

Title of Report:	Sandleford Park Supplementary Planning Document (SPD)
Report to be considered by:	Council
Date of Meeting:	19 September 2013
Forward Plan Ref:	C2675

Purpose of Report:

To:

- a) consider the representations received in response to the consultation on the Draft Supplementary Planning Document (SPD) undertaken between 22 March and 3 May 2013.
- b) consider whether any revisions need to be made to the Supplementary Planning Document in the light of these representations.
- c) consider the adoption of the Sandleford Park Supplementary Planning Document as attached in Appendix C.

Recommended Action:

That Council resolves that:

- a) No new information or evidence has arisen through the consultation to warrant major changes being made to the Supplementary Planning Document although a number of minor changes have been made.
- b) The Council's responses to the representations received as set out in Appendix A are agreed.
- c) The Sandleford Park Supplementary Planning Document as attached in Appendix C is adopted in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
- d) Delegated authority is given to the Head of Planning and Countryside to agree any minor typographical and formatting refinements to the Sandleford Park Supplementary Planning Document before publication.

Reason for decision to be taken:

To provide the necessary guidance for the future development of the Sandleford Park site

Other options considered:

None, as the requirement for an SPD to be prepared for Sandleford Park is set out in policy CS3 of the adopted Core Strategy.

Key background documentation:

West Berkshire Local Plan Core Strategy 2006-2026, Policy CS3

The proposals contained in this report will help to achieve the following Council Strategy priorities:

- CSP1 – Caring for and protecting the vulnerable**
- CSP2 – Promoting a vibrant district**
- CSP3 – Improving education**
- CSP4 – Protecting the environment**

The proposals will also help achieve the following Council Strategy principles:

- CSP5 - Putting people first**
- CSP7 - Empowering people and communities**
- CSP9 - Doing what's important well**

The proposals contained in this report will help to achieve the above Council Strategy priorities and principles by:

Setting in place a planning context and framework to steer the comprehensive development of the Sandford site which will facilitate a smoother and faster planning application process and ensure an appropriate development is delivered on site.

Portfolio Member Details

Name & Telephone No.:	Councillor Hilary Cole – Tel (01635 248542)
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Date Portfolio Member agreed report:	14 th August 2013

Contact Officer Details

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Implications

Policy:	The Sandford site is a strategic allocation within the adopted Core Strategy which provides the planning strategy for West Berkshire to 2026. A Supplementary Planning Document is committed to within policy CS3 of the Core Strategy in order to proactively guide a future planning application for the site.
Financial:	N/A
Personnel:	N/A
Legal/Procurement:	N/A

Property: N/A

Risk Management: The preparation of a Supplementary Planning Document for the site enables the Council to put in place plans for the site and to take on board the views of the community which have been expressed through ongoing consultation. The alternative of waiting for a planning application would mean that the site might not be delivered in accordance with Corporate and Member aspirations.

Corporate Board's Recommendation: That an additional paper be prepared to accompany this paper to advise on a number of issues concerned with the delivery of the site.

Is this item relevant to equality?	Please tick relevant boxes		Yes	No
Does the policy affect service users, employees or the wider community and:				
• Is it likely to affect people with particular protected characteristics differently?			<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Is it a major policy, significantly affecting how functions are delivered?			<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Will the policy have a significant impact on how other organisations operate in terms of equality?			<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Does the policy relate to functions that engagement has identified as being important to people with particular protected characteristics?			<input type="checkbox"/>	<input checked="" type="checkbox"/>
• Does the policy relate to an area with known inequalities?			<input type="checkbox"/>	<input checked="" type="checkbox"/>
Outcome (Where one or more 'Yes' boxes are ticked, the item is relevant to equality)				
Relevant to equality - Complete an EIA available at www.westberks.gov.uk/eia				<input type="checkbox"/>
Not relevant to equality				<input checked="" type="checkbox"/>

Is this item subject to call-in?	Yes: <input type="checkbox"/>	No: <input checked="" type="checkbox"/>
If not subject to call-in please put a cross in the appropriate box:		
The item is due to be referred to Council for final approval		<input checked="" type="checkbox"/>
Delays in implementation could have serious financial implications for the Council		<input type="checkbox"/>
Delays in implementation could compromise the Council's position		<input type="checkbox"/>
Considered or reviewed by Overview and Scrutiny Management Commission or associated Task Groups within preceding six months		<input type="checkbox"/>
Item is Urgent Key Decision		<input type="checkbox"/>
Report is to note only		<input type="checkbox"/>

Executive Summary

1. Introduction

- 1.1 Sandleford Park was allocated through the Core Strategy as a strategic site for up to 2,000 dwellings with associated infrastructure. The Supplementary Planning Document (SPD) for the Sandleford Park site has been prepared to set out in more detail how the site will be delivered, taking into account the opportunities and constraints of the site as well as the outcomes of the comprehensive evidence base. The SPD can only supplement adopted policy CS3 of the Core Strategy. It cannot provide new details or set new policy.
- 1.2 The SPD will form a framework for the future development of the allocated site. The primary purposes of the SPD are:
- (a) To guide future development and investment and to provide a framework for future planning applications at the site.
 - (b) To set out planning and design principles and requirements for the development of land and buildings at the site.
 - (c) To help inform the local community and other stakeholders regarding the potential future development of the site and to engage them in the process.
- 1.3 Consultation and stakeholder engagement is a vital part of the production of any planning document. In producing the SPD the Council has engaged with a wide range of stakeholders including the landowners, the public, Council officers and members, public sector agencies and other interested parties to ensure that the views and considerations of those with an interest in the redevelopment and future of the site have been taken into account throughout its preparation so far.
- 1.4 On 21 March 2013 the Council's Executive approved the draft Supplementary Planning Document for a 6 week period of public consultation which took place from 22 March to 3 May 2013. During this period, a consultation event took place at Newbury Rugby Club on 18 April 2013.
- 1.5 Overall the Council received 96 comments on the draft SPD, from 69 consultees. A number of these representations were very detailed. The representations have been considered by officers and amendments proposed to the SPD in order to produce a final document for adoption.

2. Equalities Impact Assessment Outcomes

- 2.1 This item is not relevant to equality.

3. Conclusion

- 3.1 It is recommended that Council resolves that:

- (a) No new information or evidence has arisen through the consultation to warrant major changes being made to the Supplementary Planning Document although a number of minor changes have been made.
- (b) The Council's responses to the representations received as set out in Appendix A are agreed.
- (c) The Sandlesford Park Supplementary Planning Document as attached in Appendix C is adopted in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
- (d) Delegated authority is given to the Head of Planning and Countryside to agree any minor typographical and formatting refinements to the Sandlesford Park Supplementary Planning Document before publication.

3.2 Once adopted the SPD will be used in conjunction with the Development Plan, holding significant weight as a material consideration in the determination of any planning application and/or appeal on this site.

Executive Report

1. Introduction

- 1.1 Land at Sandford Park, on the southern edge of Newbury, has been allocated through the West Berkshire Core Strategy as a strategic site for up to 2,000 dwellings, 1,000 of which are due to be delivered within the Core Strategy period to 2026. The site will help to meet West Berkshire's housing requirement to 2026 of 10,500 dwellings and will also provide education, community uses and public open space.
- 1.2 The principle for developing the site has been established through the Core Strategy and it is now necessary to look in more detail about how the site should be delivered in order to bring forward a well planned sustainable urban extension. The SPD can only supplement adopted policy CS3 of the Core Strategy. It cannot provide new details or set new policy but builds upon the key principles for the site which have been established through the Core Strategy process and set out in policy CS3.
- 1.3 Housing completions on the site are due by 2016 and are now included within the Council's 5 year housing land supply. A site of this scale has a long lead in time and a planning application is expected later in 2013 to enable the site to be delivered to schedule.
- 1.4 The Supplementary Planning Document (SPD) provides the framework to guide the future development of the allocation. Its primary purposes are:
 - (1) To guide future development and investment and to provide a framework for future planning applications at the site.
 - (2) To set out planning and design principles and requirements for the development and construction of land and buildings at the site.
 - (3) To help inform the local community and other stakeholders regarding the potential future development of the site and to engage them in the process
- 1.5 The SPD will supplement planning policies within the West Berkshire Core Strategy (specifically policy CS3) and sets out the environmental, social and economic objectives relevant to any future redevelopment of the site. Once adopted by the Council the SPD can be used in conjunction with the Development Plan holding significant weight as a material consideration in the determination of any future planning application and/or appeal on the site.
- 1.6 The SPD has been prepared in accordance with the Town and Country (Local Planning) (England) Regulations 2012. Sustainability Appraisal (SA) is not required to be carried out for SPDs as an SPD should not introduce new policies or proposals which have already been subject to SA. However, a screening report was necessary to gauge whether Strategic Environmental Assessment (SEA) was required to be carried out for the SPD. The screening report showed that potential significant effects had been comprehensively considered by the higher level SA/SEA of the West Berkshire Core Strategy which was subject to public consultation and independently examined by an Inspector. This was ratified by the

3 statutory bodies (Natural England, the Environment Agency and English Heritage).

2. Consultation

- 2.1 On 21 March 2013 the Council's Executive approved the draft Supplementary Planning Document for Sandleford Park for a 6 week period of public consultation which took place from 22 March to 3 May 2013.
- 2.2 During the consultation, a public consultation event was held at Newbury Rugby Club. The event ran from 3.30pm through to 8.30 pm and was well attended throughout the event. Officers and representatives of the agent for the site were in attendance to discuss the draft SPD with members of the public.
- 2.3 Overall the Council received 96 representations on the SPD from 69 contributing consultees. These figures include 5 late responses from 3 contributing consultees. The representations have been considered by officers and a Council response has been provided to each one. As a result some amendments have been proposed to the SPD as appropriate. Whilst none of the amendments are considered material, the majority provide clarification or additional information which has been extremely valuable in strengthening the final version of the SPD.
- 2.4 The consultation representations together with the Council's proposed responses are attached in Appendix A, as part of the Statement of Consultation. A Schedule of Proposed Changes to the SPD is attached as Appendix B.
- 2.5 Some of the main issues raised as part of the consultation are summarised below:
 - (1) **Accesses:** In terms of the numbers of responses received, the largest single area of concern relates to the accesses for the site. Whilst the Core Strategy policy shows that the site is deliverable with 2 accesses off Monks Lane, this caused concern through earlier consultations for the site. This resulted in additional technical work being carried out to assess the comparative effects of traffic flows onto the A339 and onto the A343 via Warren Road. This additional technical work has resulted in more concern, particularly from residents and users of the Warren Road area who are largely worried about the impact of existing traffic in the area and raise safety concerns in relation to existing uses, such as Falkland Primary School, Park House Academy and local churches. This concern largely relates to the potential of Warren Road becoming an all vehicle access route, but the proposed sustainable transport route set out in Core Strategy policy CS3 is also raising concerns. The proposed response explains that the Council is aware of the issues and that there would need to be a wide range of highways improvements associated with any accesses to the site with the solution depending on the specific issue to be addressed. In addition, the planning application will be accompanied by a detailed transport assessment which will have to address the issues raised.

The position on additional accesses has been discussed at the meetings of Planning Task Group held in May, June and July 2013. Members of the Task Group have been updated on the outcomes of the technical work carried out to assess the potential benefits for the wider highways network of additional

all vehicle access options off Warren Road onto the A343, and onto the A339. Whilst Planning Task Group agreed that all 4 accesses should be pursued (including the 2 already assessed through the Core Strategy off Monks Lane), this is a matter for negotiation through the planning application process, rather than for inclusion in the SPD, which cannot change policy. There are known issues with the delivery of either of the 2 additional accesses, whilst the 2 accesses off Monks Lane are deliverable and have been examined through the Core Strategy process.

Changes to the wording of the SPD on the access issues have been made, this wording has been discussed with Legal Services to ensure that it does not seek to go beyond the scope of an SPD.

- (2) Improved links to Greenham. A number of respondents have raised the potential of improving access to Greenham across the A339, for cycle and pedestrian access. The proposed officer response is based on advice from highways and from transport policy and sets out that the development does provide an opportunity to improve the link from the public right of way across the site east to Greenham Common. This would need to look at ways of improving the route south from the entrance to St Gabriel's School.
- (3) Country Park. There have been a number of responses about the Country Park, some related to future management and some querying what facilities will be available. One of these responses is from BBOWT who have raised a number of points about the role of the Country Park. Their main concern is the impact of the Sandleford development on Greenham and Crookham Commons SSSI and relates to West Berkshire Council's duty to ensure that there is no additional recreational pressure on the site from the Sandleford proposals. Discussions with Members of Planning Task Group on this issue, have confirmed that this area, whilst largely catering for the new residents of the site, does have a role and function in terms of providing parkland for part of the wider area. To help to facilitate this, there will be a small amount of parking provided at the Local Centre to enable residents from the wider area to drive to the site without clogging up the residential streets.

Further discussions have indicated that this area of the site is not correctly defined as a Country Park. It is therefore proposed that all references to Country Park in the document should be changed to Country Parkland to better reflect the role and function of this part of the site.

- (4) Renewable Energy. Whilst there have been limited responses on this section of the SPD, Members previously requested that more detail be added on this issue. Additional wording on the options for renewable energy at the site has therefore been included within the final SPD, set out beneath each of the development principles in this section. These set out in more detail how policy CS15 of the Core Strategy is expected to be applied on the site.
- (5) Infrastructure and facilities. There remains concern about the infrastructure required to deliver the site. Concerns from some

respondents focus on the limitations of the existing infrastructure and the response to these points therefore refers to the infrastructure improvements set out within the Infrastructure Delivery Plan. There are additional points made about facilities, with questions about the timing of, and location of facilities such as the primary provision for the site and of the community facilities. The responses to these points explain that feasibility work is underway to inform the primary provision on the site and that further details regarding these and the community facilities will be agreed through the planning application process. Additional wording has been added to the SPD to refer to the scope of the community facilities.

- (6) Design Issues. A detailed response was received making comments with regard to crime prevention, safety and design. Whilst this requirement is already set out in the Core Strategy, the SPD has been amended to reinforce the requirement to address crime prevention and safety. Additional text has also been added to the Urban Design principles of the SPD to more fully reflect what needs to be achieved on the site.
- (7) Level of detail. Some comments have been made which expect the SPD to be more prescriptive than it can be in terms of level of detail. There is some confusion about the role of an SPD and what it can deliver. Some of the issues raised through the consultation will need to be taken forward through the planning application process and delivered through the implementation of the site, but within the framework that has been established by policy CS3 of the Core Strategy and by the SPD.

3. Conclusion

- 3.1 The consultation process resulted in a range of extremely useful representations from a broad spectrum of consultees, including members of the public, local businesses/ organisations and statutory consultees. As a result the proposed changes serve to strengthen the SPD, providing clarification and/or additional information on detailed aspects.

It is recommended that Council resolves that:

- (a) No new information or evidence has arisen through the consultation to warrant major changes being made to the Supplementary Planning Document although a number of minor changes have been made.
- (b) The Council's responses to the representations received as set out in Appendix A are agreed.
- (c) The Sandleford Park Supplementary Planning Document as attached in Appendix C is adopted in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
- (d) Delegated authority is given to the Head of Planning and Countryside to agree any minor typographical and formatting refinements to the

Appendices

Appendix A - Statement of Consultation (*issued electronically, hard copies available on request*)

Appendix B - Schedule of proposed changes to the SPD.

Appendix C - Sandleford Park SPD (*issued electronically, hard copies available on request*)

Consultees

Local Stakeholders: As set out in the Statement of Consultation

Officers Consulted: All service units

Trade Union: N/A