

TO: THE EXECUTIVE
19 OCTOBER 2010

LOCAL DEVELOPMENT FRAMEWORK - SITE ALLOCATIONS DEVELOPMENT PLAN DOCUMENT

Director of Environment, Culture and Communities

1 PURPOSE OF DECISION

- 1.1 The Site Allocations Development Plan Document (SADPD) is intended to identify sites to meet the Borough's development needs to 2026 in accordance with the Council's adopted Core Strategy. This report seeks approval to consult on a Preferred Option of this document.

2 RECOMMENDATION(S)

- 2.1 **That Executive agrees the Preferred Option at Appendix A (including its associated annexes and supporting technical information) for the purposes of public consultation.**
- 2.2 **That Executive agrees the consultation strategy set out in Section 5 of this report.**
- 2.3 **That authority be delegated to the Executive Member for Planning and Transportation to make any necessary amendments to the Preferred Options and supporting technical and background papers prior to public consultation.**

3 REASONS FOR RECOMMENDATIONS

- 3.1 Production of the SADPD supports the Council's policy of having a plan-led approach to development rather than reacting to developers' proposals. The proposed use of the Council's locally derived housing target based on the Borough's adopted Core Strategy rather than the previous figure based on the revoked South East Plan also supports the government's objectives of decentralisation, localism and planning positively for housing delivery to meet local needs. The Housing Minister, Grant Shapps has recently confirmed that increased house building, including affordable housing, was a priority for the government.
- 3.2 The SADPD will be an important element in delivering the vision set out in the Council's adopted Core Strategy and ensuring a robust and flexible supply of land to meet the Borough's future development requirements and support the local economy. At the July meeting Executive agreed that work on the SADPD would continue on the basis of the housing numbers set out in the adopted Core Strategy. These numbers were agreed by the Council at the time of preparing the South East Plan as an appropriate level to meet the community's needs. The number of homes planned is 2,000 fewer than the figure in the final South East Plan which has now been revoked.
- 3.3 The community's needs for housing arise from a number of sources including:
- Natural increase in population
 - People living longer healthier lives and staying longer in their own homes

- Smaller average household size
- 3.4 The most recent CLG household projections show an increase in households in Bracknell Forest of 11,000 over the plan period from 46,000 in 2006 to 57,000 in 2026. This fits very well with the 10,780 being proposed as the target for the SADPD. The 10,780 figure is based on the Core Strategy figure of 11,139 less a carry over of 359 from the previous plan period which GOSE subsequently advised need not be included.
- 3.5 The effect of an ageing population can be seen in that, of the additional new households projected from 2006 to 2031 for Bracknell Forest, 66% will comprise households aged 65 or over and 38% will be households aged 75 or over (source: CLG/Experian household projections, 2009).
- 3.6 The Government has made it clear that the revocation of regional strategies does not mean that work should cease on the preparation of Local Development Documents and that local authorities still need to identify a long term supply of housing land. It is also made clear that whatever housing level is chosen will need to be justified.

The Previous Options Consultation

- 3.7 A summary of the Options consultation and responses on the broad locations were included in the report to Executive in July. Further analysis of comments, along with other technical information and testing of the potential sites, has taken place to arrive at the Preferred Option. A full report of the consultation, including officer responses to the main issues raised, is at Appendix 'B'.

4. THE PREFERRED OPTION

- 4.1 The Preferred Option is set out in full in the draft consultation document at Appendix 'A' and the rationale behind the options selected is set out in the background document at Appendix 'C'. The draft Sustainability Appraisal of the options considered in the previous consultation is attached at Appendix 'E'. The proposals are based around meeting the vision and objectives set out in the Council's adopted Core Strategy.
- 4.2 A key component of the SADPD is the identification of sites to meet the Borough's housing needs. The housing requirement in the Core Strategy is to provide 10,780 homes by 2026. Of this total, 66% are already committed through existing permissions, homes already completed and sites identified in the Core Strategy. As shown below, this leaves us to find additional sites for 3,626 homes to meet the Borough's projected need to 2026:

Homes Already Committed to be Allocated	
Homes completed 2006 – 2010	1,424
Homes with planning permission	2,805
Homes planned at Amen Corner & Warfield	2,925
	(7,154)
Additional Homes to be Allocated	
Small windfall allowance (16 years)	480
Small edge of settlement sites	174
Sites within settlements	901
<i>Extensions to Settlements</i>	
Land at Broadmoor, Crowthorne	278
Land at TRL, Crowthorne	1,000
Amen Corner North, Binfield	400

Land at Blue Mountain, Binfield	400
	(2,078)
TOTAL	10,787

4.3 The Preferred Option sets out policies for the major new extensions, summarised as follows:

4.3.1 Broadmoor

Is proposed for a comprehensive redevelopment scheme to include:

- 278 new homes
- Major public open space provision including on-site bespoke provision of green space to mitigate any impacts on the nearby Special Protection Area
- A replacement hospital
- Re-use of the listed building on the site
- A new access road
- Public transport improvements

This proposal is subject to satisfactory resolution of conservation issues around the need to protect the integrity of the heritage assets on the site through the production of a satisfactory conservation management plan to inform further development of a masterplan.

4.3.2 TRL Site, Crowthorne

This site is proposed for a comprehensive mixed use development to include

- 1,000 new homes
- Major public open space provision including on-site bespoke provision of green space to mitigate any impacts on the nearby Special Protection Area
- A care home
- An enterprise centre
- A new Council Depot
- A new local centre
- A new primary school
- Retention of the existing Transport Research Laboratory Office building
- Improvements to the local highway network
- Improvements to public transport and local cycle network

4.3.3 Amen Corner North

This site is proposed for a residential development to include:

- 400 new homes
- Major public open space provision including bespoke provision of green space to mitigate any impacts on the Special Protection Area in the south of the Borough
- Improvements to public transport and local cycle network
- Contributions towards improvements to the strategic highways network
- Improvements to the local highway network

4.3.4 Land at the Blue Mountain Golf Course site

Part of the golf course site is proposed for a mixed-use development to include:

- 400 new homes
- Major public open space provision including on-site bespoke provision of green space to mitigate any impacts on the Special Protection Area to the south of the Borough
- Relocation of Bracknell Town Football Club

- An Education Village comprising a new secondary school, a new primary school and a new Special Educational Needs facility
- Improvements to public transport and local cycle network
- Contributions towards improvements to the strategic highways network
- Improvements to the local highway network

4.4 The Preferred Option includes policies for the formal allocation of the sites at Amen Corner and Warfield identified in the adopted Core Strategy Policies CS4 and CS5 respectively. It contains details of the smaller sites that will also contribute to meeting the housing target as referred to at paragraph 4.2 above.

Other Allocations

4.5 Changes are proposed to reduce the size of some of the employment areas, in particular the Eastern Industrial Area where a housing allocation for over 200 homes is proposed. It is also proposed to include a policy for the Royal Military Academy Sandhurst to support its nationally important military training function while protecting nature, landscape and heritage interests.

4.6 Changes are proposed to the extent of retail and frontage designations within them. These changes reflect up to date guidance in PPS4 and are mostly quite minor apart from the proposal to designate the Peel Centre as an edge-of-centre location. This would be accompanied by a policy to support its ongoing role as a retail warehouse park.

4.7 It is also proposed to rationalise the extent of the designations of Open Space of Public Value and settlement boundaries, particularly in relation to providing greater flexibility for school sites.

Infrastructure Delivery Plan

4.8 The Infrastructure Delivery Plan (IDP), accompanies the SADPD and specifies, in as much detail as possible on the available information, the physical, social and green infrastructure needed to enable the planned growth up to 2026. An initial draft of the IDP is attached at Appendix D and includes a delivery schedule that sets out who will provide the infrastructure and when it will be delivered.

4.9 In addition to the large extensions to settlements, the IDP will also cover the infrastructure requirements for the smaller sites proposed. This will be set out by area and will predominantly use the approach set out in the Limiting the Impact of Development SPD. The IDP will assess the cumulative impacts of the small sites on the existing infrastructure provision within the settlements.

Technical and Background Papers

4.10 There are a number of background papers and studies (in addition to those appended to this report) that have informed the preparation of the preferred option. Copies of these will be available for the public consultation.

4.11 These documents include:

- Strategic Flood Risk Assessment
- Strategic Housing Market Assessment (Draft)
- Phase 1 Ecological Surveys of Broad Areas

- Archaeological Site Assessments
- Landscape Capacity Study
- Bracknell Forest LDF Residential Location Accessibility Assessment – Broad Development Areas
- Bracknell Forest – Masterplanning Support – Final Report
- Strategic Housing Land Availability Assessment
- Employment Land Review
- Infrastructure Delivery Plan
- Retail Study
- Transport and Accessibility Assessment
- Appropriate Assessment

5. PREFERRED OPTION CONSULTATION STRATEGY

5.1 It is proposed to carry out the consultation from 8th November to 17th December 2010 (ending before the Christmas holidays).

5.2 The following consultation strategy is proposed:

- a) Online consultation using Limehouse consultation portal.
- b) Update front page of Council's web page and Boris to include notification that Preferred Option Consultation has commenced and provide direct link to consultation.
- c) Town and Country Article (publication date 15 November).
- d) Press release to local newspapers at start of Preferred Option Consultation.
- e) Explanatory leaflet to complement the Preferred Option Consultation.
- f) Half page advertisement in local newspapers at start of Preferred Option Consultation (this is not a statutory requirement but would help to raise awareness).
- g) Email/letter to consultees/individuals on our database who responded to the Participation Document to advise that the Preferred Option consultation is taking place (over 1,300 organisations and individuals are on the database).
- h) Additional notification to properties adjacent to proposed new major urban extensions.
- i) Manned exhibitions focussed on Crowthorne and Binfield as the areas most affected by major housing allocations. Times and venues to be included in publicity. Exhibitions to be held in evenings and Saturday mornings as well as during the working day to make them more easily accessible. Provisional times and locations are:
 - Binfield Parish Council - Saturday 20th Nov, 9.00am-1.00pm
 - Binfield Parish Council - Thurs 18th Nov, 2.00-5.00pm
 - Binfield Primary School - Wed 17th Nov, 6.00-9.00pm

 - Crowthorne Baptist Church - Tues 23rd Nov, 10.00am-1.00pm
 - Crowthorne Baptist Church - Sat 27th Nov, 10.00am-1.00pm

6 ALTERNATIVE OPTIONS CONSIDERED

- 6.1 The option of ceasing or significantly delaying work on identifying sites for future development was considered. This would leave the Council vulnerable to the pattern of development in the Borough being led by developers and land owners through planning applications and planning appeals.
- 6.2 The option of carrying out a minimal consultation just to meet the statutory requirements was considered but was not thought appropriate in light of the levels of interest generated by the initial options consultation and the long-term Borough-wide implications of the proposals.

7 RISK ASSESSMENT

- 7.1 The risks associated with the proposed SADPD work are:
- The lack of up to date legislation and guidance on the new planning system; and,
 - The interim arrangements are presently in the form of a draft Ministerial Written Statement.
- 7.2 There is also a risk from potential speculative planning applications and possible appeals. However, the Secretary of State's letter of 27 May will be a material planning consideration in any appeal decisions, as will any formal Ministerial Written Statement on interim arrangements. The risk from such applications will be reduced by carrying on with work on the SADPD in order to identify a robust supply of housing land.

8 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 8.1 Consultation on the Site Allocations DPD is required by the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended in 2008). The provisions relating to the early consultation are covered by Regulation 25 and it is considered that undertaking the consultation as proposed will help fulfill the Council's obligations under this legislation.

Borough Treasurer

- 8.2 The Site Allocations Development Plan Document forms part of the Local Development Framework (LDF) process. The commitment budget includes a projection which represents the estimated work in preparing the LDF as part of a continuous rolling programme.

Equalities Impact Assessment

- 8.3 The allocation of land for different uses which is the key function of the SADPD has the potential to advantage some groups at the expense of others. Carrying out full and effective consultation on its proposals is therefore an important part of ensuring that no equalities groups are unfairly disadvantaged. An important part of the SADPD will be to ensure that new development contributes to the achievement of

sustainable communities which have good access to a wide range of facilities including employment, education, health facilities, open space and community facilities (community halls, places of worship etc). In this respect the SADPD should have a positive role in reducing inequalities in the Borough. A full Equalities Impact Assessment is attached at Appendix F.

Strategic Risk Management Issues

- 8.4 Strategic Risk Register - Number 4 identifies the risks arising from the increased housing allocations and the implied 'jobs allocations' in the final version of the South East Plan. A particular trigger for this risk is identified as houses being built without accompanying improvements in infrastructure.
- 8.5 While the risk of increased housing allocations has now disappeared with the revocation of the SE Plan, the risks associated with not having an identified supply of land for development remain. The government has made it clear that they still expect land supply to be identified and the changes made to PPS3 did not affect the national policy relating to land supply. The Council would therefore be vulnerable to developer-led planning applications being submitted and potentially won on appeal of the SADPD process were abandoned or significantly delayed.

9 CONSULTATION

- 9.1 Details of the proposed Preferred Option consultation are set out at Section 5 above.

Background Papers

Please note that, due to the size of the documents, Appendices A to E have not been printed, copies are available via the website and printed copies will be placed in the party group rooms.

- Appendix A Draft Preferred Option
Appendix B Report of Options Consultation
Appendix C Preferred Options Background Paper
Appendix D Draft Infrastructure Delivery Plan
Appendix E Draft Sustainability Appraisal Report (incorporating Strategic Environmental Assessment)
Appendix F Equalities Impact Assessment

Contact for further information

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