

Chichester District Council

Planning Committee

8 January 2020

Tangmere Masterplan

1. Contacts

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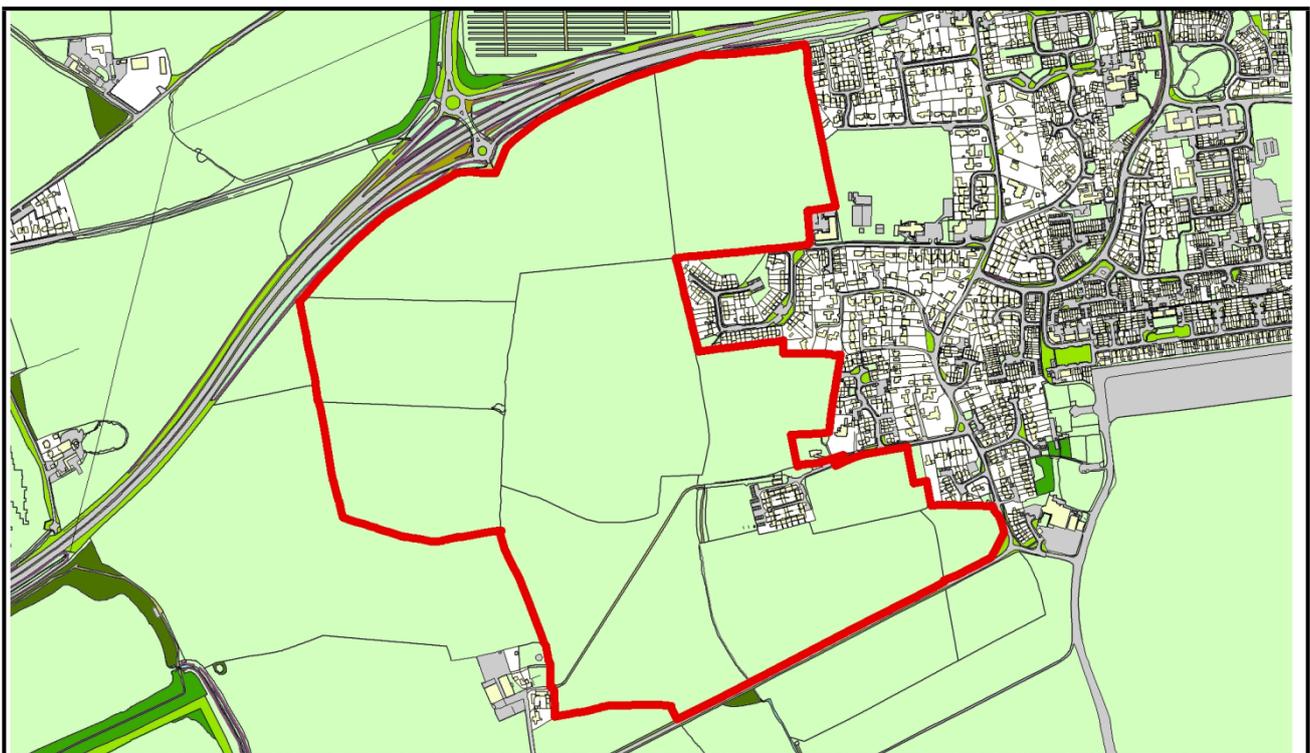
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2. Recommendation

- 2.1 That the Planning Committee endorses the broad approach proposed for the development of the Tangmere Strategic Development Location (SDL) as set out in the draft Masterplan dated November 2019.**

3. Background

- 3.1** The site is located in West Sussex to the west of the village of Tangmere, which itself lies to the east of Chichester City. The site is approximately 76.0 hectares in area and is located within the Council's administrative boundary. The site is shown below.



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SCALE**

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- 3.2 The A27 Arundel Road runs along the northern boundary of the site and is a Trunk Road. It provides a strategic route between Southampton to the west (via the M27) and Eastbourne to the east, linking the settlements (from west to east) of Portsmouth, Chichester, Worthing and Brighton. The site's eastern boundary wraps around the western edge of Tangmere village, from the A27 in the north, past St Andrew's Church and as far as Tangmere Road in the south east, adjacent to the Tangmere Military Aviation Museum. The southern boundary follows the hedgerow on the northern edge of Tangmere Road to the west, as far as Copse Farm. Tangmere Road links to the A27 (T) at Oving to the west and Tangmere Village to the east, where it joins the A27 via a left in/left out junction. The western boundary comprises existing hedgerows, which follow the land north west of Copse Farm, before re-joining the A27.
- 3.3 The nearest Site of Special Scientific Interest (SSSI), designated for its biological interest, is Halnaker Chalk Pit Site of Special Scientific Interest. This is located 2.7km to the north-east, designated because it supports a large population of the nationally rare plant species. A number of European designations are located within the wider surrounds of the site, including Chichester and Langstone Harbour Special Protection Area (SPA)/Ramsar Site and Solent Maritime Special Area of Conservation (SAC). These are located 5.7km to the west and Pagham Harbour SPA/Ramsar Site is located 6.3km to the south-west.
- 3.4 In terms of public transport, Tangmere is served by Stagecoach Bus Service 55, which terminates in the village at the Aviation Museum and connects the village with Chichester City Centre via Boxgrove, Westhampnett, St Richard's Hospital and Chichester Bus Station. There are a number of bus stops within the village, which are in close proximity to the site. These are located both on Tangmere Road to the south and on Meadow Way.
- 3.5 There are no railway services located within walking distance of the site. Chichester Railway Station is directly served by the 55 bus service. Railway services can also be accessed at Barnham Rail Station, which lies approximately 7.5km to the southeast of Tangmere and provides an element of commuter car parking. The existing footway network around the site provides a direct connection at Malcolm Road through Tangmere Village, connecting to all local facilities.
- 3.6 There is a single Public Right of Way (PRoW Footpath 282) within the site, which runs along the boundary between St Andrew's Church at Church Lane and Chestnut Walk to the north. There is also a dedicated cycle link within the vicinity of the site, which can be accessed from Tangmere Road at its junction with the A27, or alternatively from the access at the existing grade separated junction on the northern boundary of the site. This route connects the site with Chichester City Centre, via a network of on-street and traffic-free cycle routes.

4. Policy context

Adopted Chichester Local Plan

- 4.1 **Policy 18** - Development at the Tangmere SDL has been planned for a number of years. It has been promoted through the Local Plan process and the site is allocated for residential and associated development under Policy 18 of the adopted Chichester Local Plan – Key Policies 2014-2029.

- 4.2 **Policy 7** – This adopted policy is also relevant and sets out the criteria against which Masterplans should be considered, in order to help ensure that SDL’s achieve high quality development. It also requires the development of Masterplans to involve the active participation and input of all relevant stakeholders - and for their development to be undertaken prior to the submission of a planning application. The Masterplan is considered against Policy 7 in this report.

Chichester Local Plan Review

- 4.3 The current Local Plan was adopted in July 2015. At that time, the Government Inspector advised that there was a need for the Council to review it within five years, so as to make sure that sufficient housing was planned to meet the needs of the area. Stage One of the review process was carried out in June 2017 with an Issues and Options consultation, in which there was consultation on the overall development strategy and possible development locations. The responses received were used to help prepare the Preferred Approach Plan.
- 4.4 The second stage of the Local Plan Review was the Preferred Approach. This sets out the proposed development strategy and policies for the area to meet future needs. Consultation took place between December 2018 and February 2019. The responses have been reviewed and are being used to help draft a revised version of the Plan.
- 4.5 Policy **AL14** is an emerging policy in the Local Plan – Preferred Approach and relates to the Tangmere SDL. Because the Local Plan Review is not yet adopted, Policy AL14 carries less weight than adopted Policy 18. Nevertheless, Member’s attention is specifically drawn to the increased number of dwellings from 1,000 dwellings in the adopted Local Plan, to “a minimum of 1,300 dwellings” in the Local Plan Review.

The Tangmere Neighbourhood Plan

- 4.6 There is a “made” Neighbourhood Plan for Tangmere – the Council resolved to “make” the Plan on 19 July 2016. A number of Neighbourhood Plan policies are relevant. These are Policies 2,4,6,7,8,9 and 10. Policy 2 of the Neighbourhood Plan is relevant because it refers specifically to the development promoted in the Masterplan. Compliance against Policy 2 is assessed in detail in Appendix 2 to this report. Compliance against other Neighbourhood Plan policies is assessed in Section 8 of this report.
- 4.7 The principle of strategic housing and associated development within the Tangmere Masterplan area is, as a result of the above policies, well established in planning policy terms, when considered against both the adopted and the emerging Local Plans and the “made” Tangmere Neighbourhood Plan.
- 4.8 However, the Masterplan also needs to be considered in more detail against the existing Local Plan policies, emerging policy in the Chichester Local Plan Review and the relevant policies in the “made” Tangmere Neighbourhood Plan. The responses that the Council has received from consultees in relation to the Masterplan proposals also need to be considered. Before this assessment is undertaken, a brief outline of the Masterplan is provided below.

5. General proposals within the Tangmere Masterplan.

- 5.1 The Masterplan for Tangmere has been prepared on behalf of Countryside Properties (UK) Ltd. Countryside is the Council's development partner for helping to take forward the strategic development proposed for Tangmere. Members are advised that a separate compulsory purchase order (CPO) process is being progressed. Formal action has not yet been authorised, but it is anticipated that the Council's Cabinet and the full Council will consider this matter in March 2020. It is important to note that this is a separate process to the consideration of any forthcoming planning application, which must be determined upon its own merits.
- 5.2 The aim of the Masterplan is to explain and illustrate the essential place-making principles that will deliver a well-connected, lively, distinctive, sustainable and attractive environment for the new and existing community of Tangmere. The purpose is to outline how the Strategic Development Location (SDL) can be brought forward and comprehensively developed for:-
- Up to 1,300 new homes (including 30% affordable housing).
 - An expanded village centre (comprising units suited to A1, A2, A3, A4, A5 and B1 uses).
 - Community facilities
 - Education facilities
 - Open space and green infrastructure
- 5.3 The Masterplan sets out a broad approach for the future development of Tangmere and explains how this approach has evolved, following extensive engagement with the District Council, Tangmere Parish Council, the local community and other key stakeholders.
- 5.4 The Masterplan is broken down into four sections. Section 1 explains the planning policy context and the engagement process undertaken so far. Section 2 summarises Countryside's analysis of the existing site and its surroundings. Section 3 presents Countryside's vision for the proposed development. Finally, Section 4 explains how the site will be delivered comprehensively and outlines the next proposed steps in the process.

Section 1 - Policy context and consultation undertaken

- 5.5 Section 1 explains that the Tangmere SDL is located immediately to the west of the village of Tangmere and has an area of approximately 76.0 hectares. The Masterplan recognises the relevance and importance of the Tangmere Neighbourhood Plan and particularly the required "One Village" approach. It then includes information about Countryside Properties as a developer and provides examples of other developments that it has undertaken. This is followed by a Statement of Engagement that sets out the level of engagement that has been undertaken since April 2019. This includes three workshops with Tangmere Parish Council, three local community consultation events and other direct community consultation.

Section 2 - The existing site in context

5.6 Section 2 examines the environmental context of the site and includes references to the landscape, cultural heritage, natural heritage and biodiversity, trees and hedgerows, transport and connectivity, and geotechnical issues and utilities. It then demonstrates a combined summary of site constraints.

Section 3 - The Masterplan

5.7 Section 3 sets out Countryside's vision for the Tangmere SDL, the principles and key components of the Masterplan and seeks to demonstrate how the design and consultation process has responded to the attributes of the site and its wider setting. It focuses upon the aim of delivering a **comprehensively planned expansion of the village**, which includes the provision of a range of community facilities and amenities that are designed to foster the integration of the new and existing communities. This focus is very much on the "One Village" vision.

5.8 This is an important part of the Masterplan, because it is designed to provide a framework within which any future outline planning application will be prepared. It sets out the spatial arrangement of built development, together with associated "green and blue" infrastructure and will guide the evolution of future proposals. It clarifies that proposals will also be subject to further refinement, through consultation and testing (as it has been already).

5.9 In terms of detailed provision, the Masterplan will deliver:-

- Up to 1,300 mixed tenure homes of varying size and type, including 30% affordable housing. There are four theme areas proposed which include the Village Centre, the Historic Setting, the Spine Road and the Countryside Edge.
- A mixed-use Village Centre on a site of 0.5 hectares, which includes a new parade of shops and other potential suitable uses, fronting onto a new Village Square.
- Options for the precise location of enhanced community facilities as it is not yet settled as to whether this might be delivered through an expansion of the existing community halls or new provision elsewhere. However, facilities might include community rooms a café and indoor sports facilities. Library provision will also be a feature of the enhanced community facilities.
- A 2-form entry primary school, including early year's provision. The proposed school site, which totals 3.0 hectares, will include additional adjacent land to the north to be safeguarded for future expansion to 3-form entry, should this be required.
- Access to and from Tangmere Road to the south of the site, via a new roundabout and multi-modal access to and from the Temple Bar A27 grade-separated junction, to the north of the site.

- Multi-functional public open space, which includes 25.6 hectares of amenity and open space and natural and semi-natural green space, 5.0 hectares of parks, sport and recreation ground, 2.9 hectares of allotments and a community orchard. The open spaces include four distinctive areas, as follows:-
 1. The **Saxon Meadows** open space which, in 5.0 hectares, will incorporate parks, open space and sport and recreation grounds around the Conservation Area and St Peters Church), as well as 2.9 hectares of new allotments and a community orchard.
 2. **Roman Fields**, which would incorporate a significant new central park at the heart of the development and important archaeological features. It will also preserve views of important local landmarks such as Chichester Cathedral, Halnaker Windmill and church towers in Tangmere and Oving.
 3. **Green Corridors**, which would be a series of semi-natural corridors, providing a network of green pedestrian and cycle routes, linking primary green spaces to existing settlements and to the countryside beyond. They will also provide opportunities for a series of smaller open spaces to support play, community gardens and other active pursuits.
 4. The **Countryside Edge**, which will provide a natural buffer around three sides of the site, designed to provide a soft and attractive edge to the development.
- A network of pedestrian and cycle links, including off-site cycleway improvements, including three potential options for improved links to and from Chichester.
- Drainage infrastructure which is designed to incorporate a sustainable approach through measures such as Sustainable Drainage Systems (SUDS), to minimise any risk of flooding and to retain and enhance or restore existing ponds and ditches. It is also proposed to enhance the main watercourses and to introduce natural features which are typical of chalk streams.

5.10 An illustrative layout is included, showing how the area might appear in the future. Issues specifically considered in this context include movement, primary uses of the site, the form and character of development, the approach to density layout and to green infrastructure and biodiversity. The plan can be found at the end of this report.

5.11 The Masterplan also sets out the strategic approach to sustainability, including sustainable travel, sustainable drainage, water consumption, waste management, energy and carbon and proposed design measures to encourage more sustainable future living.

Section 4 - Delivery and next steps.

- 5.12 Section 4 emphasises the importance of development coming forward comprehensively, so as to provide certainty over the delivery of the infrastructure that will be needed to support the proposed development. Such an approach and appropriate phasing are required by planning policy. This section clarifies that it is proposed that the scheme will be delivered through a single outline planning application, rather than on a piecemeal basis. A comprehensive approach to this development is essential.
- 5.13 Upon endorsement of the Masterplan by the Council, Countryside Properties propose to prepare and submit an outline planning application, which will be supported by a full Environmental Impact Analysis (EIA) and a number of detailed technical assessments. This is expected to be submitted soon after Easter 2020. If the outline planning application is subsequently approved, the Tangmere SDL will then be constructed in phases, each requiring detailed reserved matters applications to be submitted and approved by the Council. The first reserved matters application is likely to relate to the key strategic infrastructure, including the North-South link road, principal areas of public open space and strategic landscaping.
- 5.14 In terms of general timing, site preparation works associated with the development will be phased, with initial works anticipated to commence in 2022. This will enable infrastructure and initial construction to commence later that year. Development is anticipated to be constructed over a period of between 10 and 12 years (2022 to 2034), subject to market conditions.
- 5.15 Countryside expects the first homes to be completed within 12 to 18 months of a start on site. It is anticipated that the North-South link road would be delivered at an early stage, with the exact timing and triggers for the delivery of all key strategic infrastructure (such as the school and principal open spaces) to be determined as part of any future Section 106 legal agreement, which would be linked to any grant of outline planning permission.

6. Consultation on the Tangmere Masterplan

- 6.1 No consultation with residents has been undertaken by the Council on this Masterplan, as this will be undertaken at a future planning application stage. Countryside did, however, present the Masterplan to a public Tangmere Parish Council meeting on 3 December 2019. Consultation has been undertaken by the Council with statutory and other consultees and a number of responses have been received. A summary of the consultation responses received so far on the Masterplan are set out below. The full responses are set out in Appendix 1.
- 6.2 **Tangmere Parish Council** - Tangmere Parish Council has been involved in the development of the Masterplan and received a presentation from Countryside Properties at a well-attended public Parish Council meeting on Wednesday 4 December 2019.

The Parish Council met on 10th December 2019 to formally consider the Masterplan. Its formal consultation response is, as follows:-

"In response to the bulk of the Masterplan, the Parish Council broadly supports the direction of travel but there remain points where the PC would require additional work to be done. The Parish Council believes that the resolution to the east-west access along Malcolm Road should be resolved as part of the Masterplan as it is fundamental to "access" and the "One Village" concept. With this in mind the Parish Council would require a Transport Assessment of both options as proposed by the Neighbourhood Plan inspector (point 17 of his comments) the options being 1) a through road for vehicular traffic and 2) no-through road for vehicular traffic. Secondly the Parish Council would welcome the opportunity to be involved in the discussion of cycle routes and I attach a document that reflects our thinking on this matter".

Highway Matters

- 6.3 **Highways England** - Highways England does not object to the proposed Masterplan, provided that a robust and detailed Transport Assessment is submitted to cover a number of relevant matters and provided that there is no adverse impact on the Strategic Road Network.
- 6.4 **West Sussex County Council (Highway Authority)** - Formal comments are awaited and Members will be updated at the meeting.

Flood risk and Drainage

- 6.5 **Southern Water** – Southern Water raises no objection in principle but has provided advice about a number of matters that will require future consideration.
- 6.6 **Environment Agency** – The Environment Agency has no objection to the proposal as submitted, subject to appropriate consideration of detailed matters, in due course.
- 6.7 **West Sussex County Council (Flood Risk)** - Current surface water mapping shows that the majority of proposed site is at low risk from surface water flooding. This risk is based on modelled data only and should not be taken as meaning that the site will or will not definitely flood in these events. Any existing surface water flow paths across the site should be maintained and mitigation measures proposed for areas at high risk.
- 6.8 **CDC Drainage and Flood Risk Engineer.** - The Masterplan is very high level and so we have limited comments to make on it. We do, however, support restoration of the existing ponds and proposals to enhance the main watercourse, to introduce naturalistic features typical of chalk streams and provision of new wetland habitats that will provide a range of opportunities for wildlife (integrated with the proposed Sustainable Urban Drainage Systems (SUDS)). The Masterplan identifies the watercourses which traverse the site and the layout appears to accommodate their retention. A range of Sustainable Drainage Systems will be implemented that minimise the risk of flooding, and include an allowance for climate change. It is essential the site is sustainably drained with no increase in flood risk on or off site. The details of how this will be achieved are expected at a later stage.

It is understood that foul drainage from this site is to connect to the new pipeline to be constructed by Southern Water. Providing this is the case we have no further comments relating to foul drainage provision.

CDC Environmental Protection

- 6.9 **Noise and lighting** – The principle for development has been established for the site and it is noted that it is the intention to provide a suite of technical reports, as part of the outline planning application, in Spring 2020. We have agreed a scope for the noise assessment methodology and the suitability of areas of the site, for residential development will be assessed in accordance with appropriate guidance. The methodology for the assessment of lighting has also been agreed.

Of primary importance, it shall have to be evident that the findings of the suite of technical reports have been used and considered when drafting and designing the Master Plan. There shall have to be communication and consideration across disciplines and evidence of well thought out sustainable design.

- 6.10 **Land Contamination** – Previous advice is relevant to the master plan document. Depending on the outcome of the desk based phase 1 study and the ground investigation being undertaken at the site, remediation and verification may be required. Conditions should be applied in due course, so as to ensure the site is investigated and remediated as necessary.
- 6.11 **Air Quality** - An air quality assessment (AQA) should be undertaken, which includes an assessment of the air quality impacts of the proposed development on the surrounding area (in particular neighbouring residential areas) and assessment of the impact of existing sources of air pollution on future residents and other on-site sensitive receptors. The assessment of impact of the proposed development should include construction phase impacts and operational phase impacts (e.g. traffic generated emissions and emissions from fixed plant such as heating/ventilation plant). Consideration of cumulative emissions from other developments with planning permission should form part of the assessment. Mitigation measures should be put forward as part of the AQA.

CDC Environmental Strategy

- 6.12 **Biodiversity** - Due to the scale of the development, extensive ecological surveys will need to be undertaken by suitably trained ecologists to determine the presence of protected species within the site and the impact a development would have on the surrounding protected species, sites and habitats as part of the EIA. Following the initial survey work any further surveys recommended will need to be undertaken and any mitigation required will need to be considered and included within the planning application.
- 6.13 **Recreational Disturbance** - Due to the proposal falling just outside the 5.6km catchment zone of the existing Bird Aware Solent Recreation Mitigation Strategy, the large scale of this development has a potential to have a likely significant effect as a result of this recreational disturbance. Due to this mitigation measures will need to be assessed and included as part of a HRA for recreational disturbance

- 6.14 **Sustainability** - Due to the requirements within Local Plan Policy 40, Sustainable Construction and Design, we will require that a sustainability statement is submitted for this proposal. The statement will need to demonstrate how the requirements of policy 40 will be met.

Housing

- 6.15 **CDC Housing Advice** - There is little specific to housing on which to comment at this stage. In general terms however, while I would support the idea of different densities and character areas over this large strategic site, this must include a range of units, including affordable housing.

This must be roughly in line with the current policy, i.e. the Strategic Housing Market Assessment. 30% of the total units are to be affordable, of which 40% are to be intermediate tenure in line with the neighbourhood plan. Enclaves of a single tenure are to be avoided. As further details are refined, I will make further comments.

Habitats and Environmental considerations

- 6.16 **Natural England** – Natural England raises no objection, subject to appropriate mitigation being secured.

Landscape Impact

- 6.17 **CDC Landscape Advisor** – The proposals seem to be acceptable, in principle, but there are some details to resolve.

Culture and Heritage

- 6.18 **CDC Archaeologist** – A preliminary archaeological assessment and evaluation has demonstrated that this site contains evidence of a later Iron Age and Roman settlement. It is appropriate that the Master Plan proposes that a good part of it should be preserved in-situ beneath a central community park and associated green corridors. It is also appropriate that the proposed surrounding development should to some extent reflect the form of the ancient settlement.

Those parts of the settlement that are not to be preserved in-situ will need to be fully archaeologically investigated in order that their significance might be preserved through recording and proper dissemination, including appropriate interpretation on site. The potential of the rest of the site to contain archaeological interest will need to be evaluated and similar processes of preservation may be necessary. The other likely archaeological interest arises from the location of the medieval church, which was probably the focus for settlement from the later Anglo-Saxon period onwards. This should be protected through the preservation of the open setting of the church.

- 6.19 **CDC Heritage and Design Advice** - The development site lies adjacent to the Grade 1 listed medieval church St Andrews. In addition to the church, there are a number of listed buildings within Tangmere. Church Farm House is a Grade 2 listed building in close proximity to St Andrew Church and the boundary of the development site. This therefore also has the potential to be impacted by the development.

The safeguarding zone proposed around St Andrew's Church, enabling the retention of green space adjacent to the church, is welcomed. Locating an orchard within the area of the site which falls with the boundary of the conservation area is also welcomed. The placement of allotments, park land and sports pitches to enable the reuse and retention of green spaces is likely to be less detrimental than the development of dwellings in this location.

Due consideration will be needed in terms of external lighting and any associated infrastructure and the impact of this on the setting of the listed buildings and conservation area. The site is bordered to the East by Tangmere Conservation Area. Due consideration will be required particularly where built forms are to be proposed immediately adjacent to the boundary and existing dwellings.

The development site and other parts of Tangmere currently benefit from views of the spires of St Andrew's church Tangmere, St Andrews Church Oving and of Chichester Cathedral. Halnaker windmill is also visible. These vistas are important to the setting and the loss of these will be resisted. As the scheme develops with built forms it must be demonstrated how key public views are to be maintained. Within the current masterplan document it is clear consideration is being given to this as the proposals develop.

The retention of the field boundaries where existing mature hedgerows are already in existence is supported and is likely to assist with the integration of the new development into its setting whilst preserving historic field patterns. Where new pathways are to be introduced, consideration must be given to the appropriateness of any new street furniture and surfacing materials in order to protect the setting. The previously provided desk based heritage statement provided a good level of detail regarding the sites history. As the scheme develops this must include an assessment of the potential impacts of the proposals on the heritage assets and the Tangmere Conservation Area.

- 6.20 **Historic England** raises no objection in principle, given that the site is allocated in the Local Plan for development. However, it has also set out some areas of concern around heritage and related areas and draws attention to the need for the proposals to pay due regard to relevant parts of the national planning guidance in the NPPF.

Other Consultees

- 6.21 **South Downs National Park Authority (SDNPA)** – The SDNPA advises that the Masterplan appears to respond well to the Neighbourhood Plan and Tangmere Masterplan Briefing Report, but questions remain about the extent to which the setting of the SDNP has been taken into account. The need to provide a sensitive approach both to the edges around the church and archaeological remains in what might otherwise have been the centre of the extended Tangmere village is fully supported by the SDNPA.

However, this has led the Masterplan to conclude that the remainder of the development site (an arc to the west and an area on the northern edge) might be capable of accommodating higher densities/building heights. When viewed from higher ground, this may result in an overall scheme that does not reflect the traditional evolution of a village form. The SDNPA is not necessarily opposed to a higher number of units being delivered than that set out in the original allocation, but

only if this can be delivered sensitively with regard to the site's setting. This would need to be evidenced - such as via verified wire-frame photomontages - in order to confirm that these areas could accommodate higher densities/building heights. It is suggested that, subject to the conclusions provided by such evidence, general parameters for building heights should be set at this early stage.

The SDNPA also offers detailed advice in relation to ecology, dark skies and access and recreation.

6.22 **Chichester Contract Services** – No objection is raised in principle and detailed advice on future service provision has been supplied.

6.23 **Sussex Police** – No objection in principle but detailed advice has been provided in relation to potential crime and disorder considerations and further advice will be offered in relation to any future planning application.

6.24 One **Tangmere resident** has submitted a representation, which states that

“I understand many will be against this, but without new homes being built, I couldn't have moved to Tangmere in the first place, so I would welcome additional homes and services being provided to bring more to Tangmere. With a well thought out plan for traffic, schooling & amenities, this could be a real benefit to the village”.

7 Masterplan Assessment - Issues raised in Masterplan consultee responses

7.1 At this stage, no new or unknown issues have been identified in any of the consultee responses that have been received. The Masterplan is a strategic document, which has been prepared in advance of any future outline planning application. Much of the more detailed data and information that consultees will wish to carefully consider, assess and respond to in relation to this proposed development, will be received at the next (outline planning application) stage of the process. However, a number of detailed comments have been made.

7.2 For example a number of consultees have recommended that planning conditions or other requirements be applied to the Masterplan This advice has all been noted and will be further considered, in due course. However, the Masterplan is not a planning application and the Council is not required to (and cannot) formally approve or refuse it. Consequently, planning conditions cannot be imposed. However, this will be possible and appropriate if and when any future outline planning application is submitted and considered.

7.3 **Tangmere Parish Council** generally supports the approach proposed in the Masterplan, but has asked that the appropriate traffic approach for Malcolm Road be resolved as part of the Masterplan, because it is fundamental to “access” and the “One Village” concept. The Parish Council requires a Transport Assessment of both options, as proposed by the Neighbourhood Plan inspector, with the options to be assessed being Malcolm Road operating as a “through route” for vehicular traffic and for Malcolm Road being made a “no-through route” for vehicular traffic.

- 7.4 This is an issue that has featured extensively in discussions between the Parish Council and Countryside, since June last year. There are different views on the most appropriate approach, although at the most recent Parish Council public meeting on 3 December 2019, there appeared to be a preference from residents for Malcolm Road not being a through route to traffic. The Masterplan is not specific on this matter, but the “no-through traffic” option is the developer’s preferred approach.
- 7.5 In response to the consultation response from Tangmere Parish Council, Countryside has explained that there has been a clear process of design development in arriving at the preferred option for Malcolm Road, which has been presented to both the Parish Council and the wider Tangmere Community. This process has taken its lead from a requirement to consider the principles of place-making, and actively seek to prioritise travel by sustainable modes over the use of the private car. Engineering constraints and the availability of land has also formed part of their considerations.
- 7.6 Furthermore, they conclude that there is a clear conflict between the requirement to create a new sustainable village centre, including a large primary school, community facilities and retail/commercial premises, and at the same time allowing the uncontrolled movement of through traffic between the SDL site and the remainder of Tangmere, taking account of the existing characteristics of Malcolm Road beyond the SDL boundary. It is the outcome of these considerations which led to the preferred option being presented that Malcolm Road would not form a new all-vehicles through-route.
- 7.7 During a more recent Masterplan public consultation event in September 2019, the preferred option for Malcolm Road was presented to Tangmere residents, as well as an illustration of Malcolm Road as a through route. A list of ‘pros’ and ‘cons’ was provided for both arrangements to convey the main considerations which the Countryside team took into account. There was clear and strong support for Malcolm Road to be provided as a no-through route option, with a new Village Centre which supports sustainable travel only, but still provides for access by car. The feedback received from the consultation event indicated that 83% of people supported the preferred option. This view was further confirmed at the recent Parish Council presentation on the 3 December 2019, where a show of hands indicated a strong preference for Malcolm Road being delivered as a no-through route.
- 7.8 Countryside also explains that a Transport Assessment is not the correct place to consider place-making issues such as those which have informed the proposed layout of the new village centre. This is because it is a review of transportation demand, impact and mitigation. The process which the Countryside team went through to arrive at a preferred approach to the village centre, concluded that Malcolm Road should not form a new vehicular access route to the SDL. The outcome is that Malcolm Road should not be a “through route” to vehicular traffic. This conclusion, which officers do not disagree with, has been conveyed back to Tangmere Parish Council and Members will be updated if any further response is received.
- 7.9 The Parish Council would also welcome the opportunity to be involved in the discussions on cycle routes and has submitted a document that reflects its thinking on this matter. Discussions are underway to help to develop the best approach, with the objective of assessing how the Tangmere development might help to deliver improvements to existing cycle routes into Chichester. In addition, it may well also be

able to contribute to possible new cycle route options, including additional routes into the city, as well as the provision of links east to Barnham. Local Plan Policy 18 makes reference to both the improvement of and additional cycle routes to link Tangmere to Chichester. The Masterplan makes reference to these objectives and more detailed options and proposals are likely to be submitted and considered as part of any future outline planning application.

- 7.10 The **South Downs National Park Authority** advises that the Masterplan appears to respond well to the Neighbourhood Plan and the Tangmere Masterplan Briefing Report. It supports the need to provide a sensitive approach both to the edges around the church and archaeological remains, in what might otherwise have been the centre of the extended Tangmere village.
- 7.11 It is concerned, however, that the remainder of the development site might be capable of accommodating higher densities/building heights and when viewed from higher ground, this may result in an overall scheme that does not reflect the traditional evolution of a village form. It concludes that it needs to be evidenced that these areas can satisfactorily accommodate higher densities and/or building heights.
- 7.12 The majority of development on the site is not proposed to exceed two storeys in height. Limited three storey development is only suggested in the “Village Centre” or along the Spine Road. With sensitive design and appropriate building orientation, potential impacts from the SDNP can be limited. However, this is a more detailed matter that will need to be carefully considered as part of any future outline planning application. Officers are, consequently, arranging for this matter to be discussed between all relevant parties, so that it can be fully and properly considered as part of any future outline planning application. For the Masterplan, this matter does not need to be resolved.
- 7.13 Overall, subject to the above detailed issues being taken forward as part of any future outline planning application, no consultee responses have been received which raise any substantial issues. In relation to consultation responses, there is no reason, therefore, why the Masterplan should not be endorsed.

8 Assessment of Masterplan against relevant policies in the Chichester Local Plan and the Tangmere Neighbourhood Plan

Local Plan Policy 18

- 8.1 Policy 18 of the adopted Local Plan is essentially the starting point for assessing this proposed development. This policy allocates the Masterplan site for mixed use development, comprising 1,000 homes, community facilities and open space and green infrastructure. It requires development to be master-planned in accordance with Policy 7, taking into account the site-specific requirements.
- 8.2 Proposals for the site should accord with the detailed requirements of Policy 18. A detailed assessment of the extent to which the Masterplan addresses the requirements of Policy 18 is set out in Appendix 2 to this report.

- 8.3 Notwithstanding Local Plan Policy 18, the Masterplan proposes up to 1,300 new homes, which is up to 30% higher than is provided for in Policy 18. The reason for this higher number is that the Council has more recently published the Chichester Local Plan Review which, under Policy AP14, proposes “a minimum of 1300 dwellings” on the site.
- 8.4 In other regards, following careful and detailed consideration in relation to all of the detailed provisions of Chichester Local Plan Policy 18, it is concluded that the Masterplan is generally compliant with Policy 18. Furthermore, based on the evaluation set out in Appendix 2, it is also concluded that the Masterplan is generally compliant with all of the more detailed requirements of Policy 18.

Local Plan Policy 7

- 8.5 This Policy requires Strategic Development Locations (SDL) identified in the Local Plan to be planned through a comprehensive master-planning process. Its preparation should involve the active participation and input from all relevant stakeholders, including the Council, landowners, developers, the local community, service providers and other interested parties. A Masterplan should be developed before the submission of a planning application. This has been complied with.
- 8.6 The Masterplan has been prepared after giving very careful attention to the requirements of Policy 7. It includes an appendix (A), which sets out the necessary policy requirements, the design response and the stage at which relevant information will be provided. Each of the 15 requirements and the design responses are set out in Appendix 2 to the Masterplan.
- 8.7 As with Policy 18, the Masterplan should accord with the detailed requirements of Policy 7. A detailed assessment of the extent to which the Masterplan addresses the requirements of Policy 7 is also fully set out in Appendix 2 to this report. Based on that evaluation, it is concluded that the Masterplan is generally compliant with all of the more detailed requirements

Chichester Local Plan Review - Emerging Policy AL14

- 8.8 Policy AL14 carries only limited weight in any current planning evaluation. This is because the Local Plan review is still at a relatively early stage of the overall process. Although it has been subject to quite recent consultation, it has not, at this stage, been formally tested through any examination process. In very general terms, however, the policy content is quite similar to adopted Policy 18, although it differs in one particularly significant way.
- 8.9 The Policy follows the general and established approach that identifies and promotes Tangmere as a Strategic Development Location (SDL). However, where the adopted Local Plan Policy 18 provides for 1,000 new homes within the Tangmere area, the more recent (but unadopted) Policy AL14 increases this to “a minimum of 1,300 dwellings”. This Masterplan proposes up to 1,300 dwellings and this approach is considered to accord with Policy AL14.

Tangmere Neighbourhood Plan.

- 8.10 There is a “made” Neighbourhood Plan for Tangmere and this is an important and material consideration for relevant future planning decisions. The principal policy for considering this Masterplan is Policy 2.
- 8.11 The Masterplan has been carefully evaluated against Neighbourhood Plan Policy 2 and this evaluation is fully set out in Appendix 2. The conclusion from this exercise is that, insofar as it is able to do so at this stage, the Masterplan is generally compliant with Neighbourhood Plan Policy 2.
- 8.12 As well as Neighbourhood Plan Policy 2, there are also a number of other Neighbourhood Plan policies that require consideration in relation to the Masterplan. These are Policies, 4,6,7,8,9 and 10.
- 8.13 Policy 4 - Neighbourhood Plan Policy 4 relates to the potential redevelopment of the existing Tangmere Primary School Academy. The policy supports its possible redevelopment, subject to compliance with a number of criteria, including a requirement that any replacements facility is operational before planning permission is granted for redevelopment. The Tangmere Masterplan cannot proactively promote the redevelopment of the Tangmere Academy, but it does provide a suitable alternative site, adjacent to the proposed new primary school, should the existing Academy choose to do so, in the longer term. A site of 0.6 hectares is safeguarded to facilitate this. This would be sufficient to enable the school to expand from a 2 to a 3 form entry school.
- 8.14 Policy 6 - Policy 6 is concerned with the Tangmere Military Aviation Museum. It supports an extension to the museum, provided that the existing allotments are relocated to an alternative and convenient community location. The Masterplan makes provision for the relocation of these allotments, together with the provision of new allotments on a 2.9 hectare site. In the longer term, could help facilitate the relocation of the allotments and the museum’s future expansion.
- 8.15 Policy 7 - Policy 7 is concerned with land to the west of Malcolm Road. It supports the development of land to the west of Malcolm Road, provided that it makes a positive contribution to the provision of a village Main Street and to the Tangmere Sustainable Movement Network. It also states that the site should not just be developed for housing. This is because additional land uses will help to create a more varied and sustainable village centre.
- 8.16 The Masterplan makes provision for possible compliance with this Policy, by suggesting that this land might form part of an expanded future village centre. However, this area of land actually falls outside the Masterplan area and while this might help its future development, it is not within the scope of the Masterplan to require this land to be developed.
- 8.17 Policy 8 – Policy 8 proposes the establishment of a Green Infrastructure Network, both around and within the existing village, as well as for the provision of extensions into existing networks outside the village. The policy also requires this network to include a variety of features and for proposed development to make a contribution towards its establishment. For the reasons previously explained in this report, the Masterplan makes provision for future development to comply with this requirement.

- 8.18 Policy 9 - Policy 9 is concerned with the provision of a Sustainable Movement Network for Tangmere. This is proposed as part of the Neighbourhood Plan and an indicative network is shown on plan G, which forms part of the Neighbourhood Plan. The policy requires new development to align to the suggested layout and also for Green Travel plans to pay due regard to its provisions. Again, it is considered that the Masterplan proposals generally accord with what is expected by this policy. A more detailed assessment will be possible at any future outline planning application stage.
- 8.19 Policy 10 - Policy 10 requires high standard of design within the village and seeks to ensure that new development properly reflects the village character in relation to matters such as scale, density, massing, height, landscape design, layout and materials. It also requires public views of nearby church spires, the Chichester Cathedral spire and Halnaker Windmill to be protected. These requirements and considerations have been addressed in the Masterplan and it is considered that this Policy is generally complied with. It is anticipated that a Design Strategy will be developed, in due course, which will further embrace the Neighbourhood Plan Policy 10 requirements.
- 8.20 Overall, it is considered that, where it is able to do so, the relevant requirements in the Tangmere Neighbourhood Plan have generally been addressed in the Masterplan. This conclusion is reinforced by the fact that the Parish Council on 10 December 2019 resolved to broadly support the general direction of travel of the Masterplan, subject to two provisos that have been considered in Section 7 of this report.
- 8.21 It is acknowledged that there is the issue of future options for traffic along Malcolm Road that might require some further consideration. This has been explained in paragraphs 7.3 to 7.8 above. The Parish Council also wishes to be involved in the evaluation of future cycle routes, which has been explained in Section 7 and is agreed.
- 8.22 Overall, therefore, it is considered that there is no reason why the Council should not endorse the Tangmere Masterplan when assessed against the detailed requirements of the Tangmere Neighbourhood Plan.

9 Conclusion

- 9.1 This Masterplan for Tangmere has been prepared by Countryside and its agents, following extensive consultation with the community, including with Tangmere Parish Council, Council officers and the local Tangmere community. It is apparent to officers that Countryside has carefully considered the outcomes from these exercises and has then developed and shaped the Masterplan accordingly. This demonstrates a good example of local community consultation and engagement and subsequent consequential responses.
- 9.2 It is also clear that Countryside has given appropriate and proper consideration to both the Chichester Local Plan and the Tangmere Neighbourhood Plan. The Masterplan proposals consequently generally comply with existing and emerging Local Plan policies and with the more detailed provisions and policies in the “made” Tangmere Neighbourhood Plan. The detailed assessment set out in Appendix 2 has sought to demonstrate the extent of compliance with all relevant policies.

- 9.3 On 3 December 2019, Countryside presented the Masterplan to a well-attended public meeting of Tangmere Parish Council. As might be expected, a number of different topics were discussed and different participants raised various issues and concerns. However, it was apparent that the majority of attendees recognised that their views had been listened to and considered and that, more importantly, the proposals have evolved to help deliver the “One-Village” vision for Tangmere, as set out in the Neighbourhood Plan.
- 9.4 This conclusion is supported by the fact that at its meeting on 10 December 2019, Tangmere Parish Council resolved to generally support the approach that is set out in the Tangmere Masterplan, subject to further consideration of two matters. Taking all matters into consideration, therefore, officers recommend that the Planning Committee considers the Masterplan and endorses its general approach.

Appendices

- Appendix 1 - Detailed consultation responses received
- Appendix 2 – Analysis of Masterplan compliance against relevant Local Plan and Neighbourhood Plan policies.

Background Papers

- Tangmere SDL Masterplan Document – November 2019 (Terence O’Rourke)
- Chichester Local Plan: Key Policies 2014-2029 – July 2015 (Chichester District Council)
- Chichester Local Plan Review – 2018 (Chichester District Council)
- Tangmere Neighbourhood Plan – July 2016 (Tangmere Parish Council)
- Consultee Responses on the Tangmere Masterplan (November/ December 2019) – (Various)
- Pre-application advice – 19/01963/PRELM – October 2019 (Chichester DC)