

<b>Title of Report:</b>	<b>Sandleford Park Supplementary Planning Document (SPD)</b>
<b>Report to be considered by:</b>	Council
<b>Date of Meeting:</b>	3 March 2015
<b>Forward Plan Ref:</b>	C2948

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**Purpose of Report:**

To:

- (a) consider the representations received in response to the consultation on the amended Draft Supplementary Planning Document (SPD) undertaken between 12 December 2014 and 30 January 2015.
- (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.

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**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 set out in Appendix B 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:**

Not amending the SPD; amending policy CS3 of the West Berkshire Core Strategy.

**Key background documentation:**

West Berkshire Local Plan Core Strategy 2006-2026, Policy CS3, adopted July 2012.  
Sandleford Park SPD, adopted September 2013.

**Published Works:**

Not applicable

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 principle:

- CSP8 - 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 positive framework to proactively steer the comprehensive development of the Sandleford site.

#### Portfolio Member Details

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<b>Date Portfolio Member agreed report:</b>	4 February 2015

#### Contact Officer Details

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### Implications

**Policy:** The Sandleford site is a strategic allocation within the adopted Core Strategy which provides the planning strategy for West Berkshire to 2026. A Supplementary Planning Document has been adopted for the site in order to proactively guide a future planning application for the site. The SPD is now being amended to include a requirement for a single planning application for the site to ensure that the development and associated infrastructure is delivered comprehensively. The SPD is a material consideration in the decision making process.

**Financial:** The Council is committed to producing planning policy documents. Budgetary provision has been made to carry out the relevant work.

**Personnel:** N/A

**Legal/Procurement:** The Planning and Compulsory Purchase Act 2004 (as amended) requires the local planning authority to keep under review the matters which may be expected to affect the development of their area or the planning of its development. The revisions to this SPD seek to take forward a commitment to fulfil this obligation.

If the Council adopts the SPD, there is a 3 month period within which this adoption can be challenged through the courts.

**Property:** N/A

**Risk Management:** The risks to development management in this area of policy are higher without the SPD being amended as proposed.

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"/>		
<b>Outcome</b> (Where one or more 'Yes' boxes are ticked, the item is relevant to equality)				
Relevant to equality - Complete an EIA available at <a href="http://intranet/EqIA">http://intranet/EqIA</a>				<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

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## 1. Introduction and Proposals

- 1.1 Sandleford Park was allocated through the Core Strategy as a strategic site for up to 2,000 dwellings (policy CS3). A Supplementary Planning Document (SPD) was prepared for the site and adopted in September 2013. This set out in more detail how the site would be delivered, taking into account the opportunities and constraints of the site as well as the outcomes of the comprehensive evidence base.
- 1.2 The SPD has now been updated (Appendix B) to reflect the need for a single planning application for the site. This will ensure that the site is comprehensively delivered, with timely and well planned provision of infrastructure. This requirement is set out as a new development principle for the site (principle S1) and reflected through other amendments throughout the SPD.
- 1.3 The SPD was published for a 7 week period of public consultation which took place between 12 December 2014 and 30 January 2015. This was widely advertised, in accordance with the Council's adopted Statement of Community Involvement.
- 1.4 32 comments from 26 consultees were received and full details of these, together with the proposed Council response is set out in Appendix A.

## 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:
  - (i) 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.
  - (ii) The Council's responses to the representations received as set out in Appendix A are agreed.
  - (iii) The Sandleford Park Supplementary Planning Document as set out in Appendix B is adopted in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
  - (iv) Delegated authority is given to the Head of Planning and Countryside to agree any minor typographical and formatting refinements to the amended Sandleford 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

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## 1. Introduction

- 1.1 Land at Sandford Park, on the southern edge of Newbury, was 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 was established through the Core Strategy and a Supplementary Planning Document (SPD) for the site was adopted in September 2013. This gives more detail about how the site should be delivered in order to bring forward a well planned sustainable urban extension.
- 1.3 The SPD has now been amended to include a requirement for a single planning application for the site. It was necessary to consult on the amended SPD, and take it back to Council for adoption to give it the necessary weight as a material consideration in the decision making process.
- 1.4 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.
- 1.5 Housing completions on the site are due by 2017 and are included within the Council's 5 year housing land supply.
- 1.6 A 7 week consultation on the amended SPD took place between 12 December 2014 and 30 January 2015.

## 2. Amendments to the SPD

- 2.1 The amendments to the SPD set out a requirement for a single planning application for the site. This has always been envisaged, given that the site was promoted as a single site throughout the allocation and examination process. However, as this is not set out in either the policy or the adopted SPD, it is prudent to confirm this requirement in a manner which fully confirms the Council's expectations for delivering the site comprehensively, in an effective way.
- 2.2 A new primary purpose for the SPD is set out to assist in the delivery of a comprehensive and sustainable development across the site as a whole. This is underlain by the requirement for a single planning application which is set out as a new development principle – S1. These changes explain the benefits of a single application for the site which will ensure a holistic and comprehensive development across the site as a whole which maximises the potential of Sandford Park as a well-planned, cohesive and sustainable urban extension.
- 2.3 A single application will also enable the development to be properly assessed as a whole to ensure that it achieves the vision and objectives set out in the policy and the SPD. This will enable the required infrastructure to be properly planned and delivered in an integrated and timely way across the site. A single application will

also enable the infrastructure requirements to be assessed accurately by the Council's Service Units, with details about where it will be situated and how the delivery will be timed.

- 2.4 It will also ensure that the site is designed as a whole in a cohesive manner.
- 2.5 Other amendments to the SPD reflect the requirement for a comprehensive development to be delivered through a single planning application, and more detail on this has also been added to the delivery and implementation section (section G) of the SPD.
- 2.6 An SPD is a material consideration in the decision making process and any developer would therefore need to show sound reasons for not complying with any of its requirements.

### **3. Consultation Outcomes**

- 3.1 On 11 December 2014, Council approved the draft amended Supplementary Planning Document for Sandford Park for a 7 week period of public consultation which took place from 12 December 2014 to 30 January 2015.
- 3.2 Overall the Council received 32 representations on the SPD from 26 contributing consultees. A number of the comments made do not relate specifically to the amendments to the SPD, but to the general principal of allocating the site or to the SPD as adopted in September 2013. They are, however, responded to.
- 3.3 All 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 attached as Appendix B 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.
- 3.4 The consultation representations together with the Council's proposed responses are attached in full in Appendix A, as part of the Statement of Consultation. A Schedule of Proposed Changes to the SPD is also included within Appendix A.
- 3.5 Some of the main issues raised as part of the consultation, together with the officer response, are summarised below:
  - (1) General support for the principle of a single planning application for the whole of Sandford Park to ensure that the site is developed comprehensively. The Sandford Farm Partnership does not support this however, and further information on this point is set out below.
  - (2) Concern over additional all vehicle road access to Sandford, specifically from Warren Road, where this is seen as having a negative and potentially dangerous impact on existing users in terms of the impact of additional traffic generation.

In terms of a response to this, officers have set out information about the junction design process, and sets out how road safety will be a paramount consideration in this detailed work.

- (3) Concern over the infrastructure implications of the development and whether these have been adequately addressed to date.

The responses to this explain that the Infrastructure Delivery Plan for the site is a living document which is kept updated and the requirements set out within it are a material consideration in the determination of any planning application.

- (4) An objection by Sports England in terms of the impact of the development on playing field land at Newbury Rugby Club.

The response to this explains that the principle of the allocation was established through the Core Strategy process and that despite being consulted on a number of occasions, Sport England did not raise any objections at the time. Additionally, there will be no actual loss of playing field space. The SPD as adopted does state that there will be no identified formal recreation provision (sports pitches) on the site in lieu of significant areas of informal open space – however any identified requirement for on-site playing pitches or additional leisure facilities arising from the site will be addressed through the planning application process.

- (5) A response from lawyers acting on behalf of the Sandleford Farm Partnership (who own about two thirds of the site) disagrees with the approach that the Council has taken to amending the SPD to include a requirement for a single planning application for the site. They consider that the amendments are being made without proper justification.

Officers in Legal Services have carefully considered the points raised and are satisfied that the SPD amendments are consistent with both adopted Core Strategy policy and the National Planning Policy Framework. This conclusion has been ratified by legal Counsel.

- (6) Agents on behalf of Donnington New Homes (the other landowners at the site) are supportive of the principal of a single planning application of the site but propose amended wording to the SPD to emphasise the need for collaborative working and input between the parties. They also request some revised, more flexible wording.

No changes are proposed in response to these comments and the response details that any additional material considerations will be taken account of during the planning application process.

- (7) The Say No To Sandleford Group (SNTS) has submitted a comprehensive response, reiterating its opposition to the allocation of Sandleford Park, whilst broadly supporting the single planning application amendment to the SPD.

The response contains some useful points of detail and some minor changes to the SPD are proposed to take some of these into account. Other points raised can be taken on board during the planning application process.

- (8) Wash Common Community Group supports a single planning application for the site and reiterates comments made through previous consultations, expressing reservations about the detail of additional access routes and concerns over other issues including the adequacy of infrastructure.

The response to this explains more about how the traffic junctions would be designed and provides additional information about the mechanisms for infrastructure provision.

#### **4. Conclusion**

4.1 The consultation process resulted in a range of useful representations from a broad spectrum of consultees, including members of the public, community groups, landowners and statutory consultees. As a result the proposed changes serve to strengthen the SPD, providing clarification and/or additional information on detailed aspects. Other points raised during the consultation can be taken into account during the planning application process.

4.2 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 attached as Appendix B 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

#### **Appendices**

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Appendix A - Statement of Consultation (**electronic only**)

Appendix B – Sandleford Park, Amended Supplementary Planning Document (**electronic only**).

#### **Consultees**

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**Local Stakeholders:** As set out in the Statement of Consultation.

**Officers Consulted:** All service units

**Trade Union:** n/a