

Chichester District Council

Cabinet

05 September 2023

Approval of the draft A27 Chichester Bypass Mitigation Supplementary Planning Document (SPD) for public consultation

1. Contacts

Report Author

Peter Home, external planning consultant
E-mail: phome@chichester.gov.uk

Tony Whitty, Planning Policy Divisional Manager
Telephone: 01243 534875. E-mail: twhitty@chichester.gov.uk

Cabinet Member

Bill Brisbane, Cabinet Member for Planning
Telephone: 01243 785166 Email: bbrisbane@chichester.gov.uk

2. Recommendation

- 2.1 That Cabinet approves the draft A27 Chichester Bypass Mitigation Supplementary Planning Document (SPD) for public consultation for a period of six weeks to commence prior to 23 September 2023.**

3. Background

- 3.1 Developer contributions to mitigate the impact of residential development on the A27 Chichester Bypass are currently secured through the Planning Obligations & Affordable Housing Supplementary Planning Document (SPD) which was adopted in 2016.
- 3.2 At the time the current Local Plan was adopted, the package of junction improvement measures referred to in Policy 8 was estimated to cost £12.82M. On this basis, the Planning Obligations & Affordable Housing SPD had the objective of securing £11.17M in development contributions. The remainder had already been secured by July 2016, specifically for the improvement works to Portfield Roundabout and Oving Road junction, both of which have since been completed.
- 3.3 The 2016 SPD has been successful in securing more than the target level of developer contributions for A27 improvement works, with a total of £16.25M having been secured, or in the process of being secured. However, the remaining improvement works to Fishbourne, Bognor, Stockbridge and Whyke roundabouts have not been possible to deliver as the costs have increased very significantly, well beyond the funding that has been secured through the SPD.
- 3.4 As part of the work on the new Local Plan, a mitigation package involving improvements to all of the A27 Bypass junctions was designed and subsequently agreed with National Highways. Taking account of the completed improvements at Portfield and Oving, the recommended improvements involved Bognor, Whyke,

Stockbridge and Fishbourne junctions. However, the latest cost estimate for this package of improvements is between £86.14M and £126.11M.

- 3.5 Following local plan viability testing, and in light of the absence of any alternative sources of funding, it was concluded that the full package of improvements was undeliverable. Therefore, the Council decided in July 2021 to adopt an '*infrastructure constrained*' approach to delivery of the Local Plan; i.e. one that delivered less than full the housing need, based on a reduced package of infrastructure improvements, to be delivered through developer contributions alone.
- 3.6 Working with National Highways and WSCC, the most effective (and financially achievable) solution to emerge is to deliver Fishbourne and Bognor junction improvements alongside a 'Monitor and Manage' approach, to try to provide additional reductions in trips on the network through sustainable transport measures and other small-scale local highway network interventions that will be identified through the Monitor and Manage process. At present Fishbourne and Bognor junction works have a combined cost of about £43.3M.
- 3.7 National Highways considers that the 'baseline' for determining the additional impact on the A27 was established through the Local Plan Transport Assessment that was published in January 2023. Therefore, there is already an effective ceiling or cap on new development within the south of the District. This means that any new residential development, whether granted through planning permission or on Appeal, places a cumulative impact upon the A27, which the proposed improvements and the Monitor and Manage approach are seeking to address. The new Local Plan proposes an overall limit of 9,630 dwellings to 2039 (average of 535 per year) within the south of the District. Therefore, every development that is permitted from this moment onward potentially reduces the number of 'uncommitted' dwellings that can come forward through the new Local Plan.
- 3.8 Development identified within the Proposed Submission Plan that is already 'committed' accounts for approximately 6,000 of the total number of dwellings to be delivered. The current total of uncommitted dwellings to be delivered is estimated to be 3,551. This is the number of dwellings from which the Council must seek an increased level of developer contributions in order to fund the improvements at Fishbourne and Bognor junctions. Taking account of the £16.25M already secured, this leaves approximately £27M in contributions yet to be secured.

4. Outcomes to be Achieved

- 4.1 The A27 Chichester Bypass Mitigation SPD is required to secure developer contributions, through Planning Obligations, to mitigate the impact of development on the A27. The objective of the SPD will be to secure approximately £27M to fund the A27 junction improvements that will facilitate the new development coming forward now as well as that identified within the emerging Local Plan 2021-2039.

5. Proposal

- 5.1 The draft SPD responds to the updated evidence base referred to above and will appropriately address the impact that current and future uncommitted development is having on the A27. On adoption of the new SPD, paragraphs 4.46-4.54 of the

2016 SPD will be deleted. However, in all other respects, the 2016 SPD will remain operative until that is reviewed following the adoption of the new Local Plan.

- 5.2 Although the policy basis underpinning the new SPD will be Policies 8 and 9 of the adopted Local Plan (2014 – 2029), the starting point for setting out the approach to be taken can be found in draft Policy T1 (Transport Infrastructure) and paragraphs 8.18 – 8.22 of the Proposed Submission Plan. This proposes a flat rate contribution to be sought from all new uncommitted dwellings. This would currently result in the contribution of £7,623 per dwelling.
- 5.3 Whilst this approach is simple, it does not reflect that different sizes of dwelling have different levels of impact on the A27. Through viability testing, it has also been found that the ‘flat rate’ approach renders some urban schemes on brownfield sites unviable. Therefore, a sliding scale by size of dwelling is proposed, so that larger homes would pay more than the flat rate and smaller homes would pay less.
- 5.4 Under the sliding scale proposed, a contribution rate of £3,049.16 per bedroom has been calculated whereby the flat rate (£7,623) would fall at the midpoint between a 2 and 3 bed dwelling ($\text{£}7,623 / 2.5 = \text{£}3,034.16$). This results in the following scale:
- 1-bed = £3,049
 - 2-bed = £6,098
 - 3-bed = £9,147
 - 4+ bed = £12,197
- 5.5 The likely mix of new homes coming forward in the future has been considered through analysis of the 2022 HEDNA and through a retrospective analysis of homes delivered in the south of the District over the past decade. This demonstrates that the contribution scale would result in securing the target level of funding (£27M).
- 5.6 The contributions would apply to the net increase of all new dwellings in the south of the District. In order to allow for special viability cases and to avoid penalising cases where residents do not own cars, some specified exceptions have been proposed.

6. Alternatives Considered

- 6.1 An alternative approach would be to continue to rely on the 2016 SPD. However, doing so would not allow sufficient funding to be secured and would result in the necessary junction improvements not being deliverable within the new Local Plan Period. In the continued absence of government funding, this would result in significantly worse traffic congestion and increasing highway safety impacts, not only on the A27 Bypass, but also on the local highway network that feeds onto the A27.
- 6.2 A further alternative would be to wait until the new Local Plan has been adopted before revising the 2016 SPD. However, there is already an overall cap on new development from January 2023. Therefore, delaying the new SPD would require significant increases to the A27 mitigation contributions required from uncommitted homes permitted under the new Local Plan in order to address the shortfall in

funding from currently uncommitted schemes that are permitted in the period up to the adoption of the Local Plan. This would be likely to result in at least some schemes becoming unviable and thereby risk the delivery of the new Local Plan.

7. Resource and Legal Implications

- 7.1 Preparation of the new SPD can be funded from existing budgets. There are no legal implications of the draft SPD.

8. Consultation

- 8.1 Under Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 all draft SPDs must be subject to public consultation prior to adoption. If the Draft A27 Chichester Bypass Mitigation SPD is approved, it will be published for a 6-week public consultation.

9. Community Impact and Corporate Risks

- 9.1 There are no community impacts or risks to this council of proceeding to prepare and consult on the Draft A27 Chichester Bypass Mitigation SPD.

10. Other Implications

	Yes	No
Crime and Disorder		✓
Climate Change and Biodiversity Traffic congestion that results from the overcapacity of the A27 Chichester Bypass leads to additional climate change emissions and the proposed SPD has a role in addressing this by securing funding for infrastructure improvements and other measures to be identified through the Monitor and Manage approach that will mitigate the impact of planned new development.	✓	
Human Rights and Equality Impact The decision on how to apply the proposed developer contributions could have impacts on the viability of development, including the deliverability of provision for those with identified needs such as those requiring affordable housing, students, older people and Gypsies and Travellers.	✓	
Safeguarding and Early Help		✓
General Data Protection Regulations (GDPR)		✓
Health and Wellbeing The traffic congestion that results from the overcapacity of the A27 Chichester Bypass has health and wellbeing impacts for residents and the proposed SPD has a role in addressing this by securing funding for infrastructure improvements to mitigate the impact of planned new development.	✓	

11. Appendices

Appendix 1 – Draft A27 Chichester Bypass Mitigation Supplementary Planning Document (SPD).