

Proof of evidence by REBECCA FENN-TRIPP on behalf of:



*Basingstoke
and Deane*

APPLICATION BY: Cala Homes

RE: Land at Boundary Hall, Aldermaston Road, Tadley.

INSPECTORATE REF: APP/H1705/V/10/2124548

LOCAL AUTHORITY REF: BDB/67609

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My name is Rebecca Fenn-Tripp and I currently work for Basingstoke and Deane Borough Council as a Principal Planning Officer within the Forward Planning and Implementation Team. I have worked in the planning profession (to include Planning Policy and Development Control) for approximately 8 years and have experience of giving evidence as an expert witness at Planning Inquiries. Prior to working at Basingstoke and Deane Borough Council I worked for Wokingham District Council and West Berkshire District Council.

I hold a Masters degree in Urban Planning from Oxford Brookes University and am currently a licentiate member of the Royal Town Planning Institute; I endeavour to obtain full membership this year as I am nearing completion of my Assessment of Professional Competence (APC).

The evidence which I have prepared and provide for this 'called in application' under reference APP/H1705/V/10/2124548 in this proof of evidence is true and has been prepared and is given in accordance with the guidance of my professional institution. I confirm that the opinions expressed are my true and professional opinions.

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1.0 Introduction

- 1.1 This proof will provide evidence in respect of the issues identified in paragraph 7 (f) of the Secretary of State's Call In letter dated 4th March 2010 which stands as the Secretary of State's statement under rule 6(12) of the 2000 Rules:

(f) Whether any planning permission granted should be accompanied by any planning obligations under Section 106 of the 1990 Act and, if so, whether the proposed terms of such obligations are acceptable.

- 1.2 All other evidence in respect of criteria a, b, c, d and e of the Secretary of State's Statement will be provided by other expert witnesses.

2.0 Policy and guidance

2.1 The Statutory Development Plan for the area in which the appeal site is located comprises the Basingstoke and Deane Borough Local Plan 1996-2011 (BDBLP).

2.2 Section 38 of the Planning and Compulsory Purchase Act 2004 requires determinations under the Town and Country Planning Act 1990 to be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan is thus the starting point and it is necessary to assess whether the proposal is in accordance with the relevant policies of the Development Plan and other regulations.

Community Infrastructure Regulations 2010

2.3 The Government has introduced legislation for a new system, the Community Infrastructure Levy, in the Planning Act 2008. Section 223 of the Act enables CIL regulations to include provisions about how section 106 of the Town and Country Planning Act 1990 can or cannot be used. Through the CIL regulations (SI 2010/948) the Government has introduced new restrictions upon how planning obligations can be used.

2.4 CIL regulation 122 places into law for the first time the Government's policy tests on the use of planning obligations. From 6 April 2010 it will be unlawful for a planning obligation to be taken into account when determining a planning application for a development, or any part

of a development, that is capable of being charged CIL if the obligation does not meet all of the following tests:

- (a) Necessary to make the development acceptable in planning terms;
- (b) Directly related to the development; and
- (c) Fairly and reasonably related in scale and kind to the development.

2.5 These three statutory tests are based upon three of the five policy tests in Circular 5/05 at paragraph B5 (tests (ii), (iii) and (iv)). The two remaining tests from Circular 5/05 (tests (i) and (v)) have been omitted from the new statutory set as they were considered unnecessary or repetitive.

2.6 The borough council has not formally introduced CIL. In accordance with the regulations it seeks to ensure that obligations meet the statutory tests where appropriate. Circular 5/05 currently remains in force providing general guidance. And, in relation to development that is not capable of being charged CIL – such as affordable housing – the policy tests in 05/05 along with the other policy therein, continue to apply. Moreover, existing tariff schemes and formulae calculations remain valid prior to any adoption of a local CIL.

2.7 Of relevance is the consultation document published by Communities and Local Government entitled 'New Policy Document for Planning Obligations' which sets out the Government's proposals for changes to the planning system in relation to planning obligations. How the CIL changes affect the use of planning obligations is illustrated in Figure 4 of this document (as attached at Appendix 8) which provides a decision tree for determining how planning obligations may be used following these reforms.

2.8 Having followed the decision tree referenced above, as the council is not operating the CIL regulations and given that the determination in respect of this application will be made before 6th April 2014, there is an identified requirement for the obligations to comply with the Regulation 122 tests identified above.

2.9 Further guidance in respect of justifying planning obligations in planning appeals is provided within the Planning Inspectorate Good Practice Advice – 16/2010. This document states that while the precise circumstances of each case will vary, whether or not the parties mutually agree on the case for an Obligation, the following evidence is likely to be needed in order to enable the Secretary of State or the Inspector to assess whether any financial contribution provided through a planning obligation (or the LPA's requirement for one) meets the policy tests in Circular 05/2005 and the statutory tests in Regulation 122:

- The relevant development plan policy or policies, and the relevant sections of any SPD or SPG
- Quantified evidence of the additional demands on facilities or infrastructure which are likely to arise from the proposed development
- Details of existing facilities or infrastructure, and up-to-date, quantified evidence of the extent to which they are able or unable to meet those additional demands
- The methodology for calculating any financial contribution which is shown to be necessary to improve existing facilities or infrastructure, or provide new facilities or infrastructure, to meet the additional demands
- Details of the facilities or infrastructure on which any financial contribution will be spent.

I have sought to provide such information below.

Policy Framework

Planning Policy Guidance 17: Planning for open space, sport and recreation (PPG17)

- 2.10 PPG17 recognises the importance of open space, sport and recreation to people’s quality of life. PPG 17 notes that planning obligations should be used to remedy local deficiencies in the quantity or quality of open space and recreational provision, and that local authorities are justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local need.

Regional Spatial Strategy – The South East Plan

- 2.12 On 6th July 2010 the Secretary of State announced the revocation of Regional Strategies with immediate effect. Consequently, the South East Plan no longer forms part of the development plan.

Hampshire Local Transport Plan 2006 - 2011

- 2.13 In 2006 Hampshire County Council published its second Local Transport Plan (LTP2) covering the period 2006 – 2011. The LTP2 sets out an Accessibility Strategy for the county which is summarised in Table 5.4 and reproduced below.

Table 5.4: Accessibility strategy

Reduce	<ul style="list-style-type: none">• Provide more services directly to people to reduce the need to travel.• Use land use planning policies and development control to ensure essential facilities and services are provided locally to reduce the need to travel.• Streamlining services so that fewer personal visits are required.
Manage	<ul style="list-style-type: none">• Provide better information to people about the options for accessing services.• Improve timetabling and design of existing public transport services to improve accessibility.• Better signing especially in urban areas.

Invest	<ul style="list-style-type: none"> • Improved public transport services. • Improved interchanges. • Town centre access strategies, to tackle problems of severance for walking and cycling routes and to improve conditions for people with mobility impairments.
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2.14 The LTP2 establishes the North Hampshire Transport Strategy (NHTS) that is based upon the application of the Reduce, Manage and Invest approach to tackling transport problems. The strategy seeks to support economic growth through capacity improvements for the main spokes and hubs whilst improving local accessibility and containment within urban areas and local centres, thereby reducing the need for longer distance trips.

2.15 The LTP2 identified accessibility to services as a core priority. The intention being to improve accessibility through the development of a range of local access plans. It made a commitment to start over 20 Town Access Plans (TAPs) during the life of the Plan as detailed below.

East	North	South	West
Alton	Aldershot	Eastleigh	Andover
Bordon/ Whitehill / Lindford	Basingstoke	Emsworth	Ringwood
Petersfield	Farnborough	Fareham	Romsey
Winchester	Fleet	Gosport	Totton
	North Camp	Havant	
	Tadley	Waterlooville	
	Yateley	Whiteley ¹	

2.16 As well as walking, cycling, mobility, Safer Routes to Schools and travel plan measures, the town centre access plans will include investment in Intelligent Transport Systems (ITS), including Variable Message Signing (VMS) and Quality Bus Partnership programmes that include the deployment of Real-Time Passenger Information (RTPI) systems, the review of

traffic management systems in town centres and review of alternative routes or routing strategies that relieve areas experiencing the adverse effects of traffic.

- 2.17 A TAP is a tool developed to implement the LTP accessibility strategy within key settlements. It provides a list of schemes and strategies to be employed at the local level to enable transportation provision to meet the needs arising from new development or redevelopment. Additionally, and where sufficient priority is achieved, the plans form the basis of schemes to be promoted via the county council funded capital programme.
- 2.18 Each TAP is led by a steering group chaired by the local County Councillor that manages the development of the TAP and will consider the best way to consult with the wider local community. District officers and Councillors are involved in the process to ensure the resulting TAPs are jointly HCC/ district council owned.
- 2.19 The philosophy adopted by the County Council, as set out in NHTS is to improve the level of service for travel along the key corridors through built-up areas to reduce the environmental impacts of traffic and whilst at the same time discourage inappropriate use of lesser roads by traffic to improve the safety and environment for local communities.
- 2.20 At present the County Council has concentrated its resources on developing town access plans for those communities that are under acute pressure from travel demand and as a result the Town access Plan for Tadley is at an early stage of development. However in view of the additional pressure on the transport networks in and around Tadley arising from recent and proposed development, the County Council is working, in partnership with the Borough Council, local stakeholders and elected representatives to identify the key

transportation issues in the area, that are being exacerbated by development impacts and then identify potential transport solutions to mitigate those impacts.

Basingstoke and Deane Borough Local Plan 1996-2011

2.21 The Borough Council placed its 'Notice of Intention to Adopt' the Local Plan on Monday 19 June 2006 and placed its 'Notice of Adoption' on 17 July 2006, after which time the plan is considered to be officially adopted. The following policies from this adopted document are therefore relevant to the evidence provided in respect of this part of the application (copies of which are attached at Appendix 3):

C1 - Section 106 Contributions

C9 - New Leisure Facilities or Open Spaces

C2 – Affordable Housing

C8 – Loss of community facilities

A2 – Alternatives to the car/public transport

A3 – Infrastructure Improvements

Interim Planning Guidance Note - 'Section 106 Planning Obligations and Community Infrastructure', adopted July 2005

2.22 This document provides information in respect of planning obligations and outlines the Council's approach to requesting financial contributions in respect of new development. Whilst this document is not a Supplementary Planning Document, the Sustainability Appraisal and guidance has been subject to extensive public consultation between February 2005 and April 2005, the response to which was reported to Cabinet in June 2005; the guidance was subsequently adopted by the council in July 2005; this document

therefore holds material weight in terms of decision making. A copy of the document is attached at Appendix 2 (core document 14) and specific sections will be referenced in respect of each of the justified planning obligations.

Affordable Housing Supplementary Planning Document, adopted 31st July 2007

2.23 This document clarifies the policy framework for affordable housing as set out in the Local Plan 1996-2011, ensures the framework meets the council's priorities to provide people with affordable, decent homes and to increase choice and encourage a better social mix to reduce social exclusion. An associated Statement of Compliance was produced in support of this document to demonstrate it meets the consultation requirements of the Planning and Compulsory Purchase Act 2004 and PPS12, 'Creating Local Development Frameworks'. This document was adopted as a Supplementary Planning Document in July 2007 and a copy is provided at Appendix 4.(core document 8)

Best Practice Note – Affordable Housing and Community Infrastructure, adopted summer 2006

2.24 This best practice note is intended to provide a 'one stop shop' to assist all those involved in the identification and securing of planning obligations, a copy of this document is provided at Appendix 12. This document identifies the need for affordable housing and the need for specific mix requirements given the needs of the borough. The document goes on to identify the need for community infrastructure to meet the needs of the borough residents and identifies that community infrastructure may include:

- a) Contributions to upgrade/enhance off site community facilities,
- b) Contributions to upgrade/enhance sports facilities likely to be used by new residents,
- c) Contributions to upgrade/enhance open space, play and recreational facilities,

d) Improvements in public transportation/road safety to the extent that they might be adversely affected by new development, required to enable the development to go ahead.

2.25 The council is currently reviewing whether CIL will be formally introduced, however to date a formal decision in this regard has not been made; although on requesting planning obligations for current planning applications, the council would ensure the CIL tests are met, as applicable.

Basingstoke Environmental Strategy for Transport

2.26 The Basingstoke Environmental Strategy for Transport (BEST) was prepared jointly in 1999 by Hampshire County Council and Basingstoke and Deane Borough Council, in partnership with local stakeholders. The Strategy provides a long term vision and policy framework for transport provision within the borough together with 6 broad-based objectives and 9 strategy components. A copy of this document is attached at Appendix 1.

2.27 Whilst BEST focuses on Basingstoke town as the main hub, it also tackles the transport and access needs of people in the surrounding, mainly rural areas that include significant settlements such as Tadley. BEST identifies seven corridor sectors radiating from Basingstoke, one of which is the A340 corridor north of Basingstoke which includes Tadley. In each corridor, BEST proposes an integrated approach to delivering transport choices based upon the strategy components of:

- Public transport
- Cycling
- Walking

- Roads and Traffic
- Car parking
- Road Safety
- Freight movement
- Planning and the environment
- Public involvement and travel awareness

3.0 Assessment of contributions

At the time of writing this evidence, the applicant and the council are working on a draft S.106 agreement on the basis of the contributions and requirements identified below. The applicant is not disputing the heads of the draft S.106 and those referred to below have been agreed between both parties. As such the assessment of the contributions provided below gives information as to the basis of such agreement for the Secretary of State.

Affordable Housing Requirement

- 3.1 Achieving affordable homes that are safe, secure and affordable for all its residents is a key priority for the council. There is a clear need for affordable housing within the borough and the Housing Market Assessment demonstrates this by estimating that 59% of households across the borough have insufficient income to access market housing.
- 3.2 The Housing Strategy 2008-2011 (core document 23) includes a number of action points to include the following which are of relevance to this application:
- i. deliver at least 300 new affordable housing units each year,
 - ii. Provide a mix of tenure on development sites and ensure that at least 195 (65%) of the affordable homes are for social rent,

iii. Encourage the provision of intermediate rented properties as part of the broad tenure mix,

iv. Ensure allocations deliver sustainable communities.

3.3 The Rural Housing Study (a more recent document published in 2010) further evidences the need for affordable housing in the rural area as housing data suggests that there will be a total net annual affordable need of 289 units over 5 years, over four times planned delivery as estimated by council/Registered Social Landlord data 2009.

3.4 The need for affordable housing is justified across the borough, however according to the Housing Needs Register (sourced from Senior Housing Officer) there is a defined need for the affordable housing in Tadley specifically for the following accommodation:

Housing Need in Tadley as at 21 June 2010

Property Type	Transfer	General Needs	Totals
One Bedroom Flat	6	31	37
Two Bedroom Flat	1	9	10
One Bedroom Bungalow		10	10
Two Bedroom Bungalow	4	4	8
Two Bedroom House	2	14	16
Three Bedroom House	27	54	81
Four Bedroom House	5	5	10
Five Bedroom House		3	3
Sheltered	6	7	13
Totals	51	137	188

- 3.5 Tadley is the second largest settlement within Basingstoke and Deane Borough and the demonstrable need for affordable housing in Tadley is further evidenced by way of the North and Tadley Sub Area Parish Profile. This information comprises part of the evidence base (attached at Appendix 14) of the Local Development Framework and was carried out by David Couttie Associates, an external consultant.
- 3.6 The application site is situated within one of Basingstoke and Deane's larger settlements, Tadley (having a population of greater than 3000). The proposal is for more than 15 dwellings on a site of greater than 0.5 hectares and for these reasons, affordable housing provision is required in accordance with Policy C2 of the BDBLP.
- 3.7 The application proposes a total of 115 units of which 46 would be affordable equating to 40% affordable housing provision on site. This would accord with the starting point for negotiations of 40% affordable housing as outlined in Policy C2 of the BDBLP.

In summary the proposed affordable housing would comprise the following mix;

- 1 bed flats - 10
- 2 bed flats - 21
- 3 bed houses - 11
- 4 bed houses - 4

- 3.8 The flats would constitute 3 separate blocks - Block A, B and C. The affordable units within the flats would be split across the blocks as follows - 4 units within Block A, 12 units within Block B and 15 units within Block C (31 units in total within the blocks of flats). The remainder of the affordable units (13 houses) would be situated in units 43-55 adjacent to Almswood Roads with a 2 further houses situated adjacent to the open space (units 1 and

2). The Housing Officer raised no objection in respect of the mix or distribution of affordable houses which is deemed to be acceptable.

- 3.9 The Affordable Housing SPD (core document 8) states that as a starting point, 25% of the development should comprise affordable housing for rent and that a further 15% should comprise shared ownership/shared equity affordable housing. In terms of the tenure of the application, the social rented provision comprises 15 houses and 14 flats, totalling 29 units (25% social rented) which would leave a balance of 17 shared ownership units (15%). As such the tenure split would comply with the requirements of the Affordable Housing SPD.
- 3.10 The level of affordable housing proposed is in accordance with the requirements of Policy C2 of the BDBLP and a planning obligation is required to secure the provision of these units in order to ensure they are constructed and retained in perpetuity as affordable dwellings to meet an identified local need. Failure to provide affordable housing as part of this development would result in the failure of the development to provide affordable homes within Tadley, placing additional pressure on the local community and council services.
- 3.11 The affordable housing requirements have been provided in a satisfactory draft S.106 agreement and the council is therefore satisfied with the mechanism and triggers proposed to secure such provision.

Community Facilities

A planning obligation to secure the replacement of the existing community facility or the payment of a financial contribution of £121,125 towards community facilities is required.

Why the Obligation is necessary to make the development acceptable in planning terms

- 3.12 The former cinema building (as existing) within the site falls under Use Class D2 and is currently utilised by the scouts, this building is therefore an existing community facility, albeit of a relatively poor quality given its condition. Policy C8 of the BDBLP states that the Council will not grant planning permission for a development which would result in the loss of essential local services and facilities unless there is adequate alternative local provision, it is demonstrated that it is no longer practical or desirable to retain them or it is a part of changes by a public service provider which will improve the overall quality or accessibility of public services in the Borough.
- 3.13 Whilst the loss of an essential local facility would normally be resisted by the Council in accordance with Policy C8 of the BDBLP, there is an extant permission for the construction of a new Scout Hut to the south west of the Boundary Hall site. This new community facility is proposed within a residential area to the east of Southdown Road under application ref. BDB/71012 (see application documents at appendix 13). The applicant proposes, as part of this application, to implement the extant planning consent prior to the demolition of the existing building within the site, in order to avoid the loss of the existing community facility and address the requirements of Policy C8.
- 3.14 As an alternative to implementing the extant planning permission, the applicant would be required to pay a financial contribution towards the improvement of existing community facilities within Tadley given that the loss of the existing facility would place additional pressure on already stretched facilities within the area. The proposed scheme would generate an additional need to be addressed and that additional population would impact upon existing community facilities in Tadley.

Why the obligation is directly related to the development

3.15 As referenced above, the replacement of the excising D2 use is directly related to the proposed development, the loss of which would be contrary to Policy C8 of the Local Plan and would place additional pressure on already stretched facilities in Tadley. Given that the scout group would need to relocate (in the event that the existing facility is not replaced), it is reasonable to assume that they would utilise an existing community centre or village hall for their activities as an alternative, thus placing additional pressure on such facilities – in addition to the extra population generated by the proposal. As such the obligation is directly related to the proposed development.

Why the Obligation is fairly and reasonably related in scale and kind to the development

3.16 The deficiencies in Tadley in relation to community facilities have been identified in the Leisure and Recreation Needs Assessment 2008 (LRNA) (relevant extract attached at Appendix 10) and Tadley Town Recreation Study 1997 (appropriate extract attached at Appendix 15). The LRNA identified a need for community centre facilities in Tadley, identifying the need to enhance facilities available at many halls. The report recommends that residential developments should contribute to enhancement of community halls within an appropriate distance of their development.

3.17 The estimated costs of addressing the identified community facility deficiencies in Tadley are in excess of £1.5m, information confirmed by the appropriate leisure department. Therefore, a contribution of £121,125 from the proposed housing development which will increase local needs and place additional pressure on existing facilities in the Tadley area is appropriate in scale and kind. PPG 17 states where it is not practical to provide new facilities as an integral part of a new development, contributions towards off-site provision or enhancement which is related to the development should be sought. In addition developer's

contributions can be amalgamated to contribute to a larger single (off site) development rather than used within the immediate vicinity of a particular development in order to minimise future net operating and maintenance costs.

- 3.18 The formula utilised to calculate the contribution is based on occupancy rates as follows, which are sourced from the council's advice note in respect of planning obligations:

Occupancy rates:

One bedroom 1.5 people/house

Two bedroom 1.7 people/house

Three bedroom 2.3 people/house

Four bedroom 3.0 people/house

Five bedroom 3.5 people/house

- 3.19 The figure is based on £475.00 per person where the housing mix is known and this contribution is based on the figure of 0.75sq m of floor space per dwelling, multiplied by a build cost of £1,520 per sq/m of floor space, which is the cost of recently constructed community buildings within the Borough – an example of how this calculation works is provided at Appendix 7 assuming an increase in population of 255 persons.

- 3.20 If the applicant paid a financial contribution as an alternative to building a new scout hut, the money would be spent on providing a new youth wing at Tadley Community Centre (the location of which is shown at Appendix 5). This is identified by the Community Development and Learning Manager as a required need in Tadley and is estimated to cost approximately £250,000 based on the construction of other such facilities elsewhere in the borough. It is anticipated that this facility will be constructed within the next 5 years.

3.21 The provision of a new community facility as approved under BDB/71012 or the payment of financial contributions will be secured through the s.106 agreement; the council is satisfied with the mechanism and triggers proposed to secure such provision.

Open Space

A planning obligation to secure the provision of open space on site, comprising kick about space and an equipped play area is required. A financial contribution of £47,863 is also required towards the provision of playing fields.

Why the Obligations are necessary to make the development acceptable in planning terms

3.22 Policy C9 of the Local Plan states that the details of the leisure and open space standards are set out in the Interim Planning Guidance in respect of Section 106 Planning Obligations and Community Infrastructure. It goes on to state that provision of on-site or contributions to meet the provision of any new or enhanced leisure facilities or open space, will be required to meet the reasonable needs of the residents of developments; new open space will be sought on the basis of 2.8 ha per 1,000 population (as a total). The open space obligations are therefore necessary to ensure that the proposal is acceptable in planning terms as the failure to meet the specified standards would result in an unacceptable form of development.

This justification is applicable to all obligations sought in respect of open space, to include playing fields, kickabout and locally equipped play area, the standards for which are as follows:

Playing Fields: 1.0 ha per 1000 population

Locally Equipped Area of Play: 0.2 ha per 1000 population

Kickabout Area: 0.8 ha per 1000 population

Playing Fields

A planning obligation to secure the payment of a financial contribution of £47,863 is required towards the provision of playing fields.

Why the obligation is directly related to the development

- 3.23 Specifically for this application the playing field contribution is calculated using the adopted occupancy rates detailed in the Basingstoke and Deane Planning Obligations and Community Infrastructure document as identified at paragraph 3.16. Based upon the housing mix supplied with the application the increased population as a result of the development equates to 255 persons. This population increase creates the increased demand / pressure upon existing leisure and recreation provision directly as a result of the development.
- 3.24 The additional population as a result of the proposed development will impact upon existing leisure and recreation provision. The next stage of the playing field assessment is to evaluate whether the increased demand can be met by existing provision.
- 3.25 In 1997 Basingstoke and Deane Borough Council commissioned an independent Recreation Study to provide a comprehensive picture of open space and recreation provision within Tadley. In relation to playing field provision the study assessed all of the playing field sites within Tadley and a wider study area. The study identified a quantitative deficiency in playing fields of approximately 6 hectares. Evidence of this deficiency is summaries as:

Accessible playing field sites (the locations of which can be found at Appendix 11):

Tadley Recreation Ground (The Common)	2.4ha
Southdown Road Playing Fields	1.5ha
The Pineapple Field, Baughurst	1.3ha
Silchester Common Recreation Ground	3.0ha
Total	8.2ha
Study Area Population*	14,200
BDBC Local Plan Standard	1.0ha per 1000 persons
Overall requirement 1997	14.2ha
Provision	Deficit of 6.0ha

*HCC Small area forecast 1997, including allowance for AWE staff and families living within the study area.

The relevant information is attached at Appendix 15 and shows the full analysis undertaken to reach the conclusions.

3.26 Obviously the Recreation Study is some 13 years old and more up to date information is required to reappraise if the deficiencies identified in the study have been addressed. This exercise has been undertaken by BDBC utilising the same methodology with an up to date assessment of playing fields within Tadley and the surrounding area.

Accessible playing field sites:

Tadley Recreation Ground (The Common)	2.4ha
Southdown Road Playing Fields	1.5ha

The Pineapple Field, Baughurst	1.3ha
Silchester Common Recreation Ground	3.0ha
Barlow's Park Football Complex	3.2ha
Total	11.4ha
Study Area Population*	17,171
BDBC Local Plan Standard	1.0ha per 1000 persons
Overall Requirement 2010	17.1ha
Provision	Deficit 5.7ha

*HCC Small area forecast 2010 (2008), including an estimated allowance for AWE staff and families living within the study area.

3.27 The use of quantitative standards for sport and leisure provision provides an overall picture of deficiency / surplus of provision within a given area. It is important to note that other qualitative information such as demand for pitches, quality of provision and accessibility is as important when assessing playing pitch demand. Based on both quantitative and qualitative assessments the Council has identified deficiency between 4.0ha – 5.0ha of playing fields provision for Tadley and the surrounding areas.

3.28 It is clear from the detailed analysis undertaken on playing field provision within Tadley that there is a longstanding deficiency in facilities for local residents. It is recognised that the Barlow's Park Football Complex has contributed to reducing this deficiency, however the analysis concludes that the increased demand generated from the proposed development cannot be met by the existing facility infrastructure as there is a deficiency in existing provision.

- 3.29 In relation to planning the Basingstoke and Deane Local Plan Policy C9 clearly sets out that provision of on-site, or a contribution to the provision of off-site, of any new or enhanced leisure facilities or open spaces required to meet the reasonable needs of the residents of their development will be sought from housing developers by the Borough Council. This is set within the context of borough residents and visitors having access to high quality leisure facilities and that there is adequate provision of facilities to meet local demand.
- 3.30 It is important to note that as there is an existing deficiency in playing field provision within the development area the proposed development will only be expected to *contribute proportionately* to improving facilities, or providing new facilities, based upon the population generated from the development. Any contribution from the proposed development *will not* be used to fund existing deficiencies exclusively.
- 3.31 The assessment of this obligation was undertaken utilising the findings of the Tadley Recreation Study, 2007 and the Leisure Needs Assessment, a detailed audit of leisure provision in Basingstoke and Deane, undertaken in 2002. Both studies identified a deficiency in sport and recreation provision within Tadley and in particular a deficiency in Playing Fields. Since the study was undertaken, a further four playing fields were lost during the development of the Barlow's Park Scheme placing extra pressure on remaining facilities. Phase one of the Barlow's Park scheme was completed in 2002 and contributed to reducing the deficiency in playing fields within Tadley but the deficit still remains and needs to be addressed.
- 3.32 Basingstoke and Deane's supplementary planning guidance 'Section 106 Planning Obligations and Community Infrastructure' sets out how council planning policy seeks to

retain and enhance existing leisure and recreational facilities to meet the need of new housing proposals to resolve deficiencies.

3.33 In this case there is an identified deficiency and the proposed development would increase local need so the obligation would comply with the Regulation 122 tests.

Why the Obligation is fairly and reasonably related in scale and kind to the development

3.34 The Playing Fields contribution of £47,863 requested for this development is based upon the formula as adopted in the current local plan of a minimum of 1.0ha per 1000 persons or a contribution of £187.70 per person. This figure was based upon up to date costs for this type of provision in 2007/08, including the provision of pavilions and changing rooms. An example calculation is attached at Appendix 7 to show how this has been calculated.

The financial contribution will be utilised towards the provision of one of the following (locations of which can be viewed at Appendix 11):

- Tadley Recreation Ground (The Common)
- The Pineapple Field, Baughurst
- Silchester Common Recreation Ground
- Barlow's Park Football Complex

3.35 The intention would be to allocate the contribution to one of the sites above providing multiple playing pitches in a central location to make the greatest contribution to mitigating the impact of the development. It is intended that the financial contribution would be spent within the next 24 months.

3.36 The financial contribution has been provided in a satisfactory draft S.106 agreement and the council is therefore satisfied with the mechanism and triggers proposed to secure improvements to playing fields.

Kickabout and Locally Equipped Area of Play

Why the obligations are directly related to the development and are reasonably related in scale and kind

3.37 The open space comprising kickabout and an area for locally equipped play is required to be provided on site because there is insufficient existing public open space and equipped play provision within the locality of the site which could be enhanced to meet the open space needs of the new residents (255 additional people based on the occupancy rates at Paragraph 3.16). The development proposes a total of 1600 square metres of kick about space and 400 square metres of on site equipped play in line with Local Plan requirements which is considered to be acceptable and would be reasonably related in scale and kind to the proposed development.

3.38 Once completed as the open space and play area are to be transferred to the Council for future maintenance then a commuted sum will be required to cover the cost of annual maintenance. This commuted sum is calculated on the basis of rates for maintaining different landscape elements and equipped play areas. These rates are based on current contract prices and an example is given of these costs within Appendix 6, these are subject to inflation and other cost increases. The requirement for commuted sums is further evidenced in Appendix B of the Interim Planning Guidance Note - 'Section 106 Planning Obligations and Community Infrastructure', adopted July 2005.

These obligations would be secured by way of s.106 agreement; this is considered to be an appropriate mechanism to secure such provision by the council.

Landscape Management Plan

A planning obligation is required to secure a Landscape Management Plan for the development.

Why the Obligation is necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind

- 3.39 When new developments take place these inevitably involve hard and soft landscaping which form the structure and backbone of the development. The ongoing management of these elements of the scheme is an important factor in sustaining the landscape setting of the development, and it is in everyone's interest to ensure this takes place appropriately.
- 3.40 To achieve this, planned management and maintenance operations are required for the development, in the form of a management plan. These operations may well need to change over time as planting matures and the character of the site evolves, and ongoing management will be necessary for perpetuity.
- 3.41 In the case of the Boundary Hall site, there is a significant amount of mature structural vegetation to the perimeters of the site, and additional proposed landscaping around public open spaces, all of which will be communal. These structural landscape features contribute to the character of the site and surrounding area, and will require ongoing management. Over time, as these landscape features mature and evolve, it is likely that their maintenance requirements will change, and therefore scheme of review will be required for the management plan in order for it to remain relevant. It would be inappropriate to secure such management by way of condition given the scale of the development and the fact that

requirements will change. This obligation has been provided in a satisfactory draft S.106 agreement and the council is therefore satisfied with the mechanism and triggers proposed to secure the landscape management of the site.

Highway Contributions and Travel Plan

3.42 Planning obligations comprising a financial contribution of £503,211 and a Travel Plan are required. Information to clarify how the financial contribution has been calculated is attached at Appendix 7. £254,837.31 of the calculated contribution would be payable towards West Berkshire District Council as the traffic impact would be split. West Berkshire District Council Highway Officer has prepared a statement justifying their part of the contribution which is attached at Appendix 16

Why the Obligations are necessary to make the development acceptable in planning terms

3.43 Policy A2 states that the Borough Council will only grant planning permission for developments with vehicular and pedestrian generation implications where:

- i. cycling and walking infrastructure are integrated with the development and linked with surrounding networks; and
- ii. development takes account of the needs of public transport.

3.44 Policy A1 states that Travel Plans will be required for all development, other than residential which is above 500 square metres.

3.45 Elsewhere within the Plan area opportunities will be examined to improve provision for pedestrians, cyclists and to encourage the use of public transport including community transport in areas not served by conventional public transport. Additionally, the funding of

local transport improvements will be sought in conjunction with new development where appropriate.

- 3.46 The supporting text goes on to say that the Borough Council will seek to enter into legal agreements with potential developers to secure the implementation of specific improvements or contributions towards their implementation in accordance with the strategy outlined in the Basingstoke Environmental Strategy for Transport and the requirements of the proposed SPG on developer contributions. This may include new infrastructure or the provision of new or additional public transport services.
- 3.47 The Basingstoke Environmental Strategy for Transport (BEST) was adopted as supplementary guidance in 1999; a copy of this document is attached at Appendix 1. The strategy seeks to promote accessibility to all groups of residents through support, encouragement and development of all modes of transport and to manage the impact of private car use in recognition of the basic priorities of safety, congestion, and air quality as well as accessibility to key services.
- 3.48 The core of the principles was initially incorporated in the Highway authority's (Hampshire County Council) Local Transport Plan 2001-2005, and forms a basic premise of the replacement policy within the Local Plan. This current plan moved away from the strategic 'predict and provide' policies to adopt a policy of 'reduce, manage and invest', whereby the principles of development should be aimed at seeking all alternatives to the generation of additional car borne traffic, and only as a last resort making capacity improvements.
- 3.49 The identified financial contribution is necessary to make the development acceptable in policy terms because the cumulative effect of allowing development in an area which

already suffers from high levels of congestion would further exacerbate an existing problem.

A Travel Plan is necessary in policy terms under A1 to encourage companies to provide and make use of alternative modes of transport to the private car.

Why the obligations are directly related to the development

- 3.50 The BEST strategy divides the borough into corridors, based on the access routes to the town centre, which are the principal patterns of travel, and for the site at Boundary Hall the relevant corridor is the A340, running roughly North-South between key sites of Aldermaston, Tadley, the North Hampshire hospital and Basingstoke centre. In 2001 Hampshire County Council and Basingstoke and Deane Borough Council jointly commissioned a consultant study of the A340 Basingstoke to Tadley Corridor. The aim of the study was to determine a detailed transport strategy for the corridor, consistent with the wider objectives of BEST, an extract of this study is attached at Appendix 9
- 3.51 The study identified a range of short medium and longer term transportation measures for each of the Basingstoke urban area, the interurban section and the Tadley Urban area sections of the A340. The study provides helpful information on a range of transportation measures that may be required to enable future development to proceed that will generate transport movements along or across this corridor.
- 3.52 Additional development along the corridor will generate 67 am peak and 71 pm peak car journeys along this major route and impact on safety, congestion, and air quality. As such the development will place additional demands on existing highway infrastructure as a result of the extra population generated in this location (255 people on the basis of the occupancy rates identified at paragraph 3.16). As such the planning obligations sought are directly related to the proposed development.

Why the Obligation is fairly and reasonably related in scale and kind to the development

- 3.53 Tadley is essentially a rural location that has grown rapidly since the establishment of AWE. The transport infrastructure has failed to keep pace with the rate of growth both in terms of development and traffic. As a result the quality of service provided by the existing transport infrastructure reflects the historic legacy rather than design standards for pedestrians, cyclists, public transport users. The road network has been little improved over the years and suffers from traffic congestion at peak travel times, particularly at the key junctions on the network.
- 3.54 Whilst the County Council is supportive of development in Tadley to help sustain and improve the existing social infrastructure, this has to be conditional upon improvement to the transportation networks so that development can be sustainable and for residents and businesses to have good access to local facilities.
- 3.55 The philosophy adopted by the County Council (set out in NHTS) has been to improve the level of service for traffic movements along the key routes through the built-up area to reduce congestion and environmental impact, whilst at the same time discourage inappropriate use of lesser roads by through traffic and provide safer by providing services for local residents and other road users.
- 3.56 In the current financial climate the County Council is facing increasing pressure on its capital programme for transportation infrastructure and on the revenue resources needed to support public transport services and to undertake Town Access Plan studies as envisaged in the LTP2. Accordingly, the County Council has focussed on those Town Access Plans that address the most acute areas of need within the county and where they can help to prioritise deployment of the county council's own resources.

- 3.57 Whilst initial steps have been taken by the county council to develop a town access plan for Tadley, the current status of the TAP for the Tadley area is that it will not be commencing in the near future and this is due to the resource issues discussed above.
- 3.58 As a result the NHTS, BEST and the A340 Basingstoke to Tadley corridor Study remain the current transportation strategies and policy context for the Tadley area. In view of the additional pressure on the transportation networks in Tadley arising from recent and proposed developments, the Area transportation team, in partnership with the Borough council, local stakeholders and elected representatives has begun to identify a range of transportation issues and potential schemes with which to mitigate the transport impact of planned growth in the town.
- 3.59 The County Council has received funding from other developments within the Tadley area, including from within West Berkshire and these have enabled a start to be made on initial priorities for the A340 Corridor and Tadley. In addition developer funding has been made available to West Berkshire Council enabling transportation improvements in its administrative area.
- 3.60 It has been assessed that approximately 50% of traffic to and from the proposal site will travel to and from West Berkshire, it has been agreed by the authorities that part of the financial contribution should be provided to West Berkshire to assist in funding one or more of the following items:
- The provision of the footway / cycleway from the A340 Heath End roundabout to the Aldermaston train station.

- Improvements to the A4 and A340 within the vicinity of Frouds Lane and Aldermaston Wharf.
- Improvements to access for the Aldermaston Train Station
- Assistance in subsidies for the continued retention of bus services linking Tadley to Reading, Newbury and Thatcham.
- Provision of a southbound bus shelter on the A340 Mulfords Hill fronting the site
- Highway capacity and safety improvements within the vicinity of Reading Road / Soke Road / Red Lane / Welshman's Road

3.61 Highway works will be secured via a Section 278 Agreement (to which Grampian style conditions are recommended) to provide for the reconstruction and resurfacing of the footway fronting the site along the A340 Mulfords Hill southwards from the Falcon Gyratory to the existing site access with dropped kerbs and tactile paving across the existing access.

3.62 The following table summarises the programmes and schemes across Tadley area that have been identified by the HCC Area Transport Team in consultation with stakeholders and local representatives.

Item	Programme/Scheme	Cost (£'000s)
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1	Consultation and scheme development	15% of scheme/program me cost 498.450
2	Travel wise Measures	25
3	Pedestrian Accessibility	500
4	Cycle Accessibility	400
5	Public Transport Accessibility	1,200
6	Traffic and Safety	800

	Measures	
7	Safer Routes to School	350
8	Mobility Access	50
	Sub-Total	3,325
	Total	3,823.75
		0

3.63 The details of these schemes have been reviewed in relation to the potential transportation impacts and mitigation requirements of this site and the following schemes have been identified as being directly relevant to the site and the proposed development.

Item	Programme/Scheme	Scheme details as they relate to the development site	Total Cost (£'000s)	% due to the development	Contribution sought
1	Public Transport Infrastructure Improvements on routes serving the site	Provision of bus stop infrastructure to Bus Quality Partnership standard at locations serving the site, local employment and local services and facilities, to include bus information, raised and dropped kerbs, shelters and bench seats.	£128,600	33%	£42,000
2	Mulfords Hill Town	Enhancements to the	£150,000	33%	£50,000

	centre access improvements	pedestrian environment for people from the site wishing to access the town centre facilities along Mulfords Hill. This to include surface treatment to reduce traffic speed, and footway and crossing improvements to improve pedestrian accessibility.			
3	Pedestrian environment improvements in the site vicinity, including enhanced street lighting	Provide resurfacing, street lighting and environmental improvements to the path between the site and Franklin Road	£50,000	100%	£50,000
4	Franklin Road Traffic Management	Measure to reduce traffic speed and improve the environment for pedestrians from the site using Franklin Road to access local service and facilities	£50,000	50%	£25,000
5	Signal Controlled Pedestrian Crossing facilities at Franklin road/ Silchester Road/ A340 Junction	Provide signal controlled crossing facilities to assist pedestrians, in particular vulnerable road users to cross at this busy junction en-route to the town centre and other local facilities.	£75,000	50%	£37,500
6	Pedestrian environment improvements on route to Bishopswood Shops	Improve the facilities for pedestrians from the development wishing to access the local shops and facilities at Bishopswood road	£10,000	50%	5,000
7	Cycle route to Community College	Provide a route for cyclist between the site and the community college	£110,000	20%	22,000
8	Real time passenger Information at Key bus stops	Provide real time information to waiting passengers on the expected arrival time of scheduled bus services	£200,000	10%	20,000
9	Safe routes to School provision to local schools	Provide safe walking and cycling routes as identified through catchment school travel plans	£50,000	10%	£5,000
10	Enhanced public transport service	Increase frequency for bus services to Basingstoke to	£240,000 (for 3	20%	£48,000

	provision	address morning peak hour congestion on existing services.	years)		
	Total		£1,063,600		£304,500

3.64 These obligations have been provided in a satisfactory draft S.106 agreement and the council is therefore satisfied with the mechanism and triggers proposed to secure the identified provisions.

Resident Pack including REPPIR Regulations

A planning obligation is required to ensure a resident pack is provided to every resident via the on-site Management Company, a pack which will include the appropriate Emergency Response Requirement under the REPPIR Regulations.

Compliance with the CIL Regulations

3.65 The provision of a resident pack would comply with the tests as it would be (i) necessary in planning terms as it would draw the attention of residents to the associated REPPIR Regulations and evacuation procedures. The planning obligation is (ii) directly related to the proposed development given the proximity of the application site to the Atomic Weapons Establishment in Tadley. Finally the planning obligation is (iii) reasonably related in scale and kind to the proposed development as the provision of a resident pack would not be unduly onerous and would help to raise public awareness with regards the issue of safety.

3.66 This obligation has been provided in a satisfactory draft S.106 agreement and the council is therefore satisfied with the mechanism and triggers proposed to secure the identified provisions.

4.0 Other Matters

4.1 Whilst referenced within the council's Statement of Case, it is considered that the following matters can be appropriately controlled by way of condition:

- Section 278 highway works
- Requirement for the roads to be built to adoptable standards but maintained thereafter as private.

A financial contribution towards art will not be pursued as it is not considered that this would comply with the requisite tests.

5.0 Conclusion

5.1 I have demonstrated in my evidence that the identified planning contributions would comply with relevant Development Plan policies, advice and CIL Regulations. If permission is granted it should be on the basis that such obligations are provided.