

Document number:  
CDC/07/Matter 7



Chichester Local Plan Examination statement

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## Matter 7: Strategic Development Locations (SDLs) Policies 7/15/16/17/18

September 2014

## Chichester Local Plan Examination statement

# Matter 7: Strategic Development Locations (SDLs) Policies 7/15/16/17/18

This statement has been produced as part of the examination of the Chichester Local Plan. It answers the Inspector's questions relating to matter 7.

Any queries about the report should be sent to the programme officer:

Address: Mr. C. Banks  
21 Glendale Close  
Horsham  
West Sussex  
RH12 4GR

Telephone: 01403 253148 or 07817322750

Email: [bankssolutionsuk@gmail.com](mailto:bankssolutionsuk@gmail.com)

Website: <http://www.chichester.gov.uk/article/24683/Local-Plan-Examination-Library>

**1. Are the locations and boundaries of the four SDLs justified by robust evidence, taking account of all environmental and infrastructure constraints?**

- 1.1. Yes, it is considered that the four Strategic Development Locations (SDLs) (Shopwyke, West of Chichester, Westhampnett/NE Chichester and Tangmere) identified in the Local Plan: Key Policies Pre-Submission (CD-01) have been selected on the basis of robust evidence and are the most appropriate locations for a significant scale of development.
- 1.2. The sites have been put forward by landowners/developers/agents and the Council has been working closely with them to assess whether the sites are deliverable and achievable. The viability of the sites has been considered through the Development Viability Assessment Study (CD-37).
- 1.3. Originally the four strategic development sites as well as alternative locations for strategic housing development at Fishbourne and South West of Chichester were considered. As part of the Focus on Strategic Growth Options (FoSGO) consultation (CD-41), the Council consulted on all potential strategic development locations including South West of Chichester and at Fishbourne. These locations were not carried forward into the subsequent Housing Numbers and Locations consultation (CD-97). As indicated in the Sustainability Appraisal (SA) (CD-03), this reflected the lack of capacity at the Apuldram waste water treatment works and consequent impacts on Chichester Harbour Special Protection Area (SPA) and secondly recreational disturbance impacts on the SPA. The lack of facilities and infrastructure at Fishbourne was also highlighted as an issue.
- 1.4. Since the FoSGO consultation, further evidence has led to an identified mitigation strategy to address the potential recreational disturbance impacts, although the South West Chichester and Fishbourne locations are still considered likely to be too close to the Harbour for the strategic mitigation measures (identified through the Solent Disturbance and Mitigation Project (CD-77a-d) alone to be effective. However, in addition to the lack of capacity at Apuldram WWTW, there are still considered to be significant reasons for not favouring strategic development at either location. At South West Chichester, a large part of the site falls within the Environment Agency flood zones 2 and 3, whilst the proximity of the site to the AONB would be likely to result in significant visual impact. At Fishbourne, there are concerns over the impact of strategic development on the character of the village, the location of the site in the open countryside and the visual impact from the SDNP and the surrounding landscape.

- 1.5. All the SDLs which have been carried forward are located within the East-West Corridor which, compared to other parts of the Plan area, is considered to be the best location to achieve sustainable development, in line with the 'golden thread' running through the National Planning Policy Framework (CD-62) specifically paragraphs 14 and 17.
- 1.6. For clarity the proposed main modification **M60** inserts new introductory text which sets out the reason for focusing new development in the East-West Corridor<sup>1</sup>. Compared to other parts of the Plan area, the corridor has better transport connections and greater access to facilities, goods and services. Chichester city is the Plan area's largest and most sustainable settlement. The Plan seeks to encourage new growth within and around the city. It is acknowledged that new development needs to be planned sensitively to respect the historic environment and its setting, while also addressing key infrastructure constraints (i.e. wastewater treatment capacity and transport).
- 1.7. Although not located at Chichester city, Tangmere is located in the East-West Corridor. The Plan, in line with the Council's Sustainable Community Strategy – Chichester District: A Very Special Place (CD-96) seeks to develop the role of Tangmere as a Settlement Hub.
- 1.8. Each of the SDLs was selected subject to detailed consideration of alternatives through the Sustainability Appraisal (CD-03) and local plan consultation process.
- 1.9. West of Chichester – The FoSGO consultation identified the location as having potential for up to 2,000 homes. The SA assesses three options – 1,000 homes (the proposed Local Plan figure), Less than 1,000 (400-700 homes) and More than 1,000 (1,500+ homes) within the Plan period. The higher option is considered likely to result in benefits in terms of housing, employment and sustainable travel, but likely to create significant adverse impacts in terms of biodiversity loss, air pollution and traditional urban form. Overall, the SA indicates that 1,000 homes would bring significant benefits, but have fewer potentially severe adverse impacts compared to a larger development.
- 1.10. The Local Plan allocates sufficient land to deliver 1,600 homes in total. However, due to the current wastewater treatment constraints, development is not expected to come forward until 2019 following the expansion of the Tangmere WwTW. This allows only a ten year build period up to the end of the Plan and the Council considers that planning for more than 1,000 homes within this timespan would be difficult to achieve, particularly in view of the need to mitigate the adverse impacts identified in the SA and phase delivery of key infrastructure in conjunction with housing development.

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<sup>1</sup> [Schedule of Proposed Main Modifications to the Pre-submission Local Plan](#): Page 5

- 1.11. Westhampnett/North East Chichester – Higher levels of development were consulted on in both FoSGO (up to 1,500 homes) and Housing Numbers and Locations (up to 1,100 homes). The SA assesses two options – 500 homes (the proposed Local Plan figure) and More than 1,000 homes. The higher option is considered likely to generate more significant benefits for a number of indicators, such as housing need, modal shift and low carbon energy, but is likely to lead to significant negative impacts in terms of landscape conservation, traditional urban form and quality of life (this being due to noise impacts on the development from the Goodwood Motor Circuit). Overall, the SA analysis reinforces the Council’s view that development should be limited to no more than 500 homes. The South Downs National Park Authority (SDNPA) has also indicated that it would be concerned if the scale of development at Westhampnett/North East Chichester were to increase above the current proposed level.
- 1.12. Tangmere - Both the FoSGO and Housing Numbers and Locations consultations identified Tangmere as having potential for up to 1,500 homes. The SA assesses options of Up to 1,000 homes (broadly equivalent to the level proposed in the Local Plan) and More than 1,000 homes (up to 2,000 – 2,500 homes). The higher option is considered likely to generate significant benefits in terms of addressing housing need and access to facilities, but overall shows slightly fewer positive impacts, with potentially negative effects in terms of resources and sustainable travel and consumption.
- 1.13. As at West of Chichester, a further consideration is that the current lack of wastewater capacity means that development is not expected to commence before 2019, and development of more than 1,000 homes over the following 10 years to 2029 is not considered likely to be deliverable.
- 1.14. Shopwyke – The FoSGO consultation identified Shopwyke (east of Chichester) as having potential for 1,000 homes while Housing Numbers and Locations consultations identified Shopwyke as having potential for up to 700 homes. The SA assesses options of 500 houses (equivalent to the level proposed in the Local Plan and recent planning application) and less than 500 (200-300). The higher option is considered likely to generate significant benefits in terms of addressing remediation of a brownfield site and would improve an existing derelict site.
- 1.15. The assessment of the boundaries of the proposed SDLs varies as outlined below:
- 1.16. West of Chichester: The boundary of the site follows field boundaries which mostly have a strong tree boundary. The boundary to the east is Centurion Way, which is a former disused railway line and now a cycle and pedestrian route, and is the existing boundary to the western edge of Chichester.

- 1.17. The northern boundary follows the boundary of existing properties adjacent to Old Broyle Road. On advice from English Heritage it is proposed that the land to the north of Old Broyle Road is kept free from built development to protect the setting of the Chichester Entrenchments Scheduled Monument. This will also help to protect, and provide an opportunity to enhance, the Brandy Hole Copse Local Nature Reserve.
- 1.18. The land to the west of the site again follows field boundaries. The boundary originally included an area called 'the slab' however following the Draft Local Plan: Key Policies – Preferred Approach (CD-98) consultation the western boundary was amended to remove the slab and Upper Rouse copse. The boundary to the north was also amended to remove Brandy Hole Copse Local Nature Reserve and Faire Hill (house). Both amendments were made due to landscape and heritage concerns.
- 1.19. To the south west fields have not been included within the SDL boundary in order to preserve a gap between the settlements of Chichester and Fishbourne.
- 1.20. Westhampnett/NE Chichester: The boundary of the SDL covers a large area of land, originally it was anticipated that the site would deliver 1000 homes with a large contribution of green infrastructure along the Lavant Valley towards the National Park linking with Chichester city and Westhampnett. Following more detailed work the whole site is not suitable for development due to noise and the River Lavant flood plain. It is now intended that development will be directed towards the settlement of Westhampnett to the south of Madgwick Lane and the eastern edge of Chichester in order to avoid the River Lavant Floodplain. This area of developable land is suitable for delivery in landscape terms; however any development north of Madgwick Lane may have an impact in terms of landscape and impact on the South Downs National Park.
- 1.21. Following comments received from the landowner on the Local Plan – Key Policies Pre-submission (CD-01) the Council has proposed main modification **M83**<sup>2</sup> “Amend site boundary to exclude Old Place House and neighbouring properties on north side of Madgwick Lane (as shown on plan).”
- 1.22. Comments from the South Downs National Park Authority supports references to the designs for the strategic development areas at Westhampnett (and Shopwyke) to take special regard to the landscape sensitivity and the views to and from the South Downs National Park, however the SDNPA also state that more scrutiny would be required at master-planning stage to address potential visibility issues from views within the National Park. Support is also give to housing and other buildings being

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<sup>2</sup> [Schedule of Proposed Main Modifications to the Pre-submission Local Plan](#): Page 10

confined to the southern part of the identified site due to there being a 400m buffer from the Goodwood Airfield and Motor Circuit and the River Lavant floodplain.

- 1.23. The Council's vision is for a sustainably planned expansion of Chichester city, comprising two new residential neighbourhoods planned as integrated extensions to Westhampnett Village and the Graylingwell neighbourhood, linked to enhanced green infrastructure, public open space and community facilities serving the new developments and the wider area east of the City. The planned land-uses and development will create a high quality, well connected and visually stimulating environment that will complement and enhance the existing character and variety of Westhampnett Village and adjacent residential areas of Chichester city, including the Graylingwell site with its re-used former hospital buildings and associated new development.
- 1.24. Tangmere: The boundary of the site is based on the boundary of the A27, the built settlement of Tangmere, Tangmere Road and field boundaries to the west of the site.
- 1.25. The site was drawn originally drawn based on information from the SHLAA and landownership; the site extended south of Tangmere Road running to the west of the disused airfield. Following the Draft Local Plan: Key Policies – Preferred Approach (CD-98) the boundary was amended to reflect comments received by the landowners and the Councils decision not to take development south of Tangmere Road as this formed a strong boundary.
- 1.26. Following the designation of the Oving and Tangmere Parish Councils Neighbourhood Plan areas the boundary was amended further to follow the parish boundaries in the south west in order not to complicate the neighbourhood plan process of only planning for their area.
- 1.27. Following comments received from the landowner on the Local Plan – Key Policies Pre-submission (CD-01) the Council has proposed main modification **M86**<sup>3</sup> “Exclude the Medical Centre in Malcolm Road and Saxon Meadow in Church Land from the SDL (as shown on the plan).”
- 1.28. The site is relatively unconstrained in physical terms however any development must take account of groundwater flooding to the south of the site, an Archaeological Priority Area to the west of the site and views of the Cathedral. As the site is largely open landscape any development has a potential impact on the landscape particularly with views from the South Downs National Park, planting and landscaping to mitigate the impact must be included in any development.

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<sup>3</sup> [Schedule of Proposed Main Modifications to the Pre-submission Local Plan](#): Page 11

- 1.29. There is potential for the SDL to deliver more than 1000 homes; however at the time of identification there were some questions relating to the infrastructure required as part of the site, for example whether a new primary school was required and what community facilities were required. There was also a proposal to deliver employment uses on the site rather than concentrate on City Fields to the east of Tangmere as currently proposed. It is acknowledged that there will be a landscape requirement within the site both as a buffer to the A27 and to protect views from the South Downs National Park.
- 1.30. When the site was first allocated it was within the 7km zone of influence that was identified through the work undertaken by the Solent Disturbance and Mitigation Project (SDMP) in relation to recreational disturbance and overwintering birds. At that time it was anticipated that an element of the site would be required for mitigation through provision of alternative recreational space. However, further work with the SDMP has indicated that the zone of influence is 5.6km, which now excludes the Tangmere SDL.
- 1.31. Work is currently being undertaken by the Parish Council, developers/landowners and the Council on a concept statement and infrastructure provision to be provided as part of the Tangmere Neighbourhood Plan. In order to aid joint working a Neighbourhood Plan Steering Group has been formed which is made up of the Parish Council representatives, Chichester District Council, the landowners/developers and West Sussex County Council of the SDL.
- 1.32. Shopwyke: The boundary of the SDL is based on land previously used as an aggregate and minerals extraction and processing plant and an existing employment area, the intention is for the area to be a mixed use urban extension to Chichester. The majority of the SDL has planning permission for “an urban extension comprising of up to 500 dwellings within a parkland setting” and for B8 warehousing to the north of site known as Glenmore Business Park. The boundary follows clear boundaries along the A27, Coach Road, Shopwhyke Road while also following the rear boundaries of existing development.
- 1.33. The boundary originally excluded the lake to the eastern side of the site, following the Draft Local Plan: Key Policies – Preferred Approach (CD-98) Consultation the boundary was extended to include this in order to reflect the area covered by the Shopwyke planning application

**2. Is the scale and mix of development proposed in each of the SDLs (in Policies 15, 16, 17 and 18) based on a rigorous assessment of capacity?**



- 2.1 Yes, the Strategic Development Locations are positively planned as they allocate land for development and seek to meet market and affordable housing need. All the sites have been subject to testing to ensure viability and the provision of necessary infrastructure to deliver development in a sustainable manner through the Development Viability Assessment Study (CD-37).
- 2.2 The scale of development at West of Chichester is based on the developable area of the site which is restricted by wildlife corridors and biodiversity areas on the site. It is proposed that a wildlife corridor is provided to the west of the site in order for biodiversity migration. Taking into account the constraints as fixed and assuming a site density of 30 dwellings per ha (which is a cautious estimate) and an assumed 100 dwellings a year to be built and delivered a year without flooding the market around Chichester, it is anticipated that 1,000 dwellings can be delivered in the Plan period, with an additional 600 dwellings beyond the Plan period.
- 2.3 The scale of development at Westhampnett/NE Chichester is based on the developable area of the site which is restricted by the River Lavant floodplain (Flood Zone 2) and noise impacts from Goodwood Airfield/Motor Circuit- currently indicated by 400m buffer. Taking these constraints as fixed and assuming a site density of 30 dwellings per ha which is a cautious estimate, based on other housing sites permitted in the surrounding area in recent years the figure of 520 units was calculated which is made up of 190 approx dwellings north-east of Chichester and 330 approx dwellings at Westhampnett.
- 2.4 The site is relatively unconstrained in terms of flooding, landscape and ecology. Although due to its largely flat open landscape any development has a potential impact on the landscape particularly with views into and from the South Downs National Park, planting and landscaping to mitigate the impact must be included in any development.
- 2.5 The scale of development at Tangmere is based on the deliverable area. Assuming a delivery rate of 100 units per year from 2019 (when the Tangmere WwTW is upgraded) to 2029 it is assumed the site can deliver 1000 dwellings within the Plan period. No further assessment has been made to assess whether the site can deliver more than 1000 in the next Plan period. This is due to the current SDL more than doubling the size of the existing village of Tangmere and further work being needed to justify whether further expansion of Tangmere is justified or required.
- 2.6 The scale and mix of development at Shopwyke is based on the approved application for Shopwyke Lakes which has not been implemented to date. The developable area includes an existing employment area to the south

west of the site, any proposal to develop it for residential use would need to be in line with Policy 26 Existing Employment Sites of the Local Plan: Key Policies Pre-Submission (CD-01) which seeks to protect employment land. Although the site could potentially deliver more than 500 homes due to the potential loss of employment site the Council expects the site to deliver 500 homes in line with the approved planning application.

2.7 The type of mixed uses to be developed as part of the Strategic Development Locations have come about through liaison with the community, Parish Councils, West Sussex County Council and other stakeholders including developers. They will be developed further through the masterplanning or neighbourhood planning process.

**3. Does the evidence demonstrate that the timing and phasing of development in each of the SDLs is viable and deliverable as set out in the housing trajectory?**

3.1. Yes, the Council considers that the timing and phasing of development of the SDLs assumed in the housing trajectory is realistic and achievable. In preparing the Plan, the Council has worked closely with the SDL promoters, infrastructure/ service providers and statutory agencies to identify all potentially critical constraints and infrastructure requirements. The key infrastructure required to deliver the SDLs is identified in Section C of the Infrastructure Delivery Plan (CD-50), which sets out the infrastructure delivery schedules for each of the strategic development locations. The precise phasing and delivery of infrastructure will be determined through the masterplan process.

3.2. The majority of the proposed SDL allocation at Shopwyke now has outline planning permission granted in August 2013 for a mixed use development including 500 homes<sup>4</sup>. An application for Reserved Matters is expected very shortly. The phasing of housing on the site assumes that development will commence in 2015 and will deliver 265 homes in the period to 2019, with estimated completion of the site achieved by 2023. This assumption is based on development phasing information submitted with the planning application, indicating an 8-year build period with a higher level of development in the first phase. It should be noted that, as part of the Growth Deal agreed with the Coast to Capital Local Enterprise Partnership (LEP)<sup>5</sup>, a loan of £1.9 million from the Local Growth Fund (Housing Infrastructure)

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<sup>4</sup> [O/11/05283/OUT](#) Urban extension comprising a residential development of 500 dwellings within a parkland setting together with employment redevelopment and associated vehicular, cycle and pedestrian access, drainage and landscape, community facilities, elderly care village, localised retail units, major new public open spaces. Land on the North Side of Shopwhyke Road Shopwhyke West Sussex (Decision notice issued 9 August 2013).

<sup>5</sup> [Coast to Capital Local Enterprise Partnership](#)

has been provided to the developer to accelerate delivery of the development.

- 3.3. Delivery of the remaining SDLs at West of Chichester, Westhampnett/North East Chichester and Tangmere is currently constrained by lack of available wastewater treatment capacity. This position is acknowledged in the Local Plan and these sites are therefore phased to deliver housing from 2019 onwards, following completion of the proposed expansion/upgrade of the Tangmere WwTW. Southern Water has submitted a scheme for Tangmere WwTW to Ofwat (as part of its 2015-2020 Business Plan) and is confident that Ofwat approval will be secured. The Local Plan does allow flexibility for other wastewater solutions (such as on-site treatment), which could potentially enable some housing to be brought forward prior to 2019. However, at present no acceptable on-site wastewater treatment solution has been demonstrated.
- 3.4. Work towards the delivery of the SDLs is now quite advanced and the Council is confident that all three locations will be in a position to deliver housing from 2019 onwards. The Council has undertaken work to prepare Concept Statements for the SDLs at West of Chichester and Westhampnett/North East Chichester, which set the parameters for masterplanning work. At Westhampnett/North East Chichester, the site promoters have already submitted an outline planning application for development of part of the site, whilst at West of Chichester, the site promoters are currently undertaking masterplanning work, with input from the Council, West Sussex County Council and local community. At Tangmere, the concept planning work is being led by the Parish Council and will be incorporated in the Neighbourhood Plan (the Parish Council is intending to consult on the pre-submission version of the Plan in September 2014).
- 3.5. The Council has also undertaken work to assess the viability of proposed development. The Council commissioned a Development Viability Assessment Study (CD-37) which assessed the cumulative viability and overall deliverability of the Plan strategy, taking account of development costs and potential funding requirements for infrastructure. This included assessing the viability and deliverability of the SDLs. Based on the work undertaken, the Council and the site promoters are confident that all infrastructure requirements identified for the SDLs can be delivered at a cost that is viable for development.
- 3.6. The Plan trajectory assumes that each of the three SDLs will deliver 100 homes per year from 2019 onwards. This assumes that 1,000 homes will be delivered at each of West of Chichester and Tangmere by the end of the

Plan period in 2029, whilst Westhampnett/North East Chichester is phased for completion by 2024. The trajectory phasing is based on a broad estimate of build rates, since detailed site development plans have yet to be prepared. In practice, it is likely that rates of delivery may vary over the course of development, depending on the detailed phasing of site construction and infrastructure. However, detailed phasing plans are only likely to be prepared at the planning application stage, although further detail about phasing will be informed by the on-going masterplanning work.

- 3.7. However, as a general indication, delivery of 100 dwellings per year is considered a cautious assumption for large scale housing developments of this type, where there are likely to be two or more housing developers. Comparison can be made with strategic housing sites of a similar scale and type that are currently under construction in Arun District, at North Bersted (650 dwellings) and Felpham (700 dwellings). Both are allocated greenfield sites on the edge of Bognor Regis, close to the Chichester Plan area boundary. Despite close proximity to each other, both of these sites have achieved completions of well over 100 dwellings per year over the past 2 years (2011/12 and 2012/13)<sup>6</sup>. The Council is therefore confident that the build rates assumed for the SDLs in the housing trajectory are realistic and achievable for strategic sites of this type.

#### **4. Is the level of detail set out in Policies 15 – 18, together with the masterplanning requirements in Policy 7, sufficient to meet the requirements of the NPPF paragraphs 154 and 157?**

- 4.1. Yes, The Council considers that the level of detail in Policies 15 – 18 (and accompanying text), and the masterplanning requirements in Policy 7, together with the preparation of planning concept statements to guide the masterplans for each SDL (see response to question 5 and footnotes below), is sufficient to meet the requirements of the NPPF paragraphs 154 and 157. The concept statements provide a level of detail that would not be appropriate to include in the plan. Policies 15 – 18 clearly state the quantum of development, and infrastructure requirements to be provided and describe the characteristics and landscape requirements of the site, and provide guidance as to which parts of the strategic development sites should be kept free of development due to site constraints, such as historic, archaeological,

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<sup>6</sup> Completions at North Bersted totalled 99 dwellings in Year 2010/11; 140 dwellings in 2011/12; and 124 dwellings in Year 2012/13. The site is being developed by two house builders (Berkeley Homes Southern and Persimmon Homes). Completions at Felpham totalled 172 dwellings in 2011/12 and 195 dwellings in 2012/13. The site is being developed by three house builders (Barratt Homes, Bovis Homes and David Wilson Homes). All the figures above include both market and affordable housing completions.

Source: [West Sussex County Council Annual Residential Land Availability Survey](#).

landscape, noise or ecological assets. All of these policies are considered to have been positively prepared.

4.2. All of the Strategic Development Locations are provided with guidance on where green infrastructure should be located in order to form continuous links for both wildlife and people, both within and beyond the strategic site boundaries in order to enhance the connectivity of the Strategic Development Locations. This information is provided in Local Plan Appendix 1 – Green Infrastructure, which also provides guidance on sustainable modes of transport including car clubs.

**5. Do the masterplanning requirements set out a robust framework for taking development forward, including provision for public engagement?**

5.1. Yes, the Council's approach to the masterplanning of the Strategic Development Locations involves the preparation of Planning Concept Statements<sup>7</sup> which set out the objectives and planning considerations as recommended in the Council's approved Design Protocol. The subsequent masterplans are being prepared by developers in consultation with stakeholders, and will be agreed with the district council and must be in accordance with the concept statement for each site.

5.2. Concept statements are simple, clear documents setting out the development principles to define the kind of place that a new development should create. They set out how the policies and objectives of the Local Plan will apply to a specific site in order to deliver the best possible economic, social and environmental benefits. They will be subject to consultation before approval by the Council. The Concept Statements carry due weight as a material consideration in negotiations with the developers and in the determination of any planning applications.

5.3. The Concept Statements for the SDLs at Westhampnett and West of Chichester have been subject to public consultation<sup>8</sup> and have been approved by the Council and published on the Council's website<sup>9,10</sup>. The concept statement' for the SDL at Tangmere is being prepared by the Parish Council as part of its Neighbourhood Plan.

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<sup>7</sup> [Planning Concept Statement for Westhampnett](#)  
[Planning Concept Statement for West of Chichester](#)

<sup>8</sup> [Planning Concept Statement: Stakeholder Workshop - Facilitators Report](#) . The Westhampnett consultation was with the Parish Council. Lack of public engagement was because of the developer's insistence on pursuing development in a piecemeal way in advance of the Local Plan adoption to avoid a masterplan. This meant the Council needed to fast track the Planning Concept Statement to guide the outline planning application process.

<sup>9</sup> [Planning Concept Statement for Westhampnett](#)

<sup>10</sup> [Planning Concept Statement for West of Chichester](#)

## **6. Are the SDLs supported by detailed and robust evidence of highway infrastructure planning?**

- 6.1. Yes, the SDLs have been the focus of detailed infrastructure planning that is supported by a robust transport evidence base. The Transport Study of Strategic Development Options and Sustainable Transport Measures (CD-18a & CD-18b) provides an assessment of the impact of the SDLs on the highway network and identifies mitigation measures. This evidence has informed the preparation of a transport infrastructure package, which has been reflected in Local Plan policies and the Chichester Infrastructure Delivery Plan (IDP) (CD-50).
- 6.2. The Transport Study was commissioned by the Council and involved collaborative working with West Sussex County Council, the Highways Agency and the SDL promoters. The study identifies a package of mitigation measures consisting of detailed plans for improvements to junctions on the Chichester Bypass section of the A27 and the local highway network for locations where the cumulative impact of development would otherwise be severe. The package will also include 'smarter choices' measures comprised of sustainable transport infrastructure and initiatives to encourage the use of sustainable modes of transport. Smarter choices measures will be developed in detail through the preparation of Transport Assessments as development at the SDLs comes forward.
- 6.3. The impact of the SDLs on the highway network has been assessed through a robust transport modelling exercise using the Chichester Area Transport Model (CATM), which is the most appropriate available tool to test the impact of future development in Chichester. The model has been validated and forecasting undertaken in accordance with national guidance issued by the Department for Transport, and this has been accepted by the County Council and the Highways Agency. The study methodology was agreed by both highway authorities.
- 6.4. The transport modelling tested the effectiveness of A27 junction improvements, leading to proposed initial designs that are considered to be of sufficient detail to demonstrate that they are deliverable without the need for central Government funding. The effects of smarter choices measures were modelled by applying a 5% reduction in car trips to / from the SDLs in 2031. In addition to the effect of smarter choices measures, the SDLs will include onsite local facilities such as shops and schools, allowing these trips to be made without leaving the development ('internalised'). A 7% reduction in trips to / from Chichester city centre in 2031 was also applied to test the effects of area-wide smarter choices measures. The study demonstrates that this package of mitigation measures is sufficient to accommodate the



levels of development proposed for the SDLs and other development within the Plan.

6.5. The County Council prepared a package of local transport infrastructure measures to underpin the assumptions within the Transport Study by focusing on reducing car trips to / from the city centre. The package has been developed in accordance with the West Sussex Transport Plan 2011-2026 (CD-91) and includes behaviour change initiatives to reduce the use of the private car and public transport, walking, cycling and road infrastructure. Where issues on the local highway network have been identified through the transport modelling, suitable junction capacity improvements have been developed as part of this local transport infrastructure package. These measures are highlighted in Local Plan Policy 13 (Chichester City Transport Strategy). Policies 15-18 which relate to the SDLs also require the developments to provide or fund mitigation through a package of measures in conformity with this transport strategy policy. Cost estimations for these measures have been identified in the Transport Study and IDP.

**7. Does the evidence demonstrate that issues of funding, viability and timing of A27 junction improvements have been satisfactorily addressed?**

7.1. Yes, the Local Plan includes provision for improvements to the six junctions on the A27 Chichester Bypass to address and mitigate the traffic impacts of the SDLs and other development proposed in the Plan. The Infrastructure Delivery Plan (IDP) (CD-50) includes a £12.8 million package of measures which it is proposed to fund through developer contributions. The proposed improvements will improve traffic capacity, reduce congestion and queuing, and address road safety issues.

7.2. The proposed measures have resulted from detailed work undertaken in the Transport Study of Strategic Development Options (CD-18a & CD-18b). The study was commissioned by the Council, and involved the active participation of the Highways Agency and their consultants Parsons Brinkerhoff, along with West Sussex County Council and the SDL promoters. The study involved transport modelling using the Chichester Area Transport Model (CATM) to examine likely AM and PM peak hour traffic levels on the road network in 2031 using a multi-modal demand forecasting approach. The study incorporated supplementary capacity testing of the proposed mitigation measures at the A27 junctions, which was undertaken by Parsons Brinkerhoff.

7.3. The proposed A27 junction improvements, in combination with the other transport measures proposed in the Plan, are considered sufficient to accommodate the levels of development proposed in the Local Plan. The

Council has undertaken work through the Development Viability Assessment Study (CD-37) which has assessed the cumulative viability of the required transport mitigation including the A27 junction improvements, along with other development costs. Based on this work, the Council and the site promoters are confident that the infrastructure requirements identified for the SDLs can be delivered at a cost that is viable for development.

- 7.4. Both the Highways Agency and West Sussex County Council are satisfied that the measures would provide sufficient mitigation to ensure that the residual impacts of the development proposed in the Local Plan would not be severe, thereby meeting the requirements set out in the NPPF (paragraph 32). The Highways Agency has provided an updated Position Statement (Appendix 7A) stating that it is content that evidence from the transport modelling indicates that the residual cumulative impacts of the Local Plan development on the A27 Chichester Bypass would not be severe in scenarios which include the proposed mitigation works and smarter travel choice measures. The HA goes on to state that in terms of viability of A27 junction improvements, the Local Plan process has identified schemes that can be delivered within the highway boundary without statutory processes and which the development industry considers are capable of being funded.
- 7.5. It is accepted that some details of funding and timing will have to be discussed further in order to ensure that the junction improvements will be delivered in a timely manner. The Council's draft Regulation 123 list identifies the Strategic Road Network improvements to the A27 Chichester Bypass junctions as being secured through Section 278 agreements. Improvements to the Portfield Roundabout and Oving Road junctions have already been secured through planning conditions linked to the outline planning permission at Shopwyke (Application reference O/11/05283/OUT). Other junction improvements will need to be synchronised with delivery of development at the SDLs. The Highways Agency's consultants are currently reviewing the modelling work to consider how the timing of junction improvements relates to the SDLs, but the results of this work are not yet available.
- 7.6. The A27 at Chichester has been identified as a priority for capital investment in the Government's June 2013 Spending Review. The A27 Chichester improvements are now included in the Highways Agency's work programme for 2015-2019 and the Agency is currently working to identify options, which are due to be announced in Spring 2015. The transport measures included in the Local Plan are not dependent on this process – they are intended to be funded from development and will provide effective mitigation for the planned development independently of any wider A27



improvements. However, it is recognised that there will be a need to coordinate the Local Plan transport measures with the proposed improvements to the A27 when these are finalised. This may involve the development contributions sought in the Local Plan being used to support the wider package of A27 improvements.

**8. Have risks to delivery been rigorously examined and are contingencies in place to avoid any potential “showstoppers”?**

- 8.1 Yes, the risks to delivery have been fully examined through the preparation of the transport evidence base. Risks to delivery have been kept at a minimum by proposing infrastructure measures that can be accommodated mainly within the highway boundary or land within local authority ownership. The estimated cost of the total transport infrastructure package was identified at an early stage to ensure that the measures are affordable and can be funded by the proposed development.
- 8.2 Potential concerns about traffic congestion related to the A27 Chichester Bypass were initially identified as a potential showstopper which could severely constrain the level of future development in and around the city. Since there was insufficient certainty to rely on a publicly funded solution for the A27 at Chichester coming forward during the Plan period, the Council, assisted by West Sussex County Council, the Highways Agency and the SDL promoters, commissioned transport modelling work to assess the capacity of the existing road network and identify mitigation measures that are capable of addressing the impacts of planned development on the A27. The Transport Study of Strategic Development Options and Sustainable Transport Measures (CD-18a & CD-18b) has identified mitigation measures for each of the six junctions on the A27 Chichester Bypass which can be funded directly from development contributions and are not reliant on publicly funded improvements to the A27.
- 8.3 The Highways Agency has indicated that the measures identified in the study will provide sufficient mitigation so that residual cumulative impacts would not be severe and policies are included in the Plan to secure delivery of these improvements. These junction improvements are deliverable without the need for central Government funding and therefore, form a set of contingencies to ensure that this potential showstopper can be avoided.
- 8.4 Since the Transport Study was published in March 2013, the Government has committed to delivering a major scheme for A27 Chichester in 2015-19, subject to confirmation of deliverability and value for money. The Highways Agency is currently working to identify options, which are due to be announced in Spring 2015. Although the transport measures in the Local

Plan are not dependent on this process, it is recognised that there will be a need to coordinate the Local Plan transport measures with the proposed improvements to the A27 when these are finalised (see also the Council's response under Matter 7/7).

8.5 Although improvements to the local transport network are important, they were not identified as potential showstoppers. This is because a range of options are likely to exist to deliver the required outcomes. These will be explored through the Transport Assessment process and as the transport infrastructure package is delivered.

**9. Have constraints to development presented by restrictions in wastewater treatment capacity been addressed in sufficient detail to ensure that development on the SDLs can be delivered?**

9.1. Yes, The Chichester Local Plan: Key Policies 2014-2029 (CD-01) has been prepared within the context of national policy and the Council considers that the Plan is in general conformity with the National Planning Policy Framework (CD-62) specifically paragraphs 109, 120, 156, 157 and 162, and the Planning Practice Guidance (CD-72), specifically paragraph 20. The Plan is also based on robust evidence and the results of positive joint working with a number of key organisations (Environment Agency, Southern Water, Natural England and Chichester Harbour Conservancy) who formed the Water Quality Group.

9.2. The Strategic Growth Study (CD-81a-c) was commissioned by the Council to provide an assessment of various scenarios that could be employed in order to meet the development requirements set out in the South East Plan. As highlighted in paragraph 3.4, four options were considered by the Water Quality Group.

9.3. As stated in the Water Quality and Strategic Growth for Chichester District Background Paper November 2012 (CD-89), two possible solutions were identified – a Long Sea Outfall and upgrades to Tangmere WwTW. The Long Sea Outfall option was sidelined due to the significant costs (estimated at approx £35-40 million) and the view from Southern Water that Ofwat would not fund this for the expected level of growth in the District. The recommendation was therefore to investigate the potential for an upgrade to Tangmere WwTW to enable future strategic growth of the District.

9.4. The Chichester Water Quality Group then agreed the following –

- The Council was to provide a range of housing numbers (3,000 – 9,000)

- The Environment Agency was to consider the Water Framework Directive in relation to Aldingbourne Rife, the receiving waters from Tangmere WwTW.
- Southern Water was to test the financial viability of the upgrade to Tangmere WwTW based on the information provided above.

9.5. Southern Water has included provision in their Investment Plan for 2015-20 to upgrade the wastewater treatment works at Tangmere to accommodate future new development and growth<sup>11</sup>. The company's proposal is currently under consideration by Ofwat (the water industry's economic regulator) as part of the industry wide price review process. The 'Final Determination' by Ofwat is not expected until December 2014 but Southern Water has proactively commissioned design work in the 2014/15 financial year, ahead of the price review determination. Southern Water base their growth plans on certainty of development provided through local plans.

9.6. Apuldram WwTW discharges into the internationally designated receiving waters of Chichester Harbour and due to the European designation, statutory environmental water quality standards need to be met. The Water Quality and Strategic Growth for Chichester District Background Paper November 2012 (CD-89) states that there is insufficient capacity within the existing environmental permits at Apuldram WwTW to accommodate future development.

9.7. Paragraph 3.1 explains that Southern Water operates Apuldram WwTW to strict environmental standards by treating to exceptionally tight nitrogen levels, established under the Habitats Review of Consents process. It further goes on to state that the remaining headroom in the environmental permit would allow approximately 700 more dwellings to be built over and above existing commitments. This means that for the purposes of the Chichester Local Plan Apuldram WwTW cannot be relied upon for the required wastewater infrastructure to accommodate growth.

9.8. The document goes on to state if the headroom under the current environmental permit is released and used there is no environmental capacity for additional development to connect to Apuldram WwTW and therefore there will be an effective cap on growth.

9.9. The Environment Agency undertook modelling work to understand the impact of releasing the headroom following the installation of ultraviolet treatment on the storm overflow. This is elaborated on in greater detail in Matter 10 Issue 6. The letter from the Environment Agency appended to the Position

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<sup>11</sup> [Southern Water Five Year Business Plan 2015-2020](#)

Statement on Wastewater and Delivering Development in the Local Plan (CD-15) states that “any development beyond this headroom (700), under current catchment conditions, would have a significant impact on the nitrogen loads and weed growth in the Harbour. Once this headroom is reached we would therefore revisit our position and may reinstate our current advice to refuse development that result in a significant increase in the net flow to the sewer network.”

9.10. The Position Statement on Wastewater and Delivering Development in the Local Plan (CD-15) has been updated to reflect the most up to date position regarding the headroom capacity at Apuldram WwTW<sup>12</sup>.

9.11. Any proposed solutions would need to meet the strict environmental standards of the Environment Agency. In the unlikely event of the upgrade of Tangmere WwTW not being approved, the feasibility of delivery of on-site solutions as a contingency may be undertaken by the strategic development locations, although this is not the Council’s favoured approach.

**10. Have risks to delivery been rigorously examined and are contingencies in place to avoid any potential “showstoppers”?**

10.1. Yes, the Council has sought to explore and minimise potential risks to delivery by working closely with site promoters, infrastructure/ service providers and statutory agencies during the plan preparation process. The key infrastructure requirements linked to the strategic development locations are identified in Section C of the Infrastructure Delivery Plan (CD-50).

10.2. As explained in the Water Quality and Strategic Growth for Chichester District Background Paper November 2012 (CD-89), work with the statutory agencies has been on-going since the Core Strategy was found unsound in 2007. This was to address the constraint with the wastewater treatment works (WwTW) in the district, particularly at Apuldram WwTW.

10.3. Chapter 6 of the Housing Implementation Strategy (HIS) (CD-48) provides more detail on the potential risks to the delivery of each of the strategic development locations.

10.4. As explained in Matter 7.9 above the delivery of the strategic development locations is reliant on the upgrade of the Tangmere WwTW to provide additional capacity. Southern Water has submitted a scheme for this upgrade to Ofwat for approval as part of its Five Year Business Plan (2015 to 2020).

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<sup>12</sup> [Update on Apuldram Wastewater Treatment Works and Wastewater Position Statement June 2014 Agenda Item 6 page 161](#)

- 10.5. The Council's position, in partnership with Southern Water and the Environment Agency, is that the SDLs cannot come forward for development until the upgrade of Tangmere WwTW. However, it should be noted that the wording of the relevant Local Plan policies 15, 17 and 18, states that *"Development will be dependent on the provision of infrastructure for adequate wastewater conveyance and treatment to meet strict environmental standards"*. This allows flexibility for other wastewater solutions if these can be demonstrated to be acceptable in environmental terms.
- 10.6. Any proposed solutions would need to meet strict environmental standards as assessed by the Environment Agency. In the unlikely event of the upgrade of Tangmere WwTW not being approved, the feasibility of delivery of on-site solutions could be undertaken by the promoters of the strategic development locations, the Council and the Environment Agency. This is not the Council's favoured approach, which is for the capacity to be developed at Tangmere WwTW.
- 10.7. The Council is satisfied that risks to delivery have been rigorously examined. Given the particularly sensitive environmental considerations that would need to be satisfied, there are no contingencies set out in the Plan to avoid potential "showstoppers" relating to the proposed solution for wastewater treatment. However, the policy approach in the plan would not prevent alternative solutions if they could be demonstrated to be acceptable in environmental terms.
- 10.8. For clarification proposed main modification **M80** is proposed to ensure consistency with other strategic development locations<sup>13</sup>.

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<sup>13</sup> [Schedule of Proposed Main Modifications to the Pre-submission Local Plan](#): Page 10

# **Chichester Local Plan Examination: Matters & Issues**

## **Appendix Contents Page**

### **Matter 7**

Appendix 7A – Page 1      Chichester Local Plan Highways Agency Position  
Statement (letter to Chichester DC dated 22 August  
2014)

Our ref:  
Your ref:

Elizabeth Cleaver  
Assistant Asset Manager  
Federated House  
London Road  
Dorking RH4 1SZ

Robert Davidson  
Chichester District Council  
East Pallant House  
1 East Pallant  
Chichester  
West Sussex  
PO19 1TY

Direct Line: 01306 878605

22 August 2014

Dear Mr Davidson

## **CHICHESTER LOCAL PLAN: HIGHWAYS AGENCY POSITION STATEMENT**

As requested in your email of 14 August, I am writing to set out the Highways Agency's position on Chichester District Council's Submitted Local Plan.

The Highways Agency, on behalf of the Secretary of State for Transport, is responsible for supporting delivery of the Government's objectives in relation to sustainable development. We do this by informing and influencing the pattern of new development through the planning system and responding to specific development proposals in respect of the potential impact on the capability of the strategic road network (SRN i.e. the Trunk Road and Motorway network) in England. Department for Transport Circular 02/2013 (The Strategic Road Network and the Delivery of Sustainable Development) explains how we will participate in the planning process.

We have worked with Chichester District Council, West Sussex County Council and many developers to agree a package of mitigation measures for the A27 Chichester Bypass to deliver the development in the Submitted Local Plan. We are content that evidence from the transport modelling indicates that the residual cumulative impacts of the Local Plan development on the A27 Chichester Bypass would not be severe in scenarios which include the proposed mitigation works and smarter travel choice measures. In terms of viability of A27 junction improvements, the Local Plan process has identified schemes that can be delivered within the highway boundary without statutory processes and which the development industry considers are capable of being funded.

The Chichester District Infrastructure Delivery Plan (IDP) has identified that £12,817,000 is needed to deliver the mitigation required by the Local Plan for the A27 Chichester Bypass and we consider this to be a reasonable approximation. We are now considering the timing and phasing of delivery. The IDP identifies that the full funding required for A27 mitigation is to be raised through developer contributions. The IDP states that Chichester District Council is currently working on the production of a

Community Infrastructure Levy and we look forward to the opportunity to comment on this.

We look forward to working with Chichester District Council and West Sussex County Council to determine the relationship between the timing of junction improvements and the delivery of development. We have already been able to offer 'no objection' to a planning application for 350 dwellings at the North East Chichester strategic development location (planning application reference WH/14/01159/OUT).

HM Treasury's Policy Paper [Investing in Britain's future](#) (June 2013) states an intention to fund upgrades to six junctions on the A27 Chichester Bypass in the 2015 to 2019 spending period, subject to value for money assessment and deliverability (Annex A, Table A.4 on page 74). This provides further confidence that works required to the Bypass to support Local Plan development can be delivered. Options are currently being developed and can be expected to provide at least as much capacity for development as the Local Plan schemes.

The current timetable for the Agency's A27 Chichester Bypass junction improvements, which is subject to change, is summarised below.

Public consultation on options	July 2015
Preferred Options Announcement	Sep 2015
Development Consent Order process starts	Jun 2016
Development Consent Order process completes	Oct 2017
Start of construction	Feb 2018
Construction complete	Dec 2019

As the Agency's scheme develops, we expect to have further discussions with Chichester District Council to agree how the scheme will inter-relate with the Chichester Local Plan including the funding aspect.

In summary, we have agreed A27 Chichester Bypass mitigation schemes to deliver the Local Plan and are now working with Chichester District Council on some of the details of funding in relation to the Infrastructure Delivery Plan and Community Infrastructure Levy.

Yours sincerely

Elizabeth Cleaver  
NDD Asset Development Team - Sussex  
Email: [elizabeth.cleaver@highways.gsi.gov.uk](mailto:elizabeth.cleaver@highways.gsi.gov.uk)