



## **Report to Manydown Overview Committee – 13 February 2019**

### **Manydown Project Update Report**

### **Cllr John Izett, Cabinet Member for Property and Development**

---

<b>Report to</b>	<b>Manydown Overview Committee report for discussion</b>
<b>Ward(s):</b>	All
<b>Key Decision:</b>	<b>No</b>
<b>Appendix 1:</b>	<b>Manydown Movement Strategy presentation</b>
<b>Appendix 2:</b>	<b>Manydown outline planning application public factsheets</b>
<b>Appendix 3:</b>	<b>Manydown outline planning application draft section 106 heads of terms</b>
<b>Papers relied on:</b>	

---

#### **Foreword - Cllr John Izett, Cabinet Member for Property and Development**

‘Delivering Manydown and the new homes and amenities for our residents is one of this council’s key priorities. Our aim, as the joint Manydown developers, is to achieve an outline planning permission this spring to maintain the programme for starting building much-needed new homes at Manydown.

It is right that time has been taken to respond fully to the issues raised by residents and stakeholders, including carefully considering the best solutions around how people move to and from the new development, even at this outline stage. This is in keeping with the importance we attach to continuing to take the careful, thorough and listening approach that we have followed throughout the process so far.

We are entering a key stage and it will therefore be important to ensure good coordination across this major undertaking so that we remain on target to build the new homes this borough needs for its current and future residents.

The importance and priority that the Government places on delivering Manydown has already been demonstrated by the awards of millions of pounds of support for timely provision of infrastructure to ensure it is a well-planned development.’

The Manydown Overview Committee is asked to consider and comment on the scope and content of this report. Its comments will be reported to the Cabinet Member for
---

Property and Development.

It is recommended that the Manydown Overview Committee:

- notes the progress made on the Manydown Phase 1 project.
- reviews and provides comments on the content of this report for consideration by the Cabinet Member for Property and Development.

## **Background, corporate objectives and priorities**

This report accords with the council’s Budget and Policy Framework and directly supports the Council Plan priority of planning policies that safeguard local distinctiveness to:

“Promote the use of Manydown land to deliver much needed high quality homes and facilitate wider borough benefit, which protects local communities”

## **Glossary of terms**

<b>Term</b>	<b>Definition</b>
BDBC	Basingstoke and Deane Borough Council
DevCo	Development Company
EIA	Environmental Impact Assessment
HE	Homes England
HCC	Hampshire County Council
JV	Joint Venture
LPA	Local Planning Authority
MEC	Manydown Executive Committee
MOC (since April 2014)	Manydown Overview Committee
MTFS	Medium Term Financial Strategy
NPPF	National Planning Policy Framework
PSP	Private Sector Partner
S106	Section 106 Agreement

## **Main considerations**

## **1 Executive summary**

- 1.1 This report provides an update on progress with the Manydown project.
- 1.2 The Manydown Overview Committee is asked to consider and comment on the scope and content of this report. Its comments will be reported to the Cabinet Member for Property and Development.

## **2 The proposal**

- 2.1 The Manydown project continues to progress its work to obtain outline planning permission and to enter into contract with the selected private sector partner (PSP) in order to deliver the development. Updates to the outline planning application were submitted to the Local Planning Authority in January 2019 and are currently subject to a statutory consultation process. This follows more work, particularly on highways and transport, in response to comments from previous planning consultations in March 2017 and July 2018. It is the intention to obtain outline planning permission in spring 2019.

## **3 Key issues for consideration/update on progress**

### **3.1 Planning strategy**

- 3.1.1 The outline planning application sets out proposals for land use and quantum of development and the main access points onto the A339, B3400 and Winklebury Way/Roman Road. The application has been subject to an Environmental Impact Assessment and is supported by an Environmental Statement.
- 3.1.2 The application includes a series of parameter plans that show key information on movement, land uses, strategic open spaces and maximum building heights which are tested as part of the Environmental Impact Assessment. These would form the 'fixed' elements of a future planning permission alongside the description of development in the application and any planning conditions and Section 106 obligations. In addition to these, a set of framework plans are included within the Design and Access Statement for information purposes. These framework layers are 'diagrams' that illustrate the principles and key relationships between the elements of the masterplan. They do not fix the detailed form of development on the site, this will form part of the more detailed reserved matters planning applications.
- 3.1.3 An illustrative masterplan has also been submitted to demonstrate how the principles established by the parameter plans could be interpreted. The masterplan is intended for illustrative and information purposes only. The parameter plans are subject to the granting of outline planning permission and will be referred to in any planning conditions that will apply to future reserved matters applications.
- 3.1.4 The outline planning application for Manydown was submitted and received by the Local Planning Authority on 1 March 2017 (application reference 17/00818/OUT). Following analysis of the consultation responses BDBC and HCC as applicants made further amendments to the application in July 2018.

A summary of the updates to the outline planning application were reported to the MOC at its meeting of 18 July 2018.

- 3.1.5 A further consultation is now underway by the planning authority on additional information and amendments to the application. These have been submitted in response to feedback from earlier planning consultations in March 2017 and July 2018. A detailed overview of all the proposed amendments and additional information on the application is available on the council's planning webpage at [www.basingstoke.gov.uk/manydownplanning](http://www.basingstoke.gov.uk/manydownplanning) .
- 3.1.6 Since the submission of the updates to the application in July 2018 the Manydown team has worked closely with the Local Planning Authority and statutory consultees to respond to the comments made in relation to the updated submission. This has included detailed discussions with the Highways and Education Authority.
- 3.1.7 In response to the July 2018 consultation the Highways Authority confirmed it has no objection in regards to the design of the three main points of access to the Manydown site however, there remained some outstanding queries in relation to the Transport Assessment. Over recent months the project team have continued to work positively with the Highways Authority to clarify and resolve the outstanding matters.
- 3.1.8 This work has resulted in a further Addendum to the Transport Assessment and preparation of a Movement Strategy and updated Public Transport Strategy for Manydown (which references the draft Basingstoke Transport Strategy Consultation document) by the applicant's consultant team which forms part of the updates to application.
- 3.1.9 The Movement Strategy for Manydown considers key movement corridors to and from the site from the perspective of new trips and the impacts on the existing travellers on the local transport network. It details highway, public transport, cycling and walking measures proposed as part of the delivery of the Manydown development and how these integrate with wider transport initiatives in and around Basingstoke. A presentation summarising the Movement Strategy is available at Appendix 1 for the information of members. The transport corridor diagrams on slides 10 to 17 will be further explained as part of the presentation.
- 3.1.10 The updates to the application also include further information on ongoing discussions between the applicants and statutory consultees in relation to other key related issues such as Education, Biodiversity and Ecology, Landscape and Open space, Heritage and Conservation and Retail Impact.
- 3.1.11 Prior to the MOC meeting the project team have invited all members to attend an informal briefing session on the application updates. The briefing session will provide members with the opportunity to obtain further information on the proposals and ask questions of the project team and multi-disciplinary consultant team.
- 3.1.12 As reported at the last meeting of the MOC discussions are now concluding with the selected private sector partner (PSP) on the future planning strategy

for Manydown. This has included consideration of the subsequent planning programme should the outline planning application permission be granted. The initial proposal is for the next stage of the process to begin with the submission of a series of site wide strategies and frameworks. These high level documents will look to formalise and add to a number of key aspects from the outline application materials. The documents would set the strategic site wide principles in relation to matters such as layout, land use, character and appearance.

- 3.1.13 This will be followed by the submission of key phase documents for each phase of development which will include information on the broad definition of the phase (uses and quantum), the design codes/guides for that phase and a delivery plan setting out the approach to bringing forward development for that part of the scheme. All information brought forward in a key phase would conform to the parameter plans which formed part of the original outline planning permission and be based on the principles set out in the site wide strategies and frameworks. The key phase documents would then be a material consideration in the determination of subsequent reserved matters planning applications within each phase. The subsequent reserved matters applications would provide further information on the detailed design solutions for individual buildings.
- 3.1.14 The councils have continued to discuss the planning strategy with the private sector partner (PSP) and further meetings have been held with the Local Planning Authority, Highways Authority and wider statutory consultees to ensure all parties build a good understanding of the proposed programme, resourcing and the relevant consultation and engagement requirements. The planning strategy will be further developed with the private sector partner (PSP) and encapsulated through a commitment in the relevant business plans.

### 3.2 Affordable housing

- 3.2.1 As previously reported to the MOC an updated Affordable Housing Statement was submitted as part of the updates to the outline planning application in July 2018. The statement addressed the requirements of the LPA and sets out the approach to the amount and broad mix of affordable housing to be provided in phase one of the Manydown development.
- 3.2.2 In accordance with Policy CN1 of the Local Plan and the BCBC Housing and Homelessness Strategy 2016/20, BDBC and HCC as joint applicants are committed to delivering 40% of the homes at Manydown as affordable housing and to provide a range of tenure options to meet local need that take account of changes over the life of the development.
- 3.2.3 Confirmation of the policy compliant approach is provided within the updates to the outline planning application submitted in July 2018 and will be formalised within the S106 agreement.

### 3.3 Public engagement

- 3.3.1 As reported at previous meetings of the MOC the feedback received from the public during previous stages of consultation has been analysed and considered by BDBC and HCC, in their capacity as joint landowners alongside the professional team's advice and used to help inform the outline planning application submission.
- 3.3.2 A further set of factsheets have been prepared summarising the recent updates to the outline planning application and are now available on the Manydown project website. An emailer update has been sent to all those on the project database who have previously registered an interest in the project signposting them to the latest information. The factsheets are available at Appendix 2 of this report for the information of members.
- 3.3.3 As outlined at paragraph 3.1.11 an all member briefing session will take place just prior to the MOC meeting. In addition, a further briefing session will take place for adjacent parish councils and community groups who have been engaged with the proposals to date.
- 3.3.4 Representatives from the project team will also be in attendance at the Help to Buy event to be held at the civic offices on Thursday 21 February 2019 to provide attendees with an update on project progress and the potential housing opportunities that will be available at Manydown in the coming years.
- 3.3.5 Engagement and consultation has been a cornerstone of the project providing effective and efficient two way process for information and feedback. It is crucial that the public continue to be engaged, and have the opportunity to challenge and inform the future of Manydown. The project team is therefore considering how the engagement process with stakeholders (such as residents, local groups, parish councils and councillors) will evolve following the determination of the outline planning application and the introduction of the new governance arrangements.
- 3.3.6 It is proposed that a framework for communications and engagement will then be developed in liaison with members which will inform the communications and engagement elements of the agreements with the preferred private sector partner.

### 3.5 Housing infrastructure & accelerated construction funds

- 3.5.1 The project team continue to work to secure the Government funding opportunities available to the councils to support housing delivery on Manydown. As reported at previous meetings of the MOC two separate bids have been submitted under the Government's Housing Infrastructure Fund (HIF). The aim of the fund is to support early delivery of infrastructure directly linked to releasing homes.
- 3.5.2 In September 2017 a bid for HIF Marginal funding of up to £10 million was submitted by BDBC in their capacity as joint landowners at Manydown. Notification was received from Government in February 2018 that Manydown had been successful in being provisionally awarded the funding subject to due diligence with Homes England. The outcome will be announced later this year.

- 3.5.3 An expression of interest was also submitted to Homes England, led by HCC in respect of the larger Forward funding Government scheme. The grant opportunity covers a comprehensive package of infrastructure linked to the release of new homes up to a maximum limit of £250 million. HCC submitted an expression of interest bid for up to c£61million to cover the initial phase of enabling works package for Manydown including the spine road, internal junctions, drainage and utilities etc. The bid also references Manydown phase two and potential wider highways and infrastructure costs. The bid was successfully selected to bring forward a full business case (FBC) and the project team continue work on the co-development stage, where Government officials work with the Manydown project team to further develop the funding proposals. Officers are now working towards co-production of the FBC with an anticipated submission in March 2019.
- 3.5.4 A bid to Homes England has also been made under its Accelerated Construction Fund, which is to support faster delivery of new homes, through delivering early works, infrastructure and modern methods of construction. Approval was granted on 21 June 2018 for £4.69m in grant towards early works required for the first 250 homes to be delivered at Manydown, subject to further due diligence. Over recent months officers have continued to work with Homes England to refine the proposals and to confirm the grant contract arrangements.
- 3.5.5 It is proposed to deliver the actual infrastructure works in partnership with the selected PSP, following securing reserved matters planning consent in 2019/20.

### 3.6 Section 106 agreement

- 3.6.1 As reported at the last meeting of the MOC as part of the planning process it is necessary for BDBC and HCC in their capacity as joint landowners at Manydown to enter into legal agreements with the Local Planning Authority. The agreement contains obligations requiring the applicant to provide a financial contribution towards facilities or services, to provide physical infrastructure, mitigation or a management plan in relation to their development proposals, or may restrict what can be done with land following the granting of planning permission. Negotiations are in progress with the Local Planning Authority and statutory consultees in order to progress the drafting of the Section 106 agreement with a view to completing negotiations in spring 2019. This has included a series of meetings with internal consultees at both BDBC and HCC over recent weeks.
- 3.6.2 The proposed section 106 obligations include a number of infrastructure items which have been the subject of recent discussions with the LPA and statutory consultees. The latest draft Heads of Terms submitted as part of the updates to the outline planning application are available at Appendix 3 for the information of members and provide a high level summary of the proposed obligations. The Heads of Terms are in draft form and will be subject to further negotiation with the Local Planning Authority and statutory consultees over the coming weeks to progress and agree the detailed legal obligations to be secured.

- 3.6.3 The proposed obligations are based on Local Plan Policy and the Supplementary Planning Document for Manydown which were subject to consultation with members and the public. The proposed obligations also reflect HCC's guidance in Developer's Contributions towards Children's Services Facilities, measures identified in the Environmental Statement and related technical assessments as being required to mitigate impacts of the Proposed Development at Manydown. The proposed obligations reflect feedback from consultations with members and the public since the application was submitted and recent discussions with statutory consultees. In addition, the proposed obligations also take in to account discussions with the preferred private sector partner and their relevant experience of delivering high quality, large scale housing schemes.
- 3.6.4 The list of obligations is not exhaustive as in some instances, it is expected that mitigation may be more appropriately achieved using planning conditions. The applicant will continue to work with the LPA and statutory consultees over the coming weeks and during the determination period to agree the most appropriate form and phasing of planning obligations within the Section 106 Agreement.
- 3.6.5 As reported at previous meetings of the MOC the project team identified a need to further consider the process for entering into a section 106 agreement for Manydown. By law, legal entities cannot covenant with themselves meaning that BDBC in its capacity as Local Planning Authority cannot covenant with BDBC in its capacity as applicant and joint landowner at Manydown.
- 3.6.6 A solution was for the legal title of the Lease to be transferred to HCC for a set period covering the length of time taken to enter a section 106 agreement as a temporary measure. The transfer of the Lease is of the legal interest only which means there is no change in the financial interests in Manydown of each council. The Lease then remains in the name of HCC for a temporary period and is held by HCC on behalf of the two councils.
- 3.6.7 On 5 December 2017 the MEC approved the temporary assignment of the legal interest in the Lease to HCC at such a time as is necessary to enter into the relevant legal agreements with the Local Planning Authority. HCC also secured the required approvals from its Executive Member for Policy and Resources to facilitate this process.
- 3.6.8 The temporary assignment of the legal interest in the Lease took place in December 2018 and enables the necessary legal agreements to be entered into with the Local Planning Authority once consent has been received. The assignment included a simple binding Option Agreement obliging HCC to transfer back the Lease into the joint names of both councils upon request from BDBC. Following the transfer of the Lease back into the joint names of the two councils, compliance with any planning (including section 106) conditions or obligations imposed upon the landowners by the LPA will be the joint responsibility of both councils as landowners.

## 4 Corporate implications

### 4.1 Legal Implications

4.1.1 The comments contained in this report are those of BDBC and HCC as joint landowners and are not connected in any way with the BDBC planning function, which will operate in the normal way in relation to the consideration of any planning application. The planning strategy and application together with the delivery and financial strategy (see other paper on agenda) are designed to protect the landowners' interests and to promote the Manydown development in a deliverable and viable manner. Any comments from other BDBC committees will be fed into the process at the appropriate times. There are no specific legal implications to the recommendations.

### 4.2 Financial implications

4.2.1 There have been no major changes to the finances since the information presented at the MOC of 17 October 2018.

4.2.2 The table below summarises the budgets for Manydown that are included in the current Medium Term Financial Strategy (MTFS) for 2018/19 to 2021/22. As explained in more detail below, latest forecasts are that the cost of the activities for the Manydown project outlined in this report can be funded from

Medium Term Financial Strategy				
2018/19	2019/20	2020/21	2021/22	Total
£'000	£'000	£'000	£'000	£'000

<b>Revenue Budgets (BDBC element)</b>	556	556	556	556	<b>2,224</b>
<b>Capital Budgets (BDBC element)</b>					
- development	680	700	700	700	<b>2,780</b>
- investment	35,000				<b>35,000</b>

within these budgets.

4.2.3 Manydown costs are jointly funded by BDBC and HCC and may be eligible for recovery from any enhancement in the value of the land in accordance with the Manydown Lease or as advanced costs which are being proposed as part of the procurement of the private sector partner (PSP).

4.2.4 The revenue and capital budgets are currently under review as part of the Annual Budget update and the MTFS strategy reports that will go to Cabinet and Council for full approvals in February as part of the normal Budgeting cycle.

4.2.5 For 2018/19 amounts the quarter 3 budget update report will request a reallocation of the 2018/19 Capital development amount back to the Strategic Capital (revenue) Reserve account so that this can be re allocated to revenue

as the delays in setting up MGC LLP and obtaining Planning consent have meant a greater revenue cost has been incurred.

### **4.3 Risk management**

4.3.1 There is a Project Risk Log which is prepared by the Project Director and reviewed by the BDBC Manydown Programme Board. The principal risks identified in and addressed by this report would arise from BDBC in its capacity as joint landowner for Manydown not progressing work to secure a planning permission and, in that context, not undertaking further work on the main responses received in relation to the outline planning application consultation including matters such as affordable housing, transport, heritage and Gypsy and Traveller provision.

### **4.4 Equalities implications**

4.4.1 An Equality Impact Assessment was carried out in February 2018 to consider the impact of the Planning and Delivery strategy for Manydown Phase 1 on the protected characteristics and other groups, in line with the Public Sector Equality Duty (Equality Act 2010). This concluded that, at this stage of the Manydown Phase 1 project, there are no anticipated adverse effects to the community. The housing mix assessment will ensure the diverse needs of the community are reflected in the development. Specific consideration is being given to the needs of Gypsy and Travellers, faith groups and those with specific disability or health requirements. The project continues to engage with a wide group of community stakeholders and has actively encouraged participation by younger people through the schools' engagement programme and youth workshops. The importance of continued engagement, employment and training opportunities and meeting all relevant equalities requirements has been recognised as part of the procurement process to appoint a private sector partner (PSP). Monitoring will take place as necessary as the project progresses to identify any unforeseen equalities implications starting with a further review of the equalities impacts following the finalisation of the contract with the preferred bidder.

4.4.2 To date the councils' strategy for the project has been strongly influenced by the councils' desire to achieve the principles and objectives for Manydown and deliver meaningful and complementary social and economic benefit for the new Manydown community, adjacent communities and the wider Basingstoke area. These will be further developed with the PSP and encapsulated within either a contractual requirement or through a commitment in the relevant business plans.

### **4.5 Consultation and communication**

4.5.1 As set out in the public engagement section above, feedback has been collated from the various stages of consultation and analysed in order to inform the outline planning application. There are future opportunities for councillors, residents, community groups and representatives from the parishes and wards surrounding Manydown to provide feedback as part of the ongoing planning process. Further engagement and consultation is scheduled

to take place during 2019 to inform future key phase and reserved matters planning applications.

- 4.5.2 The councils remain committed to continuing strong engagement with local communities in line with the principles and objectives for Manydown. Relevant strategies for the next stages of the project including a communications and community engagement, a stakeholder engagement plan and a communications protocol will be further developed with the private sector partner (PSP) and encapsulated within contractual requirements and/ or through a commitment in the relevant business plans.

#### **4.6 HR implications**

- 4.6.1 There is currently a joint Manydown Project Team which has to date provided management and co-ordination to the project. A review continues to take place to assess the additional resources required to support the new governance arrangements and to lead the programme of activity for Phase two.

### **5 Conclusions and next steps**

- 5.1 The Manydown project team continues to work to progress the complex and connected work programmes to enable BDBC and HCC to obtain outline planning permission by spring 2019 as well as finalise contracts with the selected private sector partner. Continued progress has been made to secure government funding to enable the early delivery of infrastructure at Manydown and improve the viability of the scheme. The necessary funding and staffing requirements are highlighted in this report.
- 5.2 The key milestones and indicative timescales for the delivery of housing at Manydown is provided below for the information of members.

Outline Planning Application - Development Control Committee	spring 2019
S106 agreement finalised	spring 2019
Site- Wide Strategies and Frameworks	spring/summer 2019
Key Phase applications	summer/autumn 2019
Reserved matters	2019/20
Site preparation	2019
First completions	2020/21

## 6 Future meetings

- 6.1 Following the determination of the outline planning application members of the MOC will be updated on project progress at respective committee meetings during 2019.

**Date: 1 February 2019**  
**Report to be considered by: Manydown Overview Committee**

<b>Lead officer</b>	Andrew Reynolds
<b>Report author</b>	Jess Harris (2349)
<b>Version</b>	V5
<b>Dated</b>	01.02.19
<b>Status</b>	Final
<b>Confidentiality</b>	N/A