

PLANNING DEVELOPMENT CONTROL COMMITTEE

21 March 2011

Attendance

Councillors:

Johnston (Chairman) (P)

Evans (P)
Hutchinson (P)
Huxstep
Jefferies (P)

Lipscomb (P)
Mitchell (P)
Pearce (P)
Tait (P)

Deputy Members

Councillor Read (Standing Deputy for Councillor Huxstep)

Prior to the meeting of this Committee, the Head of Legal Services explained the format of the meeting. It was noted that the Committee and Havant's Development Management Committee would each separately open its own formal meeting to consider procedural items and then adjourn for informal discussions. Following these informal discussions, each Committee would formally reconvene to determine the applications submitted in respect of its own administrative area.

1. **PLANNING APPLICATION 10/02862/OUT (WCC – W19499/010) –
WEST OF WATERLOOVILLE DEVELOPMENTS LTD – NEWLANDS
PHASE 1 HAMPSHIRE GRAINGER DEVELOPMENT SITE, LAND
WEST OF LONDON ROAD, WATERLOOVILLE**

Proposal: Outline application for the development of approx 2,550 no. dwellings including the construction of a new access from Ladybridge Roundabout, Milk Lane and completion of Maurepas Way access, a local centre (comprising retail, community building, land for healthcare, land for elderly care) public house, land for 2 primary schools, land for a nursery, land for employment uses, associated amenity space along with substantial green infrastructure, SuDS, land for allotments, main pumping station, land for cemetery, restoration of River Wallington, together with landscape structure planting (Matters for Approval Access only). Full planning application for the development of Phase 1 comprising 194 no. dwellings, internal roads, garages, driveways, pathways, boundary treatment, substation, pedestrian/cycleways, including to Maurepas Way, associated parking spaces, flood attenuation ponds, temporary play provision, associated amenity space and hard and soft landscape works. Full planning for engineering operations associated with infrastructure requirements and service provision for the detailed Phase 1 application, the temporary closure of Havant footpath No.11 and Southwick and Widley footpath No.30 with suitable alternative route provided. (THIS APPLICATION MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY) *

(The meeting adjourned at 10.05 am for informal discussions to take place.

The meeting resumed at 3.49 pm)

The Committee considered:

- (A) the written report and recommendations of the Corporate Director (Operations) at Winchester City Council and the Executive Head of Planning Built Environment at Havant Borough Council;
- (B) the following issues and matters raised whilst the meeting was adjourned:
 - (1) a presentation from the applicant's representatives;
 - (2) the officers' presentation;
 - (3) additional information, including plans and elevations, circulated in an addendum prior to the meeting;
 - (4) Deputations from Councillor Lander-Brinkley (Denmead Parish Council), Councillor Stallard (Winchester City Council) and Councillor Phillips (Winchester City Council)
 - (5) questions raised by members of this Committee and members of Havant Borough Council's Development Management Committee in relation to this application and application APP/10/00828 submitted to Havant Borough Council as set out in the appendix to these minutes;
 - (6) a question raised by Councillor Mrs Blackett (Havant Borough Council) relating to the proposed access from Milk Lane; and
 - (7) A question raised by a member of the public relating to public access to the proposed play areas within the application site;
 - (8) the matters raised during a debate with members of Havant Borough Council's Development Management Committee over this and application APP/10/00610 as set out in the appendix to these minutes;
 - (9) The following additional conditions raised during the debate and by officers;
 - (a) Requiring details of play provision on "entrance land";

- (b) Requiring details of the height of soil storage;
- (c) Requiring additional planting details for links across the Blue Star site;
- (d) Removal of permitted development rights for phase 1 to include;
 - (i) Extensions
 - (ii) Roof alterations
 - (iii) Garden buildings
 - (iv) means of enclosure
- (e) Requiring the submission and approval of details of the energy strategy for the development;

to ensure that the development retains architectural integrity and protects the amenity and/or amenities of neighbouring properties/limited plot size.

RESOLVED that the Head of Planning Management, after consultation with the Chairman of this Committee, be authorised to grant permission for application 10/02882/OUT subject to:

- (A) the completion of legal agreements under Section 106 of the Town and Country Planning Act 1990 and other relevant legislation, incorporating the terms set out above in the report (subject to such changes as the Executive Head – Planning and Built Environment (Havant Borough Council) and the Head of Planning Management (Winchester City Council) may determine), such agreements to be to the satisfaction of the Head of Legal Services (Winchester City Council) and the Solicitor to the Council (Havant Borough Council);
- (B) the conditions heads listed in the report and the following condition heads; (subject to detailed wording and such changes as the Head of Planning Management (Winchester City Council) may determine.
 - (i) Requiring details of play provision on “entrance land”
 - (ii) Requiring details of the height of soil storage
 - (iii) Requiring additional planting details for links across the Blue Star site

- (iv) Removal of permitted development rights for phase 1 to include:
 - (i) Extensions
 - (ii) Roof alterations
 - (iii) Garden buildings
 - (iv) Means of enclosure
- (v) Requiring the submission and approval of details of the energy strategy for the development

to ensure that the development retains architectural integrity and protects the amenity and/or amenities of neighbouring properties/limited plot size.

- (C) An informative on the hours of construction work.
- (D) A decision of the Design Code being deferred to enable future discussions to take place and to give the developer time to respond to criticisms of the submitted code.

(The meeting commenced at 10.00 am and concluded at 3.50 pm)

APPENDIX

**HAVANT BOROUGH COUNCIL EXTRAORDINARY DEVELOPMENT MANAGEMENT
CONTROL COMMITTEE**

AND

WINCHESTER CITY COUNCIL PLANNING DEVELOPMENT CONTROL COMMITTEE

21 March 2011

INFORMAL DISCUSSIONS

Councillors' Attendance

Winchester City Council

Councillors:
Johnston (Chairman) (P)

Evans (P)	Lipscomb (P)
Hutchinson (P)	Mitchell (P)
Huxstep	Pearce (P)
Jefferies (P)	Tait (P)

Deputy Members

Councillor Read (Standing Deputy for Councillor Huxstep)

Havant Borough Council

Councillors:
Buckley (Chairman) (P)

Buckley (P)	Mrs Shimbart (P)
Gibb - Gray	J Smith (P)
Keast (P)	Wilson (P)

Deputy Members

Councillor Turner (Standing Deputy for Councillor Gibb - Gray)

Officers' Attendance:

Winchester City Council

Steve Tilbury – Corporate Director (Operations)
Howard Bone – Head of Legal Services
John Hearn – Urban Design Manager
Jill Lee – Principal Planning Officer
Nigel Green – Major Development Project Leader
Stuart Dunbar-Dempsey - Landscape Officer

Jacky Wilson – West of Waterlooville Implementation Officer
 Ian Elvin – Highways Engineer

Havant Borough Council

Julia Potter – Executive Head of Planning Built Environment
 Steve Weaver – Interim Development Services Manager
 Sally Smith – Senior Planner
 Shirley Shaw – Deputy to the Solicitor to the Council
 Julie Boschi – Senior Landscape Architect
 Dominic Thompson – Neighbourhoods and Housing Manager
 Adele Maher – Senior Urban Designs Manager
 Mark Gregory – Democratic Services Officer

Hampshire County Council

Steve Jenkins – Strategic Transport Group

1. **PLANNING APPLICATION 10/02862/OUT/W19499/01 (WCC) AND APP/10/00828 (HBC) – WEST OF WATERLOOVILLE DEVELOPMENTS LTD – NEWLANDS PHASE 1, HAMPSHIRE GRAINGER DEVELOPMENT SITE, LAND WEST OF LONDON ROAD, WATERLOOVILLE**

Proposal: Outline application for the development of approx 2,550 no. dwellings including the construction of a new access from Ladybridge Roundabout, Milk Lane and completion of Maurepas Way access, a local centre (comprising retail, community building, land for healthcare, land for elderly care) public house, land for 2 primary schools, land for a nursery, land for employment uses, associated amenity space along with substantial green infrastructure, SuDS, land for allotments, main pumping station, land for cemetery, restoration of River Wallington, together with landscape structure planting (Matters for Approval Access only) Full planning application for the development of Phase 1 comprising 194 no. dwellings, internal roads, garages, driveways, pathways, boundary treatment, substation, pedestrian/cycleways, including to Maurepas Way, associated parking spaces, flood attenuation ponds, temporary play provision, associated amenity space and hard and soft landscape works. Full planning for engineering operations associated with infrastructure requirements and service provision for the detailed Phase 1 application, the temporary closure of Havant footpath No.11 and Southwick and Widley footpath No.30 with suitable alternative route provided. (THIS APPLICATION MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)

i) **INTRODUCTION**

Grainger could not undertake the extant outline consent for commercial reasons and undertook a series of technical reviews to examine how the development could be brought forward in a timely but also a viable manner

The applications sought to obtain outline planning permission for the southern part of the MDA and included the “reserve site” which did not form part of the previous consent. Both Winchester City Council and Havant Borough Council had agreed to the principle of development of the site.

ii) **APPLICANT**

Mr Frank (Grainger Development Plc) gave a presentation to the Committee on the outline application for development of the site.

The delivery and integration of the key facilities had been re-evaluated and it was considered that development of the reserve site was necessary so as to deliver the full range of facilities and to make the necessary improvements to the infrastructure.

The main changes were the incorporation of the additional housing and the review of both the physical and social infrastructure to serve the Newlands proposal. Density, context and character have also been reviewed to meet the need for family housing and the internal road network amended to allow greater permeability and public transport loops. Transport links to the cemetery had also improved.

Mr Petter (Robert Adam Architects) gave a presentation to the Committee on the development of Phase 1.

Mr Petter reported that the proposals as submitted comprised specifically the traditional designed forms and layouts that had been modified over a period of time in response to consultation with officers from both Councils, and with the West of Waterlooville Forum and other consultees. Its design followed good practice and the densities were compliant with guidance.

Members were shown the relationship of the residential areas, development mix and affordable units, and courtyard parking to each other and to the open space which would abut this development. Aspects of the architectural design, including the additional of chimneys and their relationship with Waterlooville were also shown.

The number of affordable houses conformed with the affordable housing strategy. 50% of these properties would be offered as share equity to respond to local needs.

Energy efficient buildings and sustainable infrastructure has been designed which met all required 'green' targets. Buildings were designed to meet Level 4 of the Code for Sustainable Homes.

v) **OFFICERS' PRESENTATION**

The main aspects of the application were explained to the Committee by referring to the appendices to the report and a PowerPoint presentation.

The West of Waterlooville MDA was allocated as a Strategic Site in the saved policies in Winchester District Local Plan Review and the adopted Havant Borough Core Strategy. Both the saved policies for Winchester and the adopted Havant Borough Council Core Strategy had identified the MDA as making a contribution towards the housing supply targets set out in the PUSH strategy and the South East Plan. It was considered that a compelling strategic case had been made to justify the inclusion of the reserved site in the application.

The planning obligations/agreements for the scheme were similar to those agreed for the previous planning application for the site with changes made to take account of additional facilities being provided and increases in population. Attention was drawn to the proposal for Winchester City Council and Havant Borough Council to manage the open space.

Members were shown the relationship of the residential areas, development mix and affordable units, and courtyard parking to each other. Details of highway improvements and accesses to the site were also shown.

It was reported that there were some concerns that the design codes, as submitted, did not allow for a variety across the site. It was recommended that consideration of these codes be deferred to a future meeting of the Committees to enable the applicants to respond to criticisms made of the codes.

Members were advised that the proposed Maurepas Way crossing was not considered sufficient to create a long term link with Waterlooville. Hampshire County Council was investigating a range of solutions and a financial contribution towards a long term integration scheme would be secured through a Section 106 Legal Agreement.

In response to a question raised by a ward councillor, the Members were given details of the proposed Milk Lane access.

It was explained that the application had been advertised in local newspapers and residents informed appropriately. An additional public consultation exercise had been undertaken, which included submissions to the West of Waterlooville Forum and the North and South Waterlooville Community Boards. Members' attention was drawn to the representations from consultees as summarised in the report. Only 3 objections had been received.

ii) **PUBLIC PARTICIPATION**

Parish Councillor Lander Brinkley (Denmead Parish Council) addressed the Committee and raised concerns that the proposal could lead to a reduction in the strategic gap between Denmead and the MDA. He requested that the application be granted subject to discussions on extending the gap on the south west boundary of the site.

Councillor Phillips (Winchester City Council) addressed the Committee and raised concerns that vehicles to and from the site would not use the approved routes, which would exacerbate the existing traffic and noise problems experienced by residents of Denmead from vehicles travelling to and from the Taylor Wimpey Site.

Councillor Stallard (Winchester City Council) addressed the Committee and raised the following concerns:

- The South East Plan had been revoked so there was no statutory requirement to meet the housing supply targets agreed by PUSH. No compelling argument had been submitted for the inclusion of the reserve site as required in the saved policies of Winchester's local plan.
- There was a discrepancy in the housing figures anticipated for the development in the report. The allocation in the West of Waterlooville MDA was 2000 houses with an additional 100 houses if the reserve site was included. However, the application was for 2550 dwellings.
- The report recognised that an economic downturn had led to the loss of an employment area in the adjoining Wimpey Taylor site to a Nursing Home.
- Havant Borough Council had identified that the MDA would provide 3000 homes.
- The proposed 4 storey landmark buildings would be out of keeping with the area.
- A comprehensive development could be provided on the site without using the reserve site.

With reference to the proposed bus link to be provided between Havant and the development, Councillor Stallard queried whether a similar link would be provided between the development and Winchester.

In response to the matters raised during the public participation, the officers advised that:

- The Councils were mindful of the need to retain a strategic gap between the development and existing settlements in Denmead and Southwick. The importance of retaining a strategic gap would form part of the Core Strategy. The advantage of dealing with the site in a comprehensive way was that it established the boundaries of the development thereby allaying the fears of residents of adjoining settlements.
- The scale of the infrastructure and phasing agreed for the 2007 permission made the development unviable.
- The issues which led to Taylor Wimpey amending their permission were different to those which led to Grainger re-evaluating the 2007 permission.
- Although the Secretary of State had indicated that he gave little weight to Regional Strategies, they were still part of the development plan process and Local Planning Authorities were currently required to take them into account when determining planning applications.
- Havant Borough Council's adopted Core Strategy was a guide to development within its area. It did not presume that 3000 homes would be

developed in the MDA but was a strategic document which was a material consideration.

- The housing supply target was a figure agreed by HBC as part of the PUSH figure submitted to the South East Plan. Until Winchester had adopted its Core Strategy, the Council required robust housing figures to help it determine planning applications. The most robust figures were currently set out in the South East Plan.

iv) **MEMBERS' QUESTIONS**

During Members' questions, in summary, the following matters were discussed:

Principle

- The High Court had ruled that the government's decision to scrap regional spatial strategies was unlawful. The effect of this decision was that regional strategies were once again part of the development plan process. Although the Secretary of State had indicated that he considered that such strategies should be given a low priority, each planning authority had to decide how much weight it was prepared to give to a regional strategy when determining a planning application. Councils that had a shortfall in its housing supply were at risk of developers choosing unpopular suitable sites for development.
- Although the outline application was for 2550 homes, this figure could be adjusted as each phase was developed.
- Winchester City Council was able to defend an appeal for development at Barton Farm because it could demonstrate that there was no compelling reason to justify the release of this reserve site for development to meet the Council's housing supply target.
- The decision on how the New Homes Bonus to be received by the Council as a result of this development had not yet been made and would be a matter for the Council to make.
- It was estimated that 180 houses would be completed each year, if permission was granted, over 12 to 16 years.
- There is a need to ensure that there was an infrastructure in place to support the proposed development. The proposal ensured that the right level of social and physical infrastructure was secured.
- Councils that had a shortfall in its housing supply were at risk of developers choosing unpopular suitable sites for development.

Land Uses

- Affordable housing would be provided in clusters across the proposed development to make it easier for the Housing Association to manage and maintain their properties.
- Although there would be some exceptions, there was a tendency to have lower densities and heights at the fringes of the development.
- Although there would be a loss of agricultural land, allotments and community spaces would be provided in the development.

- Affordable housing in the development would be advertised by Hampshire Home Choice, which did not include Portsmouth City Council.
- A degree of flexibility had been built into energy efficiency to enable the scheme to adapt to changes in requirements.
- A district heating scheme had been investigated and found not to be viable at this stage.
- There was an excess of demand over supply for allotments in Havant.
- Although the proposed link with Waterlooville was adequate, there was a need to find a long term solution.
- The drainage problems associated with the area and the site had been investigated and it was considered that the drainage systems proposed would work.
- A bus subsidy had been secured for ten years.
- Rents for affordable housing was currently 80% of the market rate. It was estimated that if a tenant was not receiving benefits he or she would have to earn £25,000 a year.
- There would be a mix of affordable houses and flats within the scheme: flats in share ownership were considered more affordable.
- The affordable housing mix would be determined as each phase came forward for development.
- It was unlikely that any play area would have poor drainage.
- A substantial amount of employment land was part of the proposals. The designation of Dunsbury Hill Farm as a strategic site in Havant's Core Strategy had down graded the importance of the MDA for wider employment needs.
- Over 2000 jobs were likely to be created in the designated employment land. However, the development as a whole would generate more jobs, if working from home was included in the figures.

Design

- ATLAS and the Councils had concerns over some of the details contained in the design codes and whether these would allow variety over the site. It was recommended that consideration of the codes be deferred to enable the developers to respond to these criticisms. The design of Phase 1 was considered acceptable and it was felt that this should be approved before a final decision had been made on the design codes. The revised codes would be submitted to a future meeting of these committees.
- Although the design of Phase 1 reflected the Hampshire vernacular, there was no requirement for the developer to do this.
- It was considered by the officers and ATLAS that the development should allow flexibility for a diverse character across the site and that the phases should have different architectural styles which complemented each other.

Protection of the Natural or Historic Environment and the Mitigation Proposed to Offset any Potentially Negative Impacts

- After consultation with Hampshire County Council's Ecological Officer, the officers were confident that the ecological future of the site could be protected.
- Although Plant Farm did not form part of the application before the Committees, the condition of the building was under observation.
- Southern Water Authority had advised that it had no objections to the proposed scheme.
- It was not envisaged that any protected species on the site would be moved. Mitigation measures would be secured to ensure that species were protected for each phase.

Highways, Access, Parking and Public Transport

- Private parking spaces would be provided in accordance with Winchester City Council's parking standards within the curtilage of the plots. These spaces would be accessed off shared surface mews lanes. Additional spaces for visitor parking would also be provided via on-carriageway parking. Although the mews lanes were narrow, they could accommodate refuse vehicles larger than the vehicles currently used by Havant Borough Council and Winchester City Council.

Physical, Social and Transport Infrastructure Including Integration with the Surrounding Area

- Although the provision of broadband was not factored into the planning process, the applicants envisaged connecting the properties to a high speed broadband network. The applicants were also looking into the possibility of connecting into a fibre network.
- There would be no telephone masts provided in the development. All connections to the telephone network would be via cable or mobile.
- It was acknowledge that there had been problems with construction vehicles not using the recognised routes to and from the Wimpey Taylor Site to the detriment of local residents. It was considered that this site was easier to access from the A3M and it would be easier to manage construction traffic.
- Hampshire County Council had not required the provision of a children's centre as part of the development.
- A majority of the contribution towards public art would be allocated to projects which aimed to bring the residents together e.g. through theatre and dance groups.
- The contribution towards public art could be justified and could not be diverted to other uses.

- Details of all of the lighting strategies had not been submitted. However, these would be in accordance with the approved Masterplan. With regard to concerns about the impact on residents, it was considered that it would not be in the developer's interest to implement a street lighting plan which would be detrimental to the residents of the development.
- The relevant authorities would be consulted to ensure that hydrants were placed in the most appropriate locations

Planning Consideration Full Application Phase 1 and Infrastructure

- The informal amenity areas would be managed by separate company.
- Green Space formed part of the urban drainage scheme so green space contributions should go towards the public realm.
- It was not envisaged that there would be a problem of crime within the development. The design and layout of the buildings created natural surveillance, which helped to foster a safer, more secure neighbourhood.
- The timing for the provision of the schools would be the responsibility of Hampshire County Council.
- There would be very little garage parking in Phase 1. The majority of the parking spaces would be provided in the rear gardens.
- Although there were proposals to change the current system of housing tenancies to introduce fixed term tenancies, this change had not yet been implemented.
- There were plenty of opportunities to use photovoltaics panels. Where the construction and siting of the buildings did not meet the requirements for photovoltaics panels, other sustainable methods would be implemented.
- Pylons could cross the site.
- Hours of operations informative could be issued with the permission.
- The funding for the Community Development Officer would fund the post for up to 14 years.
- LEAPS were one of three categories of play area. The category depended upon the scale of the play area.
- It was considered that permitted development rights should be removed to protect the amenities of the area and amenities of neighbouring properties.

In response to a question raised by a member of public, the Committee were advised that the open space/play areas would open to all members of the public.

v) **CONCLUSIONS**

At the conclusion of debate, the principle issues were summarised and Members reminded that:-

- 1) the principle of the MDA had been established;
- 2) The justification for the inclusion of the reserve site had been given;
- 3) Natural England and Hampshire County Council had no objections to the scheme;
- 4) The air quality issues had been resolved;
- 5) there had been a high level of public involvement; and
- 6) the outcome of the negotiations with officers will meet the requirements of the MDA and a high quality of design for Phase 1. Further negotiations would be required to create a long term integration of the development with Waterlooville.

vi) **MEMBERS' DEBATE**

The following matters were raised:

- There was some concern that the Energy Strategy should be flexible and capable of being updated to take to account more efficient methods as they were introduced.
- There was concern that the New Homes Bonus arising from the development of this site should be used for the benefit of residents of the development, Havant and Denmead.
- There was debate about the merits of using the same traditional style across the whole development.
- A joint committee should be formed from Havant Borough Council and Winchester City Council to determine future applications for development of the MDA.
- Concern was raised that open spaces should be defined and well policed to avoid anti-social behaviour.
- Concern was raised about the loss of employment land.

- It was considered important that a long term link with Waterloooville was implemented.

The informal meeting commenced at 10.05 am, adjourned at 1.03 pm, re-convened at 1.41 pm, and concluded at 3.49 pm.

Chairman