**Chichester Local Plan 2021 - 2039**

**Transport**

**Background Paper**

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## **Introduction**

* 1. This background paper has been prepared to explain the approach taken to transport-related issues within the Chichester Local Plan 2021- 2039: Proposed Submission (‘the Local Plan’), and in particular the effect of development within the plan on the A27 Strategic Road Network and related local highway impacts. It sets out the council’s approach to ensuring that appropriate planning policy and impact mitigation are identified and planned, to respond to the current and new development in the Local Plan[[1]](#footnote-1), in accordance with national planning policy.
  2. It provides an overview of the key information contained in various technical documents and studies that have assisted the council in defining the approach to transport management and mitigation proposed in the Local Plan. The background paper includes:
* a summary of the main transport challenges currently experienced in the Plan area
* an outline of relevant national policy and guidance
* an explanation of the main transport impact assessments of future development
* an account of the modelling and partnership work undertaken so far for the purposes of the Local Plan strategic transport assessment.
  1. A Local Plan strategic transport assessment is an important piece of evidence which assesses the transport implications of the strategic spatial strategy and thereby informs the proposed policy framework. The transport assessment undertaken to support the new Local Plan is referred to as the ‘Chichester Transport Study’.
  2. Reference is made throughout the report to National Highways (NH) (formerly Highways England), as the highway authority for the Strategic Road Network (SRN), and West Sussex County Council (WSCC) as the local transport authority and highway authority for the Local Road Network (LRN). Together these bodies have responsibility for the road network within the Local Plan area.
  3. This background paper is supported by several reports covering stages of the Local Plan strategic modelling assessment produced by the council’s consultants (Stantec) which should be read alongside this background paper.
  4. This background paper may be reviewed and updates issued during the examination of the Local Plan.
  5. This background paper relates to the following policies in the Local Plan:
* Chapter 8: Transport and Accessibility
  + Policy T1 Transport Infrastructure
  + Policy T2 Transport and Development
  1. Due to the connection between the constrained housing requirement figure and transport this paper should be read in conjunction with the Housing Need Background Paper (BP06).
  2. The background papers and related evidence are available on the council’s website at [www.chichester.gov.uk/localplanexaminationlibrary](https://www.chichester.gov.uk/localplanexaminationlibrary).

## **Background**

* 1. Road congestion is a major issue affecting parts of the plan area, particularly within Chichester City and the junctions on the A27 Chichester Bypass. The problems are most acute during peak travel periods, and this causes knock-on effects in terms of delays and diversion (re-routing) onto less suitable roads, and road safety issues. Congestion at the A27 junctions and the level crossings on the West Coastway railway line act as a barrier to movement around the city, and between the city and the Manhood Peninsula to the south, causing long journeys and poor journey time reliability. Transport movements and traffic congestion have a detrimental impact on air quality in the city, which has resulted in the designation of one Air Quality Management Area at St Pancras in Chichester (AQMA).
  2. Congestion along the A27 Chichester Bypass is primarily a product of the conflict between strategic and local traffic, and the limited capacity of junctions. Long-distance traffic along the A27 trunkroad conflicts with traffic entering/leaving Chichester via the radial routes at the six junctions along the bypass, none of which are grade-separated. This issue is compounded by the short distance between junctions which creates weaving and the potential for queues at junctions to block back beyond the preceding junction(s). With the exception of A27/Oving Road, none of the junctions are signal-controlled which means there is little opportunity to manage traffic flow or enable priority according to variation in demand over the day / year.
  3. The more rural parts of the plan area face different transport challenges. In particular, there is a high reliance on car travel to access key services and facilities, with limited public transport services, particularly in the north-east part of the plan area and on much of the Manhood Peninsula. The South Downs National Park divides the Plan area in two, referred to in the Chichester Local Plan 2021-2039 as the ‘southern plan area’ and a ‘northern plan area’. The two areas are separated by sufficient distance that most development in each area results in a negligible impact on the other in transport terms.
  4. Projected growth in road journeys from the existing population, together with new housing, employment and other development proposed over the Plan period (both within and outside of the plan area) will place additional pressure on the local road network which is already operating at or beyond its designed capacity in places. Without mitigation, this would lead to further congestion and increased queuing times around the A27 junctions and within Chichester City.

## **Policy Context**

**National Policy Context**

* 1. The National Planning Policy Framework (NPPF) (2021) makes clear that local planning authorities are required to prepare a local plan that positively seeks opportunities to meet the development needs of the area, and that strategic policies should, as a minimum, provide for objectively assessed needs for housing, as well as needs that cannot be met within neighbouring areas[[2]](#footnote-2).
  2. The NPPF was updated on 19 December 2023. However, under paragraph 230, plans that have reached regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (pre-submission) stage on or before the 19 March 2024 will be examined under the relevant previous section of the Framework.  Therefore all references in this background paper to the NPPF are to the September 2023 version which should be used as the basis for the examination of the plan.
  3. National planning policy sets out that planning policies should contribute to the achievement of sustainable development, through achieving the three overarching objectives (social, environmental and economic). Section 9 of the NPPF focusses on ‘promoting sustainable transport’. Para 104 states that transport issues should be considered from the earliest stages of plan-making and development proposals. This is to ensure that the potential impacts of development on transport networks can be addressed, as well as maximising opportunities from existing or proposed transport infrastructure. In addition, opportunities to promote walking, cycling and public transport should be identified and pursued. The environmental impacts of traffic and transport infrastructure also need to be identified, assessed and taken into account, including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gain.
  4. In assessing sites that may be allocated for development in plans, the NPPF[[3]](#footnote-3) requires that opportunities to promote sustainable transport modes can be taken up, that a safe and suitable access to the site can be achieved, design standards are met and any significant impacts from the development on the transport network (in terms of capacity and congestion) or on highway safety, can be cost effectively mitigated to an acceptable degree.Also of key importance is that significant growth should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.
  5. The Planning Practice Guidance (PPG)[[4]](#footnote-4) sets out that the transport evidence base should:
* Identify the opportunities for encouraging a shift to more sustainable transport usage
* Highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy (CIL), section 106 provisions and other funding sources.
  1. The PPG also sets out the issues to be considered in the transport evidence base, including the need to:
* assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms
* assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport
* highlight and promote opportunities to reduce the need for travel where appropriate
* identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate
* consider the cumulative impacts of existing and proposed development on transport networks
* assess the quality and capacity of transport infrastructure and its ability to meet forecast demands
* identify the short, medium and long-term transport proposals across all modes[[5]](#footnote-5)
  1. DfT DfT Circular 01/2022[[6]](#footnote-6) was published in December 2022 and explains how NH should engage with the planning system. Paragraph 27 requires timely and substantive responses in the plan-making process. Paragraph 29 requires the plan-making process to identify capacity enhancements to the SRN which are necessary to deliver strategic growth and to consider the cumulative impacts of development. Paragraph 34 seeks to ensure that the evidence base for local plans demonstrates that planned growth is deliverable, and that the funding, partners and relevant processes are in place to enable the delivery of infrastructure; or that there is a realistic prospect that longer term investment can be secured within the timescales envisaged.

**National Road Investment Strategy 3 and 4**

* 1. At a national level, previous plans to deliver a national road scheme on the A27 at Chichester were withdrawn due to a lack of consensus locally.
  2. NH had included the A27 Chichester bypass improvements as a ‘pipeline scheme’ for possible inclusion in their third Road Investment Strategy (RIS 3). The RIS 3 programme involved a research phase (2021/22), which would have then moved to a decision phase (2023-2024), concluding with the publication of RIS 3 and National Highways’ Strategic Business Plan. A mobilisation phase would have then followed (2023-2025) involving the publication of the National Highways Delivery Plan ahead of the start of the third ‘Road Period’ on 1 April 2025.
  3. In consultation with stakeholders, including CDC, NH completed its strategic outline business case, including an assessment of possible route options, and this was submitted to the Department for Transport (DfT). However, on 9 March 2023, it was announced through a ministerial statement by the Rt Hon Mark Harper MP[[7]](#footnote-7) that RIS3 pipeline schemes (which include the A27 Chichester Bypass) would now be deferred to RIS4 (2030-35).
  4. Therefore, at this time, there is insufficient detail and certainty about a nationally funded solution to be able to rely upon it when planning future development.
  5. Should the A27 bypass improvements scheme be included in RIS4, it will be necessary to coordinate Local Plan transport improvements with the eventual preferred National Highways scheme for the A27 bypass when this is known, both physically and in terms of funding.

**Sub-regional policy context and strategic working arrangements**

* 1. The council is a constituent authority of the West Sussex and Greater Brighton Strategic Planning Board which brings local authorities together in the area to facilitate joint work on strategic planning issues, particularly on matters relating to housing provision, infrastructure delivery and balancing competing demands for land. The Local Strategic Statement for Coastal West Sussex and Greater Brighton (CWS&GB) is the main vehicle for taking forward this work.
  2. The second Local Strategic Statement (LSS2) was published in January 2016 and covers the period 2015 to 2031. Despite having LSS2 in place, there is recognition that a full review of LSS2 will be required to address longer term issues. As such, it commits the Strategic Planning Board to undertake a full review. This review is now underway, with the scope of the strategic evidence needing to be prepared recently agreed, prior to the commissioning of the work required. A draft Statement of Common Ground is in preparation. However, in the absence of progress on the LSS3 update, the council has engaged with both neighbouring authorities and those in the wider region separately.
  3. LSS2 recognises that transport infrastructure in the region is under severe pressure and has been for a number of years. It refers to the Government’s acknowledgement of the importance of improving the transport infrastructure in and to CWS&GB, but notes that national investment in a key spine of the area’s transport infrastructure, the A27, has been delayed on more than one occasion, and around Chichester has been put back to 2030 and beyond. Considerably more investment in infrastructure is needed to both address existing capacity problems and open up new opportunities. LSS2 recognises that additional, potentially more major, improvements for instance to the Strategic and Local Road Networks will be needed in the long term.
  4. The Coast to Capital Local Enterprise Partnership (LEP) is one of 38 local business-led partnerships between local authorities and businesses that play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs.
  5. Coast to Capital has a number of funding, grant and loan opportunities available to private sector and public sector organisations to support business growth in Croydon, East Surrey, Gatwick Diamond, Brighton & Hove, Lewes and West Sussex. Funding comes from the LEP’s allocation from the Government's Growth Deal and the European Structural & Investment Fund which both support business growth. However, as the Government is no longer funding the LEP after March 2024 the LEP Board agreed that Coast to Capital would cease to deliver the core services of the LEP at the end of March 2024.

**West Sussex Transport Plan (2022-2036)**

* 1. The West Sussex Transport Plan (2022-2036) provides strategic direction for future investment in highways and transport infrastructure within the plan area, focusing on the objectives of a prosperous, healthy, protected and connected West Sussex. There are 17 objectives which aim to deliver the vision. These objectives include sustainable economic prosperity; accommodating planned development and demographic change; tackling climate change; avoiding and minimising the impact on the environment; enhancing biodiversity; reducing the need to travel by car; improving road and bus network efficiency; improving rail services and bus network coverage; and extending and improving active travel facilities.
  2. The Transport Plan includes five thematic transport strategies and area transport strategies. The Area transport strategy for Chichester identifies a number of key issues in the plan area and aims to address these. The strategy aims to improve the performance of the A27 through junction improvements at Chichester; improve the A259 between Chichester and Bognor Regis including improved active travel and shared transport infrastructure; facilitate the shift to electric vehicles; work with partners to improve air quality; and make active travel realistic and attractive for short distance journeys within and between existing communities and towns.

**Local Policy Context**

**Adopted Local Plan**

* 1. The Chichester Local Plan: Key Policies 2014-2029 was adopted on 14th July 2015. The Plan sets out an overarching framework for the future of the plan area to 2029 and comprises a long-term spatial vision, strategic objectives and spatial strategy. It also contains strategies for the settlement hubs and strategic and local development management policies, along with a monitoring framework.
  2. The Chichester Local Plan: Key Policies 2014-2029 was subject to examination by an independent Inspector appointed by the Secretary of State. Although the Local Plan was found sound and was subsequently adopted, the Inspector required the council to undertake a review within 5 years to ensure sufficient housing would be planned to meet the longer term needs of the area. The adopted Local Plan makes provision to deliver 7,388 homes over the period 2012 – 2029 equating to an average delivery of approximately 435 homes per year. A significant element of this housing was already identified through outstanding planning permissions with allowance also made for ‘windfall’ housing likely to come forward in small developments of fewer than 6 dwellings. The remaining provision would be met through 4,750 homes of which:
* The bulk of 3,250 will be at the Strategic Development Locations (SDLs) at West of Chichester, Shopwyke, Westhampnett/North East Chichester and Tangmere (see Policies 15 – 18);
* 630 homes on strategic sites at the settlement hubs of East Wittering/ Bracklesham, Selsey and Southbourne (Policies 20, 23 and 24); and
* 860 homes to be brought forward on parish housing sites (Policy 5).
  1. Policy 8 of the adopted Local Plan makes provision for a coordinated package of improvements to junctions on the A27 Chichester Bypass that were designed to increase road capacity, reduce traffic congestion, improve safety, and improve access to Chichester city from surrounding areas. The Transport Study of Strategic Development Options and Sustainable Transport Measures (2013) identified an indicative package of measures for the six junctions [[8]](#footnote-8)on the Bypass costing £12,817,000.
  2. These measures were identified as being sufficient to mitigate the impact of development proposed in the Local Plan 2015 and capable of being funded by that development. An element of the identified package of measures for the A27 junctions has already been secured from planning permissions granted. This included works to two junctions - the Portfield and Oving Road junctions - that were required as part of the planning permission granted for development at Shopwyke[[9]](#footnote-9); these works have been implemented. The remaining requirement amounted to £11,165,000, to provide for improvements to the other four A27 Chichester Bypass junctions (Fishbourne, Stockbridge, Whyke and Bognor Road).

**Planning Obligations and Affordable Housing SPD**

* 1. In order to apportion the costs of the remaining junction works to the remaining strategic development locations, a Planning Obligations and Affordable Housing Supplementary Planning Document (SPD)[[10]](#footnote-10) was adopted in July 2016. This provided guidance on the apportionment of the costs based on trip generation and set out the resulting contributions from each of the developments. S106 agreements were/are used to require developers to mitigate the impact of their development on the A27 through requiring that the developer/landowner enters into a S278 agreement with National Highways to provide appropriate A27 mitigation contributions.
  2. The 2016 SPD has been successful in securing more than the target level of developer contributions for A27 improvement works, with a total of £19.54M having been secured, or in the process of being secured. However, it has not been possible to deliver the remaining improvement works to the Fishbourne, Bognor, Stockbridge and Whyke roundabouts as the costs have increased very significantly, well beyond the funding that has been secured through the SPD.
  3. The council has published for consultation, from 30 May 2024 for 6 weeks, a revised A27 SPD, which provides guidance on an increase to the level of contributions that may be required of development that will come forward in the period before the new Local Plan is adopted. The level of contributions set out in the draft revised SPD will ensure that the remaining A27 junction improvements works can be funded in the coming years (for example, if the new Local Plan is delayed). The proposed revised SPD will be withdrawn on the adoption of the new Local Plan.

**Duty to Cooperate**

* 1. The Localism Act 2011 and NPPF places a legal duty on councils and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross-boundary matters.
  2. The council is actively engaged with neighbouring authorities, other local authorities in the wider area and public bodies. This collaboration has informed the preparation of the new Local Plan.
  3. As the duty to cooperate has been a key factor in reaching an agreed approach to transport mitigation, the discussions held and their outcomes are included in relevant sections of the paper that follow, with a summary in the Duty to Cooperate Statement of Compliance (April 2024) (SD06).

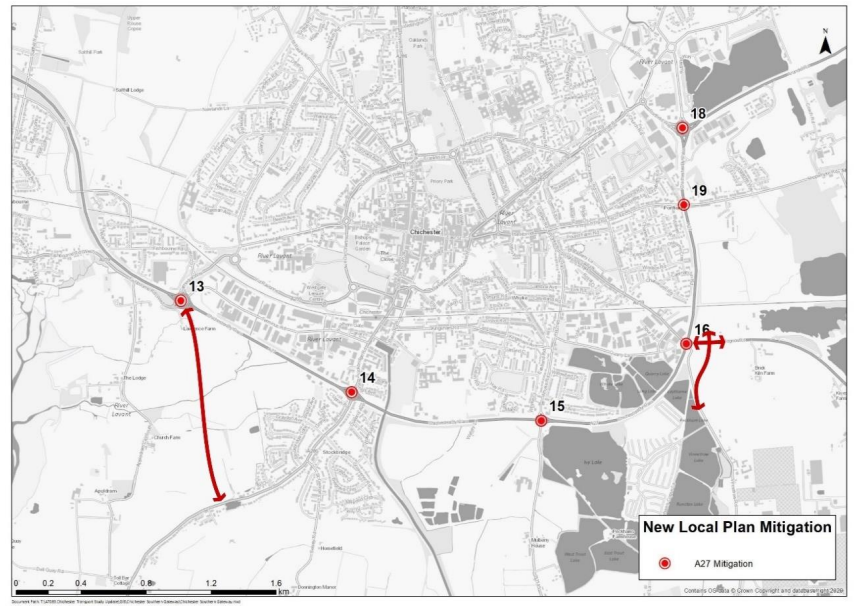
## **Local Plan Preferred Approach**

**Transport Study – Inception**

* 1. The Chichester Local Plan Transport Study was undertaken using a version of the Chichester Area Transport Model (CATM), updated from the model which NH (then Highways England) had developed for the A27 Chichester Bypass scheme appraisal. Following agreement reached between CDC, NH and WSCC that the model remained a suitable tool to inform the Local Plan process, the council commissioned PBA (now Stantec) to undertake the Transport Study of Strategic Development Options and Sustainable Transport Measures (the “Preferred Approach Transport Study”)[[11]](#footnote-11). This study then informed the Local Plan Preferred Approach (see below) and the spatial strategy for development at that time. It set out a package of measures to deal with the transport impacts of the level of growth envisaged in the Preferred Approach Plan.
  2. At that time the A27 was understood to be at capacity puring peak hours at several junctions along its length around Chichester. The six ‘at grade’ junctions around the city led to direct conflict between local traffic seeking to cross the SRN and that using the A27 Chichester Bpass as part of longer distance journeys. NH made it clear through at the inception of the Local Plan Review, and through the regulation 18 consultation, that the Plan required sufficient mitigation to ensure a ‘no worse’ traffic scenario on the A27 SRN as a result of development to be brought forward through the Local Plan. This then led directly into the need to ensure the evidence base that informed and underpinned the development of the local plan was sufficient to meet that requirement of NH.

**Transport Evidence**

* 1. The Preferred Approach Plan, published in December 2018, was accompanied by the Preferred Approach Transport Study.
  2. The Preferred Approach Transport Study set out the package of improvements required to the A27 junctions to mitigate the impact of growth. The improvements were larger in scale than the previous mitigation schemes supporting the adopted Local Plan and had the addition of a new link road between the Fishbourne Roundabout and Birdham Road (referred to as the Stockbridge Link Road). This link road was an important aspect of the strategy, involving ruling out right turns at both Stockbridge and Whyke junctions to increase the overall capacity of these junctions. The link road would allow traffic to and from a revised Fishbourne roundabout to make those turns. A comparison of the junction improvement schemes set out within the adopted Local Plan with the revised schemes which supported the Local Plan Review Preferred Approach is set out below.

Figure 1: Location of A27 Mitigation schemes on Chichester Bypass

| **Adopted Local Plan A27 Mitigation** | **Preferred Approach Transport Study A27 Mitigation** |
| --- | --- |
| **Portfield Roundabout (No. 18 on Figure 1)** | |
| A27  Mitigation includes:   * A27 Westbound to Southbound – new dedicated lane * Improved road safety with revised lane layout, geometry and markings | A27  Mitigation includes:   * A27 Westbound to Southbound – new dedicated lane; * Improved road safety with revised lane layout, geometry and markings |
| **Oving Road (No. 19 on Figure 1)** | |
| A27  Mitigation includes:   * Dedicated left turn lane * Banned right turn * Upgraded signals with bus priority * Bus only access – automatic bollard controls | A27  Mitigation includes (same as previous scheme – implemented):   * Dedicated left turn lane; * Banded right turn; * Upgraded signals with bus priority; and * Bus only access – automatic bollards controls. |

| **Bognor Road Roundabout and Vinnetrow Road (No. 16 on Figure 1)** | |
| --- | --- |
| Vinnetrow Road  A259 Bognor Road  A27  Mitigation includes:   * Extra lane capacity from North, East & West * Vinnetrow Road becomes exit only | A27  A259 Bognor Road  Vinnetrow Road  Mitigation includes:   * Convert the existing Bognor Road roundabout to a ‘Hamburger’ Roundabout; * Remove Vinnetrow Road arm and relocate to a new junction on A259 Bognor Road (see below); and * Signalise all arms. |
| **Bognor Road Roundabout and Vinnetrow Road (No. 16 on Figure 1) (Continued)** | |
|  | **A27/ A259 Bognor Road / Vinnetrow Road;**    Vinnetrow Road  A259 Bognor Road  A27  Vinnetrow Road (re-aligned)  Bognor Road Roundabout showing location of re-aligned Vinnetrow Road. Mitigation includes:   * New signalised junction on A259 Bognor Road for Vinnetrow Road; * Widening of existing A259 Bognor Road to include right turn from A259 Bognor Road to Vinnetrow Road; * New road alignment for Vinnetrow road. |

| **Whyke Roundabout (No. 15 on Figure 1)** | |
| --- | --- |
| Whyke Road  A27  Mitigation includes:   * Signalised junction replacing roundabout * Advance entry and exit lanes from A27 * Dedicated right turn lanes off A27 in both directions | Whyke Road  A27  Mitigation includes:   * Converting existing roundabout into traffic signal crossroad with dual carriageway for A27 and banned right turns from A27 onto B2145 Whyke Road; * Signalise all conflicting approach arms to junction. * Provision of 4-way traffic signals; and * New left turn slip lanes on A27 approaches and exits. |
| **Stockbridge Roundabout (No. 14 on Figure 1)** | |
| Stockbridge Road  A27  Mitigation includes:   * Signalised junction replacing existing roundabout * Advance entry and exit lanes onto A27 * Dedicated right turn lane off A27 in both directions | Stockbridge Road  A27  Mitigation includes:   * Converting existing roundabout into traffic signals crossroad with dual carriageway for A27 and banned right turns from A27 onto Stockbridge Road; * Signalise all conflicting approach arms to junction. * Provision of 4-way traffic signals; and * New left turn slip lanes on A27 approaches and exits. |

| **Fishbourne Roundabout and Cathedral Way (No. 13 on Figure 1)** | |
| --- | --- |
| A27  Mitigation includes:   * ‘Hamburger’ style signalised junction * Allows direct cross movement for A27 traffic * Retains all connections to local network with traffic signal control. | Mitigation includes:   * Convert the existing Fishbourne roundabout to a ‘Hamburger’ Roundabout; * Remove Terminus Road arm and relocate to a new junction on Cathedral Way (see below); * Add a new arm onto Fishbourne Roundabout for the Stockbridge Link Road (see Stockbridge Link Road); and * Signalise all arms. |
| **Fishbourne Roundabout and Cathedral Way (No. 13 on Figure 1) (Continued)** | |
|  | Terminus Road  Cathedral Way   * Realignment of Terminus Road to create new junction onto Cathedral Way. * Earthworks and retaining wall embankment to raise Terminus Road up to Cathedral Way. * New signalised 4-way traffic signal junction. * Removal of existing traffic islands to facilitate all movement crossroad junction. * Widening of northbound Cathedral Way to facilitate dedicated right turn lane into Terminus Road. * Widening of southbound Cathedral Way to facilitate dedicated right turn lane into Fishbourne Road East. |

| **Stockbridge Link Road (No. 13 on Figure 1)** | |
| --- | --- |
| Not identified as necessary | Birdham Road  A27 |
| **Stockbridge Link Road (No. 13 on Figure 1) (Continued)** | |
| Not identified as necessary | Birdham Road  Mitigation includes:   * Introduction of new arm on Fishbourne Roundabut * Construction of new single carriageway over farmland between Fishbourne Roundabout and Birdham Road * Construction of a new 3 arm roundabout on Birdham Road to accommodate southern arm of Stockbridge Link Road |

* 1. The Preferred Approach Transport Study developed a ‘reference case’ or baseline forecast for growth up to 2035 without the additional development proposed in the Preferred Approach Plan. This included committed development, committed highway infrastructure and adopted Local Plan strategic development sites. It also included committed development and highway infrastructure in neighbouring Arun District and Havant Borough.
  2. The Preferred Approach Transport Study tested three growth scenarios for the period 2016 – 2035, with a contingency to 2036 (by adding the Preferred Approach Plan development on top of the reference case demands). These were:
* Scenario 1 (650 dwellings per annum (dpa)) – 4,900 dwellings
* Scenario 2 (800 dwellings per annum (dpa)) – 7,600 dwelling
* Scenario 3 (1,000 dwellings per annum (dpa)) – 10,914 dwellings
  1. It was considered that higher than Standard Method derived growth levels were tested at that time, to ensure that the council had a robust evidence base, in the event that requests to meet unmet needs were received during the formation and examination of the Local Plan Review.
  2. The findings demonstrated that Scenario 1, with the mitigation[[12]](#footnote-12) in place, was likely to provide a level of service on the network that is no worse than the reference case. This, coupled with dialogue with WSCC and the consultants responsible for preparing the study, meant that Scenario 1 was taken forward for further analysis.
  3. In terms of mitigation, the Study identified the full scheme of mitigation required for Scenario 1 (summarised in Appendix A with costs at the time of the study – for more detail see sections 7 and 8 of the Chichester Local Plan Transport Study) including A27 junction and local network improvements. The total cost for the implementation of Scenario 1 was estimated to be between £50.57 - £67.1 million, at that time.
  4. The Study concluded that “*subject to securing the mitigation identified, the scale and distribution of development provided for in the preferred option (Scenario 1) for the emerging Local Plan is considered to have an acceptable impact on the highway network through the plan period up to 2035 with a contingency to 2036 to take account of any project slippage*”. Ultimately, the Preferred Approach Plan was taken forward on the basis of a number informed by the Standard Method, rather than one of the higher growth scenarios set out in paragraph 4.5, as at the time of publication the council had not received any formal requests to accommodate unmet needs arising from outside of the plan area.

**Preferred Approach – consultation responses**

* 1. In their response to the Preferred Approach Local Plan consultation, West Sussex County Council did not object to the findings of the Preferred Approach Transport Study but highlighted a range of delivery risks associated with the works, including the Stockbridge Link Road, and they sought further work to address those concerns.
  2. In their response, National Highways noted that the mitigation schemes (set out within the adopted Local Plan) for the A27 Chichester Bypass, were no longer sufficient to bring about a 'no worse' traffic scenario, but confirmed that in their view the proposed package of measures in the Preferred Approach Transport Study would mitigate the adverse impacts of the envisaged growth on the Strategic Road Network, but they also sought more work to confirm deliverability and funding. In addition, National Highways advised that the Local Plan should only consider the improvements contained within the Preferred Approach Transport Study as these have a reasonable prospect of coming forward (subject to funding) – i.e. not relying on any potential national road scheme through RIS.
  3. In addition to the above issues, a range of other concerns were raised by the highway authorities and other respondents to the Preferred Approach Plan consultation, regarding the Stockbridge Link Road, including environmental and visual impacts and the resulting rerouting of traffic through local roads. The above factors led to an update of the transport work to consider the implications of removing the proposed Stockbridge Link Road from the proposed transport mitigation package.

## **Transport evidence supporting Proposed Submission Local Plan – southern plan area**

**Investigating an alternative to the Stockbridge Link Road**

* 1. Following consideration of the outcomes of the Preferred Approach Local Plan consultation, Stantec were commissioned to undertake a two-part assessment of the transport implications of removing the proposed Stockbridge Link Road from the emerging Local Plan (A27 Stockbridge Roundabout and Link Road, Stage 1 Junction Assessment, Stantec, October 2020). They were commissioned to: first set out the highway implications for removing the link road, and then second, if (as expected) it was determined on traffic grounds to be required, identify alternative mitigation to address resulting capacity and safety impacts on the highway network.
  2. As expected, testing the road network without the Stockbridge Link Road confirmed the Local Plan mitigation would not be adequate to mitigate the impact of the additional traffic. Following that, an alternative approach was considered. This was identified taking account of a number of factors, including the constraints at each A27 junction, the need to facilitate access to and from the Manhood Peninsula, and the need for a scheme which could feasibly be funded and delivered. This led to a potential “hamburger junction” design being identified as an alternative approach at Stockbridge Roundabout[[13]](#footnote-13). Other potential measures, such as grade separation or amendments to the scheme at Whyke Roundabout, were not taken forward given likely issues with deliverability.
  3. There were two parts to the testing of the alternative approach. First, an initial feasibility junction design was drawn up for the proposed new junction. It was shared with West Sussex County Council (as Local Highway Authority) and National Highways in the first instance to test the initial feasibility of the junction design in its broadest terms. Following initial technical feedback the revised junction was then tested through modelling to determine if it would be capable of satisfactorily dealing with the modelled traffic flows arising from the Preferred Approach Transport Study.
  4. The initial findings of that work were the subject of a presentation given to CDC Members at the meeting of the Development Plan and Infrastructure Panel in September 2020. The presentation concluded that the alternative Stockbridge Roundabout scheme could not accommodate the level of anticipated traffic by the end of the Plan period, and it was expected that the highway authorities would raise concern.
  5. Because the work had identified a serious issue with the alternative to a link road, the envisaged later stages of the investigation (to test safety, etc.) were not proceeded with. The findings were written up into a report and shared with the highways authorities for their views. Both National Highways and West Sussex County Council responded, and were content with the findings of the report, the final version of which was published on the council’s website at the end of March 2021 (Stockbridge Roundabout and Link Road Assessment, March 2021, TA05.01 [[14]](#footnote-14)).
  6. This work demonstrated that the Stockbridge Roundabout and Link Road mitigation schemes could not be replaced with any alternative mitigation measures that were both cheaper and less environmentally harmful and therefore more likely to be deliverable, whilst achieving the required mitigation.

**Further Transport Evidence**

* 1. Following the above, further technical work was identified as being required to investigate and progress transport matters, namely:

a) further transport modelling, to investigate the transport impacts of development, and determine when the proposed transport improvements at each junction will be required;

b) further feasibility work on each of the suggested major road schemes, to provide comfort that they were deliverable and provide greater comfort that the cost estimates were accurate; and

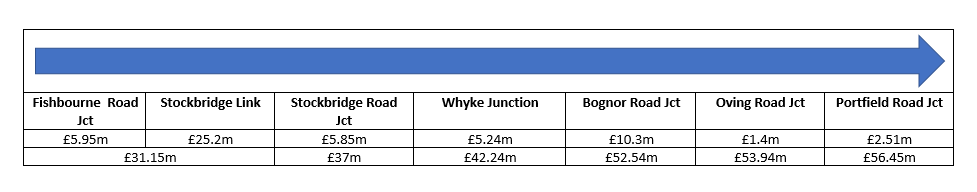
c) specific feasibility and impacts study on the Stockbridge Link Road itself, to consider the wider environmental and visual impacts of the proposed link road.

* 1. Whilst this work was underway, meetings were set up with key parties to discuss the outputs and the potential implications for the Local Plan.

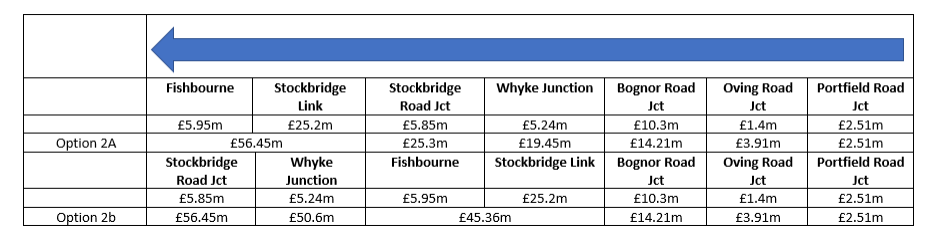
**Transport Modelling Review (2021)**

* 1. A further Transport Modelling Review (the ‘Review’)[[15]](#footnote-15) was concluded in June 2021. This looked at a revised development distribution and assessed what additional mitigation may be required for the updated distribution of proposed development over the plan period (the ‘2020 distribution’[[16]](#footnote-16)). It also provided an indication of a programme identifying which schemes could come forward before others to support the Local Plan spatial strategy.
  2. Outputs from the Review indicated that:
* The mitigation package identified as part of the Preferred Approach Transport Study was broadly sufficient to mitigate the impacts of the proposed revised 2020 distribution of development.
* With regards to timing, investigations were undertaken into the relative merits of implementing measures at the junctions in a west-east (Option 1) and an east-west order (Option 2) (with the east-west order enabling all journeys to be made throughout the delivery process). A third option (Option 3 – ranking) ranked the order of need based on limited funds and delivered investment as and when funds were secured. The outcomes for each option are set out below.

Option 1 (west to east)

* 1. The table below shows that there would be a need for a major outlay at the start, as the Stockbridge Link Road would need to be implemented simultaneously with the Fishbourne Road junction. Phasing west to east also accommodates the banned movements at the Stockbridge Road and Whyke junctions (which will ban right-turn movements off the A27 – hence the Stockbridge Link Road needs to be in place before these can be implemented). This approach leaves the mitigation to the east of the city to the end of the period, but the modelling suggests that the main increase in congestion would be to the east of the city.

Option 2 (east to west)

* 1. The issue with an east to west option is that Whyke and Stockbridge can’t be implemented before the Stockbridge Link Road is in place – therefore Option 2b below is the realistic option. In principle Option 2b would bring benefit to the east of the city and seek to mitigate the increase in congestion to the east.

Option 3 (ranking)

* 1. This option considers both the ability to mitigate the impact of Local Plan development and the ability to fund the junction improvement schemes. Based on limited funds, the Review recommended that the focus should be to the east, with Portfield Road junction[[17]](#footnote-17) ranked as the most urgent, followed by Bognor Road junction. This would require an allowance of c. £2.51 million followed by an additional £10.3 million.
  2. The Review also recommended that funding should treat the A27 as a single scheme, with contributions held in a single fund, to be spent when sufficient funding for a scheme is secured. The Review also highlighted a possible new approach based on ‘predict and manage’ rather than ‘predict and provide’.
  3. The Review recommended that the council begin with Option 3 and then as funds become available, to move towards Option 2, as this would delay some of the higher costing schemes and delay the introduction of banned movements on the A27. The Review also recommended that a new mitigation scheme for Portfield Road Junction will need to be proposed.
  4. The Review considered whether there was the possibility for certain developments to progress with limited need for mitigation either on the A27 or local highway network. This identified that the predominant movement is generally east to west in terms of commuting to / from work, with a high percentage of employment focused in Portsmouth and Southampton. Therefore, in terms of a distribution of development, the following were identified as having a lesser impact on the A27:
* City Centre developments with low car dependency or ‘car free’
* Developments to the north of the city
* Developments to the west of the city
  1. The Review recommended a way forward would be to follow Option 3 to generate a funding pot to focus on securing one/two junction improvements (likely on the eastern section of the corridor) and look to promote sites which are remote from or have limited impact on the A27 corridor.
  2. Following the Review,a report was taken to a Special Council meeting on the 29 July 2021[[18]](#footnote-18) setting out that it would not be possible to secure the full funding necessary to appropriately mitigate the full level of residential development envisaged in the Preferred Approach Local Plan (paragraph 6.8). The report to Council set out that the Stockbridge Link Road, as the most expensive element of the mitigation package, has deliverability issues and would not be fundable through the Local Plan process and therefore should not be proceeded with (paragraph 6.9). The report set out that the approach going forward would be to progress an alternative ‘infrastructure constrained’ approach to development that sought to deliver as much development as possible within the identified constraints. This approach would focus on an affordable and deliverable package of transport mitigation, taking into account all sources of available funding (Recommendation 2.2). The resolution of Council was that the full mitigation package is undeliverable and therefore the Local Plan Review is unable to meet full housing needs.
  3. The minutes of the Special Council Meeting can be found here [Printed minutes Thursday 29-Jul-2021 09.30 All Member Session.pdf (moderngov.co.uk)](https://chichester.moderngov.co.uk/documents/g1547/Printed%20minutes%20Thursday%2029-Jul-2021%2009.30%20All%20Member%20Session.pdf?T=1)

**The Infrastructure Constrained Approach**

* 1. A series of meetings with NH and WSCC followed the council’s decision to undertake further evidence gathering on a ‘constrained approach’. In September 2021 NH agreed three key principles on the basis of the evidence presented:

1. That, due to funding and other constraints, it no longer appeared practicable for the council to prepare a Local Plan that delivered 650 dpa (Scenario 1 above) without resulting in a severe impact on the SRN
2. That they would not object to a level of housing delivery that was reflective of the annual average number of dwellings that was being delivered within the south of the District at that time (i.e. 532 dpa[[19]](#footnote-19)) for the next 5 years.
3. A phased approach to delivery of identified improvements to the SRN (as identified in the Preferred Approach Local Plan) was appropriate, starting with the Fishbourne and Bognor Road Roundabout improvements.
   1. In January 2022 the council held an internal Members Workshop whereby a revised housing distribution based upon 535 dpa in the southern plan area (i.e. the part of the district to the south of the South Downs National Park) was discussed and agreed for testing. It was agreed that a number of alternative higher growth scenarios in the northeast plan area (to the north of the South Downs National Park) should also be assessed. This focus on the northern plan area was to ensure that all reasonable options for housing delivery were explored to the north of the National Park, given the A27 related transport constraints in the southern plan area. This work is further set out in the Housing Distribution Background Paper (May 2024) (BP05) with the transport evidence in section 6 of this paper.
   2. On this basis, the revised housing distribution, based on 535 dwellings per year in the southern plan area, was progressed for further testing. This would deliver 9,630 dwellings over the Plan period (including 3,600 dwellings to allocate over the Plan period, allowing for the existing commitments and windfalls). Extensive work followed during 2022 (reported in the Chichester Transport Study - January 2023)[[20]](#footnote-20) which is detailed below.

**Chichester Transport Study (draft April 2022 and final January 2023)**

* 1. The testing work undertaken in 2022 was informed by an April 2022 draft version of the Transport Study. This is not published separately as it formed the basis of the published 2023 Transport Study (TA04). In this Transport Study, the time horizon was extended to cover the plan period to 2039. The Study also repeated the consideration of sustainable transport options – these are covered in a separate section below.
  2. The 2023 Transport Study ranked the proposed junction improvements in order of priority as follows (with 1 denoting the highest level of priority):



* 1. The 2023 Transport Study concluded that the forecast development up to 2039 requires a significant mitigation package, the majority of which is focused on the A27 (as set out in the table above), but also involving mitigation schemes to four junctions in and around Chichester on the local highway network. Three of these were previously identified in the 2018 Study (Preferred Approach Transport Study): A286 New Park Road / A286 St Pancras Road; Via Ravenna / A259 Cathedral Way Roundabout and A259 Fishbourne Road W / Appledram Lane. A fourth additional junction improvement was required beyond those identified in the 2018 Study and involves the signalisation of the A286 Oaklands Way approach arm junction.
  2. The findings in relation to the impact on the neighbouring authorities remain unchanged from the 2018 Transport Study.
  3. The 2023 Transport Study considers the potential to ensure the highway impacts of development arising from the Plan are suitably mitigated by either the creation of further capacity in the network, or through a fist in the mode of transportation used to sustainable recommends that the potential sustainable mitigation measures should have priority over highway capacity mitigation as part of the shift towards a ‘predict and manage’ approach and in line with Circular 1/22. The 2023 Transport Study sets out that the phasing of the junctions, with the Fishbourne and Bognor Road junctions first, would generate the greatest benefits for future strategic development and would strike the most appropriate balance between unlocking housing development and funding and delivering the improvements to the strategic highway network to support the new housing development. It also states that WSCC and National Highways are in general agreement that this is the preferred phasing of the A27 mitigation schemes, reflecting the outcome of meetings held in 2022.

**Chichester Transport Study: Short Term Review Transport Modelling (May 2022)**

* 1. As part of the 2022 work, and in order to assess the impact of the phased approach to mitigation delivery, a further piece of work was commissioned. The Chichester Transport Study: Short Term Review Transport Modelling (May 2022) (the ‘Interim Years Study)[[21]](#footnote-21) provides an interim assessment for the period between 2026 and 2031 of the possible Local Plan provision of residential units on the premise of phasing junction mitigation improvements along the A27 corridor within the plan period.
  2. The analysis looked at three junctions: Fishbourne Roundabout, Bognor Roundabout and Portfield Roundabout. The Interim Years Study assumed that only the Fishbourne and Bognor Roundabout schemes could be funded in the earlier years of the Local Plan. The modelling was based on a safety-led assessment with the objective of modelling to:

1. Estimate the amount of Local Plan development that can be accommodated by mitigation that CDC is able to afford in the interim years;
2. Establish the year to which that development can be provided
3. Establish what that mitigation is and when it is needed
4. Give an indication of the spatial distribution of that development
   1. The Interim Years Study modelling indicated that the provision of the Fishbourne and Bognor Roundabout mitigation schemes would be required to support the build out of the Local Plan forecast for residential and employment development up to 2026, with none of the options providing adequate mitigation in 2031. The Study suggested that given the limited scope for mitigation above the two main junctions, there may be a requirement to implement a monitor and manage approach which compares the actual flows and observations on site with the forecast and tracks Local Plan build out, which may allow additional units to be considered after 2026.
   2. In response to the findings of the studies, the use of a monitor and manage approach to enable suitable management of the actual impact on the network and seek to reduce trip generation has been explored.
   3. NH responded to the studies and confirmed that:[[22]](#footnote-22)

* It acknowledged that 535 dpa was less than that calculated under the ‘standard method’ but that even with 535 dpa, interventions were required at Fishbourne and Bognor by 2025/26
* It acknowledged that as a result Whyke and Stockbridge roundabouts were likely to deteriorate in the short term with potentially severe impacts on the A27 and WSCC would need to be satisfied with the potentially severe impacts on the local road network
* It agreed that a monitor and manage approach may have a part to play in supporting a plan for 535 dpa
  1. A meeting was held on 26 July 2022, whereby agreement was secured from both NH and WSCC to work with the council toward a plan that would deliver 535 dpa, subject to further information on the Stantec proposal for a ‘monitor and manage’ approach. A record of the meeting and the agreement reached was sent to NH on 28 July 2022.[[23]](#footnote-23)

**Cost of Mitigation**

* 1. A key concern of the council and highway authorities was that any mitigation scheme would be deliverable. An output of meetings between CDC, NH and WSCC in 2022 was to ensure the previous costings attributed to junction improvement works along the SRN were robust and took account of best practice. In September 2022 CDC provided a revised estimate to NH and WSCC. WSCC then further reviewed the costings using a methodological approach used for high-level costing of County Council highways projects.
  2. The total cost for junction improvements to the SRN was estimated to be between £89 million and £134 million. The table[[24]](#footnote-24) below provides a breakdown of the costs per junction. It should be noted that the Oving Junction proposals and a partial implementation of the Portfield Roundabout were required in connection with the implementation of a site now developed (Shopwyke Lakes) and have therefore been implemented (in part in relation to Portfield).

|  |  |  |
| --- | --- | --- |
| **Works** | **Lower Estimate** | **Upper Estimate** |
| Fishbourne Junction including Terminus and Cathedral Way | £9.52m | £12.90m |
| Bognor Road Roundabout including Bognor Road / Vinnetrow Road Diversion | £19.39m | £30.42m |
| Stockbridge Link | £41.53m | £55.08m |
| Stockbridge Roundabout | £8.65m | £14.61m |
| Whyke Roundabout | £7.05m | £13.10m |
| Portfield Roundabout | £1.85m | £5.49m |
| Oving Junction | £1.40m | £5.49m |
| Total | £89.39m | £134.03m |

* 1. The above costs are in addition to the four schemes on the local highway network in and around Chichester City, as set out in the table[[25]](#footnote-25) below.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Scheme** | **2018 Costs** | | **2020 Costs** | |
| **Construction** | **Project \*** | **Construction** | **Project** |
| A286 New Park Road / A286 St Pancras Road | £250,000 | £372,500 | N/A | N/A |
| Via Ravenna / A259 Cathedral Way Roundabout | £250,000 | £372,500 | N/A | N/A |
| A259 Cathedral Way / Fishbourne Road East | Included in Fishbourne Roundabout Scheme | | N/A | N/A |
| A259 Fishbourne Road W / Appledram Lane | £550,000 | £819,500 | N/A | N/A |
| A286 Northgate/Oaklands Way | N/A | N/A | £675,000 | £1,000,000 |
| **Overall Total** | **£1,050,000** | **£1,564,500** | **£1,725,000** | **£2,564,500** |

* 1. As no available sources of funding for the A27 improvement works have been identified, the total cost of the whole A27 scheme of improvements would fall to being funded through developer contributions. Any such contributions would need to ensure that development remains viable. Given the primacy of ensuring the impact of development on the SRN is properly mitigated in order to unlock development in the Local Plan, the council undertook to investigate whether the required full mitigation scheme of network improvements identified in the work set out in the 2023 Transport Study could be delivered. This work recognised that funding the full A27 mitigation scheme would require a significant reduction in the cost burden on development from other policy aspirations (e.g. affordable housing) where the council has discretion to make choices. The work also considered the potential to increase the quantum of development proposed in the Local Plan, above the standard method need calculation of 638 dpa in order to assist in funding infrastructure improvements.
  2. Work has been conducted in parallel on the issue of reducing other policy costs and evaluating the ability for a higher level of development (700dpa was taken as a test point) to reach a level of viable S106 contributions that would fund the entirety of the A27 improvement scheme, as set out in the Preferred Approach Local Plan, supplemented by the work set out in the 2023 Transport Study.

**700 dwellings per Annum Sensitivity Test**

* 1. A 2039 Local Plan review 700 dwellings per Annum Sensitivity Test (August 2022) (the ‘Sensitivity Test’)[[26]](#footnote-26) was undertakento test whether the mitigation package identified as necessary to meet growth at 535 dwellings per annum (dpa), would also mitigate a higher level of growth at 700 dpa. This would result in potentially lowering the per dwelling contribution and/or an increase in the amount of funding available.
  2. It should be noted that when the Sensitivity Test was carried out the Portfield roundabout and Oving junction schemes had both been built out. These implemented schemes are mostly those identified in the adopted Local Plan. It concluded that, in the main, the 700 dpa demands can generally be accommodated by the mitigation proposed for the 535 dpa scenario, although at the Portfield roundabout and Oving junction capacity issues get worse with the 700 dpa demands and these junctions may need to consider further mitigation. This demonstrated that it would be technically feasible to increase the number of dwellings per annum without a significant increase in the cost of the overall mitigation package, although some additional works may be required at Portfield Roundabout. With the level of development proposed in the north-east of the plan area (40 dpa) a housing requirement of 700 dpa for the entire plan area would mean 660 dpa in the southern plan area and thereby enable potential further contributions from a further 2,250 dwellings.
  3. A comparison of the three growth scenarios (638 (standard method), 535 and 700 dpa) is set out in the table below. It is important to note that at the stage that this work was undertaken, there had been no conclusion on the level of delivery that could be achieved in the north-east plan area. Therefore, for testing purposes, it was assumed that 638 and 700 dpa would be delivered in the south of the plan area. At that point in time the council had secured, or would prospectively be securing, (through committed residential schemes in the adopted Local Plan) some £14,000,000 of developer contributions towards improvements to the A27 Chichester Bypass.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **A27 Costs Analysis** | **(638 per annum) 11,500 units Local Plan** | | **(535 per annum) 9,600 units Local Plan** | | **(700 per annum) 12,600 units Local Plan** | |
| **Total plan delivery** | 11500 | | 9600 | | 12,600 | |
| **Units (committed)** | 6000 | | 6000 | | 6,000 | |
| **Remaining Units to be delivered** | 5500 | | 3600 | | 6,600 | |
| **A27 Contributions from committed units** | £14M | | £14M | | £14M | |
| **A27 Costs** | £89M | £134M | £89M | £134M | £89M | £134M |
| **Remaining A27 Contributions** | £75M | £120M | £75M | £120M | £75M | £120M |
| **A27 Contributions per remaining unit** | £13,636 | £21,818 | £20,833 | £33,333 | £11,364 | £18,182 |

**Viability testing**

* 1. Recognising that the only way to unlock development in the emerging plan was to prioritise delivery of the required transport infrastructure, the council took the difficult decision to reduce desirable policy costs in order to achieve greater receipts toward transport infrastructure from development. A viability analysis[[27]](#footnote-27) was undertaken reducing ‘other’ policy costs as far as practicable, including the percentage of affordable housing delivery on market-led housing sites to a range of between 20-30% in the southern plan area.
  2. The results demonstrated that with other policy costs pared down, the council could seek, on average, up £8,000 per dwelling, whilst ensuring most development schemes would remain viable, including those residential schemes delivering a Housing and Economic Development Needs Assessment (HEDNA)-compliant mix.
  3. The following table sets out the likely funds that could be secured on that basis. As with the table above, at the time there had been no conclusion on the level of delivery that could be achieved in the north-east plan area, therefore, for testing purposes, the distribution for 638 and 700 dpa was assumed to be in the south of the plan area.

|  |  |  |  |
| --- | --- | --- | --- |
| **A27 Costs Analysis** | **11,500 units Local Plan  (638 per annum)** | **9,600 units Local Plan  (535 per annum)** | **12,600 units Local Plan (700 per annum)** |
| **Remaining Units to be delivered** | 5500 | 3600 | 6,600 |
| **Potential funds secured (no. units x £8,000) + funds from committed units** | £58M | £43M | £67M |

* 1. It became clear from the above through the 700 dpa sensitivity test and the viability work, that there was not an increased level of housing that it would be possible to provide within the Local Plan which could deliver a level of contributions that would deliver the full mitigation scheme, whilst still remaining financially viable and being able to sufficiently mitigate the impact of the development on the A27 and local highway network.
  2. Having undertaken this analysis the only option left available to the council (other than a ‘no growth local plan’) was to seek to deliver a package of measures that would be deliverable through the likely available funding and would mitigate the effects of a lower housing requirement, as far as possible.

**Junction Improvement Priority and a Monitor and Manage Approach**

* 1. Previous discussions with WSCC and NH had led to a prioritisation of Fishbourne Roundabout and Bognor Junction schemes within funding that could be secured through the Chichester Local Plan 2021-2039. However, given the time it would take to secure the relevant funding from development contributions, it was highly unlikely that the Fishbourne Roundabout improvements would be delivered prior to 2029, and the Bognor Junction improvements by 2034. Progessing with a ‘monitor and manage’ (M&M) framework approach (as part of an agreed strategy) had been agreed with NH and WSCC, to see whether the impacts of the plan could be mitigated through alternative measures, to ensure that provision of infrastructure met what was required at the time of delivery. It was also recognised that the effect of Covid had fundamentally changed travel patterns, which would not have been accounted for in the CATM model. A M&M approach would allow further assessment of up-to-date travel patterns during the lifetime of the plan to determine the level and means of mitigation required.
  2. A Monitor and Manage Approach Technical Note (August 2022)[[28]](#footnote-28) (the ‘Technical Note’) was produced by Stantec to inform discussions on a M&M approach to the transport mitigation. The Technical Note, looked at the potential impact of additional modal shift towards sustainable transport measures, but concluded that the measures would not, by themselves, remove the need for mitigation at the A27 junctions. However, the Technical Note did identify that the sustainable transport measures should be part of a wider mitigation package and that they should focus on public transport corridors and on active travel improvements to reduce short distance trips within Chichester city. It also identified that the interim schemes at Fishbourne Roundabout (removing the Terminus Road from the roundabout and linking it to Cathedral Way) and Bognor Roundabout (diverting Vinnetrow Road) do have some merit: the interim scheme at Fishbourne Roundabout would provide some relief over the reference case and the interim scheme at Bognor Roundabout would not be significantly worse than the reference case in 2031. The Technical Note also referred to the need to address the uncertainty in modelling which has assessed a worst case going forward. The recommendations from the Technical Note were as follows:

1. Agree a new common baseline from which the future housing delivery and associated traffic growth can be managed.
2. Determine the current condition of junctions and how much headroom there is before mitigation is required (comparing actual conditions to forecast estimates).
3. Develop a set of localised junction models of the key junctions where current mitigation is identified along the strategic corridor
4. Define the sustainable transport schemes that could add to the modal shift achieved with the re-set base line.
5. Use models to identify mitigation performance at early stage.
   1. Following the above it will then be necessary to set up a monitoring regime and continue to model any changes so that actual patterns are seen and will better inform likely future patterns and if and when trigger points for mitigation are reached.
   2. In October 2022 the council shared a provisional M&M methodology with National Highways and WSCC. The methodology built upon the August Technical Note and set out a requirement for a Transport Infrastructure Management Group (TIMG) that would consist of CDC, WSCC, NH and other relevant stakeholders to oversee evidence gathering and make recommendations on alternative mitigation works. It recognised a need for an early review of evidence post-adoption of the Chichester Local Plan 2021-2039. The M&M Strategy recognised that it would need to respond to changes to evidence and circumstance and would therefore be a living document, developed alongside the submission of the plan for examination and during its lifetime.
   3. Feedback from NH and WSCC was that the development of the strategy needed to include evidence of deliverability and value of potential schemes and how monitoring would be undertaken and schemes assessed for suitability. It was agreed that the M&M process would continue to be developed alongside the Reg 19 consultation.

**Summary**

* 1. Following the 2022 testing and the 2023 Transport Study, the Local Plan Proposed Submission was based on a constrained annual requirement of 535dpa in the south of the plan area and 40dpa in the north-east of the plan area, a total of 575dpa. A formula was referred to in Policy T1 (and set out in para 8.20) to secure contributions towards the two A27 junctions (Fishbourne and Bognor) at a contribution level just under £8,000 per dwelling. This had the aim of securing £27,442,593 to add to the £15,877,407 already secured (totalling £43,320,00) to mitigate effects at the two junctions. Paragraph 8.22 of the Plan refers to the contributions being used towards either the identified junction improvements and/or other highway capacity improvements identified through the M&M process.

## **Transport evidence supporting Proposed Submission Local Plan – North-East of Plan Area**

**Northern Spatial Scenarios Test**

* 1. The spatial distribution and quantum of development in the north-east of the plan area in the Proposed Submission Local Plan 2021 – 2039 was informed by a ‘Northern Spatial Scenarios Test’ (Transport Study 2023, Appendix A). This tested the six potential scenarios in the north-east plan area, which ranged from a total of 185 dwellings (Scenario 1) to 1,477 dwellings (Scenario 2) in the four villages of Kirdford, Loxwood, Plaistow and Ifold and Wisborough Green.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Scenario** | **Description** | **Development Location** | | | | **Total** |
| Kirdford | Loxwood | Plaistow & Ifold | Wisborough Green |
| 1 | No further permissions | 56 | 95 | 8 | 26 | 185 |
| 2 | Full development | 242 | 322 | 795 | 118 | 1,477 |
| 3 | Limited Growth | 70 | 125 | 15 | 40 | 250 |
| 4 | Significant Growth 1 | 70 | 200 | 100 | 40 | 410 |
| 5 | Significant Growth 2 | 110 | 290 | 115 | 80 | 595 |
| 6 | Significant Growth 3 | 110 | 290 | 715 | 80 | 1,195 |

* 1. The Transport Study report concentrated on the outputs for scenario 2, as that would have the biggest impact on the highway network. The analysis showed that the main destinations for trips are Godalming, Guildford and Horsham.
  2. Analysis of Scenario 2 (full development) reached the following conclusions:

**Chichester Local Plan area**

* 1. Trip increases on roads in the Chichester Local Plan area including the A27 Bypass are predicted to be minimal being of the order 58 to 78 vehicles per day. Expected additional trips to and from the four villages to the southern part of the Local Plan area which comprises of key spots on the A27, A286 and A285 Westhampnett Road will have insignificant impact on traffic for both peak periods.

**South Downs National Park area**

* 1. The largest increase in trips in the SDNP area are predicted on the A272 North Street in Petworth at 506 vehicles per day measured as an increase in Average Annual Daily Traffic (AADT). Trip increases on the A272 through Strood Green are predicted to be small at less than 122 vehicles per day.
  2. The Study noted that the roads in the centre of Petworth are capacity constrained and environmentally sensitive due to the historic street pattern. This means that increases in Petworth would have a greater adverse impact than increases on other roads and junctions.

**The MENS Special Area of Conservation (SAC)**

* 1. Any traffic and associated emissions could have a negative impact on the MENS SAC, south of the four villages. The Study concluded that low flow increases of 122 vehicles per day are predicted. The latest position on air quality from traffic on the MENS SAC is set out section 3 and Appendix A of the Habitat Regulations Assessment Pre-Submission modifications document (April 2024, SD11).

**Horsham**

* 1. The analysis indicated that a significant proportion of trips will travel along the A272/A29/A264 into Horsham District. This route showed the biggest flow increases, particularly around and to Billingshurst and on to Horsham. This would impact the following junctions in particular:
* A272/A29/West Street Roundabout (West of Billingshurst) which would see an increase of up to 2480 vehicles per day;
* A29 Stane Street/New Road Roundabout (north of Billingshurst near Morrisons) which would see an increase of up to 1229 vehicles per day;
* A264 Horsham Road/A29 Stane Street roundabout (north of Billingshurst/Five Oaks) which would see an increase of up to 1229 vehicles per day.

**Waverley**

* 1. Some roads in the Waverley district of Surrey are also predicted to experience some increases in traffic although at smaller scale than the highest increase predicted in Horsham. The following locations are predicted to experience flow increase in Waverley:
* B2130 through Hascombe would see an increase of 1,109 vehicles per day;
* A281 through Grafham would see an increase of 805 vehicles per day;
* A281 through Alfold would see an increase of 514 vehicles per day.
  1. The safety impact was also considered, and it was concluded that at the cluster locations (accident hotspots) in Petworth and the A272 west of Billingshurst the increase in AADT of 2480 and 506 would exacerbate the occurrence of collisions.
  2. Overall, the Study concluded that for the highest growth scenario, Horsham and Waverley districts would have quite a significant number of trips but none of the scenarios would materially impact on the A27.
  3. In terms of the other scenarios, Scenario 6 (Significant growth 3) would have similar but lesser impacts than Scenario 2. The impact of the other scenarios would be proportionally less.
  4. The conclusions of the Study recommend that further junction modelling would be required at junctions for scenarios where the flow is over 100pcu/hr at peak hours.

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Junction increase over 100pcu/hr at peak hours | Scenario | | | | | | Further modelling required? |
|  | 1 | 2 | 3 | 4 | 5 | 6 |  |
| A272-West of Billingshurst |  | x |  |  | x | x | Yes – 2,5 and 6 |
| A29, North of Morrisons, Billingshurst |  | x |  |  |  | x | Yes – 2 and 6 |
| A264 Five Oaks Road |  | x |  |  |  | x | Yes – 2 and 6 |
| B2133 Alford |  | x |  |  |  |  | Yes – 2 and 6 |
| B2130 Hascombe |  |  |  |  |  | x | Yes – 6 |

* 1. If the preferred strategy included the higher growth scenarios (2, 5 and 6) then in order to conclude on the transport impacts, further testing would have been required, in addition to further meetings with Waverley, Horsham, SDNPA and Surrey County Council, as the preferred strategy would then lead to cross-boundary impacts.
  2. This informed the selection of the spatial distribution and numbers set out in the Proposed Submission Local Plan for the north-east of the plan area (in Policy H2 and Policy H3), which was based on a lower growth scenario similar to Scenario 4, rather than the highest level of growth (for further detail see Housing Distribution Background Paper, May 2024, BP05).

## **Post Regulation 19 consultation**

**Southern plan area**

* 1. Representations made in response to the Regulation 19 consultation are available on the council’s website. Where necessary suggested modifications have been made to the plan and/or supporting evidence. Updated evidence on key issues and suggested modifications as a result of representations are summarised below.

**West Sussex County Council**

*Southbourne Level Crossing*

* 1. WSCC raised concern that the evidence in the 2023 Transport Study was insufficient to demonstrate that the capacity of the transport network can accommodate the scale of development proposed as part of the Southbourne Broad Location for Development (BLD)[[29]](#footnote-29). As a result the council provided further clarification and analysis to WSCC[[30]](#footnote-30), including further surveys of the crossing to demonstrate sufficient capacity. WSCC subsequently confirmed that this overcame the issue raised.

*Further development of the package of sustainable transport infrastructure and measures to demonstrate that it is deliverable as part of the monitor and manage process*

* 1. The council has produced the 2024 Transport Study to deal with concerns raised, and the M&M process has been further developed to provide additional detail on the deliverability of these schemes. This work is ongoing with the TIMG.

*Further evidence is required to demonstrate that key infrastructure (i.e. Terminus Road Diversion) will be deliverable*

* 1. – The council has undertaken work to further demonstrate the deliverability of the Terminus Road diversion[[31]](#footnote-31) and is working with WSCC on the modelling of alternative junction improvements, to be considered by TIMG as part of the M&M process.

**National Highways**

* 1. National Highways provided its formal response to the Regulation 19 consultation on 16 March 2023. 61 points were made within this representation, the majority of which were clarified as comments, rather than objections, by letter received on 24 July 2023. However, three matters were classified as ‘Issues to resolve’ against three policies in the Plan. Summaries of the issues raised are set out below.

*Policy P17 New and Existing Local and Community Facilities including Local Shops*

* 1. In response to the Regulation 19 consultation, NH sought to further understand how trips generated by uses other than housing and employment (such as community facilities) would be captured and assessed to ensure that new or improved community facilities would not have adverse traffic generation effects.
  2. The trip rates used for each of the development sites have utilised the TRICS database and reflect the geographical location of each of the sites i.e. whether town centre, suburban or rural. TRICS provides trip rates per dwelling based on observed surveys and includes trip rates for all purposes (including commuting, education, retail) and for all modes for specific time periods e.g. AM and PM peaks. As the model is a highway only model, the focus has been on vehicle trip rates.
  3. These trip rates have previously been agreed with both WSCC and NH throughout the modelling process. We also agreed that for large strategic sites where some facilities, such as schools and community centres would be delivered on site, that we would apply a 5% reduction in trips to reflect internalisation. This is a standard approach that has been used elsewhere including recently for Horsham District and Crawley Borough on the Local Plan Transport Assessments (with Crawley BC plan having just been through examination and NH did not comment on the approach taken).

*Policy T1: Transport Infrastructure*

* 1. NH made a number of requests for clarification and further information which were further developed within the 2024 Transport Study and a revised Monitor and Manage Strategy. Following the comments made by NH at the Regulation 19 stage, the council worked closely with NH to address its concerns. Suggested changes to Policy T1 were made by NH in November 2023 and were fully incorporated into the council’s suggested modifications. The prioritisation and delivery of mitigation schemes continues to be refined as part of the M&M process overseen by TIMG.

*Policy T2 Transport and Development*

* 1. In response to the Regulation 19 consultation, NH commented that improving road traffic capacity should not be the focus in seeking to increase capacity of the transport network, and other demand reduction measures should be utilised. NH recommended that existing Transport Assessment and Travel Plan processes require review and that all new developments generating significant demand deliver a Travel Plan. NH consider that addressing issues with Travel Plans, such as varying quality, inadequate targets and complex monitoring arrangements, with insufficient guidance, skills and resources to manage such plans, is critical to a 'monitor and manage' approach. Plans will require coordination across the area, with the approach including enforcement with financial penalties.
  2. CDC agree that travel plans play an important part in reducing demand on the strategic road network. Modifications to Policy T2 are therefore proposed to reflect the need for a travel plan for any development that generates significant travel demand. Matters of implementation would be expected to be resolved through the development management process, in accordance with guidance issued by NH, or West Sussex County Council (as highway authority) or through the TIMG, as appropriate.
  3. A number of matters were also raised by NH after the Regulation 19 consultation. The council worked closely with NH to better understand the issues raised and to seek to address those additional issues in conjunction with WSCC. This lengthened the time between the conclusion of the Regulation 19 consultation and the submission of the Local Plan for examination.

*The Transport Model*

* 1. The transport evidence base for the Chichester Local Plan (2021-2039) has relied on traffic analysis and outputs from a SATURN traffic model known as the Chichester Area Transport Model (CATM). The model was originally validated in 2014 and was then used to test the impact of the (now adopted) Local Plan development, alongside background growth up to the end of the plan period (2029). Stantec (then Peter Brett Associates) undertook an update of the model in 2018, however this still utilised 2014 data as part of the validation process. The 2014 and subsequently the 2018 models were developed following DfT Transport Appraisal Guidance (TAG). In 2018, CDC, National Highways and West Sussex County Council agreed that following the 2018 update it would be suitable to use the CATM model to inform the Local Plan Review (now the Chichester Local Plan (2021-2039): Proposed Submission).
  2. However, with the passage of time and the impact of the intervening pandemic period it is recognised that the model is inherently less reliable than when it was updated in 2018. Both CDC and NH agree that the model is now aging, and a new model is needed going forward to inform the work of TIMG in informing the prioritisation and design of any mitigation schemes agreed as part of that process. However, undertaking a new model earlier would not have been feasible. Covid impacts were still being understood well into 2023. NH had not set out its concerns as to the age of the model and how far it could have been relied upon until after the council’s Regulation 19 consultation, at which point the council was ready to bring years of work to culmination and submit its plan for examination. Unfortunately the further comments from NH led to delay while the council considered the implications for its plan and commissioned further work to try to overcome these issues. Whilst the TIMG will now likely move towards recommending the start of a new modelling process, for the Local Plan to wait to rely upon the outcome of this potential evidence base would likely mean a 2-3 year delay in submission for examination.
  3. Notwithstanding the above, the council believes that the outputs and analysis of the model are sufficiently robust to demonstrate the likely scale of impact of development growth set out within the plan and has undertaken further analysis and surveys in November 2023 in order to verify the outputs of the model and confirm that the evidence may be relied upon. Whilst WSCC concur with the conclusions of the verification work undertaken by Stantec on the council’s behalf, CDC are continuing to work with NH to resolve outstanding concerns and seek their agreement that the existing model may be relied upon for the purpose of determining high-level likely impacts as a result of development in the plan. It is recognised that verification of the existing model does not negate the need to create a new, more up-to-date model in due course as set out in the M&M Strategy.

*Prioritisation of Fishbourne and Bognor A27 Junctions Only*

* 1. The Proposed Submission Local Plan strategy had sought to deliver Fishbourne and Bognor junction improvements alongside a M&M process, a strategy which the council understood was agreed by NH at the Regulation 19 consultation stage [[32]](#footnote-32). Aside from the reasons for delivering these junctions first, set out elsewhere in this paper, delivery of the proposed improvements to Fishbourne and Bognor junctions would provide the additional benefit of delivering improvements to the reliability and efficiency of bus services in and out of major arteries into the city. The Stagecoach 700 Coastliner, a major strategic route for public transport, would become more attractive through benefiting from easier access in and out of the city. There would also be benefits for other local bus services that use those routes.
  2. Unlocking further capacity at Fishbourne Roundabout in particular would assist with re-routing long-distance traffic from the Manhood Peninsula (that currently uses Apuldram Lane to travel west, beyond Chichester District), back onto the strategic road network. This would alleviate congestion on the local highway network of the A259 west, increasing the reliability of bus services and the attractiveness of active travel along this corridor. This would also help to offset westbound traffic from the Southbourne BLD, travelling through Emsworth along the A259. Signalisation of these junctions would also allow for greater control through the A27 Chichester Bypass corridor.
  3. At NH’s request, the council re-provided the CATM model to NH, as part of ongoing work on the M&M Strategy. This model had originally been provided to NH as part of collaborative work on the RIS. NH then used the model to make its own ‘end to end’ traffic analysis of providing only the improvements to Fishbourne and Bognor junctions. The NH analysis noted that, whilst there were improvements at Fishbourne and Bognor junctions once both were upgraded, there was also a deterioration in performance at Whyke and Stockbridge junctions. On that basis NH raised concern with Policy T1 as drafted in the Proposed Submission version of the Local Plan as it would commit to improvements to the Fishbourne and Bognor junctions as a priority, if this were deliverable. The council believes that given the significant benefits that these junction improvements could bring, as outlined above, and the potential control that they could exercise over the wider highway network, that these junction improvement proposals should remain as a future consideration of the TIMG. NH agreed to this approach. However this has nonetheless necessitated a significant delay to the submission of the Local Plan during which time work has been required to prepare proposed modifications to Policy T1.

*Resulting Proposed Modifications to Policy T1*

* 1. In response to the on-going work with National Highways and others, modifications have been proposed to Policy T1 and its supporting text. In essence, these propose to change the approach away from emphasising the need for specific junction improvement works and towards an approach which focuses on the monitor and manage process, overseen by the TIMG. This will provide a mechanism to identify and prioritise appropriate transport infrastructure improvements and sustainable transport measures that will be sufficient to mitigate the impact of the Local Plan and which can be delivered within the appropriate timescales and the available funding.

The focus on the monitor and manage process is consistent with the approach set out with Circular 1/22 as it facilitates opportunities for promoting sustainable travel and modal shift away from private car use. The proposed approach also facilitates the scoping and commissioning of the updated transport model to guide the work of the TIMG, as set out above. However, this approach does not preclude the identification of specific highway or junction improvements, for example, where these can be demonstrated to provide the best overall outcomes when considering all the relevant factors, including achieving the objectives of the Local Plan, consistency with national policy, deliverability and cost effectiveness.

The change in approach proposed includes changes to the mechanism for securing developer funding that is set out in Policy T1. This is required to ensure that it will provide the flexibility to secure funding for the schemes and measures that will be identified through the monitor and manage process. In response to representations made on the Regulation 19 version of the Local Plan, the council has undertaken work to improve the effectiveness of the mechanism to ensure that it will be consistent with Regulation 122 of the CIL Regulations 2010 (as amended) and that it better responds to the council’s viability evidence.

**Establishing the difference between 535 dpa and 638 dpa in the southern plan area**

* 1. Section 8 of the 2024 Transport Study compares the impacts of the Submission Local Plan with those of a higher level of housing growth, derived from the Standard Method calculation, on the A27 Chichester Bypass and the associated local highway network, without mitigation. It demonstrates that the A27 junctions are predicted to experience unsustainable high levels of delays and in some cases exceptionally long queues, with 638 dpa showing increased adverse impacts compared to 535 dpa. This includes worsening impacts on side roads with consequent adverse implications for sustainable modes including public transport. Side roads interfacing with the SRN such as A259 Fishbourne Road, A286 Stockbridge Road, B2145 Whyke Road, and A259 Bognor Road are vital bus routes and the increased worse conditions with 638 dpa compared to 535 dpa would have severe impacts on public transport.
  2. The model shows that blocking back onto the Fishbourne Roundabout occurs in the AM peak period, from Cathedral Way, with a higher number of dwellings. This would create a safety issue of queuing onto the roundabout. This does not occur when the housing number is based upon 535 dpa.
  3. The Study also looked at the differing impacts of 535 dpa and 638 dpa on the local highway network. As reported in the Study, the effect of congestion on the SRN is a high level of trip reassignment to the local road network. The largest impacts are seen to the west and north-west of Chichester with traffic trying to avoid Fishbourne Roundabout, using alternative routes into Chichester. There are fewer opportunities for reassignment to the east and south-east to avoid Bognor Road Roundabout.
  4. Overall, the analysis shows that the 638 dpa scenario would result in worse network conditions compared to 535 dpa with significantly worse adverse impacts on communities and bus services. Settlements such as Lavant, West Ashling and East Ashling amongst others will also be adversely impacted by the higher flow increases from the 638 dpa compared to 535 dpa. The comparison of 535 dpa and 638 dpa demonstrates evidence of exponential increase in delays and queues for 638 dpa compared to 535 dpa to the extent that there would be increased rat-running on roads through the South Downs National Park and north of Chichester and delays likely to be detrimental to the safe and efficient operation of buses/public transport services. These increases in delays and queue lengths in most cases would have a material impact on the network, to the extent that this would be severe.

**Summary**

* 1. The council’s suggested modifications to Policy T1 set out that the the actual schemes to be delivered on the A27 and elsewhere will now be determined from updated evidence as part of the M&M process and based on a new evidence base to reflect current travel patterns and updated forecasts of future transport needs. This will enable a viable package of transport measures to be identified, including sustainable transport improvements to support the plan. The previously identified mitigation scheme costings will be used for the purpose of defining developer contributions, to be collected in accordance with the revised methodology set out in the proposed modifications to Policy T1.

**North-east of plan area**

* 1. WSCC provided comments on the Northern Spatial Scenarios Test as part of their Regulation 19 consultation response. This highlighted that it had not been updated for the final preferred spatial strategy (which was similar but not identical to Scenario 4). WSCC also made technical points about the methodology used in relation to trip rates. Surrey County Council were supportive of the general strategy, although have since commented on the latest evidence. Horsham District Council sought clear evidence that potential cumulative impacts on settlements and infrastructure have been considered and addressed. Waverley did not respond to the consultation but had previously been consulted on the scenario testing.
  2. In order to respond to the points raised by WSCC, further testing of the preferred distribution of housing in the north-east plan area has been undertaken utilising the Horsham Transport Model (January 2024). The results show that in Waverley Borough, some increases in traffic flows on the A281 through Grafham, the B2133 Loxwood Road, Alfold, Dunsfold Common Road and the B2127 through Ewhurst are predicted. However, these are generally very small increases in the region of 1% to 4%, two-way in the AM and PM peak hour. These figures all equate to an increase of less than a vehicle per minute, which is unlikely to have a material impact.
  3. In Horsham District, the main increase in trips are predicted to be on the A272 west of Billingshurst where the two-way flow increases in the AM and PM peak hour equate to less than a vehicle per minute, which is unlikely to have a material impact. It is also noted that the draft Horsham Local Plan Transport Assessment does not indicate the need for any mitigation on the A272 junctions close to Billingshurst, although it does highlight a significant increase (from a relatively low base) in traffic on the A272 west of Horsham arising primarily from local plan development in Horsham District. It also highlights a need to mitigate the A29/A264 mini-roundabout at Five Oaks (close to the boundary with Chichester) by means of increasing the use of sustainable transport modes.
  4. The potential for development in the north-east of the plan area to put pressure on parking at Billingshurst railway station has been assessed. However, this would only be likely to be used by people making longer distance trips e.g. to London or Crawley, and evidence from the analysis of historic mobile network data suggested low trip numbers for these destinations.

**Safety Assessment**

* 1. The safety assessment that was undertaken as part of the wider transport evidence base for the Chichester Local Plan 2021-2039 considered five-year collision data up to 2022 across the Chichester plan area including the northern plan area. The analysis did not identify accident clusters in the northern plan area. This coupled with the predicted low increases from development traffic indicates that there would be an insignificant safety impact.

## **Duty to Cooperate**

**North east of plan area**

* 1. As set out in the Duty to Cooperate Statement of Compliance, discussions with Horsham District, Waverley Borough and Surrey County Council have continued in order to reach common ground on transport issues relating to the north-east of the plan area. The position (as at 15/05/24) is that a draft Statement of Common Ground is with Surrey County Council, who have reviewed the 2024 Transport Study in relation to the effects of growth in the north-east on the transport network in Surrey. Clarification on some of the data has now been provided and it is anticipated that the Statement of Common Ground (SoCG) can now be agreed. The SoCG with Horsham District Council has been signed by HDC. The SoCG with Waverley Borough is due to be signed by WBC. The SoCGs include agreement that the potential impacts of increased traffic arising from the level of growth in the Chichester northern plan area has been assessed and that the transport evidence has not identified any severe impacts to the highway network in Waverley Borough, Surrey County and Horsham District.

**Impacts to the east and west of southern plan area**

**Havant/Hampshire**

* 1. The Study considered that the impact of planned levels of growth in the plan area across all three scenarios resulted in a negligible impact on the operation of the A27 Havant Bypass roundabout and its slip roads and the A3(M)/A27 junction, while witnessing a slight improvement in operation during the mitigated Scenario 1.
  2. The majority of traffic projected within the Havant Borough part of the study area is identified to travel east-west and north-south along the A3(M) and the A27 thus not affecting the local road network within Havant itself. A Statement of Common Ground has been agreed with Havant Borough Council.
  3. Further analysis has been provided to Hampshire County Council (HCC) as part of duty to cooperate meetings to demonstrate the likely impact of traffic from the Southbourne BLD travelling westwards along the A259 and into Emsworth/Havant. The 2024 Transport Study demonstrates that improvements to Fishbourne Junction would result in sufficient redirected longer distance trips away from the A259, onto the SRN, to mitigate the impact on the local highway network in Hampshire. Should alternative mitigation measures be identified through the TIMG, such measures would need to demonstrate that they would deliver suitable overall trip reduction westbound along the A259 into Hampshire would be required, in combination with any measures in a specific localised Transport Assessment, required as part of any development proposals for the Southbourne BLD. A draft Statement of Common Ground has been shared with HCC and discussions are ongoing.

**Arun**

* 1. The council has carried out extensive work and negotiations with the highway authorities (WSCC, NH and HCC) since the Regulation 19 consultation ended. The updated 2024 Transport Study (section 5.5) sets out the impacts in neighbouring authority areas, including Arun. The modelling included the committed mitigation schemes at the A259/B2233 Oystercatcher junction, B2132/A259 Comet Corner junction and A27/Nyton Road junction. This shows that that flow differences with the Chichester Local Plan growth added, when comparing the reference case with the Local Plan scenario (with mitigation) are insignificant. The Study also includes vehicle capacity ratios to assess junction capacity and concludes that there is no material impact on the junctions in the Local Plan scenario.
  2. The 2024 Transport Study also recognises that Arun have been collecting S106 contributions for potential mitigation schemes on the A27 in Chichester at both Bognor Road Roundabout and Whyke junction which need to be considered and included in the M&M process. The TIMG, which includes Arun District Council, has been set up to oversee the development of the new evidence base (updated transport model) and develop a package of transport measures to support the plan, including sustainable transport measures. TIMG will monitor the impacts of development and make best use of funding collected through the Local Plan process to provide mitigation as appropriate. This will include consideration of funding from CDC A27 S106 contributions, CIL, Arun S106 contributions and other external funding opportunities. A draft Statement of Common Ground has been shared with Arun District Council and discussions are ongoing.

## **Conclusion**

* 1. The National Planning Policy Framework (paragraph 104) states that transport issues should be considered from the earliest stages of plan-making and development proposals. This is to ensure that the potential impacts of development on transport networks can be addressed, as well as maximising opportunities from existing or proposed transport infrastructure. Responding to this the strategic approach to transport issues in the Chichester Local Plan 2021-2039 has been evidence-led. The Preferred Approach Local Plan sought to deliver housing development aligned with the standard method calculation of need with a focus on the southern plan area. When it became apparent that the required identified and agreed package of mitigation measures were financially undeliverable, the council explored every reasonable avenue in seeking to identify alternative sources of funding that would support a full ‘local housing need’ approach, including testing a higher housing requirement (700 dpa). Through the production of a significant volume of evidence which has sought to overcome the various significant challenges and constraints, it became clear that the council must develop a local plan based on an ‘infrastructure constrained’ approach. The council has tested a figure of 535 dwellings per annum, based upon previous delivery rates and commensurate with the level of housing required to meet the District’s economic needs (set out in para 5.25 of the council’s Housing & Economic Development Needs Assessment (April 2022, H06 )).
  2. The time taken for the Local Plan to reach submission is a reflection of the extraordinary extent of evidence work and associated stakeholder engagement that has been necessary to demonstrate that the Local Plan strategy is sound and justified in accordance with paragraph 35 of the NPPF. A housing requirement of 535 dpa in the southern plan area and 40 dpa in the north-east represents a level of development that maximises opportunities for growth whilst demonstrating the necessary precautionary approach to avoid the transport impacts that would likely occur from higher growth, in the absence of sufficient funding to mitigate that level of growth. The A27 Chichester Bypass is already heavily congested throughout the day, particularly during peak hours, concentrated around the junctions with the local highway network, many of which operate at, or over, capacity during peak journey times.
  3. It is recognised that the CATM model is now reaching the end of its useful life. The council has committed to the production of a new model, early in the lifetime of the new Local Plan, with the appropriate governanace arranagements already in place to ensure this is progressed effectively. This approach will ensure the right mitigation comes forward at the right time, and in the right place, based upon the best available evidence at that time. It will also ensure that opportunities to promote sustainable means of travel are identified and pursued, in accordance with the NPPF and Circular 1/22.[[33]](#footnote-33)
  4. The 2024 Transport Study has set out the impacts of a higher level of housing growth compared to that set out in the new Local Plan, which reflect the concerns which have been raised by NH and WSCC. The approach set out within the Chichester Local Plan 2021-2039 delivers a level of housing growth which is not objected to by NH and WSCC, subject to the appropriate safeguards and evidence of deliverability of the appropriate mitigation. The council will carefully monitor the outcomes of the new Local Plan and will continue to work with its partners and others through the TIMG to achieve the objectives and strategy of the Local Plan.
  5. The TIMG will be an important tool in developing suitable mitigation, but it also presents the opportunity for the council, in combination with WSCC and NH, to revisit the impacts of growth through a new model early in the life cycle of the new Local Plan, and if this demonstrates that the proposed approach within the new Local Plan is not proving effective, the proposed modifications incorporate a new policy that would require the council to undertake an early review of its Local Plan[[34]](#footnote-34).

1. All references to the Chichester Local Plan 2021-2039 (or to ‘Local Plan’) in this background paper are to the Proposed Submission version of the Chichester Local Plan 2021 – 2039, including the council’s suggested modifications which have been submitted alongside the Local Plan and which will be considered during the examination. [↑](#footnote-ref-1)
2. [National Planning Policy Framework - 2. Achieving sustainable development - Guidance - GOV.UK (www.gov.uk)](https://www.gov.uk/guidance/national-planning-policy-framework/2-achieving-sustainable-development) [↑](#footnote-ref-2)
3. NPPF (Para 110) [↑](#footnote-ref-3)
4. [Transport evidence bases in plan making and decision taking - GOV.UK (www.gov.uk)](https://www.gov.uk/guidance/transport-evidence-bases-in-plan-making-and-decision-taking) Paragraph: 001 Reference ID: 54-001-20141010 [↑](#footnote-ref-4)
5. [Transport evidence bases in plan making and decision taking - GOV.UK (www.gov.uk)](https://www.gov.uk/guidance/transport-evidence-bases-in-plan-making-and-decision-taking) Paragraph: 003 Reference ID: 54-003-20141010 [↑](#footnote-ref-5)
6. [Strategic road network and the delivery of sustainable development - GOV.UK (www.gov.uk)](https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development/strategic-road-network-and-the-delivery-of-sustainable-development) [↑](#footnote-ref-6)
7. [Record investment plans for transport network - GOV.UK (www.gov.uk)](https://www.gov.uk/government/speeches/record-investment-plans-for-transport-network) [↑](#footnote-ref-7)
8. The six junctions are Fishbourne, Stockbridge, Whyke, Bognor Road, Oving Road and Portfield [↑](#footnote-ref-8)
9. Secured through planning conditions attached to the outline planning permission granted for development on Land on the north side of Shopwhyke Road (O/11/05283/OUT). [↑](#footnote-ref-9)
10. <https://www.chichester.gov.uk/media/25712/Planning-Obligations-and-Affordable-Housing-SPD/pdf/July_2016.pdf?m=1470643632993> [↑](#footnote-ref-10)
11. <https://www.chichester.gov.uk/media/36519/Main-report-Transport-Study-of-Strategic-Development-Options-and-Sustainable-Transport-Measures/pdf/Main_report_-_Transport_Study_of_Strategic_Development_Options_and_Sustainable_Transport_Measures.pdf?m=1641472621313> [↑](#footnote-ref-11)
12. The mitigation refers to the full scheme of works to the A27 Chichester Bypass as set out under para 4.3 of this Paper combined with local network improvements – for full details see section 7 of the Preferred Approach Transport Study (December, 2018, TA06) [↑](#footnote-ref-12)
13. 'Hamburger junctions', also referred to as ‘cut-through roundabouts’ or 'throughabouts', involve combining a roundabout with a straight through-road. This design necessitates the use of traffic lights to achive highway safety and desired traffic priorities. [↑](#footnote-ref-13)
14. <https://www.chichester.gov.uk/media/34974/A27-Stockbridge-Roundabout-and-Link-Road/doc/Stockbridge_Roundabout_and_Link_Road_Assessment.docx?m=1616772161867> [↑](#footnote-ref-14)
15. <https://chichester.moderngov.co.uk/documents/s20585/Local%20Plan%20Update%20-%20Appendix%202%20-%20Transport%20Technical%20Note.pdf> [↑](#footnote-ref-15)
16. This was based on fully meeting the needs of the Plan area with a buffer to address the unmet needs from that part of the district within the SDNP. The revised distribution retained the focus for development on Chichester City and the east-west corridor but with a reduced amount of development on the Manhood Peninsula and an increased proportion of development in the northern plan area. [↑](#footnote-ref-16)
17. Whilst partial improvements have been delivered at Portfield, further improvements were needed. [↑](#footnote-ref-17)
18. <https://chichester.moderngov.co.uk/ieListDocuments.aspx?CId=308&MId=1547&Ver=4> [↑](#footnote-ref-18)
19. Average delivery over 5 years from 2015/16 – 2019/20 [↑](#footnote-ref-19)
20. [The Local Plan examination - library - Chichester District Council](https://www.chichester.gov.uk/localplanexaminationlibrary#transportandaccessibility) [↑](#footnote-ref-20)
21. <https://www.chichester.gov.uk/media/37790/Annex-C-2026-and-2031-Interim-Year-Review/pdf/Annex_C_-_2026_and_2031_Interim_Year_Review.pdf?m=1673952967210> [↑](#footnote-ref-21)
22. Email from National Highways to Chichester District Council 21 July 2022 (NH ref #16942) [↑](#footnote-ref-22)
23. Email from CDC to National Highways and WSCC (28/07/22) [↑](#footnote-ref-23)
24. Found in section 9 of the 2023 Transport Study and section 11 of the 2024 Transport Study [↑](#footnote-ref-24)
25. Based upon tables found in section 9 of the 2023 Transport Study and section 11 of the 2024 Transport Study [↑](#footnote-ref-25)
26. [Appendices.pdf (chichester.gov.uk)](https://www.chichester.gov.uk/media/37787/Transport-Study-2023-Appendices/pdf/Appendices.pdf?m=1673952965800) [↑](#footnote-ref-26)
27. Viability Assessment – Stage 2 (January 2023) - IN02.02 [↑](#footnote-ref-27)
28. The Technical Note was not published but became Version 2 which is in Appendix K of the 2023 Transport Study (TA04.02) [↑](#footnote-ref-28)
29. See Policy A13 and Policy H2 of the Local Plan which identifies a broad location for development at Southbourne for 1,050 dwellings. [↑](#footnote-ref-29)
30. Southbourne Level Crossing - Paramics Model Update (March 2023) (TA02) [↑](#footnote-ref-30)
31. Transport Study 2024 - Appendix K Part 1, 2 and 3 - Terminus Road Feasibility Study (TA03.12) [↑](#footnote-ref-31)
32. Email from National Highways to Chichester District Council 21 July 2022 (NH ref #16942) [↑](#footnote-ref-32)
33. See NPPF paragraph 104 c) and Circular 1/22 paragraph 12 [↑](#footnote-ref-33)
34. Council’s suggested modification schedule (April 2024) Ref: SD10.02 [↑](#footnote-ref-34)