

Winchester District Local Plan Part 1 – Joint Core Strategy

Submission June 2012

**Background Paper – 7
West of Waterlooville Strategic
Allocation**

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Introduction

- 1.1 Land West of Waterlooville is currently allocated in the adopted Winchester District Local Plan Review (saved policy MDA1) as a Major Development Area (MDA) of 2,000 dwellings together with strategic 'reserve' site of a further 1,000 dwellings. The principle of residential development on the reserve site was conditional on a 'compelling justification' being made that would justify its release for development.
- 1.2 Policy SH2 in the Pre-Submission version of the Local Plan Part 1, allocates the site for a Major Development Area of about 3,000 new dwellings, and includes the 1,000 dwellings previously held as a reserve.
- 1.3 The site is mostly within the Winchester District, but part of the site lies with the Borough of Havant. A joint approach to bringing forward this site has been adopted by both Councils over many years, and the MDA is currently allocated in the adopted Havant Core Strategy as a strategic site.
- 1.4 The northern part of the MDA is in the ownership of Taylor Wimpey, and this will provide around 450 dwellings and employment floorspace. The remainder of the site is in the control of Grainger and will provide around 2,550 dwellings, employment floorspace, community facilities and two new primary schools.
- 1.5 Both the saved policy in the adopted Winchester Local Plan Review and the strategic allocation in the adopted Havant Core Strategy refer to 2,000 dwellings, notwithstanding that around 1,500 of the new dwellings would be in the Winchester District and around 500 in the Borough of Havant. This was in part due to the uncertainties as to exactly how much housing would accrue in each Local Planning Authority area, but also in order to treat the development area as a single site, regardless of landownership or local authority boundaries.
- 1.6 The MDA has outline planning consent for a total of 3,000 dwellings, with employment areas, 2 primary schools, a local centre, and other supporting social and physical infrastructure. The development has now commenced.
- 1.7 The need for the level of housing locally is set out in the Housing Technical Paper¹ and justified in detail in Background Paper 1 – Housing Provision, Distribution and Delivery. This does not need to be duplicated in this Background Paper, which will therefore concentrate on demonstrating the suitability and deliverability of the land at the West of Waterlooville for a development of 3,000 new houses

¹ [Housing Technical Paper: WCC 2011](#)

2. Background

- 2.1 The principle of a Major Development Area at West of Waterlooville (MDA) was established in the Hampshire County Structure Plan Review². This identified a number of MDAs across the County; including the MDA at West of Waterlooville.
- 2.2 The MDA was to provide 2,000 dwellings employment and a range of community facilities, together with a further reserve of 1,000 dwellings. The broad location was established in the Structure Plan but the details of the development were to be determined through the Winchester and Havant Local Plan processes.
- 2.3 The reserve element of the MDA was in addition to the Structure Plan's baseline housing requirement and could only come forward for development to meet Hampshire's housing requirements if a 'compelling justification' was established. The mechanism for triggering the release of this reserve site was the monitoring process created by policy H4 of the Structure Plan.
- 2.4 The H4 monitoring process was undertaken annually by the Strategic Planning Authorities (Hampshire County Council, Portsmouth City Council and Southampton City Council) to determine whether there was a compelling need for additional development over and above the baseline figure, as a result of the level of housing supply across the County as a whole. In the event the H4 monitoring did not justify bringing forward the reserve element
- 2.5 Policy CS18 in the adopted Havant Core Strategy (March 2011) allocates the land at West of Waterlooville as a strategic site for 2,000 dwellings. This does not include the reserve element which falls entirely within the Winchester District.
- 2.6 Saved Policy MDA1 in the Winchester District Local Plan Review sets out the principle of a MDA for 2,000 dwellings together with employment uses, and supporting social and physical infrastructure. It also set out the conditions for triggering the release of the 1,000 dwellings held in reserve.
- 2.7 To develop the joint policy base and to actively promote community engagement, the West of Waterlooville Working Party was established in 1997. This has subsequently been replaced by the West of Waterlooville Forum which is formally constituted as an advisory body to both Councils. Its membership includes elected Members from Winchester, Havant and the County Council. It

² Hampshire County Structure Plan Review 1996-2011

provides the opportunity for any local resident or interested party to raise issues of concern.

- 2.8 The Forum was instrumental in developing a vision for the new community, and identifying the range of community facilities that would be needed to both support the new community and to ensure that the development became very much an integral part of the neighbouring urban area of Waterloo. The Forum has been highly influential in policy development, and in providing advice prior to the submission of subsequent planning applications
- 2.9 It is worth noting that the process of preparing the comprehensive master plan for the site was guided and informed by the adopted 'Vision for the MDA'³ previously prepared and agreed by all the key stakeholders, including the development interests, through the West of Waterloo Forum.

³ See Appendix A for full text of the adopted Vision for the MDA

3. Planning History of the MDA

- 3.1 Outline consent was granted on the Taylor Wimpey site for 450 dwellings and circa 7 hectares of employment land⁴ at a joint Planning Committee of both Councils in 2008. Reserved matter applications for Phases 1 and 2 were subsequently granted consent by both Local Planning Authorities (LPAs) for the first 230 units. Work on the first phase has now been completed, and the second phase has also commenced.
- 3.2 A further reserved matters application for phases 3 and 4 was submitted to both LPAs and was granted consent by both Councils on the 3rd April 2012. These last two phases will complete the residential element of the Taylor Wimpey scheme. Each phase of the Taylor Wimpey scheme has met all its infrastructure requirements and provided 40% affordable housing.
- 3.3 Grainger obtained outline consent for 1550 dwellings and 12.5 hectares of employment land at a joint meeting of the Development Management Committees of both LPAs, in 2008⁵. However, due to difficulties in phasing the necessary infrastructure and the down-turn in the national economy, this consent was never implemented and the developers decided to re-masterplan the scheme to make it more viable and deliverable. Grainger therefore consulted with the Forum and LPAs, and confirmed that the previously agreed infrastructure would still be provided, and that the main issue was one of phasing. The outcome of this exercise was a new outline application submitted in 2010, which included a revised infrastructure and development phasing plan.
- 3.4 Due to the need for Winchester to plan to meet its housing requirements over the next 20 years, and the benefits of producing a comprehensive masterplan to cover the whole of the development site, the Council encouraged the developer to include the reserve land in its revised application.
- 3.5 Outline consent was granted in 2011⁶ for 2,550 dwellings, 2 primary schools, a new local centre, nursery and health provision, a community building, allotments, and a cemetery. At the same meeting full consent was granted for the 1st phase of the development comprising of 194 dwellings and 40% of the new dwellings in phase 1 will be affordable. The application for outline consent was accompanied by a full Environmental Impact Assessment and Transport

⁴ Application ref; [05/00500/OUT](#); granted 04.01.2008

⁵ Application reference [06/02538/OUT](#); dated 04/01/2008

⁶ Application reference, [10/02862/OUT](#) & [W19499/01](#)

Assessment. Work on the first phase of the Grainger scheme has now commenced.

4. Development of Policy SH2 in the Winchester District Local Plan Part 1

- 4.1 The South East Plan set a housing requirement for the part of the District within the Partnership for Urban South Hampshire (PUSH) area for 6,740 new dwellings between 2006 and 2026. Although, at least for the time being, the South East Plan remains part of the development plan, the Government's announcement of its intention to abolish all Regional Spatial Strategies and return decision making on the level and location of new housing back to local communities, meant that the Council set about establishing and refreshing the housing requirements for the District as a whole.
- 4.2 The conclusions were that 5,500 dwellings would be required between 2011 and 2031 in the South Hampshire Urban Areas part of the District. This is broadly in line with the South East Plan requirement for the (larger) PUSH area, when completions and the expected contribution of development in the market towns such as Bishops Waltham and Wickham are taken into account, as explained in detail in Background Paper 1 (Section 5).
- 4.3 For the purposes of the Core Strategy the Council proposes that the District is broken down into three spatial areas, Winchester Town; the Market Towns and Rural Areas; and the South Hampshire Urban Areas, which is in the southern part of the District within the Partnership for South Hampshire (PUSH) sub-region excluding the rural areas which are considered as part of the Market Towns and Rural Areas spatial area.
- 4.4 In December 2007, the Council consulted on a number of options for meeting the required level of growth in the South Hampshire Urban Areas spatial area. The options in respect of West of Waterlooville included extending the MDA to the north across the Hambledon Road. Following an assessment of alternative locations including a site specific sustainability appraisal⁷. The preferred option was that 2,500 of the requirement for 5,500 new dwelling within the plan period should be delivered through a strategic site allocation at West of Waterlooville, including bringing forward the reserve element of the MDA. This is in line with the current planning consents which have now 'rolled up' the reserve site into the MDA.
- 4.5 Policy SH 2 sets out the requirement for about 3,000 dwellings on land West of Waterlooville (with a Proposed Modification to clarify that about 2,350 of which will be in the Winchester District during the Plan period), together with 23 hectares of employment land, and the social and physical infrastructure required to support the new community.

⁷ [Strategic Sites Sustainability Appraisal](#); WCC 2008

- 4.6 The Policy covers both the Taylor Wimpey and Grainger sites. An important requirement is that the MDA should be fully integrated with the adjoining urban areas and established local communities. In accordance with Policy SH1 it is required to provide 40% affordable housing.
- 4.7 The policy was subject to Sustainability Appraisals at each stage of policy development, and the conclusion in respect of West of Waterlooville as a strategic allocation is that 'Overall this Policy SH2 positively progresses SA objectives for housing, communities and local economy; minor adverse effects are indicated for landscape and suggestions made to improve the effectiveness of mitigation for water and protected biodiversity effects'⁸.

⁸ [Submission Draft of the Winchester District Local Plan part 1; Sustainability Appraisal and Strategic Environmental Assessment; Enfusion June 2012](#)

5. Viability and deliverability

- 5.1 All the land required to deliver the MDA is within the control of the two development interests. The MDA has outline consent for 3,000 dwellings; and both consents are accompanied by S106 agreements⁹ which set out the triggers and phasing of the social and physical infrastructure required to support the new community. This includes a package of highways improvements and public transport subsidies to both mitigate the impact of the MDA on the local highways network and to contribute towards achieving a modal shift away from the private motor car to more sustainable means of transport (see Infrastructure Delivery Plan for details).
- 5.2 The development of the Taylor Wimpey part of the MDA has been underway for over three years with a substantial number of houses completed (around 35% of the total Taylor Wimpey housing). All phases have so far provided 40% affordable housing.
- 5.3 Grainger re-masterplanned their previously approved scheme to ensure viability and deliverability in the current housing market. The scheme has full consent for the first phase and site preparation has commenced. The main access and associated junction improvements have been completed, and the development has now formally commenced within the meaning of the Town and Country Planning Act.
- 5.4 The scheme is bringing forward a range of house types and sizes to meet the needs of the whole community, including 40% affordable housing. Taylor Wimpey are in the process of delivering around 180 affordable units, and Grainger are consented to deliver over 1,000 units together with extra care facilities for the elderly.
- 5.5 The scheme is expected to provide a further 14 to 15 years' supply of housing depending on the robustness of the housing market, as illustrated by the alternative trajectories in Background Paper 1 (Background Paper 1, Appendices C and D).
- 5.6 The Local Plan Part 1 trajectory is illustrated below in Table 1, broken down into the two development interests' areas:

⁹ Available to view on the Council's web-site; [Link to Taylor Wimpey & Grainger S106 Agreements](#)

Table 1 – Local Plan Part 1 Housing Trajectory (excluding completions prior to 2011)

Year	Taylor Wimpey	Grainger
11/12	30	0
12/13	24	51
13/14	60	150
14/15	60	190
15/16	59	240
16/17	0	235
17/18	0	240
18/19	0	239
19/20	0	48*
20/21	0	200
21/22	0	200
22/23	0	200
23/24	0	20
	Total: 233	Total:2133

* This assumes that the bulk of the housing in 2019/20 will be phased to come forward in Havant

6. Conclusions

- 6.1 The process of bringing forward the MDA has been a collaborative and inclusive exercise between the two Local Planning Authorities, the County Council, the statutory bodies and the adjoining local communities.
- 6.2 The MDA was previously identified in the adopted Structure Plan, the Winchester District Local Plan Review, and has been formally allocated in the adopted Havant Core Strategy. This process has thoroughly tested the sustainability of this location, and been the subject of two Local Plan Inquiries and the Public Examination of the Havant Core Strategy.
- 6.3 The MDA has outline consent for the whole of the site and the full 3,000 dwellings. This process has tested the suitability of the site to provide 3,000 new dwellings and to properly mitigate any potential environmental and traffic impacts and incorporate the necessary infrastructure and services.
- 6.4 The MDA is needed to meet both Winchester's and Havant's housing requirements, in accordance with the PUSH economic development strategy, and is in the process of being delivered through viable development schemes. There are no overriding reasons why it should not be allocated as a strategic site in the Local Plan Part 1.

Appendix A; West of Waterlooville; Agreed Vision

- To create a sustainable urban extension to Waterlooville, integrated with Waterlooville Town centre and forming the forth quadrant of the town; delivering at least 2,000 dwellings, wit employment provision, and associated physical and social infrastructure, and making provision for a further 1,000 dwellings and associated infrastructure to be held in reserve.
- To enhance the viability of the Waterlooville town centre and help secure and deliver the economic regeneration objectives of the wider area.
- To aspire to achieve the highest quality of urban design and create a new sustainable community with a strong sense of identity and belonging, which is safe and secure, is inclusive and which provides for the necessary social and economic needs of its residents to compliment the wider area.
- To facilitate active community engagement to create a place which is capable of adapting and changing to meet community needs over the next 15 years and beyond
- To aim for best practice in all aspects of design and sustainability- in transport, construction, energy efficiency, environmental protection and enhancement, and urban drainage
- To create an exemplar development from which others can learn fro the future and which the local authorities are proud to have facilitated and promoted.
- Adopted by Grainger Trust, Winchester City Council, Havant Borough Council, Hampshire County Council, and the Forum Members; in October 2005