

# Chichester City Impacts Study

March 2013

FINAL





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## Study conclusions

Development of the strategic housing sites could stimulate parts of the local economy such as construction and would create much needed affordable housing (both intermediate and rented). This housing would benefit the social mix of the City and help balance the population age profile which is generally considered to improve the vibrancy of a given society.

However, it must be acknowledged that real housing affordability in the City is low, and would require considerable 'social engineering' to ensure first time buyers, low paid key workers etc. could afford the new housing. If this could be done then the new developments offer the potential for significant local socio-economic benefit.

The sites would be major additions to the City townscape but would not fundamentally change the existing City functioning and character; the historic core would remain as is, the shops, the administrative centre etc.

Traffic congestion at peak times and major retail events such as Christmas would become more significant than today and whilst peoples behavioural patterns would adapt, particularly in the time rich and retired sections of the community, the attractiveness of the City would be detrimentally impacted.

Services would come under pressure but new GP's, and the like, should be built or existing ones added too, as part of any individual development package brought forward. This process could include any wastewater requirements (currently a constraint to development) which again could be dealt with through agreements as part of any development.

What would change is the wider relationship of City and countryside, and how the citizens of Chichester enjoy that countryside.

Large scale expansion of the City would have significant effects on the historic City setting. This is important to city residents, may well be important for tourists (enjoying the city, coast and downs) and would also be important in terms of the urban settlements pattern and increasing urbanisation of a currently rural area.

With the imminent revocation of the SEP housing allocations and targets will be reviewed by CDC and during that process the impacts and constraints to development need to be fully and carefully addressed.

Going forwards the city should support development on Brownfield and urban windfall sites to try and reduce pressure on the strategic Greenfield sites. The City could also question housing densities, on such sites, to ensure that the maximum achievable levels, within reason, are built in these precious locations.

As the strategic sites are brought forward it is important that the City is proactive in working with CDC and adjacent Parish Councils to compile a neighbourhood plan for CCC. This will ensure growth is focussed in the most appropriate locations and help reduce the likelihood of more extensive landscape impacts.

CCC should also work with CDC on individual planning applications to ensure that s106, CIL and other development levies are set in place to provide for the associated infrastructure and services that each development, and the City, would need.



# Introduction

This report has been prepared by Hyland Edgar Driver Landscape Architects and Urban Designers and DMH Stallard LLP Planning for Chichester City Council, February 2013.

The authors would like to acknowledge the useful assistance of members of Chichester City Council (CCC) in the preparation of this document, but also wish to state that any findings or conclusions within the report are solely those of Hyland Edgar Diver and DMH Stallard LLP Planning.

## Brief

This study has been commissioned in response to the preparation of the Local Plan for the Chichester District by Chichester District Council (CDC). As part of the Local Plan document district-wide housing provision is being allocated for the period up to 2029. Chichester, as the most populous and built-up parish, is expected to accommodate approximately 350 houses within the existing built up area and a further 500 units on a green field site. This is in addition to 2000 units proposed on sites in adjacent parishes.

In response to this expectation CCC has commissioned this report to assess both the physical impact of the potential new development on the character of the City and on the social lives of its citizens.

## Approach and study process

The study has been developed to provide a high-level review of the proposed large-scale strategic housing allocation sites in, and adjacent to, the Chichester City parish. This study refinement has resulted from further briefing discussions with CCC, where it was felt that the smaller potential housing sites within the City were part of the ongoing and accepted redevelopment that the City is currently accommodates without adverse larger-scale impacts.

This report has therefore focussed on the four strategic housing sites known as:

- North-east of Chichester;
- Shopwyke;
- West of Chichester; and
- Tangmere.



The study has provided an assessment of the potential effects that the individual strategic sites would bring about, if developed, and has discussed how these site-specific impacts could generate cumulative and city-wide effects.

The study has focussed on landscape and urban design aspects of the City but has also covered related socio-economic issues that could potentially affect its citizens. Areas of further study have been highlighted as necessary.

## Report Objective

The key objective of the study has been to provide a City focused independent assessment of the effects that would potentially be generated by the strategic housing sites. This is to enable the City Council to respond factually and proactively to the ongoing Local Plan discussions.

## **Limitations and Assumptions**

This report is a high-level study that has been commissioned to provide a basis for discussion/negotiation with CDC within the ongoing Local Plan formulation process. It has used material that has been made available to the study team. Unless specifically mentioned within the text the veracity of all such data has been accepted at face value.

If the report has made suggestions for further study then this does not mean that a similar report is not available, simply that the relevant information has not been located during the study window/programme.

The appraisal has looked at a number of environmental, community and socio-economic indicators through the examination of readily available and assessable data. No new modeling or modeling based studies have been undertaken.

Other limitations include the detailed assessment methodologies for the site specific environmental effects such as:

- Agriculture – no appraisal of severance and impact on farm centres
- Cultural Heritage - no appraisal of buried archaeology; and
- Water resources - no appraisal of effects on groundwater and surface water drainage or potable supply requirements
- Transport – no detailed impact assessment of any junction capacity has been undertaken.
- Air Quality – no appraisal of air quality impacts has been undertaken.

# Methodology

This study has undertaken a quantitative and qualitative appraisal of the potential impacts of four strategic housing allocation sites on the physical character of Chichester City and on the social lives of its citizens.

The strategic housing allocation sites are located at three city edge locations; East of Chichester, Shopwyke, and West of Chichester, and the more distant Tangmere site to the east of the City.

The appraisal has looked at a number of environmental, community and socio-economic indicators using existing (and agreed) baselines wherever possible. The updating of certain studies has been undertaken where necessary and where possible within the programme.

The appraisal has followed a staged assessment approach.

## Stage 1

A desk based review of existing documents and research into the planning policies and issues that are relevant to the study including:

- Local Plan information;
- The Future Growth of Chichester : Landscape and Visual Amenity Considerations;
- CDC landscape character studies;
- Towards a Vision of Chichester and a Plan of Action;
- Developers proposals for the strategic housing sites;
- Ongoing CCC community consultation exercise; and
- Other consultation documentation and reports.

## Stage 2

The second stage has been a desktop study to obtain background information (map information and associated data) for use in the site-based work on the strategic housing allocation sites. Baseline information sources for mapping have included:

- The CDC Local Plan for designations, Conservation Areas, Listed Buildings, Historic Parks and Gardens, SAMs etc.;
- OS map data (1:50,000 and 1:10,000) for topography and other features;
- Aerial photographs and Google Earth;
- Floodplain data (EA);
- Nature conservation designations (SSSIs, SACs, SPAs, Ramsar sites, SNCIs, and Ancient woodland (MAGIC);
- National Countryside Character Areas and Landscape Typology;
- West Sussex County Landscape Character Types and Areas;
- West Sussex Historic landscape Character Assessment;
- Chichester Harbour AONB Landscape Assessment and Sussex Downs AONB Landscape Assessment.



### Stage 3

This stage has involved the preparation of a high level impacts assessment for the strategic housing sites. This has used mapping and description of physical and other constraints and opportunities. This has used a selected number of land based indicators to demonstrate the type and scale of potential impacts that would be generated by development on each site, generally using data already produced and easy to map.

Potential environmental effects for the individual strategic housing allocation sites were examined through analysis of the following land-based indicators:

- Landscape and visual impacts on:
  - o Landscape Character and sensitivity
  - o Landscape features including topography, vegetation
  - o Views including Priority Views
- Agriculture impacts on:
  - o Soils using the Agricultural land Classification data
- Ecology impacts on:
  - o Designated nature conservation sites
  - o Hedgerows and non-designated woodland
  - o Protected Species
- Cultural Heritage impacts on:
  - o Designated sites and assets (direct and setting effects)
  - o Historic landscape
- Community impacts on:
  - o Transport – routes and public transport
  - o Schools
  - o GP surgeries and Hospitals
  - o Nursing Homes
  - o Places of worship
  - o Village halls
  - o Open spaces – Playing fields, playgrounds, parks, sport clubs
- Water resources and drainage impacts on:
  - o Watercourses – main river and ordinary watercourses.
  - o Floodplain
  - o Foul Water drainage

Socio-economic effects were examined through further analysis of the community indicators:

- Community and social facilities
- Employment opportunities
- Transport and connectivity
- Infrastructure

### Stage 4

This involved the final synthesis of the impact indicators to provide a quantitative and qualitative discussion of the site based and city-wide impacts. Site specific impacts on the identified environmental and socio economic parameters have been quantified and potential for city-wide effects have been qualitatively discussed using experienced based judgement.

# Background to the Study

The following section of the report provides an introduction to the area of study, describes Chichester and its physical attributes, the population that lives, works and plays within it, and some of the socio economic pressures that arise from a busy, expanding city set within a richly diverse and well preserved historic fabric.

As a study on housing demand and potential impacts upon people and place, the section will focus on these aspects and in doing so will refer to a number of previous studies that have been carried out on housing demand and requirements within the City and wider district. Reference notes to these can be found within the text and are listed at the back of the main text as a bibliography.

## Chichester – the place

### Introduction

The City of Chichester lies on the coastal plain of West Sussex between the outstanding landscapes of the South Downs (National Park) and Chichester Harbour (AONB). The City is relatively small, approximately 2 miles by 3, and the able bodied can walk everywhere. The City is historic and well preserved with a unique character. Architecture is generally of a high quality and the townscape is full of green spaces and is focussed on the attractive pedestrianised town centre.

Culture and morality have a strong presence within the city with the cathedral and the theatre being physically imposing structures as well as key activity centres not only for the city, but also the district and beyond.

The City is small in size, but one that could be said to ‘punch above its weight’. In 2001 Chichester had a population of 23,731 settled in some 10,808 households.

The City is:

- Essentially residential – often described as ‘a nice place to live’
- A county administration centre
- Regional/sub-regional retail centre
- A regional employment centre for this largely rural based economy, but offering some specialist/international employment opportunities
- A tourism centre that works on a national/international level

### City character - CCC Community Assets Study

Concurrently with this appraisal, Chichester City Council (CCC) has been undertaking a study to help understand the importance of the City characteristics to the residents of Chichester. The Community Assets Study is currently examining ‘valued facilities’ or ‘aspects’ of the City. Perhaps unsurprisingly its findings are supporting the often heard quote that the City ‘is a nice place to live’ and also adding nuance to this general comment. The top four assets of value have been identified as:

- A “compact and friendly place”
- General open space provision
- Value proximity to the Downs
- Value proximity of the coast

### Historic character and the requirement for development

Chichester then is an attractive historic city, valued by existing residents for its existing character and facilities. In current times the city has been expanding steadily with approximately 154 homes per annum being added to the city for the period of 2001-2011. The requirements from the South East Plan (albeit about to be abolished) would seek to increase this number three or morefold, with potentially adverse effects upon the historic character of the City. This concern is not new. In 1967 the then government commissioned studies of four historic cities, Chichester included, to try and ‘reconcile our old towns with the twentieth century without knocking them down’.

These concerns remain today as the recent conclusions of The Conference on Planning for Growth in Historic Towns and Cities Salisbury, 20th June 2012 suggest:

- conservation of the historic environment must be seen in its wider social, economic and environmental context;
- effective planning needs to start from a clear vision of the future of the place
- local plans should include historic environment strategies, setting out an approach that embraces the whole place;
- the historic environment evidence base and strategy should be prepared at an early stage and help to shape spatial and land use strategies;

- the historic environment evidence base should be wide ranging and include landscape character assessments;
- setting is central to the character and perception of historic towns;
- ensuring amenities, services and infrastructure are built into developments from the start; and
- new developments can be of high quality and add character to places.

### **The urban design of the City**

A good summary of the historic growth of Chichester can be found in 'The Future Growth of Chichester : Landscape and Visual Amenity Considerations, CDC'. In summary the city has expanded incrementally from the centre:

- Original intra mural city and hamlets;
- Radial expansion along the cardinal points;
- 19th century Sommerton and Graylingwell Hospital commenced;
- 20th century terrace expansion to east and growth in Summersdale and Parklands area;
- Interwar growth in Cedar Drive (to the west), Stockbridge, Summersdale, infill in Whyke and St. Pancras; and Graylingwell Hospital; and
- Recent growth at Portfield and Summersdale.

This growth has been demand led, and until 1947 unplanned. The growth has generally started nearest to the City centre and its services, and then expanded out. This has resulted in a compact and reasonably dense urban area with a well defined city edge. This edge is currently defined by a combination of man made and natural features:

- Centurion Way/Old railway to west;
- Lavant river valley to east/north; and
- A27 to south.

As a compact city with a well defined built edge the City has retained a strong connection with its original countryside setting. The wooded edge to the north helps screen and blend the larger scale urban area into the downland setting. The vegetated Centurion Way creates a strong edge to west and a strong edge to east is provided by development facing onto River Lavant floodplain. The southern settlement edge is generally retained by A27 corridor, although there are exceptions at Stockbridge and Shopwyke.

### **City layout and how it relates to public amenity**

Chichester can be described as having a strongly positive urban character, particularly in the City centre. The cathedral acts as an icon and a visual and physical focus to the city, with the spire seen from most parts of the city helping residents and visitors to find their way and reminding them of where they are.

These strongly positive physical and emotional connections extend out into the surrounding countryside enabling residents and visitors to walk or cycle out from the city into high quality countryside of the National Park or AONB, or for a more convenient walk, just outside of the city, in good quality countryside often with views of the cathedral.

The compact nature, unique geography and careful upheld planning requirements have maintained a number of attractive views on the approaches to the city. These Priority Views focus on the cathedral spire:

- Old Broyle Road across open countryside to the gateway and framed view at the bridge;
- Magdwick Lane with the view over countryside to the city edge and the cathedral spire; and
- A27 approach from the east, more urban but still with the cathedral spire as a focus.



## Chichester – the people and how they use their city

Chichester is a busy vibrant city, an important workplace and shopping centre and a home for many people. The social life focuses around the theatre, the cathedral and the numerous coffee shops and bars and restaurants in and around the city centre. But a desirable city in south-east England is not an inexpensive place to live and not all income groups and people can afford to or would choose to live in the City. A number of housing related population trends have been identified.

### Population and housing trends

The findings of the DTZ study<sup>i</sup> have demonstrated that:

- Without net in-migration Chichester District's population is declining (births vs death);
- A combination of high housing costs (both owning and rental) and desirability in-migration tends towards higher income groups and retirees; and
- Market lead demand is strong and Chichester is seen as a desirable location for housing developers.

Furthermore the WSCC JSNA Housing report<sup>ii</sup> for Chichester District has shown that:

- Good quality housing is important for people's health;
- There are growing numbers of old people and households headed by someone 85+ are expected to be the fastest growing household type;
- Housing supply is not keeping up with household formation;
- "Specialist" housing for older people and vulnerable adults is limited in West Sussex, as the population ages then pressure from this will increase;
- Although prices have fallen in recent years, the ratio of house prices to earnings, coupled with poorer access to finance, means that home ownership remains out of reach for many households; and
- Changes in the benefits system mean that low income households will have a restricted access to private rented accommodation.

The DTZ study has also found that industry capacity for housing supply is still reduced with sales volumes remaining depressed. Mortgage lenders and buyers

remain cautious and public funding for affordable housing has been reduced by 60%. Housing supply for both market demand and affordable housing is depressed.

Housing provision and delivery of affordable housing is controlled through planning applications for individual sites as they come forwards. As a general policy CDC seeks 40% affordable housing on the larger sites however anecdotal evidence suggests developers are struggling to meet 30% affordable in the current economic climate.

This position of current housing supply and affordability is leading to an imbalance in the City's population profile with a trend towards wealthy retirees with fewer younger and key worker/service providers.

This in turn can lead to further undesirable related issues for commuting to work with out of town service providers – peak time congestion and sustainability issues.

### Population and housing trends – related effects on the wider City Traffic

Key workers living outside of the city need to commute daily. This increases pressure on peak time road capacity. This can be added to by another related trend where others, often higher income earners, commute out of the city. City road congestion is becoming an issue with Chichester's most congested roads being<sup>iii</sup> :

- Westhampnett Road and Eastgate area
- Northgate gyratory
- At the level-crossing gates to the south of the city
- Orchard Street,
- Spitalfield Lane,
- Stockbridge Road and
- Bognor Road

Added to this is the A27, an important arterial road for regional east west traffic movement but one that must be crossed (north-south) by local city traffic. HAWSCC are currently modelling the A27 and local road traffic.

### Services - Infrastructure

Wastewater is currently a fixed constraint to development in and around Chichester, particularly to the west as outfalls into the Chichester Harbour SPA are at permitted ceilings. Outfall ceilings are currently not being exceeded for Pagham Harbour and, therefore, the Tangmere site to the west of the city is not constrained in this way.

Other services such as power, potable water etc. are not constrained and could be supplied through agreement on a site by site basis as any development proposals were brought forward.

### Services – Social

These include schools, GP's, etc. These services would be required by new households – some of these such as dental practices for the well-off can be market responses to demand, but others will not be, and need to be secured by other means e.g. as part of any development package.

The individual assessments for the four strategic housing sites list the existing social services in close proximity to each site (see appendices).



View of Chichester and wooded landscape from Stoke Clump (SDNP)

## Chichester – the demand for new housing

### Proposed housing requirements

Housing demand is controlled by planning policy. Currently this is outlined by The South East Plan (SEP). The SEP defines the number of new houses required for a given area that must be incorporated into the areas Local Plan.

The SEP will be revoked imminently. However, even when withdrawn from use it would still remain as the only robust evidence based source for Local Plan housing allocation requirements at the current time. The DTZ Housing Requirement Study is not-up-to-date having been published in July 2011. An updated Local Housing Need Study should be carried out to inform the forthcoming Local Plan for the period to 2029.

The housing allocations and requirements set out by the draft Local Plan will be tested by an independent Planning Inspector before being adopted, the housing requirements should be based on an up-to-date study into housing need (as required by the National Planning Policy Framework (NPPF). However, as the SEP provides the last tested set of housing requirement figures they remain to be one important consideration for CDC in terms of its future Local Plan.

The SEP sets a requirement for 6,575 more households (2006-2029) in CDC<sup>iv</sup> which includes 350 for 'Chichester' and 2500 for the strategic allocations. This includes 1000+ at Tangmere and 1500 homes to be found within the three other City strategic sites.

Windfall sites and the smaller inner City locations have been, and could continue to be, important to in the delivery of these housing requirements, but housing demand is at a level where larger scale strategic housing allocations now need to be seriously considered.

A detail, but potentially a locally significant one is that small intensification on plot housing development (of less than six houses) would not count towards the identified city Housing requirement. Such developments are currently fashionable in Summersdale but would not count towards the housing allocation requirements, but could cumulatively lead to a locally adverse effect on the Chichester's character<sup>v</sup>.

In response to the South East Plan's housing allocation requirements the three city strategic sites have been put forward by developer to potentially supply 3,560 homes (1,460 East of Chichester, 500 Shopwyke, 1,600 West of Chichester). From the 2001 figures this would potentially increase the City households by one third to 14,368. A further 2000 potential households are proposed at Tangmere; figures that have the potential to provide more homes than would be currently required by the South East Plan.

The National Planning Policy Framework (NPPF) published in March 2012 sets out the Government's National Planning Policies for plan creating and decision making. It replaced a number of guidance documents known as Planning Policy Statements and Guidance which are now defunct. This document does not set housing requirements but does contain a number of important paragraphs about housing land supply, and the delivery of development in general. The NPPF states that Local Plans should be based on an up-to-date evidence base, including a Strategic Housing Market Assessment to inform housing requirements. Core land-use planning principles are considered at paragraph 17. Here, the relevant comments state that planning should:

- *always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;*
- *take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving communities within it;*
- *encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.*

Paragraph 56 explains that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

The NPPF also emphasises the need to protect Heritage Assets including historic Cities.

## Constraints to development

In responding to the requirements of the SEP broad environmental constraints define a relatively narrow section of land (containing Chichester) that is available for larger scale housing development within Chichester district. These are the national designated landscapes of the National Park and AONB.

The AONB limits expansion to the south-east (through potential direct loss to development) but, along with the National Park, potentially limits expansion through setting effects. This would depend on the visibility of any site from the two designated landscapes (the development sites scale and aspect).

For the SDNP the wooded landscape to the north and west creates a setting/screen to Chichester from views to the north. For the more open landscape to east and south of Chichester viewing effects from north would reduce with distance and viewing angle.

The AONB is a flat landscape with overlapping layers of vegetation that would potentially screen views to an from development plots.

## Housing demand - summary

- Broad environmental constraints help focus development on the Chichester City Parish within Chichester District
- Housing demand is being generated by:
  - o Planning policy compliance;
  - o Market forces generated by Chichester's appeal to higher income groups and retirees; and
  - o Not by natural population trends



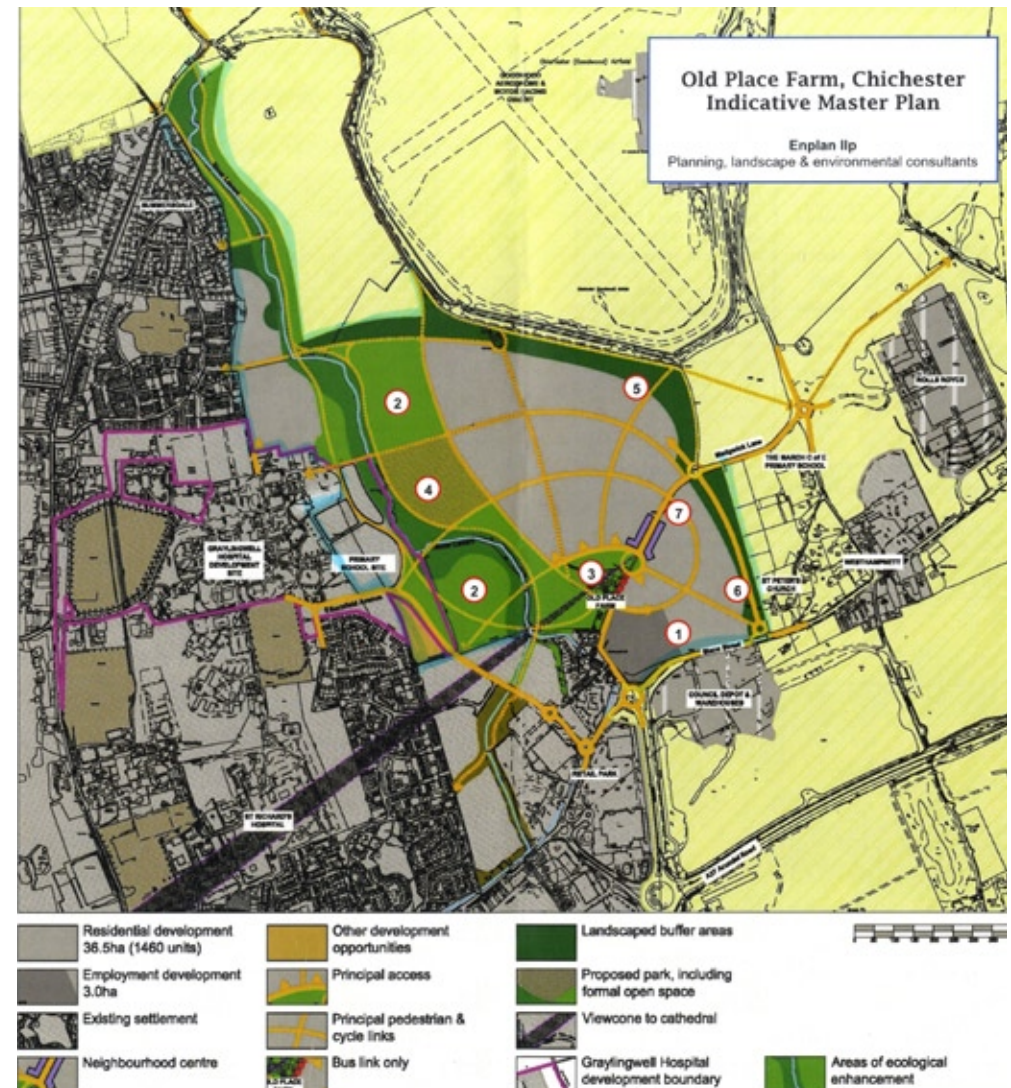
View of the National Park north-west of Chichester

## Background to the study - Developers proposals

The following section of the report describes the developer's proposals for the four strategic housing sites being discussed. The text has been abbreviated from the developer's literature.

### East of Chichester

- 1460 homes in a broad mix of housing types to meet the varied needs of the community (36.5ha).
- Mixed use – with employment area (3ha).
- Community facilities including a 'neighbourhood centre'.
- Open space – riverside park in floodplain with footpaths and cycleways, playing fields and ecological enhancement.
- Strategic landscape to screen distant views from National Park, create buffer around Goodwood Motor Circuit and integrate site edges.
- River valley field and field next to Rolls Royce are not proposed for development and would remain as farmed land.
- New site access from Stane Street with Madgwick Lane closed to through traffic
- Noise monitoring of the Goodwood aerodrome/racing circuit has shown the noise is not a planning constraint to development
- Masterplanning has taken CAA guidance into account.



## Shopwyke

- Approximately 500 homes including retirement homes, Co-op housing project and Affordable Housing (distributed throughout different phases of the site)
- Community facilities
  - o Neighbourhood centre with store, workshops, office, café/ restaurant and crèche
  - o Community building including multipurpose space, changing rooms and croquet pavilion
  - o Business enterprise centre
  - o Community shop/ community trust to manage landscape of site
- Lakeside park setting to development:
  - o Retained water bodies and woodland
  - o Circular walks in parkland to relieve pressure on Chichester Harbour SPA
  - o Football/cricket pitches and framed views of Chichester Cathedral
  - o Acoustic buffer to A27 with active play areas
  - o Allotments
- New connections over A27 and Coach Lane and Oving Road:
  - o Coach Lane pedestrian cycle way 'Aqualine Way' coast to downs national cycle network
  - o Network of cycleways/footpaths in site
- Two road connections to A27 and one onto Shopwyke Lane
- Improvement to Portfield Roundabout A27
- Bus route to Tangmere/Chichester.



## West of Chichester

- 1600 homes including affordable
- Community hub of community centre, local shops, small offices and a primary school
- Site access off Old Broyle Road and Newlands Lane (improved)
- Bus route through site
- Bishops Luffa School provided with additional playing fields (6.5ha)
- Country Park provided (22.5ha Phase 1 36ha Phase 2)
- Allotments provided in country park (2.4ha)
- New view of cathedral from high ground
- Creates two green fingers through site
- Buffer created around Brandy Hole Nature Reserve
- A new circular route provided along western edge of site
- Closest of 3 sites approximately 1.35kn from Market Cross



## Tangmere

- Scheme seems to be less well progressed from the information found to date, however the developer outlines potential for:
  - o Up to 2000 homes
  - o New links and connectivity through and around Tangmere
  - o Improvement of local centre and better integration with village
  - o New education, community, retail and leisure facilities
  - o New informal and formal recreation spaces to connect with surrounding countryside
  - o Enhancement to aviation museum and former airfield



# Study findings - appraisal of the developers proposals

This section of the report appraises the site specific impacts of the individual strategic housing sites:

- North-east of Chichester;
- Shopwyke;
- West of Chichester; and
- Tangmere.

The text refers to a series of figures that maps the identified constraints and opportunities for each site. These plans can be found in the appendix to the main text.

## East of Chichester

The appraisal results of the potential site constraints are shown as the appendix 1 figures. The key constraints are shown on Figure 1 below and are summarised as follows:

- The floodplain is fixed constraint and wastewater currently remains a fixed constraint to development (but same for the three Chichester strategic sites).
- The site opportunities suggest that there would be potentially significant positive impacts on:
  - o Housing supply for both affordable and open market supply
  - o Community effects for employment and economic benefits to city
- The site constraints suggest that there would be potentially significant adverse impacts on:
  - o Landscape character (site) and urban settlement pattern of the wider landscape
  - o Views including both Priority Views (National Park) and local views unless mitigated
  - o Potential for bad neighbour conflict in the future from the residential/aerodrome/racing circuit close proximity
  - o Ecology unless mitigated
  - o Cultural Heritage assets unless mitigated

The developer for the East of Chichester site has independently considered the site during their preparation of the development proposal. This proposal has responded to a number of the identified potential opportunities and constraints as follows;

- The floodplain is a fixed constraint and the masterplan has left these areas undeveloped. Wastewater would remain a fixed constraint to development.
- The proposals would have potentially significant positive impacts on:
  - o Housing supply for both affordable and open market homes although the exact mix is not specified and so the benefit could be reduced; and
  - o Community effects for employment and economic benefits to the City.
- The proposals would have potentially significant adverse impacts on:
  - o Landscape character of the site and urban settlement pattern of the wider landscape. Some reduction due to arable land retained to north and east of site but still significant changes to existing landscape character and settlement pattern and wider landscape around Westhampnett;
  - o Views including both Priority Views and some local views unless mitigated. The city approach view on Magdwick Lane would be lost as would some local views; however open views from north Summersdale and Stocks Lane would be retained;
  - o Strategic screening for views from the National Park would be only partially successful for a significant period of time;
  - o Although the developers noise study states that there would not be a problem, existing complaints suggest the potential for bad neighbour conflict in the future from the residential/aerodrome/racing circuit close proximity;
  - o Ecology –potential effects would appear to be mitigated; and
  - o Cultural Heritage. Buried archaeology not considered and potential setting effects on Graylingwell may still be present.



## Shopwyke

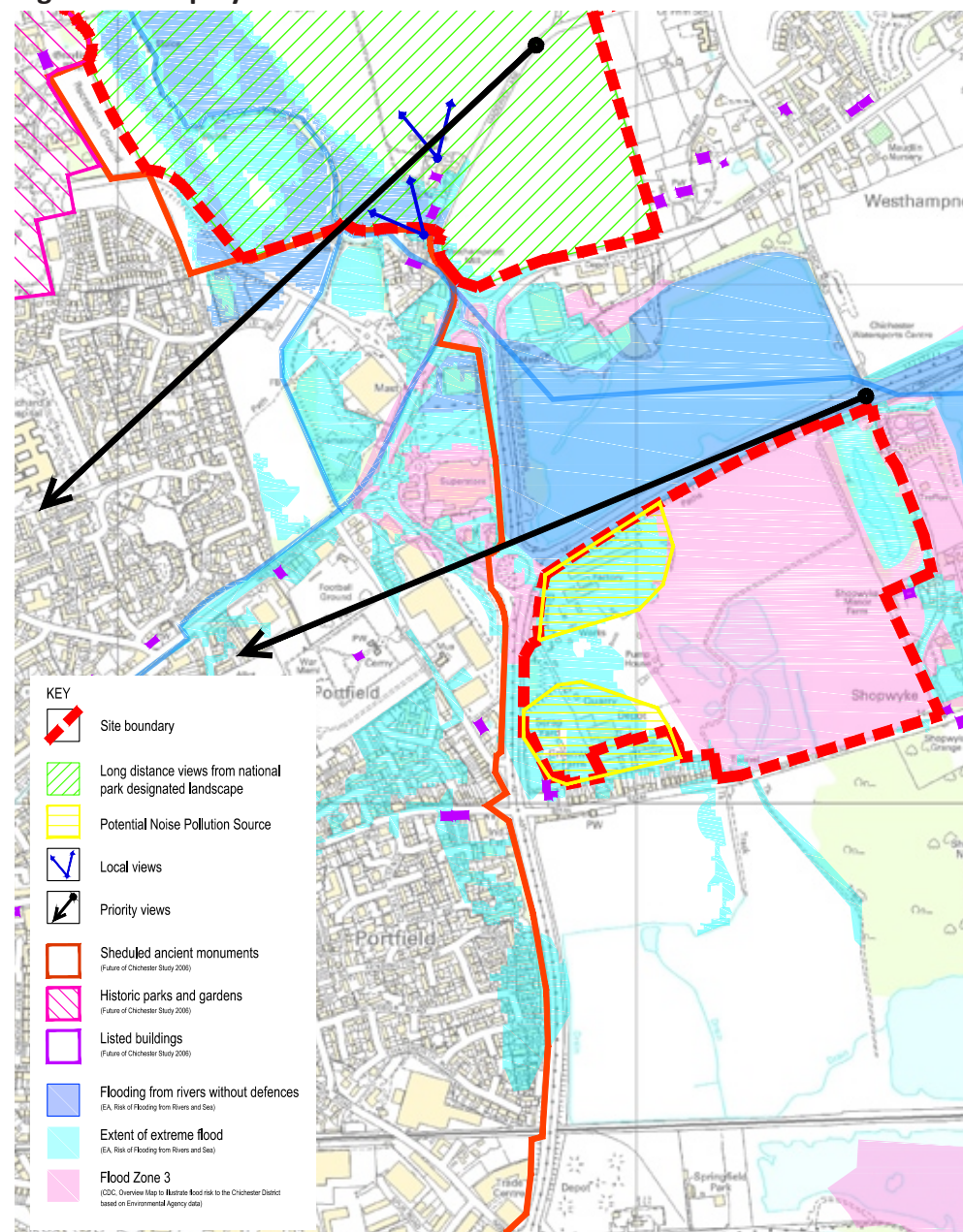
The appraisal results of the potential site constraints are shown as the appendix 2 figures. The key constraints are shown on Figure 2 below and are summarised as follows:

- Wastewater is currently a fixed constraint to development (but same for all three Chichester strategic sites)
- The site opportunities suggest that there would be potentially significant positive impacts on:
  - o Landscape character of the site;
  - o Housing supply for both affordable and open market supply;
  - o Well connected/sustainably located housing next to A27; and
  - o Community effects for employment and economic benefits to the City.
- There could be a potential issue with the proximity of noise/pollution sources (A27 and retained employment uses on site).

The developer for the Shopwyke site has independently considered the site during the preparation of the site masterplan. The proposal does represent an extension of the 'Chichester' urban area but as previously developed land it would not represent a change to the urban settlement pattern in the area. The masterplan has responded to a number of the identified opportunities and constraints as follows;

- Potentially significant positive impacts on:
  - o Landscape character of the site;
  - o Housing supply for both affordable and open market supply;
  - o Well connected/sustainably located housing next to A27; and
  - o Community effects for employment and economic benefits to city/balanced with increase of numbers on city services.
- The potential for adverse effects (noise/pollution) on new residents from roads and adjacent employment uses seems to have been mitigated; and
- Wastewater would remain a fixed constraint to development.

**Figure 2 - Shopwyke environmental constraints**



## West of Chichester

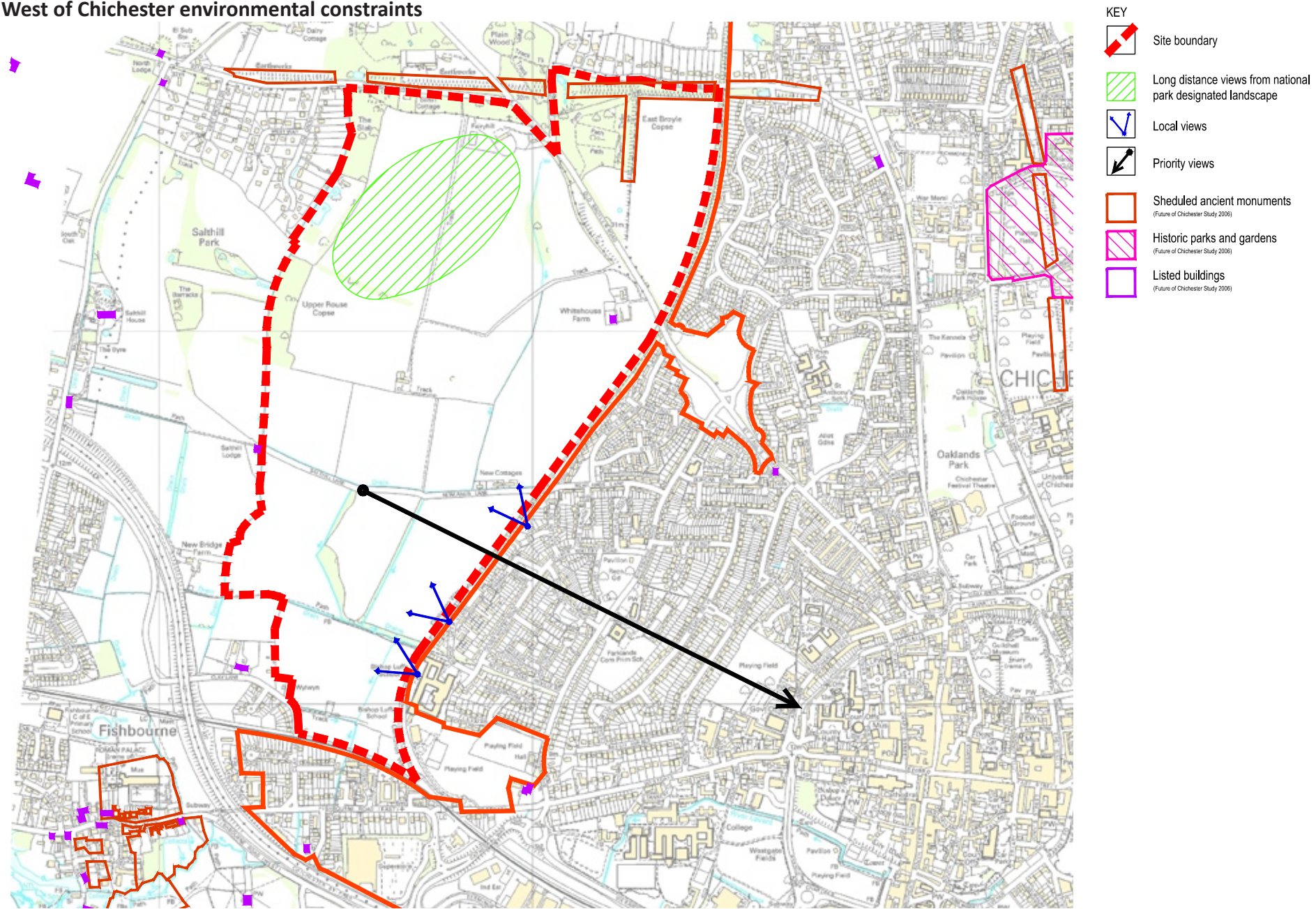
The appraisal results of the potential site constraints are shown as the appendix 3 figures. The key constraints are shown on Figure 3 below and are summarised as follows:

- Wastewater is currently a fixed constraint to development (but same for all three Chichester strategic sites)
- The site opportunities suggest that there would be potentially significant positive impacts on:
  - o Housing supply for both affordable and open market supply; and
  - o Community effects for employment and economic benefits to the City.
- The site constraints suggest that there would be potentially significant adverse impacts on:
  - o Landscape character of the site and urban settlement pattern of the wider landscape;
  - o Views including both Priority Views and local views unless mitigated;
  - o Ecology unless mitigated; and
  - o Cultural Heritage assets unless mitigated.

The developer for the West of Chichester site has independently considered the site during the development of the proposed outline masterplan. This proposal has responded to a number of the identified potential opportunities and constraints as follows;

- Wastewater would remain a fixed constraint to development;
- The proposals would have potentially significant positive impacts on:
  - o Housing supply for both affordable and open market supply;
  - o Community effects for employment and economic benefits to the City; and
  - o Priority views, which would not be impacted upon but enhanced.
- Also neutral impacts on countryside approach down Old Broyle Road.
- A new set of local views would be created to the west of the site (over similar character/quality countryside to the existing views enjoyed from Centurion Way).
- The proposals would have potentially significant adverse impacts on the landscape character of the site and urban settlement pattern of the wider landscape. Noting that coalescence with West Broyle does not occur and due to sites visual enclosure, potential intrusion impacts on the wider landscape would be reduced.

Figure 3 - West of Chichester environmental constraints



## Tangmere

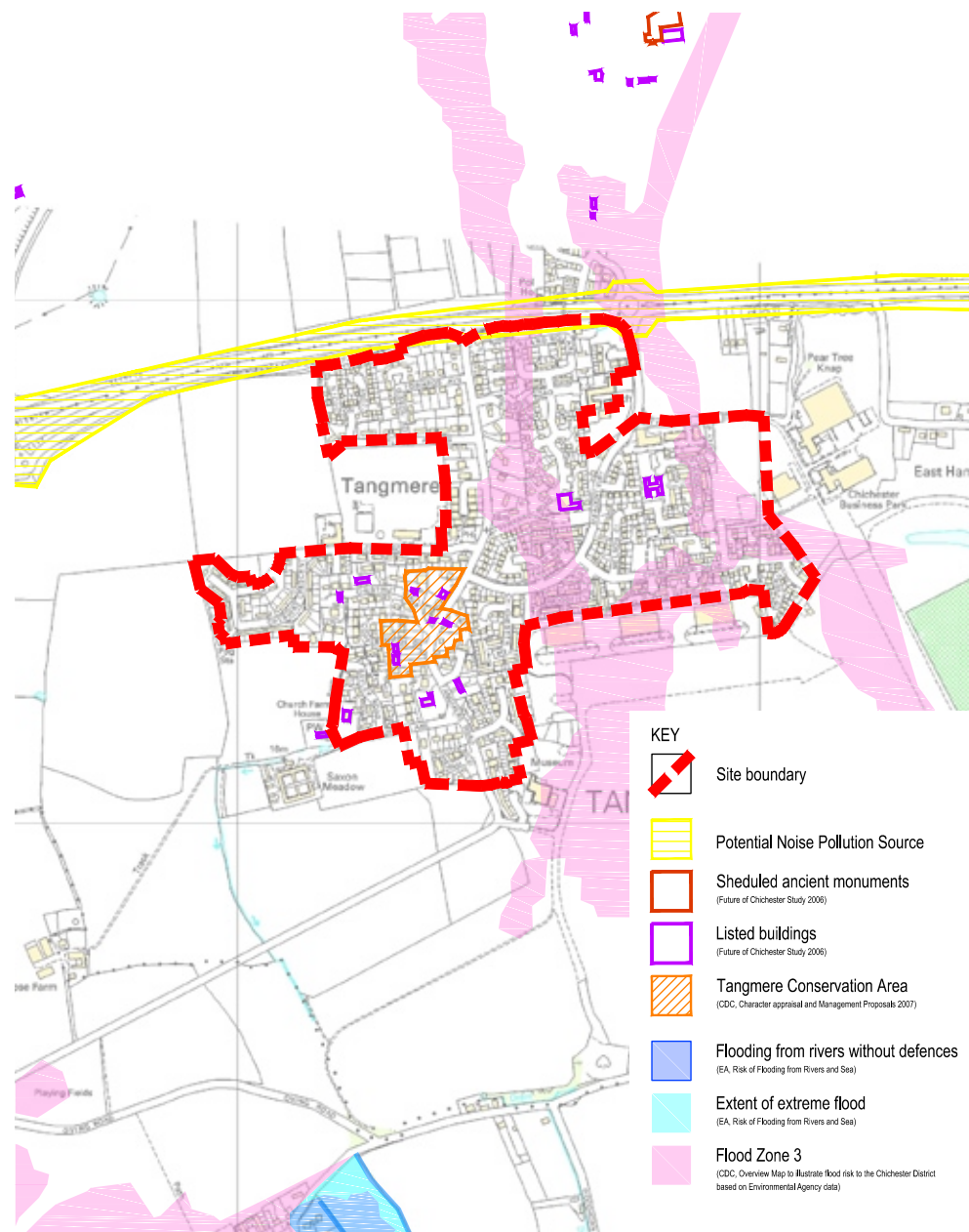
The appraisal results of the potential site constraints are shown as the appendix 4 figures. The key constraints are shown on Figure 4 below and are summarised as follows:

- The site opportunities suggest that there would be potentially significant positive impacts on:
  - o Housing supply for both affordable and open market supply;
  - o Well connected/sustainably located housing next to A27; and
  - o Community effects for employment and economic benefits to the City.
- The site constraints suggest that there would be potentially significant adverse impacts on:
  - o Landscape character of the site and urban settlement pattern of the wider landscape;
  - o Local views unless mitigated;
  - o Ecology unless mitigated; and
  - o Cultural Heritage assets unless mitigated.

The developer for the Tangmere site has independently considered the area during the preparation of the site proposals and the outline masterplan has responded to a number of the identified opportunities and constraints as follows;

- The proposals would have potentially significant positive impacts on:
  - o Housing supply for both affordable and open market homes although the exact mix is not specified and so the benefit could be reduced; and
  - o Community effects for employment and economic benefits to city
- The proposals would have potentially significant adverse impacts on:
  - o Landscape character of the site and urban settlement pattern of the wider landscape; and
  - o Cultural Heritage, potential setting effects on listed buildings and conservation area may still be present.

Figure 4 - Tangmere environmental constraints



# Summary analysis of the strategic sites

## East of Chichester

This is a well considered scheme with many of the potentially significant adverse effects mitigated, however, the following would seem to remain:

- Existing landscape character and settlement pattern (Tangmere would reinforce this);
- Visual impact on designated landscapes would remain (long-term, if not permanent); and
- Close proximity to bad neighbours, this would be planning for future conflict.

The quoted housing density is 40 unit/ha but this is on the developed areas. This would be dense for a 'city edge' location. Overall the site density is 16.4/ha, not including retained fields, with 1460 homes proposed over the 89ha Greenfield site.

## Shopwyke

As a currently unattractive Brownfield site the proposals would have significant beneficial impacts:

- The site is isolated but the proposal is 'self sustaining' in many ways. Connections with the city and wider landscape would be much improved;
- 32 ha site with 500 houses so low gross density at 15.6 homes/ha.

This is a relatively well defined scheme (to date) that is being brought forward with full community consultation.

The site is a brownfield site, in accordance with the NPPF such sites should be used effectively. With this in mind, it is considered that, if this site is taken forward, there should be a higher density across the site overall, whilst recognising that a lower density may be appropriate in places to protect any areas of landscape or historic importance. The current proposed density would not be an effective use of the site, and a higher density would relieve pressure from more sensitive greenfield areas.

## West of Chichester

This is another well considered scheme that has mitigated many of the identified potential effects that could result from the development of this 121ha Greenfield site. The development would appear to be low density at 13.2 homes/ha, however this is a result of the large areas of retained open space/parks within the masterplan. The development would have significant adverse effects remaining on existing landscape character and settlement pattern.

## Tangmere

The proposals that have been provided for this appraisal are high level concept diagrams and as such it is difficult to assign anything but a high level commentary. This site benefits over the others in that it would not be constrained by the stormwater outfall issues into Chichester Harbour (it would run to Pagham Harbour) however the large scale development of this Greenfield site would have significant adverse effects remaining on existing landscape character and settlement pattern.



# Study findings - an analysis of the city wide issues

## Urban design and amenity context

To date the City has expanded out from the centre, generally incrementally, with the northern and eastern city edges being the latest areas to be developed. This has led to a compact city defined by a few natural and man-made features. Urban areas beyond these strong boundaries are limited to Stockbridge in the south and Shopwyke in the east.

Chichester is the largest urban area within the locale but has remained physically and visually separated from all surrounding settlements, although this separation is limited at Westhampnett and Fishbourne.

The City is well connected to the surrounding countryside enabling residents to walk or cycle out from the City into high quality countryside of the National Park or AONB, or just outside of the City in good quality countryside, often with views of the cathedral. Views of the cathedral are important, and it acts as an icon and a visual and physical focus to the City adding to the strong sense of place enjoyed by residents.



View of Chichester cathedral from Old Broy Road

## Socio-economic context

The development of housing and in particular the patterns with which it is developed clearly has an important impact on sustainable development in a socio-economic context. Housing is more than just accommodation and can have wider reaching implications and impacts on existing and future communities.

The provision of significant numbers of new genuinely affordable housing/rented accommodation could increase availability for key workers and younger (aged 34 and below<sup>vi</sup>) potential homeowners to re-balance the current trend toward wealthy retiree in-migration. This could help sustain a vibrant social and economic community and potentially help reduce key worker commuting and peak time traffic congestion

New housing could also bring about potential beneficial economic and employment effects for the existing city retail and services etc. from the new households spending power and skills base.

However, this development should be achieved in a sustainable way with the benefit of a wider and comprehensive plan for the City. It is a concern that the cumulative development of the sites put forward together would cause an unsustainable strain on the City

There would be increased pressure on services, doctors, hospitals etc., especially with older retiree bias requiring more residential homes and extra-care facilities when their money runs out or they become frail. But these extra care elements could form part of the individual mix of housing developments as they were brought forward.

As well as the more practical concerns identified above, there are also more general concerns regarding the decentralisation of businesses and other commercial functions to new purpose made buildings to the periphery areas of the City which may have a negative impact on neighbourhood viability and transport patterns. Traffic considerations are discussed further below.

Understanding the full needs of the city population is key and CDC should be encouraged to ensure these issues are fully considered.

### **Traffic considerations**

The existing road situation in Chichester is considered to be poor by many residents and crossing the A27 is often referred to as 'best avoided'. The A27 is congested at peak times due to north-south traffic flowing across the local east-west movement.

HA/WSCC are modelling traffic flows in and around the City and looking at the potential impacts of traffic generated by the strategic housing sites. This model has demonstrated that any increase from the strategic housing sites (above the baseline) would be relatively low. However the modelled baseline shows relatively higher background growth. The initial findings of the HA/WSCC study have been questioned. However, anecdotal evidence collected during this study suggests there is already concern with existing congestion and its predicted natural growth, and the HA/WSCC study would seem to support this.

Observations made during this study have suggested that although the City roads are locally congested at peak times and even outside peak times, this congestion is relative when compared to other historic cities.

In-depth traffic studies and modelling are outside the scope of this study but the City should continue discussions with the District to ensure that any further traffic modelling is robust and useful for its purposes. However, more generally this report would note that:

- Even small local physical improvements could intrude upon existing homes and historic assets, and small scale tinkering often tends to move the problem elsewhere; and
- Behavioural changes, as suggested by the HA/WSCC study, would seem to be a better way of looking at the issue.



### **Infrastructure considerations**

Wastewater is currently a fixed constraint to development within or to the west of the City however engineering solutions to this problem are available and any one of a number of solutions to this issue could be delivered for any of the three Chichester sites through developer agreements.

Developers and the Local Planning Authority, will need to engage Southern Water in discussions to improve the issue of ground water infiltration in order to make further development sustainable.

## How might the development proposals impact on the City of Chichester

The city has reached well defined and strong boundaries on the east and west sides; one natural and one man-made. Large scale expansion beyond these boundaries would not be incremental with limited effects. It would be large scale and would have a noticeable effect upon the settlement pattern of this part of the coastal plain.

This would affect the landscape and amenity setting to the city.

*Are changes to the edge of the city and how it addresses its setting what Chichester wants?*

Development of one or more of the Greenfield city edge sites would effect the edge of the compact City townscape with a strong boundary, reminiscent of the original walled city and start to create the more open urban fringe townscape with green fingers extending in. This urban structure would be like many other large town/cities and is not necessarily right or wrong, but it would be different and setting is considered to be important to an historic city.

These changes in townscape structure would only affect the edges of Chichester. The core of the City would remain as it is today both in terms of its fabric and its function, with the various existing and proposed Local Plan policies maintaining the form and function of the City centre. Arguably, the increase in population would have a beneficial effect on the City centre economy with more activity enhancing the vibrancy of the retail areas.

## Urban settlement pattern – future trends

Development of the strategic housing sites would be the next major expansion of Chichester City - a step change in its townscape development.

Such an expansion would be able to accommodate all of the cities foreseeable housing needs, but would this strategy set in motion an ever more expanding city?

Any further growth would be subject to further scrutiny but potential issues like this should be considered. The strategic sites currently being scrutinised have no natural west/east boundaries and where else could significant urban growth occur between the designated landscapes in the Chichester District?

The figures below show how the addition of the strategic housing sites would change the urban settlement pattern around Chichester city.



## Developer's proposals and their implications

The sites are all being well considered as their prospective designs are brought forwards. The developments would bring about effects that include both positive and adverse environmental and socio-economic impacts that range from site specific and quite focused impacts with limited effect, to wider ranging and larger scale impacts.

These potential impacts have been considered and mitigation, by way of design and offsetting, has been provided.

However, as large scale developments within established landscapes the Greenfield sites inevitably would have significant adverse environmental impacts that would need to be offset against significant socio-economic benefits. Development of the Brownfield site would bring about relatively far fewer adverse environmental effects.

The larger scale and more significant adverse impacts include those on the settlement pattern of the Chichester area i.e. its distribution, extent etc. and impacts on the designated landscapes including the National Park, AONB and SPA.

These impacts would include setting effects, which although distant, depend on the scale of urban development within a given area. The potential is for these sites not only to intrude on the landscape setting but to disrupt the existing patterns of landscape structure: coast – coastal plain – Downland.

Other impacts include the potential for human disturbance within the Chichester Harbour SPA.

## Wider amenity implications of the proposed urban area expansion

The proposed urban expansion would displace countryside further away from the city core and existing residents.

As well as the loss of local, readily accessible public amenity this change could lead to more people using a car to reach countryside. So why not go to Chichester Harbour (SPA); after all it's closer than the Downs? As a result all of the developers' proposals are showing mitigation for the potential disturbance effects on the SPA.

Natural England will decide how effective this is during the planning consultation stage if the sites were brought forward as a planning application.



# Summary discussion

## Population and social mix

The proposals for the strategic sites would generally mitigate local environmental impacts but cannot mitigate for the larger scale setting issues. They would provide an opportunity for:

- Development which could stimulate parts of the local economy e.g. construction;
- Much needed affordable housing (both intermediate and rented); and
- This would then add to the younger city population and key workers adding to the social mix and enhancing an already vibrant community.

However in realising the potential benefit to the Cities community it must be acknowledged that truly affordable housing not open to market pressure would require significant engineering/manipulation.

All that said, today Chichester is different.....

Both anecdotal evidence and recent studies show Chichester's population to be evolving into an older and wealthy population.

The population aging is a country wide effect, but in Chichester net in migration is keeping the population stable, even on a slight rise, and bringing in valuable money into the local economy

Part of Chichester's 'business model' seems not only to create its own wealth but to import some of it (by providing people with a high quality environment in which to retire or have a second home).

This 'model' seems to work for Chichester. It may not create an 'average' population but Chichester's population is still considered active, vibrant and adding to the overall benefit of the region and beyond. Chichester is and could remain different to many other cities in terms of character and people?

## The issue of housing demand

The DTZ study has shown that naturally Chichester's population is declining. Without the identified in migration this may lead to a reduction in households (and homes), but it may not.

Under occupancy is an issue across the district. If resources were available then the existing housing stock and occupancy rate could be studied. With more knowledge new opportunities may present themselves. Housing bodies may be able to reorganise the existing housing stock to offer new smaller homes for single person households and free up larger homes for families, or to extend smaller properties to accommodate larger households.

The perhaps lower growth rates in housing could be accommodated by:

- making the existing housing resource work harder;
- developing smaller sites, particularly the inner city sites liked by young and old alike; and
- Windfall sites.

More controversially, sites such as Shopwyke Lakes could be considered. This is a site that provides little wider public amenity but is obviously well loved by the fishing community. However, it could provide valuable land for homes either as a waterside development or infilled for more traditional housing.

But the question of the housing sites remains, both as a result of market demand and of policy compliance. The SEP (although about to be abolished) will be used to define housing requirements for several months to come.

Alternative housing numbers could then be put forward provided that an alternative robust evidence base is justified. However, any alternative evidence base will require CDC research and testing and tested to prove its validity. CDC will no doubt be considering carefully the strategic housing needs across the District and the aspirations from economic growth along with the constraints to additional development in order to assess if there is justification for a lower housing target.

It is important for CDC to ensure that the impacts and constraints upon Chichester City are fully considered within their assessment.

## Summary

Development of the strategic housing sites would result in major additions to the existing City townscape, however, the proposed additions would not fundamentally change the functioning of the City centre.

- The 'core' would remain as is in character and function
- Traffic congestion at peak times, Christmas etc. is likely to become more severe and whilst peoples behaviour would adapt, this will impact on the attractiveness of the City
- Services would come under pressure but new GP's etc. could be added too and funded as part of the individual site proposals, subject to negotiation and agreement (this could include major pieces of infrastructure such as wastewater sewers).

What would change is the relationship between the City and its countryside and how the city 'enjoys' that countryside. This is important to residents and may be important to tourists. It is important for the historic City setting and the increased urbanisation of what is a currently a 'rural' landscape.



# Bibliography

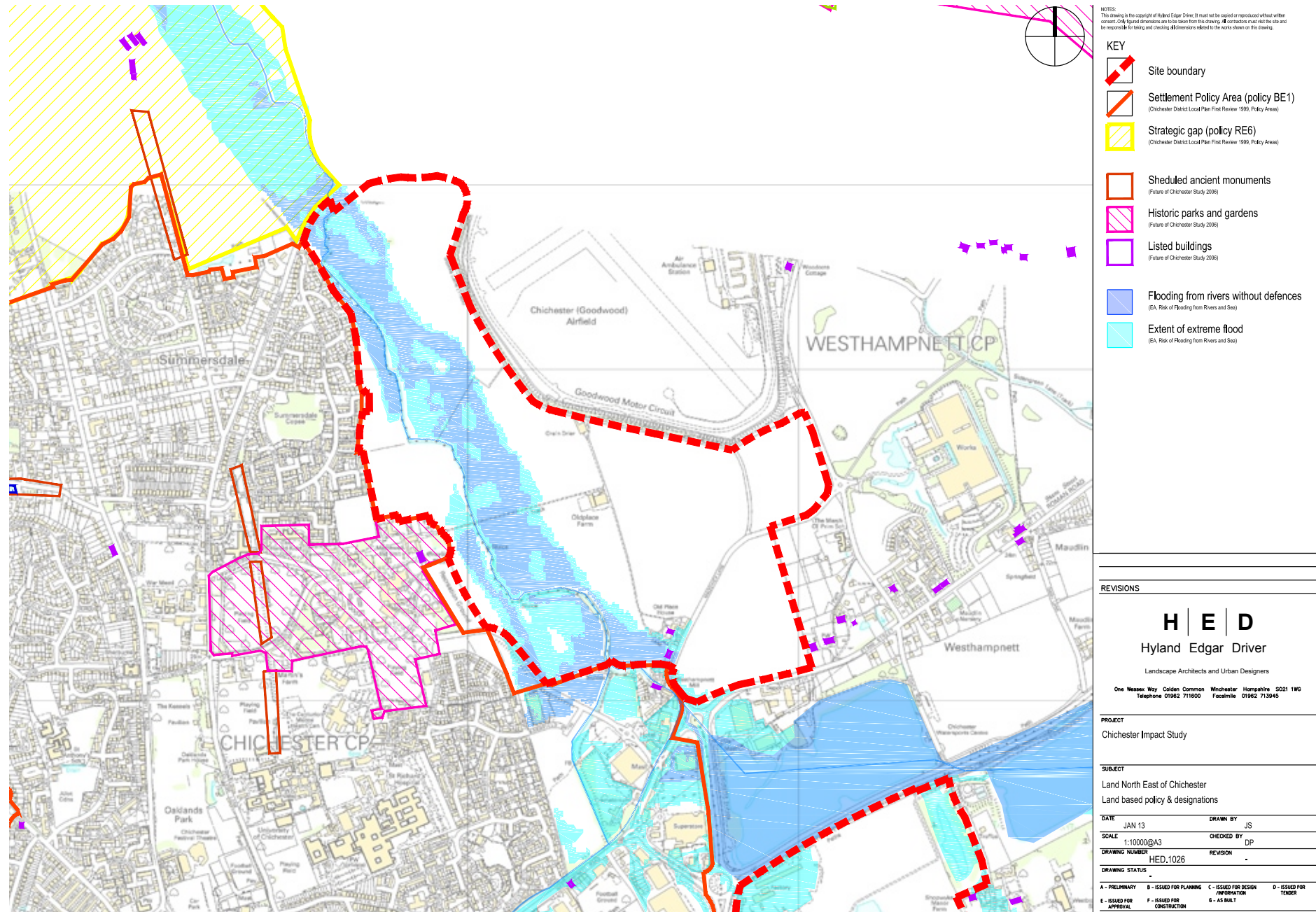
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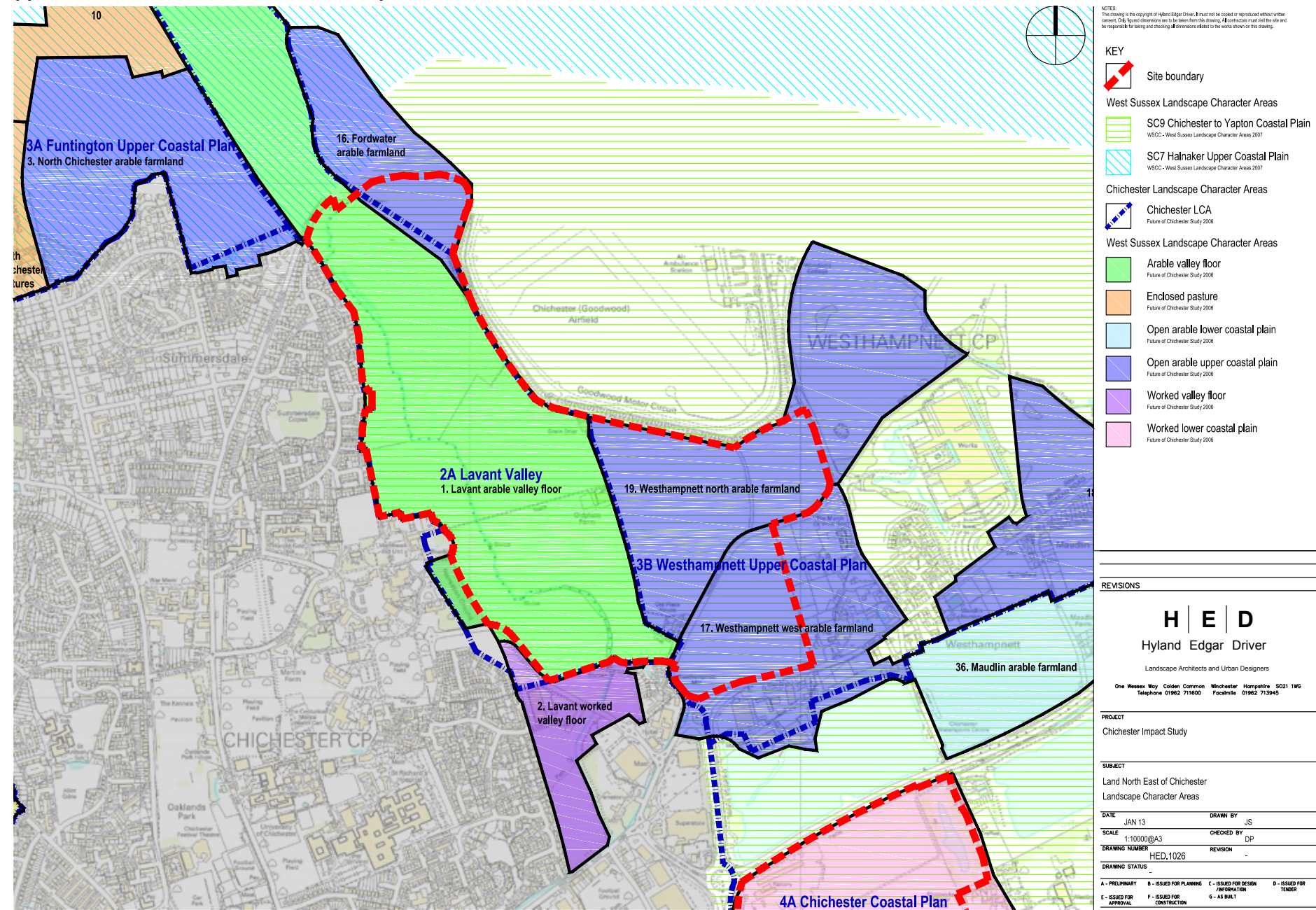
# Appendices

## Appendix 1 - East of Chichester : Land based policy & designations



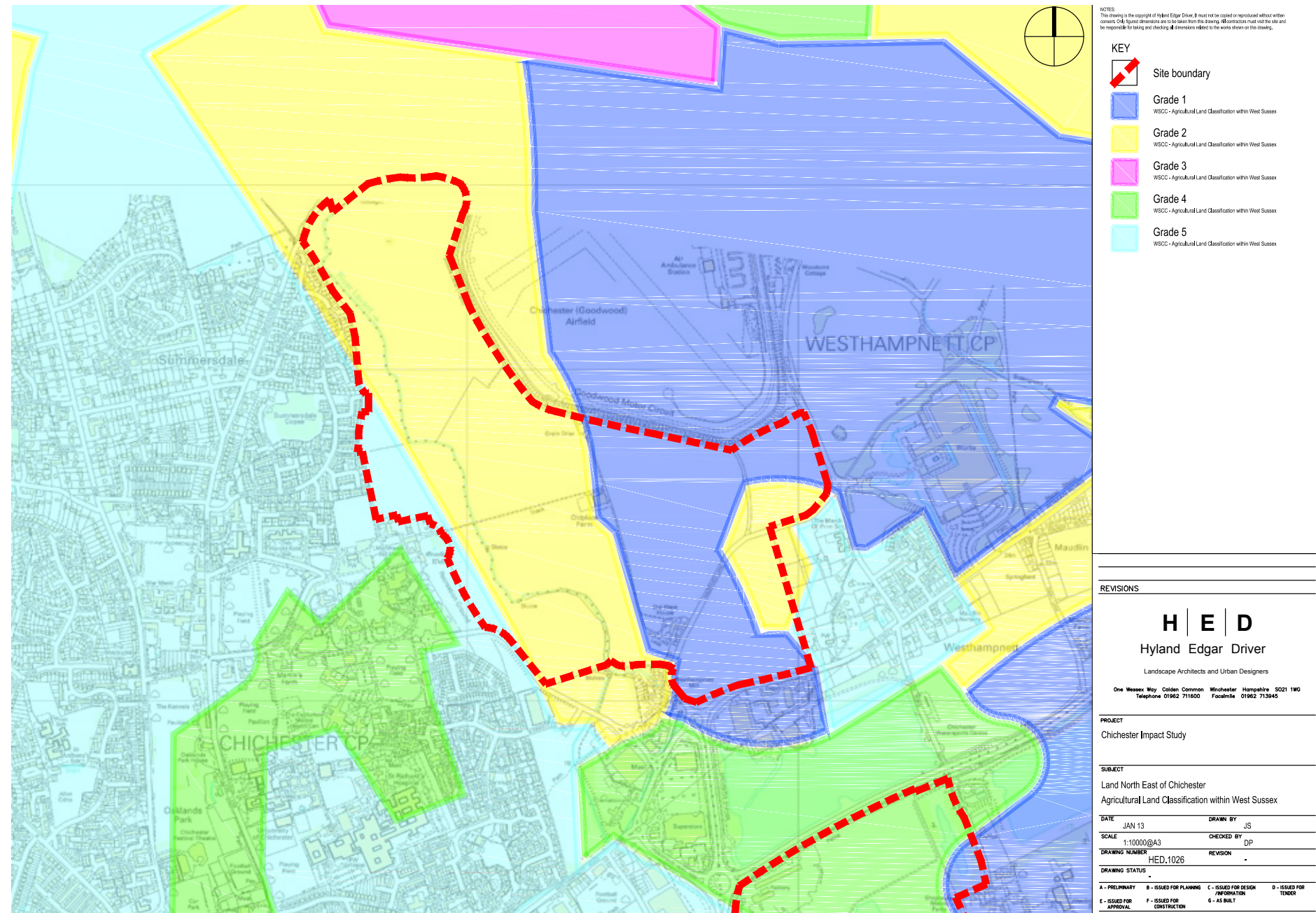
Appendices

Appendix 2 - East of Chichester : Landscape character areas



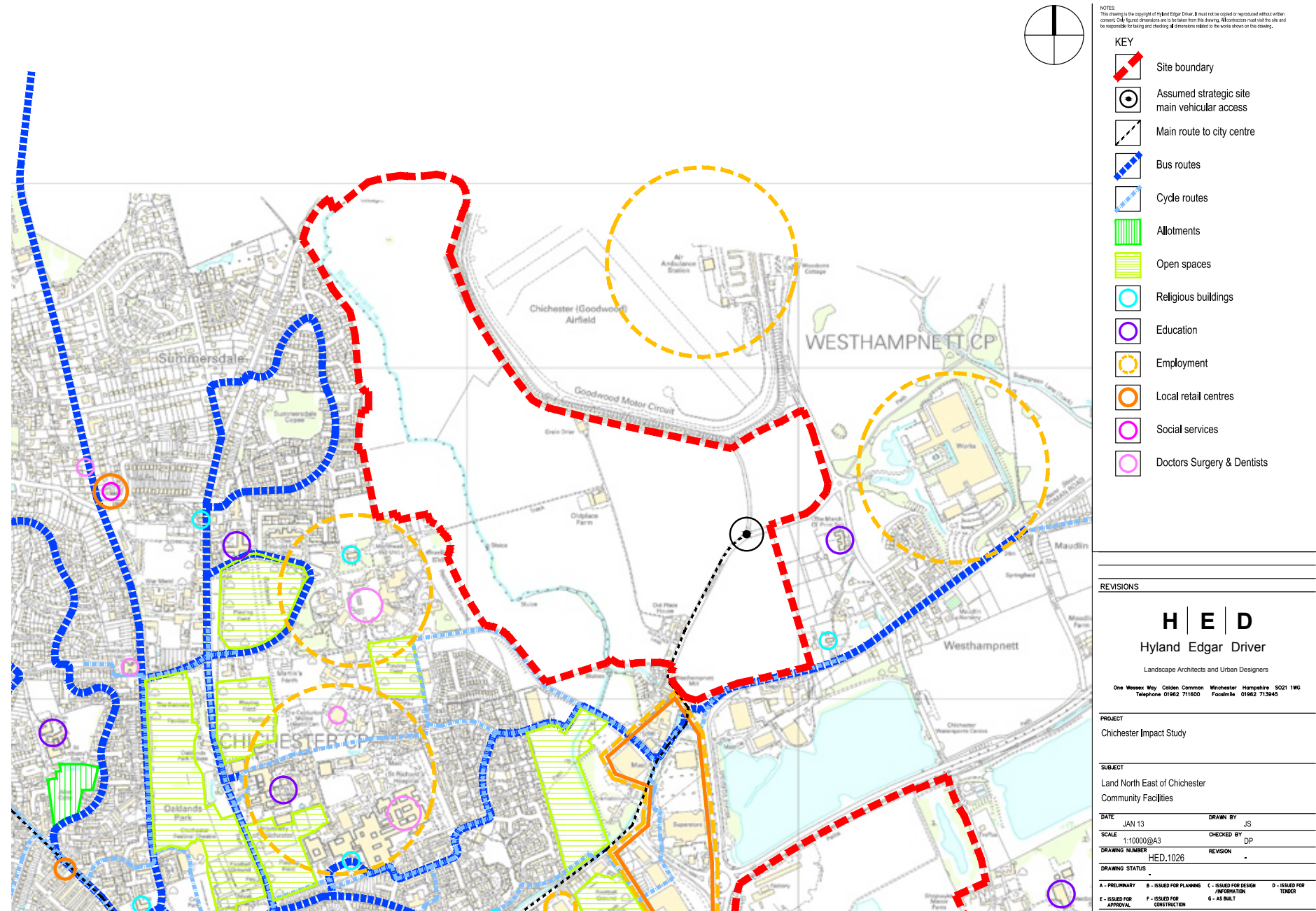
# Appendices

## Appendix 3 - East of Chichester : Agricultural Land Classification within West Sussex



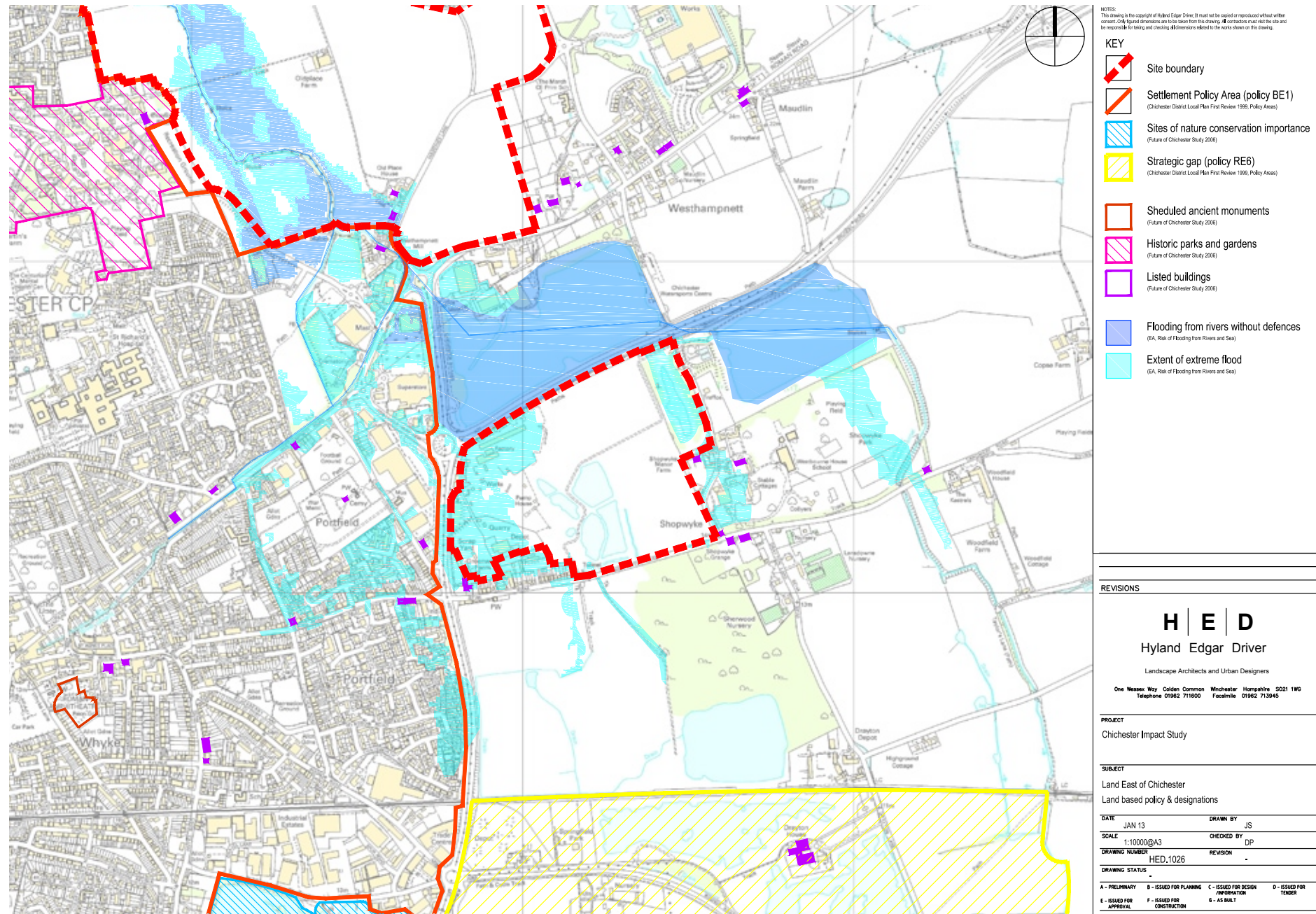
# Appendices

## Appendix 4 - East of Chichester : Community Facilities



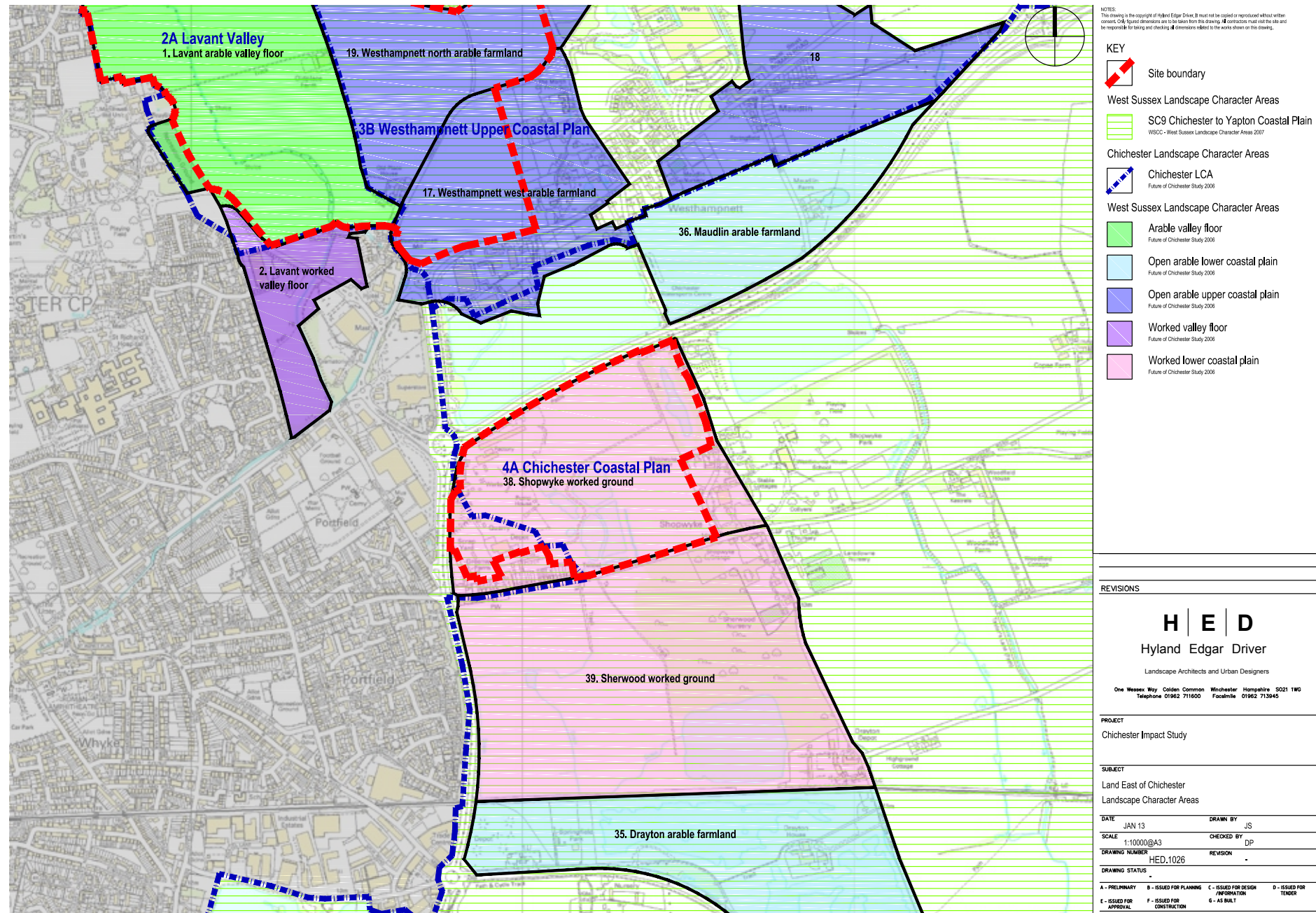
# Appendices

## Appendix 5 - Shopwyke : Land based policy & designations



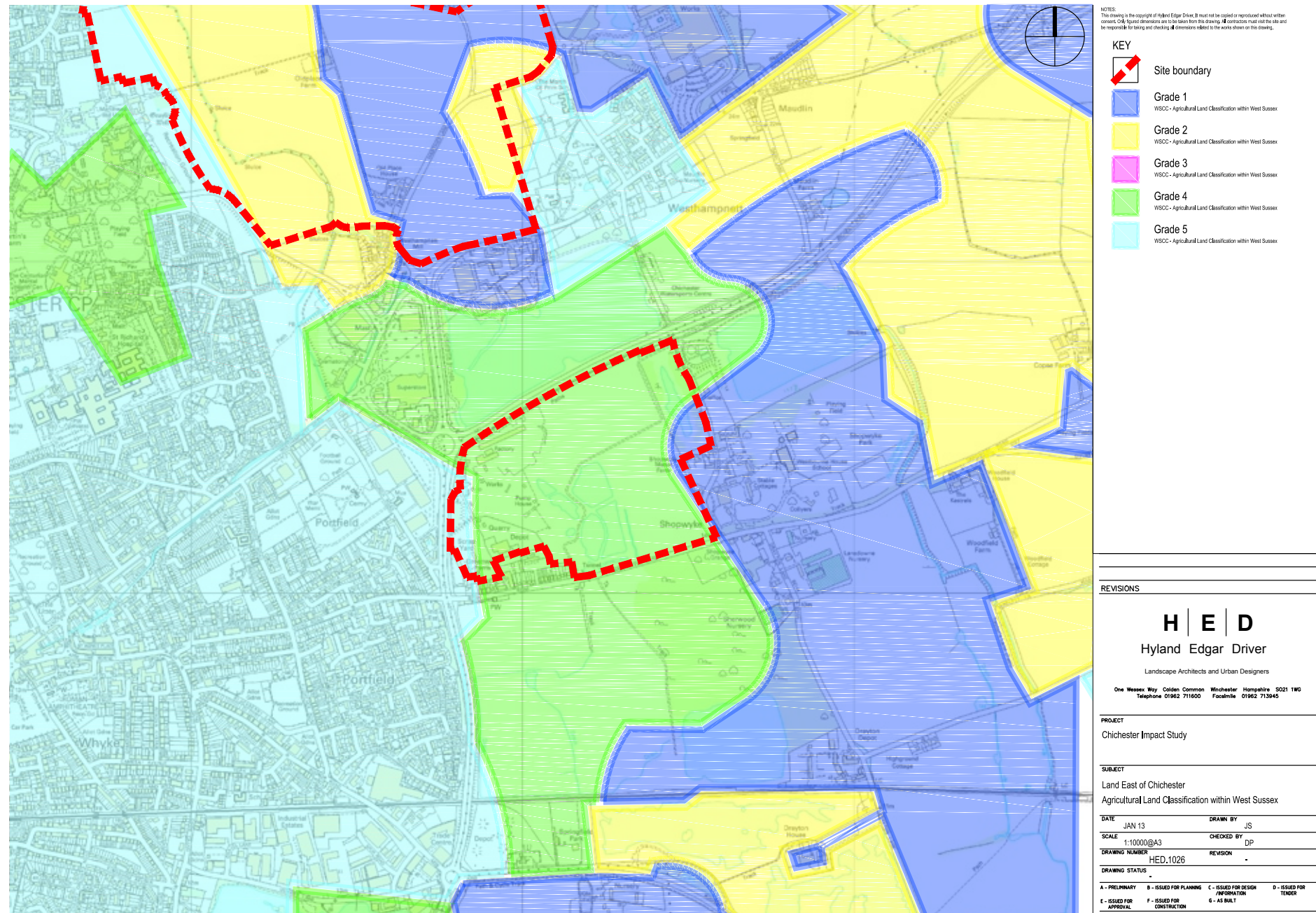
# Appendices

## Appendix 6 - Shopwyke : Landscape Character Areas



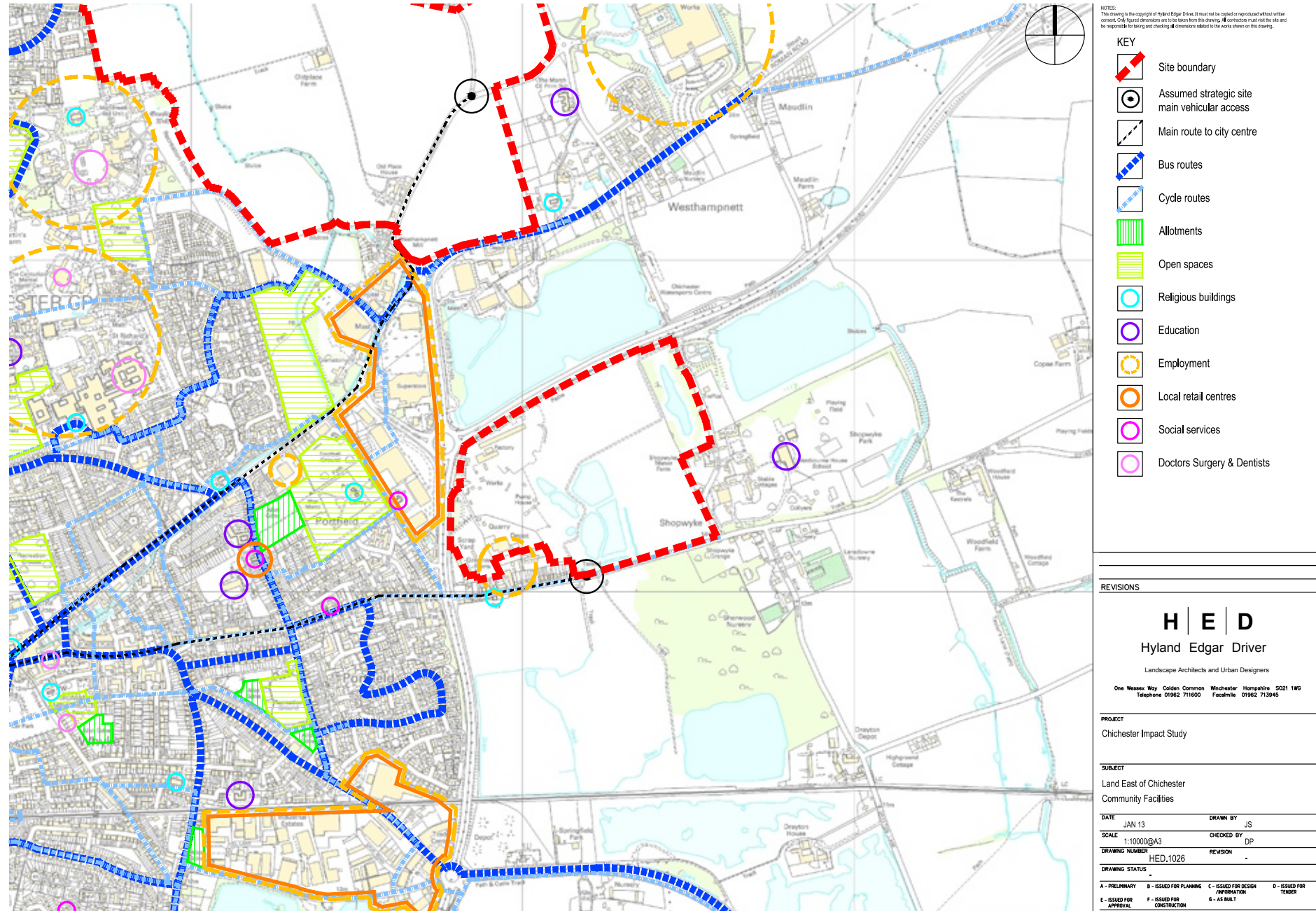
# Appendices

## Appendix 7 - Shopwyke : Agricultural Land Classification within West Sussex



# Appendices

## Appendix 8 - Shopwyke : Community Facilities

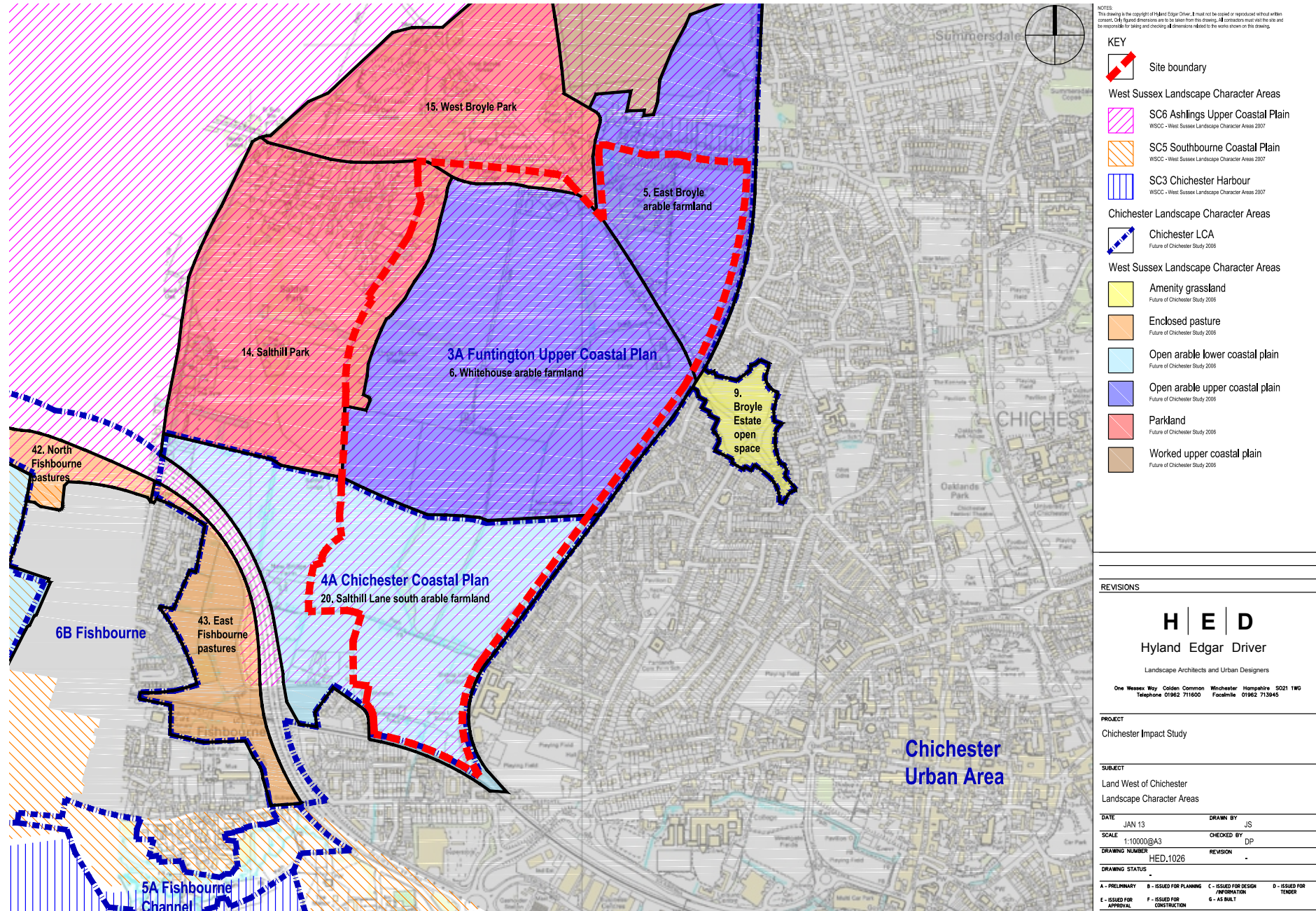


## Appendix 9 - West of Chichester : Land based policy & designations



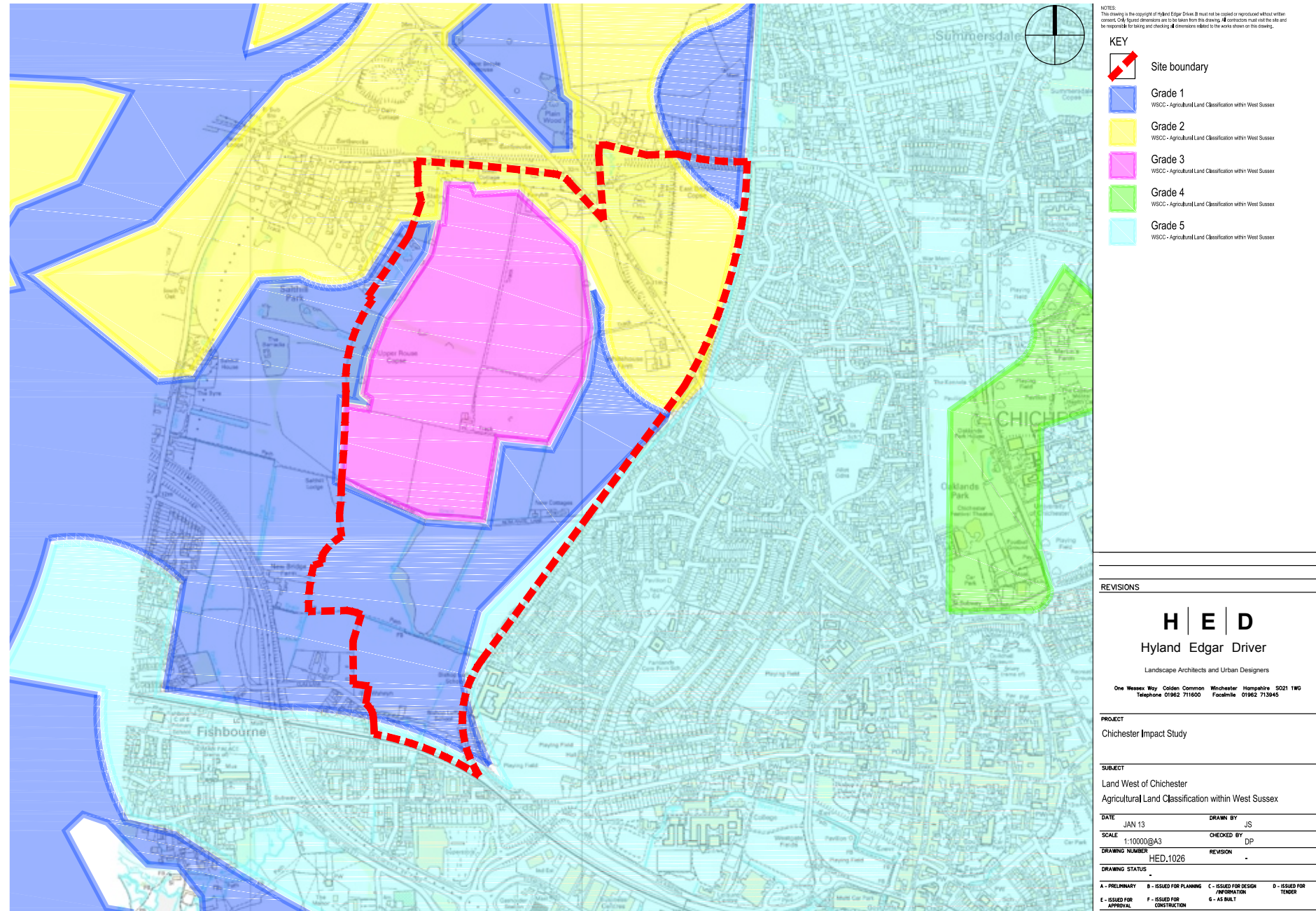
# Appendices

## Appendix 10 - West of Chichester : Landscape Character Areas



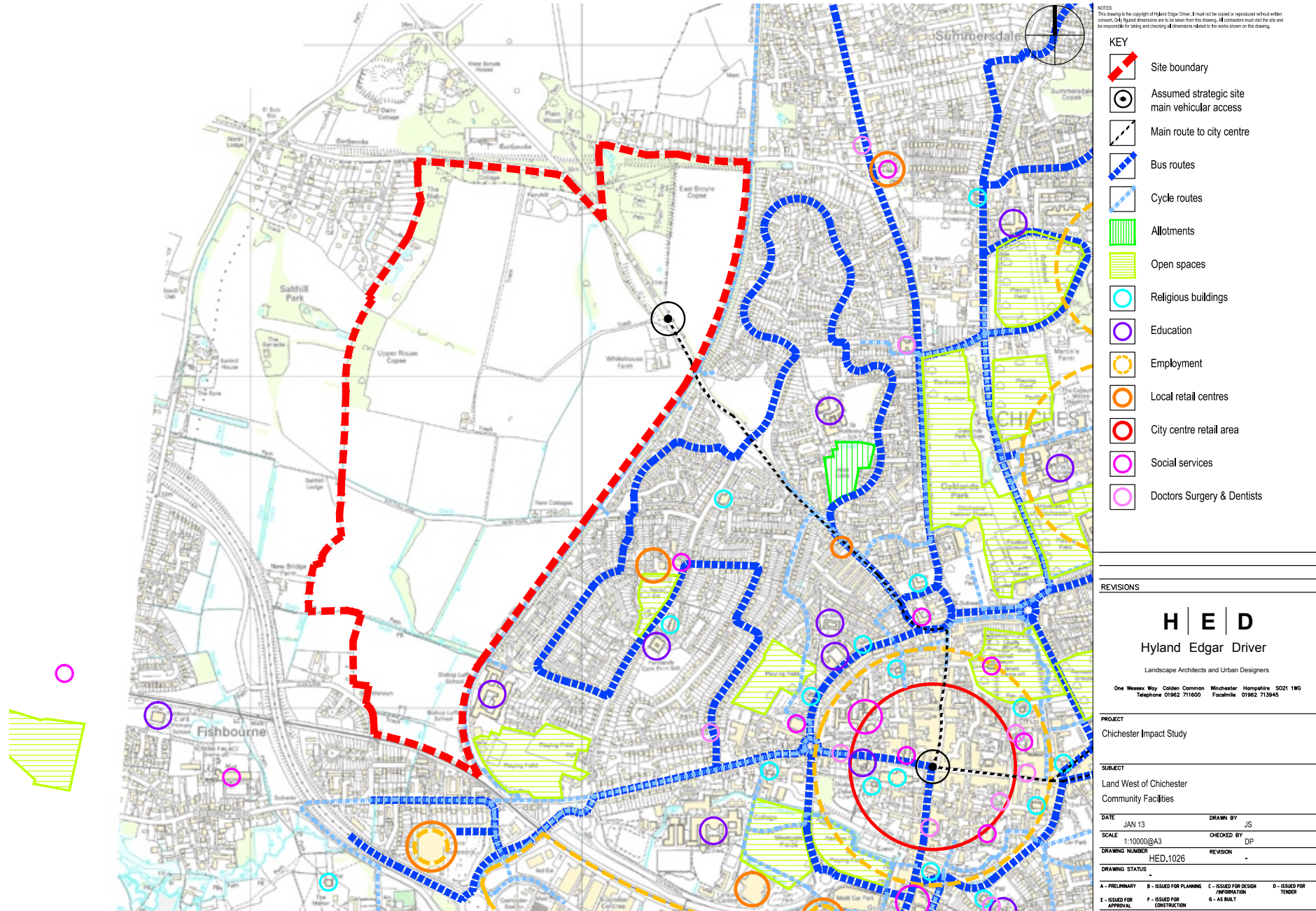
# Appendices

## Appendix 11 - West of Chichester : Agricultural Land Classification within West Sussex



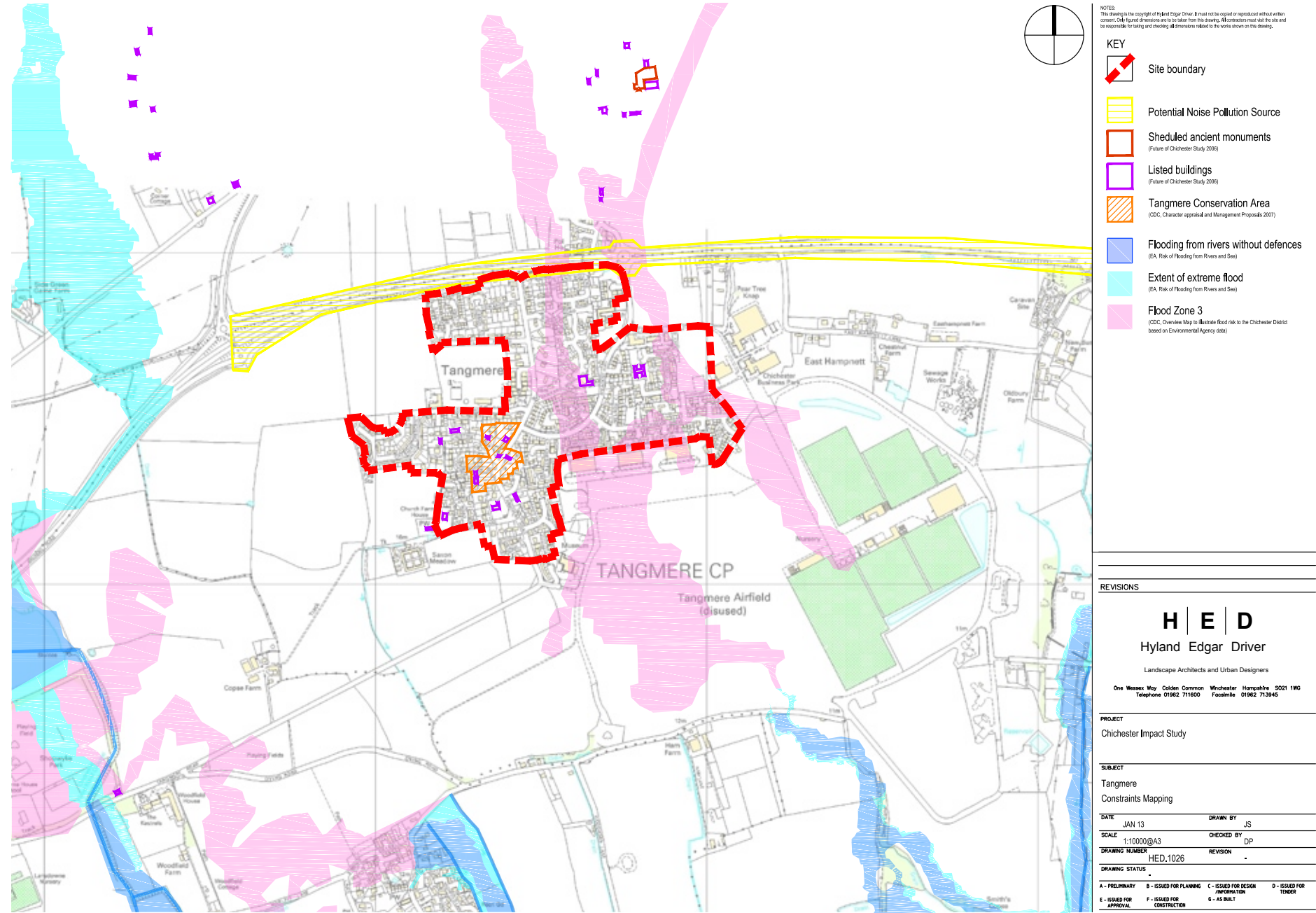
Appendices

Appendix 12 - West of Chichester : Community Facilities



# Appendices

## Appendix 13 - Tangmere : Constraints Mapping



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