

Chichester District Council

THE CABINET

14 November 2018

THE COUNCIL

20 November 2018

Chichester Local Plan Review: Preferred Approach – Consultation

1. Contacts

Report Author:

Mike Allgrove – Planning Policy Manager

Telephone: 01243 521044 E-mail: mallgrove@chichester.gov.uk

Cabinet Member:

Susan Taylor - Cabinet Member for Planning Services

Telephone: 01243 514034 E-mail: sttaylor@chichester.gov.uk

2. Executive Summary

Chichester District Council (CDC) is committed to reviewing its existing Local Plan, adopted in July 2015, in order to guide development for the period up to 2035 across the Chichester plan area.

Since 2016, CDC has been preparing an extensive evidence base to inform the preparation of the Local Plan Review. Last summer consultation took place on potential Issues and Options for CDC to consider addressing in the Local Plan Review.

A full Local Plan Review has now been prepared in draft and as set out in appendix 2 to this report. This sets out a 'preferred approach' for the planning policies that CDC currently considers are needed to provide for the sustainable development of the plan area in the period through to 2035.

It is now proposed to publish this draft plan, and accompanying evidence base, for an eight-week period of consultation with the community and other interested parties. Representations received in response will help CDC to further shape and refine the draft plan before it finalises the document next summer and submits it to the Secretary of State for examination.

3. Recommendation

3.1 That the Cabinet recommends to the Council:

- 1. That the Local Plan Review: Preferred Approach document (attached as appendix 2) and the schedule of proposed changes to the policies map (attached as appendix 3) be approved for an eight-week consultation from 13 December 2018 to 7 February 2019.**

- 2. That the Director for Planning and the Environment be authorised, following consultation with the Cabinet Member for Planning Services, to make minor amendments to the consultation documents prior to their publication.**

4. Background

- 4.1 Local plans provide the basis for planning for the sustainable development of communities. They set out a vision for the future, a framework for meeting identified needs and priorities and a way in which communities can shape their area. The responsibility for preparing local plans rest with local planning authorities.
- 4.2 The broad legal framework for the preparation of local plans is set out in the Planning and Compulsory Purchase Act 2004. The detailed regulations for preparing local plans are contained with the Town and Country Planning Act (Local Planning) (England) Regulations 2012. National planning policies, which local plans must be prepared in accordance with, are contained within the National Planning Policy Framework (NPPF) and associated planning practice guidance.
- 4.3 Chichester District Council (CDC) is the local planning authority responsible for preparing a local plan in that part of Chichester District located outside of the South Downs National Park. Within the South Downs National Park, responsibility for preparing a local plan rests with the South Downs National Park Authority. The South Downs National Park Authority has submitted its Local Plan for examination, which is underway.
- 4.4 The existing Chichester Local Plan: Key Policies 2014-2029 was adopted by the Council in July 2015. The Plan commits CDC to review the Plan within five years of adoption to ensure that the development needs of the area continue to be addressed in accordance with national planning policy.
- 4.5 Work commenced on reviewing the Local Plan in 2016, principally through an initial review of the existing evidence, the operation of the existing policies and a 'call for sites' exercise.
- 4.6 In June 2017 CDC published an Issues and Options document for a six week period of consultation, beginning on 22 June and concluding on the 3 August 2017. Information and comments were sought on a series of matters to help CDC develop the strategies and policies of the Local Plan which had an intended end date of 2034. At that time, views had not been formed on which sites and locations should be allocated for new development or the way in which existing policies should be updated. A summary of the key issues raised is attached at appendix 1 with more detail available on CDC's web site:
<http://www.chichester.gov.uk/chichesterlocalplan2034>.
- 4.7 Since last summer, CDC has been continuing to prepare its evidence base, with key studies now available, including the Chichester Housing and Economic Development Needs Assessment, the Housing and Economic Land Availability Assessment, the Chichester Transport Study, Sustainability Appraisal and Habitats Regulation Assessment. The findings of these studies and assessments, along with other parts of the evidence base, have informed the preparation of this draft plan. The evidence base will be published on CDC's website and continue to be updated during the course of the Plan preparation. A list of the evidence base to be published alongside

the Local Plan Review: Preferred Approach is set out at appendix 4. The list also includes parts of the evidence base that are not yet complete, with estimated dates for publication.

- 4.8 The Local Plan Review: Preferred Approach has two parts. Part one sets out some of the key planning issues and challenges facing the plan area and outlines a vision and objectives. It sets out a preferred spatial strategy as to how the main housing, employment and other development needs will be met in the plan area. This includes proposing the allocation of specific sites for development or, where appropriate, setting out the principles through which development should be provided through neighbourhood plans. A suite of other strategic policies is also set out which will help guide development over the plan period. Neighbourhood plans that are prepared to meet the development needs of individual parishes will need to be in conformity with these strategic policies.
- 4.9 Part two consists of a suite of development management policies which are more detailed to guide and assess applications for specific types of development.
- 4.10 Since the publication of the issues and options consultation, further consideration has been given to the planned end date of the Plan given the requirement in the NPPF to have a minimum 15 year horizon from the date of adoption. An updated Local Development Scheme has been prepared which indicates an expected adoption date of July 2020. As such, the Local Plan Review has been prepared on the basis of an end date of 2035, rather than the previously envisaged 2034.

5. Outcomes to be Achieved

- 4.11 The ultimate outcome of this work is to have adopted a sound and legally compliant Local Plan Review which provides strategies and policies to guide the sustainable development of the Chichester plan area through to 2035.
- 4.12 The purpose of consulting on a draft version of the Local Plan Review is to explore, test and seek views as to whether the strategies and policies it contains, and the emerging evidence base that underpins it, are appropriate, robust and sound.

6. Proposal

- 4.13 The Local Plan Review: Preferred Approach has been prepared on the basis of seeking to provide for the sustainable development of the plan area for the period 2016 through to 2035. It proposes to meet the plan area's objectively assessed development needs in accordance with the NPPF.
- 4.14 With specific regard to housing need, provision is made for a total of 12,350 dwellings over the plan period, equating to 650 dwellings per annum. This addresses the identified objectively assessed housing need for the plan area of 609 dwellings per annum, plus also seeks to accommodate 41 dwellings per annum of housing need which is unable to be met within the Chichester District part of the South Downs National Park.
- 4.15 Significant provision for new employment floorspace is also proposed in this plan, equating to over 230,000 sqm of floorspace for the period up to 2035.

4.16 The proposed broad spatial strategy to accommodate these needs focusses the significant majority of planned growth in the east-west corridor, including Chichester city. More moderate development is provided for in the Manhood Peninsula and North of the Plan Area.

4.17 With specific regard to the total anticipated housing land supply, the broad distribution is projected as follows:

| Sub-Area | Housing Provision 2016-2035 |
|------------------------|------------------------------------|
| East-West Corridor | 9,956 |
| Manhood Peninsula | 1,933 |
| North of Plan Area | 489 |
| Plan Area Total | 12,378 |

4.18 Recognising the established role of neighbourhood planning within the Chichester plan area, the Local Plan Review has been drafted on the basis that neighbourhood planning will provide for a minimum of 2,550 dwellings through the following strategic locations:

- Chidham and Hambrook Parish– minimum 500 dwellings
- East Wittering Parish– minimum 350 dwellings
- Fishbourne Parish – minimum 250 dwellings
- Hunston Parish – minimum 200 dwellings
- Southbourne Parish – minimum 1,250 dwellings

4.19 The progress made by neighbourhood planning groups in preparing neighbourhood plans to meet this need will be reviewed by the Council before the preparation of the proposed submission version (regulation 19) of the Local Plan Review. If insufficient progress has been made (see table at para 10.3) the Council will need to consider the allocation of land through the next iteration of the Local Plan Review.

4.20 A further 500 dwellings, expected to come forward on smaller sites, are apportioned across other parishes within the plan area to come forward during the plan period through the neighbourhood plan process or the subsequent Site Allocation Development Plan Document.

4.21 The Local Plan Review itself proposes to allocate the following sites for development (key housing and employment amounts listed. Other provisions and requirements are set out in each policy):

- West of Chichester – minimum 1600 dwellings (350 more than the adopted Local Plan) and 6 hectares of employment land
- Land at Shopwyke – minimum 585 dwellings (85 more than the adopted Local Plan) and 4 hectares of employment land
- East of Chichester – minimum 600 dwellings
- Southern Gateway – minimum 350 dwellings and 21,600 sqm of mixed commercial space
- Land south-west of Chichester – approximately 20 hectares of employment land and minimum 100 dwellings

- Land at Highgrove Farm, Bosham – minimum of 250 dwellings
- Land at North Park Farm, Selsey – minimum of 250 dwellings
- Land west of Tangmere – minimum of 1,300 dwellings (300 more than the adopted Local Plan)
- Land at Chichester Business Park, Tangmere – approximately 2.4 hectares of employment land.

4.22 Reference is also made in the Plan to the potential for a new settlement to be explored to help meet the needs of the area in the period post 2035. Although this does not form part of the Plan's strategy to meet needs before 2035, the work required to test the feasibility of a new settlement, combined with the potentially long lead-in times to bring such a concept through to delivery, suggests that it is appropriate to include a brief reference to this within the Plan.

4.23 In addition, the Local Plan Review provides a refreshed suite of strategic and development management policies which cover a wide range of matters and considerations. These include policies on design, heritage, housing mix/tenure, open space provision, environmental protection, landscape considerations and highway safety.

4.24 As set out in the Local Development Scheme, which provides the timetable for the delivery of all Local Plan documents, CDC anticipates preparing a further Development Plan Document. This will allocate additional sites for development to meet identified needs where they are not otherwise allocated in a neighbourhood plan. The DPD will also allocate sites for Gypsy, Traveller and Travelling Showpeople.

7. Alternatives Considered

4.25 Alternative strategies to meet different levels of development need are explored in the Sustainability Appraisal accompanying the Local Plan.

4.26 The preparation of the Local Plan Review itself has to follow the requirements as set out in legislation, as discussed below. This requires that plans are consulted upon, as proposed in this report.

4.27 A delay in agreeing to publish the Local Plan Review: Preferred Approach would have implications for completing a review of the Local Plan by 2020 and thus likely render the current Local Plan out of date.

8. Resource and Legal Implications

4.28 The proposal does not have any additional resourcing implications for the Council over and above the budgets already agreed for this work.

4.29 The preparation of the Local Plan Review has to follow the requirements of the 2004 Planning and Compulsory Purchase Act 2004 and associated regulations. The Town and Country Planning Act (Local Planning) (England) Regulations 2012 are of particular relevance. This consultation would conform with regulation 18 of these regulations.

4.30 Failure to comply with these regulations is likely to result in the Local Plan Review being found to be not 'legally compliant' at its examination.

9. Consultation

4.31 The Local Plan Review: Preferred Approach has been prepared taking account of the matters raised in the Issues and Options consultation undertaken last summer, the input of officers in other relevant sections within the Council and the regular informal meetings of CDC's Development Plan and Infrastructure Panel. The key messages from that consultation are outlined at appendix 1.

4.32 The Local Plan Review: Preferred Approach sets out CDC's proposed strategies and policies that it currently considers to be the preferred way of meeting identified needs for development and providing an effective basis for considering future development proposals. It has been prepared in accordance with the NPPF, previous consultation responses and the current evidence base available.

4.33 Following the conclusion of the consultation in February 2019, the representations received in response will be considered by CDC and taken into account in finalising the proposed submission version of the Local Plan Review next year.

4.34 At this time, changes may be considered to the Local Plan Review for reasons including:

- Addressing issues raised during the consultation;
- In response to any changes in national planning policy and/or the methodology for calculating housing needs;
- In response to updates to the evidence base (in particular the policy approach to the timing of infrastructure provision and the potential introduction of a policy to protect gaps between settlements); and
- Where insufficient progress has been made in the preparation of neighbourhood plans.

4.35 The subsequent proposed submission version of the Plan (regulation 19) will need to be consulted on next summer, prior to its submission to the Secretary of State for examination later that year

10. Community Impact and Corporate Risks

4.36 The Local Plan Review is likely to have significant implications for many communities in the plan area. Additional sites and locations to accommodate new development have been identified as preferred sites, with new or improved infrastructure and facilities also expected. Consultation will need to be handled sensitively, recognising that there may be local opposition to some proposals, particularly in areas where new development is proposed.

4.37 CDC is committed to working with parish councils to bring forward new development. In many cases, parish councils are proposing to plan for future development in their area through the preparation of new neighbourhood plans. The draft Local Plan Review provides a framework to enable this.

4.38 The Local Plan Review has been prepared to facilitate the allocation of land through neighbourhood planning where there has been a stated interest in preparing or revising a neighbourhood plan from the relevant parish council. This does, however, present a risk to CDC in terms of being able to demonstrate that the plan's housing policies are deliverable. In order to mitigate this risk a timetable for the production of neighbourhood plans, related to different stages of the Local Plan Review timetable, is set out below.

| Date | Local Plan Review | Neighbourhood Plans |
|---------------------|---|---|
| November 2018 | Preferred Approach (Regulation 18) Plan agreed by Council | |
| Dec-June 2019 | | Evidence gathering/ identification of issues/appointment of consultants |
| Beginning June 2019 | | Reg 14 consultation commenced |
| July 2019 | Local Plan Review: Submission Plan (Regulation 19) Plan agreed by Council | |
| January 2020 | Examination hearings start | |
| Spring/Summer 2020 | Inspector's Report received | Reg 16 consultation commences |
| Summer 2020 | Adoption | |

4.39 It is recognised that this timetable will be challenging and CDC officers will need to provide dedicated support to assist parish councils. The timetable has been prepared on the basis that parish councils may wish to seek changes to the Local Plan Review through the consultation and examination processes, but can work on neighbourhood plans in parallel with these processes so that those plans can themselves move forward quickly to examination upon receipt of the Local Plan Review Inspector's report.

4.40 Should insufficient progress be made in identifying land through the neighbourhood planning process then CDC will need to consider allocating the land in the Local Plan Review: Submission Plan to ensure that the development strategy proposed by the Plan is deliverable.

11. Other Implications

| Are there any implications for the following? | | |
|--|------------|-----------|
| | Yes | No |
| Crime and Disorder The NPPF requires that local plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area, and that planning policies should ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. | X | |

| | | |
|--|---|---|
| | | |
| Climate Change and Biodiversity The NPPF identifies the mitigation and adaptation to climate change, and improvements to biodiversity, as fundamental issues to address in order to deliver sustainable development. Local plans are expected to adopt proactive strategies to mitigate and adapt to climate change in line with the provisions and objectives of the Climate Change Act 2008, and to co-operate to deliver strategic priorities which include climate change. Plans should also seek to minimise the impacts on and provide net gains for biodiversity. | X | |
| Human Rights and Equality Impact The Equality Act 2010 sets statutory duties on public bodies such as local authorities with regard to promoting equality and reducing inequalities of outcome. To ensure that the statutory requirements are achieved, it is intended to undertake and publish an equality impact assessment which will be published as one of the supporting documents when the Local Plan Review is submitted to the Secretary of State for formal examination. | X | |
| Safeguarding and Early Help | | X |
| General Data Protection Regulations (GDPR) | | X |

12. Appendices

12.1 Appendix 1 – Key Messages from the Issues and Options Consultation

Appendix 2 – Local Plan Review: Preferred Approach

Appendix 3 – Schedule of proposed changes to the policies map

Appendix 4 – Local Plan Review: evidence base of completed and emerging studies as of 1 November 2018

13. Background Papers

13.1 The emerging evidence base will be published on the Council's website. Key background papers of particular importance include:

- Chichester Housing and Economic Development Needs Assessment, prepared by GL Hearn
- Chichester Local Plan Review Sustainability Appraisal
- Chichester Local Plan Review Habitats Regulation Assessment, prepared by Aecom
- Chichester Local Plan Review Transport Study, prepared by Peter Brett Associates