildlife Trust.

The SDNPA welcomes the Hargreaves initiative and is willing to participate in the development of the collaborative planning project which has the potential to evolve as an ongoing process of joint working to agree principles for the development of the site.

The SDNPA would wish to see any such process evolve as an integral component of the preparation of the Local Plan. This could mean that the joint working would need to develop strategic development options for the SCW site in time for the consultation on Issues and Options in February 2014.

## 08. South Downs National Park Authority

### Position Statement prior to the workshop

#### Indicative statements

Thus far there have been two statements which may be indicative of the current position of the SDNPA in relation to the future of the SCW:

- the MoU stated that 'any proposal for the site will need to have due regard for the SDNPA's purposes and duties' and the SDNPA drafted a clause which stated that:  
*'only proposals which secure an appropriate landscape-led restoration programme for the site are likely to be acceptable. Major development proposals other than minerals and waste developments are unlikely to achieve this.'*
- the South Downs National Park Employment Land Review May 2012 stated, in relation to the future of the SCW, that:  
*'the existing policy stance can be summarised as seeking to remediate the site with as little new development (or redevelopment) as possible. However, balancing this is the site's potential strategic function as a new large employment site servicing Horsham District and its neighbours.'*

## 08. Horsham District Council

### Position Statement prior to the workshop

Until the end of March 2011 Horsham District Council was the Local Planning Authority for the part of the site which lies to the east of the A283 and the northern part of the western part of the site, which together comprise the vast majority of the site.

**The Horsham Employment Land Review 2005** (joint with Crawley and Mid Sussex) promoted the site as strategic regeneration opportunity. It stated that:

*'The disused Shoreham Cement Works is a unique site and is recognised as an important regeneration opportunity for the medium to long term. Despite the clear need for infrastructure investment to support access to the site, it is considered to be appropriate for a significant level of employment provision.'*

Policy CP 10 of the **adopted Horsham Core Strategy** identifies the whole of the Shoreham Cement Works site (including the northern part of the current appeal site), for employment development in the following terms:

*'v. employment development as part of the restoration of the former Shoreham Cement Works site in a manner compatible with its sensitive location in an AONB, and as part of a package, potentially including leisure provision, which will thereby contribute to the regeneration and economic needs of the Sussex Coast Sub-Region, the details of which will be examined in the Site Specific Allocations of Land Development Plan Document.'*

The Shoreham Cement Works is an allocated employment site in the adopted Horsham Core Strategy 2007 which states that:

*'Provision is made for the development of some 210,000 sq m of employment floor space within the period 2001-2018. This includes: employment development as part of the restoration of the former Shoreham Cement Works site in a manner compatible with its sensitive location within an AONB and as part of a package potentially including leisure provision which will thereby contribute to the regeneration.'*

Policy AL 13 of the Horsham Site Specific Allocations DPD envisages a comprehensive development of the whole of the site to bring about environmental and landscape enhancements, potentially incorporating employment, leisure, tourism, housing, retail and waste elements.

However, the **SDNPA Employment Land Review 2012** pointed out that the quantitative and qualitative rationale of this allocation is to meet sub-regional needs rather than just needs arising from within the Park – a rationale that was supported by SEEDA, which identified the redevelopment of the site for employment contributing to the economic regeneration of the Sussex coastal strip.

The Review argued that this allocation should be re-examined because the underpinning evidence that the site was needed for employment *'...is now old and pre-recession'*. Moreover the Report points out that this position was adopted *'...at a time when more public finance was available to help challenging development sites'*.

**The Horsham District Council Core Strategy Review Consultation Document 2009** stated that the review should include *'...whether there is any continuing role for development at the Shoreham Cement Works site, now contained within the South Downs National Park.'*

**The Horsham District Planning Framework Preferred Strategy: putting the economy first** was published in August 2013 and the **Proposed Submission** is programmed for Spring 2014. In this context the District, again with with Crawley and Mid-Sussex, has recently commissioned an update of the 2005 Employment Land Review. The report has been received but is not yet in the public domain. But it may be possible for the findings to be shared at the Workshop. The Council's policy for the SCW site remains, for the time being, that which is set out in the policies quoted above.

## 08. Adur District Council

### Position Statement prior to the workshop

The Adur Local Plan 2006 acknowledges the appropriateness of the redevelopment of the larger part of the site (in Horsham District) for a range of commercial and leisure uses. Policy AE1 of the Plan envisages that a proportion of the requirement for new commercial floorspace in Adur could be met from development at Shoreham Cement Works. In this context Development Proposal DP.AR4 of the Plan envisages development of the western part of the overall Shoreham Cement Works site for leisure and recreation purposes.

The site is not included in the emerging Local Plan as it falls within the National Park. However, the Council recognises the strategic importance of the site and it is currently focused on the potential relationship between the regeneration of Shoreham Harbour and the SCW site.

The Shoreham Harbour Regeneration Project is led by a Partnership of Adur District Council, Brighton and Hove City Council, West Sussex County Council and the Shoreham Port Authority. The Port has Eco-Port status and has recently formed a Renewable Energy Partnership with the energy company MITIE to enable businesses to benefit from relatively low cost, locally generated energy.

The Partnership is supporting:

- business opportunities for growth;
- a clear and robust planning framework for sustainable development;
- the delivery of key infrastructure – flood defence and transport;
- public realm enhancement to improve the business environment.

The emerging planning framework aims to deliver a balance of housing and employment opportunities which will increase the opportunity for people to live and work in Shoreham, thus boosting the local economy and helping to reduce traffic congestion. Development Briefs have been approved for the Harbour Area to guide future development prior to the preparation of a Joint Area Action Plan (JAAP).

A key issue is the potential for the relocation of some existing businesses from Shoreham Harbour to the Shoreham Cement Works site in order to release land for housing development and attract new high value businesses into the area. One of the existing businesses in question uses a significant amount of space for re-cycling activities and this use could be accommodated at the SCW site. However, such uses would be unlikely to generate the revenue needed to support the costs of SCW restoration. An integrated approach would therefore need to be developed to ensure the restoration investment needed at the Shoreham Cement Works. The Council recognises that such an approach would need to be developed with the Coast to Capital LEP, the Coastal West Sussex Partnership, in the context of the emerging City Deal.

There is now an opportunity to explore this issue further in the context of the development of options for the future of the SCW. The Collaborative Planning Project could be developed as catalyst for the development of positive proposals to realise the potential of a redevelopment-restoration option for the SCW in which the regeneration of the Harbour and the Cement Works are mutually supportive processes.

## 08. West Sussex County Council

### Position Statement prior to the workshop

The West Sussex County Council was the strategic planning authority for the area in which the SCW is located before the creation of the SDNPA. The WSCC County Structure Plan Policy NE6 (d) stated that:

*'development at Shoreham Cement Works should not be permitted unless it is compatible with its sensitive location within an Area of Outstanding Natural Beauty and it delivers major environmental and landscape improvements. It should be comprehensive, contribute to regeneration, and be acceptable in transport terms.'*

The supporting text included the following;

- any proposal for development should deliver the principal objective of securing the satisfactory restoration of the site with major environmental and landscape improvements compatible with its sensitive location within an AONB. The existing buildings, plant, foundations, roadways and hardstandings will need to be removed together with the removal, treatment or capping of contaminated soil. Other improvements may involve recontouring of the landforms to create a safer and more natural appearance, and the regeneration of vegetation;
- a comprehensive scheme for the whole site which involves major development is likely to be needed to deliver the principal objective. It is important that any scheme makes a major contribution to regeneration of the coastal area. It could include development for major employment, leisure or tourism but it must be of high quality. A height restriction should be imposed on any structures outside the area of chalk extraction, i.e. to the west of the quarry 'neck';
- development for uses such as homes, restaurants, hotels or retailing may be acceptable provided that they are ancillary to the main use and are only a small part of the overall scheme. Any proposal for waste management on the site will need to deliver the principal objective outlined above. Such a use is identified in the Waste Local Plan Deposit Draft. This use may be acceptable either for the whole site or as part of a comprehensive scheme alongside other uses;
- transport and other infrastructure improvements will be needed. In particular, any scheme must be acceptable in transport terms and is likely to require improvements to the A283 between Washington and Shoreham.

WSCC and the NPDA submitted the West Sussex Waste Local Plan in March 2013 and the public examination hearings were held in July 2013. The Plan allocated 'strategic sites' for the new waste management sites needed in West Sussex. The SCW was not included as one of the strategic sites. Moreover the Inspector has recommended deleting the following para that is in the submitted Waste Local Plan because the site is not required to meet the strategic needs of the County:

***Shoreham Cement Works, near Upper Beeding:*** *Shoreham Cement Works is a major brownfield site within the South Downs National Park. The potential of the site to accommodate some form of waste management use and the economic and regeneration benefits that could arise from this, will be addressed by the SDNPA in a separate policy in their Local Plan for the National Park. Any development of the site, including for waste uses, would need to deliver environmental and landscape improvements and satisfactorily address transport and other constraints on the site.*

In the context of Shoreham Harbour being identified as a 'growth point' which will involve considerable public and private investment, a **Shoreham Harbour Joint Area Action Plan (JAAP)** is being developed for the area to help deliver the regeneration of the Harbour and associated infrastructure. Thus the West Sussex Minerals and Waste Development Scheme 2013 – 2016 includes a **Shoreham Harbour Policy Framework**.



## 08. West Sussex County Council

### Position Statement prior to the workshop

The WSCC welcomes the Collaborative Planning Project and in particular would like to see the project explore the following points:

- the starting point for developing options for the long term future development of the site is what is there now and what that means for viable proposals;
- the views in the Council may be moving towards economic regeneration as the principal objective, with maximum feasible restoration of the site and major environmental and landscape improvements;
- the resumption and promotion of economic growth on the South Coast means that we cannot wait until the adoption of the SDNPA Local Plan for clear planning policy which will enable proposals for the development of the site to be brought forward;
- the development of proposals for the SCW will need to fit in with the timetable for the preparation of the SDNPA Local Plan. But it will also need to establish the appropriate sequencing of engagement with the LEP timeline for the development of its growth strategy and the emerging City Deal process.

## 08. Brighton and Hove City Council

### Position Statement prior to the workshop

The Council supported the creation of the South Downs National Park and is a significant landowner. But it is now in real difficulty with the housing land provision in the submitted City Plan which is to be examined at the end of October 2013.

The objectively assessed needs for housing during the Plan period are 17,000 dwellings, but the submitted City Plan has provided for only 12,000. Located between the South Downs and the sea, and with a growing economy needing space for employment, the City takes the view that it has to strike a balance between protecting land for employment uses and provision to meet housing needs. The current interpretation of an appropriate balance has produced the shortfall in housing provision.

In this context the City's position is that the restoration/redevelopment of the SCW should make a significant contribution to the employment and possibly housing land needs of the Sussex coast.

The Collaborative Planning Project is welcomed as a positive step towards unlocking the potential of the site at a time when the land market in the south coast towns is getting increasingly difficult as the economy gradually improves. It will be important for the evolving SCW Community Engagement Strategy and the development of optional proposals for the site to quickly draw in the Coast to Capital Local Enterprise Partnership (now finalizing its bids for funds) and the City Deal process.

## 08. Upper Beeding Parish Council

### Position Statement prior to the workshop

David Coldwell will represent the Parish Council (PC) at the Preliminary Workshop. He was invited as chairman of the Parish Council. He has since retired as chair but the new chair has agreed to this arrangement.

The SCW site is within the boundary of the Upper Beeding Parish. The three communities of Steyning, Bramber and Upper Beeding are immediately adjacent to the site and constitute the rural communities which will be most directly affected by the restoration-redevelopment of the site. The Parish Council is familiar with the planning and development history of the site, both in terms of the 2003 comprehensive redevelopment proposal and Dudman's informal proposals to re-start cement production. The PC will welcome a fresh attempt to resolve the long-term future of the SCW, which is part of the cultural history of the area.

The main issues for the Parish council are as follows:

- the buildings are seen by local people as a major blot on the landscape which should be removed, but generally there was less concern about the 'scar' of the white quarry face;
- there is a great deal of concern about the untidy and run-down appearance of the western site – although one member of the PC is a user of the site – and locals are very concerned about the threat of flooding;
- employment provision on the site would be very desirable as there is unemployment in the three communities and new local employment opportunities would reduce travel miles to work;
- traffic volumes could be a major issue for the PC, especially north flowing traffic to the roundabout;
- the three settlements are different in character and traditionally the PCs have operated in relative isolation from each other. But more recently they have been working increasingly co-operatively. All three parishes are preparing Neighbourhood Plans;
- the Steyning Area Community Partnership may well be an appropriate body to include in further community engagement activities.

## 08. Natural England

### Position Statement prior to the workshop

Natural England (NE) is a government agency which works closely with the Environment Agency through the DEFRA Network. Both agencies are statutory consultees for development. The aim of NE is to conserve and, wherever possible, enhance the natural environment.

Natural England is the government's independent adviser on the natural environment. Established in 2006 its work is focused on enhancing England's wildlife and landscapes and maximising the benefits they bring to the public. The agency:

- establishes and cares for England's main wildlife and geological sites, ensuring that over 4,000 National Nature Reserves and Sites of Special Scientific Interest are looked after and improved;
- works to ensure that England's landscapes are effectively protected, designating England's National Parks and Areas of Outstanding Natural Beauty, and advising widely on their conservation;
- runs Environmental Stewardship and other green farming schemes that deliver over £400 million a year to farmers and landowners, enabling them to enhance the natural environment across two thirds of England's farmland;
- funds, manages, and provides scientific expertise for hundreds of conservation projects each year, improving the prospects for thousands of England's species and habitats.
- promotes access to the wider countryside, helps to establish National Trails and coastal trails and ensures that the public can enjoy and benefit from them.

#### **Discretionary Advice Service (DAS)**

The DAS aims to help developers and consultants take appropriate account of environmental considerations at an early stage of proposal development and minimise the risk of delays at the formal stage. This advice is in line with Government policy and legislation and is available under two headings.

**Initial advice** is a free service which provides a limited amount of advice on all pre-application planning proposals, helping developers or consultants to identify any significant potential impacts and may include advice on how they may be addressed. NE encourages customers to engage at an early stage in the development of proposals. The responsibility for defining the limits of this advice will be determined by the Case Officer.

**Chargeable advice** is available in more complex cases to engage with customers in exploring options for minimising environmental risk and maximising environmental benefits. Charges rates are set on a full cost recovery basis.

#### **NE Pre-application advice**

Natural England would encourage any potential developer to approach us at the earliest opportunity through our Discretionary Advice Service, which aims to help developers and consultants take appropriate account of environmental considerations at an early stage of proposed development, particularly relating to issues where Natural England is a statutory consultee (for example designated Natura 2000 sites and Sites of Special Scientific Interest). This will potentially save the customer time and money in the planning process, whilst also securing good outcomes for the natural environment. For further information see:

<http://www.naturalengland.org.uk/ourwork/planningdevelopment/spatialplanning/das/default.aspx>

# 08. Natural England

## Position Statement prior to the workshop

Natural England's standing advice:

<http://www.naturalengland.org.uk/ourwork/planningdevelopment/spatialplanning/standingadvice/default.aspx>

**MAGIC:** [www.magic.gov.uk](http://www.magic.gov.uk) - provides information on designated sites and other environmental datasets.

### NE and the Collaborative Planning Project

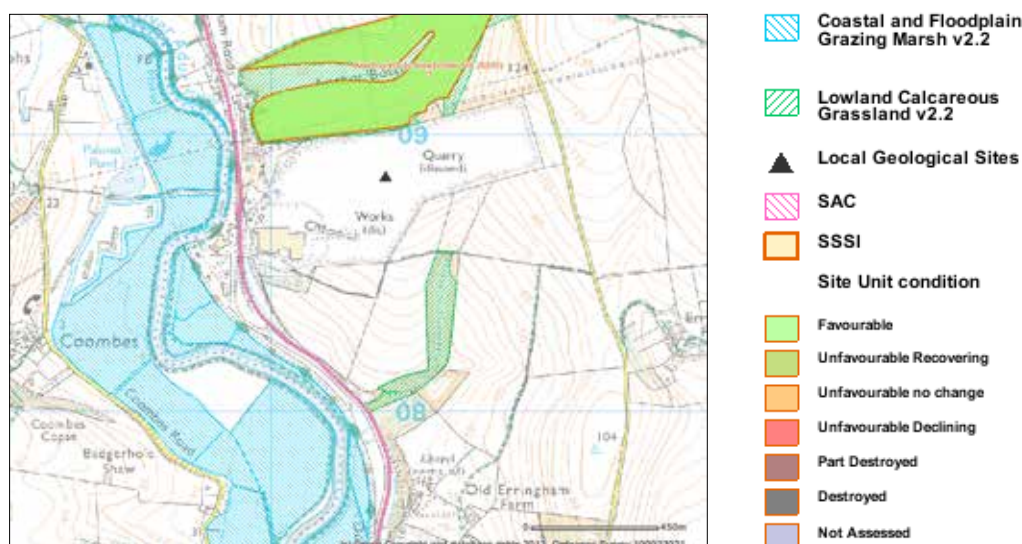
NE welcomes the Hargreaves initiative and the opportunity to engage in the development of new proposals for the SCW at this early stage. NE is also working with LEPs and City Deal. NE is familiar with the planning and development history of the site.

The range of issues relevant to the achievement of positive environmental outcomes from the restoration-redevelopment of the SCW site include:

- It is adjacent to the River Adur with associated potential impacts;
- Flood risk from the tidal river is not an issue at the cement works, however, shallow groundwater flooding and surface water ponding do occur within the site and would need to be addressed within a site specific Flood Risk Assessment. Surface water drainage, incorporating Sustainable Drainage Systems would also need to be addressed but this is unlikely to cause any problems with the tidal river adjacent to the site and good ground conditions;
- The whole of the site is within a Nitrate and Groundwater vulnerability Zone, has previous industrial and waste uses. There will be potential contamination due to its historic use and potential risk to groundwater;
- Protected species interest;
- Designated grassland Beedinghill to Newtimber Hill SSSI; More detail: [www.sssi.naturalengland.org.uk/citation/citation\\_photo/1000374.pdf](http://www.sssi.naturalengland.org.uk/citation/citation_photo/1000374.pdf)
- Green design and green infrastructure to conserve and enhance biodiversity;

For more information see Natural England's Green Infrastructure web page at:

[www.naturalengland.org.uk/ourwork/planningdevelopment/greeninfrastructure/default.aspx](http://www.naturalengland.org.uk/ourwork/planningdevelopment/greeninfrastructure/default.aspx)





## 08. Hargreaves

### Position Statement prior to the workshop

The company bought the **Shoreham Cement Works** as a vacant potential development site in 1997. Since that time it has achieved, and continues to achieve, an adequate return on investment from a series of temporary uses of the site and this situation could be maintained. Over 99% of the entire site is let under tenancies creating significant employment for local companies within the National Park and providing employment accommodation that meet the needs of a wide variety of local businesses. However, the full reasonable return on the Company's investment will only be realized when the future development of the site is defined in terms that would enable redevelopment/restoration proposals to be brought forward which are both fully aligned with planning policy and commercially viable and thus have a real prospect of approval and implementation.

The Shoreham Cement Works site benefits from planning permissions authorising large scale chalk extraction until 2042, and its underlying lawful use has been confirmed to be for industrial (B2) purposes. It has long been recognised (in Development Plan documents for the Adur and Horsham parts of the site, and previously in the now superseded South East Plan), that redevelopment of the site should be promoted in order to foster economic development and to secure visual and environmental enhancements. The forthcoming Local Plan will need to set out a clear and site specific policies to guide such development.

The Company believes that it is in the interests of all parties that a policy framework is established within which proposals could be developed to deliver positive economic, social and environmental outcomes. The time has come to establish a process that will deliver the sustainable redevelopment of the site in its National Park setting.

#### **THE COLLABORATIVE PLANNING INITIATIVE**

In the context of the creation of the preparation of the South Downs National Park Local Plan, the company has initiated a Collaborative Planning Project to support the Local Plan process, so that the principles of a commercially viable restoration/redevelopment strategy are embedded within it. The Company sees the Preliminary Workshop as the first step in the creation of the positive joint working that will be necessary to achieve this outcome and very much appreciates the participation of the stakeholders.

The Company is fully committed to the development of the Community Engagement Strategy outlined in section 9 of this brief. Moreover, it is prepared to fully participate in any working arrangements which are considered necessary to develop commercially viable strategic options for the site.

#### **COMPANY PROFILE**

The Hargreaves Group was formed over 50 years ago.

The Company started as a residential house-builder and since then has developed over 3,000 homes across East and West Sussex, ranging in size from Townhouse developments of 9 units to detached estates of 360 houses.

In the early 1970's the Company expanded into commercial development working as a fully vertically integrated business involved from the initial identification of a site and its purchase, through planning, construction and subsequent management.

The Company has always maintained a policy of retaining its commercial investments such that the Company now owns and manages properties across South-East England, totalling over 3million sq.ft.,

## 08. Hargreaves

### Position Statement prior to the workshop

all of which is managed “in house” at the Company’s Headquarters in Rustington, West Sussex.

The Company has, and continues, to place high emphasis on energy efficiency ensuring the least environmental footprint from the construction and management of the Company’s properties.

The Company is a private limited company and intends to remain private, headed by Neville Andrew, who formed the business, as Chairman and Richard Andrew as Managing Director, supported by 40 staff within the Company.

Further details are available at [www.hargreaves.co.uk](http://www.hargreaves.co.uk)

#### **DEVELOPMENT PROPOSALS FOR THE LONG TERM FUTURE OF THE SITE**

To date there have been two significant attempts to resolve the long term future of the site: the Company’s proposal for the comprehensive redevelopment of the site, which was the subject of a failed appeal against refusal of planning permission in 2003; and the informal proposal developed by Dudman for the resumption of cement production which foundered with the onset of the recession.

#### **Hargreaves planning application**

The first formal attempt to establish a long term restoration and development process was the submission of a planning application for a mixed-use, comprehensive redevelopment proposal in 2001. An appeal against refusal was dismissed in 2003.

However, this established the facts that:

- the company has permission for chalk extraction until 2042;
- the legal use of the site is for B2 Business.

Although the appeal was refused the failed application served to establish certain uses that would be acceptable.

#### **Temporary Uses**

Since 1998, the site has been put to interim uses pending redevelopment. The western part has been the subject of a series of time limited planning permissions granted by the predecessor planning authorities (Horsham and Adur Councils) authorising B1, B2 and B8. The continuation of these uses has been permitted by planning permissions granted in May 2012 by the South Downs National Park Authority. In connection with a recent appeal concerning conditions of the most recent of these planning permissions, the Statement of Common Ground agreed between SDNPA and Hargreaves on 7 August 2013, acknowledged the underlying lawfulness of use of the whole site for industrial (B2) purposes.

A planning permission granted by West Sussex CC in 2010 (reference WSCC 081/09/UB), authorises use of part of the quarry area to the east of the A283 for the production of secondary aggregates from reprocessed waste material

#### **Dudman proposals**

Following the unsuccessful planning appeal, the Company leased the east part of the site to Dudman in 2005. Subsequently a further lease with an option to purchase was entered into in 2007. This lease and option expired in June 2010 and the lease was subsequently renewed on a number of occasions. In January 2013, the Dudman group went into administration and the most recent lease and option expired in March 2013.

## 08. Hargreaves

### Position Statement prior to the workshop

Subsequently a new option and lease expiring in June 2016 has been agreed and was signed by Hargreaves in June 2013, although has yet to complete due to the need to receive outstanding monies from the Dudman group before the lease and option are completed; although this may happen imminently.

In parallel with using the site for the production of secondary aggregates from reprocessed waste material, Dudman developed a proposal for the long term use of the site based on the resumption of cement production, in combination with local generation of energy from waste. However, with the onset of the recession it was not possible to bring this proposed project to fruition.

#### **BASIC COSTS**

The Company wishes to ensure from the outset that the Collaborative Planning Project is grounded in the realities of commercial viability. Thus it has commissioned consultants to provide advice on the issue of electricity supply from the national grid and the potential for the installation of PV capacity on the site. The Company also sets out in the table on page 26 'ball park figures' for the costs of bringing the site into beneficial use.

#### **REDEVELOPMENT IN A NATIONAL PARKS SETTING**

There are three key issues which the Collaborative Planning Project needs to explore which are relevant to the development of options for the long-term future of the SCW;

- the extent to which the Partnership Management Plan provides a framework for the development of appropriate site-specific policies;
- the implications of the location of the Park for the balance between positive environmental, economic and social objectives and outcomes of the Local Plan;
- the recently announced government review of planning policy for National Parks.

#### **Draft Partnership Management Plan (PMP)**

It is understood that a key purpose of the PMP is that it provides an overarching policy framework within which the Local Plan is prepared as the spatial representation of the PMP. To achieve this purpose the PMP must encompass the key principles of soundness by which the Local Plan will be tested: positively prepared, justified, effective, and consistent with national policy.

The Company is concerned that insufficient attention is paid in the Public Consultation Draft of the PMP to the need for policies to be positive and to foster the principles of sustainable development and has expressed these concerns in its response to the consultation.

The Final Report of the Performance Assessment of the Authority's work, published in January 2013, commented in para 6.8 that

*'The Local Plan is critical to help ensure the delivery of sustainable development and the socio-economic duty and indeed the Authority has acknowledged that this was an area where performance to date has been weak.'*

The Draft PMP has not responded fully to this criticism. It continues to give insufficient emphasis to the positive contribution that can be made by development which delivers economic growth which, whilst taking full account of the statutory purposes, contributes significantly to fulfilling the SDNPA's statutory socio-economic duty.

## 08. Hargreaves

### Position Statement prior to the workshop

In particular, more attention needs to be paid to the positive potential of previously developed sites within the Park which, if left in their present state, will constrain the achievement of the statutory purposes and the fulfillment of the statutory duty. Thus the draft PMP does not provide an appropriate framework for the subsequent preparation of spatial policies in the forthcoming Local Plan which will enable this potential to be realized. Shoreham Cement Works is by far the most significant previously developed site within the Park for which site specific policy guidance will be required in the forthcoming Local Plan.

The Company believes that it is necessary for the PMP to be revised to more explicitly acknowledge the opportunities for the positive development within the Park, especially at Shoreham Cement Works, to realize the potential of previously developed sites for beneficial economic development. This would be consistent with the socio-economic duty and would provide a framework for appropriate site-specific policies to be included in the forthcoming Local Plan. Without such a framework, the necessary visual and environmental enhancements of previously developed sites which is needed to achieve the statutory purposes would be unlikely to be deliverable and the opportunity to make a major contribution to the fulfillment of the statutory socio-economic duty would be missed. This outcome would be likely to lead to a Local Plan that would be found to be unsound.

#### **The South Downs National Park in its regional context**

The draft PMP makes reference to the fact that the South Downs has a large population and is surrounded by substantial urban areas. Within these surrounding areas, but especially in the Sussex Coast towns to the south, there is a general scarcity of available development land. But the Draft Management Plan insufficiently acknowledges the positive role that the Park can play in fostering economic development and limited housing growth for the benefit of both the Park and its surrounding area.

This is a major issue for the SDNPA's neighbouring LPAs. Thus they have recently commissioned a major study of the Sussex Coast Housing Market Area, defined to include Chichester, Arun, Adur, Worthing, Brighton and Hove and Lewes councils, together with the National Park Authority area. This has identified a very large mismatch between objectively assessed needs and likely supply.

The study suggests that housing delivery over the period to 2031 across the HMA, is likely to fall at least 20% below objectively assessed needs, which is a significant shortfall equivalent to at least around 495 dwellings per year.

*'The most significant likely shortfall against assessed needs is expected to arise in the centre of the sub-region in City of Brighton and Hove, Adur District, Lewes District and Worthing Borough. Brighton and Hove and Worthing represent the sub-region's larger urban areas but are both constrained by their location between the South Downs and the Sea and tightly defined local authority boundaries. This is equally true of Adur and the coastal settlements in Lewes District.'*  
(Para 6.16)

#### **A government policy review**

On 11 September 2013 there was a debate in the House of Commons about National Parks Planning Policy. In his response the Minister referred to his recent exchange with the CPRE in which he had pointed to '...the danger of making rural communities into museum pieces, not so much protected as embalmed'. He stated that:

*'It is important to protect national parks: but that does not mean, nor does anything in the national planning policy framework imply, that there should not be economic and social development, and growth, in national parks.'*



## 08. Hargreaves

### Position Statement prior to the workshop

He commented that localism may not be as fully expressed in national parks as it might be and '...that government should perhaps consider ways to help national parks to reflect localism policy more fully'.

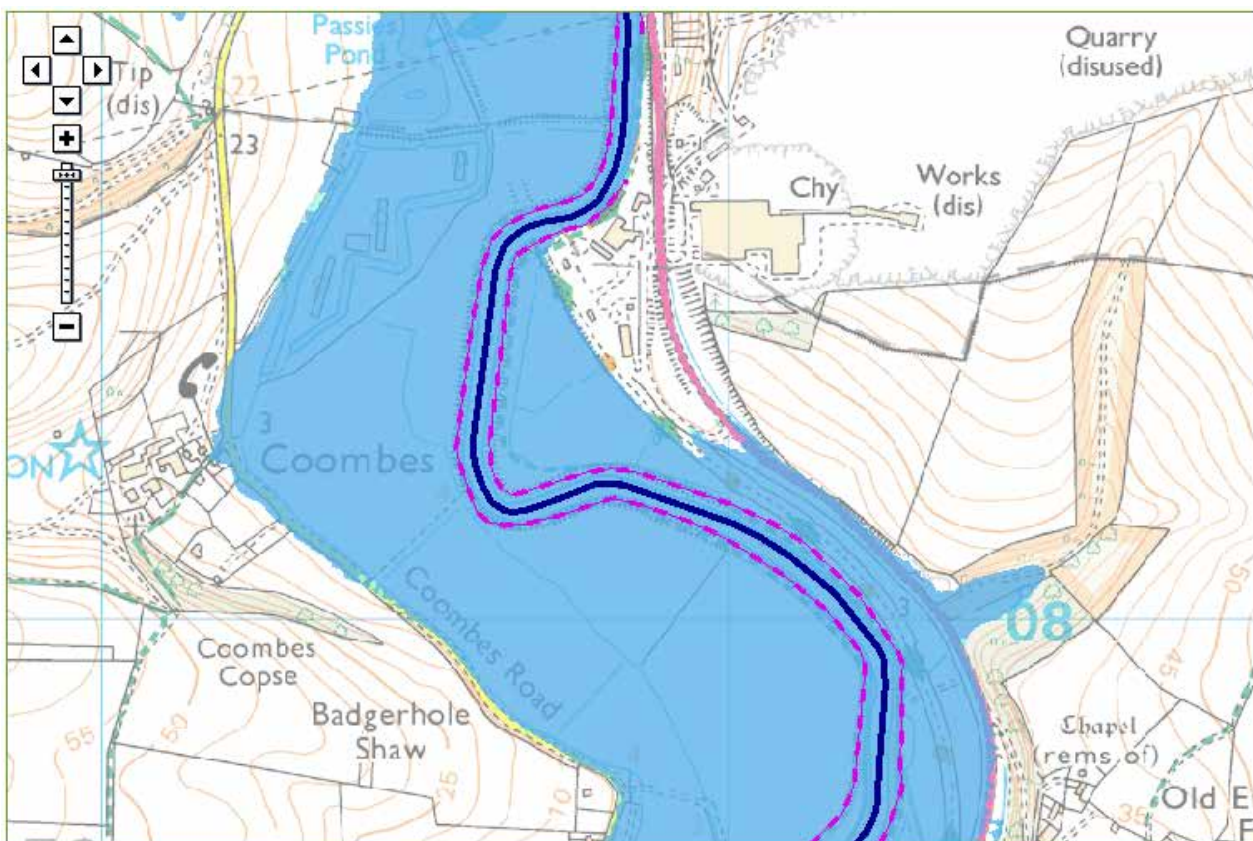
In his closing remarks the Minister suggested a government conversation with Members of Parliament and other representatives of all national parks about three issues:

*'One of these issues would be the balance between growth, economic and social development and the protection of the landscape, and whether current legislation properly captures what we are trying to achieve and what communities in national parks want. Another would be whether the current arrangements for national parks planning policy fully reflect the desire for a more localist planning policy. Also, perhaps we might explore whether ... decisions could be made more accountable, transparent and responsive to local conditions.'*

He concluded by saying:

*'I make no promises about what changes the Government might be inclined to support, and when, if at all, they might be willing to act; but I will approach the matter with an open mind and ask my officials to work up some of the proposals.'* (Hansard, 11 September 2013, Column 304 WH)

Changes in policy and legislation are some way ahead but this debate established the direction of travel. The context for preparation of the South Downs National Park will be one of evolving government policy.



#### Flood Map

Image from the Environment Agency website showing areas at risk of flooding from rivers or sea without defences (blue). The SCW site is not affected by coastal or river flooding.

# 08. Hargreaves

## Position Statement prior to the workshop

### SHOREHAM CEMENT WORKS - PREPARATION WORKS

Estimated Cost Increase by Reference to BCIS 'General Building Cost Index' - June 2003 (213) to December 2012 (311) i.e. 46%

Demolition	£1,500,000	£2,190,000
Abnormal costs relating to possible contamination to Area A	£165,000	£240,900
Highway Works		
Site Accesses	£600,000	
Cycling & Pedestrian Measures	£85,000	
Public Transport subsidy	£150,000	
Bus waiting/priority measures	£50,000	
A283 Safety Strategy	£85,000	
Green Travel Plan	£20,000	
Bus loop within site	£30,000	
	£1,020,000	£1,489,200
Re-profiling Site D	£313,000	£456,980
Clear benches in Areas B & C	£34,000	£49,640
Adjustments in Level to Site C	£12,600	£18,396
Cliff Stability	£200,000	£292,000
Construction of catch ditches	£120,000	£175,200
On-site roads up to the portals	£750,000	£1,095,000
Gas	£200,000	£292,000
Water Supply	£500,000	£730,000
Foul Drainage	£500,000	£730,000
S.W. Drainage incl. recycling water	£175,000	£255,500
Telecom	£50,000	£73,000
Landscaping		
Area A	£75,000	
Area B	£310,000	
Area C	£220,000	
Area D	£175,000	
Off Site Planting	£15,000	
1 year's maintenance	£120,000	
5 year management	£25,000	
Hydraseeding of Area C/D	£25,000	
	£965,500	£1,408,900
Fees	£250,000	£365,000
Interest	£200,000	£292,200
	<b>£6,954,600</b>	<b>£10,153,717</b>

### Approx. cost August 2013

Bi-Directional Sub station (import & export of power for PV generation) £5,000,000

**TOTAL BUDGET COSTS AS AT SEPTEMBER 2013 £15,153,717**

**NOTE:** Save for the sub station, the figures referred to above were obtained for the 2003 Planning Appeal; up-to-date costings have not been obtained but the 2003 costs have been increased by BCIS tender cost changes.

No allowance is made for any changes in working practice / legislation which may vary the costs referred to above; up-dated quotes will need to be obtained but these give a good guidance.

In respect of 'Adjustments in Level to Area C' - this cost was on the basis of the site as at 2003, since then considerable material from the Construction of B & H football ground has been deposited on site.

In 2003 the cost of upgrading the electricity supply with a 11 kVA cable from Steyning was budgeted at £750,000; using the same increase by reference to the BCIS costs, the current figure would be £1,095,000.



## 09. Areas of Agreement 2012

In late 2012 senior officers of SDNPA, WSCC, Horsham DC and Adur DC prepared a draft Memorandum of Understanding (MoU) titled

*Shoreham Cement Works: Key Development Aspirations/Principles - Memorandum of Understanding between the South Downs National Park, West Sussex County Council, Adur District Council and Horsham District Council.*

This included a list of a range of issues to be taken account of in the preparation of strategic options for the restoration-redevelopment of the SCW. The Workshop will review these issues to:

- check that these agreements are still valid as far as the parties are concerned;
- explore them in discussion with Hargreaves as landowners and the Parish Council as representative of the local communities;
- to see if further areas of agreement can be identified.

### **The areas of agreement were:**

- the NPPF and the accompanying DEFRA Circular 2010 English National Parks and the Broads place great weight on the conservation of landscapes and scenic beauty in National Parks which have the highest status of protection;
- planning permission should be refused for major developments in these designated areas except in exceptional circumstances. Any major development proposals will be subject to the exceptional circumstances test outlined in paragraph 116 of the NPPF;
- any proposal for the site will need to have due regard for the SDNPA's two statutory purposes and statutory duty;
- only proposals which secure an appropriate landscape led restoration programme for the site are likely to be acceptable;
- the site has a negative visual impact on the National Park, particularly from views along the South Downs Way and Downs Link - any proposed scheme will need to address this in so far as possible;
- any restoration proposals for the site are likely to need an interim use given the scale of restoration required to make it viable;
- temporary uses of the site should not prejudice long term restoration plans;
- the site, being located in the narrowest section of the National Park with built-up areas north and south of the boundary, is sensitive to urban influence. The rural location of the site should be emphasised and any use that has an urbanising effect should be avoided;
- sustainable transport options will need to be considered for any proposed scheme for the site;
- potential rail links to the site should be explored to reduce the impact of road traffic generated by any proposals;
- a wider environmental enhancement programme to address other issues such as the removal of overhead power lines located north of the site and telecommunications infrastructure in the area should be explored;

## 09. Areas of Agreement 2012

- the site and surrounding area is important for a number of species of flora and fauna. Opportunities exist for levels of biodiversity to be maximised and enhanced on the site and augmentation of the adjacent Site of Special Scientific Interest (SSSI). These opportunities should be explored;
- the Shoreham Cement Works forms part of the industrial heritage of the area and the minerals industry. Opportunities to adequately record the history of the site should be explored;
- sustainable tourism/educational opportunities of a nature and scale appropriate to a National Park and the activities going on at the Cement works should be explored;
- recreational opportunities that promote the understanding and enjoyment of the special qualities of the National Park should be explored.

# 10. Outline Community Engagement Strategy

This draft strategy needs to be developed and agreed in order to establish a process of continuing joint working to deliver agreed options for the SDNPA Issues and Options Consultation by the end of February 2014.

## 8 October 2013 - Preliminary Workshop

**Participants:** SDNPA officers, local councils' officers, Natural England and Hargreaves Group.

**Agenda:** Briefing Paper setting out position statements.

**Outputs:** Report of outcomes of Workshop which identifies areas of agreement and disagreement and outlines alternative strategic approaches.  
Agreed engagement strategy to deliver the development options by end of February for SDNPA Issues and Options consultation in March 2014.

## Week beginning 28 October 2013 (?) - Briefing for Members

**Participants:** Leading members of SDNPA Board and appropriate senior councillors

**Agenda:** Briefing paper based on a development of the Preliminary Workshop:  
Report of Outcomes.

**Outputs:** Agreement to Community Engagement Strategy and further joint working from November to February to refine strategic development options.  
  
Briefing Paper for Stakeholder Consultations.

## Mid/late November 2013 - Stakeholder Consultations

**Participants:** Participants in the Preliminary Workshop.

Potential funding and development agencies - including LEPS, Coastal West Sussex Partnership, City Deal, Shoreham Harbour Partnership, Homes and Communities Agency.

Local environmental organisations - including Local Nature Partnership, Sussex Wildlife Trust and South Downs Network.

Steyping Area Partnership.

**Agenda:** Briefing Paper on Strategic Development Options

**Outputs:** Report of Stakeholder Consultation(s)

Note: need to review splitting into two Stakeholder Consultations

## January – February 2014

Continued joint working to analyse consultation responses and prepare strategic development options for SDNPA Issues and Options Consultation.

# 11. A brief history of Shoreham Cement Works

A paper tabled at the workshop by Rob Huntley, Planning Consultant

## Lime and Cement Production

A map of 1725 shows a chalk pit in the vicinity of the Cement Works, and this probably existed long before. The quarry shown on the Yeakell & Gardner map of 1780 appears not to be much smaller than the one shown on a later 1879 map.

During the 19th century demand for cement as a durable construction material increased and this resulted in an expansion of the quarry and the associated works.

During the latter part of the 19th century, ownership of the works went through a series of changes. After 1882, following the formation of the Beeding Cement Co, H. R. Lewis and Co (described as limeburners and coal merchants), are recorded as owners. They were bought out a few years later by the Sussex Portland Cement Co. That company was taken over in 1912 by British Portland Cement Manufacturers.

The early years of the twentieth century saw the works grow considerably in size when new buildings and chimneys were built on the west side of the road. As the quarry face was gradually ground back, increasing the distance to the kilns, a tramway was used to convey the chalk for processing.

An on-site gas making plant provided power to the works, together with a new washing plant and a wet mill. There were fourteen chamber kilns each producing 30 tons of cement clinker per week but 2, more efficient, German Schneider kilns were purchased that each turned out 100 tons per week. Later, American designed rotary kilns enabled complete manufacture of cement in two and a half hours compared with ten days or more using the traditional methods.

The works had its own fleet of barges to receive coal, coke and clay and dispatch lime and cement. Railway sidings on the works site were then laid down to enable faster and more economical transportation of cement and materials.

As a result of all this activity, cement output increased from around 5,200 tons in 1897 to 41,600 a year by 1902. The growth in business required more workers and to provide their accommodation work on Dacre Gardens (the terrace of 40 or so houses just north of the cement works), began around 1901 and was complete by the time of the 1911 census.

After an intermittent production period during WW2 the plant was completely rebuilt from 1948 to 1950. Considered at that time to be state of the art, Shoreham was the first to use the latest Vickers Armstrong kilns (still present on site today).

The quarry was extended eastwards to encompass Area C, following planning permission granted in 1950 (ref UB/6/50). A further eastward extension of the quarry (to Area D) was the subject of a planning permission granted 1976 (ref UB/3/76).

In 1968 the plant employed 250 personnel, rising to 330 by 1981. After achieving a production rate of 250,000 tons of cement a year at its zenith, the works closed down in 1991.

Following application for the registration of an old mining permission (Ref UB/5/92), the ability to extract chalk from the site was confirmed until 2042.

## Re-Development Proposals Following Closure

Following the closure of the cement works, a planning application for the development of a ski centre was submitted. This involved an indoor ski slope and associated facilities, services and accommodation, a science and business park and new access. This proved to be unviable and was subsequently withdrawn.

# 11. A brief history of Shoreham Cement Works

A paper tabled at the workshop by Rob Huntley, Planning Consultant

Hargreaves acquired the site as a vacant potential development site in 1997.

Pending proposals for redevelopment, the western part of the site was made available for a range of storage and industrial uses, utilising the extensive hard standings and buildings. These uses have been authorized by a series of time-limited planning permissions granted by Horsham and Adur Councils, and most recently, in May 2012, by the SDNPA.

In 2000, an appeal decision concerning conditions attached by Horsham Council to one of the west side permissions, clarified that the lawful use of the buildings and hardstandings was for industrial (B2) purposes.

Parts of the quarry to the east of the A283 have also been the subject of time-limited planning permissions. These have included concrete block manufacture, the storage of waste containers and skips and the manufacture of secondary aggregates by the processing of construction etc waste. This latter use continues on the site.

Proposals for the comprehensive redevelopment of the whole site were the subject of applications for planning permission to Horsham and Adur Councils in 1999. This involved a mixed business, leisure and residential re-development of the whole site (including the quarry to the east of the A283), and included demolition of the existing structures, together with landscape enhancement works. These proposals are illustrated on the 2003 Masterplan displayed and included in your briefing pack ([see page 52](#)).

The comprehensive re-development proposals were considered at a public inquiry in April and May 2003, following which the Secretary of State refused to grant planning permission on the called in application to Adur Council and dismissed the appeal in respect of the Horsham application.

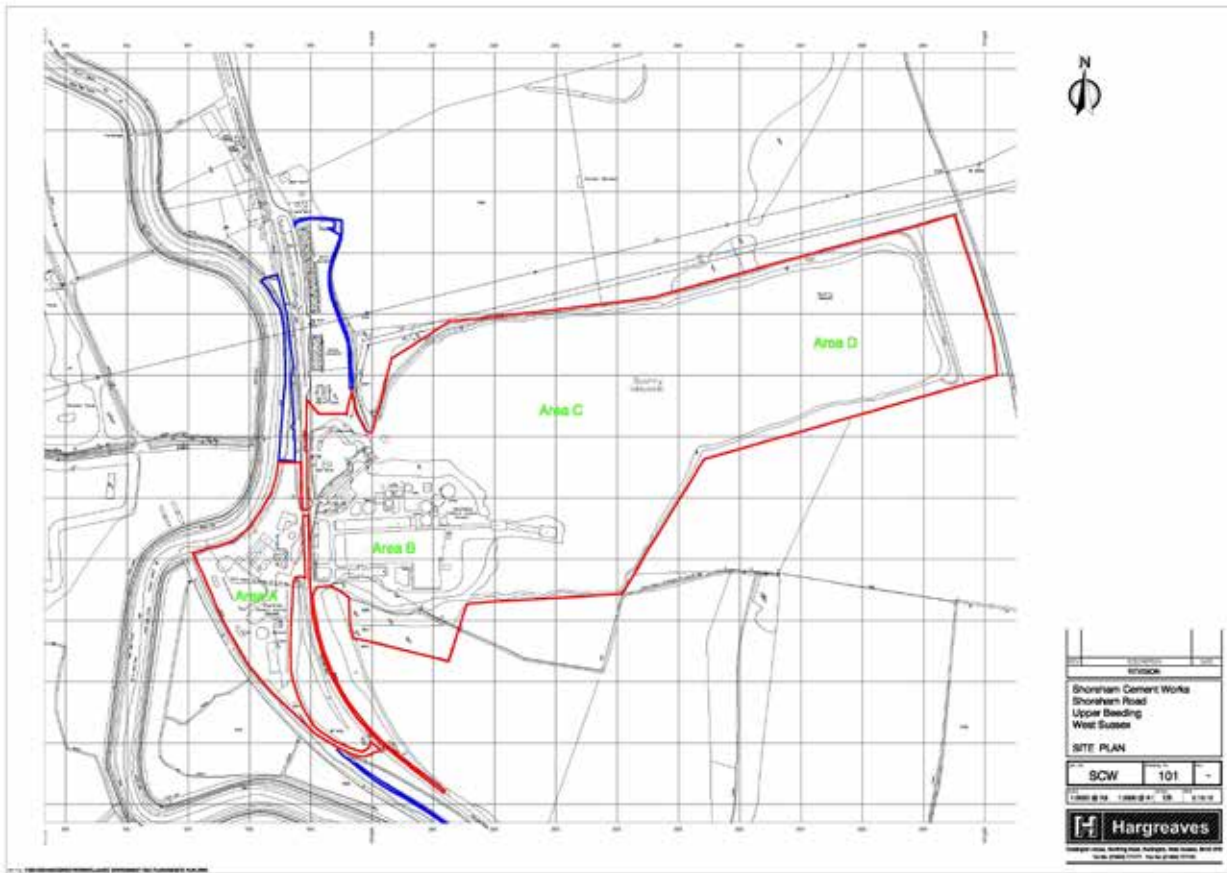
Amongst the main conclusions of the Inspector's Report and the Secretary of State's decision of September 2003 were:

- Removal of the cement works buildings together with landscape remediation would be in the National Interest;  
(*IR 12.4 and SoS decision 8*)
- The major employment elements of the proposal would accord with the Development Plan, would have a beneficial impact on the economic well-being of the area and contribute positively to the regeneration of the Sussex Coastal area (a Priority Area for Economic Regeneration in the Structure Plan then in force);  
(*IR 12.7 to 12.9 and 12.45 and SoS decision 9*)
- The underlying lawfulness of the whole Cement Works site for industrial (B2) purposes was confirmed;
- There were no insuperable highway or ecological issues;
- The Inspector did not find the assessment of relative costs and values canvassed at the inquiry fully convincing, and he considered that the residential component on Area A was not sustainably located or essential to ensure viability of the overall development.

## Concluding Remarks

The general policy context and physical circumstances are substantially similar now to that of 2003, but with a greater emphasis on economic growth and development, including in terms of the provision of housing. It is against this background that it is desirable to seek to establish a consensus to guide the evolution of parameters to inform the consideration of the future of this important site, including in the context of the forthcoming Local Plan for the South Downs.

## 12. Site plan and the 2003 proposal



Plan showing the site boundary and zones A, B, C and D.



The Adur Valley Park Masterplan proposal, 2003



## 13. Photographs of the site

### From the Air



From vertically above, 2013



From the South West, July 2004



# 13. Photographs of the site

## From the Ground



From the A283, July 2013



The Eastern Cliff, July 2013



Looking South West, July 2013



Looking South East, July 2013



Looking from the West, July 2013



Looking South West, July 2013

# 13. Photographs of the site

## Panoramas from the Ground



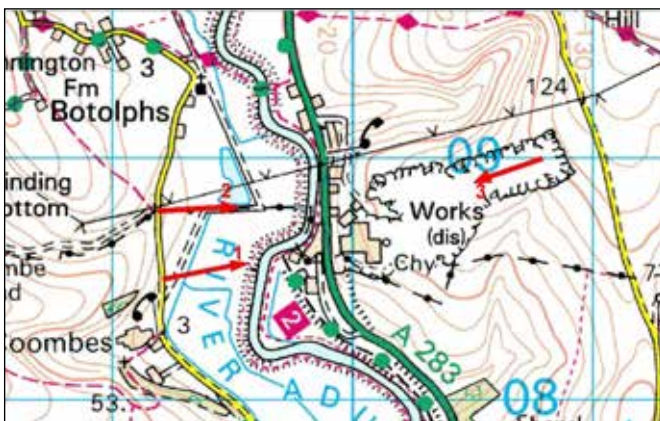
Shoreham Cement Works, 1 July 2013, View 1



Shoreham Cement Works, 1 July 2013, View 2



Shoreham Cement Works, 1 July 2013, View 3



Locations from which  
the photographs were taken



# 14. Examples of reuse of quarries

## Results of limited internet research to identify precedents that might have relevance for Shoreham Cement Works.

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### The Eden Project – Cornwall

Probably the best-known UK quarry reclamation. Considered a hugely progressive development, the ecological and environmental centre draws thousands of visitors annually and has provided a boost to the Cornish economy.

- [www.edenproject.com](http://www.edenproject.com)
- [www.guardian.co.uk/artanddesign/2007/oct/12/architecture1](http://www.guardian.co.uk/artanddesign/2007/oct/12/architecture1)
- [www.communityplanning.net/casestudies/casestudy013.php](http://www.communityplanning.net/casestudies/casestudy013.php)

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### Calch - Brecon Beacons National Park

Industrial, geographical and geological centre with National Museum of Wales at Herbert's Quarry.

- [www.beacons-npa.gov.uk/the-authority/working-in-partnership/calch](http://www.beacons-npa.gov.uk/the-authority/working-in-partnership/calch)

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### Centre for Alternative Technology - North Wales

Considered hugely innovative when it was founded in 1973, it still attracts thousands of visitors to both the site and its educational facility.

- [www.cat.org.uk/](http://www.cat.org.uk/)
- [content.cat.org.uk/index.php/how-cat-started](http://content.cat.org.uk/index.php/how-cat-started)

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### Yorkshire Dales Environment Network Quarry restoration initiative

Quarry returned to natural environment

- [www.yden.leeds.ac.uk/projects/project\\_quarry.php](http://www.yden.leeds.ac.uk/projects/project_quarry.php)

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### Harehope – Weardale, Co Durham

A multi-faceted project promoting integrated and sustainable rural development. Workers' co-operative – environment and education

- [www.harehopequarry.org.uk](http://www.harehopequarry.org.uk)

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### Marden Quarry - North Tyneside

Nature Reserve

- <http://www.youtube.com/watch?v=qgxXTFDwlb4>

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### Rugeley Quarry - Staffordshire

Heathland restoration with RSPB

- [www.cemex.co.uk/su-rugeley-quarry.aspx](http://www.cemex.co.uk/su-rugeley-quarry.aspx)

# 14. Examples of reuse of quarries

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## **‘Noah’s Ark’ project - East Anglia**

Wildlife centre

- [www.naturalengland.org.uk/about\\_us/news/2013/200513.aspx](http://www.naturalengland.org.uk/about_us/news/2013/200513.aspx)

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## **Lee Quarry - Adrenaline Gateway - Lancashire**

Mountain biking centre where facilities were based on a study of best practice and the former quarry is now a tourist attraction.

- [www.pmba.org.uk/leeandcragg.htm](http://www.pmba.org.uk/leeandcragg.htm)
- [districtcouncils.info/files/2011/06/adrenaline\\_gateway-0299.pdf](http://districtcouncils.info/files/2011/06/adrenaline_gateway-0299.pdf)

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## **Dinmor Parc Quarry - Anglesey**

The quarry, in an area of Outstanding Natural Beauty, closed in the early 1980s and the area was stabilised and the quarry floor prepared with small stones to encourage wildlife to return. To help maintain the economy for the community a fish farm was also created and this provided jobs.

- [www.aditnow.co.uk/mines/Dinmor-Park-Limestone-Quarry/](http://www.aditnow.co.uk/mines/Dinmor-Park-Limestone-Quarry/)

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## **Amberley Museum and Heritage Site - Arundel, West Sussex**

Founded in 1979 in converted chalk quarry dedicated to industrial heritage of area – complete with narrow gauge railway.

- [www.princeton.edu/~achaney/tmve/wiki100k/docs/Amberley\\_Working\\_Museum.html](http://www.princeton.edu/~achaney/tmve/wiki100k/docs/Amberley_Working_Museum.html)

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## **Eastern Quarry - Kent**

Proposal by Land Securities to convert 1,000 acres of abandoned chalk quarry into a new town with 10,000 new homes.

- [www.civicarts.com/eastern-quarry.php](http://www.civicarts.com/eastern-quarry.php)

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## **Fletcher Bank Anaerobic Digestion Centre – Manchester**

Proposal for the production of renewable energy and quarry restoration.

- [www.peel.co.uk/environmental/mineral/page.aspx?ID=1639](http://www.peel.co.uk/environmental/mineral/page.aspx?ID=1639)

