



# Examination of the Basingstoke and Deane Local Plan (2011 to 2029)

## **STATEMENT OF COMMON GROUND**

between

Hampshire County Council Property Services and  
Basingstoke and Deane Borough Council  
(Landowners)

And

Basingstoke and Deane Borough Council (Local  
Planning Authority)

and Hampshire County Council Highways  
(Local Highways Authority) and Hampshire County  
Council Children's Services (Local Education  
Authority)

Local Plan Policy: SS3.10  
August 2015

## **Appendices**

Appendix 1: Draft Inset Map

Appendix 2: Draft Constraints Map

## **1. Introduction**

- 1.1 The purpose of this Statement of Common Ground is to identify key areas of agreement and disagreement between Basingstoke & Deane Borough Council and Hampshire County Council as joint landowners (together being described as "the Landowners" in this Statement of Common Ground) of the SS3.10 allocation (described as "Manydown site/Allocation" in this Statement) and the Local Planning Authority (LPA), in advance of the Local Plan being considered at an Examination in Public. The key areas of agreement/disagreement are highlighted in the boxes after each section. The statement also provides some information on the overall vision for development at Manydown, the rationale behind the proposed inset maps, and demonstrates how the criteria in the policies can deliver high quality, sustainable development.
- 1.2 Where relevant, Hampshire County Council Highways (Local Highways Authority, LHA) and Hampshire County Council Children's Services (Local Education Authority, LEA) have entered into parts of this agreement. The sections of this document that they are signed up to are recorded in the boxes after each section.
- 1.3 Through this document a number of changes are proposed to the emerging Local Plan policy and the supporting text. Where changes are proposed, the new text is underlined and the old text is ~~struck through~~.

## **2. Site Information**

- 2.1 The Landowners (who have a long leasehold interest), together with the Manydown Company Ltd who own a freehold interest, jointly control c.800ha of land west of Basingstoke (described as the "wider site/wider site in the Landowners control" in this Statement) outlined in red in Figure 1.
- 2.2 The Worting Estate and adjacent land (shaded in dark red and annotated as Parcels 3A, 3B and 3C in Figure 1) is in third party ownership.
- 2.3 The wider site is bordered by the A339 Kingsclere Road to the northeast, the settlements of Wootton St Lawrence and Oakley to the northwest and west respectively, Roman Road and Winklebury in the east, and open countryside to the south and southwest. Pack Lane and Worting Road bisect the Allocation from east to west and the railway line also cuts across in a north-easterly direction towards Basingstoke station. The Allocation includes Worting and the areas shaded light red annotated as Parcels 1-6A in Figure 1. In addition, SS3.10 includes policy for the covenanted land to the north earmarked for a Country Park (shaded light green in Figure 1).

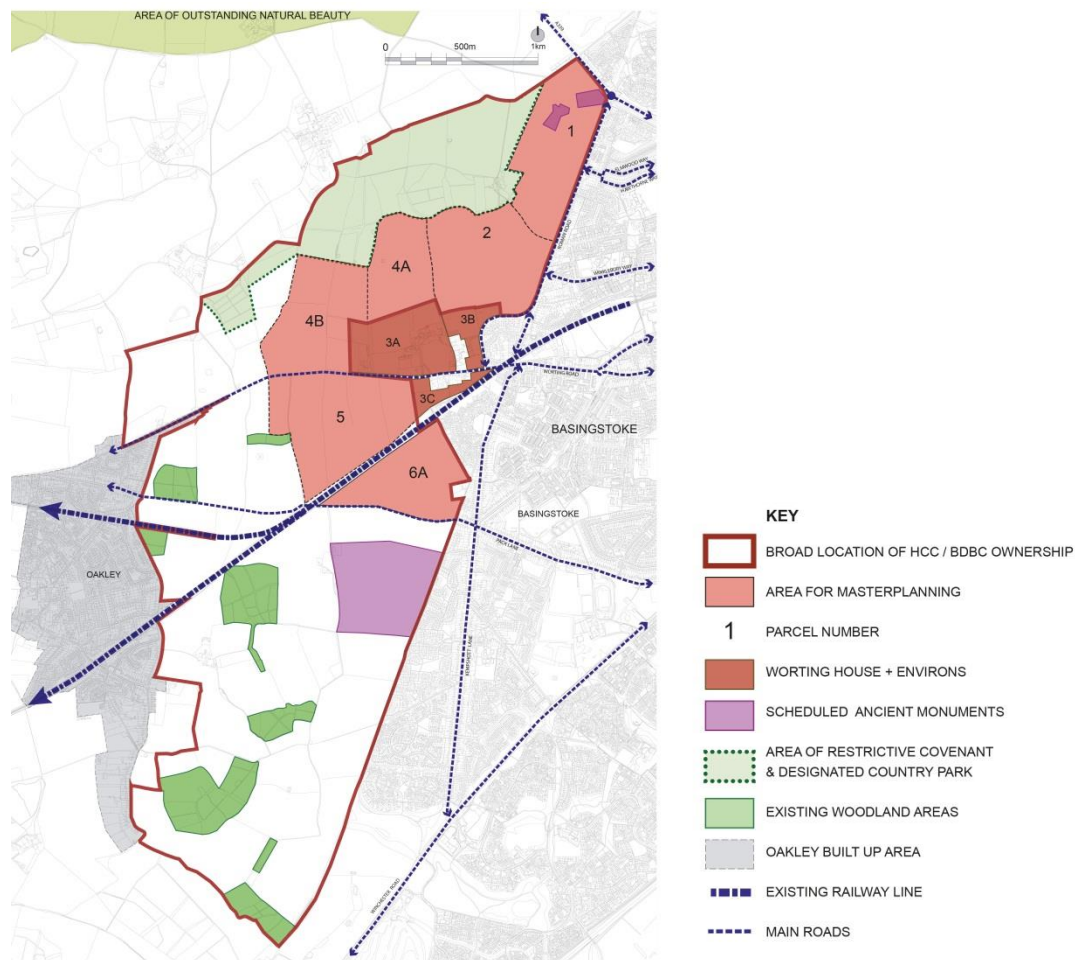


Figure 1: Land in control of the Landowners and phases of development in allocated land.

- 2.4 The North Wessex Downs Area of Outstanding Natural Beauty (AONB) is located 1km northwest of the site and there are views outwards over the Manydown site from surrounding settlements.
- 2.5 Scheduled Monuments are located at Catern Crossroads (crop marks) and White Barrow (undated ring ditches) in the north eastern corner of the Manydown site (in parcel 1). The Worting Conservation Area (including a number of listed buildings) borders Parcels 2 and 4A. In addition, the settlement of Wootton St Lawrence to the north contains listed buildings with views towards the Manydown site.
- 2.6 Worting Road and Pack Lane provide connections into the west of Basingstoke and the wider area.
- 2.7 The site is closely related to existing residential areas in west Basingstoke. Winklebury and Buckskin, which lie to the north of the railway line, face outwards onto the proposed allocation, whilst the area of Kempshott to the south of the railway line has properties facing away. Ensuring that new services and facilities provided within the Allocation complement existing offers in the surrounding areas will also be important, as will be the need

to preserve the character of neighbouring areas including Wootton St Lawrence, Worthing and Oakley.

- 2.8 The wider site in the Landowners control has the potential to accommodate development in the longer term, beyond the plan period. However, this would need to be considered through future Local Plans and require additional technical assessment of some strategic constraints, including the Battledown Scheduled Monument and the ecological resource of rare arable plants.

### **3. Availability and timetable for delivery of the Manydown Site**

- 3.1 As set out in the preceding section, the Landowners have control to enable delivery and have confirmed that the site is available for development.
- 3.2 The LPA's suggested delivery timescales for the site, as set out in the Updated Housing Land Supply Statement (August 2015) have been agreed by the Landowners.
- 3.3 Delivery rates have been informed by a study by Aecom and HDH Planning and Development that explored deliverability (including the market capacity of the area and the factors influencing housing supply for large scale developments), with a view to informing a realistic build-out programme for Manydown. This analysis found that development of 3,400 dwellings across the Allocation could be delivered during the plan period recognising that this is an aggregated situation and actual completions will vary from year to year, based on economic circumstances. This study will be appended to the joint Landowners' hearing statement for Manydown in response to the Inspector's issues and questions.
- 3.4 The following table has therefore been agreed between the LPA and the Landowners. The numbers set out in the table below include market and affordable housing together with PRS and sheltered housing (within Class C3 of the Use Classes Order 1987 (as amended)).

	Units per year	Total
2015/16	0	0
2016/17	0	0
2017/18	50	50
2018/19	200	250
2019/20	300	550
2020/21	300	850
2021/22	320	1170
2022/23	320	1490
2023/24	320	1810
2024/25	320	2130
2025/26	320	2450
2026/27	320	2770
2027/28	320	3090
2028/29	310	3400

3.5 The Manydown site is both deliverable and developable for the purposes of the NPPF.

- It is common ground between the Landowners and the LPA that the Allocation is available and suitable for development, and can be delivered within the plan period (in broad accordance with the above agreed timetable).

#### 4. Capacity of the Allocation for housing and infrastructure

- 4.1 The LPA's site assessments (HO/05 – volume 2), and early masterplanning work undertaken by the Landowners (set out in the URS Draft Local Plan Submission Document, June 2014)<sup>1</sup> has identified that 3,400 dwellings can be accommodated on the site with the necessary on-site infrastructure.
- 4.2 The Landowners' document submitted alongside their representations includes an illustrative masterplan, in Figure 7. The document helps to explain, at a high level, how the site's opportunities and constraints have been understood, and how they may relate to the future form of development during the plan period. The document also provides an indicative land use schedule for the emerging masterplan demonstrating,

<sup>1</sup> URS Draft Local Plan Submission Document, June 2014. Appended to HCC Revised Pre-Submission Local Plan representations and available on the Consultation Portal at: <http://basingstoke-consult.limehouse.co.uk/file/3017523>

at a high level, that there would be sufficient capacity to accommodate the dwellings and the essential pieces of infrastructure within the site.

- It is common ground between the Landowners and the LPA that the Allocation could accommodate 3,400 dwellings and the necessary on-site infrastructure in an acceptable manner.

## 5. Vision for Manydown

- 5.1 Given the scale and importance of Manydown to the borough's future and growing population, Beyond Green was appointed to produce a vision for Manydown (Examination library ref PS/02/04). The vision document was presented to Basingstoke and Deane's Manydown Overview and Scrutiny Committee on 24 March 2014 and approved by Basingstoke and Deane's Manydown Executive Committee at its meeting on 8 April 2014. The vision has been prepared for the Landowners alongside the masterplanning to feed into the Local Plan process.
- 5.2 The vision will be enhanced and refined through the community engagement that the Landowners will undertake prior to the submission of any planning application.
- 5.3 Based upon the vision, the LPA and the Landowners would suggest that the following text be inserted in the Local Plan alongside the inset map to provide an introduction to the Allocation.

(Insert before Policy SS3.10)

'Manydown will deliver a high quality, sustainable new development of approximately 3,400 new homes in this plan period.

The proposals will be designed sensitively to respond to the site's opportunities and constraints, in particular its landscape context, heritage assets, and relationship with existing communities. The details will be worked up through extensive engagement with the local community and deliver a range of amenities to new and existing residents alike. The wider Manydown site offers longer term potential for further development.

- The proposed additional supporting text is common ground between the Landowners and the LPA.

## 6. Inset Map

- 6.1 At the exploratory meeting on 11 December 2014, the Inspector indicated that he would like to see further detail on the strategic sites, and suggested that an inset map should be agreed through the hearings.

- 6.2 To assist the Inspector at the examination, a draft inset map has been agreed through discussion between the Landowners, the LPA including internal consultees, the Local Highway Authority, and Local Education Authority. The inset map is attached as appendix 1.
- 6.3 Whilst recognising that further information will become available through the detailed design process, the draft inset map identifies the general location of the principal accesses and key on-site infrastructure., The following key features are shown for the area:
- Indicative locations of principal access points
  - Development area and country park
  - Three local centres (in indicative locations to maximise catchments)
  - Illustrative location of secondary school
  - Two primary schools: one in the north, and the other in the south of the development.
  - Land safeguarded for development road to cross the railway
  - Pedestrian and cycle links to/from Winklebury and surrounding communities, and pedestrian and cycling corridors
- 6.4 Details of phasing will be confirmed by the landowner.
- 6.5 The LPA has also produced a draft constraints map showing the key natural environment and heritage assets. Although it is recognised that there are other constraints that will need to be taken into account when detailing the proposals, these would have less of an impact upon the high level masterplan (for example, protection of individual trees). These matters are covered by policies in the emerging Local Plan and the detailed design response will be considered through the Development Management process.

- The draft inset map is common ground between the LPA, the LHA, and the LEA, and the landowners.
- The draft constraints map is recognised by the landowners.

## **7. Text of Policy SS3.10**

- 7.1 Unless otherwise stated below, the criteria in Policy SS3.10 have been agreed by the landowner. This section focuses on those criteria where:
- there is a difference in view between the Landowners and the LPA, LHA or LEA; or
  - further explanation is provided to demonstrate how the policy criteria would be satisfied (particularly in relation to issues which have been raised during the consultations).
- 7.2 This section refers to a number of technical studies that the Landowners have undertaken, some of which are new and some of which have been submitted during previous rounds of consultation.

7.3 It should be noted that even though there are comments on some of the policy criteria in the URS Manydown: Draft Local Plan Submission document, these were recommended representations from the Landowner's appointed consultant and have been superseded by the representations made by the Landowners in response to consultation on the Local Plan. These are publicly available. This statement consolidates the areas of uncommon ground between the Landowners and the Local Authorities.

### **Gypsies and Travellers (criterion b)**

7.4 Criterion b is not agreed, and the Landowners have suggested the deletion of the requirement to provide accommodation for 'Gypsies, Travellers and Travelling Showpeople in the borough, such needs being identified in the council's Gypsy and Traveller Accommodation Assessment (and any updates)'.

7.5 The council considers that this approach provides a flexible framework to meet the needs of relevant communities through the Development Management process, taking account of the needs identified at that time.

7.6 The Landowners consider that the requirement presents difficulties for masterplanning, and is not justified (in accordance with previous representations).

- The requirement for gypsy and traveller sites in criterion b) is not agreed between the landowner and the LPA.
- Other elements of the criterion relating to a mix of units and the provision of self-build properties are supported by the Landowners.

### **Community facilities (criterion c)**

7.7 The initial masterplanning identifies the indicative location of three centres<sup>2</sup> across the Allocation. At this stage, the scale of these centres is undefined and their location is only indicative, as further work needs to be undertaken. This will enable the impacts of the centres to be fully understood; not just in terms of their additional massing, scale, and traffic movements, but also in terms of how they would integrate with the existing community infrastructure in surrounding communities. Policy EP3 makes further provisions for new local and district centres<sup>3</sup> to come forward as

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<sup>2</sup> Local centres are defined in the Local Plan glossary as follows: include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include a small supermarket, newsagent, sub-post office and a pharmacy. In rural areas, large villages may perform the role of a local centre.

<sup>3</sup> District centres are defined in the Local Plan glossary as: usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.

part of larger developments set out in Policy SS3, where they are suitable in scale to the level of growth proposed.

- 7.8 Basingstoke and Deane Borough Council is developing a Community Investment Plan which will, as part of its remit, consider how the proposed development at Manydown connects with the west of Basingstoke. As part of this, the council is considering how Manydown integrates with neighbouring areas, including through the provision of infrastructure. The project focuses on engagement with existing local residents and partner service providers to ensure a joined-up approach to maximise benefits.
- 7.9 This work will refine the specific community infrastructure requirements for the development. Those that are currently anticipated are set out in the Council's Infrastructure Delivery Plan.

- It is common ground between the Landowners and the LPA that the policy provides an adequate framework to ensure infrastructure delivery.

#### **Education (criterion d)**

- 7.10 Hampshire County Council, as the Local Education Authority (LEA), has requested that land should be provided for the phased delivery a 12FE secondary school, and will be seeking contributions towards the provision of five forms of entry to mitigate the additional pupils generated by the development proposed in the submission Local Plan. The Landowners have agreed to provide contributions towards the school to enable the first phase of delivery and to safeguard the additional land for this use.
- 7.11 Two primary schools are required to serve the development. The delivery of these will be phased with the residential development and masterplanned to create sustainable communities.
- 7.12 Schools should be within reasonable walking distance of the homes of all pupils within the area to be served by the school, with safe routes for journeys on foot or bicycle and related to public transport. Wherever possible, schools should be located in proximity to local shops and other community facilities, as part of a focus for new development. It is agreed that discussions on the location of the school sites should take place with all stakeholders at the earliest opportunity.

- It is common ground between the LPA, the LEA and the Landowners, that primary and secondary education should be provided in accordance with the details set out above.

#### **Green infrastructure (criterion e)**

- It is common ground between the Landowners and the LPA that green

infrastructure will be provided in accordance with Basingstoke and Deane Borough Council's adopted standards.

### **Country Park (criterion f)**

7.13 The criterion requires the development to 'make provision for a country park', which would meet a borough-wide need. The laying out of the country park is expected to be funded through the Community Infrastructure Levy and included on the Council's Regulation 123 List.

7.14 As well as providing land for the provision of the Country Park, the Landowners will deliver connections to the Country Park through the Manydown site and provide suitable access points.

- It is common ground between the Landowners and the LPA that land for the Country Park can be safeguarded and the country park can be delivered utilising Community Infrastructure Levy receipts

### **Landscape character (criterion g)**

7.15 This criterion provides a framework to ensure the development will respond to landscape considerations. A detailed Landscape and Visual Impact Assessment will be submitted with any future planning application to demonstrate how the proposals would respond to the characteristics and sensitivities of the landscape. This will inform judgements about the precise location of development and its height and intensity to ensure it responds, for example, to the topography of the site and vegetation, to reduce any visual impacts.

- It is common ground between the Landowners and the LPA that the criterion provides an appropriate framework to ensure development will sensitively respond to the landscape and prevent visual intrusion.

### **Heritage (criteria h and j)**

7.16 Criterion (h) sets a framework for heritage conservation. Whilst the land within the Conservation Area is in third party ownership, the significance and setting of Worting Conservation Area and the listed buildings will need to be taken into account as part of masterplanning the wider area.

7.17 Catern Crossroads and White Barrow are sub-surface Scheduled Monuments at the northern gateway to Manydown, with cropmarks indicating signs of enclosure and other associated uses. In addition, there are 33 non-designated sites of archaeological interest within the Allocation boundary.

- 7.18 The exact areas suitable for development will be subject to further detailed assessment, particularly of the location, survival and significance of the archaeological remains on the site. Where preservation in situ is not possible or desirable, a programme of archaeological investigation, excavation and recording will be agreed with the responsible authority in accordance with submitted Policy EM11.
- 7.19 The Landowners had previously objected to the inclusion and wording of clause (j) on the grounds that Policy EM11 is a suitable policy to address archaeological remains. The LPA considers that the policy is justified given the presence of Scheduled Monuments on the site.

- It is common ground between the Landowners and the LPA that the criteria provided in criterion (h) is an appropriate framework to ensure development will sensitively respond to the historic environment.
- The policy requirement in criteria (J) guiding the treatment of archaeological remains is not common ground between the LPA and the Landowners.

### **Coalescence (criterion i)**

- 7.20 The first part of criterion i) (as submitted) seeks to retain the separate identity and character of Worting and Wootton St Lawrence, and restrict coalescence between these villages and new development.
- 7.21 Wootton St Lawrence is a rural hamlet, located immediately to the north-west of the allocation. It would be separated from the built form of Manydown by the proposed country park. The village has a rural setting and character, and the Landowners support the requirements of the policy.
- 7.22 In terms of Worting, whilst the Landowners support the objective of protecting the identity and character of the settlement, they have objected to the policy requirement restricting coalescence. The LPA is of the view that this part of the policy is important for ensuring the maintenance of a physical separation between the village and the new settlement. The Landowners, however, suggest that, by its nature, this policy will not be effective because Manydown will wrap around the north, west and south of the village.
- 7.23 The second part of the policy seeks to retain the separate identity and character of Winklebury (the residential area immediately to the east of the Allocation). Whilst it is desirable for neighbourhoods in Basingstoke to have clearly identifiable characters, the areas should still be closely physically integrated and well connected. Further work on this relationship will take place during the latter part of 2015 and into 2016, as the Landowners work towards a planning application. The landowners propose the removal of 'including conserving the ancient boundary of the Roman Road as a green boundary' as it is too prescriptive and is premature prior to further masterplanning work and public consultations.

- It is common ground between the Landowners and LPA that the criteria should retain the separate identity and character of Winklebury, Worting and Wootton St Lawrence.
- It is common ground between the Landowners and LPA that the criteria restricting coalescence between the Allocation and Wootton St Lawrence shall be achieved through establishing the Country Park
- The policy requirement seeking to restrict coalescence between Worting and Manydown is not common ground between the LPA and the landowner.
- The policy requirement to conserve the ancient boundary of the Roman Road as a green boundary is not common ground between the LPA and the Landowners.

### Highways (criteria l, m, n and o)

- 7.24 The Council's Transport Assessment demonstrates that development traffic can be accommodated on the local highways network with mitigation measures. The Local Highways Authority (LHA) has, however, raised concerns about the deliverability of improvements to the Fiveways junction (junction of Pack Lane, Buckskin Lane and Old Kempshott Lane) necessary to delivery Parcel 6a.
- 7.25 Detailed work is currently being undertaken by the Landowners to consider this. It is anticipated that agreement can be reached on this matter and an update will be provided to inform the examination hearings.
- 7.26 In terms of the policy, criterion m) sets a requirement for a road to run through the housing area linking the A339 (in the north) to the B3400 (in the south), and then providing connections onwards to the south. A distributor road is shown on the Landowner's illustrative masterplan. Its precise form and character will be determined through more detailed masterplanning but it is envisaged that it will have frontage development in a form which does not compromise the movement function of the road.
- 7.27 On a more strategic level, further work is being undertaken by BDBC/HCC/Enterprise M3 Local Enterprise Partnership (LEP) using CLG funds to consider in more detail the transport-related issues associated with development to the west of Basingstoke in the longer term.
- 7.28 Criterion n) requires masterplanning to have regard to the potential future requirement for a western bypass, but a bypass does not form part of the Local Plan. A broad area of land is identified on the inset map to be safeguarded from development to enable connections across the railway line if required.
- 7.29 Any planning application will be supported by a detailed Transport Assessment including Travel Plans. This will enable safe, healthy and

sustainable routes to the school for all, and should in turn result in minimal car borne journeys and reduced congestion within the school vicinity.

- At this time, there is insufficient information to satisfy the LHA that Parcel 6A can be brought forward for development. However, it is the LPA's view that the solution identified in the borough-wide Transport Assessment will be sufficient to serve the site.
- It is common ground between the LPA, LHA and the Landowners that the impact of the development on the wider highways network can be mitigated.
- It is common ground between the LPA, LHA and the Landowners that a distributor road will be provided through the site, and that land will be safeguarded to enable connectivity across the railway line if required beyond the Plan period.

### **Sewerage (criterion s)**

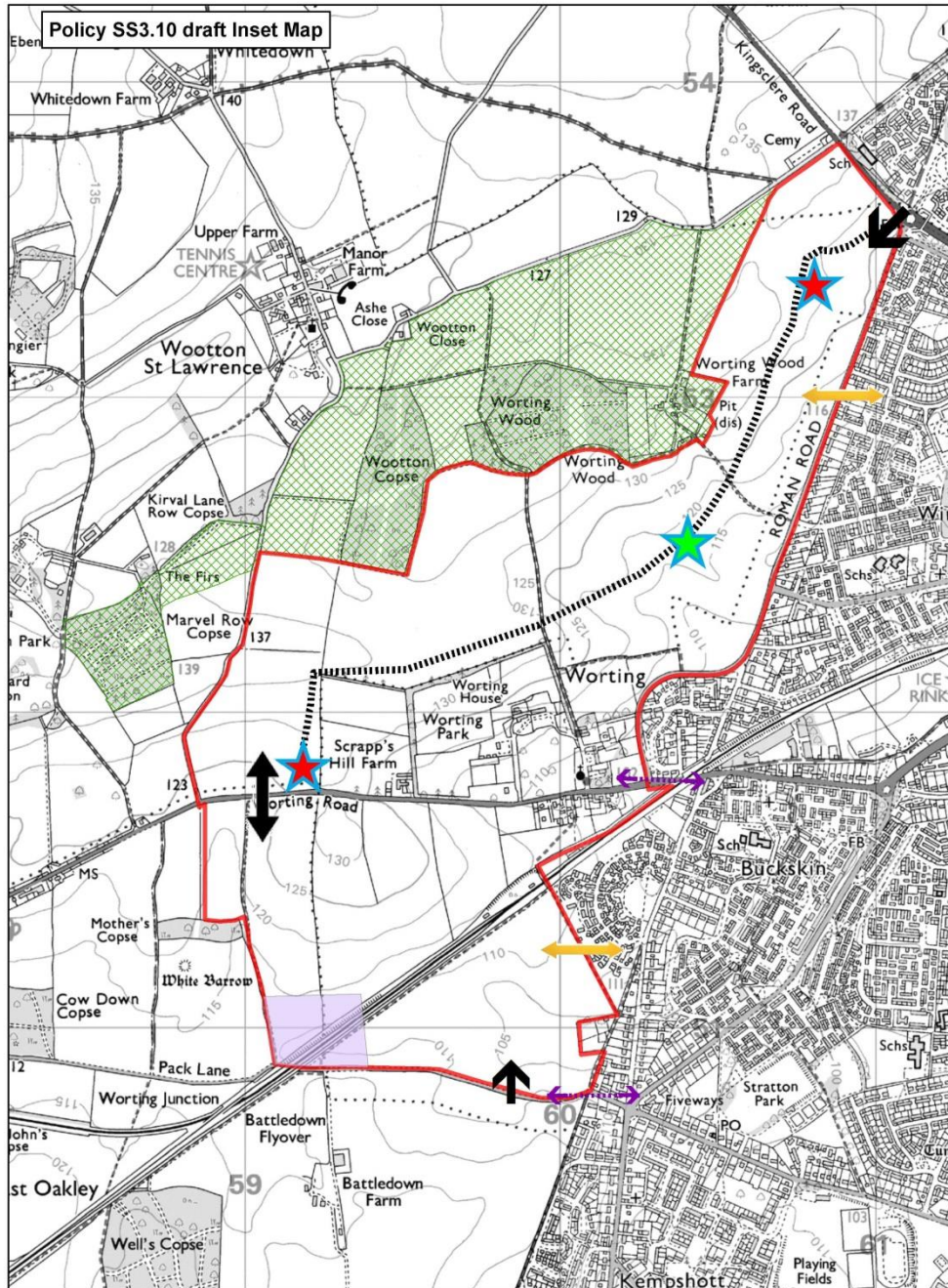
- 7.30 It is common ground that sewerage capacity and infrastructure does not provide a constraint to development.
- 7.31 The Council's Water Cycle Study, Statement of Common Ground (SoCG) with the Environment Agency and Thames Water, and the representations submitted by the Environment Agency and Thames Water in response to the emerging plan demonstrate that there is sufficient capacity at the Basingstoke Sewage Treatment Works to accommodate all the development proposed in the plan period, including the 3,400 dwellings at Manydown.
- 7.32 The Landowners have identified three principal options for treating wastewater from the site:
- Land reserved for an on-site wastewater treatment works. This would indicatively be located to the west of the developable area in land proposed as Strategic Gap by emerging Local Plan Policy EM2. The Landowners have raised a separate objection to this policy, raising concerns that submission Policy EM2 would restrict delivery of wider infrastructure that would support the development of the first phase of Manydown. The LPA consider that this would not be the case and that this policy is sufficiently flexible;
  - The provision of on-site foul pumping stations to convey discharge to the Basingstoke STW or;
  - The provision of on-site foul pumping stations to convey discharge to the Ivy Down Lane STW (north-west of Oakley).
- 7.33 These options could be utilised in combination to provide a phased approach, with earlier phases being served by new infrastructure connecting to existing wastewater treatment works.
- 7.34 A full Utilities Assessment will be provided with the planning applications to identify the other improvements required to the drainage network. The

Landowners will work with the Water Companies to ensure these are provided, and it would not be unusual for planning consent to be granted subject to Grampian conditions.

- It is common ground between the LPA and the landowner that sewerage capacity and infrastructure does not provide a constraint to development.

# Appendix 1

NOT TO SCALE: FOR ILLUSTRATIVE PURPOSES ONLY

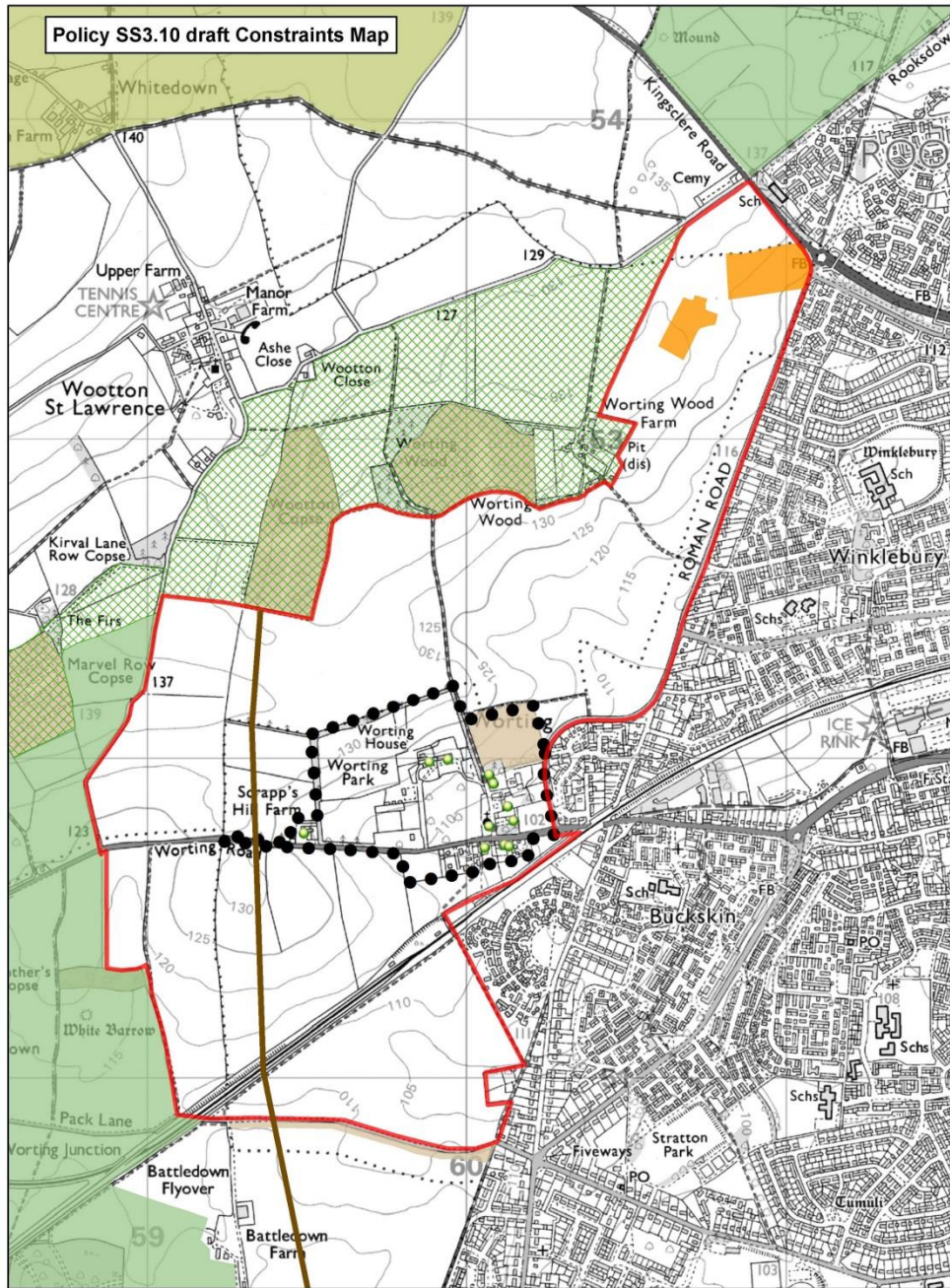


- Key**
- Site Allocation Boundary
  - Country Park
  - ↑ Principal Access
  - Potential Link Road Location
  - Land reserved for potential railway crossing
  - ★ Secondary School and Centre
  - ★ Primary School and Centre
  - ↔ Pedestrian and cycling corridors
  - ↔ Pedestrian and cycling links
  - Phasing to be confirmed

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# Appendix 2

NOT TO SCALE: FOR ILLUSTRATIVE PURPOSES ONLY



- Key**
- Site Allocation Boundary
  - Country Park
  - Listed Buildings
  - Proposed Strategic Gaps
  - Site of Importance for Nature Conservation
  - Area of Outstanding Natural Beauty

- Oil Pipeline
- ● Conservation Area

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