

# Draft Submission Site Allocations Development Plan Document Background Paper

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# 1 Introduction

## 1.1 Introduction

**1.1.1** The purpose of this document is to set out the reasoning behind the policy designations and site allocations contained within the Draft Submission version of the Site Allocations Development Plan Document (SADPD). It forms a background paper to the Draft Submission document and covers the topics in a similar order to the main document. The SADPD will form part of the Local Development Framework for Bracknell Forest, along with the adopted Core Strategy, saved Bracknell Forest Borough Local Plan policies, and a range of adopted Supplementary Planning Documents.

**1.1.2** This Background Paper updates the the Background Paper that was produced in support of the Preferred Option version of the SADPD that was published in November 2010. Documentation pertaining to the Preferred Option can be viewed by using the following web link:<http://consult.bracknell-forest.gov.uk/portal/planning/siteallocations/sadpdpo>. The Background Paper summarises the evidence that has been considered in respect of the sites that have been put forward and seeks to demonstrate why certain sites have been selected. It also includes an updated section on national policy, to reflect recent Government announcements and emerging policies as it has been necessary to consider the Government's general direction of travel in drafting the SADPD.

**1.1.3** As the SADPD primarily focuses on housing, the major allocations are for new homes and associated infrastructure. The search for housing sites has involved the review of other issues such as the need for employment land and designation of existing employment sites. This document includes a section on retail, which explains how changes reflect national policy and support the regeneration of Bracknell Town Centre. It also includes consideration of the Core Strategy Policy CS8 (Recreation and Culture) and changes to the Open Space of Public Value (OSPV) designation on the Proposals Map. Finally, consideration is given to a number of school sites that are currently located on edge of settlement locations. Their suitability for inclusion within the defined settlement is discussed.

**1.1.4** The SADPD has been prepared following extensive engagement and consultation as set out in the Regulation 30 (1) (d) Statement of Consultation. Section 1 of the Statement of Consultation identifies how the engagement that has been undertaken is consistent with the Council's adopted Statement of Community Involvement (SCI) <sup>(1)</sup> and with the Bracknell Forest Partnership Community Engagement Strategy 2009 - 2012 <sup>(2)</sup>.

**1.1.5** Preparation of the SADPD has also had regard to the vision and priorities set out in the Bracknell Forest Sustainable Community Strategy 2008 - 2014 (SCS) <sup>(3)</sup> prepared by the Bracknell Forest Partnership. The Partnership consists of representatives from the public, private and voluntary sectors. The SADPD will have a role in delivering some of the priorities in the SCS, in particular:

**Priority 1c - Supporting the Older Generation** - through the identification of sites for housing, including smaller units, there will be an increase in choice for older people. Specific provision is made for care homes.

1 The SCI is available to view at: <http://www.bracknell-forest.gov.uk/sci>

2 The Community Engagement Strategy is available to view at:  
<http://www.bracknell-forest.gov.uk/community-engagement-strategy-2009-to-2012.pdf>

3 The SCS is available to view at: [http://www.bracknell-forest.gov.uk/sustainable\\_community\\_strategy\\_2008-2014.pdf](http://www.bracknell-forest.gov.uk/sustainable_community_strategy_2008-2014.pdf)

**Priority 2a - Sustainable Development** - the SADPD identifies sites for additional housing development in accordance with the approach set out in the Core Strategy. This gives priority to previously developed sites within defined settlements. It also refines the areas where future employment development will take place.

**Priority 2b - Protecting the Environment** - the approach taken does not impact upon the Metropolitan Green Belt and respects other important environmental designations such as the Special Protection Area and Sites of Special Scientific Interest (SSSI).

**Priority 2c - Travelling around the Borough** - development proposals relating to sites identified in the SADPD will be required to provide improved access to destinations such as Bracknell Town Centre by means such as highway improvements, better bus routes and links and cycle and pedestrian routes.

**Priority 3d - Sustaining a Vibrant Economy** - the document aims to maintain a balance in the growth of employment and housing. Boundaries of the defined Employment Areas have been reviewed to identify land to be retained for economic development. As evidence suggests an excess of office floorspace, some land that is currently within defined employment areas and other more isolated sites, are put forward for release to other uses. Bracknell Town Centre is identified as a significant employment location.



## 1.2 Supporting documents

**1.2.1** A number of other supporting documents and studies have been taken into account in preparing this Background Paper. The table below sets out the title of the document, a summary of what it contains, the author and date it was prepared:

**Table 1.1 List and summary of supporting evidence.**

Document title	Author	Date prepared	Summary of document
<a href="#">Archaeological Site Assessments</a>  SADPD Library Ref: SAL13	Berkshire Archaeology	March 2010	Provides an assessment of the 8 Broad Areas identified at the Issues and Options (SADPD Participation) stage. Sets out archaeological elements that are present, or likely to be present and recommends a further programme of assessment to be undertaken.
<a href="#">Background Paper to support SADPD Preferred Option.</a>  SADPD Library Ref: SAL24	BFC	November 2010	Provides the background for Council's Preferred Option.
Bracknell Forest Housing Market Assessment (HMA)  SADPD Library Ref: SAL32	DTZ	October  2011	<p>The HMA looks at historic rates of growth in the population and number of households in the Borough. It also looks at household composition. The scale of future growth in the number of households is referred to and an indication of the size of dwellings that may be required is given. The influence of economic factors such as earnings and unemployment levels on the performance and characteristics of the housing market is reviewed. Trends in house prices and rents are studied to assist in drawing some conclusions on affordability. A section is also included on the scale and nature of housing need.</p> <p>The HMA was published in draft form at the Preferred Option stage (previously referred to as the Draft Strategic Housing Market Assessment - SHMA). This represents an updated final version.</p>
<a href="#">Character Areas Assessment SPD</a>	BFC	March 2010	The SPD identifies areas within the Borough with distinctive and positive character, and provides an assessment and recommendations relating to maintaining and enhancing character within these areas.

Document title	Author	Date prepared	Summary of document
			<p>The Character Area Assessments SPD covers the following areas:</p> <ul style="list-style-type: none"> <li>• Binfield village;</li> <li>• Bracknell (defined areas);</li> <li>• Areas East of Bracknell;</li> <li>• Crowthorne (defined areas);</li> <li>• Sandhurst (defined areas); and</li> <li>• Villages to the north of Bracknell.</li> </ul>
<a href="#">Employment Land Review (ELR)</a>  SADPD Library Ref: SAL11	Roger Tym & Partners/Vail Williams	December 2009	<p>The objectives of the study are to understand market areas and segments in the Borough; to provide an understanding of the existing employment land supply in the Borough; to provide an assessment of the future demand for employment (types and locations) in the Borough; to assess the suitability of individual sites, whether existing or proposed for future employment uses; and to inform the allocation of, and detailed policy approach to, employment development through the Local Development Framework process.</p>
<a href="#">Landscape Analysis of Site Allocations and an Assessment of Gaps/Green Wedges</a>  Core Strategy Examination Library Library  Ref: ETS007	Entec	August 2006	<p>This study was undertaken to support the Core Strategy. It has formed the base for the landscape capacity work undertaken by Kirkham Landscape Planning Ltd in respect of the SADPD.</p> <p>The aim of the study was to identify areas of landscape character within the Borough, focusing on areas where pressure for development was high, so as to identify areas which have or do not have the capacity to accept change without damaging the landscape character. The study also analysed the suitability of areas within the Borough for designation as a gap or green wedge.</p>
<a href="#">Habitat Regulations Appropriate Assessment</a>  (HRA Assessment)  SADPD Library Ref: SAL33	BFC	November 2011	<p>The impact of the SADPD on the Thames Basin Heaths Special Protection Area has been considered in the Habitats Regulations Appropriate Assessment – Site Allocations DPD.</p> <p>It is for the competent authority (Bracknell Forest Council) to consider the likely and reasonably foreseeable effects and to ascertain that the plan <b>will not have an adverse effect on the integrity of the site</b> before it may be adopted.</p> <p>The Appropriate Assessment has therefore been produced in accordance Regulation 61 of the Habitats Regulations which assesses the possible effects of the various proposals in the Site Allocations DPD on, or potentially affecting any Natura 2000 Sites (i.e. the Thames Basin Heaths Special Protection Area).</p>

Document title	Author	Date prepared	Summary of document
<a href="#">Infrastructure Delivery Plan (IDP)</a>  SADPD Library Ref: SAL34	BFC	November 2011	<p>The IDP sets out the infrastructure needs for the development areas identified in the SADPD to make new growth sustainable, including the urban extensions, edge of settlement sites and those within existing settlements. The IDP sets out the mitigation strategy for new development, gives an indication of costs, phasing and dependencies. The IDP covers infrastructure from both internal and external providers and covers a wide range of physical, social and green infrastructure.</p> <p>The majority of the information contained within the IDP is for the urban extensions as the majority of the smaller sites will be subject to the requirements set out in Limiting the Impact of Development SPD.</p> <p>Although the IDP will be associated with the SADPD it will also have a life of its own outside of the SADPD and will be a 'live' document. It will be updated and amended as necessary and as requirements change over time.</p> <p>The IDP contains relevant capacity work (in service areas where deemed necessary), to identify any shortfalls in capacity in existing infrastructure provision in the Borough.</p>
<a href="#">Landscape Capacity Study</a>  SADPD Library Ref: SAL14	Kirkham Landscape Planning Ltd	April 2010	<p>Sets out the Landscape Capacity of the 8 Broad Areas identified at the Issues and Options (SADPD Participation) stage. Divides each of the areas into landscape categories, describes the key features and assesses them in terms of their landscape capacity (low capacity being little scope for change due to a high landscape sensitivity and high capacity being more scope for change due to a low landscape sensitivity). Builds on the Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges (Entec, June 2006). The Entec study formed a supporting document to the Core Strategy.</p>
Updated Landscape Analysis  SADPD Library Ref: SAL35	Kirkham Landscape Planning Ltd	August 2011	<p>Sets out landscape analysis on the urban extension sites and edge of settlement sites contained in the Preferred Option and provides responses to landscape issues raised on these sites through the Preferred Option consultation. Also provides an analysis of edge of settlement sites promoted through responses to the Preferred Option.</p>
Planning Commitments for Housing at September 2011 (6 Month Update)	BFC	October 2011	<p>This provides data on the number of dwellings completed between 1st April 2011 and 30th September 2011. It also summarises data on the number of new dwellings with permission and accepted in principle on 30th September 2011.</p> <p>Data is derived from an analysis of planning permissions and site visits.</p>

Document title	Author	Date prepared	Summary of document
SADPD Library Ref: SAL43			
Market Perspective Of Bracknell Forest Borough Office Floorspace  SADPD Library  Ref: SAL36	Hicks Baker	October 2011	This report gives a current market perspective on the office floor space stock within the geographical boundary of Bracknell Forest Borough. It updates and supplements some of the information included in the Employment Land Review.
<a href="#">Masterplanning Support</a>  SADPD Library Ref: SAL18	Urban Initiatives	October 2010	Study provides an appraisal of the 8 Broad Areas identified at the Issues and Options (SADPD Participation) Stage. It recommends options and includes concept plans for the 4 urban extension Preferred Option sites. A concept plan is also included for land at Warfield (Core Strategy Policy CS5).
<a href="#">Phase 1 Ecological Survey</a>  SADPD Library Ref: SAL15	John Wenman Ecological Consultancy	June 2010	Provides an assessment of the habitats and protected species within the 8 Broad Areas identified at the Issues and Options (SADPD Participation) Stage (with the exception of Broad Area 2 - Broadmoor and the land to the south of Nine Mile Ride within Broad Area 3 - these are covered by other evidence submitted in connection with a planning application and pre-application discussions). It sets out the findings of research/survey work and recommends further work to be undertaken in the form of a Phase 2 Ecological Survey.
<a href="#">Retail Study</a>  SADPD Library Ref: SAL10	GVA Grimley	May 2008	Undertakes a review of the current and projected retail catchment areas of Bracknell Town Centre and other main retail centres in the Borough; assesses the need, scope and capacity for further comparison and convenience goods floorspace at 2011 and 2016, with an indicative suggestion of figures up to 2026; identifies any shortfalls in the existing retail offer of the Borough and suggests how they could be remedied; and in light of the capacity and need identified, assesses the resultant diversion of expenditure (and expenditure growth) from other centres, and hence the retail impact on those centres.
Site Allocations DPD	BFC	November 2011	Provides a summary of consultation that was undertaken at the Participation (Issues and Options) and Preferred Option stages.

Document title	Author	Date prepared	Summary of document
<p>Consultation Statement [Reg 30(1)(d)]</p> <p>SADPD Library Ref: SAL53</p>			
<p>Site Allocations DPD - Summary of Responses to Preferred Option.</p> <p>SADPD Library Ref: SAL31</p>	BFC	November 2011	Provide a summary of the main issues raised through the Preferred Option consultation and the Council's response.
<p><a href="#">Strategic Flood Risk Assessment</a> (SFRA)</p> <p>SADPD Library Ref: SAL17</p>	Halcrow Group Ltd	August 2010	<p>Updates the SFRA previously carried out by Entec in August 2006 (in support of the Core Strategy). The SFRA is carried out in accordance with Planning Policy Statement 25 (PPS25): <i>Development and Flood Risk</i> (March 2010). The document sets out the flood risk for the Borough. In general the risk of flooding is low. Recommends that given the large proportion of the Borough within Flood Zone 1, the allocation of new development should avoid encroaching on the floodplain. Where development within Flood Zones 2, 3a and 3b is unavoidable the sequential approach of PPS25 must be followed. The document also assesses the 8 Broad Areas identified at the Issues and Options (SADPD Participation) Stage: only two areas include land (East Binfield and North Warfield) located within Flood Zones 2 to 3b. For these Broad Areas it is recommended that either the land be left in its natural state, or land uses such as parks or playing fields be allocated here as these can be allowed to flood, thus avoiding the loss of floodplain area.</p> <p>However, this should not reduce the importance of flood risk in the planning process. The impact of climate change on fluvial flooding and rainfall runoff should be a high priority in development planning. Concluded that based on the Borough's future development needs and the proposed development sites, there is sufficient land in Zone 1 to preclude the need to direct strategic new development to any of the higher risk flood zones.</p>

Document title	Author	Date prepared	Summary of document
<a href="#">Strategic Housing Land Availability Assessment</a>  (SHLAA)(Base date March 2009)  SADPD Library Ref: SAL12	BFC	February 2010	Identifies sites with potential for housing (primarily submitted by developers and land owners); assesses their housing potential; and assesses when they are likely to be developed. It covers the period April 2009 to March 2024 broken down into three 5 year time bands (2009-2014; 2014-2019 and 2019-2024). The objective of the document is to provide a selection of sites to be looked at in more detail through the SADPD, and to inform the plan, monitor and manage approach to provision of housing land and the Council's assessment of a five year supply of deliverable sites as required by PPS3.
<a href="#">SHLAA Monitoring Report</a>  (base date March 2011)  SADPD Library Ref: SAL37	BFC	August 2011	Updates the SHLAA covering the period April 2011 - March 2026. The three 5 year time bands have been updated to reflect data collected as a result of the commitments process and other information received about sites. The time bands are: 2011-2016; 2016-2021; and 2021-2026.
<a href="#">Draft Sustainability Appraisal</a> (SA) to support Preferred Option  SADPD Library Ref: SAL26	BFC	November 2010	An essential consideration when drawing up planning documents is their effect on the environment and people's quality of life, both now and in the future. To help address this, Sustainability Appraisals and Strategic Environmental Assessments are carried out alongside the preparation of plans to make sure social, environmental and economic issues are taken into account at every stage so that sustainable development is delivered on the ground. It also appraises the different options that are put forward.
Sustainability Appraisal(SA) (Incorporating SEA) & Appendices, Draft Submission Site Allocations DPD  SADPD Library Ref: SAL50	BFC	November 2011	An essential consideration when drawing up planning documents is their effect on the environment and people's quality of life, both now and in the future. To help address this, Sustainability Appraisals and Strategic Environmental Assessments are carried out alongside the preparation of plans to make sure social, environmental and economic issues are taken into account at every stage so that sustainable development is delivered on the ground. It also appraises the different options that are put forward.

Document title	Author	Date prepared	Summary of document
Sustainability Appraisal (SA) (Incorporating SEA) Non - Tech Summary, Draft Submission Site Allocations DPD  SADPD Library Ref: SAL51			
Thames Valley Office Report 2011  SADPD Library Ref: SAL44	Lambert Smith Hampton	2011	This document provides an overview of the Thames Valley office market, looking at office stock, demand and trends. The report also looks at office supply and vacancy rates. The report includes a summary of the office market in Bracknell.
<a href="#">Transport Accessibility Assessment</a> (Draft)  SADPD Library Ref: SAL22	WSP and BFC	November 2010	<p>The Council with its consultants WSP, completed a Transport and Accessibility Assessment of the eight potential Broad Areas to deliver the Council's housing allocation. It was an early desk top consideration of the Broad Areas against the existing transport situation with known planned improvements to the highways network. It was consistent with earlier transport assessment work carried out in support of the Council's Core Strategy called the Local Development Framework Site Assessment Study – Final Report (August 2006) by WSP.</p> <p>The assessment was a desk top assessment and scored and ranked the Broad Areas in terms of their development suitability in sustainable transport terms.</p> <ul style="list-style-type: none"> <li>• <b>Congestion</b> – the proximity of each Broad Area option to identified congestion hotspots.</li> <li>• <b>Road improvements</b> – whether each Broad Area option passed through a known planned improvement on routes to Bracknell Town Centre.</li> <li>• <b>Road Safety through cycling and pedestrian provision</b> – whether each Broad Area option was within, adjacent or distant from the existing pedestrian and cycle network.</li> <li>• <b>Accessibility</b> – assessment of:</li> </ul>

Document title	Author	Date prepared	Summary of document
			<ul style="list-style-type: none"> <li>• Access by foot to local centres.</li> <li>• Physical barriers preventing accessibility.</li> <li>• Access to Bracknell Town Centre</li> <li>• Access to external centres.</li> <li>• <b>Public Transport</b> – assessment of: <ul style="list-style-type: none"> <li>• Public transport access to the Town Centre.</li> <li>• The potential for public transport improvements.</li> <li>• Local Transport Plan public transport improvements.</li> <li>• The proximity to rail stations.</li> <li>• The proximity to long distance routes.</li> </ul> </li> </ul>
<p>Bracknell Multi-Modal, Transport Model Development and Validation Report</p> <p>SADPD Library Ref: SAL38</p> <p>Bracknell Multi-Modal, Transport Model Development and Assessment Report</p> <p>SADPD Library Ref: SAL39</p>	<p>WSP</p> <p>WSP</p>	<p>June 2011</p> <p>August 2011</p>	<p><b>Transport Modelling</b></p> <p>The Council has assessed the current and future transport network using the Bracknell Multi-Modal Transport Model (BMMTM). This analysis identifies issues at key locations on the Borough's road network, using scenarios before and after the implementation of forecast assumptions. All scenarios are compared to each other in terms of journey times at the identified key locations. This provides a context for the journey time analysis and a summary of the main results. A summary of the work undertaken and the published reports are as follows.</p> <p><b>Bracknell Multi-Modal Transport Model</b></p> <p>The BMMTM is a computer generated simulation of existing and future transport networks and shows the travel demand by car, HGV, bus, rail, cycle and on foot between locations within the Borough. It provides a strategic analysis tool covering all principal routes, and provides inputs to separate, more detailed programs that assess the performance of individual junctions. As well as identifying travel demand patterns, the model can show where pressures exist in networks and predict where new developments or transport schemes will have an impact. It can identify the routes taken by vehicles and where bus passengers will board or alight.</p> <p>The model was developed and validated to represent the transport network in BracknellForest in 2007 (base year) during the AM (0800 – 0900) and PM (1700 – 1800) peak hours. It</p>



Document title	Author	Date prepared	Summary of document
			<p>was built using observed data on traffic flows, public transport provision and patronage and journey times on set routes. It includes all major junctions in the Borough and, where appropriate, real signal timing data. The model also takes into account development in Wokingham Borough in location-specific detail, particularly within the town centre and in areas bordering Bracknell Forest. This follows close partnership working with Wokingham Borough Council. Details of how the base year models were built are in the Bracknell Multi-Modal Transport Model – Model Development and Validation Report (WSP) June 2011.</p> <p>In addition to the base year, there are AM and PM peak forecast models representing alternative development scenarios in the year 2026. These show the likely traffic impacts that will result from new developments, infrastructure improvements and changing travel choices within both Bracknell Forest and Wokingham Borough. The Forecast Model Development and Assessment Report (WSP) (August 2011) details two transport modelling scenarios in 2026:</p> <ol style="list-style-type: none"> <li>1. Core Forecast. This represents the Core Strategy and includes all known developments (committed and proposed), including the proposed SADPD sites in Bracknell Forest. It also incorporates proposed development in Wokingham Borough, including on the Strategic Development Location sites.</li> <li>2. Reference Case. This includes only committed development and thus removes the following developments from the Core Forecast to form the Reference Case: <ul style="list-style-type: none"> <li>• Amen Corner development</li> <li>• Warfield SPD site – (northern fringe).</li> <li>• SADPD sites and infrastructure.</li> </ul> </li> </ol> <p>The growth associated with these sites is still included in the Reference Case model, but only as part of the general growth in background traffic, rather than concentrated in these specific locations.</p> <p>The report highlights where traffic flows are expected to change as a result of the Core Strategy and SADPD proposals. It also identifies the junctions that are likely to require improvements to reduce delays and lower journey times.</p>
Bracknell Forest Journey Time Report	BFC	September 2011	<p><b>Bracknell Forest Journey Time Report</b></p> <p>This report dated September 2011 accompanies the Forecast Model Development and Assessment Report to demonstrate how journey times are affected by each forecast scenario.</p>

Document title	Author	Date prepared	Summary of document
SADPD Library Ref: SAL40			<p>The model shows cumulative travel times along defined routes, and these are displayed graphically in the report to compare each scenario and identify where delays occur. Seven journey time routes were assessed in both directions and in both peak hours. The journey time assessments covered the major routes through the Borough.</p> <p>The report also includes a tabular summary that compares the overall travel times for each route in the Base Year, Reference Case, Core Forecast and Final Forecast models. The percentage difference in travel time between the final forecast and the reference case and core forecast scenarios is also shown, together with an overall average difference taken across all routes.</p> <p>This shows the following overall journey time comparisons:</p> <ul style="list-style-type: none"> <li>• AM Peak Final Forecast journey times are 19% lower than in Reference Case</li> <li>• AM Peak Final Forecast journey times are 9% lower than in Core Forecast</li> <li>• PM Peak Final Forecast journey times are 14% lower than in Reference Case</li> <li>• AM Peak Final Forecast journey times are 10% lower than in Core Forecast</li> </ul> <p>This methodology is a very effective way to demonstrate how the transport network performs given alternative levels of development and mitigation.</p>
Junction Improvements and Measures Paper  SADPD Library Ref: SAL41	BFC	September 2011	<p><b>Modelling Junction Improvements and Measures</b></p> <p>A set of draft schemes and improvements was developed (detailed in the Junction Improvements and Measures Paper September 2011). These improvements were added to the model to provide a third scenario in 2026 called the Final Forecast.</p> <p>This scenario develops the Core Forecast and includes all proposed developments and network improvements (e.g. Twin Bridges and Coral Reef), adding proposed mitigation measures in the Bracknell and the Wokingham areas.</p>
Draft Strategic and Small Sites Viability Study	Dixon Searle	November 2011	<p>Considers the likely financial viability of development on the SADPD sites. Represents a high level review due to limitations on the level of detail available. Uses residual valuation techniques - this involves assessing the value of the completed development (Gross Development Value) and deducting all</p>

Document title	Author	Date prepared	Summary of document
SADPD Library Ref: SAL42			costs (build costs, surveys, fees, acquisition, finance, marketing etc.) which need to be expended to create value along with a level of developer's profit. This is then subjected to sensitivity testing to provide a range of possible outcomes.

**1.2.2** The supporting evidence papers referred to in the table above will be available to download on our Portal Consultation Pages to support the Draft Submission version of the SADPD (<http://consult.bracknell-forest.gov.uk/portal>), and are also available to via links on the Council's web site: <http://www.bracknell-forest.gov.uk/salibrary>. A full reference of the above documents and others referred to in this Background Paper are listed in 'References'.

## 1.3 The planning policy framework

### National planning policy

**1.3.1** The SADPD needs to comply with national guidance. The main guidance that is relevant to SADPD is summarised below. Implications in relation to the Government's intention to revoke Regional Strategies, as set out in the emerging Localism Bill, are addressed in Section 2.1 'Approach to housing'.

#### **Planning Policy Statement 1 (PPS1) - Delivering Sustainable Development (January 2005)<sup>(4)</sup>**

**1.3.2** PPS1 refers to the need to create socially inclusive communities and to bring forward sufficient land of a suitable quality in appropriate locations to meet needs whilst taking into account issues such as accessibility and sustainable transport needs, and the provision of essential infrastructure.

#### **Planning Policy Statement 3 (PPS3) - Housing (June 2011)<sup>(5)</sup>**

**1.3.3** PPS3 requires local planning authorities to ensure that sufficient, good quality, new homes are provided, including an appropriate mix of housing and adequate levels of affordable housing. The Government's aim is that everyone should have the opportunity to live in a decent home, in locations that reduce the need to travel. To help achieve this, the Government says we need to set out a strategy for the planned location of new housing which contributes to the achievement of sustainable development, and options for accommodating new housing growth, taking into account opportunities for, and constraints on, development. Options can include expansion of existing settlements through urban extensions. PPS3 highlights a range of issues that should be considered in identifying suitable housing sites, including some that have locational implications:

- The contribution to be made to cutting carbon emissions.
- Any physical, environmental, land ownership, land-use, investment constraints or risks such as physical access restrictions, contamination, stability, flood risk, the need to protect natural resources, biodiversity and complex land ownership issues.
- Accessibility of proposed development to existing local community facilities, infrastructure and services, including public transport. The location of housing should facilitate the creation of communities of sufficient size and mix to justify the development of, and sustain, community facilities, infrastructure and services.
- The need to develop mixed, sustainable communities.

**1.3.4** PPS3 makes it clear that the priority for development should be previously developed land, in particular vacant and derelict sites and buildings (para. 36) (a national annual target of at least 60 per cent of new housing on previously developed land is quoted). However PPS3 adds that, in considering such sites, Local Planning Authorities need to consider sustainability issues as not all previously developed sites will be suitable for housing. Following a Government announcement in June 2010, the definition of previously developed land set out in Annex B to PPS3 no longer includes private residential gardens.

4 PPS1: <http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1>

5 PPS3: <http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>

**1.3.5** PPS3 also refers to the need to use land efficiently and refers to density in this context and the need to link the density of development to the accessibility of areas. The Government announcement in June 2010 also resulted in the deletion of the reference to the national indicative minimum density of 30 dwellings per hectare. The June 2011 version of PPS3 also includes updated definitions of affordable housing to include affordable rented housing.

**1.3.6** Para 53 of PPS3 requires Local Planning Authorities to set out their policies and strategies for delivering the required level of housing provision. This involves identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption of a plan. Local Planning Authorities should identify sufficient specific deliverable sites to deliver housing in the first five years. To be considered deliverable, sites should be

- Available
- Suitable
- Achievable

**1.3.7** A further supply of specific, developable sites for years 6-10 and where possible, for years 11-15 must also be included. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth can be indicated. Arrangements must be made for monitoring the supply of deliverable sites on an annual basis, with the results and any actions being documented through the Annual Monitoring Report.

#### **Planning Policy Statement 4 (PPS4) - Planning for Sustainable Economic Growth (December 2009)<sup>(6)</sup>**

**1.3.8** PPS4 sets out the national approach to economic development which is defined at paras. 4 - 7. Para 8 makes it clear that references to town centre(s) and centre(s) should be taken to be as defined in Annex B of the PPS.

**1.3.9** The document reiterates the need to provide more sustainable patterns of development and directs economic growth and various uses that are defined as main town centre uses such as offices to existing centres in the first instance. The Government's overarching objective in this PPS is sustainable economic growth. Objectives also include the promotion of the vitality and viability of town and other centres as important places and the delivery of more sustainable patterns of development, thus reducing the need to travel.

**1.3.10** The document states that Local Planning Authorities should define a network (the pattern of provision of centres) and hierarchy (the role and relationship of centres) of centres that is resilient to anticipated future economic changes. In addition Local Planning Authorities should define the extent of the centre and the primary shopping area and consider distinguishing between defined primary and secondary frontages in designated centres.

#### **Written Ministerial Statement: Planning for Growth (23 March 2011)<sup>(7)</sup>**

**1.3.11** This statement is capable of being regarded as a material planning consideration, and was issued after the close of consultation on the SADPD Preferred Option.

6 PPS4: <http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement4>

7 Planning for Growth: <http://www.communities.gov.uk/statements/corporate/planningforgrowth>

**1.3.12** It sets out the Government's commitment to introduce a strong presumption in favour of sustainable development, and expects Local Planning Authorities to plan positively for new development. It makes it clear that Local Planning Authorities should continue to prepare up-to-date development plans, and should use that opportunity to be proactive in driving and supporting the growth that this country needs, and that they should make every effort to identify and meet the housing, business and other development needs of their areas.

### **Draft Planning Policy Statement on Planning for Travellers (13th April 2011)<sup>(8)</sup>**

**1.3.13** This statement is capable of being regarded as a material planning consideration, and was issued after the close of consultation on the SADPD Preferred Option. The Statement follows the announcement on 29 August 2010, that the Government's intends to withdraw the existing traveller planning circulars (Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites and Circular 04/2007: Planning for Travelling Showpeople). It sets out the Government's commitment to a better deal for both the traveller and settled communities within the planning system. The policy will eventually be incorporated into the National Planning Policy Framework.

**1.3.14** The new policy aims to enable Local Planning Authorities to make their own assessments of need for the purposes of planning. The Government does not consider it necessary to prescribe the type and volume of evidence required on which to base targets. In the interests of trying to ensure that local planning authorities plan for sites over a reasonable timescale, it is suggested that there should be a need to plan for a five-year supply of traveller pitches/plots. The need to protect the Green Belt from development is also highlighted. Circular 01/2006 states that new sites in the Green Belt are "normally inappropriate development", as defined in Planning Policy Guidance 2: Green Belts. The Government is proposing to remove the word 'normally'. To try and reduce tensions between the settled and traveller communities in relation to the planning system, Local Planning Authorities are urged to arrange early and effective community engagement with both the settled and traveller communities when formulating plans and determining planning applications.

### **Draft National Planning Policy Framework (NPPF) (25 July 2011)<sup>(9)</sup>**

**1.3.15** Whilst the draft NPPF is a consultation document and, therefore, subject to potential amendment, it is capable of being a material consideration, although the weight to be given to it will be a matter for the decision maker in each particular case. It was issued after the close of consultation on the SADPD Preferred Option.

**1.3.16** The NPPF aims to streamline existing national planning policy, into a consolidated set of priorities, to be in line with the emerging Localism Bill. The following sets out the relevant parts of the NPPF that are applicable to SADPD. The Draft NPPF re-enforces the presumption in favour of sustainable development, by delivering development by the following means:

- Planning for prosperity (an economic role)
- Planning for people (a social role)
- Planning for places (an environmental role)

8 Policy Statement on Planning for Travellers:

<http://www.communities.gov.uk/publications/planningandbuilding/travellersitesconsultation>

9 NPPF: <http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/>

**1.3.17** In terms of plan making, this sets out that development plans must aim to achieve the objectives of sustainable development, including the presumption in favour of such development. It also sets out that Local Planning Authorities should set out strategic priorities for the area in the local plan, which should include strategic policies to deliver housing and economic development, infrastructure for transport etc. Crucially, local plans should plan positively for the development and infrastructure required in an area.

**1.3.18** There is a duty to co-operate on planning issues that have cross administrative boundary implications, particularly those which relate to strategic priorities. Local Planning Authorities are expected to demonstrate evidence of having successfully cooperated to plan for issues with cross-boundary impacts when their local plans are submitted for examination.

**1.3.19** In relation to housing, the draft NPPF sets out that the Government's key housing objective is to increase significantly the delivery of new homes, and in boosting the supply of housing, Local Planning Authorities should:

- use an evidence base to ensure local plans meet the full requirements for market and affordable housing in the housing market area including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- maintain a rolling five-year supply of deliverable housing sites and, ensure choice and competition in the housing market, including an additional 20 per cent of sites within the five-year supply;
- identify specific deliverable sites or broad locations for growth for years 6-10, and where possible for years 11-15;
- not make an allowance for windfall sites in the first 10 years supply or in the rolling five year supply unless justified;
- illustrative the expected rate of housing delivery through a housing trajectory;
- set out their own approach to housing density to identify local circumstances;
- identify and bring back into residential use empty houses and buildings.

**1.3.20** In relation to planning for prosperity, the Government's objectives are to secure sustainable economic growth. It sets out that Local Planning Authorities should apply the presumption in favour of sustainable development (and seek to find solutions to overcome substantial planning objections), and planning policies should avoid the long term protection of employment land/floor space and applications for alternative uses of designated land/buildings should be treated on their merits having regard to market signals and relative needs for the land uses.

**1.3.21** In relation to design, the Government wishes to promote good design that ensures attractive, usable and durable places as this is seen as being a key element in achieving sustainable development. The approach should include policies that optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks.

**1.3.22** No reference is made to prioritising previously developed land in line with the Government's commitment in 'Plan for Growth' HM Treasury March 2011<sup>(10)</sup> to localise choice about the use of previously developed land and remove nationally imposed targets.

10 Plan for Growth HM Treasury March 2011 [http://cdn.hm-treasury.gov.uk/2011budget\\_growth.pdf](http://cdn.hm-treasury.gov.uk/2011budget_growth.pdf)

## **Policy Statement on Planning for Schools (15 August 2011)<sup>(11)</sup>**

**1.3.23** This statement is capable of being regarded as a material planning consideration. It is designed to facilitate the delivery and expansion of state-funded schools through the planning system in response to the Government's strong commitment to improving state education. It was issued after the close of consultation on the SADPD Preferred Option. It is the Government's view that the creation and development of state-funded schools is strongly in the national interest and that planning decision-makers can and should support that objective, in a manner consistent with their statutory obligations.

**1.3.24** The Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools. There should be a presumption in favour of the development of state-funded schools, as expressed in the draft NPPF.

11 Policy Statement on Planning for Schools: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1966167.pdf>



## Local policy

**1.3.25** For Bracknell Forest, the development plan now includes the saved policies in the Bracknell Forest Borough Local Plan (adopted January 2002) and the Core Strategy which was adopted in 2008 (before the Regional Spatial Strategy (South East Plan) was approved in May 2009 - the status of this Plan is dealt with in Section 2.1 'Approach to housing').

**1.3.26** The Core Strategy includes a vision which helps deliver that set out in the Bracknell Forest Sustainable Community Plan. It can be summarised as follows:

- The Borough will continue to grow in a planned, sustainable manner.
- New development will occur in sustainable locations and take account of local character, quality of life and accessibility by all modes of transport.
- New development will be located within settlements and, where appropriate, through planned extensions to settlements.
- New communities will be provided with necessary physical and social infrastructure and mixed uses which may include employment, leisure and community facilities.
- The Borough will continue to develop as a business centre with businesses making more efficient use of land.
- New employment will be focused on Bracknell Town Centre.
- Bracknell Town Centre will be regenerated through partnership working and will provide a mix of homes, shops, jobs and other opportunities and improved accessibility by public transport.
- Access to Bracknell will be improved.
- Smaller centres will be maintained and enhanced to serve local communities.
- New development will be 'design-led' to provide safe and attractive environments.
- Environmental quality will be improved, the Green Belt boundary preserved and areas of natural and historic interest protected and enhanced.
- The integrity of the Thames Basin Heaths Special Protection Area will be maintained.

**1.3.27** Policy CS1 of the Core Strategy identifies a number of principles to help achieve sustainable development, these include ensuring the efficient use of land, buildings and infrastructure. Policy CS2 sets out the priority sequence for sites for future development. This is as follows:

1. Bracknell Town Centre.
2. Previously developed land and buildings in defined settlements.
3. Other land within defined settlements where this does not conflict with other policies.
4. Extensions to defined settlements with good public transport links to the rest of the urban area or with firm proposals to provide such links.

**1.3.28** The effect of the Government announcement concerning the removal of private residential gardens from classification as previously developed land means that this category of land moves down the priority sequence from the second to the third location of search.

**1.3.29** Policy CS3 deals with Bracknell Town Centre and the need for mixed use development that serves the needs of residents and workers in the Borough.

**1.3.30** Policy CS6 deals with limiting the impact of development and the need for on site provision and/or contributions to new/improved infrastructure and facilities where there is the potential for adverse impacts.

**1.3.31** Policy CS15 sets out the housing provision for the period 2006 - 2026. A figure of 11,139 net dwellings is referred to, but this includes a shortfall of 359 dwellings from a previous plan period that the Government subsequently confirmed need not be carried forward. The requirement is therefore 10,780 net new dwellings. The policy breaks down delivery into four phases, giving an average number of dwellings for each phase.

**1.3.32** Policy CS16 deals with trying to meet the housing needs of the community, including affordable housing.

**1.3.33** Policy CS18 deals with travelling populations and sets out criteria for assessing applications where there is an identified need for pitches.

**1.3.34** Policies CS19 and CS20 deal with employment development which includes uses within Use Classes B1, B2 and B8. The policies aim to focus employment development in Bracknell Town Centre and the defined employment areas. Even within these area, large scale applications and their implications will be examined closely by reviewing information provided through an Employment Impact Statement.

**1.3.35** The Council has also adopted a number of Supplementary Planning Documents which give further guidance on the implementation of policies. Although they do not form part of the development plan, they do form part of the Local Development Framework for Bracknell Forest. The [Character Areas Assessment SPD](#) (March 2010)<sup>(12)</sup> is referred to on a number of occasions in this document. This outlines what the Council considers to define the character of distinct areas of the Borough. The document looks at: landscape setting; town scape and built form; vegetation and hard landscaping; boundary treatments and general street scenes. It makes recommendations to inform future change. The areas covered by the document relate to :

- Binfield village;
- Bracknell (defined areas);
- Areas East of Bracknell;
- Crowthorne (defined areas);
- Sandhurst (defined areas); and
- Villages to the north of Bracknell

**1.3.36** The document seeks to establish what it is about these areas that are distinctive and positive in character.

12 Character Areas Assessment(March 2010) <http://www.bracknell-forest.gov.uk/characterareas>

## 1.4 Working with others

### Introduction

**1.4.1** It is recognised that developments can have an impact on a wide range of facilities and services, including those that are located beyond the boundaries of the Borough, for example, health and transport. It is therefore important that the Council does not make plans in isolation. The Council has engaged with others to try and gain the input of these bodies and agencies from an early stage in the process.

**1.4.2** Work on the SADPD has included collaborative working with:

### Other services within the Council

- Planning & Transport
- Waste Management
- Education
- Leisure & Culture
- Corporate Services
- Social Care & Learning
- Housing
- Trading Standards (Easthampstead Park Cemetery and Crematorium)
- Parks & Countryside Service

### Parishes and neighbourhoods

**1.4.3** This has included the following key stages:

- Pre-production/Regulation 25 public participation/discussions with stakeholders
- Stakeholder workshops
- Public participation on Issues and options
- Local area workshops
- Consultation on Preferred Options
- Consideration of responses to the Preferred Options document and of additional technical evidence, resulting in preparation of the Draft Submission DPD.

**1.4.4** Alongside this, consultation has also been undertaken on different stages of the Sustainability Appraisal and Habitat Regulation Assessment. Informal meetings have been held with community groups, individuals, stakeholders and infrastructure providers, and there has been consultation on some of the background documents, for example the Strategic Housing Land Availability Assessment (SHLAA).

**1.4.5** The results of the consultation process that has taken place is set out in the Regulation 30 (1) (d) Consultation Statement.

#### **Other Councils (collaboration over data)**

**1.4.6** Adjacent Councils, (District/Borough and Parish Councils) are Statutory Consultees, and so would have an opportunity to comment on all stages of the document, including the Sustainability Appraisal.

**1.4.7** The SADPD proposals have been developed in the knowledge of the proposed development in Wokingham Borough and this Council has modelled the cumulative effect of development impacts on the local highway network both with and without the proposed developments and the accompanying highway improvements. The Council has exchanged data with Wokingham Borough Council to feed into the Councils' respective transport models. Joint working has also taken place on various items of infrastructure, including education facilities. A dialogue with officers will be maintained as preparation on the SADPD continues.

**1.4.8** The Council and Wokingham Borough Council are also working closely with the Highways Agency regarding the impact on the Strategic Road Network. The model demonstrates that the proposed improvements will not lead to a deterioration over the baseline situation that takes account of background traffic growth and the additional traffic that the new development will generate and that from proposed development in Wokingham.

**1.4.9** Representatives from the planning policy sections of each Unitary Authority in Berkshire meet on a monthly basis to exchange information on progress on their Local Development Frameworks and issues arising in the preparation of documents. All have been made aware of the progression of the SADPD and studies undertaken to support the document.

**1.4.10** The Council has worked in partnership with 10 other local authorities and other interested parties (including Natural England) in respect to the Thames Basin Heaths Special Protection Area (SPA). Partnership work has included strategies, guidance and the production and implementation of the Strategic Access Management and Monitoring (SAMM) project. This on-going work involves Officer, Member and legal input which is formalised through the Joint Strategic Partnership (JSP). This partnership has proved very successful in co-ordinating, discussing and progressing SPA related issues.

#### **Other government bodies and utility companies such as the Environment Agency, Natural England, Primary Care Trust and the Police Authority.**

**1.4.11** These organisations are Statutory Consultees, and therefore have an opportunity to comment on all stages of the document, including the Sustainability Appraisal.

## **Infrastructure providers**

**1.4.12** Service providers within the Council and external organisations have been closely involved in the development of the Infrastructure Delivery Plan (IDP). This document sets out the infrastructure that is required to support development identified in the SADPD. On the commencement of the project, an Infrastructure Reference Group (IRG) was set up to engage with contacts from all the service areas identified in Table 1.1 of the IDP. This enables the Council to engage with relevant service providers as specific infrastructure issues arise.

**1.4.13** Where necessary, meetings have been held to discuss issues that have emerged from earlier consultation. For example, meetings have been held with the Berkshire East Primary Care Trust to establish the impact on primary health care and the resolution of issues, Thames Water to discuss waste water capacity concerns that emerged following the SADPD Preferred Options consultation, and with Thames Valley Police to establish what the impacts might be on policing and how they could be mitigated. Additionally, extensive internal meetings have been held with education, transport, green infrastructure and community facility representatives. The results of this work is detailed in the IDP.

## **Localism Bill**

**1.4.14** The Localism Bill, currently before Parliament, contains a new proposed duty to co-operate in relationship to the planning of sustainable development.

**1.4.15** The duty is being introduced because it is recognised that there is a need for coordination at a higher spatial level than a Local Planning Authority. The duty will apply to Local Planning Authorities and other public bodies involved in plan making.

## **Draft National Planning Policy Framework**

**1.4.16** The draft NPPF contains a section on planning strategically across local boundaries (paras. 44 - 47). This makes it clear that Local Planning Authorities must work collaboratively with other bodies to ensure that strategic priorities (such as housing and economic development, infrastructure for transport and water supply, health and community infrastructure) are properly co-ordinated and clearly reflected in Local Plans. There is a need to be able to demonstrate co-operation from the initial stages through to implementation. This matter is to be tested on examination through the tests of 'soundness', in particular, whether it is:

- Positively prepared
- Effective.

# 2 Housing

## 2.1 Approach to housing

### Housing provision - background to housing numbers

**2.1.1** The Bracknell Forest Borough Core Strategy Development Plan Document was adopted in February 2008, prior to the approval of the South East Plan. Policy CS15 provides for 10,780 dwellings to be delivered in the Borough by 2026, reflecting the requirements of the draft South East Plan (also known as the 'Option 1' figures). Policy CS15 also includes a shortfall of 359 dwellings from the Berkshire Structure Plan. Subsequent to adoption of the Core Strategy, the Government Office for the South East confirmed that the shortfall of 359 dwellings was reflected in the South East Plan allocation. The South East Plan was approved in May 2009 with a housing requirement of 12,780 dwellings for Bracknell Forest. The justification for this higher requirement was never made clear although there was an indication that it was derived from a concern about an in balance between jobs and resident workers.

**2.1.2** The early stages of preparation of the SADPD (including the Issues and Options consultation in February - April 2010) planned for the provision of 12,780 dwellings, in line with the more up to date requirement in the approved South East Plan.

**2.1.3** However, in May 2010, the Secretary of State wrote to Councils highlighting the Coalition Government's decision to rapidly abolish Regional Strategies (CLG letter dated 27 May 2010<sup>(13)</sup>), which was followed up by a further letter announcing the revocation of Regional Strategies with immediate effect (CLG letter dated 6 July 2010<sup>(14)</sup>). Local Planning Authorities would instead be expected to provide for locally set housing targets, which would need to be fully justified and tested at Examination. It was noted that Authorities could choose to replace the Regional Strategy targets with the draft Regional Strategy, or 'Option 1', figures if that was the right strategy for the area. Advice was also issued that adopted development plan documents and saved policies would continue to form part of the development plan and that Authorities must continue to demonstrate a 5 year supply of land for housing.

**2.1.4** The Core Strategy remains part of the development plan and Policy CS15 is considered to represent the most appropriate housing target for the Borough, at this stage: 10,780 dwellings. Importantly, this figure is a locally-derived target which has been found sound and fully justified by the Inspector who examined the Core Strategy. It also represents the 'Option 1' figure which the Government has stated that it may be appropriate to use. It is therefore not considered appropriate to use the South East Plan housing target as a basis for future planning requirements; instead the Council will continue to plan for the requirement of 10,780 as set out in the adopted Core Strategy. The decision to proceed with preparation of the SADPD on the basis of the 10,780 housing requirement was made by the Council's Executive on 13<sup>th</sup> July 2010<sup>(15)</sup>, and this formed the basis of the Preferred Option consultation between November 2010 - January 2011.

13 CLG letter of 27 May 2010: <http://www.communities.gov.uk/publications/planningandbuilding/letterabolitionstrategies>

14 CLG letter of 6 July 2010: <http://www.communities.gov.uk/publications/planningandbuilding/letterregionalstrategies>

15 Executive Committee Meeting of 13 July 2010

<http://democratic.bracknell-forest.gov.uk/ieListDocuments.aspx?CId=102&MIId=3196&Ver=4>

**2.1.5** The Government's intention to abolish Regional Strategies was challenged by housing developer Cala Homes. As a result of the challenge, a judgement was issued on 10 November 2010 to the effect that Regional Strategies still form part of the statutory 'development plan', and that decisions on planning applications and appeals must be made in accordance with the 'development plan' unless material considerations indicate otherwise.

**2.1.6** Following this judgement, the Chief Planner wrote to all local planning authorities reaffirming the Coalition Government's intention to abolish Regional Strategies through the Localism Bill and stated that this was a material consideration in planning applications and appeals (CLG letter dated 10 November 2010<sup>(16)</sup>). Cala Homes mounted another challenge to this letter, but this was dismissed by the Court on 7 February 2011.

**2.1.7** In the intervening period (during the consultation on the SADPD Preferred Option November 2010 - January 2011), the Localism Bill<sup>(17)</sup> was presented to Parliament (13 December 2010), which includes a provision covering the abolition of Regional Strategies.

**2.1.8** Cala Homes then appealed against the High Court decision, which was dismissed on 27 May 2011. This confirmed that the proposed abolition of Regional Strategies can be regarded as a material consideration by Local Planning Authorities and Inspectors when determining planning applications and appeals (although the weight to be given to it, is a matter for the decision maker). In relation to development plans, Regional Strategies remain part of the Development Plan until they are abolished by provisions included in the Localism Bill.

**2.1.9** It is anticipated that the Localism Bill will receive Royal Assent during the first part of 2012 although it is not currently known when any Commencement Orders will come into effect. The SADPD is due to be submitted to Government during Summer 2012 and it is possible that an Examination will be held in the Autumn of 2012. By the time that these milestones are reached, Regional Strategies are unlikely to form part of the Development Plan.

## **Origins of the 10,780**

**2.1.10** The draft South East Plan (or 'Option 1') figure of 10,780 dwellings for Bracknell Forest was based upon an extension of the overall level of housing provision for Berkshire as set out in the earlier edition of Regional Planning Guidance (Regional Planning Guidance for the South East – RPG9 – March 2011). The distribution of the Berkshire-wide housing figure to individual Authorities was supported by work undertaken by DTZ (on behalf of SEERA), which considered each Authority's identified commitments and urban potential, and the implications of the preferred spatial approach for district-level distribution. The work resulted in the District/Borough - level allocation of 10,780 dwellings for Bracknell Forest (or 539 dpa) reflected in the Draft South East Plan Policy H1 (March 2006).

## **Population and household projections**

**2.1.11** The Bracknell Forest Housing Market Assessment sets out data relating to historic rates of population growth. As far as the future is concerned, the Office of National Statistics (ONS) publish population projections at local authority level. The most recent set of projections are the 2008-based population projections that were published in May 2010 (subsequently corrected in January 2011). These projections take the 2008 mid-year population estimates as a starting point, age the population on (apart from the armed forces population), add on a projected number of births, subtract a projected number of deaths (by applying assumed local

16 CLG letter of 10 November 2010: <http://www.communities.gov.uk/publications/planningandbuilding/letterabolitionregional>

17 Progress of the Localism Bill: <http://services.parliament.uk/bills/2010-11/localism.html>

fertility and mortality rates) and make an adjustment for net migration. Local Authority assumed levels of fertility, mortality and migration are derived from observed values during the previous five years.

**2.1.12** The population projections are currently produced every two years, and the latest 2008-based projections replace the 2006-based projections published by ONS in June 2008. The projections cover a 25 year horizon from 2008 to 2033, but the level of uncertainty increases with time.

**2.1.13** The latest population projections<sup>(18)</sup> predict that the population of the Borough in 2026 will be 130,600<sup>(19)</sup> compared with 114,000 in 2008. This increase is as a result of:

- Natural change: This figure comprises the difference between the number of births and deaths each year (between 1500-1600 births and 700-800 deaths each year). The ongoing pattern of more births than deaths is expected to result in an increase in the population of the Borough by some 800 persons per year.
- Net migration: This is the overall increase or decrease in the population of the Borough as a result of internal (within England), cross border (between England, Wales, Scotland and Northern Ireland) and international (UK and abroad) migration. This is expected to add to the population of the Borough by 100-200 persons per year.

**2.1.14** The population projections also include figures relating to the age structure of the population. In 2026, it is projected that 36% of the population will be 50+ compared with 29% in 2008. For those within the 65+ age group, it is projected that 18% will fall within this category in 2026 compared with 14% in 2008.

**2.1.15** The population projections are used to inform predictions regarding the number of households which are expected to be formed - the household projections. These are produced by the Department for Communities and Local Government. The household projections are produced by applying projected household formation rates to the population projections published by the Office for National Statistics. The assumptions underlying national household and population projections are demographic trend based. They do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. The latest set of household projections (that cover the period to 2033) were published on 26th November 2010 and are based on the 2008-based population projections. These predict an increase of 12,000 households in the Borough to 2026.<sup>(20)</sup>

**2.1.16** The Bracknell Forest Housing Market Needs Assessment refers to the 2008 based household projections (it does not however include a full assessment of housing needs for all types of housing). It comments that the 2008 based household projections, may over-estimate household formation. Whilst it is considered reasonable to assume that in the long term, average household size will continue to fall, it is felt that the pace of decline may be slower due to the economic challenges that are being encountered. Various reasons are put forward to support this assumption:

- Slow economic growth, falling real household incomes or slow growth in household incomes, may encourage people to economise on housing costs by greater sharing.

18 Latest population predications can be found at:

<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-163339>

19 Table 5: All local authorities and higher administrative areas

20 2008- based population projections

<http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/householdestimates/livetables-households>



- Rising student fees and lack of employment for young people, graduates and non graduates, combined with rising costs of renting may encourage increasing numbers of young adults to stay in the family home.
- A growing reliance on the private rented sector as a consequence of difficulty in accessing mortgages which may encourage people to stay in shared accommodation for longer than they would otherwise have done.
- Housing Benefit changes may encourage greater use of shared accommodation.

**2.1.17** It should be noted that all projections are based upon population estimates as actual data is only collected by the Office for National Statistics (ONS) every ten years through the Census. Currently, the most recent data available from the Census is that collected in 2001. Although the 2011 Census took place on 27th March, with questionnaires being sent out to around 25 million households, it is unlikely that the Office for National Statistics will be in a position to release the bulk of the data until Autumn 2012. More specialist datasets, such as travel to work data, will not be available until 2013.

**2.1.18** The SADPD plans for a total of 10,780 new dwellings in the period 2006-2026 which is slightly lower than the most recent household projections. However, this is considered to be the most appropriate level of growth to use because:

- The SADPD should be in general conformity with the Core Strategy <sup>(21)</sup>. It is therefore considered more expedient to prepare the SADPD on the basis of the Core Strategy (which has been independently examined and found to be 'sound') and then review the housing numbers subsequently as part of the Core Strategy Review, when more accurate data from the 2011 Census will be available to inform the evidence base.
- Paragraph 33 of PPS3 indicates that household projections are just one factor that needs to be considered in planning for housing requirements, along with local assessments of need, evidence of the availability of land and from Sustainability Appraisal work, and the need to address issues of affordability.
- Council tax records for the Borough can broadly demonstrate the number of households in the Borough. Figures for 2006 show that there are approximately 43,600 households, compared to the CLG estimate of 45,000, indicating that the CLG figures may somewhat over-predict the number of households likely to form. As stated above, the number cannot be known until more accurate figures from the 2011 Census are made available.

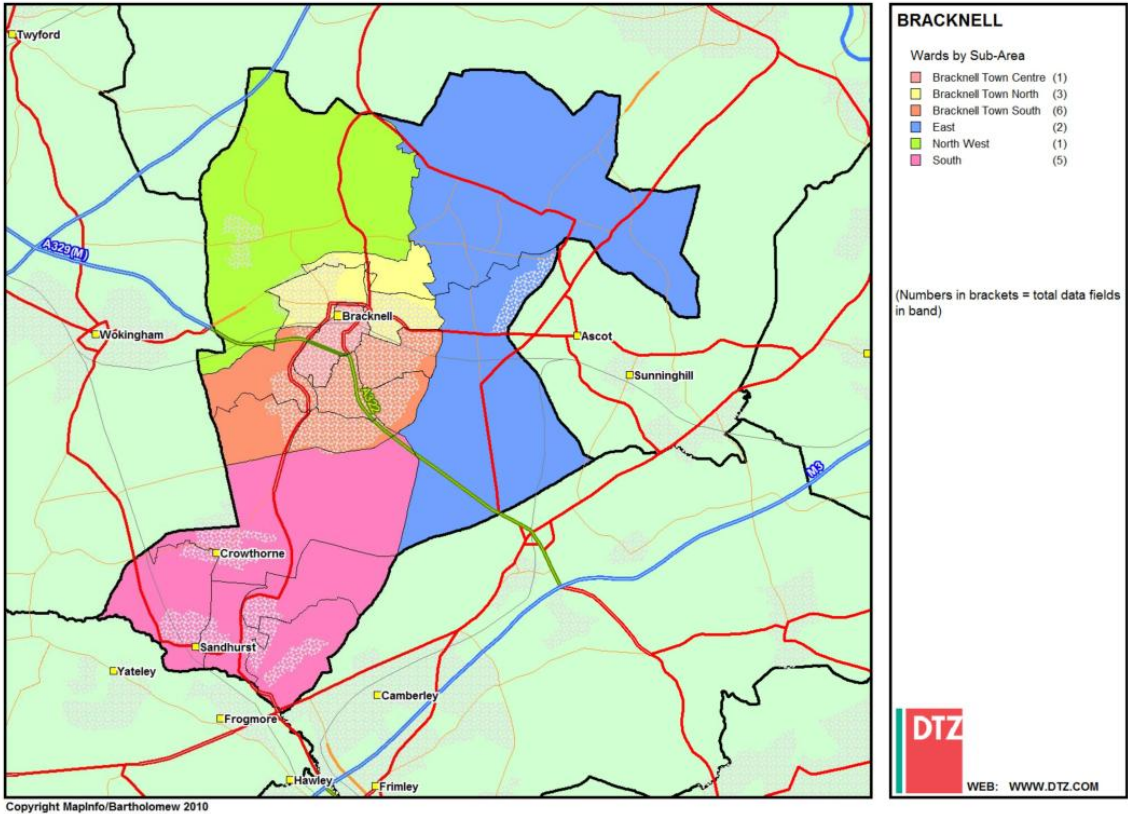
**2.1.19** A full assessment of housing needs for all types of housing will be carried out in connection with the Review of the Core Strategy.

21 Regulation 13 (6) of the Town and County Planning (Local Development) (England) Regulations 2004 (as amended)

## 2.2 Size, type and affordability of housing

**2.2.1** Bracknell Forest lies within the housing market area of West Central Berkshire. At 2001, the profile of households in Bracknell Forest was similar to the housing market area. The Housing Market Assessment looks at how the profile of households varied across the Borough, using sub districts. The following map shows the distribution of the housing sub-areas, which are referred to in the report:

**Map 2.1 Map showing housing sub areas (Source: DTZ).**



**2.2.2** This analysis showed that there was a relatively high proportion of family households, particularly couples with children in the 'North West' Bracknell. There was also a relatively high proportion of couples without dependent children – these couple include older couples whose children have grown up and left home as well as younger couples who may have children in the future. There were fewer single person households aged over 65 than in the other sub-areas of the Borough.

**2.2.3** 'Bracknell Town Centre' has a distinctive household population profile with significantly higher proportions of single person households – both older people and other single adults. Conversely, there are fewer family households, particularly couples with children though there is a relatively high proportion of lone parent families compared to the Borough as a whole. There is also a relatively higher proportion of other households – these are multi-person households comprised of unrelated people sharing. This profile is fairly typical of those found in town and city centre areas.

**2.2.4** The ‘South’ Bracknell area is similar in profile to the ‘North West’ with a higher proportion of family households, particularly couples with children, and a lower proportion of single person households, particularly single older people compared to the other sub areas.

**2.2.5** As the Bracknell Forest Housing Market Area Assessment points out, the relationship between household size and type and dwelling size and type is not straightforward. The conventional logic that household size and dwelling size have a direct correlation is misleading. Patterns of occupancy and demand for different sized homes tends to reflect income, wealth and life stage rather than household size. However, the Assessment does present indicative estimates of the types of dwellings that might be required by applying data from the Survey of English Housing 2007/08 to projected household growth within Bracknell Forest (Figures 3.12 and 3.13 of the Assessment). In summary, this analysis indicates the following:

**Table 2.1 Indicative Estimate of Size of Dwellings Required to Accommodate Growth (Source: DTZ)**

No of bedrooms	% required
1 bedroom	23
2 bedroom	29
3 bedroom	36
4 bedroom	10
5 bedroom	2
6+ bedroom	0

**2.2.6** The above table shows that 52% of households are likely to require 1 and 2 bedroom properties (could be flats or houses) and 36% are likely to require 3 bedroom properties. The Assessment points out that the analysis suggests that, despite the majority of future household growth coming from single person households, only 32% of the homes these households are likely to occupy will be 1 bedroom properties. This is attributed to the ageing population. Many of the single households which form in the Borough will be older people living alone, and frequently occupying properties larger than their basic needs require.

**2.2.7** A review of the current type and size of homes in the Borough shows there is a diversity although the type and size of homes varies in different parts of the Borough.

- In the North West of the Borough half of the housing stock is detached and there are relatively few smaller dwellings (flats and terraces). 42% of the housing stock contained 4 bedrooms or more. A similar pattern is observed in the East and South sub areas. Both areas have a bias towards larger properties (35% and 34% of the stock respectively) and relatively few smaller dwellings.
- In Bracknell Town Centre and Town Centre South there is a strong bias towards terraces and flats – in other words higher density development which consistent with the urbanised nature of the areas.

**2.2.8** The Assessment comments that the planned growth offers the opportunity to improve the choice of properties in some areas. However, this needs to be looked at in the light of the character of existing development surrounding allocated sites. Many of the more central sites are suited to higher densities and smaller dwellings due to their proximity to Bracknell Town Centre and its associated facilities, including public transport. The smaller sites in settlements outside Bracknell are likely to be heavily influenced by the nature of surrounding development and in some cases, guidance contained in the Character Areas Assessment Supplementary Planning Document. The urban extensions provide the greatest opportunity to achieve a mix of dwelling types and sizes across the sites.

**2.2.9** Whilst guidance is provided, it is not considered appropriate to use the SADPD to prescribe the type and size of homes to be delivered on each site allocated. The Council has no influence over the way in which households occupy private sector properties. Para 23 of PPS3 puts the onus on developers to respond to market demand by stating that they should bring forward proposals for market housing which reflect demand and the profile of households requiring market housing, in order to sustain mixed communities. Proposals for affordable housing should reflect the size and type of affordable housing required. The draft NPPF (para 111) states that Local Planning Authorities should plan for a mix of new homes taking account of current and future demographic trends, market trends and the needs of different groups including older people. The Council therefore intends to rely on existing policies (in particular, Core Strategy Policy CS16) and the evidence base to guide and help deliver an appropriate range and size of dwellings over the plan period.

### **Affordability**

**2.2.10** The Housing Market Assessment states that lower quartile house prices (i.e. the lowest 25% per cent ) within Bracknell Forest in 2010 were £182,500. An estimate of the minimum household income required to purchase a property is calculated assuming that households require a minimum of a 10% deposit to access a mortgage and can borrow three times their household income. It is concluded that households need to have a minimum income of £54,750 in order to purchase a property. The mean average household income in Bracknell Forest in 2010 is estimated as being around £44,500. This means that 28% of households in Bracknell Forest would have a sufficient income to purchase a property. It therefore appears that properties within the Borough are purchased by Bracknell Forest households on above average incomes and those with higher incomes (and equity) moving in from outside of the Borough.

**2.2.11** An analysis has also been carried out of the affordability of the private rented sector as this has a direct impact on the number of households who fall into housing need because they are unable to meet their accommodation requirements within the market. Calculations are based on households being able to spend 25%-33% of their income on rental costs. In Bracknell Forest, the income required to rent a 2 bedroom property is around £26,930 to £35,913. The Assessment concludes that 24% of households would be able to rent within the open market but would be unable to purchase, based on their incomes. A further 12% are on the margins of being able to afford to rent in the open market on the basis of their household incomes. Many of these households may stretch themselves to do so and some may be able to opt for cheaper rental arrangements including sharing.

**2.2.12** There is therefore a proportion of people who are unable to meet their housing requirements within the market. The Housing Market Assessment carries out an update of the housing need assessment that was undertaken for Bracknell Forest through the Berkshire Strategic Housing Market Assessment. This shows that there is a need for an additional 180

affordable homes each year to address current and newly arising housing need within the Borough. However, it is necessary to highlight that this calculation already assumes a supply of 100 new units affordable homes each year (estimate of new affordable units to be delivered each year over the next 5 years by Registered Providers on the basis of their development programmes as set out in bids to the Homes and Communities Agency). If this supply is discounted, the overall need for affordable housing within the Borough rises to 280 new affordable homes each year.

**2.2.13** An analysis of those on the waiting list indicates that almost 60% of households requiring affordable homes require a one bedroom property. However, if attention is focused on the needs of those in the highest priority bandings A-C (i.e. 1,166 households which are most likely to be offered housing because of their high priority need), evidence suggests that the majority need a property with two or more bedrooms with just under half requiring a property with 3 or more bedrooms.

**2.2.14** Intermediate housing is considered to have a role to play in meeting needs as there is a significant number of households who live in Bracknell Forest who are largely unable to access home ownership, but who could access intermediate products. Many of these households are currently living with friends or family or within the private rented sector. There is also a small proportion of households who currently live within the social rented sector who are interested in accessing intermediate housing products. If the needs of this group could be met, it has the benefit of releasing social rented homes for those in priority need.

**2.2.15** In common with other Authorities in the area, the overall scale of housing need within the Borough exceeds what can be delivered through the planning system, given the total requirement. However, it does emphasise the need to maximise the achievement of affordable housing on qualifying sites, within the constraints of viability and priorities. Core Strategy Policies CS16 and CS17 relate to the requirement for affordable housing. Policy CS16 requires a range of housing to meet the future housing needs and aspirations of the local community. This includes the need for a mix of tenures. Policy CS17 deals specifically with affordable housing, defining it as affordable rented and intermediate housing. The policy refers to the need to provide affordable housing on suitable sites and states that the Council will provide details of the threshold above which affordable housing will be sought and state the amount of affordable housing to be provided. Paragraph 196 refers to these matters being implemented through the publication of further local development plan documents containing policies and guidance. In view of forthcoming changes to the planning system, it is intended to address these matters in a review of the Core Strategy.

**2.2.16** In the meantime, the Council is relying on the national indicative minimum site size threshold of fifteen (net) dwellings that is set out in Planning Policy Statement 3 and saved Policy H8 of the Bracknell Forest Borough Local Plan together with the Council's Housing Strategy in respect of the percentage of affordable housing sought. The Local Plan combined with the Housing Strategy seek a target of up to 25% affordable housing subject to viability. Of this, the tenure mix should be 70% affordable rent and 30% intermediate housing to adequately address local housing needs - see table for clarification on types and tenures. The affordable housing should be delivered in line with the HCA Framework 2011 - 2015 with no reliance on Social Housing Grant.

**Table 2.2 Affordable housing - types and tenures**

	1-bed flat	2-bed flat	2-bed house	3-bed house	4-bed house	
Affordable Rent	20	10	18	15	5	70% of the affordable
Intermediate Housing	10	10	7	5	0	30% of the affordable
	30	20	25	20	5	100% (25% of total dwellings)

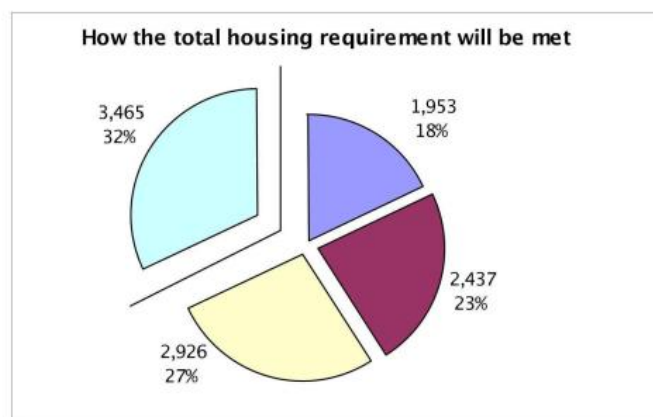
## 2.3 How will the housing requirement be met?

### Progress made to date on meeting the requirement

**2.3.1** Significant progress has already been made in meeting the housing requirement of 10,780 dwellings. The housing commitments have been updated to 30th September 2011 in order to provide an up to date position on which to base the Draft Submission version. The results are summarised in the table below and include data showing the number of dwellings that have been completed each year since the beginning of the plan period. The table also gives details of the number of dwellings with planning permission and the number of dwellings agreed in principle on large, medium and small sites. It can be seen that about two thirds of the requirement has already been planned.

**Figure 2.1 Progress made to date on meeting the requirement**

	<b>Requirement 2006-2026 (as in Core Strategy, Feb 2008)</b>	<b>10,780</b>
MINUS	Completions 2006/07	131
MINUS	Completions 2007/08	501
MINUS	Completions 2008/09	467
MINUS	Completions 2009/10	325
MINUS	Completions 2010/11	410
MINUS	Completions up to 30 <sup>th</sup> September 2011	119
	<b>Total Homes completed between 2006 and 30 Sept 2011</b>	<b>1,953</b>
	<b>Total requirements minus completions</b>	<b>8,827</b>
MINUS	Outstanding hard commitments As at 30 September 2011 large (2,142), medium (197), small (98)	2,437
MINUS	Homes accepted in principle including Amen Corner & Warfield, CS 4 & CS 5 sites (SADPD SA8/SA9 sites)	2,926
	<b>Remaining to be allocated</b>	<b>3,464</b>
	Annual average over remaining plan period (2026). (Annual average across whole plan period is 539)	609 (8,827/14.5 years)

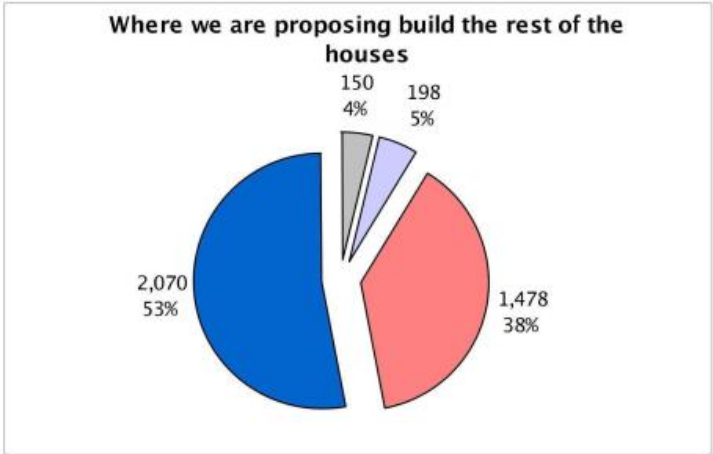


**How the remaining requirement is to be met**

2.3.2 As indicated above, if the total number of dwellings achieved to date is deducted from the total requirement, there remains a need to find sites for a further 3,464 dwellings. The following table shows how the SADPD is proposing to meet this remaining requirement. As can be seen, it involves allocating sites within defined settlements, small sites on the edge of settlement and urban extensions to Bracknell and other large settlements.

**Figure 2.2 How the remaining requirement is to be met**

Small windfall (small allowance of 30 per year, over last 5 years)	150
Homes on small edge of settlement sites (SA3)	198
Homes on sites within defined settlement (SA1 = 983; SA2 = 495)	1,478
Homes on 4 urban extensions to Bracknell (SA4-SA7)	2,070
<b>1. Homes on possible sites (Policies SA1-SA7 &amp; windfall in last 5 years)</b>	<b>3,896</b>
<b>2. Remaining to be allocated (as at 30<sup>th</sup> September 2011)</b>	<b>3,464</b>
<b>Difference between homes on possible sites &amp; remaining to be allocated (1 minus 2)</b>	<b>+432</b>



2.3.3 With reference to the various elements of above table, further detail on sites within defined settlements, small sites on the edge of settlement and urban extensions to Bracknell and other large settlements is included in subsequent sections of this document. The other component of the supply relates to the windfall allowance which is dealt with as follows.



## Windfall allowance

**2.3.4** Para 59 of PPS3 states that allowances for windfalls should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. The draft NPPF re-iterates this and makes it clear that in circumstances where an allowance is included, it should have regard to historic windfall delivery rates and expected future trends. A windfall allowance was included in the Preferred Option version of the SADPD but only in respect of small sites i.e. sites with less than 10 net dwellings. Such an approach was taken as small sites were not covered by the Strategic Housing Land Availability Assessment (SHLAA) exercise and therefore not considered for identification in SADPD. Small sites are difficult to identify some years in advance as they often come forward as a result of changes in personal circumstances, for example, the decline of a business, the disposal of property following death. However, on the basis of recent appeal decisions and comments made by Inspectors at development plan document examinations, it has been decided to remove the small site windfall allowance from the first 10 years of supply. An allowance remains for small sites for years 10 - 15. The SHLAA contains the justification for the rate of small site windfalls included, which is 30 net dwellings per year.

## Flexible supply of housing

**2.3.5** As set out above, the Council has an adopted Core Strategy which identifies the housing requirement for the Borough (10,780 up to 2026). Any change in the housing requirement will be assessed through a review of the Core Strategy (see programme set out in the Local Development Scheme August 2011)<sup>(22)</sup> In the mean time, the SADPD will help deliver housing in the Borough. This is particularly important due to the absence of a 5 year supply of land for housing. It is also in accordance with the Written Ministerial Statement: Planning for Growth (23rd March 2011) that states that Local Planning Authorities must plan positively for new development, continue to prepare up-to-date development plans, and be proactive in driving and supporting the growth that this country needs by meeting the housing, business and other development needs of their areas.

**2.3.6** Paras 4.44 - 4.46, 4.51 and 4.52 of PPS12 (Local Spatial Planning) state that in order for a Development Plan Document to be found “sound” it must be justified, effective and be consistent with national policy. In order to be “effective”, the document must be deliverable, flexible, and able to be monitored. Para. 60 of PPS3 (Housing) requires Local Planning Authorities to provide a flexible and responsive supply of land for housing.

**2.3.7** Para 48 of the Draft NPPF refers to tests of soundness to be used in examining plans.

- Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is practical to do so consistently with the presumption in favour of sustainable development
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence

22 <http://www.bracknell-forest.gov.uk/lds>

- Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

**2.3.8** Para. 109 of the Draft NPPF also sets out in order to boost the supply of housing, Local Planning Authorities need to identify and maintain a rolling supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements, and that the supply should include an additional allowance of at least 20 per cent to ensure choice and competition in the market for land.

**2.3.9** Therefore, in order to meet the tests of soundness, and comply with national policy and the emerging NPPF, a flexible and robust approach is required to the SADPD. This necessitates additional sites over and above the 10,780 requirement being identified.

**2.3.10** Figure 2.2 'How the remaining requirement is to be met' shows that the sites to be allocated, together with the small sites windfall allowance have the capacity to provide 3,896 new homes, compared with a remaining requirement of 3,464 new homes at 30th September 2011. This represents an excess of 432 dwellings which is considerably higher than that shown at the Preferred Option stage.

**2.3.11** The additional flexibility has been achieved through changes in the indicative capacity on some of the sites located within some of the most sustainable parts of the built up area of Bracknell and the addition of sites where further evidence has come forward about availability or technical issues. Following responses received to the Preferred option consultation, the Council has been proactive in identifying existing employment areas that would be suitable for residential development, particularly given the over supply of offices within the Borough.<sup>(23)(24)</sup> Whilst the Preferred Option version suggested a few sites where it was considered appropriate to remove the defined employment area designation, the Council has now positively identified such sites for allocation for housing.

**2.3.12** Further flexibility is likely to come from the lack of reliance on large and medium windfall sites and the reduced reliance on small site windfalls.

**2.3.13** The strategy also includes a mix of size of sites in a variety of locations. The smaller sites will have a vital role to play in providing a supply of land at the beginning of the plan period. Discussions on the development of land at Amen Corner South and Warfield are already underway with strong developer interest in progressing applications. The other urban extensions being considered through SADPD may contribute slightly further into the plan period and continue to deliver for a number of years. The lack of reliance on any one site adds to the flexibility. The selection of sites will allow the Council to respond to changes in circumstances, if required. The removal of the phasing policy also facilitates a more positive response to development proposals. The strategy represents proactive planning and is considered to be the optimum approach, taking into account local circumstances.

23 Oversupply of offices is identified in the Market Perspective of Bracknell Forest Borough Office Floorspace, October 2011

24 Oversupply of offices is identified in the Employment Land Review, December 2009: <http://consult.bracknell-forest.gov.uk/file/1209900>

## Further sites with potential for residential development

**2.3.14** Additionally, this Background Paper (Section 2.10 'Unallocated sites - sites with potential') includes a list of sites that were submitted either as a response to the Site Allocations Preferred Option consultation or through SHLAA (published August 2011)<sup>(25)</sup>. Whilst the initial assessments of these sites indicate that they have potential to be considered as suitable sites, at this stage they are not included for allocation due to concerns that they have not been subject to full public consultation. These potential additional sites could be brought forward to add to the flexible supply. These sites represent a possible additional 194 units.

**2.3.15** Paragraph 2.2.9 highlights the suggestion in the draft NPPF that an additional allowance of 20% should be included in the 5 year housing land supply - in effect an additional year of supply (i.e. a 6 year supply of land for housing). As can be seen from the 'housing requirement' figure above, in order to achieve 10,780 across the remaining plan period (14.5 years from 1st September 2011 - 2026) 609 dwellings per year are now required to come forward for the remaining years of the plan period. Therefore, in order to achieve an additional 20% on the 5 year land supply, an additional 609 dwellings would currently be required.

## Distribution of development

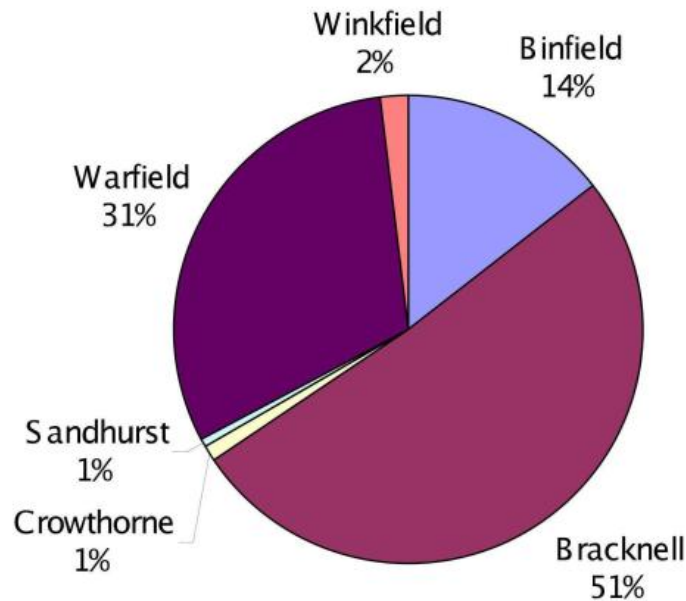
**2.3.16** Many of the responses received to the Preferred Option and earlier Issues and Options consultations commented that development should be more evenly spread across the Borough, and in particular should not be focused within Binfield and Crowthorne (where four of the SADPD urban extension sites are located). However as already explained, a significant proportion of the requirement has already been addressed and when looking at the spread of development, it is important to look at the whole picture rather than the distribution of the remaining element.

**2.3.17** Details of sites that have been completed and those that have got planning permission or are agreed in principle are set out in the 'Planning Commitments for Housing' documents that are normally produced on an annual basis. These are available to view on the Council's web site: <http://www.bracknell-forest.gov.uk/monitoring>.

**2.3.18** The following pie chart draws upon data in the commitments document to illustrate how completed and committed development has been distributed between the parishes in the Borough since the beginning of the plan period.

25 SHLAA, August 2011: <http://www.bracknell-forest.gov.uk/shlaa-monitoring-report-at-31-march-2011.pdf>

**Figure 2.3 Distribution of housing completions since 2006 plus outstanding hard and soft commitments at 31st September 2011 by Parish**



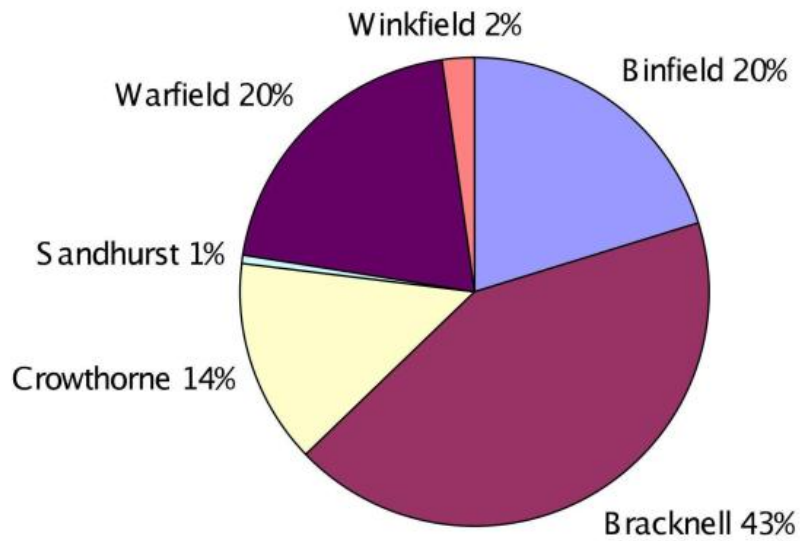
**2.3.19** The pie chart shows that development has already occurred or is committed in all areas of the Borough. The largest proportion is located with the urban area of Bracknell Town (51%), followed by Warfield (31%) and Binfield (14%).

**2.3.20** The percentage for Bracknell is high due to the presence of three major sites: 1,000 dwellings planned as part of the Town Centre redevelopment, 1,350 dwellings at Jennett's Park (formerly known as Peacock Farm) (666 new homes already completed) and 730 dwellings at The Parks (formerly known as the Staff College) (388 new homes already completed). The percentage for the parish of Warfield, includes 2,200 dwellings accepted in principle on land at Warfield (Core Strategy Policy CS5). For Binfield, the percentage includes 149 dwellings at Wykery Copse (development partly completed) and 725 dwellings accepted in principle on land at Amen Corner South (this site is now covered by an adopted Supplementary Planning Document).

**2.3.21** The low proportion for Sandhurst and Winkfield is indicative of existing constraints around these areas (as shown on Map 2.3 'Constraints Map'). A large proportion of Winkfield Parish falls within the Green Belt, and a large proportion of Sandhurst is located within the 400m boundary of the Special Protection Area (SPA) to the north, land liable to flooding to the south (which restricts new residential development in these areas), and the Royal Military Academy to the east. Likewise, Crowthorne is constrained by part of the settlement area being located within the 400m buffer to the SPA.

**2.3.22** In order to show the complete picture, the following pie chart combines the data in the above chart with the sites to be allocated as set out in the Draft Submission SADPD. The distribution of the small site windfall allowance has taken account of the extent land identified as defined settlement within each parish.

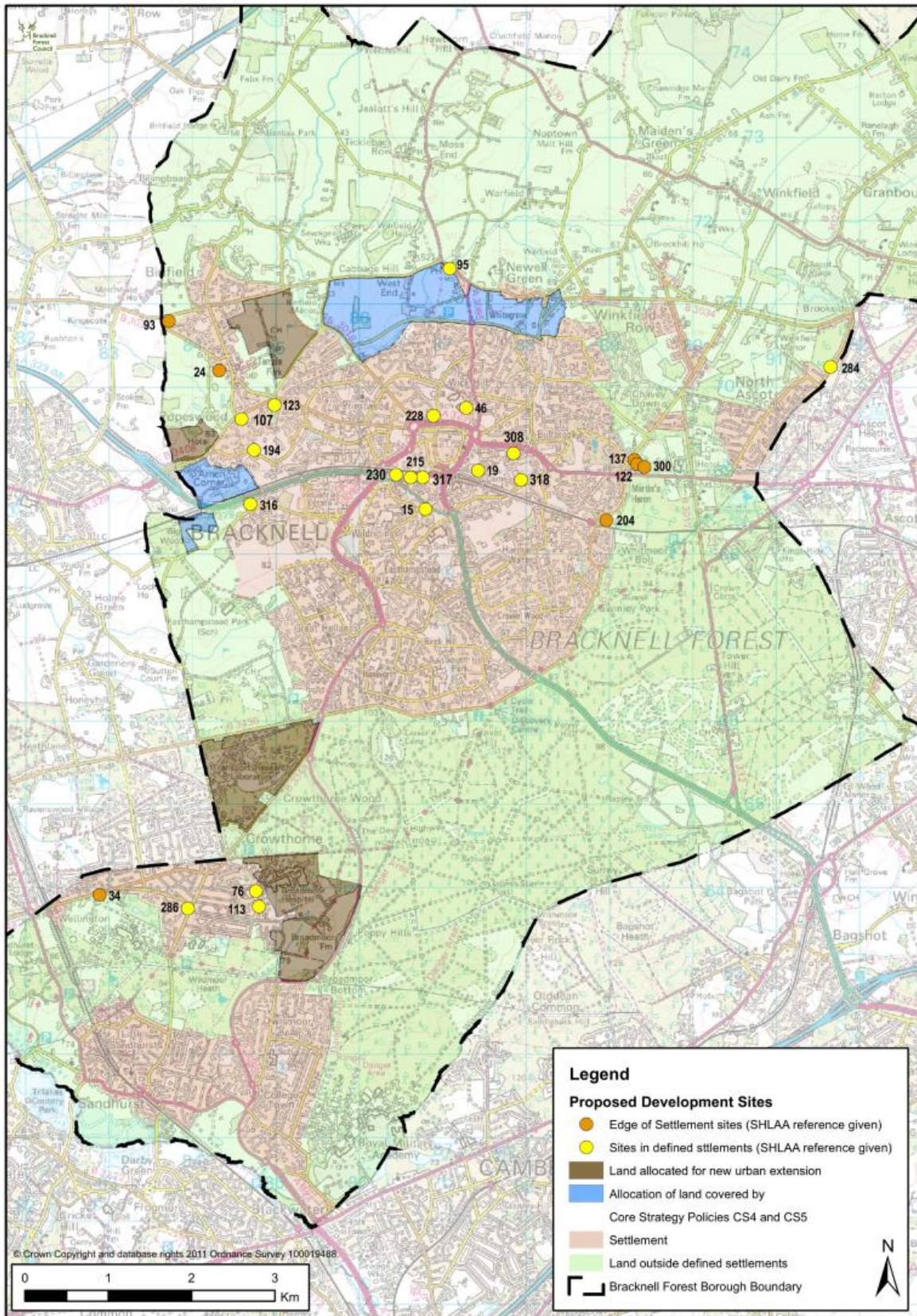
**Figure 2.4 Distribution of housing requirement (2006-2026) by Parish**



**2.3.23** Reflecting the sustainability of the settlement, the largest proportion of development falls within Bracknell (43%). The split between the other parishes changes with the inclusion of the sites to be allocated (particularly with the impact of the urban extensions within Binfield and Crowthorne). Of the total allocation, the proportion within Warfield and Binfield is 20%, and 14% within Crowthorne.

**2.3.24** The following map shows the location of sites identified for allocation within the Draft Submission Document (justification for the inclusion of particular sites is set out in the following sections of this Background Paper: Sites in defined settlements, Edge of settlement sites, urban extensions and Allocation of land covered by Core Strategy Policies CS4 and CS5):

Map 2.2 Key map showing locations of sites within the Draft Submission Document



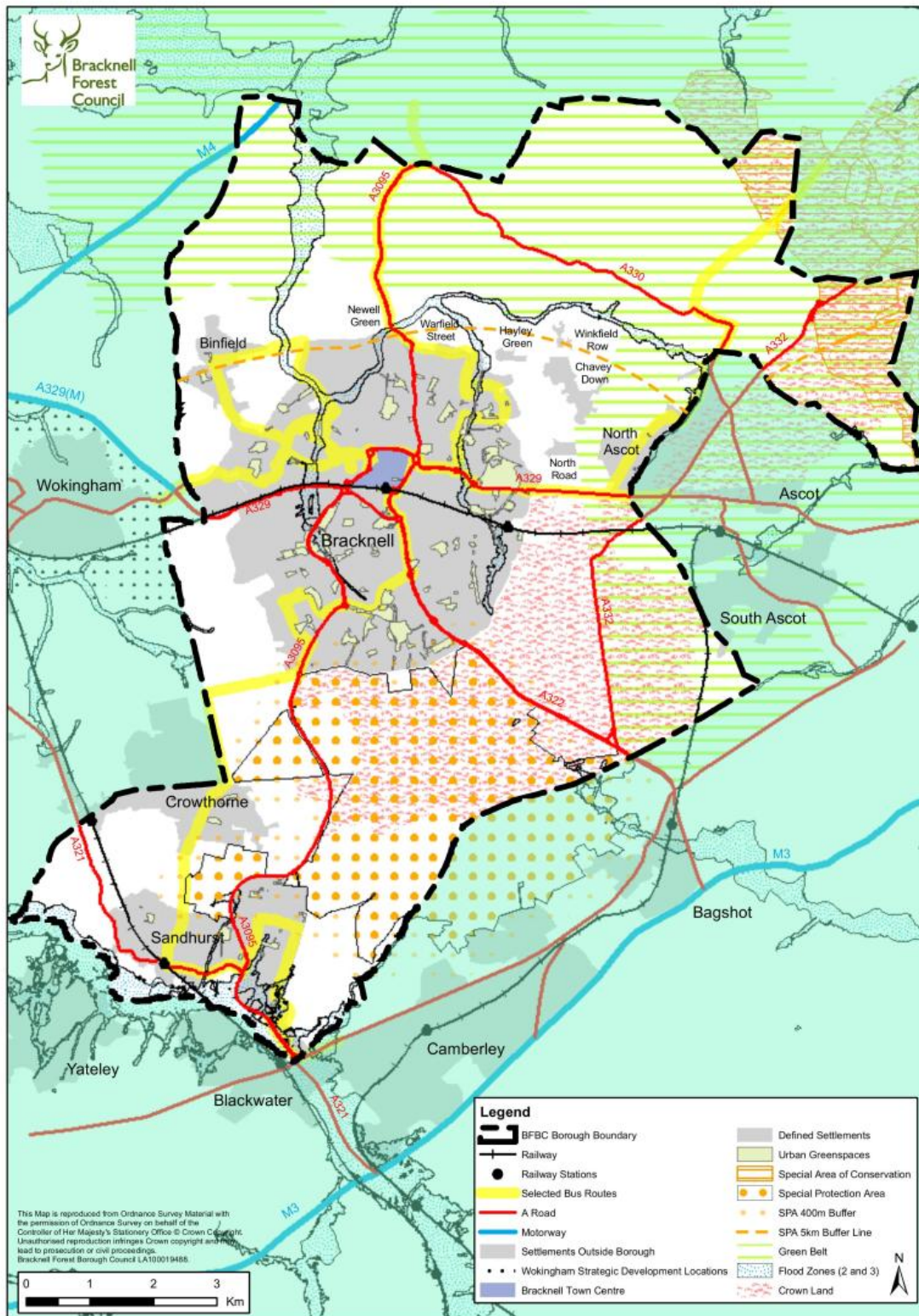
## 2.4 Locational principles and constraints

### Limitations

**2.4.1** In identifying sites for future development we are not starting with a blank canvas. Some parts of the Borough are not suitable for development for a range of reasons. This section describes these constraints in general terms and illustrates some of them on the Constraints Map below.

**2.4.2** The extent of Bracknell Town Centre and the defined settlements (including the Major Areas of Growth in the Core Strategy at Warfield and Amen Corner South) are shown on the Constraints Map, below. The built-up area accounts for approximately 25% of the land within the Borough and will be the first priority for new development in accordance with Core Strategy Policy CS2. The level of development required to meet local needs exceeds the capacity of the suitable and available sites within settlements. This means we must look beyond the existing settlements. However, as can be seen from the map below, land outside defined settlements is affected by a number of physical and environmental constraints.

## Map 2.3 Constraints Map





## Locational principles

**2.4.3** The priority sequence for sites for future development is in Core Strategy (Policy CS2). The first priority is to provide new development in Bracknell Town Centre as the most accessible location in the Borough and to support its regeneration. The second priority location is previously developed land within the defined settlements, followed by undeveloped urban sites and finally sustainable extensions to existing settlements.

## Constraints

- ***The Windsor Forest and Great Park Special Area of Conservation (SAC) and Thames Basin Heaths Special Protection Area (SPA)***

These areas have special protection under European legislation. The SPA is relevant for new residential development as within the SPA, or within 400 metres of its boundary most residential development will not be acceptable. Within 400m to 5 kilometres of the SPA, adequate measures must be provided to avoid or mitigate any potential adverse effects of development on the SPA.

- ***Green Belt***

Within the Green Belt there is a general presumption against most forms of development. The Core Strategy seeks to maintain the Green Belt boundary and protect the Green Belt from inappropriate development (Policy CS9).

- ***Areas liable to flood***

National policy makes it clear that inappropriate development should not be allocated or permitted in areas of flood risk (flood zones 2 and 3 as defined by the Environment Agency). The Council has updated its Strategic Flood Risk Assessment which will help ensure that new development is not at risk of flooding and will not increase flood risk elsewhere.

- ***Crown Land***

The Crown Estate own and manage Swinley Forest which forms part of Windsor Forest. The integrity of this land as part of the forest is protected by legislation which limits its potential to provide for future development needs.

- ***Wokingham Strategic Development Locations (SDLs)***

Two SDLs around Wokingham are included in their adopted Core Strategy (January 2010), which border the Borough boundary. These are:

- North Wokingham - 1,500 dwellings (Policy CP20)
- South Wokingham - 2,500 dwellings (Policy CP21)

Any proposals for new development on the western side of Bracknell will need to take account of these schemes, and both authorities are currently involved in discussions in relation to cross-boundary issues (see 1.4 'Working with others' section for further information)

- ***Other constraints***

There are other constraints not shown on the map that may affect whether certain areas can be developed. These include:

- Sites of Special Scientific Interest (SSSIs)
- Local Wildlife Sites (LWSs)
- Tree Preservation Orders (TPOs)
- Features associated with the historic environment (Listed Buildings, Scheduled Ancient Monuments, Conservation Areas and Historic Parks and Gardens)
- The previous use of a site if it has resulted in contamination or excavation or has involved landfill.

As well as Crown Land, there are other areas of land in the countryside owned by institutions that are unlikely or unable (due to protective covenants) to come forward for housing development during this plan period. Examples include the Royal Military Academy, Sandhurst; Wellington College, Crowthorne; Easthampstead Park Conference Centre, Bracknell. There may also be other reasons such as ownership issues that prevent other relatively unconstrained areas of the Borough being available for future development.

## 2.5 Site selection methodology

### Site selection methodology

**2.5.1** The following paragraphs set out the approach taken in assessing sites and selecting those which should progress to the next stage of the process. A methodology was established to ensure that all sites were comprehensively assessed in a consistent manner taking account of national and local policies. The methodology was used to assess any other potential sites brought to the Council's attention during the progression of the SADPD. The approach involved a two stage process, as set out below. Stage 2 of the process is divided between the approaches taken for a) urban extensions, and, b) sites in existing settlements and edge of settlement sites.

#### Stage 1

**2.5.2** PPS3 requires local planning authorities to produce Strategic Housing Land Availability Assessments (SHLAAs). They are a key part of the evidence base when dealing with the future supply of housing land. The Council commenced work on its SHLAA in 2007 and published, in draft, stages 1-5 of the methodology in February 2008. This ran in parallel with an Issues and Options Consultation on the Development Management, Housing and Commercial Policies and Sites DPD.

**2.5.3** The final version of SHLAA took into account comments made during the February – March 2008 consultation and used a base date of March 2009. It was published in February 2010 alongside the SADPD Issues and Options stage. Subsequently, monitoring reports has been published with base dates of March 2010 and March 2011. The Council actively called for sites to be submitted at the Issues and Options stage, and has a site availability form on its web site that landowners can complete and submit in order to promote their sites. New site submissions have been accepted throughout the process. As a result of the Preferred Option consultation, additional land has also been confirmed as available.

**2.5.4** The SHLAA seeks to identify all sites with a capacity for 10 or more net dwellings (sites less than 10 units do not form part of SHLAA, and so are not included in SADPD). It excludes sites which fall within the following designations which represent intrinsic constraints that cannot be readily overcome:

- Thames Basin Heaths Special Protection Area (SPA).
- Sites within 400m of the Thames Basin Heaths SPA.
- Sites of Special Scientific Interest.
- Special Areas of Conservation.
- Flood Zone 3.
- Sites that would significantly harm the integrity of the core of designated employment areas.

**2.5.5** The over-arching objective of the Council's Core Strategy is the achievement of sustainable development. The location of future development plays a significant role in helping to meet that objective. Although a number of constraints, such as those referred to above, influence the location of development, the Core Strategy sets out a sequence of locations to follow in looking for sites for future development (Policy CS2). This is:

1. Bracknell Town Centre.

2. Previously developed land and buildings in defined settlements.
3. Other land within defined settlements where this does not conflict with other policies.
4. Extensions to defined settlements with good public transport links to the rest of the urban area or with firm proposals to provide such links.

**2.5.6** The Core Strategy Vision focuses growth on Bracknell as the Borough's most sustainable settlement and in order to support the regeneration of the Town Centre and the development of a transport system that gives good access to services and encompasses a choice of modes. It has therefore been necessary to look carefully at all possible extensions to the existing settlement of Bracknell. The policy does not exclude extensions to other settlements, subject to sustainability considerations.

**2.5.7** The locational principles were used as the basis for categorising the SHLAA sites. It was then possible to identify all sites in a particular category of location and calculate the capacity of those sites. The results of this work showed that there was insufficient capacity within existing settlements and that there was a need to look at possible extensions to settlements. The categorisation of sites also distinguished between sites that were in and outside the Green Belt. This helped establish that there was sufficient land available on sites outside the Green Belt to meet the requirement. Consequently, it is not intended to review Green Belt boundaries at this stage. This is in line with Policy CS9 which seeks to maintain the Green Belt boundary in the Borough and recent (July 2010) Government guidance.

**2.5.8** At the Issues and Options (Participation) Stage, sites that adjoined existing settlements were identified together with clusters of sites that were close to the boundaries of existing settlements. This resulted in a list of possible edge of settlement sites and more extensive potential Broad Areas. In the interests of pursuing a comprehensive approach to development, the Broad Areas included some land that had not been submitted through SHLAA but that would be needed to create cohesive urban extensions. The Options Consultation in February – April 2010 was used to try and establish whether or not this other land would be available for development.

**2.5.9** The steps taken within Stage 1 resulted in a list of possible sites/Broad Areas for allocation for future development. These sites were included in the Options Consultation in February – April 2010. A range of sites and locations were put forward to show the options that were available for accommodating future development needs. The eight Broad Areas were re-assessed following consultation on the Issues and Options, taking into account of the availability of sites, representations to the consultation, background studies and the Draft Sustainability Appraisals. This resulted in the eight areas being narrowed down to four. The extent of these was also refined to establish the four urban extensions which formed part of the Preferred Option Consultation (as set out in the Preferred Option Document and associated Background Paper).

**2.5.10** Stage 1 represented an initial sieving exercise, with the aim of dismissing sites that were subject to significant constraints to development and those that did not conform with the locational principles set out in the Core Strategy. Stage 2 refined this approach by giving detailed consideration to the strengths and weaknesses of individual sites.

## Stage 2a - Urban extensions

**2.5.11** The eight potential Broad Areas identified at the Issues and Options stage were all appraised and found to be suitable under Stage 1 against detailed criteria relating to the 'Vision' for the Borough and supported by spatial objectives. In line with national policy, sites were also assessed for whether they were deliverable and developable, including the availability of the land, during the plan period 2006-2026. This was set out in the Preferred Option Background Paper, and a summary is also included in this report at section 2.8 'Urban extensions'.

**2.5.12** At this stage the performance of each site was not scored in numerical terms and no weightings were applied to any criteria. Some of the criteria identified are also covered in the Sustainability Assessment/Strategic Environmental Assessment (SA/SEA) which gives a broader view of performance against a series of social, economic and environmental objectives. The results of the SA/SEA are therefore considered as part of the overall appraisal.

**2.5.13** Information about the performance of a site against the listed criteria has been collected from a variety of sources including responses from consultations and other technical work. It also takes into account the planning policy context. For the Draft Submission SADPD, the following information has been used in further assessing and refining the proposals for the four urban extension sites:

**Table 2.3 Criteria and basis of information used to assess the four urban extensions**

Criteria	Prime national policy	Prime local policy	Technical study
Relevant Planning History			
Impact on landscape character and setting of the settlement including consideration of the separation and integrity of settlements.	Planning Policy Statement 7: Sustainable Development in Rural Areas	Core Strategy Policies CS7 & CS9 BFBLP Policies EN1, EN10 & EN14 Character Area Assessments SPD	Landscape Capacity Study (April 2010 and updated analysis, August 2011)  Core Strategy Inspector's Report.
Impact on character of settlement	Planning Policy Statement 3: Housing	Core Strategy Policy CS7  Character Area Assessments SPD	Masterplanning Support (October 2010)  Landscape Capacity Study (April 2010 and updated analysis, August 2011)

<b>Criteria</b>	<b>Prime national policy</b>	<b>Prime local policy</b>	<b>Technical study</b>
Impact on historic environment  (Historic Park & Gardens, Listed Buildings, Conservation Areas, archaeology)	Planning Policy Statement 5: Planning for the Historic Environment	Core Strategy Policy CS7  BFBLP Policies EN6, EN7, EN12  Character Area Assessments SPD	Archaeological Site Assessments (March 2010)  Landscape Capacity Study (April 2010 and updated analysis, August 2011)
Impact on biodiversity	Planning Policy Statement 9: Biodiversity and Geological Conservation	Core Strategy Policy CS7  BFBLP Policies EN3, EN4, EN6 & EN14  Biodiversity Action Plan	Phase 1 Ecological Surveys (June 2010)
Impact on SPA	The Conservation of Habitats and Species Regulations 2010 (SI No. 2010/490)	Core Strategy Policy CS14  Limiting the Impact of Development SPD	Habitat Regulations Appropriate Assessment (HRA) November 2011
Impact on resources (previously developed land/greenfield, agricultural land classification, flood issues, minerals)	Planning Policy Statement 7: Sustainable Development in Rural Areas  Planning Policy Statement 25: Development and Flood Risk	Core Strategy Policy CS1	Strategic Flood Risk Assessment (SFRA) (August 2010)
Accessibility/transport	Planning Policy Guidance Note 13	Core Strategy Policies CS1, CS17, CS23 & CS24  Local Transport Plan	Draft Transport and Accessibility Assessment (November 2010)

Criteria	Prime national policy	Prime local policy	Technical study
			Transport Modelling & other associated reports (October 2011)
Impact on infrastructure and capacity to improve infrastructure	Circular 05/05: Planning Obligations	Core Strategy Policies CS6 & CS8  BFBLP Policy R4  Limiting the Impact of Development SPD	Infrastructure Delivery Plan (IDP)(November 2011)
Potential to build a sustainable community including helping to meet local housing needs and wider community benefits	Planning Policy Statement 1: Delivering Sustainable Development  Planning Policy Statement 3: Housing	Core Strategy Policies CS2, CS16 & CS17  BFBLP Policy H8	Masterplanning work  Bracknell Forest Housing Market Assessment (HMA) (October 2011)  Employment Land Review (ELR)(December 2009)  Market perspective of Bracknell Forest Borough Office Floorspace (October 2011)  Planning Commitments for Housing at 31st September 2011 (October 2011)
Viability	Planning Policy Statement 3: Housing		Viability Study (November 2011)

Criteria	Prime national policy	Prime local policy	Technical study
Availability	Planning Policy Statement 3: Housing		Strategic Housing Land Availability Assessment(SHLAA) Monitoring Report (base date 31 March 2011)  Responses to SADPD Preferred Option Consultation.
Phasing & Monitoring		Core Strategy Policy CS15	
Draft Sustainability Appraisal	Planning Policy Statement 12		Draft Sustainability Appraisal
Masterplanning and the justification of uses within the sites		Core Strategy Policies CS1 and CS7	Concept Plans
Developer response to Preferred Option consultation			Responses to SADPD Preferred Option Consultation.
Main issues raised by local residents in response to the Preferred Option consultation/how comments on Preferred Option have been addressed			Responses to SADPD Preferred Option Consultation.
Requirements for site			



## Stage 2b - Sites in defined settlements and edge of settlement sites

**2.5.14** The methodology for sites in existing settlements and edge of settlement sites follows Stage 1 regarding the identification of sites, and the general approach relating to Stage 2a (urban extensions). Some of the technical studies relate specifically to the eight Broad Areas identified at the Issues and Options stage. However, it has been possible to extract information relating to some of the smaller edge of settlement sites that sat within the original Broad Areas. Some of the technical studies are of general application, for example, SHLAA, HMA and the ELR. Assessments have also used the Character Areas Assessment Supplementary Planning Document (March 2010) and constraints and policies identified in the Bracknell Forest Borough Local Plan and Core Strategy and on the Proposals Map. An expansion of the methodology to deal with edge of settlement locations is set out in the section on 2.7 'Edge of settlement sites'.

**2.5.15** The consideration of sites also follows the SHLAA methodology. The densities used to produce an initial yield were based on the following assumptions:

- 30dph - applied as a minimum in rural areas
- 35-40dph - applied in suburban locations
- 40-45dph - applied in urban locations
- 50+dph - applied where higher density may be achieved such as town centre locations and around public transport nodes

**2.5.16** Where densities were used to calculate an initial yield, account was taken of whether or not the yield (or developable site area) needed to be modified to take account of the following:

- Appropriate dwelling type
- Constraining factors such as trees, flood zones and 400m buffer to the SPA
- Character of the surrounding area
- Planning history on the site or nearby sites

**2.5.17** The extent of land within the sites needed for other uses, such as recreational open space, roads and landscaping was also considered. The following net developable areas and site area thresholds were applied to the sites, after taking account of any reductions required (such as for flooding). If a reduction in the developable site area was required, the capacity of the site was calculated on the remaining net area:

- Gross site area less than 1ha - 100 % of site area
- Gross site area between 1ha and 2 ha - 90% net developable area
- Gross site area between 2ha and 5ha - 70% net developable area
- Gross site area more than 5ha - 65% of net developable area

**2.5.18** All the figures given are for the net number of new homes for the site. Where existing dwellings must be demolished to enable redevelopment, these are deducted from the gross figure for the site, and the remaining figure (the net number of additional dwellings), is taken as the capacity for the site. However, for the avoidance of doubt, where applicable, both the net and gross figures are included.

**2.5.19** Following consultation on the Issues and Options (SADPD Participation) and Preferred Option stages, owners of SHLAA sites/property were contacted to establish whether or not the sites were still available for development. If a site was confirmed as unavailable, or only partial responses were received, it has not been considered for allocation. This has informed the SHLAA monitoring report (base date March 2011) which was published in August 2011.

**2.5.20** For the purposes of the SADPD the allocated sites have also been assessed against the following (which is set out in the rationale for individual sites later in this document):

- National and local planning policy
- Development of a robust evidence base, including infrastructure needs
- Stakeholder and community participation
- The Sustainability Appraisal process
- Appropriate Assessment
- Whether sites are deliverable or developable during the plan period.

**2.5.21** Finally it is important to note that where a site is located within an identified settlement (sites within Policies SA1 and SA2), there is already a presumption in favour of development (see individual sites for detailed considerations: 2.6 'Sites in defined settlements').

## 2.6 Sites in defined settlements

### Previously developed land and buildings in defined settlements - Policy SA1

#### List of evidence relevant to the consideration of this policy

Aerial photos

Character Areas Assessment Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Sustainability Appraisal

Eastern Gateway Planning Brief (October 2003)

Employment Land Review (December 2009)

Limiting the Impact of Development Supplementary Planning Document (July 2007)

Ordnance survey plans

Proposals Map (April 2010)

Relevant site history

Responses made to Site Allocations Preferred Option Consultation

Saved policies within the Bracknell Forest Borough Local Plan (January 2002)

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Site submission forms submitted through SHLAA

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

## Sites included in the Preferred Option, and carried forward into Draft Submission

### **Adastron House, Crowthorne Road, Bracknell (SHLAA ref 15)**

**Map 2.4 Aerial photo of Adastron House.**



#### **Planning History/Background:**

**2.6.1** Large 2-storey house previously in use as pupil referral unit, and small outbuildings. No relevant planning applications.

#### **Constraints/Policy Designations:**

**2.6.2** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site is within Bracknell Area F (Crowthorne Road) of the Character Areas SPD.

#### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.3** Based based on 65dph (same as an adjacent planning application at Byways), the capacity would be 18 units (net). Gross/developable site area is 0.28ha (no reduction in site area as less than 1ha).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.4** No response received (the site is Council owned).

### **Main issues raised through SADPDPO consultation:**

**2.6.5** None received from local residents. Thames Water do not consider there would be any waste water capacity issues. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments')

### **Draft Sustainability Appraisal:**

**2.6.6** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

### **Assessment**

**2.6.7** The site is available (SHLAA site submission form August 2010). The site is considered capable of achieving 18 residential units, based at 65dph, which could be in the form of a block of flats. As the site is less than 1ha (0.28ha), no reduction in the developable area has been made. This density is considered appropriate given the proximity of the site to the Town Centre, and reflects the density of a permission for flats at the adjacent site (Byways).

**2.6.8** The site is within Bracknell Area F (Crowthorne Road) of the Character Areas SPD. This sets out that future redevelopment of the area could be in the form of small blocks of flats. It also sets out that the landscape focal point enclosing the view from Crowthorne Road towards Downshire Way should be enhanced. The site does contain trees along the front and side boundaries which should be retained as part of any redevelopment. Any redevelopment would need to assess the potential for biodiversity assets.

**2.6.9** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. As the site would result in more than 15 units (net), in accordance with PPS3, there would also be a requirement for provision of affordable housing.

**2.6.10** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

### **ALLOCATE FOR 18 UNITS (NET)**

#### **Requirements for site:**

- Have regard to the location of the site within Bracknell Area F of the Character Area Assessment Supplementary Planning Document;

- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## Garth Hill School, Sandy Lane, Bracknell (SHLAA ref 46)

Map 2.5 Aerial photo of Garth Hill School.



### **Planning History/Background:**

**2.6.11** Former school site. Application 08/00759/FUL was approved for development of new secondary school on part of original school sites. The new school building is now built and open. New sports pitches and open space associated with the new school have recently been laid out. The land promoted for housing lies to the north and east of the new school site.

### **Constraints/Policy Designations**

**2.6.12** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.13** Based on 40dph, the capacity would be 100 units (net). The gross site area is 3.55ha. Developable area is 2.49ha (70% net developable area is achievable given the need to provide on site open space).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.14** No response received (the site is Council owned).

### **Main issues raised through SADPDPO consultation:**

**2.6.15** The main issues raised through the consultation related to loss of open space, and impact upon local infrastructure. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA1').

### **Draft Sustainability Appraisal:**

**2.6.16** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to the provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell). However, it scored negatively in relation to loss of existing open space on the site. A new school has been built which has its own playing field provision. The site being considered relates to the former school (Garth Hill). It is not considered necessary to replace playing fields that have already been reprovided through the new school development. On-site publicly available open space would need to be provided on the site, and the developable area has been reduced accordingly to take account of this.

### **Assessment:**

**2.6.17** The site is available (SHLAA site submission form August 2010). The site is considered capable of achieving 100 residential units, based on 40dph. This density is considered appropriate, bearing in mind the proximity of the site to the Town Centre, and surrounding pattern of development (two storey suburban housing to the east of the site). The site is 3.55ha, and a 70% developable site area (2.49ha) has been assumed, as open space would need to be provided on site. (Across the whole gross site area of 3.55ha, this would equate to density of 28dph). There is a possibility that the site might accommodate a higher level of development if a particular form of development is secured on the north western part of the site - self contained units for older people. However, at this stage, this is not certain, so a cautious approach has been taken to capacity.

**2.6.18** Comments have been made in response to the Preferred Option Consultation (including Sport England) relating to the loss of open space and pitches. A new school with associated playing fields has been built on part of the site (application 08/00759/FUL). This site would not result in the loss of playing fields associated with the new school. Whilst the proposal would result in the loss of Open Space of Public Value (OSPV) (as currently shown on the Proposals Map), this relates to the former playing fields of Garth Hill School. As a new school has been built on the site (to the west of the proposed housing area), this has altered the extent of OSPV within the site, Therefore, it is not considered necessary to provide replacement facilities for



what is effectively former playing field provision. The gross site area has been reduced to take account of the fact that new on-site open space would need to be provided for future residents. Therefore the loss of the 'existing' open space would be considered acceptable.

**2.6.19** Several comments were also made in respect of infrastructure in particular transport. A full transport assessment will be required to assess the impact of the proposals upon the local road network, including Sandy Lane and the junctions Sandy Lane/Warfield Road/Holly Spring Lane, and taking into account new travel patterns associated with the new Garth Hill School. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). Due to the site area and number of units proposed, there would be a requirement for provision of affordable housing and on-site open space.

**2.6.20** Development would need to have regard to protected trees on adjacent sites. The site does contain trees on its eastern side which should be retained. They could be incorporated into on-site open space provision. Any redevelopment would need to assess the potential for biodiversity assets, and would require surveys to be undertaken and provide mitigation of any impacts. The site is located within 250m of a landfill consultation area, and so requires investigation and remediation of any land contamination. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.21** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 100 UNITS (NET)**

### **Requirements for site:**

- Appropriate tree surveys, have regard to trees (including those subject to a Tree Preservation Order), within and adjacent to the site;
- Appropriate ecological surveys and mitigation of any impacts;
- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Provision of on-site open space;
- Transport Assessment to assess the impacts of the development upon the local road network including Sandy Lane and junctions of Sandy Lane/Warfield Road/Holly Spring Lane;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA

Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;

- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## Land at Battle Bridge House & Garage, Forest Road, Warfield (SHLAA ref 95)

Map 2.6 Aerial photo of Battle Bridge House



### **Planning History/Background:**

**2.6.22** Battle Bridge House demolished. Residential curtilage now given over to hard standing and portacabins erected for unauthorised cars sales business, Warfield Garage, valeting business and unauthorised café with flat above and ancillary parking on rest of the site. Unauthorised change of use of part of site for car sales- Appeal dismissed March 2009. Has temporary permission for 5 years for retention of land for vehicle sales (09/00394/T).

### **Constraints/Policy Designations**

**2.6.23** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site is within Northern Villages Area A (Newell Green) of the Character Areas SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.24** Based on 35 dph, the capacity would be 14 units (net). Gross/developable site area is 0.44ha (no reduction in site area as less than 1ha).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.25** Want to develop site as mixed use containing 10 units and small B2 use. As a consequence red line of SHLAA site is now reduced. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA1).

### **Main issues raised through SADPDPO consultation:**

**2.6.26** None received from local residents. Environment Agency do not consider the site would be at risk from flooding and Thames Water do not consider there would be any waste waster capacity issues. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments').

### **Draft Sustainability Appraisal:**

**2.6.27** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing and use of previously developed land. The Sustainability Appraisal highlighted the relatively isolated position of the site in relation to services. However, due to its proximity to an identified site for 2,200 homes in Warfield (Policy SA9), in the future, this site will benefit from better access to facilities, services and improvements to public transport which are planned as part of that development.

### **Assessment:**

**2.6.28** The site is available (SHLAA site submission form 2009), and a response was received to the SADPD Preferred Option consultation. Despite a reduced site area, it is considered that the site could accommodate 10 dwellings net. Taking out the area to be kept for a small B2 use (land relating to Battle Bridge House) and restricting the site to exclude the Warfield SPD area, the new site area would relate to 0.29ha. At 40dph, this would yield 12 dwellings (gross). There are 2 existing residential units on the site (one above the café and one above the old store), which would result in a net increase of 10 units across the reduced site area.

**2.6.29** The site is within Northern Villages Area A (Newell Green) of the Character Areas SPD. This sets out that development along main streets should most appropriately be in the form of semi-detached dwellings or small terraces 2 storeys high. Front boundary treatment would need to accord with the SPD - this could be able to be achieved with the development. Due to the existing use of the site (garage), there may be potential for contamination, which will need to be investigated (and mitigated as required). Any redevelopment would need to assess the potential for biodiversity assets, for example a bat survey as the proposal would involve demolition of a building. Highway improvements will be required across the frontage of the site, but also having regard to the Character Areas Assessment. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.30** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

### **ALLOCATE FOR 10 UNITS (NET)**

#### **Requirements for site:**

- Have regard to the location of the site within Northern Villages Area A of the Character Area Assessment Supplementary Planning Document;
- Investigation and remediation of any land contamination;
- Appropriate ecological surveys and mitigation of any impacts;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

# Peacock Bungalow, Peacock Lane, Binfield (SHLAA ref 106)

Map 2.7 Aerial photo of Peacock Bungalow.



**2.6.31** Since the inclusion of the site within the SADPD Preferred Option, this site now has planning permission for 32 dwellings (10/00616/FUL, approved 6<sup>th</sup> April 2010). Therefore, this site no longer needs to form part of SADPD, but would be included as part of the commitment data, in calculating the Borough's remaining housing requirement across the plan period to 2026.

Land at School Hill, Crowthorne (SHLAA ref 113)

Map 2.8 Aerial Photo of School Hill.



### **Planning History/Background:**

**2.6.32** Boarded-up building, access/car parking, grass and trees. Land slopes downwards to south. There has been a previous outline application for 35 units (97/00553/OUT) on the site, and there is a current application for 20 units (10/00820/OUT) pending consideration.

### **Constraints/Policy Designations**

**2.6.33** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site is also located within the Broadmoor Hospital registered Historic Park and Garden, and is located within Crowthorne Area D (East Crowthorne) of the Character Areas Assessment SPD. Part of the site is located within 400m of the Thames Basins Heath Special Protection Area (SPA).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.34** 20 net (capacity to reflect location of site within Historic Park and Garden). The gross site area 1.2ha, with the developable site area 0.7ha (reduced as part of the site is within 400m of the SPA).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.35** Responded to Policy SA4 (Broadmoor), but did not specifically comment on this smaller site nor site 76 (Cricket Field Grove). However, the Masterplan proposals (and current planning application) indicate this site for 20 houses, on a smaller site than previously promoted through SHLAA (updated SHLAA boundary now received).

### **Main issues raised through SADPDPO consultation:**

**2.6.36** Transport impacts of this site should be considered alongside Cricket Field Grove and Broadmoor and take account of the impact upon the SPA. Need to take account of any impact on the Historic Park and Garden. Need to consider waste water capacity. Concerns regarding impact upon local services, amenities and infrastructure. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA2').

### **Draft Sustainability Appraisal:**

**2.6.37** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, and accessibility to services and facilities within Crowthorne Town Centre. However, the Sustainability Appraisal also highlights that this site is poorly served by public transport, despite bus services. Buses do not serve Crowthorne train station.

**2.6.38** The Sustainability Appraisal gave a negative score in relation to heritage assets, as the site is within a Historic Park and Garden, as it had not had been demonstrated that no harm would come to these assets. The extent of the site area has been reduced to restrict development to the existing built parts of the site and avoid redevelopment within the surrounding open space areas. The profile of the site requires development to respect the setting of the Historic Park and Garden.



**2.6.39** The Sustainability Appraisal no longer provides a negative score when assessing potential impact upon the SPA. Previous concerns were taken on board and no development will now be located within the 400m SPA Buffer.

**Assessment:**

**2.6.40** The site is available (response to SADPD). The site was previously classified as 'other land within a defined settlement' and formed part of the Preferred Option in relation to Policy SA2. However, an amended SHLAA boundary has been submitted which restricts the boundary of the site so that it corresponds to the part of the site which contains existing built form, and therefore the site is now classified as previously developed land. The amended gross site area is 0.86ha, however, the southern part of the site (around the existing access road) is located within 400m of the Thames Basins Heath Special Protection Area, and therefore this is excluded from the site area. This reduces the developable area to 0.76ha, as no residential development would be permitted within the 400m buffer zone to the SPA. The site is considered capable of achieving 20 residential units net, as this would not require a bespoke SPA mitigation solution, and is also appropriate given the location of the site within a Historic Park and Garden, and the need to safeguard existing trees. This equates to a density of 27dph. (Across the whole gross site area of 0.86ha, this would equate to density of 23dph).

**2.6.41** The site is located within Crowthorne Area D (East Crowthorne) of the Character Areas Assessment SPD, which recommends views out to the wider landscape and key features such as Broadmoor Hospital are retained, and that the characteristics of the Historic Park and Garden, and its setting and historic links with the village centre should be conserved and enhanced. Therefore, the development will need to safeguard the setting of the Historic Park and Garden and have regard to the Character Area Assessment.

**2.6.42** There are trees along the boundaries and within the site, which would need to be safeguarded as part of the development, which also have the potential to include biodiversity assets. Due to the proximity of the site to a SSSI, any proposal would need to ensure no adverse impact on the SSSI.

**2.6.43** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). As the site is more than 15 units (net), there would also be a requirement for affordable housing, in accordance with PPS3. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.44** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

**ALLOCATE FOR 20 UNITS (NET)**

**Requirements for site:**

- No residential development within the 400m buffer to the SPA;

- Have regard to the location of the site within Crowthorne Area D of the Character Area Assessment Supplementary Planning Document;
- Provision of affordable housing;
- Provision of on-site open space;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Respect the setting of the Historic Park and Garden;
- Appropriate ecological surveys and mitigation of any impacts;
- Have regard to biodiversity assets, and not result in harm to Sandhurst to Owlsmoor Bogs & Heaths and Broadmoor to Bagshot Woods & Heaths SSSIs;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## Farley Hall, London Road, Binfield (SHLAA ref 123)

Map 2.9 Aerial photo of Farley Hall.



### Planning History/Background:

**2.6.45** 2 storey mansion in use as offices (United Business Centres) with modern extension, car parking and woodland. No relevant planning applications.

### Constraints/Policy Designations

**2.6.46** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site contains protected trees, including Ancient Woodland. The building on the site is not Listed. The site is opposite Binfield Area C (Popeswood South) of the Character Areas SPD.

### Capacity within Preferred Option Consultation (SADPDPO):

**2.6.47** Based on 35dph, the capacity would be 35 units (net). The gross site area is 2.11ha. The developable area was reduced to 1ha to take account of protected trees and need to provide some on-site open space.

### Developer/Site Promoter Response to SADPDPO:

**2.6.48** Consider developable area is actually 1.5ha, and that capacity of site is 68 dwellings (at 45dph). The site area is also larger than shown in the Preferred Option. Tree survey provided to support this. Site is owned by the Crown and lease on building has expired. Vacant

building ready to be marketed for development. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA1).

#### **Main issues raised through SADPDPO consultation:**

**2.6.49** Main comments related to not wanting more development in Binfield, should be redeveloping offices instead of old (Listed) buildings. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA1').

#### **Draft Sustainability Appraisal:**

**2.6.50** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, and its good public transport links to Bracknell Town Centre.

**2.6.51** The Sustainability Appraisal gave a negative score in relation to biodiversity and the presence of protected trees and Ancient Woodland, as it not had been demonstrated that no harm would come to these assets. The developable area has been reduced to 1ha in order to reflect the existing extent of the built up area/hardstanding within the site in order to avoid Ancient Woodland and trees. The profile of the site requires development to retain protected trees and preserve Ancient Woodland, and be accompanied by appropriate tree and ecological surveys.

#### **Assessment:**

**2.6.52** Having reviewed the site, it is still considered appropriate that the development be confined to the portion of the site as set out in the Preferred Option (i.e. 1ha), in order avoid development within Ancient Woodland, and restrict development to the existing built parts of the site. It is likely that development would in part take the form of some flatted units, therefore a higher density of 65dph could be accommodated within the site. On a 1ha site, this would equate to 65 units. This density is comparable with other flatted developments along London Road (for example Broomfield and Merydene Court, which is 75dph). (Across the whole amended gross site area of 2.28ha, this would equate to density of 29dph).

**2.6.53** Due to the extent of protected trees, including Ancient Woodland (which is also an important habitat area), any proposals will need to have regard to retention and protection of trees, and safeguarding biodiversity assets. Any application would need to be accompanied by appropriate tree surveys, arboricultural implications assessment and ecological surveys to address how trees would be retained and protected during development and any impacts upon biodiversity mitigated. The site is opposite Binfield Area C of the Character Areas Assessment SPD, which sets out that mature vegetation boundaries are characteristic of the area. The mature tree boundary along London Road is a valuable asset to the site. Although the existing older building is not listed in terms of architectural or historic interest, it is felt that any developer should explore the potential to convert and extend it, creating a number of apartments.

**2.6.54** Due to the size of the site, there would need to be provision for on-site Open Space, of Public Value which could be provided outside the existing built footprint. Due to the number of dwellings, there would be a requirement for provision of affordable housing. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all

other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.55** The permitted use of the site s currently office use; many comments were made in response to the Preferred Option that the Council should be considering existing office space for housing. This is one such site. The Employment Land Review (ELR) concluded that there is an oversupply of office space within the Borough. Therefore, the loss of this site as employment space is considered acceptable. The site does not form part of an existing defined employment area.

**2.6.56** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 65 UNITS (NET)**

### **Requirements for site:**

- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order and preservation of Ancient Woodland
- Have regard to the location of the site opposite Binfield Area C of the Character Area Assessment Supplementary Planning Document;
- Provision of affordable housing;
- Provision of on-site open space;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## The Depot (Commercial Centre), Old Bracknell Lane West, Bracknell (SHLAA ref 215)

Map 2.10 Aerial photo of The Depot (Commercial Centre).



### **Planning History/Background:**

**2.6.57** This site contains the Council depot, including buildings and storage areas, also a single storey Council resource building. No relevant planning applications.

### **Constraints/Policy Designations**

**2.6.58** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site is also located within a Defined Employment Area.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.59** Based on 50dph, the capacity would be 77 units (net). The gross site area is 1.7ha, with the developable area is 1.53ha (90% developable site area as between 1-2ha, and need to provide some on-site open space).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.60** No response received (the site is Council owned).

### **Main issues raised through SADPDPO consultation:**

**2.6.61** None received from local residents. Bracknell Town Council commented that it welcomed the change from the defined employment area to housing. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments').

### **Draft Sustainability Appraisal:**

**2.6.62** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.6.63** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the Employment Land Review (ELR) has concluded that there is a significant over-supply of offices in the Borough. The ELR refers to the sustainability of this site and its value for offices as it is so close to the railway station, however, it recognises that it is also important to locate residential development in sustainable locations. It is considered that this site would not result in an unacceptable loss of employment land.

### **Assessment:**

**2.6.64** The site is available (SHLAA site submission form 2010). Having reviewed the site in relation to the proximity of the Town Centre, and public transport links (train and bus station), it is considered that the site could achieve a higher density than initially suggested at the Preferred Option consultation. At 75dph, this would equate to 115 units (likely to be in the form of flats). The site is 1.7ha, but a 90% developable area has been taken (1.53ha), as there will be a requirement, due to the size of the site to provide some on-site open space. (Across the whole gross site area of 1.7ha, this would equate to density of 68dph).

**2.6.65** Given the number of units, there will also be a requirement for provision of affordable housing. Any proposals would need to have regard for contamination, which will need to be investigated (and mitigated as required). A noise survey (due to proximity of the railway and Downshire Way) would also be required, and any necessary mitigation measures would need to be incorporated into the development.

**2.6.66** A Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions will also be required. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.67** In terms of loss of employment land, the Employment Land Review (ELR) concluded that there was a significant over-supply of offices in the Borough. Old Bracknell Lane West is a small defined employment area to the south of the railway line and close to the railway station and Bracknell Town Centre. The ELR refers to the sustainability of this site and its value for offices as it is so close to the railway station. However, it is also important to locate residential development in sustainable locations. In view of the presence of other commercial development

around Bracknell Town Centre and commitments in the Town Centre, together with the nature of adjoining uses and access to the area, it is considered that this site would not result in an unacceptable loss of employment land. As the site is currently designated as a defined employment area, any allocation of this site would necessitate the removal of the current employment designation from the Proposals Map (see section of Background Paper, relating to 3 'Employment'). The allocation of this site for housing would result in the loss of 'The Depot', which could potentially be relocated to the TRL urban extension site (Policy SA5).

**2.6.68** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 115 UNITS (NET)**

### **Requirements for site:**

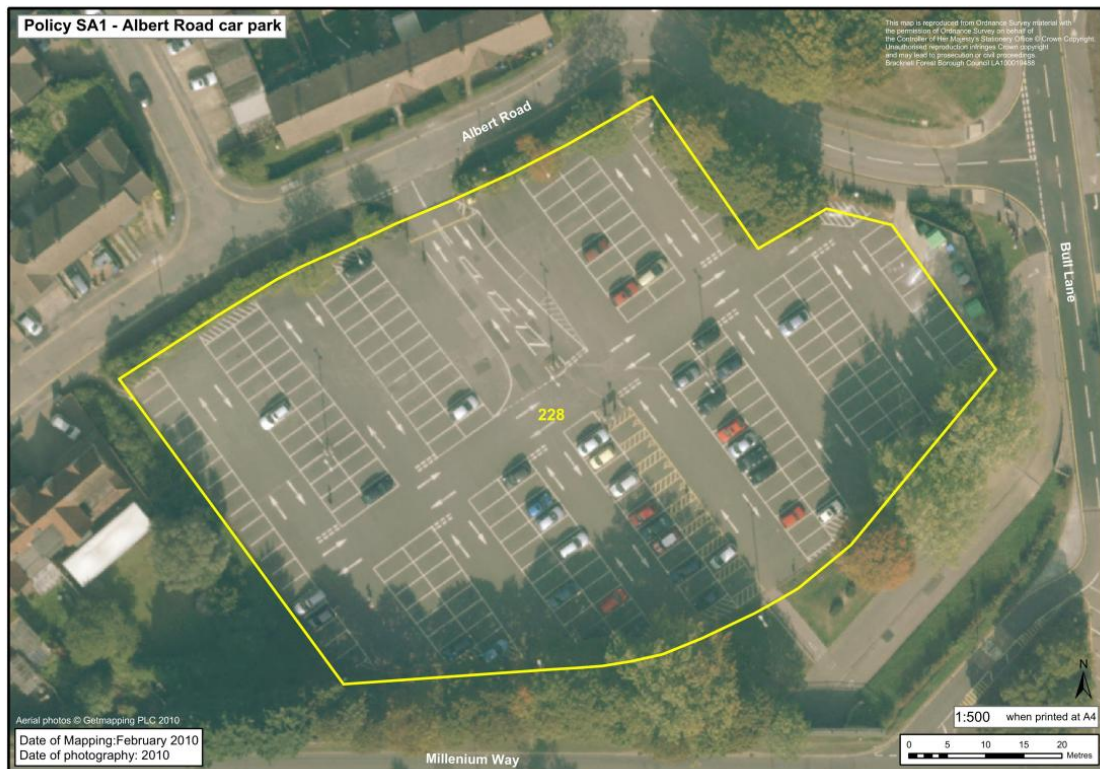
- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Provision of on-site open space;
- Any necessary mitigation measures identified as a result of a noise survey (in relation to the proximity of the site to railway line and Downshire Way);
- Transport Assessment to assess the impact of the development upon local road junctions and roundabouts;
- Provide an alternative location for The Depot;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Provide a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, make financial contributions towards Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.6.69** This proposal is linked to the proposal to remove the existing 'Defined Employment Area' notation from the Proposals Map.



## Albert Road Car Park, Bracknell (SHLAA ref 228)

Map 2.11 Aerial photo of Albert Road Car Park.



### Planning History/Background:

**2.6.70** Current use is as a public car park. No relevant planning applications.

### Constraints/Policy Designations

**2.6.71** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements).

### Capacity within Preferred Option Consultation (SADPDPO):

**2.6.72** Based on 75dph, the capacity would be 40 units (net). The gross/developable site area 0.53ha (no reduction in site area as less than 1ha).

### Developer/Site Promoter Response to SADPDPO:

**2.6.73** No response received (the site is Council owned).

### **Main issues raised through SADPDPO consultation:**

**2.6.74** None received from local residents. Bracknell Town Council raised concerns regarding the loss of an existing parking facility. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments').

### **Draft Sustainability Appraisal:**

**2.6.75** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

### **Assessment:**

**2.6.76** The site is available (SHLAA site submission form 2010). The site is considered capable of achieving 40 residential units, based on 75dph, which could be in the form of a flatted scheme. This density is considered appropriate given that the site adjoins the Town Centre, and has direct links to the centre. There are other large scale buildings in the area (for example the new Garth Hill School building and development planned as part of the Town Centre regeneration). As the site is less than 1ha (0.53ha), no reduction in the developable area has been made.

**2.6.77** The proposal would result in the loss of an existing public car park, however it is not considered that this would prejudice the redevelopment of Bracknell Town Centre as the site is located outside of the boundary of the Town Centre, and is not located within the red line of the application site. However, it is considered that there could be scope to retain an element of parking as a mixed use scheme.

**2.6.78** Due to the number of units, there would be a requirement for the provision of affordable housing. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.79** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

### **ALLOCATE FOR 40 UNITS (NET)**

#### **Requirements for site:**

- Provision of affordable housing;

- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## The Iron Duke, Old Bakehouse Court, High Street, Crowthorne (SHLAA ref 286)

Map 2.12 Aerial photo of The Iron Duke.



### Planning History/Background:

**2.6.80** Boarded-up Iron Duke PH., 4 shop units at Waterloo Place in 2½ storey building with yard to rear, 2 storey corner building with betting shop, 5 single storey units in Old Bakehouse Court. There is a current planning application on the site (11/00001/FUL) for change of use of the Iron Duke PH to A1/A2 (shop/financial and professional services use) at ground floor with 2 no. one bedroom flats above and the erection of 12 no. 3 bedroom houses and 2 no. one bedroom flats fronting Church Street and on land to the rear with vehicular access from High Street and associated landscaping and parking following demolition of retail units at Old Bakehouse Court.

### Constraints/Policy Designations

**2.6.81** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site contains protected trees and is within a Conservation Area. The site is also located within Crowthorne Area C (Crowthorne Centre) of the Character Areas Assessment SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.82** Based on 43dph (reflecting the fact that the site is within a Conservation Area and contains a TPO), the capacity would be 20 units (net). The gross/developable site area 0.46 (no reduction in site area as less than 1ha).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.83** No response received.

### **Main issues raised through SADPDPO consultation:**

**2.6.84** The main issues raised related to the former public house, impact upon infrastructure and inadequate parking provision. Some welcomed the change from an employment area to housing. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA1').

### **Draft Sustainability Appraisal:**

**2.6.85** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, and, accessibility to services and facilities within Crowthorne Town Centre. However the Sustainability Appraisal also highlighted that this site is poorly served by public transport, despite bus services (do not serve Crowthorne train station).

**2.6.86** The Sustainability Appraisal scored this site negatively in relation to biodiversity and the presence of protected trees and location of the site within a Conservation Area, as it had not been demonstrated that no harm would come to these assets. The capacity of the site has been reduced to take account of these considerations. The profile of the site requires development to protect and enhance the character of the Conservation Area and protect trees, and be accompanied by appropriate tree and ecological surveys.

### **Assessment:**

**2.6.87** The site is available, which is demonstrated through a current planning application. The site is located within Crowthorne Area C (Crowthorne Centre) of the Character Areas Assessment SPD which sets out that the Iron Duke is a local landmark, and the need to retain the Victorian Village Centre at the bottom of the High Street. Any development will need to respect the setting of the Conservation Area, and safeguard protected trees. In light of additional work that has been undertaken in relation to the current application, it is considered that 16 units would be more appropriate for the site, given protected trees and the location within a Conservation Area. 16 units on a 0.46ha site equates to a density of 35dph, which is more reflective of the character of the area, whilst also reflecting the sustainable location of the site, being located along Crowthorne High Street.

**2.6.88** The provision or retention of retail use at ground floor level, along the High Street frontage will be encouraged on the site. This is to protect and support the vitality and vibrancy of the centre. The units are outside the primary shopping area, as defined on the Proposal Map, however, they are within the retail boundary and due to their location fronting the High Street it is important that a retail element is retained at ground floor level. This will be shown on the Proposals Map and retail inset maps.

**2.6.89** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. As the site would result in more than 15 units (net), in accordance with PPS3, there would also be a requirement for provision of affordable housing.

**2.6.90** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 16 UNITS (NET)**

### **Requirements for site:**

- Protection and enhancement of the character and setting of the Conservation Area;
- Have regard to the location of the site within Crowthorne Area C of the Character Area Assessment Supplementary Planning Document;
- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Provision/retention of retail floor space along High Street Crowthorne frontage at ground floor level.
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## Land north of Eastern Road, south of London Road, Bracknell (SHLAA ref 308)

Map 2.13 Aerial photo of Land North of Eastern Road.



### Planning History/Background:

**2.6.91** Current use is commercial (located within Defined Employment Area). There are relevant planning applications:

- Apex House/Hayley House: 10/00435/EXT – 5 storey office building comprising 7,193sqm floor space (extension of time limit to implement 07/00582/FUL).
- Foundation House: 07/01139/FUL - 5 storey office building comprising 10,280sqm floor space. Expired 22 May 2011.

### Constraints/Policy Designations

**2.6.92** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site also forms part of an existing defined Employment Area, and is one of the sites identified in the Eastern Gateway Planning Brief (October 2003).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.93** Based on 125dph, the capacity would be 216 units (net). (Capacity reflects the fact that it is envisaged that residential would form part of a mixed-use scheme including some replacement employment floorspace along Eastern Road frontage.) The gross site area 2.9ha (including 2ha for residential and 0.9ha for employment). The developable site area 1.8ha for residential (as site area is between 1-2ha, provision of some on-site space is required, therefore 90% developable area).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.94** Foundation House: land is not available for residential development/want it to stay in commercial use. Likely to pursue an application to extend time limit to implement 07/01139/FUL permission. (Note: no application has been submitted, and the current application has now time expired). Update: since their response to SADPDPO, the owner has confirmed that the site is now available (June 2011).

**2.6.95** Hayley/Apex House: support inclusion of the site is SADPD. Land is available. Consider yield should be increased to c.350 units.

**2.6.96** Racal House: support inclusion of the site is SADPD. Land is available. Consider yield should be increased to c.350 units.

**2.6.97** Subsequent to the consultation on the SADPDPO, the owners of Radius Court and Avon Crop have also confirmed that their sites are available for residential development (June 2010).

**2.6.98** (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA1).

### **Main issues raised through SADPDPO consultation:**

**2.6.99** None received from local residents. Other comments related to welcoming the change from employment to housing and the possibility of contamination. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments').

### **Draft Sustainability Appraisal:**

**2.6.100** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.6.101** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the Employment Land Review (ELR) has concluded that there is a significant over-supply of offices in the Borough and that the defined employment areas are of reasonable quality. It is considered that this site would not result in an unacceptable loss of employment land.



## **Assessment:**

**2.6.102** The rationale for the site at the Preferred Option stage sought to retain 0.9ha of the site in employment use. However, the majority of the site has written confirmed availability for residential development (following contacting owners of sites who did not respond to the SADPDPO), therefore, it is considered realistic to assume that 100% of the site could be developed for housing (i.e. 2.9ha).

**2.6.103** Given the densities of surrounding developments/planning permission, it is considered that the site could accommodate up to 160dph (which incorporate a significant proportion of flats):

- Met Office (05/00380/FUL) = 153dph
- FSS House (04/00875/FUL) = 180dph
- Land west of BrantsBridge (03/00823/OUT) = 161dph

**2.6.104** The gross site area is 2.9ha. however, as the site is between 2-5ha so there is a need to provide some on-site open space. Therefore the site area has been reduced to a 70% developable area (2.03ha). At 160 dph this would yield 325 units. (Across the whole gross site area of 2.9ha, this would equate to density of 112dph).

**2.6.105** The site is identified in the Eastern Gateway Planning Brief (October 2003), which envisages a high quality landmark building for the site (up to 4-5 storeys), with scope for a mix of uses, and providing strong active frontages to London Road and Eastern Road, which supports the proposed density of 160 dph for the site. Reference is made to upgrading existing pedestrian and cycle routes from Eastern Road to London Road and providing vehicular access from Eastern Road. The proposed density is considered compatible with the aims of the Brief, and surrounding character, which contains large scale buildings.

**2.6.106** Due to existing use of the site, there may be potential for contamination, which will need to be investigated (and mitigated as required). A noise survey (due to proximity of London Road and adjoining employment uses) would also be required, and any necessary mitigation measures would need to be incorporated into the development. A Transport Assessment will be required to assess the impact of the development upon the local road network, in particular effects upon the Eastern Road/London Road roundabout, and impacts upon London Road, which will also require capacity assessments. Development will be required to upgrade the existing pedestrian and cycle route between London Road and Eastern Road, enhancing it to accord with the principle of access for all. Vehicular access to the site will also need to be via Eastern Road. There are a few protected trees within the site, which should be retained as part of the development.

**2.6.107** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.108** The proposal would result in the loss of part of the Eastern Industrial Estate Defined Employment Area through redevelopment for housing. The Proposals Map will need amending to remove the Defined Employment Area notation, (see section 3 of this Background Paper on 3 'Employment'). Several comments were received through responses to the SADPD Preferred

Option that office space should be considered for housing. As a result of further work by the Council, the majority of this site (with the exception of a small part of the site at Southern Counties/The Drive in Centre) is now confirmed as available. The loss of part of the Defined Area for a residential development is not considered detrimental to the Council's employment stock, as the Employment Land Review (ELR) (December 2009) identified that there is an oversupply of office space within the Borough. It sets out that the Eastern Estate has the weakest identity and that the wider area has already seen some parcels of land lost from employment to residential development. It also states that the frontage would be suitable for other uses including housing, provided that the integrity of the remaining core of the site was retained. The core includes the relatively new properties to the west of Brants Bridge and South of Eastern Road which together form a compact and distinct employment area. This would be retained with the allocation of the area to the north of Eastern Road which is characterised by older buildings and a cleared site.

**2.6.109** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

### **ALLOCATE FOR 325 UNITS (NET)**

#### **Requirements for site:**

- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Provision of on-site open space;
- Any necessary mitigation measures identified as a result of a noise survey (in relation to the proximity of the site to London Road and employment uses);
- Transport Assessment to assess the impact of the development upon local road junctions and roundabouts;
- Upgrade existing pedestrian/cycle route between Eastern Road and London Road;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Provide a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, make financial contributions towards Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.6.110** This proposal is linked to the proposal to remove the existing 'Defined Employment Area' notation from the Proposals Map.

## Additional sites included subsequent to the Preferred Option consultation

### Land at Old Bracknell Lane West (SHLAA refs 230 and 317)

Map 2.14 Aerial photo of sites in Old Bracknell Lane West.



**2.6.111** It is appropriate that this site is included in the Draft Submission Document as it was originally listed in the SADPD Preferred Option document in relation to removal of the employment designation on the site (section 3.2 and Appendix 7 of the Preferred Option Document), and so is already in the public domain.

#### **Planning History/Background:**

**2.6.112** Hyperion House, BRISA and Photon (Resource) House (SHLAA ref 230): Currently commercial (3 no. 2-storey buildings), with railway to north.

- Hyperion House: no recent planning history
- BRISA: Outline application (02/00510/OUT) for the erection of 2 no. 3 storey office buildings (total floor space 3,300sqm) with associated parking following demolition of existing building.
- Photon House: current application (11/00358/FUL) for Erection of Class B1 office building (5,763 sqm) with associated car parking, infrastructure and landscaping following demolition of existing buildings. Application pending consideration.

**2.6.113** The Beeches: no recent planning history.

## **Constraints/Policy Designations**

**2.6.114** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site also forms part of an existing defined Employment Area.

## **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.115** The Preferred Option Document sought to remove the employment designation from the site with a view to encouraging housing in this location in the future, and at that stage did not specifically include formal allocation of the site for housing.

## **Developer/Site Promoter Response to SADPDPO:**

**2.6.116** No response received.

## **Main issues raised through SADPDPO consultation:**

**2.6.117** No issues raised in relation to the removal of the employment designation on this site.

## **Draft Sustainability Appraisal:**

**2.6.118** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.6.119** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the Employment Land Review (ELR) has concluded that there is a significant over-supply of offices in the Borough and that the defined employment areas were of reasonable quality. The ELR refers to the sustainability of this site and its value for offices as it is so close to the railway station, however, it recognises that it is also important to locate residential development in sustainable locations. It is considered that this site would not result in an unacceptable loss of employment land.

## **Assessment:**

**2.6.120** The gross site area: total of 3ha (although The Depot site splits the area is half):

- Area 1 (SHLAA ref 230): land to west (Photon House etc) is 1.3ha
- Area 2 (SHLAA ref 317): land to east (Beeches) is 1.7ha

**2.6.121** As both sites are over 1ha, there is a requirement for some on-site open space:

- Area 1: 1.17ha (as site area is between 1-2ha, 90% developable area as some on-site open space is required)
- Area 2: 1.53ha (as site area is between 1-2ha, 90% developable area as some on-site open space is required)

**2.6.122** Using the same density assumption and rationale as set out above for The Depot (SHLAA site 215) at 75ha this would yield 88 units for Area 1 and 115 units for Area 2 (a total of 203 units).

**2.6.123** Given the number of units, there will also be a requirement for provision of affordable housing. Any proposals would need to have regard for contamination, which will need to be investigated (and mitigated as required). A noise survey (due to proximity of the railway and Downshire Way) would also be required, and any necessary mitigation measures would need to be incorporated into the development.

**2.6.124** In terms of loss of employment land, the Employment Land Review (ELR) concluded that there was a significant over-supply of offices in the Borough and that the defined employment areas were of reasonable quality. Old Bracknell Lane West is a small defined employment area to the south of the railway line and close to the railway station and Bracknell Town Centre. The ELR refers to the sustainability of this site and its value for offices as it is so close to the railway station. However, it also recognises that it is important to locate residential development in sustainable locations. In view of the presence of other commercial development around Bracknell Town Centre and commitments in the Town Centre, together with the nature of adjoining uses and access to the area, it is considered that this site would not result in an unacceptable loss of employment land. As the site is currently designated as a defined employment area, any allocation of this site would necessitate the removal of the current employment designation from the Proposals Map (see section 3 of this Background Paper, relating to 3.3 'Employment sites within defined settlement boundaries').

**2.6.125** A Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions will also be required. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. In relation to waste water issues, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 203 UNITS (NET)**

### **Requirements for site:**

- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Provision of on-site open space;
- Any necessary mitigation measures identified as a result of a noise survey (in relation to the proximity of the site to railway line and Downshire Way);
- Transport Assessment to assess the impact of the development upon local road network, junctions and roundabouts;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;

- Provide a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, make financial contributions towards Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.6.126** This proposal is linked to the proposal to remove the existing 'Defined Employment Area' notation from the Proposals Map.

# Chiltern House and The Redwood Building, Broad Lane, Bracknell (SHLAA ref 318)

Map 2.15 Aerial photo of Chiltern House and Redwood Building.



**2.6.127** It is appropriate that this site is included in the Draft Submission Document as it was originally listed in the SADPD Preferred Option document in relation to removal of the employment designation on the site (section 3.2 and Appendix 7 of the Preferred Option Document), and so is already in the public domain.

**Planning History/Background:**

**2.6.128** Currently commercial. No recent planning applications.

**Constraints/Policy Designations**

**2.6.129** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land and buildings within defined settlements). The site also forms part of an existing defined Employment Area.

**Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.130** The Preferred Option Document sought to remove the employment designation from the site with a view to encouraging housing in this location in the future, and at that stage did not specifically include formal allocation of the site for housing.

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.131** No response received.

### **Main issues raised through SADPDPO consultation:**

**2.6.132** No issues raised in relation to the removal of the employment designation on this site.

### **Draft Sustainability Appraisal:**

**2.6.133** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.6.134** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the Employment Land Review (ELR) has concluded that there is a significant over-supply of offices in the Borough and that the defined employment areas were of reasonable quality. It is considered that this site would not result in an unacceptable loss of employment land.

### **Assessment:**

**2.6.135** The gross site area is 0.89ha. As the site is less than 1ha, no reduction in site area to provide on-site open space is required). Given this site is adjacent to a flatted scheme with housing (Ogden Park, 00/00952/FUL) it is considered that in order to reflect the character of the area, the density should reflect this development c.80dph, which would yield 71 units (rather than a higher density as proposed on land north of Eastern Road, SHLAA site 308). A mixture of flats and houses could be accommodated within the site as has been achieved on adjacent developments.

**2.6.136** Given the number of units, there will also be a requirement for provision of affordable housing. Any proposals would need to have regard to contamination, which will need to be investigated (and mitigated as required). A noise survey (due to proximity of the railway and Downshire Way) would also be required, and any necessary mitigation measures would need to be incorporated into the development.

**2.6.137** A Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions will also be required. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.138** In terms of loss of employment land, the ELR has concluded that there is a significant over-supply of employment space (in the form of offices). As the site is currently designated as a defined employment area, any allocation of this site would necessitate the removal of the current employment designation from the Proposals Map (see section 3 of this background Paper, relating to 3.3 'Employment sites within defined settlement boundaries').



**2.6.139** In relation to waste water issues, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 71 UNITS (NET)**

### **Requirements for site:**

- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the development upon the local road network, junctions and roundabouts;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.6.140** This proposal is linked to the proposal to remove the existing 'Defined Employment Area' notation from the Proposals Map.

## Other land within defined settlements - Policy SA2

### List of evidence relevant to the consideration of this policy

Aerial photos

Character Areas Assessment Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Sustainability Appraisal

Eastern Gateway Planning Brief (October 2003)

Employment Land Review (December 2009)

Limiting the Impact of Development Supplementary Planning Document (July 2007)

Ordnance survey plans

Proposals Map (April 2010)

Relevant site history

Responses made to Site Allocations Preferred Option Consultation

Saved policies within the Bracknell Forest Borough Local Plan (January 2002)

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Site submission forms submitted through SHLAA

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

## Sites included in the Preferred Option, and carried forward into Draft Submission

Bay Drive, Bracknell (SHLAA ref 17)

Map 2.16 Aerial Photo of Bay Drive



**2.6.141** Since the inclusion of the site within the SADPD Preferred Option, this site has been granted planning permission for 40 dwellings (37 net) (10/00780/FUL, approved 11<sup>th</sup> March 2011). Therefore, this site no longer needs to form part of SADPD, but would be included as part of the commitment data, in calculating the Borough's remaining housing requirement across the plan period to 2026.

## The Football Ground, Larges Lane, Bracknell (SHLAA ref 19)

Map 2.17 Aerial Photo of Bracknell Football Club.



### **Planning History/Background:**

**2.6.142** Current use football ground. No relevant planning applications.

### **Constraints/Policy Designations**

**2.6.143** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site is located within Bracknell Area A (Churches Road/Larges Lane) of the Character Areas Assessment SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.144** Based on 75 dph, the capacity would be 85 units (net). The gross site area 1.26ha. The developable site area is 1.13ha (as site area is between 1-2ha, provision of some on-site open space is required, therefore 90% developable area).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.145** Suggested increase in density of 150dph/190 units. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA2).

### **Main issues raised through SADPDPO consultation:**

**2.6.146** Unacceptable to build on an existing recreational facility and replace it on a greenfield site, object to loss of football ground unless an equivalent replacement is provided, concerns regarding inadequate parking. Also some support for this site in terms of freeing up central land for high density affordable housing. Need to consider waste water capacity. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA2').

### **Draft Sustainability Appraisal:**

**2.6.147** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing and accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.6.148** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

**2.6.149** The Sustainability Appraisal also gave a negative score in relation to loss of existing open space (the football club). However, this facility would be reprovided as part of the BlueMountain allocation (Policy SA7).

### **Assessment:**

**2.6.150** The site is available (response to SADPD Preferred Option and SHLAA site submission form 2010) as long as the facility can be re-provided at an alternative location such as land at Blue Mountain.

**2.6.151** In view of proximity of site to the Town Centre, and density of other implemented permissions (Met Office, 05/00380/FUL = 153dph and FSS House, 04/00875/FUL = 180dph) the density of this site has been reviewed (compared to that promoted through the Preferred Option). It is considered that in principle, given the location of the site in relation to the Town Centre, it has theoretical scope to accommodate a higher density than set out in SADPDPO. However, there are highway/accessibility issues (London Road, Met Office roundabout, parking/overspill), which will restrict the numbers of this site. The gross site area 1.26ha. The developable site area 1.13ha (as the site area is between 1-2ha, provision of some on-site open space is required, therefore 90% developable area). It is considered that the density of the site could be increased to 90dph, which when applied to the developable site area, would equate to 102 units, but not 150dph as suggested by the developer. (Across the whole gross site area of 1.26, this would equate to density of 81dph).

**2.6.152** A Transport Assessment will be required to assess the impact of the development upon the local road network, in particular effects upon the Met Office Roundabout/Larges Lane junction, which will also require capacity assessments.

**2.6.153** The site is located within Bracknell Area A (Churches Road/Larges Lane) of the Character Areas Assessment SPD. This sets out that development in this area should contain houses and small blocks of flats to create a transition to the residential area to the east, and that the landscape and townscape must reflect the transitional character and create a stronger

sense of place for the area. It is considered that development on the site could accord with these aims. It is therefore considered for this reason, that the proposed density is suitable. A higher density (as suggested by the developer of the site) would be likely to contain larger blocks of flats which would not create a transition with the housing to the east, which would conflict with the Character Areas Assessment SPD.

**2.6.154** There would be loss of open space and loss of a recreational facility at this location, however, a relocated football club facility would be incorporated into the Land at Blue Mountain, Binfield urban extension (Policy SA7), which would address the objection raised by local residents and Sport England in this regard. Due to the number of units proposed, there will be a requirement for provision of affordable housing. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.155** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 102 UNITS (NET)**

### **Requirements for site:**

- Have regard to the location of the site within Bracknell Area A of the Character Area Assessment Supplementary Planning Document;
- Provision of affordable housing;
- Provision of on-site open space;
- Transport Assessment to assess the impact of the development upon the local road network, including Met Office roundabout and Larges Lane junction;
- Alternative location for Football Ground;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**24-30 Sandhurst Lane, Crowthorne (SHLAA ref 68)**

**Map 2.18 Aerial Photo of 24-30 Sandhurst Road.**



**2.6.156** A further review of this site has been undertaken. In light of surrounding development, the site may not be able to achieve 14 units (which would probably be in the form of flats). The Preferred Option considered 10 units net (14 gross) across a 0.38ha developable area, resulting in a density of 37dph. At a lower density (30dph), this would yield 7 net (11 gross). Even at 35dph, this would not yield 10 net. If a site has a capacity of below 10 units net, it becomes a small site. Such sites are not included in the Strategic Housing Land Availability Assessment and would not be allocated in the SADPD.

## Land at Cricket Field Grove (SHLAA ref 76)

Map 2.19 Aerial Photo of Cricket Field Grove.



### **Planning History/Background:**

**2.6.157** Cricket field, bowling green and car park on hill top.

### **Constraints/Policy Designations**

**2.6.158** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site is also located within the Broadmoor Hospital registered Historic Park and Garden, and is located within Crowthorne Area D (East Crowthorne) of the Character Areas Assessment SPD. Part of the site is located within the 400m to the Thames Basins Heath Special Protection Area (SPA).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.159** 100 self contained units. The gross site area 2.1ha, with the developable area 1.53ha (reduced as part of the site is within 400m of the SPA).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.160** Responded to Policy SA4 (Broadmoor), but did not specifically comment on this smaller site nor site 113 (School Hill). However, the Masterplan proposals indicate this site for 45 market houses and 100 self contained staff flats, replacing an existing staff hostel, on a larger site than previous promoted through SHLAA (updated SHLAA boundary now received).



### **Main issues raised through SADPDPO consultation:**

**2.6.161** Transport impacts of this site should be considered alongside School Hill and Broadmoor, need to take account of impact upon SPA. Need to take account of impact upon the Historic Park and Garden. Need to consider waste water capacity. Object to loss of pitches unless an equivalent replacement is provided. Concerns regarding impact upon local services, amenities and infrastructure. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA2').

### **Draft Sustainability Appraisal:**

**2.6.162** Overall, this site scored a minor negative (compared to scoring on other sites) when assessed against the Sustainability Appraisal Objectives. However, positive scores were awarded due to its provision of housing and accessibility to services and facilities within Crowthorne Town Centre. However, the Sustainability Appraisal also highlights that this site is poorly served by public transport, despite bus services, (do not serve Crowthorne train station).

**2.6.163** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

**2.6.164** The Sustainability Appraisal also gave a negative score in relation to heritage assets, as the site is within an Historic Park and Garden, and it had not had been demonstrated that no harm would come to these assets. The extent of the site area has been reduced to restrict development to the existing built parts of the site and avoid redevelopment within the surrounding open space areas. The profile of the site requires development to respect the setting of the Historic Park and Garden.

### **Assessment:**

**2.6.165** The site is available (response to SADPD). A revised SHLAA map has been submitted to incorporate the existing staff hostel to the south west of the site, which would be re-provided in the form of self-contained flats for staff. The new site area is 2.91ha, however, the northern part of the site is located within 400m of the Thames Basins Heath Special Protection Area (SPA). This is therefore excluded from the site area, which reduces the site area to 2.3ha. No residential development would be permitted within the 400m buffer zone to the SPA.

**2.6.166** The site is considered to be suitable for 100 small self contained staff flats associated with Broadmoor Hospital (to replace the existing staff hostel). The existing buildings to be replaced take the form of flats. Replacement blocks of flats would be acceptable in principle, subject to design considerations and the setting of the Historic Park and Gardens. 45 market houses could be accommodated within the pitch area, but located outside of the 400m SPA boundary. (Across the whole gross site area, of 2.91ha this would equate to a density of 50dph).

**2.6.167** Due to the number of units proposed for this site, a bespoke solution in order to mitigate the impact of the development upon the SPA would be required. The proposal would result in the loss of open space, through the loss of an existing playing field. This would need

to be reprovided. Currently, the Broadmoor concept plan (and developer's masterplan) show bespoke SPA mitigation for the whole Broadmoor site, and replacement pitches, which would address the objection raised by local residents and Sport England in this regard.

**2.6.168** This site forms part of the wider Broadmoor area, however as it is located within the settlement boundary and has some potential to be brought forward independently of the larger Broadmoor scheme (subject to appropriate SPA mitigation), the site can be allocated as an individual site. However, for clarity, this site will be shown on future iterations of the Broadmoor concept plan. The wider Broadmoor allocation would need to reprovide the existing open space that would be lost through redeveloping this site (as set out in Policy SA4).

**2.6.169** The site is located within Crowthorne Area D (East Crowthorne) of the Character Areas Assessment SPD, which recommends that views out to the wider landscape and key features such as Broadmoor Hospital are retained, and that the characteristics of the Historic Park and Garden, and its setting and historic links with the village centre are conserved and enhanced. Therefore, the development will need to safeguard the setting of the Historic Park and Garden and have regard to the Character Area Assessment. There are trees along the eastern and southern boundaries of the site, which would need to be safeguarded as part of the development, which also have the potential to include biodiversity assets. Due to the proximity of the site to a SSSI, any proposal would need to ensure no adverse impact to the SSSI.

**2.6.170** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.171** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 145 UNITS (NET)**

### **Requirements for site:**

- No residential development within the 400m buffer to the SPA;
- Have regard to the location of the site within Crowthorne Area D of the Character Area Assessment Supplementary Planning Document;
- Provision of on-site open space;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Respect the setting of the Historic Park and Garden;
- Appropriate ecological surveys and mitigation of any impacts;
- Have regard to biodiversity assets, and not result in harm to Sandhurst to Owlsmoor Bogs & Heaths and Broadmoor to Bagshot Woods & Heaths SSSIs;
- Relocation of recreation ground;

- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Provide a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, make financial contributions towards Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**Sandbanks, Longhill Road, Bracknell (Winkfield Parish) (SHLAA ref 137)**

**Map 2.20 Aerial Photo of Sandbanks, Dolyhir, Fern Bungalow & Palm Hills.**



**2.6.172** This site will now be considered alongside two adjacent SHLAA sites as part of the consideration of Policy SA3 (SHLAA ref 122 & 300, Dolyhir and Palm Hills Estate).

## Land north of Cain Road, Bracknell (SHLAA ref 194)

Map 2.21 Aerial Photo of Land at Cain Road.



### **Planning History/Background:**

**2.6.173** Current use is commercial (located within Defined Employment Area), but currently open scrub land with a few trees. Outline application 05/00830/OUT for residential development approved subject to legal agreement (number of units not specified). Reserved Matters for commercial development (10/00310/REM) approved October 2010.

### **Constraints/Policy Designations**

**2.6.174** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site is also within a Defined Employment Area, and contains some protected trees along the boundaries of the site.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.175** Based on 51dph, the capacity would be 75 units (net). The gross site area is 1.88ha, with the developable site area: 1.69ha (as site area is between 1-2ha, 90% developable area as some on-site open space is required).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.176** Supports residential allocation of the site for 75 units. A covenant currently affects the short term development of the site for housing.

### **Main issues raised through SADPDPO consultation:**

**2.6.177** Need to consider waste water capacity, development should reflect local character and should not impact upon local infrastructure, including highways. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA2').

### **Draft Sustainability Appraisal:**

**2.6.178** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal highlighted the good connections to Bracknell Town Centre. Due to its proximity to an identified site for 725 homes at Amen Corner South (Policy SA8), in the future the site would also benefit from better access to facilities, services and improvements to public transport which are planned as part of that development.

**2.6.179** The Sustainability Appraisal gave a negative score in relation to it being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

**2.6.180** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the Employment Land Review (ELR) has concluded that there is a significant over-supply of offices in the Borough and that the defined employment areas are of a reasonable quality. It is considered that this site would not result in an unacceptable loss of employment land.

### **Assessment:**

**2.6.181** The site is available (response to SADPD Preferred Option) in the long term and could contribute to the land supply towards the end of the Plan period. The site is considered capable of achieving 75 residential units net, based on 44dph, which is considered an appropriate density for the area. The site is 1.88ha, but a 90% developable area has been taken (1.69ha), as there will be a requirement, due to the size of the site to provide some on-site open space. (Across the whole gross site area of 1.88ha, this would equate to density of 40dph).

**2.6.182** Given the number of units, there will also be a requirement for provision of affordable housing. The site is located within 250m of a landfill consultation area, and so requires investigation and remediation of any land contamination. Any proposal would also need to take account of protected trees within and adjacent to the site.

**2.6.183** The site is currently designated a Defined Employment Area, but has had outline permission in the past for residential development, which has now lapsed. A reserved matters application for the employment development has been kept alive since 1987, with a subsequent reserved matters application approved in October 2010 (10/00310/REM). Many comments were made in response to the Preferred Option that the Council should be considering existing employment space for housing. Any allocation of this site would necessitate removal of the employment designation from the Proposals Map (see section of this Background Paper on 3.3 'Employment sites within defined settlement boundaries'). The ELR refers to the need to clarify/redefine the boundary of the defined employment area at Amen Corner (where this site is located). This site has remained undeveloped for a number of years. The land has had the benefit of permission for commercial and residential use although the residential permission

has recently lapsed. There is still interest in residential on the site and although there are a number of commercial premises to the south and east, the site adjoins recreational land, a community centre and residential development to the north.

**2.6.184** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.185** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

### **ALLOCATE FOR 75 UNITS (NET)**

#### **Requirements for site:**

- Investigation and remediation of any land contamination;
- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Provision of affordable housing;
- Provision of on-site open space;
- Appropriate ecological surveys and mitigation of any impacts;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Developers will be required to demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.6.186** This proposal is linked to the proposal to remove the existing 'Defined Employment Area' notation on this site from the Proposals Map

## 152 New Road, Ascot (SHLAA ref 284)

Map 2.22 Aerial Photo of 152 New Road.



### **Planning History/Background:**

**2.6.187** Former Petrol filling station (no longer exists) and residential. An application for 24 flats was submitted in August 2011 (11/00559/FUL). This is pending consideration.

### **Constraints/Policy Designations**

**2.6.188** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site contains protected trees and is partly located within Flood Zones 2 and 3.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.189** Based on 35dph, the capacity would be 12 units (net). The gross site area 0.48ha, with the developable site area 0.36ha (site areas reduced to exclude Flood Zone 2 and 3).

### **Developer/Site Promoter Response to SADPDPO:**

**2.6.190** Suggest capacity of 17 dwellings, based on total site area (FRA carried out which states that the site is within Flood Zone 1, therefore site area does not need to be reduced). (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA2).



### **Main issues raised through SADPDPO consultation:**

**2.6.191** Need to take account of flooding issues, and waste water capacity. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA2').

### **Draft Sustainability Appraisal:**

**2.6.192** Overall, this site scored a minor negative (compared to scoring on other sites) when assessed against the Sustainability Appraisal Objectives. However, positive scores were awarded due to its provision of housing. It scored negatively in relation to poor access to facilities and services, and poor links to public transport.

**2.6.193** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

**2.6.194** The Sustainability Appraisal also gave a negative score in relation to part of the site being within Flood Zones 2 and 3. The developable area was reduced to exclude the floodable area. The profile of the site requires no development to be located within the Flood Zones.

**2.6.195** The Sustainability Appraisal scored this site negatively in relation to biodiversity and the presence of protected trees. As above, the developable area of the site has been reduced to take account of the need to avoid development within a flood zone. This also allows for retention of trees within the site. The profile of the site requires development to protect trees, and be accompanied by appropriate tree and ecological surveys.

### **Assessment:**

**2.6.196** The site is available (response to SADPD Preferred Option). The site is considered capable of achieving 12 residential units net, based on 35dph. The site area is less than 1ha (0.48ha), so in normal circumstances, the developable area would not need to be reduced. However, part of the site is located within Flood Zones 2 and 3. Therefore the developable area has been reduced to 0.36ha. No residential development should be located within the Flood Zone, and any mitigation identified through a Flood Risk Assessment would need to be implemented. (Across the whole gross site area of 0.48ha, this would equate to density of 25dph).

**2.6.197** The site is located within 250m of a landfill consultation area, and so requires investigation and remediation of any land contamination, together with any contamination that may be present from the previous land use (petrol station). Any proposal would also need to take account of protected trees within and adjacent to the site, particularly along the road frontage. Any application would need to be accompanied by appropriate tree surveys and an arboricultural implications assessment to address how trees would be retained and protected during development, and also assess any loss of habitat/mitigation through appropriate ecological surveys.

**2.6.198** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.199** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 12 UNITS (NET)**

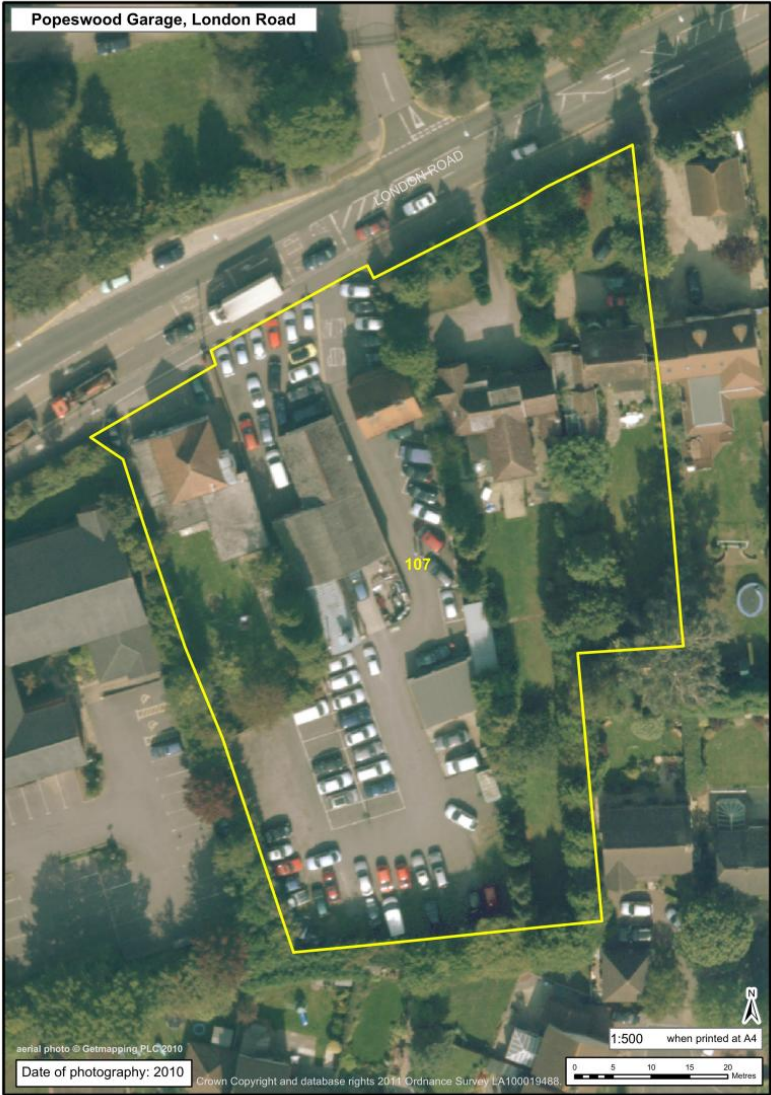
### **Requirements for site:**

- No development being located within Flood Zone 2 or 3, and any implementation of necessary mitigation measures identified as a result of a Flood Risk Assessment;
- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Appropriate ecological surveys and mitigation;
- Investigation and remediation of any land contamination;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**Additional sites included subsequent to the Preferred Option consultation**

**Popeswood Post Office, Popeswood Garage, Hillcrest and Sundial Cottage, London Road, Binfield (SHLAA ref 107)**

**Map 2.23 Aerial Photo of Popeswood Garage**



**2.6.200** It is appropriate that this site is included in the Draft Submission Document as it was originally listed in the SADPD Participation Document (Appendix 2), and so is already in the public domain.

### **Planning History/Background:**

**2.6.201** The site was identified in the SADPD Participation document, but availability letters sent out during 2010 did not receive a response, therefore the site remained within SHLAA but outside of the 15 year period, and hence did not form part of the Preferred Option. Subsequently the site has been confirmed as available.

### **Constraints/Policy Designations:**

**2.6.202** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site is located opposite Binfield Area C (Popeswood South) of the Character Areas Assessment SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.203** The site did not form part of the Preferred Option, and has been subsequently confirmed as available. The capacity of the site is set out below.

### **Draft Sustainability Appraisal:**

**2.6.204** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal highlighted the good connections to Bracknell Town Centre. Due to its proximity to an identified site for 725 homes at Amen Corner South (Policy SA8), the site would also benefit from better access to facilities, services and improvements to public transport which are planned as part of the development.

**2.6.205** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

### **Assessment:**

**2.6.206** The site is available. The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site is considered capable of achieving 14 residential units net (17 gross), based on 35dph, which is considered an appropriate density for the area. The site is 0.51ha - as the site is less than 1ha, no reduction in the developable site area is required to provide on-site open space.

**2.6.207** The site is located opposite Binfield Area C of the Character Areas Assessment SPD. The SPD notes that in respect of the area to the south of London Road, buildings are more varied in architecture, and that London Road has its own distinct character and accommodates buildings of greater height and massing. It also notes that to the south and east, the character is heavily influenced by the urban form of north Bracknell.

**2.6.208** Given the number of units, there will also be a requirement for the provision of affordable housing. Given the existing uses on the site, there may be potential for contamination, and so investigation is required and subsequent remediation of any land contamination.

**2.6.209** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact

on neighbours, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.210** In relation to waste water issues, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 14 UNITS (NET)**

### **Requirements for site:**

- Investigation and remediation of any land contamination;
- Have regard to the location of the site opposite Binfield Area C of the Character Area Assessment Supplementary Planning Document;
- Provision of affordable housing;
- Appropriate ecological surveys and mitigation of any impacts;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## Land north of Peacock Lane, Bracknell (Binfield Parish) (SHLAA ref 316)

Map 2.24 Aerial photo of land north of Peacock Lane.



**2.6.211** This site has not previously formed part of SADPD. It has previously been allocated for employment development as part of the Jennetts Park development, but is now being promoted for housing. As it has already been previously identified for development (albeit employment), it is appropriate to include this site in the Draft Submission Document.

### **Planning History/Background:**

**2.6.212** Part of the Jennetts Park site, which has outline permission (98/00288/OUT), currently being redeveloped. The commercial site contains the completed access road link onto A329, Peacock Farm Pub, and temporary community facility. The business area including small business units (which has outline permission, but no reserved matters approval) have formed an integral part of the proposal contained within the Local Plan, subsequent Design Brief, Planning Permission, Legal Agreement and Master Plan for the site. The Legal Agreement for Peacock Farm (Jennetts Park) reserves part of the site for small business units (0.5 ha to have not less than 1500 sq m of B1 floorspace). The remainder of the commercial area is restricted by condition 47 of the Outline Planning Permission. This condition restricts the amount of B1 and B2 floorspace to 8,000 sqm (this floorspace is inclusive of the floorspace for the small business units). Subsequently to add flexibility one of the parcels (C3) is able to be either B1/B2 or Hotel use.

**2.6.213** This piece of land was not referred to in the previous Background Paper. It has been promoted for additional housing via a response to the Preferred Option consultation.

## **Constraints/Policy Designations**

**2.6.214** The site comprises other land within an urban area, and so accords with Point 3 of Core Strategy Policy CS2 (other land within defined settlements). The site comprises land which has been identified for mixed use development as part of the Jennetts Park scheme, although this land does not form part of a defined employment area.

## **Capacity within Preferred Option Consultation (SADPDPO):**

**2.6.215** The site did not form part of the Preferred Option although was promoted as a response to the Preferred Option consultation.

## **Developer/Site Promoter Response to SADPDPO:**

**2.6.216** Consider the site north of Peacock Lane and south of A329 (which currently identified in the masterplan for commercial development - hotel & 'B' uses) would be suitable for 80-100 units on a 2.5ha site. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA2).

## **Draft Sustainability Appraisal:**

**2.6.217** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to the provision of housing. The Sustainability Appraisal highlighted the good connections to Bracknell Town Centre, but noted that there aren't many local facilities. However, additional facilities will be provided as part of the neighbourhood centre planned at the JennettsPark development, and this site will benefit from these.

**2.6.218** The Sustainability Appraisal gave a negative score in relation to it being a greenfield site. However, the site is within a defined settlement where the principle of development is acceptable, and the allocation of the site would accord with the locational principles set out in Core Strategy Policy CS2.

## **Assessment:**

**2.6.219** The site is available (promoted through response to Preferred Option). The permission granted for this area is not restricted solely to B1, in addition the Employment Land Review (ELR) (pg 41) shows that there will be a steady market for small and medium units. In conclusion (pg 43 of the ELR) it states that the future demand is likely to be predominately for small and medium units. Although this area at JennettsPark does not form part of a protected employment area, there is no evidence that the small and medium sized units that would predominantly be located on the site are not needed, therefore, it is considered that the 0.5ha area of land, in accordance with the adopted masterplan (land parcel C4) should be retained for small business units.

**2.6.220** The gross site area is 2.6ha, however, there is a need to safeguard 0.5ha of land for small business units, this equates to a 2.1ha developable site area. Ordinarily, it would be expected that a site of this size would need to provide on-site open space. However, given the proximity of the site to the Jennetts Park country park (and given that the wider Jennetts Park is under delivering by 150 units: 1,350 instead of up to 1500), it is considered that the country park would provide mitigation in terms of open space provision, therefore, 100% of the developable area can be assumed. Given the location of the site adjacent to the A329 and

new roundabout, there is a need to create a landmark feature at this gateway to Bracknell (rather than replicate Jennetts Park, which is on average about 40dph). Therefore, it is considered that 70dph would be appropriate, which would yield 147 units. This could create a feature building providing a landmark feature, on one of the main approaches to Bracknell, which would address the location adjacent to the roundabout and link to the A329.

**2.6.221** Any proposals would need to have regard to contamination, which will need to be investigated (and mitigated as required). A noise survey (due to the proximity of the A329) would also be required, and any necessary mitigation measures would need to be incorporated into the development.

**2.6.222** The site is adjacent to a Listed Building (Peacock Farm), and so would need to take account of the setting of the building. The approved Masterplan for the site (in relation to the outline planning application 98/00288/OUT (623523) condition 29, page 70) sets out that the small business units will be positioned to the north of the Listed Building and will comprise a mix of 1 and 2 storey start up units with associated parking, which will help to safeguard the setting of the Listed Building.

**2.6.223** A Transport Assessment to assess the impact of the proposals upon the local road network, junctions and roundabout (including the A329) would be required. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). Given the number of units, there would also be a requirement for affordable housing. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.6.224** In relation to waste water issues, there would be a requirement for consideration of waste water capacity.

## **ALLOCATE FOR 147 UNITS (NET)**

### **Requirements for site:**

- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the development upon the local road network, junctions and roundabouts (including the A329);
- Any necessary mitigation measures identified as a result of a noise survey (in relation to the proximity of the site to the A329);
- Have regard to the setting of the adjacent Listed Building (Peacock Farm);
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Provide a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, make financial contributions towards Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement



with Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;

- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

## 2.7 Edge of settlement sites

**2.7.1** A number of sites were identified through the SADPD Participation Document (Appendix 5) as possible "rounding-off" sites. Responses to the consultation on this document resulted in the submission of further sites that landowners considered complied with the "rounding-off" definition (however, some were in the Green Belt). The methodology put forward at the Participation Document Stage was as follows:

- Whether the development would harm the physical or visual character of the settlement.
- Whether the relationship between the settlement and the surrounding countryside or other nearby settlement would be harmed.
- Sustainability of any proposed site.

**2.7.2** Sites have also been promoted through the responses to the SADPD Preferred Option and SHLAA (some of which are new sites). These sites are located within the countryside (outside of the Green Belt) and adjoin an existing defined settlement. The edge of settlement sites have the potential to fall within the point 4 of the Core Strategy Policy CS2 (extensions to defined settlements). All the sites would result in an extension to the existing settlement, which if allocated, would require a change to the defined settlement boundary as shown on the Proposals Map.

**2.7.3** Three types of sites have been identified which for the purposes of SADPD are defined as "edge of settlement locations":

1. Infilling of the settlement boundary (i.e. where a site is bound on 3 sides by the settlement),
2. "Rounding-off" of the settlement boundary (i.e. where a site is bound on 2 sides by the settlement and the extension of the settlement boundary would for example complete the corner of a settlement, or extend it up to a defensible boundary, e.g existing road),
3. Limited extension of the settlement boundary (i.e. where a site is bound only on 1 side by the settlement, and the site would extend beyond the existing boundary).

**2.7.4** Following on from the Preferred Option, the Council has compiled an updated list of possible edge of settlement sites, from the following sources:

1. Sites identified in the SADPD Preferred Option as edge of settlement sites,
2. Sites promoted through responses to the SADPD Preferred Option,
3. Sites promoted through the SHLAA (up to 30 August 2011, when the SHLAA Monitoring Report (base date 2011) was published).

**2.7.5** Once the list was compiled, it was also necessary to consider the acceptability of the edge of settlement locations. On paper, a site which results in infilling (surrounded on 3 sides) may appear to be less likely to have an impact upon the character given built form adjoins on three sides. A limited extension (built form on one side) may be more likely to result in harm to the character of the area due to it's protrusion into the countryside. However, an infill site could be unacceptable if it is currently undeveloped and would result in harm to physical character,

or is constrained for example by trees, whereas a limited extension may be acceptable because the site already contains built form which relates well to the existing settlement boundary. The "rounding-off" criteria set out in the SADPD Participation Document, was updated at the Preferred Option Stage (and set out in the Preferred Option Background Paper), to provide the following list of criteria to assess edge of settlement locations:

- How the site relates to the existing settlement boundary/built form
- Be well related in scale and location compared to the scale of the existing built-up area
- Whether the development would harm the physical or visual character of the settlement
- Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed
- Sustainability of any proposed site (in relation to accessibility to existing services, facilities and public transport links)
- Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary
- The consideration of sites also follows Stage 2b of the site selection methodology (Site Selection Methodology).

**2.7.6** At the Preferred Option Stage, such sites were defined as 'small' edge of settlement sites. However this has proved to be misleading, in terms of how people define 'small'. There is a difference in scale for sites identified by Policy SA3 and the four urban extension sites that the Council identified at the Preferred Option (Land at Broadmoor, Crowthorne (Policy SA4), land at TRL, Crowthorne (Policy SA5), land at Amen Corner North, Binfield (Policy SA6), land at Blue Mountain, Binfield (Policy SA7) , see 2.8 'Urban extensions' for rationale). The urban extension sites require extensive mitigation and on-site facilities, whereas the sites identified within Policy SA3 can contribute towards mitigation of impacts in accordance with the Limiting the Impact of Development Supplementary Planning Document rather than provide on site facilities relating to education, community etc (although there would still be a requirement for on-site provision of open space in some cases).

**2.7.7** In respect of the sustainability of the potential edge of settlement sites (in relation to accessibility to existing services, facilities and public transport links), the SHLAA methodology sets out which of the settlements within the Borough are sustainable, (this includes settlements which have the potential to become sustainable with the implementation of CS5, i.e. Newell Green and Warfield Street), and which are unsustainable (i.e. Hayley Green, Winkfield Row and Chavey Down). Taking account of the type of small edge of settlement site (infilling, 'rounding-off' and limited extension), SHLAA sites can be categorised by the following 'edge of settlement category':

- A. Infilling of a sustainable settlement
- B. 'Rounding-off' of a sustainable settlement
- C. Limited extension of a sustainable settlement
- D. Infilling of an unsustainable settlement
- E. 'Rounding-off' of an unsustainable settlement
- F. Limited extension of an unsustainable settlement

**2.7.8** A final consideration is whether the site is available for development.

**2.7.9** The sites identified in the Draft Submission Document have therefore been assessed using the criteria and methodology set out above, including whether sites are available, and are set out below. Sites which are not considered appropriate for allocation as an edge of settlement site are dealt within in the following section of this document: 2.11 'Unallocated sites - omission sites'

## **Policy SA3 - Edge of Settlement Sites**

### **List of evidence relevant to the consideration of this policy**

Aerial photos

Character Areas Assessment Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Sustainability Appraisal

Eastern Gateway Planning Brief (October 2003)

Employment Land Review (December 2009)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec, August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Updated Landscape Analysis. (Kirkham, August 2011)

Limiting the Impact of Development Supplementary Planning Document (July 2007)

Ordnance survey plans

Phase 1 Habitat Surveys

Proposals Map (April 2010)

Relevant site history

Responses made to Site Allocations Preferred Option Consultation

Saved policies within the Bracknell Forest Borough Local Plan (January 2002)

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Site submission forms submitted through SHLAA

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

## **Sites included in the Preferred Option, carried forward in the Draft Submission**

**White Cairn, Dukes Ride, Crowthorne (SHLAA ref 34)**

**Map 2.25 Aerial photo of White Cairn.**



### **Planning History/Background:**

**2.7.10** Large detached 2 storey house with garage block. Believed to be in use as Wellington College residential accommodation. No relevant planning applications.

### **Constraints/Policy Designations**

**2.7.11** The site comprises an extension to a defined settlement, and so accords with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements). The site is within Bracknell Area F (Crowthorne Road) of the Character Areas SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.7.12** Based on 35dph, the capacity would be 16 units (net). The gross/developable site area is 0.5ha (no reduction in site area as less than 1ha).

**2.7.13** The site is contained in Appendix 6 of the SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a suitability grade B<sup>(26)</sup>

#### **Developer/Site Promoter Response to SADPDPO:**

**2.7.14** Support allocation of the site for 16 units. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

#### **Main issues raised through SADPDPO consultation:**

**2.7.15** Object to flats on the site, loss of Open Space of Public Value (OSPV), and concerns regarding loss of existing trees. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA3').

#### **Draft Sustainability Appraisal:**

**2.7.16** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.7.17** The site also scored positively in relation to its accessibility to services and facilities around the Crowthorne Station area (shops and train station).

**2.7.18** The Sustainability Appraisal gave a negative score in relation to potential loss of trees/biodiversity habitat (trees are not protected). The profile of the site requires development to retain important trees along existing boundaries.

#### **Assessment:**

**2.7.19** The site would constitute a Category B edge of settlement site (i.e. 'rounding off' a sustainable settlement - Crowthorne).

**2.7.20** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form:**

**2.7.21** The site would adjoin the settlement boundary of Crowthorne to the east, and sits opposite housing to the north of Dukes Ride. The site contains an existing large two-storey building, and so already relates well to the existing settlement boundary and existing built form of the remainder of the settlement. The Landscape Analysis (Aug 2011) sets out that development is continuous along the north side of Dukes Ride, joining Crowthorne to a small local area around Crowthorne train station. However, on the south side, the grounds of

26 The SHLAA methodology identifies criteria which were used to assess the suitability of sites, based on factors identified in the Practice Guidance relating to policy restrictions, physical problems or limitations, potential impacts and environmental conditions. The results of the assessments were used to classify sites into one of three grades, A, B or C, and are presented in a site suitability matrix within SHLAA. Grade A is attributed to sites with the least conflicts, and Grade C is attributed to a site with the greatest number of conflicts.

Wellington College separate the two parts of Crowthorne, providing a landscaped setting to the station area, with this site, the last domestic plot on the edge of the main settlement before the College.

**Be well related in scale and location compared to the scale of the existing built-up area:**

**2.7.22** The site includes one large building and is contained by existing trees. The site is adjacent to Area B (West Crowthorne) of the Character Areas Assessment SPD. It is not considered that a small block of flats would be in conflict with the SPD which acknowledges that development densities and massing in the forms of blocks of flats are located along Dukes Ride, an important approach road. It also recommends that the views down principal roads to tree cover in Wellington College should be retained, which it is considered could be achieved with this site.

**Whether the development would harm the physical or visual character of the settlement:**

**2.7.23** The Landscape Analysis (Aug 2011) sets out that the site includes one large building in generous grounds, and is the last property before Wellington College. The site is contained to the west by the double avenue of trees leading to Wellington College, and dense mature tree cover typical of the Wellington College grounds. The site itself has mature trees along its front boundary and a group along the eastern boundary adjoining 133 Dukes Ride. The SADPD recommends that the existing trees are retained and the setting of the entrance and the Lodge are respected. A single block on the site as recommended would be in keeping with the Character of Area B.

**Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed:**

**2.7.24** As set out above, the site is the last plot before the College and contains an existing large building and is contained by existing trees. It would maintain the landscape setting of the Crowthorne station area, as it would not encroach into the Wellington College grounds which separate these two parts of Crowthorne. The site sits opposite housing on the north side of Dukes Ride.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.7.25** Crowthorne is classed as a sustainable settlement, and this site is in close proximity to the train station, so would accord with point 4 of Policy CS2. Furthermore, there is a local centre and business park nearby.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary:**

**2.7.26** The site already has the appearance of being part of the defined settlement, being the last plot before the College. The site is contained by existing trees, and by the double avenue of trees leading to Wellington College, which serve to form the clearly defined edge of the settlement.

**Other considerations**



**2.7.27** The site is in single ownership and available (which is confirmed through a response to the SADPD Preferred Option). Given the site is less than 1ha (at 0.5ha), there would not need to be any reduction in site area to provide on-site open space. There are existing trees along the boundaries of the site which should be retained as part of any redevelopment, including additional planting to preserve the landscaped setting and provide visual mitigation. An appropriate tree survey and protection of trees would also be required.

**2.7.28** The site contains an existing two-storey building, and so already relates well to the existing built form of the remainder of the settlement, adjacent, and on the opposite side of the road. This tree buffer would also help to provide screening and a soft edge to the settlement boundary, which could be enhanced with additional planting. Given the edge of settlement location, and the above considerations, a density of 35dph is considered appropriate for this site, equating to 16 dwellings (net). Given the size of the existing building on site, and extent of tree cover, development would need to broadly accord with the existing built footprint/hardstanding area (although a detailed site assessment would determine the actual area suitable for development), and could be in the form of a small block of sensitively designed flats.

**2.7.29** Wellington College contains Listed Buildings, and so the development would need to have regard to the setting of these buildings. The site contains an Open Space of Public Value (OSPV) designation (as shown on the current proposal map). It is not considered that the loss of OSPV would harm the integrity of the overall OSPV on the College site, as White Cairns already has the appearance of being separate from the remainder of the College site, and being part of the existing settlement.

**2.7.30** Consideration of vehicular access onto the site (including visibility) would need to have regard to trees. Development would also need to have regard to biodiversity assets provided by existing tree habitat, which would need to be safeguarded/mitigated as appropriate, and an ecological survey would be required. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. Given the number of units proposed (over 15), in accordance with PPS3, there would be a requirement for affordable housing provision.

## **ALLOCATE 16 UNITS (NET)**

### **Requirements for site:**

- Have regard to the location of the site within Crowthorne Area B of the Character Area Assessment Supplementary Planning Document;
- Appropriate tree surveys and protection of trees;
- Retention of important trees and additional planting along existing boundaries, to preserve the landscape setting and provide visual mitigation;
- Appropriate ecological surveys and mitigation of any impacts;
- Setting of Listed Building within the College grounds;
- Provision of affordable housing;

- Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.7.31** Allocation of the site for housing would require an alteration to the defined settlement boundary on the Proposals Map.

**Land east of Murrell Hill Lane, South of Foxley Lane & North of September Cottage, Binfield (SHLAA ref 24)**

**Map 2.26 Aerial photo of land east of Murrell Hill Lane and South of Foxley Lane.**



**Planning History/Background:**

**2.7.32** Field with trees around most of site boundaries sloping downwards to south, west part overgrown. Site contains protected trees. Appeal dismissed for residential on this site in 2000 (application 624865), which was dismissed on grounds of unacceptable impact on the form and setting of Binfield.

**Constraints/Policy Designations**

**2.7.33** The site comprises extensions to defined settlements, and so accords with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements). The site contains protected trees and is adjacent to two Binfield character areas as set out in the Character Areas SPD.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.7.34** Based on 35dph, the capacity would be 67 (units) net. The gross site area 2.78ha, with the developable site area: 1.95ha (as site is between 2-3ha, a 70% net developable area as need to provide some on-site open space, retain TPO trees).

**2.7.35** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a suitability grade B<sup>(27)</sup>.

### **Developer/Site Promoter Response to SADPDPO:**

**2.7.36** Sets out that total site area is 2.79ha, developable area is 2.196ha, and that at 35dph this yields 77 dwellings. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

### **Main issues raised through SADPDPO consultation:**

**2.7.37** Impact upon existing infrastructure (including highway issues), contrary to previous appeal decision on the site, would be contrary to policies which seek to protect the countryside, impact upon the countryside, will impact upon the gap between Binfield and Wokingham, conflicts with Character Areas Assessment SPD, too many units for the site, impact upon the village character and landscape setting/hard edge to the settlement, should be building on brownfield/redeveloping empty office blocks before redevelop greenfield sites. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA3').

### **Draft Sustainability Appraisal:**

**2.7.38** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.7.39** The site also scored positively in relation to its accessibility to services and facilities within Binfield, however, overall this site is poorly served by public transport. Due to its proximity to two sites identified for mixed-use development (land at Amen Corner South – Policy SA6, and land at Blue Mountain – Policy SA7), the site could also benefit from better access to facilities, services and improvements to public transport which are planned as part of these developments.

**2.7.40** The Sustainability Appraisal gave a negative score in relation to biodiversity and the presence of protected trees as it had not had been demonstrated that no harm would come to these assets. The developable area has been reduced in order to allow for retention of trees and provide some on-site open space. The profile of the site requires development to retain protected trees, and be accompanied by appropriate tree and ecological surveys.

27 The SHLAA methodology identifies criteria which were used to assess the suitability of sites, based on factors identified in the Practice Guidance relating to policy restrictions, physical problems or limitations, potential impacts and environmental conditions. The results of the assessments were used to classify sites into one of three grades, A, B or C, and are presented in a site suitability matrix within SHLAA. Grade A is attributed to sites with the least conflicts, and Grade C is attributed to a site with the greatest number of conflicts.

## **Assessment:**

**2.7.41** The site would constitute a Category A/B edge of settlement site (i.e. infilling/'rounding off a sustainable settlement - Binfield).

**2.7.42** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

### **How the site relates to the existing settlement boundary/built form**

**2.7.43** The Landscape Capacity Study sets out (Area 4.A2) that the northern part of the site is semi-urban in character, with the southern part having a park like setting. It also sets out that trees and a copse are vulnerable to development. However the retention of trees and understorey planting along existing roads (particularly along Murrell Hill Lane, which contains protected trees) would mitigate this harm by providing screening and a soft rural edge to the settlement boundary which would enable new development to be in keeping with local landscape character. The updated Landscape Analysis (Aug 2011) set out that the site relates well to the village pattern with the northern setting semi rural in character. Views to the site are limited and there is potential to screen any development whilst retaining the townscape and landscape character.

### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.7.44** The number of units proposed (67) is considered to be proportionate to the scale of the existing settlement area. Given the site is surrounded on three sides by existing development, the location of the site is considered acceptable in relation to the existing built-up area. It relates well to the village pattern, and is not considered to result in an adverse impact upon the integrity and character of Binfield as a distinct village and community.

### **Whether the development would harm the physical or visual character of the settlement**

**2.7.45** The site adjoins two Character Areas (Binfield Areas A and B). These set out that development should retain mature trees, infill development should respect existing boundary treatments, retain local distinctiveness, relate to the topography (and roof lines steeped to reflect this), and maintain the transitional character of Foxley Lane, which is considered could be achieved with development on this site. The recommendations of the Character Areas SPD should be incorporated into the development, and included in the requirements of the site.

**2.7.46** Area A of the Character Areas SPD notes that development on extant rural plots should maintain strong links with the rural setting, and maintain the rural character of Foxley Lane. The northern part of the development site includes one of these rural plots (between 'Semmering' and 'Dell Quay'). This would provide the vehicular access point into the site and offers scope for new landscape planting to maintain the rural character of the Lane. The recommendations of the Character Areas SPD should be incorporated into the development, and included in the requirements of the site.

### **Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.7.47** It is not considered that this site forms part of the gap between the settlements of Binfield, Bracknell and Wokingham, as it would constitute infilling between three roads /is contained by the existing settlement which already contains frontage development (Murrell Hill

Lane, Foxley Lane and St Marks Road), and so relates well to the existing built form. It would not extend built form into the existing undeveloped area to the west of Murrell Hill Lane. The updated Landscape Analysis (Aug 2011) sets out that it is possible to develop the site without the loss of key landscape and visual features, and without having a negative influence on the adjoining setting to the south or west.

**2.7.48** Concerns were raised through the Preferred Option consultation in relation to intrusion into the countryside. The updated Landscape Analysis (Aug 2011) sets out that views from Murrell Hill Lane (a Ramblers Route), whilst important are limited. Visual impact can be mitigated through provision of open space and tree planting along the western boundary of the site, which would also avoid a hard edge to the settlement. The rural character of Murrell Hill Lane should not be materially changed as a result of the development.

### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

Binfield is classed as a sustainable settlement, and contains local facilities within a defined Local Centre. The village is served by buses which provide a service to Bracknell Town Centre.

### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.7.49** Although the site is greenfield it adjoins residential development to the north, east and west, the majority of which is located in the defined settlement (including the houses along Murrell Hill Lane). It is separated from the surrounding countryside by properties along Murrell Hill Lane, and Murrell Hill Lane itself, which serve to form a defensible boundary. Murrell Hill Lane would form the defensible settlement boundary to the west, with Popes Meadow (a Local Wildlife Site) forming the defensible settlement boundary to the south.

### **Other considerations**

**2.7.50** Many comments were received in response to the Preferred Option consultation stating that the inclusion of the site is contrary to a previous appeal decision. An appeal was dismissed for residential development on this site in 2000 (application 624865) on grounds of unacceptable impact on the form and setting of Binfield. This consideration was in the context that the site was not allocated for housing, and so was considered against the countryside policies at the time (during a different plan period/set of circumstances). Needs were therefore different to those currently being dealt with. In coming to that decision, the Inspector assessed the application in the light of the development plan at that time which included the Berkshire Structure Plan 1991-2006 (adopted 1995) and North Bracknell Local Plan (adopted 1992). Since the consideration of the appeal, there is now a different planning policy framework, and up to date landscape work has been undertaken on this site.

**2.7.51** The site is available (which is confirmed through a response to the SADPD Preferred Option). Given the site is over 1ha (at 2.78ha), there would need to be provision for some open space on site, and therefore the developable area needs to be reduced to 70% (giving 1.95ha). Given the edge of settlement location, and the above considerations, a density of 35dph is considered appropriate for this site, equating to 67 dwellings (net). Across the gross site area (2.78ha) this would equate to a density of 24dph, which would be sympathetic to the surrounding character of the area. This number of units is considered proportionate to the scale of the existing settlement area and it is not considered that it would result in harm to the integrity of the village.

**2.7.52** Vehicular access onto the site (including visibility) would need to have regard to trees, and the proximity to the junction of Foxley Lane/Murrell Hill Lane, which may require highway improvements. Development would also need to have regard to biodiversity assets provided by existing grassland/tree/shrub habitat, and would need to be safeguarded/mitigated as appropriate, in accordance with the recommendations set out in the Phase 1 Ecological Survey for Broad Area 4 (Wenman, 2010). This would require additional survey work in relation to invertebrates, small mammals, reptiles and amphibians.

**2.7.53** Given the potential number of units, there would be a requirement for provision of affordable housing and on-site open space. In order to preserve the character of Murrell Hill Lane and landscape setting of the area, there is a requirement for the area of the site fronting onto Murrell Hill Lane (which also contains protected trees) to form part of the on-site open space.

**2.7.54** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (eg. design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

## **ALLOCATE 67 UNITS (NET)**

### **Requirements for site:**

- Have regard to the location of the site adjacent to Binfield Areas A and B of the Character Area Assessment Supplementary Planning Document, and the recommendations contained within the SPD;
- Appropriate tree surveys and protection of trees subject to a Tree Preservation Order;
- Retention of important trees/understorey planting and additional planting along existing roadsides, to preserve the landscape setting and provide visual mitigation;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions;
- Provision of on-site open space, including provision of open space along side Murrell Hill lane in order to preserve character of Murrell Hill Lane and the landscape setting of the area;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA

Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;

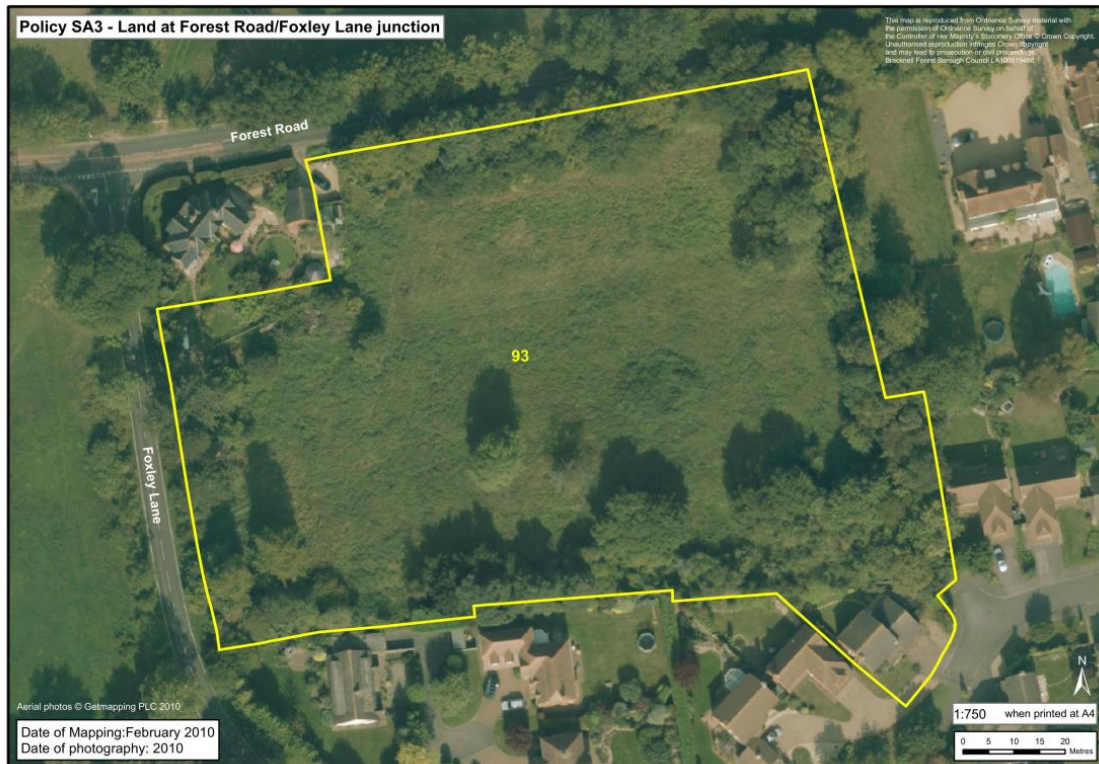
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.7.55** Allocation of the site for housing would require an alteration to the defined settlement boundary on the Proposals Map.



## Land at junction of Forest Road & Foxley Lane, Binfield (SHLAA ref 93)

Map 2.27 Aerial photo of land at junction of Foxley Lane & Forest Road.



### **Planning History/Background:**

**2.7.56** Overgrown field - trees growing on most boundaries, contains protected trees. Appeal dismissed for residential on this site in 1997 (application 621542). There was a recent application for 22 units (10/00770/OUT), which was appealed on grounds of non-determination of the application. The appeal has since been withdrawn. A further application for 23 units was submitted in August 2011 (11/00611/OUT), which is pending consideration.

### **Constraints/Policy Designations**

**2.7.57** The site comprises extensions to defined settlements, and so accords with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.7.58** The capacity reflected existing trees on site, and was considered to be able to accommodate 31 units (equating to 33dph). The gross site area: 1.3ha, with the developable site area 0.95ha (reduced to reflect TPO on site).

**2.7.59** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a suitability grade B<sup>(28)</sup>.

#### **Developer/Site Promoter Response to SADPDPO:**

**2.7.60** Consider 22 dwellings is more appropriate for the site. Gross site area has been reduced to take account of detailed studies prepared for planning application to take account of mitigation for Great Crested Newts, and retain trees along road frontage. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

#### **Main issues raised through SADPDPO consultation:**

**2.7.61** Impact upon existing infrastructure (including highway issues), contrary to previous appeal decision on the site, would be contrary to policies which seek to protect the countryside, impact upon the countryside, will impact upon the gap between Binfield and Wokingham, conflicts with Character Areas Assessment SPD, too many units for the site, impact upon the village character (especially the entrance to the village) and landscape setting/hard edge to the settlement, impact upon local heritage, should be building on brownfield/redeveloping empty office blocks before greenfield sites are developed. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Specific Consultee Comments' and 'Policy SA3').

#### **Draft Sustainability Appraisal:**

**2.7.62** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to it being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.7.63** The site also scored positively in relation to its accessibility to services and facilities within Binfield. The site is served by buses, however the frequency could be improved. Due to its proximity to two sites identified for mixed-use development (land at Amen Corner South – Policy SA6, and land at Blue Mountain – Policy SA7), the site could also benefit from better access to facilities, services and improvements to public transport which are planned as part of these developments.

**2.7.64** The Sustainability Appraisal gave a negative score in relation to biodiversity and the presence of protected trees as it had not been demonstrated that no harm would come to these assets. The developable area has been reduced in order to allow for retention of trees and provide some on-site open space. The profile of the site requires development to retain protected trees, and be accompanied by appropriate tree and ecological surveys.

#### **Assessment:**

**2.7.65** The site would constitute a Category B edge of settlement site (i.e. 'rounding off a sustainable settlement - Binfield).

28 The SHLAA methodology identifies criteria which were used to assess the suitability of sites, based on factors identified in the Practice Guidance relating to policy restrictions, physical problems or limitations, potential impacts and environmental conditions. The results of the assessments were used to classify sites into one of three grades, A, B or C, and are presented in a site suitability matrix within SHLAA. Grade A is attributed to sites with the least conflicts, and Grade C is attributed to a site with the greatest number of conflicts.

**2.7.66** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form**

**2.7.67** The site formed part of Broad Area 4 (West Binfield) at the Issues and Options Stage. The Landscape Capacity Assessment (Area 4.A1), prepared to support the Preferred Option, concluded that the area is not as sensitive as the wider Broad Area as a whole due to its partial enclosure within the surrounding housing in Binfield, and understorey planting along existing roads which provide scope for screening and retaining the rural character of the roads. The area is also located within Area CL2 (Binfield Open Clay Farmland) of the Entec landscape analysis (August 2006). Once the key characteristics of CL2 are taken into account, the site is considered to be less sensitive than the remainder of the CL2 area. Key factors are the partial enclosure of the site by the existing built form, the definition of the settlement edge by Forest Road and Foxley Lane (the land to the north and west has a strong rural character in contrast with the site), and the ability to retain tree and hedgerow cover with additional planting.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.7.68** The number of units proposed (26) is considered to be proportionate to the scale of the existing settlement area. Given the site is surrounded on two sides by existing development (also with two properties located to the north west of the site), the location of the site is considered acceptable in relation to the existing built-up area. It relates well to the village pattern, and is not considered to result in an adverse impact upon the integrity and character of Binfield as a distinct village and community.

#### **Whether the development would harm the physical or visual character of the settlement**

**2.7.69** The site is contained by two roads (Foxley Lane and Forest Road) and by a house on the corner, which all separate the site from the wider open countryside. There is the ability to retain tree and hedgerow cover and supplement this with additional planting. The number of units identified at the Preferred Option Stage has been reduced in the Draft Submission Document from 31 to 26 units in order to provide a softer edge to the village at this point (in order to retain the green feel of Forest Road at the entrance to the village).

**2.7.70** Comments have been made about the site not according with the Character Areas Assessment SPD. The site is closest to the Binfield Character Area, which lies 0.5km to the east, with modern housing separating the site from the character area. Where the recommendations in the Character Areas SPD refer to two gaps retaining the distinctive character of Binfield, this is a general principle, and does not specifically refer to this site, which lies outside these gaps. The recommendations of the SPD require the retention of the rural character of Foxley Lane. It is considered that development can be achieved within the site without harming the character of the area, nor the character of the settlement.

#### **Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.7.71** It is not considered that this site forms part of the gap between the settlements of Binfield, Bracknell and Wokingham, as it would constitute infilling of a site which is bound by housing on its east and south sides and there is also a pair of dwelling on its north-west edge. It is separated from the surrounding countryside by 2 roads, which form the defensible settlement boundary.

**2.7.72** Concerns were raised through the Preferred Option consultation in relation to intrusion into the countryside. The updated Landscape Analysis (Aug 2011) sets out that the development will be partly screen by the retention of the existing tree cover around the site and this can be supplemented with additional planting (which will be a requirement for this site). The containment of the site by Foxley Lane and Forest Road and the houses on the corner, and retained tree and hedge boundary all separate the site from the wider countryside. The development does not abut a public right of way, and where the Ramblers Route passes the site, it follows Foxley Lane, which already contains houses along the eastern side. The site does not share the open rural characteristics of the landscape to the north and west, and it is not considered that development of the site would create a hard edge to the settlement, and boundaries screening would need to be retained and supplemented with additional planting.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.7.73** Binfield is classed as a sustainable settlement, and is close to the village centre, which contains local facilities within a defined local centre. The village is served by buses which provide a service to Bracknell Town Centre.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.7.74** Although the site is greenfield it adjoins residential development to the south and east, which are located within the defined settlement. There are also two properties located to the west of the site on the corner of Forest Road/Foxley Lane. It is separated from the surrounding countryside by two existing road (Foxley Lane and Forest Road), which would serve to form a defensible boundary.

**Other considerations**

**2.7.75** Many comments were received in response the Preferred Option consultation about the inclusion of the site being contrary to a previous appeal decision. There has been a previous appeal in 1997 (application 621542), which was dismissed on grounds of being a harmful extension to the village. This consideration was in the context that the site was not allocated for housing, and so was considered against the then current countryside policies (during a different plan period/set of circumstances), therefore different needs to those currently being dealt with. In coming to that decision, the Inspector assessed the application in the light of the development plan at that time which included the Berkshire Structure Plan 1991-2006 (adopted 1995) and North Bracknell Local Plan (adopted 1992). Since the consideration of the appeal, there is now a different planning policy framework, and up to date landscape work has been undertaken on this site.

**2.7.76** The site is available (which is confirmed through a response to the SADPD Preferred Option). Given the site is over 1ha (at 1.3ha), there would need to be provision for some open space on site, and the developable area has been reduced to 90% (0.95ha). The tree belt along Forest Road is noted as a key characteristic within the Landscape Capacity Study, and therefore existing trees and understorey, particularly along road frontages, would need to be retained as part of any redevelopment. This tree buffer would help to provide screening and a soft rural edge to the settlement boundary. In light of additional Landscape Analysis (Aug 2011)), the need to retain tree cover and boundary landscape features (to mitigate the impact of the development and retain the appearance of the gateway location, it is considered that the density/capacity of the site needs to be reduced compared to the Preferred Option position of

31 units (net). It is considered that a reduction in the number of units by 5 would give additional space to meet the above requirements. This would equate to 26 units (net) at 27dph. Across the gross site area (1.3ha) this would equate to a density of 20dph, which would be sympathetic to the surrounding character of the area. This number of units is considered proportionate to the scale of the existing settlement area and is not considered that it would result in harm to the integrity of the village.

**2.7.77** Consideration of vehicular access onto the site (including visibility) would need to have regard to trees, and also the proximity to the road junction of Forest Road/Foxley Lane, although there is scope for a new access to be accommodated through Roughgrove Copse, which would offer an alternative solution, whilst maintaining the tree and hedgerow cover to Forest Road.

**2.7.78** Development would also need to have regard to biodiversity assets provided by existing grassland/tree/shrub habitat, and would need to be safeguarded/mitigated as appropriate, in accordance with the recommendations as set out in the Phase 1 Ecological Survey for Broad Area 4 (Wenman, 2010). This would require additional survey work in relation to invertebrates, small mammals, reptiles and amphibians.

**2.7.79** Given the number of units, there would be a requirement for provision of affordable housing and on-site open space. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). The site is outside of the 5km buffer to the Thames Basins Heaths Special Protection Area, and so would not require mitigation of effects upon the SPA. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

## **ALLOCATE 26 UNITS (NET)**

### **Requirements for site:**

- Have regard to the location of the site adjacent to Binfield Areas A and B of the Character Area Assessment Supplementary Planning Document;
- Appropriate trees surveys and protection of trees subject to a Tree Preservation Order;
- Retention of important trees and additional planting along existing roadsides to preserve the landscape setting and provide visual mitigation;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions;
- Provision of on-site open space;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.7.80** Allocation of the site for housing would require an alteration to the defined settlement boundary on the Proposals Map.

**Dolyhir, Fern Bungalow & Palm Hills Estate, London Road, Bracknell (Winkfield Parish)  
(SHLAA refs 122 & 300)**

**Map 2.28 Aerial Photo of Sandbanks, Dolyhir, Fern Bungalow & Palm Hills.**



**Planning History/Background:**

**2.7.81** Sandbanks: current use residential and associated back gardens. 06/00024/FUL for 3 houses withdrawn, and also pre-apps in 2006 for houses and flats.

**2.7.82** Dolyhir/Fern Bungalow/Palm Hills: current use is residential and gardens, plus guesthouse.

- Dolyhir: 05/00392/FUL – 3no. 3-bedroom terraced houses refused.
- Fern Bungalow – applications for residential in 1980s.
- Palm Hills – applications for residential in 1960s.

**Constraints/Policy Designations**

**2.7.83** The majority of the site comprises extensions to defined settlements, and so accords with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements). A small part of the site (Sandbanks, SHLAA ref 137) relates to other land within the defined settlement.

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.7.84** Sandbanks: 11 net, based on 35 dph. The gross/developable site area 0.33ha (no reduction in site area as less than 1ha). Contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, other land within defined settlements. For SHLAA it has a suitability grade B<sup>(29)</sup>.

**2.7.85** Dolyhir/Fern Bungalow/Palm Hills: 60 net, based on 35 dph. The gross site area 2.61ha, with the developable site area 1.83ha (70% developable area as need to provide some on-site open space). The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a suitability grade B/C.

### **Developer/Site Promoter Response to SADPDPO:**

**2.7.86** Part of site 122 is not available and partly overlaps the boundary with site 137 – Sandbanks. Promoters of site 137, 122/300 support inclusion of these sites. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA2 (Sandbanks) and SA3 (Dolyhir, Fern Bungalow & Palm Hills)).

### **Main issues raised through SADPDPO consultation:**

**2.7.87** Site boundaries are incorrect, too many units for the sites, concern about wildlife, for example badgers. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Policy SA2' (Sandbanks) and 'Policy SA3' (Dolyhir, Fern Bungalow & Palm Hills) and 'Specific Consultee Comments').

### **Draft Sustainability Appraisal:**

**2.7.88** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to it being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.7.89** The site also scored positively in relation to its accessibility to services and facilities within Martins Heron, and it being well served by public transport (Martins Heron train station).

**2.7.90** The Sustainability Appraisal gave a negative score in relation to biodiversity and the presence of protected trees as it had not been demonstrated that no harm would come to these assets. The developable area has been reduced in order to allow for retention of trees and provide some on-site open space. The profile of the site requires development to retain protected trees, and be accompanied by appropriate tree and ecological surveys.

### **Assessment:**

**2.7.91** The site would constitute a Category C edge of settlement site (i.e. limited extension to a sustainable settlement - Bracknell).

<sup>29</sup> The SHLAA methodology identifies criteria which were used to assess the suitability of sites, based on factors identified in the Practice Guidance relating to policy restrictions, physical problems or limitations, potential impacts and environmental conditions. The results of the assessments were used to classify sites into one of three grades, A, B or C, and are presented in a site suitability matrix within SHLAA. Grade A is attributed to sites with the least conflicts, and Grade C is attributed to a site with the greatest number of conflicts.

**2.7.92** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

**How the site relates to the existing settlement boundary/built form and Be well related in scale and location compared to the scale of the existing built-up area**

**2.7.93** Due to the scale and location of the existing built form, it is considered that it already relates well to the existing settlement boundary.

**Whether the development would harm the physical or visual character of the settlement and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.7.94** The Landscape Capacity Study (Kirkham, 2010) sets out (Area 8.A1) that the area has a moderate landscape capacity for change (this covers a far greater area than sites 122, 137 and 300). It sets out that the land north of London Road forms an important part of a narrow and very fragile gap between Bracknell, Ascot and Chavey Down. However, it should be noted that this area is not defined as a local gap on the key diagram contained within the Core Strategy. However, as these sites already comprise existing built form, it is not considered that allocation of these sites (albeit an increase in the number of units and built form) would prejudice the gap identified in the landscape study, especially as existing trees form a physical barrier between the site and settlement further north. Open space would be required as part of the development, which could be used to frame the edge of the settlement. Together with the retention and enhancement of tree cover, this could provide a soft edge of the settlement boundary.

**2.7.95** The Landscape Analysis (Aug 2011) confirms that the site already contains a number of residential properties (in large grounds) on the edge of east Bracknell, and that it forms a transitional area between the more densely built up area to the west and open landscape of the former landfill site north of London Road, and extensive woodland south of London Road. The Landscape Analysis sets out that development on the sites would need to respect the key landscape and visual features of the site: retaining a wooded edge to the area and continuity of cover between Longhill Park and Swinley Park; respect the views of London Road and Long Hill Road; contribute to the visual separation of settlements and provide good internal tree cover. It also sets out that some flexibility may be needed in the allocated number of dwellings to ensure that the landscape and visual characteristics of the fragile gap are conserved. Accordingly, the density of this site has been reduced from 35dph (as set out in the Preferred Option) to 30dph, which is considered to be more appropriate in this location.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.7.96** The site is close proximity to facilities at Martin's Heron (superstore and train station). There is a also a bus stop along London Road by the site.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.7.97** It is considered that the allocation of the site would result in the creation of a more defensible boundary. It already has the appearance of being related to the existing settlement, particularly when viewed from London Road.



## Other considerations

**2.7.98** This area, whilst within Winkfield Parish, forms part of the sustainable settlement of Bracknell, and so would accord with point 4 of Policy CS2. It is considered that a layout could be provided that would reflect the existing built form along London Road and Longhill Road. These sites are within former Broad Area 8, East Bracknell, and would form a small extension to the settlement. For the reasons set out above, it is not considered that these sites would result in harm to the character of the area, as they already contain existing buildings, and so would relate well to existing built form.

**2.7.99** The site is available (which is confirmed through a response to the SADPD Preferred Option). The combined site area for the three SHLAA sites is 2.59ha. As the area is between 2-5ha, a 70% developable applies, which equates to 1.81ha. In light of additional landscape evidence which highlights the need to protect the character of the edge of this settlement, and retain a wooded edge to the area, it is considered that a lower density than that set out in the Preferred Option would be more appropriate. At 30dph, this equates to 49 dwellings net (54 dwellings gross). Across the whole gross site area (2.59ha) this would result in a density of 19 dph.

**2.7.100** The site is located within 250m of a landfill site, and so requires investigation and remediation of any land contamination. Consideration of vehicular access onto the site (including visibility) would need to have regard to trees, and its location along London Road. Development would also need to have regard to biodiversity assets provided by existing grassland/tree/shrub habitat. Any impacts would need to be safeguarded/mitigated as appropriate, in accordance with the recommendations as set out in the Phase 1 Ecological Survey for Broad Area 8 (Wenman, 2010).

**2.7.101** There are existing trees along the boundaries of the site which should be retained as part of any redevelopment, including additional planting to preserve the landscape setting and provide visual mitigation. An appropriate tree survey and protection of trees would also be required.

**2.7.102** Given the number of units, there would be a requirement for provision of affordable housing and on-site open space. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc).

## **ALLOCATE 49 UNITS (NET)**

### **Requirements for site:**

- Appropriate tree surveys and protection of trees;
- Retention of important trees and additional planting along existing boundaries, to preserve the landscape setting and provide visual mitigation;
- Investigation and remediation of any land contamination;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals upon the local road network and roundabout junctions;

- Provision of on-site open space;
- Appropriate ecological surveys and mitigation;
- Any necessary mitigation measures identified as a result on a noise survey (in relation of proximity of site to London Road);
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.7.103** Allocation of the site for housing would require an alteration to the defined settlement boundary on the Proposals Map.

## **Additional sites included subsequent to the Preferred Option consultation**

### **Land at Bog Lane, (Winkfield Parish) (SHLAA ref 204)**

**Map 2.29 Aerial Photo of land at Bog Lane.**



**2.7.104** It is appropriate that this site is included in the Draft Submission Document as it was originally contained in the SADPD Participation Document, as part of former Broad Area 8 (East Bracknell), and so is already in the public domain.

#### **Planning History/Background:**

**2.7.105** Woodland. No relevant planning applications. This site was part of the former Broad Area 8 (East Bracknell), at the Issues and Options Consultation.

#### **Constraints/Policy Designations**

**2.7.106** The site comprises extensions to defined settlements, and so accords with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements).

#### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.7.107** The site was included as part of one of the possible Broad Areas for development (Area 8 - East Bracknell) in the SADPD Participation Document (Issues and Options). The site did not form part of the Preferred Option, however it was promoted through a response to the SADPD Preferred Option.

**2.7.108** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a capacity of 60 units and a suitability grade B <sup>(30)</sup>.

#### **Developer/Site Promoter Response to SADPDPO:**

**2.7.109** Proposed approach to allocation of edge of settlement sites is unsound as it is not justified effective nor consistent with national policy. The approach to the identification and allocation of sites does not prioritise the location of sites in sustainable locations, close to public transport links, and does not follow the hierarchy set out in Core Strategy Policy CS2. Site scores equal to or better than other sites in SA3. Consider it premature to dismiss the site on the grounds of loss of woodland habitat. Trees could be retained within the site. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Policy SA3').

#### **Draft Sustainability Appraisal:**

**2.7.110** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.7.111** The site also scored positively in relation to its accessibility to services and facilities within Martins Heron, and it being well served by public transport (Martins Heron train station).

**2.7.112** The Sustainability Appraisal gave a negative score in relation to biodiversity and the presence of trees (some of which are protected) as it had not been demonstrated that no harm would come to these assets. The developable area has been reduced in order to allow for retention of trees and provide some on-site open space. The profile of the site requires development to retain protected trees, and be accompanied by appropriate tree and ecological surveys.

#### **Assessment:**

**2.7.113** The site would constitute a Category A edge of settlement site (i.e. Infilling off a sustainable settlement - Bracknell).

**2.7.114** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form**

**2.7.115** The site is contained on 3 sides by the existing settlement, with a road adjoining the north, and west; a railway line along the southern boundary; and a track (Bog Lane) to the east. Therefore, it is considered that it relates well to the existing settlement and built form. The site is surrounded by development on all four sides, as the land to the east (before the track) contains existing development (gas pressure reducing station - although this does not form part of the development site).

30 The SHLAA methodology identifies criteria which were used to assess the suitability of sites, based on factors identified in the Practice Guidance relating to policy restrictions, physical problems or limitations, potential impacts and environmental conditions. The results of the assessments were used to classify sites into one of three grades, A, B or C, and are presented in a site suitability matrix within SHLAA. Grade A is attributed to sites with the least conflicts, and Grade C is attributed to a site with the greatest number of conflicts.

## **Be well related in scale and location compared to the scale of the existing built-up area**

**2.7.116** As above, the site is related well to the existing settlement boundary and existing built up area (with the size of the site being small in comparison to the extent of the larger settlement area of Bracknell).

## **Whether the development would harm the physical or visual character of the settlement and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.7.117** The site is contained by Bog Lane, which forms a woodland edge, although it also contains existing built development in relation to the gas reducing pressure station. Existing trees along the boundary could be retained, and strengthened with additional planting. Given there is existing development to the east of the site, it is not considered that redevelopment of the site would cause any significant harm in relation to the countryside/landscape to the east of the site. The north, south and west of the site form the current settlement boundary containing housing to the north and south and shopping facilities to the west. It is not considered that the redevelopment of the site would result in harm to the settlement of these areas in landscape terms. The site is separated from these areas by existing road/railway.

## **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.7.118** The site is well located and accessible to existing shopping facilities and to a train station at Martin's Heron, which are within 100m of the site, to the west of the site (on the opposite side of road along New Forest Ride).

## **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.7.119** The track to the east of the site would serve to form the defensible settlement boundary. This boundary would not extend any further east than the existing settlement boundary of Martin's Heron to the north (which is contained by New Forest Ride) and The Warren to the south (which is contained by Bog Lane).

## **Other considerations**

**2.7.120** This site is within former Broad Area 8, East Bracknell and would form an extension to Martin's Heron. The site area is 1.91ha. The boundary of the SHLAA site excludes buildings along Bog Lane so it is classed as a greenfield site. The site is available.

**2.7.121** The site contains Broadleaved Woodland, which is identified in the Phase 1 Ecological Survey for Broad Area 8 (Wenman, 2010). This woodland habitat is of ecological value as a resource for a range of woodland species such as invertebrates, birds and bats, and when considered as a part of the woodland to the south (remainder of former Broad Area 8) has ecological value at district level. The Bracknell Forest Biodiversity Action Plan 2006-2011, includes Woodland and Scrub as one of the Biodiversity Action Plan habitats.

**2.7.122** However,(as can be seen from the aerial photo) the woodland area is mainly limited to the boundaries of the site and around the gas pressure reducing station. The site lies within Area 8.A2 of the Landscape Capacity Study (Kirkham, 2010), and has a moderate-high capacity for change. The study identified that there were number of landscape constraints to the site:

retention of wooded healthland character; protection of local views of the site; containment by Bog Lane and retention and strengthening of tree cover, and identified the site with a moderate landscape capacity, about 30% developable area. The Landscape Analysis (August 2011) reinforces these constraints, but also sets out that there remains potential to develop the land in landscape terms and visual terms, other aspects may be overriding, and that provided the key characteristics of the site are protected, development would not adversely affect the character of Bracknell.

**2.7.123** Given the size of site, there would need to be provision for some open space on site. In accordance with the SHLAA methodology as the site is between 1-2ha, a 90% developable area would be applied (1.72ha). However, given the importance of the habitat on site, and the need to safeguard and strengthen tree cover, it is considered that a 60% developable area would be appropriate for the site, leaving 40% to be retained as on-site open space and landscape/habitat area. A 60% developable area (of 1.72ha) would equate to 1.15ha. Given the location of the site in relation to existing facilities, it is considered that 35dph would be appropriate for the site, which would result in 40 units (net). Across the gross site area (1.72ha) this would equate to a density of 23dph.

**2.7.124** The site has potential for contamination resulting from adjacent land uses, and is located within 250m of a landfill site, and so requires investigation and remediation of any land contamination.

**2.7.125** Consideration of vehicular access onto the site (including visibility) would need to have regard to trees. A Transport Assessment to assess the impact of the development upon the local road network, junctions and roundabouts would be required.

**2.7.126** Development would also need to have regard to biodiversity assets provided by existing grassland/tree/shrub habitat. Any impacts would need to be safeguarded/mitigated as appropriate, in accordance with the recommendations as set out in the Phase 1 Ecological Survey for Broad Area 8 (Wenman, 2010). There are existing trees along the boundaries of the site which should be retained as part of any redevelopment, including any key trees within the site, including additional planning to preserve the landscape setting and provide visual mitigation. An appropriate tree survey and protection of trees would also be required.

**2.7.127** Given the number of units, there would be a requirement for the provision of affordable housing and on-site open space. Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.7.128** At the Preferred Option stage, this site was not included for development, on the basis that the ecological issues relating to the site outweighed the benefits of allocating the site for housing. However, the site has been reconsidered. It is now considered that there is scope for development on part of the site, whilst retaining habitat on other parts. The Landscape Study (August 2011) acknowledges that from a landscape character perspective some development can be accommodated within the site. It is considered that sufficient space could be retained within the site to allow for retention of some of the ecological assets whilst safeguarding the landscape character (60% developable area). Given that the site is available, is surrounded on 4 sides by existing development (3 sides by existing settlement), it is considered

that the development of the site would relate well to the existing settlement and built form. Furthermore, the site is well situated in relation to existing facilities, and is also located in very close proximity to a train station on the Reading-London line.

**2.7.129** There are insufficient sites within the defined settlement to meet the housing allocation for the Borough, therefore, the need for housing is also a material consideration. In accordance with the priority sequence for development as set out in Core Strategy Policy CS2, after having exhausted points 1-3 (Bracknell Town Centre, previously developed land followed by other land within the defined settlement), point 4 relates to allocation of land which would result in extensions to defined settlements with good public transport links to the rest of the urban area. This site would accord with point 4 of Policy CS2, and therefore is considered to be acceptable for allocation for development.

### **ALLOCATE FOR 40 UNITS (NET)**

#### **Requirements for Site:**

- Investigation and remediation of any land contamination;
- Any necessary mitigation measures identified as a result of a noise survey (in relation to proximity of site to railway line, road and employment uses to the east of the site);
- Appropriate tree surveys and protection of trees;
- Retention of important trees/understorey planting and additional planting along the boundaries and within the site, to preserve the landscape setting and provide visual mitigation;
- Appropriate ecological surveys and mitigation of any impacts;
- Transport Assessment to assess the impact of the development upon the local road network, junctions and roundabouts;
- Provision of affordable housing;
- Provision of on-site open space;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

**2.7.130** Allocation of the site for housing would require an alteration to the defined settlement boundary on the Proposals Map.

## 2.8 Urban extensions

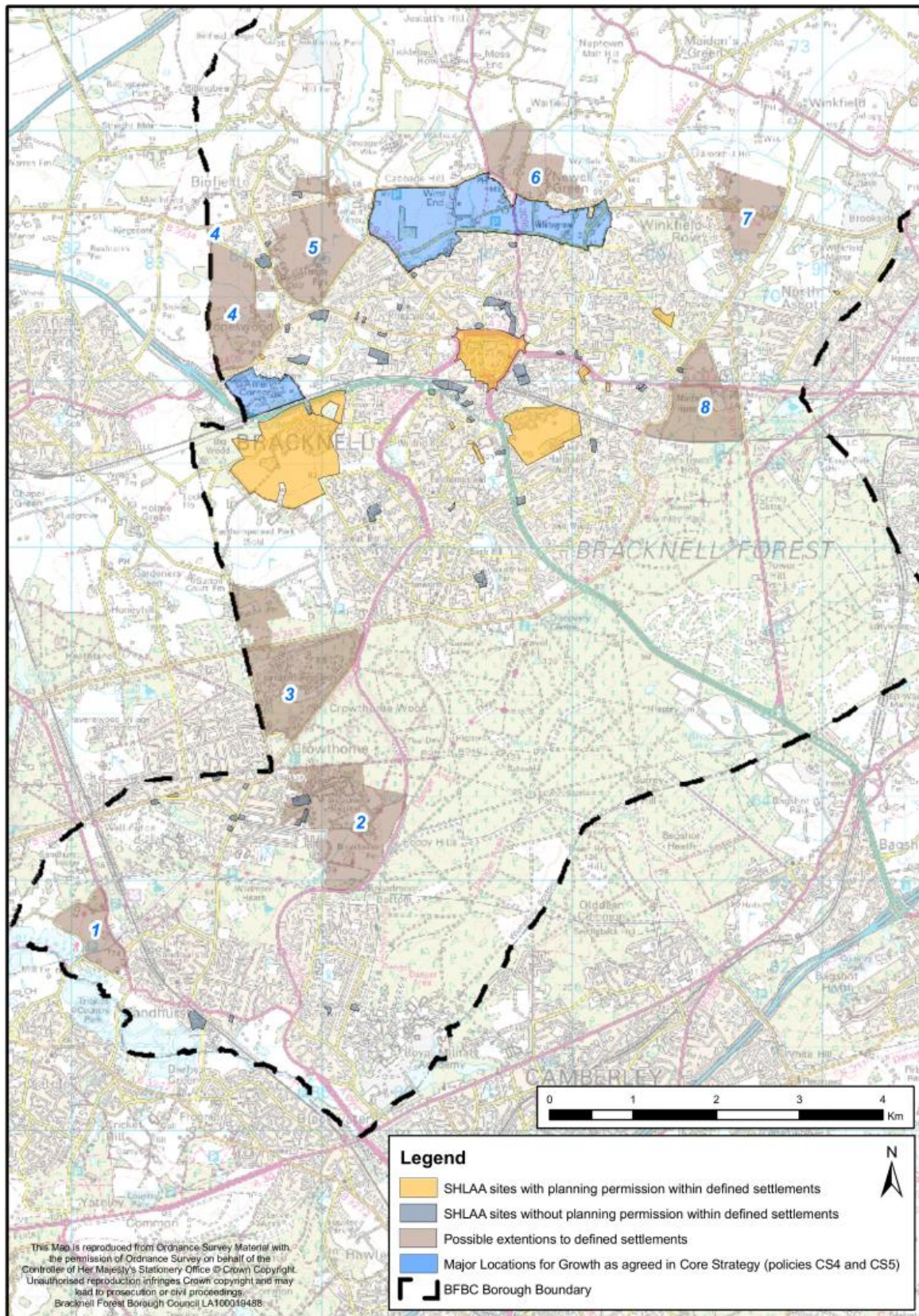
### Background to urban extension areas

**2.8.1** In February 2010, consultation took place on the SADPD Options stage (SADPD Participation). This identified 8 areas as possible locations for growth (listed below and shown on the corresponding map):

- Area 1 - South West Sandhurst
- Area 2 - Broadmoor
- Area 3 - North East Crowthorne
- Area 4 - West Binfield
- Area 5 - East Binfield
- Area 6 - North Warfield
- Area 7 - Winkfield (Chavey Down Down Road, Locks Ride and Winkfield Row)
- Area 8 - East Bracknell



**Map 2.30 Possible Broad Area Locations identified in the SADPD Participation Document**



**2.8.2** At the Options stage, clusters of sites were extracted from SHLAA that adjoined existing settlements. These formed the basis of the Broad Areas. In the interests of pursuing a comprehensive approach to development, the Broad Areas included some land that had not been submitted through SHLAA. The Options Consultation in February – April 2010 was used to try and establish whether or not this other land might be made available to create cohesive and viable developments.

**2.8.3** At the Options Consultation, the following formed part of the evidence base and were taken into consideration:

- Employment Land Review (December 2009)
- Retail Study (May 2008)
- Strategic Housing Land Availability Assessment (as at 31 March 2009) (February 2010)

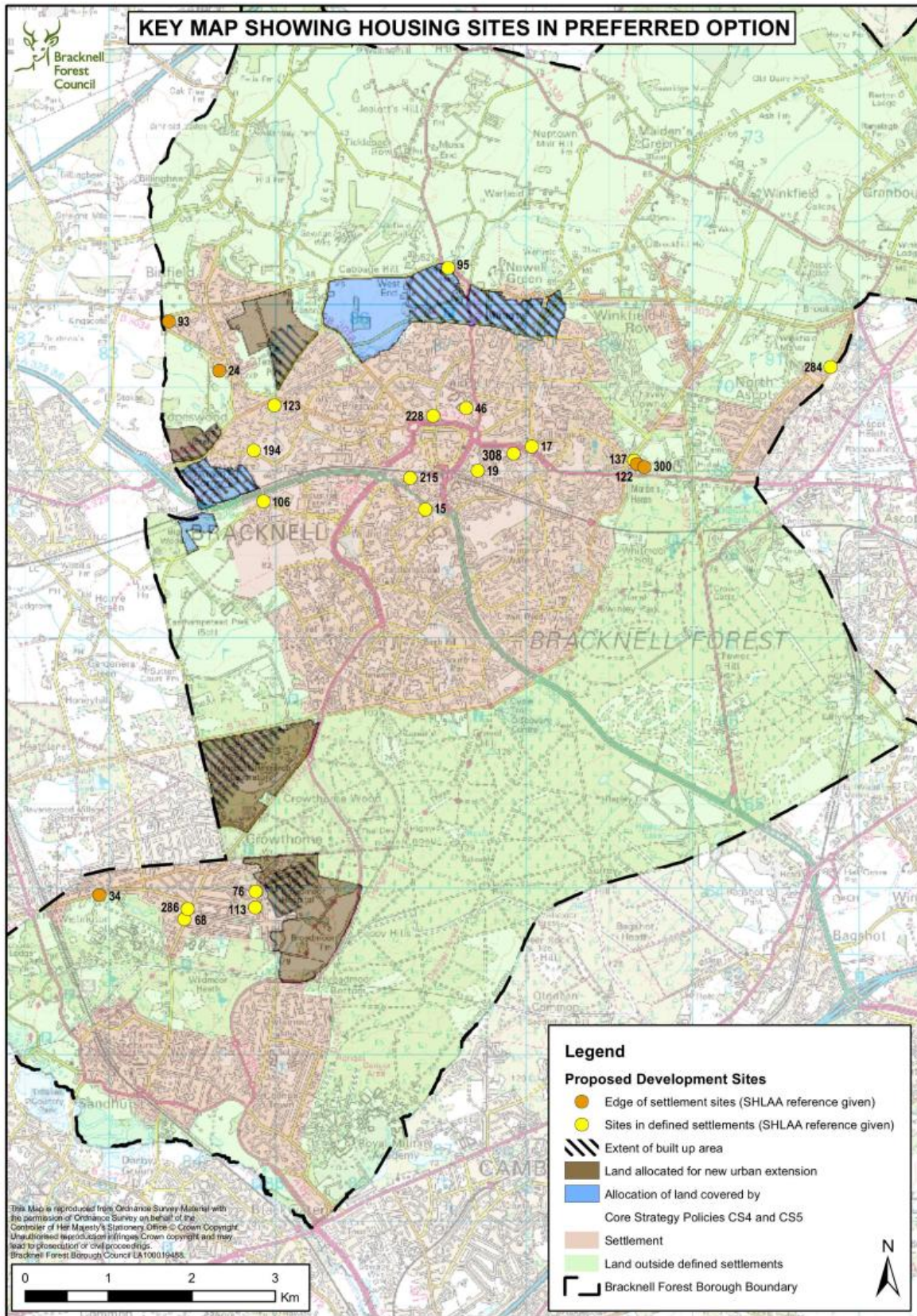
**2.8.4** Following the Options Consultation, work was undertaken in producing a Preferred Option. This took account of the responses to the Options Consultation, and a range of new evidence studies:

- Archaeological Site Assessments (March 2010)
- Draft Strategic Housing Market Assessment (July 2010)
- Draft Transport Accessibility Assessment (November 2010)
- Habitat Regulations Appropriate Assessment (November 2010)
- Infrastructure Delivery Plan (November 2010)
- Landscape Capacity Study (April 2010)
- Master Planning Support (October 2010)
- Phase 1 Ecological Surveys (June 2010)
- SHLAA Monitoring Report as at 31 March 2010 (November 2010)
- Strategic Flood Risk Assessment (August 2010)
- Draft Sustainability Appraisal (November 2010)

**2.8.5** This resulted in 4 urban extension areas being included within the Preferred Option Consultation (which took place between November 2010 and January 2011), and are also shown on the map below:

- Land at Broadmoor, Crowthorne (Policy SA4)
- Land at the Transport Research Laboratory, Crowthorne (Policy SA5)
- Land at Amen Corner North, Binfield (Policy SA6)
- Land at Blue Mountain, Binfield (Policy SA7)

Map 2.31 Key map to show location of housing sites within Preferred Option



**2.8.6** The rationale for inclusion of sites within the Preferred Option was set out in the Preferred Option Background Paper which formed part of the evidence base supporting the Preferred Option consultation. The main factors influencing decisions made on each site can be summarised as follows:

- Prioritising the use of previously developed land (Broad Areas 2 and 3)
- Prioritising the use of land with the best links to Bracknell, the Borough's most sustainable settlement (south parts of Broad Areas 4 and 5)
- Elimination of Broad Areas that would form extensions to less sustainable settlement or sites which performed less well against sustainability objectives (Broad Areas 1 and 7 and much of the northern parts of Broad Areas 4 and 5)
- Landscape considerations and separation between settlements (Broad Area 1, northern parts of Broad Areas 3, 4 and 5, Broad Area 6 and 7)
- Availability of sites (Broad Area 6 and 8)

**2.8.7** A summary of each Broad Area is set out below:

#### Broad Area 1 - South West Sandhurst

**2.8.8** The Participation Document identified this site as having potential for between 900 - 1,100 dwellings. A significant proportion of this site is available, having been submitted through the SHLAA. Whilst the site comprises poorer quality agricultural land (which is a positive attribute), it is an entirely greenfield site. Significantly, the land is identified as having a high landscape character (it is in the Blackwater Valley Area of Special Landscape Importance (ASLI)) and therefore has a low capacity (in landscape terms) to accept development. The land relating to the site is also important to the visual setting of other rural land and makes an important contribution to the visual separation between Sandhurst, Crowthorne and other settlements. The site does not relate well to the existing settlement of Sandhurst, as it would elongate the settlement. Development would be isolated and difficult to integrate with the existing community. The site is relatively close to a railway station but generally access to local facilities and services is poor due to their dispersed nature and constraints imposed by the nature of the road network, poor public transport, footpaths and cycleways and the presence of a railway bridge. This Broad Area is not well connected to Bracknell Town Centre (particularly by non-car modes), and would not support its regeneration.

**2.8.9** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, this site was 8<sup>th</sup>. Overall, it scored negatively on a number of important matters including the fact that the site is designated as an ASLI, adjacent to the Blackwater River corridor, lacks public transport links and any development of the site is likely to be isolated from existing communities. It also scored negatively on being a greenfield site and on access to educational facilities. Some of the poor scores relate to matters that can not feasibly be resolved or mitigated through detailed planning and/or infrastructure provision. It did not rank sufficiently high to warrant further consideration, when compared to the other Broad Areas, and therefore did not form part of the Preferred Option.

#### Broad Area 2 - Broadmoor

**2.8.10** The Participation Document identified this site as having potential for 278 dwellings as part of a mixed use scheme. This site is partly brownfield and lies partly within the settlement – it is therefore sequentially preferable to a number of the other Broad Areas. Its redevelopment is proposed in order to assist in the delivery of a new secure hospital facility on the site, which

is required as the existing one is no longer fit for purpose. This is partly due to the fact it is a Victorian Listed Building, and therefore improvements in terms of alterations and additions to the building are constrained. It would also retain a use that provides a significant amount of employment in the local area. Environmentally, the site is not constrained by flood risk and the quality of agricultural land is poor. These factors weigh in favour of the site. Development of the site presents significant challenges in order to minimise any adverse impacts on the features of historic interest on the site (the Historic Park and Garden and Listed Buildings). The capacity of the site is also affected by the 400m Thames Basins Heath Special Protection Area (SPA) buffer (within which no self contained residential units can be located). The site would need to provide bespoke Suitable Alternative Natural Green Space (SANG) to mitigate the impact of development upon the SPA, which would become publicly accessible land. The site relates reasonably well to the village of Crowthorne, however, links to Bracknell Town Centre are relatively poor and therefore its contribution towards the Council's objective of regenerating the Town Centre is limited.

**2.8.11** In terms of the Sustainability Appraisal, taking the development as a whole in relation to the other 7 Broad Areas, this site was 4<sup>th</sup> with a neutral score. Positive aspects related to the fact that the site comprises previously developed land. However it did score negatively on a number of factors such as the site is not well served by public transport (although there is potential for development to secure improvements). It also scored negatively as the site is designated as a Historic Park and Garden and contains a Grade II Listed Building.

**2.8.12** Whilst the site did not score well in the Sustainability Appraisal, and development of the site would be difficult due to the numerous constraints, redevelopment would provide a new hospital that is fit for purpose and would retain a significant local employer offering a wide range of job opportunities within the Borough. It would also help to secure the future of Listed Buildings and the regeneration of a Historic Park and Garden in Crowthorne. It is recognised that the sustainability of this site as a purely commercial residential development would be very low. It is only as part of a package of proposals that enable the continuation of the hospital use, secure the future of the listed building and provide for restoration of retained areas of the grounds that the new housing and other uses are acceptable. Overall, the need to re-provide the hospital is a significant consideration but ways of accommodating the supporting development need to be found in order that any harm to historic assets is the minimum that can be justified in order to achieve the wider benefits.

**2.8.13** At the Preferred Option Stage, in relation to the Sustainability Appraisal, the site was ranked similarly to other urban extension sites (such as Amen Corner North and Blue Mountain), and overall scored positively. The consideration of additional evidence, and provision of a concept plan enabled the scoring of the site to be refined and updated. This site formed part of the Preferred Option (Policy SA4, land at Broadmoor), for a mixed-use development including 272 residential units.

### Broad Area 3 - North East Crowthorne

**2.8.14** The Participation Document identified this site (which included land north and south of Nine Mile Ride) as having potential for between 1,200 - 1,300 dwellings. The part of the Broad Area to the south of Nine Mile Ride is brownfield (comprising Crowthorne Business Estate and the Transport Research Laboratory) and has a higher landscape capacity for development than the northern part. It is also available, and adjoins a sustainable settlement (Crowthorne).

**2.8.15** The land to the north of Nine Mile Ride has a lower landscape capacity for development, with key features including natural wooded heathland. Although a large portion of land to the north of Nine Mile Ride is available, it would not adjoin a settlement boundary. Development has the potential to reduce the gap between Bracknell and Crowthorne, impacting on their separate identity. It is severed from the land to the south by Nine Mile Ride. The area is relatively isolated from existing communities, and is some distance from facilities in the nearest settlements.

**2.8.16** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, this site was 3<sup>rd</sup>. Positive aspects related to the fact that the site comprises a significant element of previously developed land, its contribution towards provision of housing and its potential for facilities such as a local centre (more recently refined to be a neighbourhood centre), which would benefit the existing community. It scored negatively on access to public transport (although there is potential for development to secure improvements). A negative score was also given in terms of access to education facilities due to a lack of information at that stage.

**2.8.17** In refining the area that may potentially be suitable for allocation, as set out above, land within the Broad Area to the north of Nine Mile Ride was excluded from the Preferred Option site, and the development area focused on the brownfield part of the site, south of Nine Mile Ride (Crowthorne Business Estate and TRL). Key features in considering development of the latter are the provision of a wooded gateway to Crowthorne, the forest setting to Nine Mile Ride, and the importance of the landscape in achieving a gap between Crowthorne and Bracknell and Crowthorne and Wokingham. This part of the site also includes land within 400m of the SPA which cannot be developed for housing (land located along the south eastern edge of the site). However, by providing this land as SANG to mitigate the impact of the development upon the SPA, it is considered that potential issues of coalescence between Crowthorne and Bracknell can be reduced. Work by the Council has indicated that, in terms of traffic, the impact of a development of 1,000 dwellings, a primary school, enterprise centre and relocated depot (as proposed in the SADPD Preferred Option) would be broadly similar to that of 500,000sqm of B1 office development (as existing). Given the site's location (some distance from town centres) and the current over-supply of office space, it is considered that its development for mixed uses would be preferable to re-use solely for employment.

**2.8.18** The planning appeal decision into the former proposal for redevelopment of the TRL site makes it clear that the site is suitable for development in principle, but not in the form that was previously proposed. The appeal proposals were assessed against the policy framework that existed at that time. The appealed scheme included a significantly larger component of office space and greater site coverage. At the time of the appeal the Council was able to demonstrate a five year land supply. This can no longer be done. Through the SADPD process the site has not been considered in isolation and its relative merits have been assessed against alternative locations.

**2.8.19** At the Preferred Option Stage, in relation to the Sustainability Appraisal, the site was ranked higher than the other urban extension sites (Amen Corner North, Blue Mountain and Broadmoor), and overall scored positively. The consideration of additional evidence and provision of a concept plan enabled the scoring of the site to be refined and updated. For example, further information was available in relation to education provision, which had previously been attributed a negative score. The southern part of the Broad Area formed part of the Preferred Option (Policy SA5, land at TRL), for a mixed-use development including 1,000 residential units.

## Broad Area 4 - West Binfield

**2.8.20** The Participation Document identified this site as having potential for between 2,000 - 2,300 dwellings. The majority of the land forming the Broad Area is available, but in more than one ownership, and comprises greenfield land. This was the largest of the Broad Areas and as such had a number of potential constraints. The potential size of a development on this site could have significant impacts on Binfield and may impact on the ability to maintain separation between the settlements of Binfield and Bracknell, and Wokingham and Bracknell. The area plays an important role in the creation of an open rural landscape between settlements and contributes to their setting and the physical and separation between them. An area of land south of Blackmans Copse was identified as having a poorer landscape condition. It is well located to services including employment areas, and could potentially link to facilities provided as part of the Amen Corner South development.

**2.8.21** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, this site was 2<sup>nd</sup>. Positive aspects related to its contribution towards provision of housing, being well located in terms of accessibility to essential services, being located in close proximity to existing employment areas (Western Industrial Estate and Amen Corner), and its ability to link into development planned at Amen Corner South. However certain aspects did score negatively, namely the fact that it is a greenfield site and had potential to affect the distinctiveness of the communities at Binfield. Lack of information available at the time on how the site would address the need for education facilities, also resulted in a negative score.

**2.8.22** Development of the whole of the Broad Area would erode the undeveloped nature of the area, and have a severe impact upon the open rural landscape between Bracknell, Wokingham, Binfield and distant views. Work was therefore undertaken by the Council to establish whether a smaller part of the site, and therefore a smaller scale of development could overcome concerns that were raised (particularly in relation to the impact upon separation between settlements, and impact upon Binfield village). The southern part of the site was identified as having a poorer landscape condition, due to its relationship with development along London Road. Furthermore, two areas of woodland (Blackmans Copse and Pockets Copse) act as physical barriers to development, and provide a visual barrier between London Road and open agricultural land to the north. As development of the site would also need to provide SANG as mitigation upon the SPA, these could be located so as to maintain a buffer between settlements. Locating built development on the southern part of the Broad Area also acts as an urban extension to the existing built up area to the south and thereby maximises accessibility and reduces the potential impact on the existing community of Binfield. A significant reduction in the extent of the site also means that Listed Buildings and their curtilages can be excluded from the development area. Development of this part of the Broad Area also provides a significant opportunity to link with the planned housing and other uses at Amen Corner South (Core Strategy Policy CS4). Taking into account these considerations, there was sufficient justification to give further consideration to the area.

**2.8.23** At the Preferred Option Stage, in relation to the Sustainability Appraisal, the site was ranked similarly to other urban extension sites (such as Broadmoor and Blue Mountain), and overall scored positively. The consideration of additional evidence and provision of a concept plan enabled the scoring of the site to be refined and updated. For example, the reduced scale of development, and large areas to be retained as open space, which addressed concerns at the Issues and Options stage regarding distinctiveness of the existing community, resulted in a positive score. The provision of further information in relation to education provision also resulted in the earlier negative score in respect of this factor, becoming positive. The site was

included in the Preferred Option (Policy SA6, land at Amen Corner North), for 400 residential units (but was significantly reduced in scale compared to the extent of the larger Broad Area identified at the Issues and Options Stage).

#### Broad Area 5 - East Binfield

**2.8.24** The Participation Document identified this Broad Area as having potential for between 800 - 900 dwellings (it included land north and south of Forest Road). Development of the site would result in the loss of a golf course and an area north of Forest Road is designated as a River Corridor. The potential scale of development could have significant impacts on Binfield and may impact on the ability to maintain reasonable separation between the settlements of Binfield and Bracknell. Redevelopment of the whole site would also impact upon a Historic Park and Garden, which currently provides part of the physical and visual separation between Binfield and Bracknell and a rural setting to the village. Land north of Tilehurst Lane also provides open views out to the countryside (including land forming part of the Green Belt) and a rural setting to Binfield Park, Binfield Manor (Listed Buildings) and to this part of the village. A key negative element of this site would be the loss of the Blue Mountain Golf Club.

**2.8.25** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, sites, this site was 7th and scored negatively overall. Positive aspects related to its contribution towards provision of housing, and being well located in terms of accessibility to essential services and employment. However it scored negatively due to its greenfield designation, potential to affect the distinctiveness of the communities at Binfield, and loss of an existing recreational facility (the golf course). Negative scores were also given at this stage on how the site would address the need for education facilities, and impact upon Listed Buildings and a Historic Park and Garden, due to lack of information at that stage.

**2.8.26** Work was undertaken by the Council to establish whether a smaller part of the site, involving a smaller scale of development could overcome concerns that were raised (particularly in relation to the impact on separation of settlements, and upon the integrity, character and setting of Binfield Village). Attention was focused on reducing the amount of development that adjoined the village and providing a buffer of open land between Binfield village and the built up area to the south. It was also felt that Tilehurst Lane formed a strong green physical boundary to the village and that development further north should not be encouraged. By focusing development on land to the south of Forest Road but away from Newbold College where the Historic Park and Garden is located, it was considered that a more appropriate form of development could be achieved that formed an extension to Bracknell and maintained a green buffer to Binfield.

**2.8.27** Whilst the loss of the golf course is a negative aspect, it was considered to be partially off-set by the provision of significant areas of open space and recreation facilities (e.g. SANG, and a football ground). A large amount of the greenspace would be publicly accessible, which is not the current position. It was also felt that some of the concerns with this site could be overcome by reducing the scale and extent of development proposed. If residential development is focused in the southern part of the Broad Area (to the north of Temple Way) it would form an urban extension to Bracknell, maximise accessibility and reduce the potential impact on the existing community of Binfield. The location of SANG and OSPV in the northern sector of the site (south of Forest Road) would assist in maintaining a buffer between Binfield and Bracknell. The site presents an opportunity to provide a new educational facility (including a secondary



school) which would be suitably located to meet the need arising from both the existing population and the new development planned in the north of the Borough (i.e. Warfield SPD and other developments around Binfield).

**2.8.28** At the Preferred Option Stage, in relation to the Sustainability Appraisal, the site was ranked similarly to other urban extension sites (such as Broadmoor and Amen Corner North), and overall scored positively. The consideration of additional evidence and provision of a concept plan enabled the scoring of sites to be refined and updated. For example, the reduced scale of development, and the large areas to be retained as open space addressed concerns at the Issues and Options stage regarding distinctiveness of the existing community. The scaling down of the development excluding the Historic Park and Garden/Listed Buildings also resulted in a positive score. Furthermore, confirmation was given that the site would provide a primary and secondary school which had previously been attributed a negative score. As the site would provide publicly accessible open space alongside a relocated football ground (and taking account of the loss of the golf club) a positive score was attributed to recreation. As this site performed well in terms of sustainability criteria, taking account of the above considerations, the site was included in the Preferred Option (Policy SA7, land at Blue Mountain), for a mixed-use development including 400 residential units (but represented a significant decrease in the area of land compared to the Broad Area identified at the Issues and Options Stage).

#### Broad Area 6 - North Warfield

**2.8.29** The Participation Document identified this site as having potential for between 1,400 and 1,700 dwellings. It is a greenfield site with some availability. A significant level of development is already planned directly north of Bracknell at Warfield through Policy CS5 of the Core Strategy (currently being progressed through the Warfield Supplementary Planning Document - SPD). Development of this Broad Area would provide the opportunity for additional development to take place north of the SPD site, and enable it to link to facilities that would be provided as part the Warfield SPD area. The land in the western part of the Broad Area has a low landscape capacity for development, as it plays an important role in the rural setting of Newell Green and The Cut, and also contributes to the setting of the Green Belt which is located immediately north of the Broad Area. The central part of the Broad Area has a low-moderate landscape capacity as the area plays an important part in forming the distinctive character of the village and has limited scope for development.

**2.8.30** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, this site was ranked 5<sup>th</sup>. The site was concluded to be remote and suffer a lack of sustainable public transport, however it has the ability to link into development planned at Warfield. The site scored negatively in respect of its greenfield status and because parts of the site are within Flood Zones 2 and 3. It also emerged during the Participation stage that a central part of this broad area would not be available for development. The remaining land would not have formed a coherent and viable urban extension taking account of the environmental constraints on the site and the issues identified through the Sustainability Appraisal. It was not considered possible to adequately address the issues and constraints of this site through design or infrastructure provision or by allocating a smaller area in this location. This site did not form part of the Preferred Option.

#### Broad Area 7 - Winkfield (Chavey Down Down Road, Locks Ride and Winkfield Row)

**2.8.31** The Participation Document identified this site as having potential for between 1,300 and 1,500 dwellings. Much of this Broad Area was available for development. In contrast to the other Broad Areas, which were extensions to sustainable settlements in the Borough, this site involves an extension to a settlement that is currently considered unsustainable. Parts of the Broad Area have a low/moderate landscape capacity for development, as they contribute to the setting for Winkfield Row Conservation Area, the rural setting of properties along Chavey Down Road and Locks Ride, and also maintain physical and visual separation of Winkfield Row and Chavey Down Road, which would be lost if the site were developed. The remaining available land would have resulted in a reduced capacity, which would not have yielded a sufficient critical mass to secure infrastructure (i.e. on-site facilities and improvements to public transport) to facilitate the delivery of a sustainable community.

**2.8.32** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas this site was ranked 6<sup>th</sup>. It scored negatively due to its remoteness, the fact that it involves development on greenfield land, contains Listed Buildings, does not relate well to Bracknell Town Centre and has poor public transport links. Due to a lack of information, it also attracted a negative score on how the need for education facilities would be addressed. It was not considered possible to adequately address the issues and constraints of this site through design or infrastructure provision or by allocating a smaller area in this location. Compared to, and when ranked against, the other 7 Broad Areas this site was considered less suitable and was therefore not taken forward. This site did not form part of the Preferred Option.

#### Broad Area 8 - East Bracknell

**2.8.33** The Participation Document identified this site as having potential for between 1,800 - 2,100 dwellings.

**2.8.34** In terms of the Sustainability Appraisal, in relation to the other 7 Broad Areas, this site was 1st. This site is greenfield but in almost all other respects performed well against sustainability and accessibility criteria (given its proximity to Bracknell Town Centre and accessibility to public transport links). However, following consultation on the Participation stage of the SADPD, the Council was informed by the majority land owner (The Crown Estate) that the land was not available for residential development and as such it could not be carried forward as a Preferred Option site (as it failed one of the PPS3 tests of availability, thereby precluding its allocation). This site did not form part of the Preferred Option. Parts of the site that were available for development have been separately considered for allocation and some are included in the SADPD (e.g. Land at Bog Lane).

**2.8.35** The following sections of the document consider the 4 urban extension sites included at the Preferred Option stage. This draws upon the responses to the Preferred Option consultation together with the following updated evidence base documents:

- Bracknell Forest Housing Market Assessment (October 2011)
- Habitat Regulations Appropriate Assessment (November 2011)
- Infrastructure Delivery Plan (November 2011)
- Landscape Analysis (August 2011)
- SHLAA Monitoring Report (as at 31 March 2011)
- Sustainability Appraisal (November 2011)
- Transport Modelling & other associated documents (October 2011)
- Viability Study (November 2011)

## Land at Broadmoor, Crowthorne (Policy SA4)

### List of evidence relevant to the consideration of this policy

Aerial photos

Archaeological Site Assessments (March 2010)

Bracknell Forest Borough Local Plan, saved policies (January 2002)

Bracknell Forest Housing Market Assessment (October 2011)

Character Area Assessments Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Transport Accessibility Assessment (November 2010)

Environmental Statement (June 2011) accompanying the recent application for the hospital redevelopment (11/00446/FUL)

Habitat Regulations Appropriate Assessment (November 2011)

Infrastructure Delivery Plan (November 2011)

Inspector's Report on the Examination of the Core Strategy (November 2007)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec , August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Landscape Analysis, prepared post-consultation on Preferred Option (Kirkham, August 2011)

Master Planning Support (October 2010)

Ordnance survey plans

Phase 1 Ecological Surveys (June 2010)

Proposals Map (April 2010)

Relevant planning history

Responses made to Site Allocations Preferred Option consultation

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

Strategic Flood Risk Assessment (August 2010)

Sustainability Appraisal (November 2011)

Transport Modelling & other associated reports (October 2011)

Viability Study (November 2011)

**Map 2.32 Aerial photo of Broadmoor.**



## **Relevant Planning History**

### **Planning applications**

**2.8.36** Broadmoor was built specifically as a medical institution and so the planning history of the site relates to its use as a psychiatric hospital (and in particular reflects the Listed nature of the main hospital building itself). A number of planning permissions were previously granted

in the vicinity of the site (ref 622657, 623110, and 622659) which together provide for some 106 dwellings around the Lower Broadmoor Road / School Hill / Cricket Field Grove area . However subsequent to the grant of these permissions the Thames Basin Heaths SPA was designated which prohibits most forms of residential development within 400m of the site (and thereby prohibits the development of these sites as proposed).

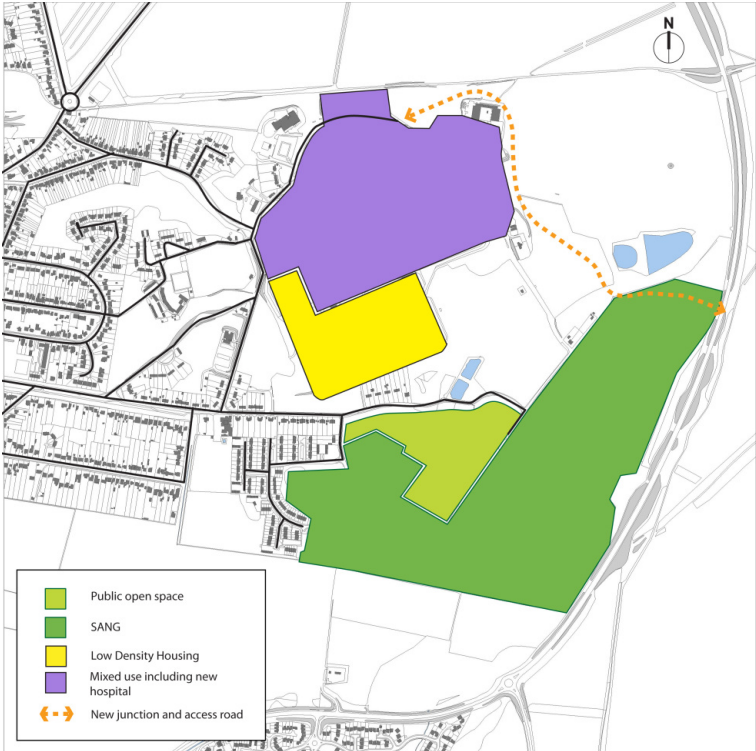
**2.8.37** Recently a planning application (11/00446/FUL) has been submitted for the erection of a replacement secure mental health hospital and associated development, involving demolition of some existing buildings, and the construction of a new access road and roundabout junction to the A3095 Foresters Road. The application is pending consideration.

**The Development Plan process**

**2.8.38** The site was submitted through SHLAA (SHLAA ref 257) by the West London Mental Health NHS Trust, and includes the land and buildings associated with the Broadmoor Psychiatric Hospital. The Trust needs to re-provide the hospital so that it is fit for purpose.

**2.8.39** The site was subsequently identified at the Issues and Options Stage as part of Broad Area 2. It was included within the Preferred Option Document. The following map shows the concept plan from the Preferred Option Stage:

**Map 2.33 Broadmoor: Concept Plan from Preferred Option.**



**2.8.40** Following the Preferred Option consultation, an application (11/00446/FUL) was submitted, seeking the erection of a replacement secure mental health hospital, with new access road onto the A3095, also including:

- a staff/visitor car park
- energy centre (to replace existing)
- upgrading of existing administration buildings
- demolition of part of the curtilage Listed Building 'Berkshire House'
- demolition of curtilage Listed Buildings 'Yorkshire House', Lancashire House' and 'Richard Dadd Centre'
- new perimeter road, secure perimeter and wall

#### **Constraints/Policy Designations:**

**2.8.41** The site adjoins the Thames Basin Heaths Special Protection Area (SPA) and Broadmoor to Bagshot Woods and Heaths SSSI and Sandhurst to Owlsmoor Bogs and Heaths SSSI. There are also a number of Local Wildlife Sites adjacent to the area. The eastern half of the site is a Thames Basin Heaths Biodiversity Opportunity Area (BOA). Various trees are protected by a Tree Preservation Order (TPO). The majority of the site is located within the 400m buffer to the SPA, although parts of the site are within the 400m-5km buffer. The site contains a Grade 2 Listed Building (the existing hospital buildings), and is also contained within a registered Historic Park and Garden. The site is located outside of a defined settlement, and is within an Identified Major Employment Area (outside a settlement & Green Belt – Broadmoor Estate). A Public Rights of Way and Ramblers Route crosses the site. The site adjoins Crowthorne Area D of the Character Areas Assessment SPD.

**2.8.42** Following detailed assessment of air quality, DEFRA has required the Council to declare two air quality management areas (AQMAs) within its area for nitrogen dioxide, one of which is at Bracknell Road/Crowthorne High Street, Crowthorne, and the other Downshire Way/Bagshot Road, Bracknell. AQMAs are areas where air pollution is above national air quality standards. The Council has expanded its monitoring programme for further assessment of the air quality within the two AQMAs. It is also developing an air quality action plan. An AQMA designation should not prohibit future development, however each application for development will be considered for its potential impact on air quality on a case-by-case basis. All applications for development inside AQMAs should be supported by sufficient information to allow full consideration of their likely impact on local air quality.

#### **Consideration of gaps:**

**2.8.43** Core Strategy Policy CS9 seeks to protect the defined gaps within or adjoining the Borough from development that would harm the physical and visual separation of settlements either within or adjoining the Borough. There is also supporting text about gaps in paras. 119-121. However, the 'defined gaps' are not shown on the Proposals Map (although there is a key diagram within the Core Strategy which shows strategic and local gaps). This is because at the time the Core Strategy was adopted (February 2008), there was a policy in the draft South East Plan relating to 'gaps'. However, the Secretary of State deleted the policy on approving the South East Plan that was published in May 2008. Furthermore, at the time the Core Strategy was adopted, there was a policy in the Berkshire Plan 2001-2016 (July 2005) relating to gaps. However, the Structure Plan policies were superseded on approval of the South East Plan (i.e. there are no longer any strategic policies at county or regional level relating to gaps). Saved policy EN8 of the Bracknell Forest Local Plan with associated supporting text

(paras. 2.58 & 2.59) relates to prevention of coalescence of settlements (and is linked to the Berkshire Structure Plan Policy which no longer exists), but again, because of the above, such areas are not shown on the adopted Proposals Map.

**2.8.44** In relation to this site, the Core Strategy key diagram does not indicate either a local or strategic gap across this site. This was supported by the Entec Study (August 2006), which formed a background study to the Core Strategy. This concluded that there is potential to accommodate development around Broadmoor, with the visual separation between Crowthorne and Sandhurst being provided by the woodland cover which prevents views between the two urban areas. In the Inspector's report following the examination of the Core Strategy, the Inspector agreed with the Entec Study in that Broadmoor should be excluded from gap policy since it contributes less to the gap by virtue of its location close to the eastern edge of Crowthorne (para 132 of the Inspector's report).

**2.8.45** The Landscape Analysis (August 2011) also confirms that unlike land to the north and south of Crowthorne, Broadmoor is not essential in maintaining the separate identity of the village and its neighbours. The concept plan for Policy SA4 does not propose development within the strategic gap which lies to the south of the site (gap between Crowthorne and Sandhurst). In accordance with Policy SA4, provision of bespoke Suitable Alternative Natural Green Space (SANG) would be required to mitigate the impact of the proposals upon the SPA. This would help to protect the gap in the long term, as the SANG would need to be maintained in perpetuity.

**2.8.46** Therefore, it is not considered that the redevelopments of the Broadmoor site would prejudice existing gaps between settlements, and the separate identity of settlements would be retained.

### **Impact upon landscape character (including impact upon Historic Park and Garden)**

**2.8.47** The site is located within Area A and a small part of Area C of 'Broad Area 2: Broadmoor' of the Landscape Capacity Study (Kirkham, April 2010) which was produced to support the Preferred Option, open space areas would form part of Area B of the Landscape Study. This has been supplemented with further landscape analysis specifically related to the Broadmoor site (Kirkham, August 2011). Most of the area falls into the Broadmoor Estate Farmed Enclosed Forests and Heaths (FH3) of the Landscape Analysis of Site Allocations and an Assessment of Green Gaps/Wedges (Entec, 2006). The site is also within the Broadmoor Hospital Historic Park and Garden.

**2.8.48** The initial landscape analysis of Area A - 'Broadmoor Hospital' (Landscape Study, April 2010, as amended by the Landscape Analysis, August 2011) is that there are significant landscape constraints. The general landscape sensitivity is moderate, with a key feature of the area being the planned gardens. Area A lies within the perimeter wall of the Hospital grounds and contains the original Listed hospital buildings, and extensive gardens and terraces which were laid out for the benefit of patients wellbeing. Key landscape characteristics are the enclosed garden setting to the Listed Buildings; surviving historic garden features; the existing hospital, including historic terraces and kitchen garden; and walled enclosure which is also an important landscape feature within this part of Crowthorne. Key visual features which would be vulnerable to development are highlighted as being the long views from the hospital grounds to the east and south over the original estate and views of the hospital perimeter wall from the surrounding area. Other relevant aspects relate to the importance of the relationship between the main hospital area and its parkland, which was laid out in a country house style, with the views of

the parkland to provide therapeutic benefits for patients. Scope for visual mitigation relates to retention of the walled perimeter and new tree planting in keeping with the character and historic framework of the area. The Landscape Capacity Study concludes that whilst the area is an Historic Park and Garden, it is a partly built up area forming part of the operational hospital, and new development may be possible, provided the historic buildings and gardens are respected and enhanced. Therefore, the landscape capacity is moderate.

**2.8.49** As indicated on the Preferred Option Concept Plan, the proposed development is focused upon 'Broadmoor Hospital' and 'Urban Edge' which have a moderate and moderate-high capacity to accommodate development. The 'Broadmoor Hospital' area would accommodate residential development within the Kitchen Garden, a small Research Park, a nursing/care home, new hospital wards and administrative services. The residential element would be mostly within the walled area and follow existing contours. Some lowering of levels is also intended in order to safeguard distant views. Other buildings would replace existing buildings. In relation to the Preferred Option Concept Plan and impact upon Area A, the Landscape Analysis (August 2011) sets out that the concept plan includes mixed-use development within this area, which would need to respect and enhance the garden setting, in particular the terraces. There are historic features which may be difficult to retain (such as outdoor toilets) but in principle they should be retained and enhanced wherever possible, which could be included within a Conservation Management Plan (CMP).

**2.8.50** The SADPD also proposes development within the walled kitchen garden, which is partly due to restriction upon building residential development within 400m of the SPA. It is also considered by the Council (and by English Heritage) to be the least harmful location for this element of the proposed package of developments. Given the drop within the site between the northern boundary and southern boundary, there is potential for rooflines to be visually intrusive - and this will need careful consideration in order to lessen the visual impact upon the landscape. In terms of views from the hospital grounds to the south and east across the parkland, these are from the terraces, in the main. Provided the terraces are retained and enhanced, the main impact will be from housing within the kitchen garden, and development of this area is likely to impact upon views. It is not only the long distance views that have potential to be adversely affected. Historically (and today) the open walled character of the kitchen gardens allows undeveloped views of the parkland (with only a small level of intrusion from existing housing at the lower level along Lower Broadmoor Road), with views from the kitchen garden part of the historic design. In relation to views of the perimeter walls, these are a visual landmark feature. Modification to the existing walls may be possible, but will need to be considered in light of their visual significance to avoid undermining their role at Broadmoor. However, removal of modern walls to reinstate historic approaches is supported. The presence of the existing wall should not be relied upon to solely provide mitigation for screening.

**2.8.51** It is acknowledged that development within this area will adversely affect the designated historic garden areas, by extending the built form into what was designed to be part of the open landscape and an open setting to the terraces and Listed Building, and that this results in a conflict between conservation and enhancement of the kitchen garden, its historic significance and key features, and the need for housing. However, the Trust needs to secure capital receipts through disposal of surplus land and buildings within the Estate to assist with the funding of the hospital redevelopment. The redevelopment of the larger site would provide a new hospital that is fit for purpose and would retain a significant local employer offering a wide range of job opportunities within the Borough, and would also help to secure the future of Listed Buildings and the regeneration of a Historic Park and Garden in Crowthorne. Policy SA4 makes it clear that the number of new homes provided within the walled garden will be subject to consideration



of the impact on the site's heritage value. Any such harmful development will need to be fully justified. The need to re-provide the hospital is a significant consideration in the allocation of this site and ways of accommodating the enabling development need to be found that minimise harm to the historic assets and are fully justified in order to achieve the wider benefits (see section 'rationale/justification of uses within the site' below, in relation to detailed justification for the new hospital and development within the kitchen garden). A number of the points highlighted by the Landscape Analysis would need to be considered through a CMP. The Draft Submission wording of Policy SA4 refers to the need for any application to be accompanied by a CMP which demonstrates that any land use/proposals (including playing fields) will minimise harm to the Listed Building and Historic Parkland (including its topography, vegetation patterns and views).

**2.8.52** The initial landscape analysis of Area B - 'Broadmoor Farmed Parkland' (Landscape Study, April 2010, as amended by the Landscape Analysis, August 2011) is that there are significant landscape constraints. The general landscape sensitivity is moderate. Key features are woodlands, remnants of healthland and planned framed parkland features. Area B is the main part of the surviving planned farmed parkland laid out at the same time as the Hospital. Most of the extant landscape features are part of the 19th century design, and although they have been modified, retain the parkland character. The area is dominated by pasture with copses and tree clumps on knolls. Key landscape characteristics are the historic parkland; open pasture landscape; wooded copses and tree clumps on knolls; eastern historic reservoir/ponds; rural setting on Broadmoor Farm and the hospital buildings and open farmed parkland setting to Crowthorne. Key visual features which would be vulnerable to development are the views of the parkland from the historic hospital grounds; views across to the woodland setting, and long views over open land. Other relevant aspects relate to the importance of the relationship between the main hospital area and its parkland, which was laid out in a country house style and the southern part of the site which acts as a gap between Sandhurst and Crowthorne. Scope for visual mitigation relates to the existing extensive tree cover, although screen planting, land modelling and other forms of screening could change the character and views across the site, unless carefully considered and designed. Landscape proposals must maintain the current open healthland and parkland character of the area, and demonstrate that they will enhance the landscape and historic features of the area. The Landscape Capacity Study concludes that the area is very sensitive to erosion and is an important local landscape, therefore, the landscape capacity is low.

**2.8.53** Open Space of Public Value and SANG to mitigate the impact upon the SPA would be located within 'Broadmoor Farmed Parkland', which has a low capacity to accommodate development. Part of the access road would also be located within this area. In relation to the Preferred Option Concept Plan and impact upon Area B, the Landscape Analysis (August 2011) sets out that there is no objection in principle to the proposed route line of the access road, but that it is essential that the visual impact of the road is kept to a minimum and fully respects the historic character of the park (detailed design measures would be considered at a later stage in relation to design of route alignment - horizontal and vertical, working with contours, minimal road width and use of hard features, landscape integration measures and lighting). In relation to the remainder of Area B, there are no new hospital buildings or housing proposed, though there may be some ancillary facilities required in association with the open space provision (playing fields, car parks etc). The design and siting of these facilities would need to be carefully designed to avoid any adverse impact upon the parkland. This will need to be included in a CMP which will need to demonstrate that such uses can be accommodated without harm to the parkland, its topography, vegetation patterns and views, particularly as there is very limited scope for additional screening. As set out above, additional screening and land modelling will

change the character and views across the site. Within Area B, there is scope to retain existing distinctive features within the open parkland setting such as wooded copses and tree clumps on knolls. The Landscape Analysis also sets out that views of woodland should be conserved, and long views over open land should not be compromised by inappropriate development or screen planting. The park forms part of the foreground to the hospital. A number of the points highlighted by the Landscape Analysis would need to be considered through a CMP. The Draft Submission wording of Policy SA4 refers to the need for any application to be accompanied by a CMP which demonstrates that any land use/proposals (including playing fields) will minimise harm to the Listed Building and Historic Parkland (including its topography, vegetation patterns and views).

**2.8.54** The initial landscape analysis of Area C - 'Urban Edge'(Landscape Study, April 2010) is that there are some significant landscape constraints. The landscape capacity is moderate to high. This area lies within the Historic Park and Garden, and retains some designed features, although they have become modified. Key features are the balance of medium scale woodland and open spaces; wooded hillsides and historic approaches and designed features. Key visual features that would be vulnerable to development are existing views across to the hospital; long view south-east over parkland and the wooded hilltop which is a local landmark. This area is part of the historic park and contributes to the setting of the hospital. The site also forms part of the Character Areas Assessment SPD in relation to Crowthorne. The Landscape Capacity Study concludes that the area is important as part of the historic park, but is already developed in part as an extension of the settlement, therefore, the landscape capacity is moderate to high.

**2.8.55** As indicated on the Preferred Option Concept Plan, the proposed development is focused upon 'Broadmoor Hospital' and 'Urban Edge' which have a moderate and moderate-high capacity to accommodate development. The 'Urban Edge' would accommodate some of the new Hospital wards. Whilst some of these would be on undeveloped land, their location is constrained by the need to be in close proximity to an existing Hospital building. Part of the access road and parking area would also be located within the 'Urban Edge' area. In relation to the Preferred Option Concept Plan and impact upon Area C, the Landscape Analysis (August 2011) states that long views south east over parkland and towards wooded hilltops should not be affected by the development area. Views across the area to the hospital (up the walls and tops of buildings) are identified as a key feature of the Crowthorne Character Areas SPD. The distinctive character and historic form views should be conserved and enhanced. A number of the points highlighted by the Landscape Analysis would need to be considered through a CMP which is a requirement of Draft Submission Policy SA4.

### **Impact on the character of the settlement**

**2.8.56** The western part of the site would be close to Crowthorne Area D (East Crowthorne) of the Character Area Assessments SPD. This refers to the domination of the area by BroadmoorHospital and the fact that the walls frame the east of the Character Area. It also refers to the strong sense of place created by the series of long east-west parallel roads and the prominence of red brick 2 storey houses that are mostly terraced or semi detached and follow a generally consistent building line.

**2.8.57** The proposed development will be contained within well defined boundaries and could be designed to reflect the local townscape and landscape character in order to maintain the distinctive character of Crowthorne. Development within the walled garden will be visually

contained and therefore have limited impact upon the wider area of Crowthorne, although there may be glimpses of the roof scape from within the surrounding parkland (as Broadmoor sits on an elevated position within the parkland). Development will also need to avoid any adverse impact upon the Listed Building and its setting within a Historic Park and Garden (see below). At the detailed design stage further options can be explored such as the possible use of green roofs within the walled garden to minimise the visual prominence of the new buildings in views from the Listed Building and terraces.

### **Impact upon the historic environment (Historic Park and Gardens, Listed Buildings, Conservation Areas, Archaeology)**

**2.8.58** The site is not within a Conservation Area so this matter does not need to be considered further.

**2.8.59** The Archaeological Site Assessment (Berkshire Archaeology, March 2010) sets out that this area is associated with very high archaeological potential given the survival of two known monuments on the site. The monuments identified are barrows. These are Bronze Age burial mounds and are often associated with buried cremation and settlement. The potential of this site is further emphasised through the survival of a number of monuments along the boundary of the site. Such monuments include earthworks, some of which may be further examples of barrows and a promontory enclosure. The main Roman road from London to Silchester (known locally as the Devils Highway) passes to the north of the site. As well as the remains of the structure of the route way itself, it is likely that sites in this area contain remains reflecting roadside development throughout the Roman period. Any such remains would be considered to be highly significant. A Scheduled Ancient Monument (SAM), is also situated 120m north of the site. A programme of assessment and evaluation would need to take place to inform development proposals. Depending on the results of this investigation, further work may be required to ensure that the impact on archaeology can be mitigated satisfactorily.

**2.8.60** For impact upon the historic landscape, see section on 'Impact upon Landscape Character (including impact upon Historic Park and Garden)', above.

**2.8.61** Redevelopment of the site would help to secure the future of Listed Buildings within the site. Any redevelopment would not only need to safeguard the Listed Buildings, but also have regard to their setting. Draft Submission Policy SA4 refers to the need for any application to be accompanied by a CMP. This will need to demonstrate that any land use/proposals (including playing fields) will minimise harm to the Listed Building and Historic Parkland (including its topography, vegetation patterns and views).

### **Impact upon biodiversity**

**2.8.62** The site adjoins the Thames Basin Heaths SPA and Broadmoor to Bagshot Woods and Heaths SSSI and Sandhurst to Owlsmoor Bogs and Heaths SSSI. There are also a number of Local Wildlife Sites adjacent to the area. The eastern half of the site is a Thames Basin Heaths BOA. Various trees are covered by a TPO.

**2.8.63** Survey work (Protected Species Survey, EIA Scoping EPR, April 2010) shows that the site is ecologically diverse containing large areas of herb poor, dry grassland, parched acid grassland, rush pasture, coniferous woodland, broadleaved woodland, mixed woodland, wet woodland and orchard.

**2.8.64** Grassland and scrub habitats have the potential to support reptiles. Buildings to be demolished and mature trees have the potential to support roosting bats, and could also form bat commuting routes and foraging areas. The site also has the potential to provide habitat for breeding birds and invertebrates. Further surveys and assessments would need to be undertaken, so that any appropriate mitigation could be identified.

**2.8.65** Although this is a sensitive area for biodiversity, due to the location of the built development, the majority of valuable habitats should be unaffected and the development as a whole may offer an opportunity to improve biodiversity through the provision of Open Space of Public Value (OSPV), SANG and other mitigation.

### **Impact upon the Thames Basin Heaths SPA**

**2.8.66** The site adjoins the Thames Basin Heaths SPA and much of it is within 400m of the boundary. However, small parts of the site are within 400m – 5km of the SPA (both within and outside the walled area of the Hospital). Proposals for residential development will have to be confined to these areas.

**2.8.67** Given the site's proximity to the Thames Basin Heath SPA, significant measures to avoid and mitigate the impact of residential development will be sought. This will include provision in perpetuity of on-site bespoke SANG significantly in excess of 8ha per 1,000 new population, a financial contribution towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance. In particular, access routes into Wildmoor Heath will need to be carefully designed and managed. As part of the avoidance measures package, an area of land to the south of the site may need to be excluded from public access to provide ecological mitigation for sensitive species.

### **Impact upon resources (previously developed land/greenfield, agricultural land classification, flood issues, minerals)**

**2.8.68** Whilst the Broadmoor Estate as a whole includes greenfield land, the majority of the site comprises previously developed land (relating to the existing hospital employment area).

**2.8.69** The southern part of the site is Grade 4 Agricultural Land and the northern part of the site is Grade 5. A remaining area is classified as Grade 6 or Urban Land. PPS7 (para. 28) seeks to avoid development on the best and most versatile agricultural land (defined as grades 1, 2 and 3a of the Agricultural Land Classification). It also sets out that little weight in agricultural terms should be given to the loss of agricultural land in grades 3b, 4 and 5, except in areas (such as uplands) where particular agricultural practices may themselves contribute in some special way to the quality and character of the environment or the local economy. If any undeveloped agricultural land needs to be developed, any adverse effects on the environment should be minimised. As the site is not classified as Grade 3a or above, it is not considered that there would be any implications in terms of loss of agricultural land.

**2.8.70** A small area is within a minerals consultation zone. A further area of land on the north eastern side of the site is within a buffer to Butter Hill landfill site.

**2.8.71** The SFRA (Halcrow, September 2010) comments that the area is within Flood Zone 1. The indicative surface water runoff risk map shows a major path of surface water runoff across the centre of the site. This particular part of the area is currently greenfield so is less likely to have suffered much historical flooding. The west of the area is very close to and overlies similar low permeability soil as locations in Crowthorne where historical flooding has occurred.

**2.8.72** A FRA will be required in support of any development proposals for the site. The layout of any development on the site should ensure that the most vulnerable uses (such as residential or the hospital) are located in the areas of least surface runoff flood risk. Any increased surface water runoff following development should be properly mitigated with the use of SUDS as a priority. There are small streams and ponds within the site which have an associated flood risk. It is therefore advisable to provide open space around them. The streams are currently culverted for part of their length and would benefit from being de-culverted to provide ecological and aesthetic benefits. A requirement for SUDS is included with the policy for this site.

### **Accessibility/Transport**

**2.8.73** The Bracknell Multi-Modal Transport Model has been used to assess the impacts of proposed development and infrastructure within Bracknell Forest (whilst also taking into account the proposed development in Wokingham).

**2.8.74** Traffic models have been produced for the AM and PM peak hours (0800 – 0900 and 1700 – 1800 respectively), representing existing and potential traffic conditions for the following scenarios:

- Baseline traffic situation in 2007
- Reference Case forecast in 2026
- Core Strategy forecast in 2026
- Final Forecast in 2026

**2.8.75** The Reference Case scenario includes only committed developments and highway improvement schemes for the Borough, to 2026. Included within this is an estimate of generic housing and employment growth across Bracknell Forest and surrounding authorities. The Core Strategy forecast takes account of development in this DPD including Amen Corner, Warfield and the Town Centre.

**2.8.76** The Final Forecast builds on the Core Strategy and incorporates any associated highway infrastructure, as well as potential junction mitigation schemes that will be necessary to accommodate the combined impacts of all of the developments that are envisaged up to the year 2026. These improvements focus on the Borough's own strategic network which showed an increase in level of service once all development had been included.

**2.8.77** Developers will be required to contribute in-kind and/or financially towards the implementation of the highway-capacity related improvement works identified by the Council and towards other local transport improvements for 'soft modes' etc. The level of contribution will reflect the net number of additional trips arising from the proposed development relative to all trips arising from the planned and windfall developments (see 'Impact upon infrastructure and capacity to improve infrastructure' section below for transport infrastructure requirements).

**2.8.78** The site is conveniently located for access to cycling and pedestrian infrastructure and benefits from proximity to a local centre. However it is disadvantaged by its location of more than 5km from Bracknell Town Centre. Whilst the Town Centre can be accessed via the A3095, the road suffers congestion in peak periods. The site would benefit from better linkages to pedestrian and cycle routes. This is due to the difficulties in serving the site by public transport.

### **Impact upon infrastructure and capacity to improve infrastructure**

**2.8.79** The following section provides a summary of infrastructure requirements that will be sought from strategic development sites. A comprehensive list can be found in the Infrastructure Delivery Plan (IDP).

#### **Transport**

**2.8.80** Trips generated from the site along with other development would impact on a number of the Borough's busiest junctions. The scheme proposes a mixed use development including a new hospital, housing, other facilities and associated infrastructure following the demolition of the existing disused buildings as detailed in Policy SA4. An increase in peak hour activity is expected over the current levels of traffic and the direction of flow is different with the majority of proposed residential trips leaving the site in the morning peak and returning during the evening peak. This is the opposite to commercial development and as a result capacity improvements on the road network will be required due to the additional trips generated from development which could include junctions along the A3095, B3348 plus improvements to the High Street in Crowthorne and signalisation of Rackstraw Road and Owlsmoor Road. Impact on the Strategic Road Network is also highlighted as a consideration, particularly Junction 3 of the M3.

**2.8.81** Improved pedestrian/cycle connections to the surrounding area would be required including links to the south (A3095) by converting South Road to a footway/cycletrack and connecting to Owlsmoor via a Toucan Crossing. Further improvements will be required to link the site to the existing network and improve access to local centres and employment areas.

**2.8.82** Any development will need to be designed so that it can incorporate public transport and so that new properties are less than 400m walking distance from a reasonably spaced bus stop on a sustainable bus route providing access to Bracknell Town Centre and local railway stations.

#### **Waste Management**

**2.8.83** The development will require one overground waste recycling facility with good access. Although the site is currently served by a recycling facility, its provision has not been secured in planning terms, nor is it necessarily in a suitable location to serve the proposed development. Provision will make for more sustainable development, by promoting recycling and reducing the need to travel to strategic waste recycling facilities.

#### **Education**

**2.8.84** The development would be required to provide financial contributions towards the provision of additional off-site primary, secondary and special educational needs (SEN) places. Primary school places would preferably be provided at Wildmoor Heath following expansion, or at the new Primary School on land at TRL (Policy SA5). Secondary school places would be provided at Edgbarrow following enhancements and SEN contributions will be directed towards providing places at the new SEN facility on land at BlueMountain (Policy SA7).

## **Community Facilities**

**2.8.85** Financial contributions or in-kind provision will be sought towards enhancing the proposed new multi-functional Community Hub on the TRL development (Policy SA5). The Hub will be required to accommodate a range of functions: a community centre, youth centre, early years and childcare, police point and community café, creating a focal point for community activity. Measures to improve access between the two sites, particularly for sustainable modes, will be sought to ensure these facilities are accessible.

## **SPA Avoidance and Mitigation**

**2.8.86** See 'Impact upon the Thames Basin Heaths SPA' section, above.

## **Open Space**

**2.8.87** A comprehensive package of on-site Open Space of Public Value (OSPV) will be sought from the development. Active OSPV should incorporate sports pitches (to include mitigation for sports provision lost as a result of development on Land South of Cricket Field Grove), allotments (there are currently no plots in Crowthorne) and opportunities should be sought for play provision to cater for a broad age range. Passive elements of OSPV should include the enhancement of the retained landscape, with improved public access and the creation and conservation of greenspace for the benefit of biodiversity.

## **Public Rights of Way**

**2.8.88** Public Rights of Way, including Three Castles Path (Ramblers Route) run through the site. They should be protected and enhanced, with opportunities sought to connect to Crowthorne village and attract people away from the SPA.

## **Flood Defence**

**2.8.89** The integration of Sustainable Drainage Systems (SuDS) into the development to reduce surface water runoff to greenfield rates will be sought to mitigate against flood risk. Existing watercourses should be retained and integrated into the site's green infrastructure network to provide a host of other sustainability benefits beyond SuDS, including that of amenity and biodiversity.

## **Potential to build a sustainable community including helping to meet local housing needs and wider community benefits**

**2.8.90** The site has a capacity of 270 dwellings. Broadmoor Hospital is a major local employer and in recognition of this, part of the area is currently an Identified Major Employment Area (BFBLP Policy E12). However, in 2003 the Commission for Health Improvement found that the majority of wards at the hospital were unfit for purpose. The Commission recommended the redevelopment of Broadmoor Hospital to provide modern health care facilities fit for the 21<sup>st</sup> Century. A range of options have been explored, including the relocation of the hospital off site. The selected option provides for the retention of the Hospital at Broadmoor, through the use of the Paddock Centre and a new replacement ward block and administrative centre in close proximity to the Paddock Centre. Further buildings to the north west of the existing hospital would be retained for health care use, as indicated above, and additional land adjacent

to the proposed replacement hospital would be retained by the Trust in case of future needs. An existing workplace nursery would be replaced by a facility on Lower Broadmoor Road. It is estimated that the Hospital would employ 1,010 staff. The proposal would therefore retain an existing major employer in the area.

**2.8.91** 210 homes would be provided in the Kitchen Garden along with 60 retirement apartments outside the kitchen garden area on land to the south west of the Listed Building. The residential areas are to be linked to, and accessed from, Crowthorne. A number of existing roads run between Crowthorne High Street and the hospital. Whilst it should be fairly easy to integrate the two sites that are already within the settlement, it will be much more difficult to connect the development planned within the walled area, particularly due to the historic constraints. The village of Crowthorne is less than 1km from the site and offers a good range of facilities and services, including a bus service. Whilst the site is some distance from Bracknell Town Centre, there is potential to improve links.

**2.8.92** The proposal would have to be accompanied by supporting infrastructure including OSPV and SANG. The construction of a network of footpaths could open up opportunities for greater access to the Broadmoor Estate by the wider community. The existing farm building complex could act as an information centre for the SANG/SPA with car parking and changing facilities for use in connection with new sports pitches.

**2.8.93** The Bracknell Forest Housing Market Assessment (HMA) sets out an assessment of future housing needs, including size and tenure. Section 2 of this Background Document provides a summary of the findings of this Assessment. It identifies (para 2.1.35) that it is not considered appropriate to prescribe in the SADPD the type and size of homes to be delivered on each allocated site. Policy SA4 of the Draft Submission SADPD relating to Broadmoor identifies that affordable housing will be sought in accordance with policy. Core Strategy Policy CS16 identifies that a range of housing types, sizes and tenures will be sought which contributes to meeting the identified housing needs of all sectors of the community.

**2.8.94** The HMA divides the Borough into six sub-district areas. Broadmoor lies within the 'South' area. The HMA identifies that this sub area is characterised by a higher percentage of family households and a lower percentage of single person households, particularly older single people compared to the sub districts and the borough as a whole. There is also a high percentage of home ownership. This area has a lower percentage of smaller (1 and 2 bedroom) homes and a higher percentage of detached homes.

**2.8.95** Development at Broadmoor is identified as an opportunity in the HMA to deliver a range of types and sizes of homes and in particular as an opportunity to:

- Deliver higher affordable housing quotas given the low percentage of social rented compared to elsewhere in the Borough;
- Deliver affordable older person accommodation to encourage down sizing of existing tenants;
- Deliver smaller homes because of the limited number in stock; and,
- Provide larger homes as part of the mix due to the existing character of the area.

### **Viability**

**2.8.96** The Strategic and Small Sites Viability Study concludes that the housing proposals at Broadmoor have reasonable prospects of being viable, apart from in the event of a further significant dip in market values and /or increased costs from the levels assumed. Improving



market conditions and / or a reduced overall planning obligations / costs package would have positive influences on scheme viability. The outcomes also demonstrate that the phasing of planning infrastructure obligations, where possible, would also be a positive tool in terms of the viability of delivery.

### **Availability**

**2.8.97** The land is owned by the West London Mental Health NHS Trust and is available for development during the plan period. The site is being actively promoted, which is evidenced by the submission of the recent planning application (11/00446/FUL) seeking the erection of a replacement secure mental health hospital (see above).

### **Phasing and Monitoring**

**2.8.98** Due to the complexity of the proposals, the development will need to be phased as the availability of existing buildings is to a large extent dependent on the completion and occupation of the new Hospital (given that there is a need to transfer patients from the existing hospital site into the new facility, before other development can take place in the current secure perimeter, such as the kitchen garden).

**2.8.99** As already indicated, a planning application has been submitted for the erection of a replacement secure mental health hospital, but, at the time of writing, the application had not been determined. However, it is currently envisaged that work on the new hospital would begin in 2012/2013 and that it would be ready for occupation sometime between 2017/2018. Work could then begin on the redevelopment of the old buildings and re-use of the Listed Buildings. As a result, the remainder of the housing to be delivered in the walled garden and a further block of retirement apartments are unlikely to commence until 2018 and be completed until 2020/21 - 2025/26. The same factor applies to the delivery of the nursing/care home, small Research Park and re-use of the Listed Buildings for an appropriate use.

**2.8.100** The annual commitments exercise will be used to record progress made on the grant of planning permissions and subsequent construction of dwellings on this site. The results will feed into the Housing Trajectory and assessment of the rolling 5 year land supply.

## **Rationale/justification of uses within the site**

### **Housing**

**2.8.101** 270 units are proposed on the Broadmoor site. This is considered to be an appropriate number of units for the site, given surrounding development.

**2.8.102** The existing number of units within Crowthorne (including those within Wokingham Borough) equates to around 4750 units. Development proposed at both TRL and Broadmoor (through policies SA4 and SA5) would result in an additional 1,270 properties. This would result in a 27% increase in the number of units for Crowthorne (excluding small sites). This is considered to be an appropriate increase, bearing in mind that as set out in section 'How will the housing requirement be met?', existing commitments and proposed allocations demonstrate a spread of development across the Borough, with the largest proportion centred within the urban area of Bracknell Town.

## New Hospital:

**2.8.103** The existing Broadmoor Hospital Estate includes a number of listed (Victorian) buildings which are not suitable for the delivery of modern mental health care. In 2003, the Commission for Health Improvement found that the majority of wards at the hospital were unfit for purpose. The Commission recommended the redevelopment of Broadmoor Hospital to provide modern health care facilities fit for the 21<sup>st</sup> Century. In 2009, the Care Quality Commission found that parts of the hospital were neither safe nor conducive to high quality care, and that redevelopment of Broadmoor should be progressed without further delay.

**2.8.104** A number of options have been considered by The Trust in developing proposals for the site. 19 initial options were considered, which are set out in the Environmental Statement (June 2011) accompanying the application for the hospital redevelopment (11/00446/FUL). The options were considered against a range of selection criteria and constraints including: impact upon heritage assets and ecology, financial considerations, physical constraints (including topography); and selection criteria relating to safety, deliverability, improved clinical and service quality, improved staff and patient environment, statutory compliance, and efficiency. These options included:

1. Do nothing  
This option would have failed to meet many of the selection criteria, and would not have achieved the aim of providing a hospital facility that is fit for purpose.
2. Closure of the hospital  
This option would have failed to meet many of the selection criteria, and would have resulted in a shortfall of high security services capacity nationally.
3. Do minimum  
This encompassed a range of options including refurbishment of existing buildings, minimum new building within the existing secure perimeter and re-use of existing administrative buildings. These options did not meet the selection criteria, and would have been inefficient and lack future flexibility. This option is also constrained in terms of the extent of alterations that can be made to the Listed Buildings, and some of the individual options were included as a comparator option.
4. Relocate outside of the site  
This option would have achieved some benefits, but failed on deliverability and affordability. A range of options across southern England were examined, but this concluded that any redevelopment would be significantly above the capital cost. Another option was for a new hospital off-site whilst retaining the existing facility at Broadmoor, but would have been expensive and impractical to deliver two hospitals.
5. Relocate/redevelop within the Estate boundaries  
This included the consideration of a range of options, including a new site north/south or south-east of the existing secure perimeter, maximise new build patient accommodation within the new perimeter, maximise existing buildings (including extensive refurbishment), build all new buildings within the existing secure perimeter. The option to build south-east of the site was discounted on grounds of being separated from existing services on the site (that would be retained) and the impact upon the SPA. In relation to maximising existing buildings and refurbishment, this could overcome some existing limitations of the site.

**2.8.105** After consideration the short listed options were: do the minimum, replace existing Victorian accommodation within the existing secure perimeter, replace all patient accommodation within the secure perimeter or use a new site to the north and east or south of the existing secure perimeter (i.e. north or south of the existing Paddock Centre).

**2.8.106** For the Trust, a new facility outside of the existing secure perimeter (north and east of the Paddock Centre) is the best option. In terms of benefits to The Trust, it is the most financially viable (and delivers a modern fit for purpose facility). It is also the lowest risk, as it will enable management of the construction process outside of the secure perimeter (and would also allow development of a hospital to take place without having to relocate the existing patients) and has the lowest revenue costs (less workforce, less build operating costs etc). It also enables redevelopment to co-exist with the existing Paddock Centre, and reduces the need for duplicated services/facilities and, so smaller resultant buildings. It would also replicate the ethos of the original Asylums, by enabling the wards to have an outlook towards the countryside. A new building would be better in terms of security, as it would enable good sight lines to be provided (the existing Victorian buildings, internally and externally create many awkwardly shaped spaces that require additional staff to ensure adequate surveillance). A new building would also be less overlooked by retained existing buildings.

**2.8.107** It is recognised that a new built facility would cause harm to historic assets within the site. This harm must be weighed against the need for an improved facility. There is also the importance of retaining a significant local employer offering a wide range of job opportunities within the Borough. This is one of a very few sites within the country offering this type of facility. Therefore it is in the national interest that a new, fit for purpose, facility is provided. The proposed location for the new hospital would be well-related to newer facilities and existing buildings that have already been built on the site such as the Paddock Centre, and so would help to control the spread of development across the site into the historic parkland, as the building would be more closely clustered. It would also help preserve a large part of the historic parkland as undeveloped, and retain views across these areas, it is considered considered less harmful to important views from the Listed Building than alternative locations within the site.

**2.8.108** While this part of the site is located within the Historic Park and Garden, it is also already partly within a major defined employment area (BFBLP Policy E12 and Core Strategy Policy CS20). Within these areas infilling and development are acceptable, subject to consideration of the character of the area, visual harm etc. As highlighted above, the area within which the development would be located has a moderate and moderate-high capacity to accommodate development. Any redevelopment would need to be accompanied by a CMP which demonstrates that any land use/proposals (including playing fields) will minimise harm to the Listed Building and Historic Parkland (including its topography, vegetation patterns and views).

**2.8.109** English Heritage has raised concerns in relation to the hospital redevelopment planning application, in that there will be direct harm upon the cultural significance of the site, through demolition of existing buildings in order to facilitate new development, and the new development itself. English Heritage does recognise the public benefits associated with the application, namely a secure mental hospital that is fit for purpose, recognises that the current building is no longer fit for purpose, and accept that there is no alternative site for such a facility. It is therefore for the planning authority to:

- Weigh the national and other benefits associated with the allocation against the harm to heritage assets;

- Ensure that the harmful elements of the proposals are fully justified by the Trust; and
- Ensure that harm caused by the proposals (particularly to the heritage assets) is the minimum necessary to secure the future of the hospital.

New access road onto Foresters Way:

**2.8.110** Concerns were raised through consultation about the impact of the Broadmoor proposals, combined with those at TRL, on the local road network. The proposed new access road off Forester's Way will be for the hospital, re-used Listed Building and the small Research Park only. It will not be a through route into Crowthorne, with the possible exception of buses, and would also form the construction route for the new hospital. This would remove hospital and other traffic related to the small Research Park and Listed Building from the residential roads between the site and the centre of Crowthorne. The residential component of the proposals would be accessed from Crowthorne via these residential roads to help link the new homes into Crowthorne.

**2.8.111** The new access road is proposed as part of a comprehensive redevelopment of the site. It would provide the following benefits:

- Meet national guidelines in relation to circulation of hospital security traffic.
- Provide a haulage route for construction traffic for the new hospital - removing traffic from local residential roads around Crowthorne.
- Remove existing and future hospital traffic from local roads around Crowthorne.
- Assist in securing a future viable re-use of the Listed Buildings.
- Provide a haulage route for construction traffic for any renovation and conversion work on the Listed Building.
- Access route for new Research Park and care home.
- Potential to provide a new bus route between Sandhurst and Crowthorne.

**2.8.112** Following the opening of the route and new hospital facility, this will reduce the current hospital-related traffic accessing the site from the Crowthorne side. Whilst this will be replaced by new residential traffic in the future (following redevelopment of the Kitchen Garden and Cricket Field Grove), overall it is not anticipated that there will be any greater impact upon the road network through Crowthorne and onto the High Street, particularly at peak hours.

**2.8.113** The Landscape Analysis (August 2011) sets out that there is no objection in principle to the proposed route line of the access road, but that it is essential that the engineered design of the road minimises its visual impact and fully respects the historic character of the park (detailed design measures would be considered at a later stage in relation to design of route alignment - horizontal and vertical, working with contours, minimal road width and use of hard features, landscape integration measures and lighting). A number of the points highlighted by the Landscape Analysis would need to be considered through a CMP. Policy SA4 refers to the need for any application to be accompanied by a CMP which demonstrates that any land use/proposals (including playing fields) will minimise harm to the Listed Building and Historic Parkland (including its topography, vegetation patterns and views).

**2.8.114** The consideration of the access road as part of the hospital redevelopment planning application is being considered separately from the comprehensive redevelopment of the site. It is in relation to the overall development package that the access road would provide all the

identified benefits, including assisting and securing future viable re-use of the Listed Building, haulage route for construction traffic and potential to provide a bus route between Sandhurst and Crowthorne.

**2.8.115** Consideration has been given to alternative routes for access roads, but it was concluded that these were unsuitable (this is set out in the Environmental Statement (June 2011) accompanying the recent application for the hospital redevelopment, 11/00446/FUL). A new access road leading south from the site to South Road would be likely to have adverse impacts on the SPA which is immediately adjacent to South Road.

#### Development within the Kitchen Garden:

**2.8.116** Development is proposed within the walled Kitchen Garden to provide 210 new homes. As part of the Trust's business plan this would provide funding for the redevelopment of the new hospital, and could also assist in financing the refurbishment of the Listed Buildings.

**2.8.117** A bulk of the funding for the new hospital will be provided by the Treasury, however, the Trust is required to provide a proportion of the costs from fund contributions and through capital receipts from the disposal of surplus land and buildings within the Estate. The Government has made it clear to the Trust that they will be unable to increase their proportion of funding. The Trust has reviewed its overall estate holding, including land outside Broadmoor (in light of the NHS Estate Code requiring the Trust to maximise its disposal values), however no other land is available to provide capital towards the replacement facilities at Broadmoor. (St Bernards a Grade II Listed Building in Ealing has similar redevelopment issues, and requires all of its capital receipts for its own redevelopment strategy). The Trust's business case shows that, housing development within the Kitchen Garden, other housing sites (outside of the Policy SA4 allocation relating to School Hill and Cricket Field Grove), nursing/care home, small Research Park and re-use of the existing Listed hospital building are required in order to provide the capital receipts to fund the hospital redevelopment.

**2.8.118** As noted by the landscape evidence, the kitchen garden provides an important setting to the listed hospital building and has an important role in the historic function of Broadmoor. It is acknowledged that building within the walled garden will result in harm to the site's historic assets. However, redevelopment is required (as set out above) to provide funding for the new hospital, which is an important local employer, and would assist in the re-provision of a new hospital facility that is fit for purpose. The Council, and English Heritage consider that the walled garden would be the least harmful location as further redevelopment outside the walled garden area within the open parkland would do considerably more damage than confining it to the walled garden. English Heritage have also expressed the view that the northern third of the walled garden has the highest historic value and if possible should remain undeveloped. In light of this view, and to ensure that harm is minimised the policy wording in relation to the walled garden specifies that the final number of homes should be subject to further consideration of the impacts on the heritage value of the site and the justification for the development including the needs of the Listed Building. Detailed consideration would therefore form part of any application for the housing development and should also relate to the re-use of the Listed Building.

**2.8.119** Another material consideration is that provision of housing would assist the Council in providing a 5 year supply of deliverable sites.

#### Mixed-use area:

**2.8.120** The majority of the Trust land is within 400m of the SPA, where new residential development, (C3 uses) are not permitted, however, other uses within the 400m buffer may be acceptable. The mixed-use employment area will accommodate a nursing/care home and a small Research Park. These are appropriate uses within the 400m buffer of the SPA. They would assist with the funding of the new hospital as set out at paragraph 2.7.96 above.

**2.8.121** The care home (Use Class C2) would provide a high level of care for residents who require constant nursing care and who have significant deficiencies with daily living. This will help meet any need for this form of accommodation as a result of the ageing of the population and in particular, the growth in the older age groups - see Section 2.11 of this document.

**2.8.122** The small Research Park will comprise a research and development facility to complement the new hospital. Whilst this part of the site is located within the Historic Park and Garden, it also already designated as a major defined employment area (BFBLP Policy E12 and Core Strategy Policy CS20), where infilling and development is acceptable, subject to considerations in relation to character of the area, visual harm etc. As highlighted above, the area within which the development would be located has a moderate and moderate-high capacity to accommodate development. Any redevelopment would need to be accompanied by a CMP which demonstrates that any land use/proposals (including playing fields) will minimise harm to the Listed Building and its setting and the Historic Parkland (including its topography, vegetation patterns and views).

#### Re-use of Listed Building

**2.8.123** Re-use of the existing hospital building is proposed as part of the comprehensive redevelopment of the site. The existing listed hospital buildings are one of the key historic assets within the site, and therefore their retention and reuse is of great importance. Viable reuse of the building is essential to secure its long-term future and forms a key part of the comprehensive development of the site. Housing within the site could help fund the conversion and refurbishment of the Listed Buildings.

**2.8.124** The existing Listed Building falls within the 400m buffer to the SPA, therefore conversion to residential uses would not be permitted. However, there is scope for a variety of uses including hotel, commercial and uses which could complement the hospital uses/Research Park. At this stage a suitable and viable reuse has not been secured, and therefore the policy does not specify particular uses. The building could not be released for redevelopment until the new hospital building is completed and occupied.

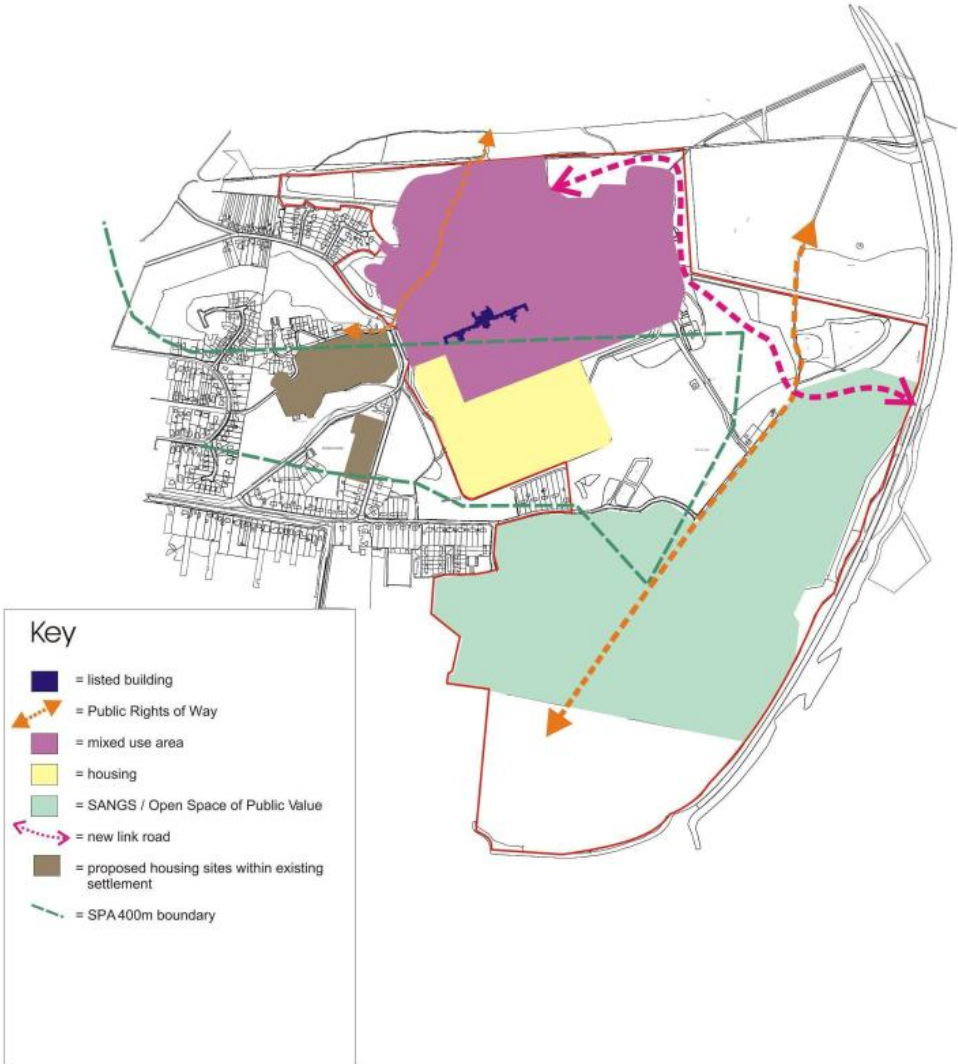
#### Concept Plan

**2.8.125** The concept plan has been developed further to show additional detail. The original Victorian hospital is listed and will be retained, however, its use will change as the hospital functions will be relocated to the new, fit for purpose, hospital in the north eastern part of the site. The Listed Building and associated surrounding land will come forward to provide an alternative use. In order to increase the likelihood of a viable use coming forward the SADPD is not prescriptive about the particular use of the building. Both office and hotel options are being explored by the Trust. As this is still being investigated, the listed building is shown within the mixed use area of the plan. The setting of the Listed Building will continue to be sensitive and the grounds will continue to form part of the registered Historic Park and Garden. New housing is proposed within the walled kitchen garden area.

**2.8.126** As mentioned previously, the layout and design of proposals for this area will need sensitive treatment. There may be opportunities to preserve parts of the walled garden as open space to preserve its most historic parts and/or to provide a green visual link from the listed building and terraces to the north across the walled garden to the parkland and distant views beyond. The concept plan shows an illustrative route for the proposed new link road which will serve the mixed use area. The SPA 400m boundary is also shown on the concept plan as this clearly shows the restriction on areas available for new housing. Existing Rights of Way also dissect the site to the south providing access to the SANG and through the Broadmoor Estate to the north.

**2.8.127** The amended concept plan for the Draft Submission Document is below:

**Map 2.34 Draft Submission Concept Plan for Broadmoor**



## **Developer response to Preferred Option consultation**

**2.8.128** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the Broadmoor site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**2.8.129** The main issues raised by the promoters of the site in response to the Preferred Option consultation related to inconsistencies in policy wording (particularly as supporting text does not match policy wording), comments in relation to the SPA and infrastructure wording within the policy. The policy wording has been amended so that it consistent between all urban extension policies. The supporting text and policy wording ( in terms of what the allocation would include) have been made consistent.

**2.8.130** The Developer for the site also made a number of comments in relation to supporting documents (such as the IDP, HRA and landscape). These comments have been addressed in relation to updated versions of these documents.

## **Main issues raised by local residents in response to the Preferred Option consultation**

**2.8.131** The following provides an overview of the key issues that were raised during the Preferred Option consultation in respect of the Broadmoor site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**Table 2.4**

<b>Summary of Main Issues Raised</b>	<b>Council's Response</b>
No need for additional development in Crowthorne, too much development is planned/development should be spread across the Borough.	It is acknowledged that some development has occurred in Crowthorne over the last few years. However, the population of the Borough and number of households is projected to grow further and there is a need to provide additional housing.  All sites proposed have been submitted as available for development through the SHLAA, including some small sites within and on the edge of the existing settlement. A number of the sites (including TRL and Broadmoor) involve previously developed land where some form of change is required due to the presence of buildings/uses that no longer meet current needs. National policy (PPS1 and PPS3) suggests that priority should be given to these sites.



Summary of Main Issues Raised	Council's Response
	<p>In allocating sites, the Council must follow the locational principles set out in Policy CS2 of the Core Strategy. Whilst it is acknowledged that the proposals equate to an increase of approximately 30% in the number of properties in Crowthorne as a whole, the Council's proposals also include a number of sites in other parts of the Borough including large sites at Blue Mountain and Amen Corner North, Binfield. The capacity of available sites in other parts of the Borough is not sufficient to accommodate all future development needs.</p> <p>Consideration of sites has taken account of a wide ranging evidence base, including transport work, landscape analysis and Sustainability Appraisal.</p>
<p>Many issues were raised in relation to transport, in particular, access onto Foresters Way and impact local roads, including Crowthorne High Street, and impact upon the strategic road network.</p>	<p>The proposed new access road off Forester's Way will be for the hospital, re-used Listed Building and small Research Park. This will reduce the current hospital-related traffic accessing the site from the Crowthorne side.</p> <p>However it is considered important that the planned new homes are properly linked to Crowthorne to form a sustainable urban extension rather than an isolated pocket of residential development.</p> <p>The Council has modelled the cumulative effect of development impacts on the local highway network both with and without the proposed developments and the accompanying highway improvements. The Council and Wokingham Borough Council are working closely with the Highways Agency regarding the impact on the Strategic Road Network. The model demonstrates that the proposed improvements will not lead to a deterioration over the baseline situation that takes account of background traffic growth and the additional traffic that the new development will generate and that from proposed development in Wokingham.</p> <p>Developers will be expected to demonstrate how proposed transport improvements will mitigate the impact of their development and this will involve contributing in-kind and/or financially towards highway, public transport and pedestrian/cycleway improvements, to facilitate traffic movement, encourage more sustainable modes of transport and ensure good access to community facilities – reducing the need to travel by private vehicles.</p>

Summary of Main Issues Raised	Council's Response
<p>Concern was also raised regarding the relationship of development planned in Wokingham, and whether the cumulative impacts of developments (Broadmoor, TRL and those in Wokingham) had been undertaken, including cross-boundary working with Wokingham.</p>	<p>The proposals have been developed in the knowledge of the proposed development in Wokingham Borough. The Council has exchanged data with Wokingham Borough to feed into the Councils' respective transport models. Joint working has also taken place on various items of infrastructure, including education facilities. A dialogue with officers will be maintained as preparation of the SADPD continues.</p>
<p>Concerns regarding the impact of development upon local facilities/services</p>	<p>Service providers have been involved from the early stages of the Infrastructure Delivery Plan (IDP), and have had the information to establish what the likely pressures on their service will be.</p> <p>The infrastructure required to mitigate proposed development is set out in the IDP which supports the SADPD. This would be secured through a Section 106 Legal Agreement or Community Infrastructure Levy (CIL), at the planning application stage.</p> <p>Developers will be required to mitigate against the impact of their development on services, e.g. through on-site provision of a community facility and off-site highway junction improvements. Some new services will also benefit existing residents e.g. an improved bus service.</p>
<p>Issues were also raised with respect to the relationship of the proposals with the Thames Basins Heath Special Protection Area, as parts of the site are within the 400m to the SPA</p>	<p>Natural England has not objected to the proposals in relation to the proximity of the development to a SSSI/SPA.</p> <p>The Council recognises that this site is close to the SPA. According to the Conservation of Species and Habitats Regulations 2010, it is required to take account of any adverse impacts on the Thames Basins Heath Special Protection Area (SPA) that might arise as a result of the potential development in consultation with Natural England. This is outlined in one of the documents issued to support the DPD - the Habitats Regulations Appropriate Assessment.</p> <p>Any redevelopment will be accompanied by a package of measures to mitigate against any adverse impact on such sites. This will include substantial open space and Suitable Alternative Natural Green Space (SANG) in order to mitigate the impact of the proposals upon the SPA.</p>

Summary of Main Issues Raised	Council's Response
<p>Object to the proposals as it would merge Crowthorne with Sandhurst and will result in the loss of the character of the village and its sense of community</p>	<p>In many ways, this site has been distinct and separate from existing communities. However to create a new sustainable urban extension, any development of the site would need to integrate with Crowthorne. New residential development will be contained to the walled kitchen garden. The new hospital redevelopment would be related to existing buildings on the northern part of the site.</p> <p>Broadmoor is not considered essential in maintaining the separate identity of Crowthorne and its neighbours. Development will be contained within well defined boundaries and could be designed to reflect the local townscape and landscape character in order to maintain the distinctive character of Crowthorne, and therefore will retain a visual separation between settlements.</p>
<p>Impact upon heritage assets within the site: Listed Buildings and the Registered Historic Park and Garden</p>	<p>It is acknowledged that there will be harm to the significance of the registered park and walled garden. It will be for the Council to form a view as to whether the public benefit secured by provision of the hospital is sufficient to justify the proposed development despite the harm caused to interests of acknowledged importance, and additional justification and evidence has been sought from the owners of the site. Redevelopment will need to be sympathetic to the site's heritage assets and there will be a requirement for a Conservation Management Plan as part of the policy.</p> <p>Redevelopment would provide a new hospital that is fit for purpose and would retain a significant local employer offering a wide range of job opportunities within the Borough. It would also help to secure the future of a Listed Building and the regeneration of a historic park of Crowthorne. Further consideration of this issue will be set out in the Draft Submission Background Paper. The proposed policy wording makes it clear that the number of homes within the walled garden area may need to be reduced in order to satisfactorily demonstrate that harm to the integrity of the site's heritage assets is minimised.</p>

## **Sustainability Appraisal (SA)**

**2.8.132** Overall this site scored positively in relation to the Sustainability Appraisal Objectives (and ranked similarly to Amen Corner North and Blue Mountain). Positive scores related to the provision of housing (including affordable housing provision), use of previously developed land, accessibility to services and facilities within Crowthorne Town Centre, and provision of a significant amount of publicly accessible open space.

**2.8.133** The Sustainability Appraisal highlights that this site is poorly served by public transport, despite bus services, these do not serve Crowthorne train station, however, this site would be required to provide contributions to improvements to public transport (bus services) and non-car modes of transport such as cycle and footpaths (see IDP for further details).

**2.8.134** As development within the site would be well contained within existing well defined boundaries, it is considered that new development can be designed so as to reflect local townscape and landscape character in order to maintain the distinctive character of the Crowthorne, and so the development scored positively in this regard.

**2.8.135** The Sustainability Appraisal acknowledged that residential development would not be permitted within the 400m buffer area (as is depicted on the Concept Plan for Broadmoor). Furthermore, on-site bespoke SANG will also be required to mitigate the impact of the development upon the SPA. However a negative score was given as it is not clear that the sites specific habitat which could be of county importance would not be harmed. The profile for the site requires development be accompanied by appropriate tree and ecological surveys.

**2.8.136** The Sustainability Appraisal gave a negative score in relation to heritage assets, as the site within a Historic Park and Garden and contains the Listed Hospital buildings. It is acknowledged that there will be harm to the significance of the registered park and walled garden, however, redevelopment is required to provide funding for the new hospital, which is an important local employer, and would assist in the reprovision of a new hospital facility that is fit for purpose. The Council, and English Heritage consider that the walled garden would be the least harmful location as further redevelopment outside the walled garden area within the open parkland would do considerably more damage than confining it to the walled garden. English Heritage have also expressed the view that the northern third of the walled garden has the highest historic value and if possible should remain undeveloped. In light of this view, and to ensure that harm is minimised the policy wording in relation to the walled garden specifies that the final number of homes should be subject to further consideration of the impacts on the heritage value of the site and the justification for the development including the needs of the Listed Building. The Policy also requires a CMP to demonstrate that any land use/proposals will minimise harm to the Listed Building and Historic Parkland.

## **Changes to the SADPD Policy Wording**

**2.8.137** Following the consultation on the SADPD Preferred Option, it became apparent that there were internal inconsistencies between the policies in terms of how they were worded, and items that were included within the policies (in terms of infrastructure requirements). The policies have been reworded so that they are consistent within the document. The first part of the policy sets out the key elements of the proposal, and the second part sets out the main items of infrastructure (rather than listing every single item of infrastructure as was the case at the Preferred Option Stage).

## **Requirements for Site:**

**2.8.138** In order to provide some clarity to future developers, a list of requirements will be included as an appendix to the SADPD Draft Submission Document. This will help to also provide a consistent approach with how sites are treated,, and considered in the SADPD document (at the Preferred Option stage, requirements were only included in the smaller site profiles):

- No residential development within the 400m buffer to the SPA;
- Measures to avoid and mitigate the impact of residential development upon the Thames Basin Heaths Special Protection Area in agreement with Natural England. This will include provision in perpetuity of on-site bespoke SANG significantly in excess of 8ha per 1,000 new population, a financial contribution towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;
- Provision of Green Infrastructure;
- Appropriate ecological surveys and mitigation of any impacts;
- Have regard to biodiversity assets, and not result in harm to Sandhurst to Owlsmoor Bogs & Heaths and Broadmoor to Bagshot Woods & Heaths SSSIs;
- Have regard to the recommendations as set out in the Character Area Assessment Supplementary Planning Document;
- Respect the setting of the HistoricPark and Garden;
- Have regard to and respect the setting of the ListedBuilding;
- Appropriate tree surveys and protection of trees, including those subject to a Tree Preservation Order and preservation of Ancient Woodland;
- On-site Open Space of Public Value, in accordance with standards, including re-provision of lost Open Space of Public Value at Cricket Field Grove;
- Provision of affordable housing subject to viability and balancing any harm caused to the site's heritage assets;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Protection and enhancement of Public Rights of Way;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Integration of Sustainable Drainage Systems;
- Mitigation of impacts in accordance with the Infrastructure Delivery Plan;
- Be in accordance with national and local policy requirements.

This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

Applications for development of the site should also have regard to relevant SADPD Supporting Documents, and any requirements for further studies, such as a Flood Risk Assessment, Archaeological Reports and a Landscape Masterplan.

Any applicant is also advised to submit a Screening Request to determine whether an Environmental Impact Assessment of the proposals is required.

Allocation of the site requires the land to be identified on the Draft Submission Proposals Map as an allocation.

## Land at Transport Research Laboratory, Crowthorne (Policy SA5)

### List of evidence relevant to the consideration of this policy

Aerial photos

Archaeological Site Assessments (March 2010)

Bracknell Forest Borough Local Plan, saved policies (January 2002)

Bracknell Forest Housing Market Assessment (October 2011)

Character Area Assessments Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Transport Accessibility Assessment (November 2010)

Employment Land Review (Roger Tym and Partners/Vail Williams, December 2009)

Habitat Regulations Appropriate Assessment (November 2011)

Infrastructure Delivery Plan (November 2011)

Inspector's Report on the Examination of the Core Strategy (November 2007)

Inspector's Report to Secretary of State for Communities and Local Government in relation to the refusal of planning application 07/01196/OUT at TRL. Appeal ref APP/R0335/A/08/2076543 (June 2009)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec, August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Landscape Analysis, prepared post-consultation on Preferred Option (Kirkham, August 2011)

Master Planning Support (October 2010)

Ordnance survey plans

Phase 1 Ecological Surveys (June 2010)

Proposals Map (April 2010)

Relevant planning history

Responses made to Site Allocations Preferred Option consultation

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011  
(August 2011)

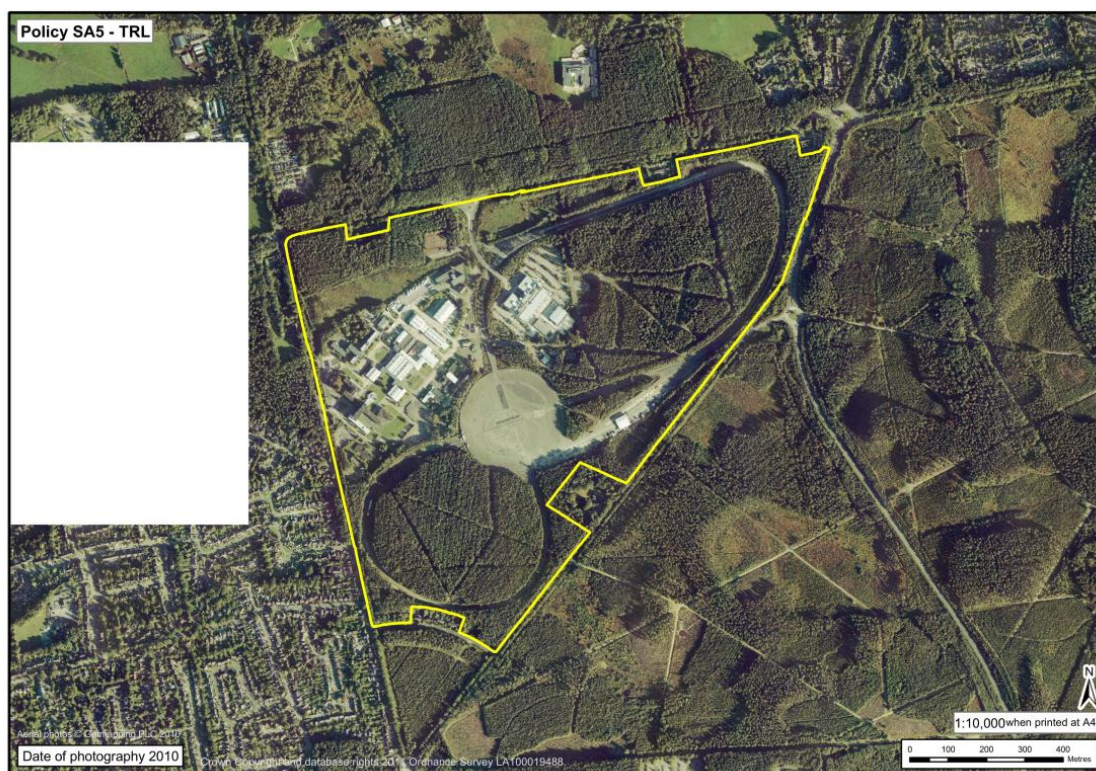
Strategic Flood Risk Assessment (August 2010)

Sustainability Appraisal (November 2011)

Transport Modelling & other associated reports (October 2011)

Viability Study (November 2011)

**Map 2.35 Aerial photo of TRL.**



## **Relevant Planning History**

### **Planning applications**

**2.8.139** The Transport Research Laboratory (TRL) buildings and test track were originally constructed in the 1950's when owned by the Department of Transport (and therefore with Crown immunity). When privatised in the 1990s permission (621817) was granted for the change of use of the existing buildings on the site (within the Crowthorne Business Estate - CBE) to B1 (business and light industry), B2 (general industry) and B8 (storage and distribution) uses. This permission included a schedule of land uses, including floor areas and permitted use for each building.



**2.8.140** In 1996 the Council also confirmed through the grant of a Certificate of Lawful Use (621818) that the transfer of ownership from a public institution to private ownership did not amount to a material change of use of the land. The Certificate related to the TRL site and confirmed that the authorised use remained as a research track for research into road, traffic and vehicle safety issues together with associated activities.

**2.8.141** In 2002 planning permission (01/00722/FUL) was granted for the construction of a new 14,890 sq metre building on land to the east of the CBE to be used as a new headquarters building for TRL. TRL moved to the new HQ building in 2004, which resulted in a number of other buildings being left vacant within the site.

**2.8.142** The current site comprises about 72,500 sq m of floor space, including about 47,000 sq m occupied by the CBE.

**2.8.143** Following relocation of the TRL headquarters to a new building within the site, in 2007 planning permission (07/01196/OUT) was sought for a mixed use redevelopment of the CBE buildings and test track areas for: 975 dwellings with supporting local facilities; a 92,900sq m business park; and 35ha of SANG. This was dismissed at appeal in June 2009 (appeal ref APP/R0335/A/08/2076543).

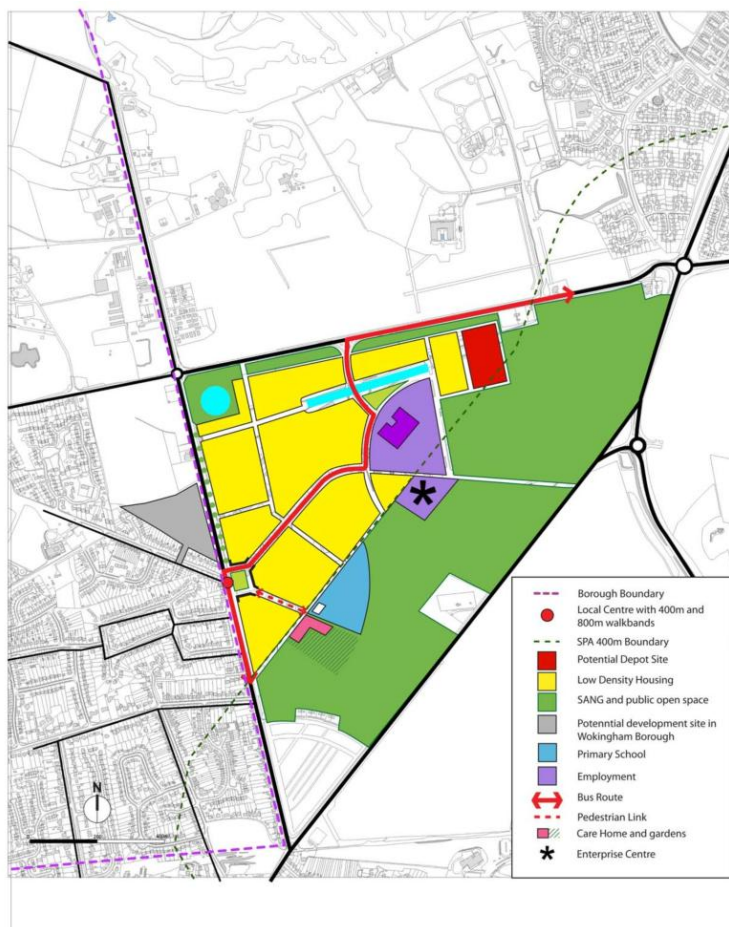
**2.8.144** In dismissing the appeal the Inspector/Secretary of State concluded that the development in the form proposed would be unacceptable in terms of its impact on the SPA, on the perceived gap between Crowthorne and Bracknell, and in transport/sustainability terms. However he recognised that the site is brownfield and did not feel that any of the issues above represented an insuperable objection to the site coming forward for development, although in a different form.

### **Development plan process**

**2.8.145** The SADPD provides the guiding principles for a form of development which respects many of the concerns raised by the Inspector and which ensures an appropriate form of development on the site.

**2.8.146** The majority of the site site was submitted through SHLAA by Legal and General. A further small parcel of land along Nine Mile Ride was submitted by the landowners. Both sites were identified at the Issues and Options Stage as part of Broad Area 3, and were subsequently included within the Preferred Option Document. The following map shows the concept plan from the Preferred Option Stage.

**Map 2.36 TRL: Concept Plan from Preferred Option.**



**Constraints/Policy Designations:**

**2.8.147** The site adjoins the Thames Basin Heaths Special Protection Area (SPA) and Broadmoor to Bagshot Woods and Heaths SSSI. There are also a number of Local Wildlife Sites adjacent to the area. The eastern half of the site is a Thames Basin Heaths Biodiversity Opportunity Area (BOA). The majority of the site is located within the 400m buffer to the SPA, although parts of the site are within the 400m - 5km buffer. The site adjoins a Listed Buildings (Windy Ridges). The site is located outside of a defined settlement, and is within an Identified Major Employment Area (outside a settlement & Green Belt – Crowthorne Business Estate). A Public Right of Way crosses the north east corner of the site.

**2.8.148** Following detailed assessment of air quality, DEFRA has required the Council to declare two air quality management areas (AQMAs) within its area for nitrogen dioxide, one of which is at Bracknell Road/Crowthorne High Street, Crowthorne. AQMAs are areas where air pollution is above national air quality standards. The Council has expanded its monitoring programme and further assessment of the air quality within the two AQMAs will be commissioned to inform the development of an air quality action plan. An AQMA designation should not prohibit future development, however each application for development will be considered for its potential impact on air quality on a case by case basis. All applications for development inside AQMAs should be supported by sufficient information to allow full consideration of their likely impact on local air quality.

## **Impact upon landscape character and setting of settlement (including consideration of gaps)**

### Consideration of gaps

**2.8.149** Core Strategy Policy CS9 seeks to protect the defined gaps within or adjoining the Borough from development that would harm the physical and visual separation of settlements either within or adjoining the Borough. There is also supporting text about gaps in paras. 119-121. However, the 'defined gaps' are not shown on the Proposals Map (although there is a key diagram within the Core Strategy which shows strategic and local gaps). This is because at the time the Core Strategy was adopted (February 2008), there was a policy in the draft South East Plan relating to 'gaps'. However, this policy was not included in the approved version of the South East Plan. The Secretary of State deleted the gap policy from the plan. Furthermore, at the time the Core Strategy was adopted, there was a policy in the Berkshire Plan 2001-2016 (July 2005) relating to gaps. However, on approval of the South East Plan, the Structure Plan policies were superseded (i.e. there are no longer any strategic policies at county or regional level relating to gaps). Saved policy EN8 of the Bracknell Forest Local Plan with associated supporting text (paras. 2.58 & 2.59) relates to prevention of coalescence of settlements (and is linked to the Berkshire Structure Plan policy which no longer exists), but again, because of the above, such areas are not shown on the adopted Proposals Map.

**2.8.150** In relation to the area in the vicinity of this site, Policy CS9 (and the Core Strategy key diagram) identifies a strategic gap between Crowthorne and Bracknell. This was supported by the Entec study (August 2006), which formed a background study to the Core Strategy. It was referred to as Gap 5 in the Entec Study. The study states that much of the gap is woodland, including part of the Thames Basin Heaths SPA. The area does however include the large Crowthorne Business Estate (which forms part of the TRL site). However, it goes on to exclude the Crowthorne Business Estate, (where development could potentially be accommodated) from the gap. In the Inspector's report following the examination of the Core Strategy, the Inspector agreed with the Entec Study in that development at the Crowthorne Business Estate could potentially be accommodated without harming the function of the gap although it would need to be subject to more detailed landscape assessment (para 130 of the Inspector's report).

**2.8.151** Following adoption of the Core Strategy (Feb 2008), an application (07/01196/OUT) was refused and subsequently dismissed on appeal in June 2009 for a mixed use development proposal (see history above). In relation to the gap issues, the Inspector commented that whilst the gap policy may be deleted from the South East Plan, this should not be read as indicating that maintaining the separation and separate identity of settlements is not a legitimate planning aim (para. 777 of appeal decision). In relation to the appeal scheme, the Inspector noted (paras. 768-769) that there is currently and appears to be a substantial gap between Crowthorne and Bracknell, with the edge of the Bracknell built-up area being regarded as starting at the Nine Mile Ride/A3095 junction where houses are visible beyond the roundabout. The appeal decision states that if the appeal proposals had have gone ahead, the gap from the junction to the nearest building would have been less than 500m, which is a factual statement. The decision notice (para. 776) also sets out that the appeal proposals would not only have reduced the physical gap, but that the perception of the gap would have been compromised. It should be noted that the appeal decision makes it clear that the site is suitable for development but not in the form that was considered at the Inquiry, and concluded (para. 783) that despite the harmful effect upon the gap that the appeal proposals would have had, it is not to say that there is no possibility at all of a development proposal coming forward that would extend beyond the existing built-up

area (i.e. extent of employment designation defined on the Proposals Map in relation to BFBLP Policy E12, without having a harmful effect on the gap; simply that the appeal scheme did not achieve that.

**2.8.152** Current proposals not include the allocation of land north of Nine Mile Ride for development, thus helping to maintain a gap between Crowthorne and Wokingham. In his decision, the Inspector, noted how effective vegetation was in screening development to the north of Nine Mile Ride and stressed the importance of the perception of a gap, particularly along Nine Mile Ride. The Draft Submission Concept Plan proposes the retention of a green buffer, a minimum of 50m in width, along the northern edge of the site. This will assist in retaining the woodland appearance of the area and contribute to the separation of Bracknell and Crowthorne. It will be important that development is not visible from the northern side of Nine Mile Ride at the narrowest point of the gap.

**2.8.153** Although the site may appear flat when viewed from adjacent land, there is a change in levels across the site (Bracknell Road to Nine Mile Ride). The site high point and associated ridge lines are in the north eastern corner of the site. The topography and associated woodland cover within the area (that will form part of the SANG) will also help to screen any new buildings from the eastern approaches along Bracknell Road and Nine Mile Ride and maintain a buffer between settlements.

**2.8.154** When comparing the latest Concept Plan and the TRL Masterplan pursued at appeal (see below), it is apparent that the appeal scheme would have extended well into the gap area (which is particularly apparent beyond the 400m buffer line to the SPA). It is not only the development in its plan form that is a consideration in relation to the physical gap, and the perception of the gap, but also the scale and type of development. The appeal proposals were seeking 92,900 sq m of office floor space, in the form of a business park/large scale employment. The appeal decision made particular note that the 19m high office buildings (excluding roof plant) would be clearly visible, giving the impression of a layer of development extending back from the road (para. 772). The impression of a developed site was likely to continue into the hours of darkness when lights from windows in the office buildings would be seen. This would significantly change the perception of, what for the most part appears to be at present a dark and unlit site (para 774). The Draft Submission scheme does not propose development of this scale and nature within or adjacent to the gap area. A relocated Council Depot would be along the eastern part of the site (but adjacent to the eastern boundary of the developable residential area). This would involve small scale development compared to the 'large scale' employment proposed in the appeal scheme. The uses at the Depot are likely to comprise a parking area for the trucks and staff cars, an administrative office, and some covered parking/workshop/storage areas, perhaps up to two-storeys in height. The massing would be very different to that of a large scale employment/business park as proposed by the appeal scheme.

**Map 2.37 TRL appeal scheme masterplan (Source: application 07/01196/OUT)**



The Council considers it important to secure some form of buffer between existing settlements, particularly as the Inspector drew attention to this issue in the appeal decision on the earlier proposal. Many residents also feel strongly about this issue, and a number of comments were received in relation to this issue. It is not considered that the proposed redevelopment of the site prejudices any physical or visual buffer between the settlements of Crowthorne and Bracknell or Crowthorne and Wokingham.

Impact upon landscape character

**2.8.155** The site is located within Areas C1, C2 and B of 'Broad Area 3: North East Crowthorne' of the Landscape Capacity Study (Kirkham, April 2010) which was produced to support the Preferred Option. This has been supplemented with further landscape analysis specifically relating to the TRL site (Kirkham, August 2011). The whole area falls within the Crowthorne Business Estate Large Scale Enclosed Forest and Heaths (FH7) of the Landscape Analysis of Site Allocations and an Assessment of Green Gaps/Wedges (Entec, 2006).

**2.8.156** A small area of the northern part of the site, adjacent to Nine Mile Ride is referred to as 'Northern Wooded Plantations' (Area C1 of the April 2010 Landscape Analysis), although it should be noted that area C1 covers a larger area than the TRL site. Key features include continuous forest cover, and setting to Nine Mile Ride. The wooded character of Nile Mile Ride is highlighted as an important landscape feature of this part of the Borough and of the gap between Bracknell and Crowthorne and Crowthorne and Wokingham. The landscape capacity

of this area is classified as moderate to low. The Landscape Analysis (August 2011) concluded that the resulting green route along Nine Mile Ride must be of a sufficient width to properly screen the development, to avoid the perception of layers of built form when viewed from Nine Mile Ride (as referred to in the appeal Inspector's report - see above), and to retain a forest setting. The analysis recommends a green route at least 50m in width. This has been included on the amended Concept Plan to support the Draft Submission (see below). In relation to the wooded character of the gap, as the area to the north of Nine Mile Ride does not form part of the development site, the gap between Crowthorne and Wokingham should not be comprised.

**2.8.157** Land within the south eastern part of the site is referred to as 'TRL wooded plantations' (Area C2 of the April 2010 Landscape Analysis). Key characteristics are the continuous forest cover, forest setting to Nine Mile Ride and Bracknell Road, views from the adjacent roads and the importance of the landscape to achieving a gap between Bracknell and Crowthorne. The landscape capacity of this area is classified as moderate to low. Parts of the existing forest cover will be lost, however, there will be provision of a significant amount of SANG on the site, which offers an opportunity for replacement planting.

**2.8.158** Land in the centre of the site is referred to as 'Crowthorne Business Estate and TRL' (Area B of the April 2010 landscape analysis). Key features include the existing pattern of open areas and views from the surrounding road network. Attention is also drawn to the need to ensure that any development is designed to reflect and relate well to the landscape/townscape character of Crowthorne and Wokingham. The wooded character of Nine Mile Ride is also highlighted as an important feature as is the gap between Bracknell and Crowthorne. The landscape capacity of this area for additional development is classified as high (low landscape sensitivity). This site includes includes two major areas of development, dominated by mainly large scale blocks with ancillary buildings on a relatively flat site rising to the east and south-east. The landscape setting is hard, with large areas of hard surfacing broken by some scattered trees and ornamental planting. As already mentioned above, in accordance with the Landscape Analysis recommendation, a green route (50m in width) is shown along Nine Mile Ride in order to preserve the wooded character of the Ride. In relation to the the impact upon the townscape character of Crowthorne, the Concept Plan indicates a tree lined route along Old Wokingham Road which will reflect the landscape character.

**2.8.159** The north western corner of the site would remain undeveloped as open space. This would also add to the wooded nature of Nine Mile Ride and contribute to the formation of a soft edge to the settlement of Crowthorne.

**2.8.160** The above analysis indicates that from a landscape point of view, it would be preferable to locate any development on the Crowthorne Business Estate and adjacent land, as is shown on the Concept Plan. However, some of the land with a high capacity to accommodate development protrudes into an area that is within 400m of the SPA where residential development is not possible, although certain forms of non-residential development may be acceptable. The area concerned includes the TRL test track. The 'Crowthorne Business Estate and TRL' is surrounded by land with a moderate to low capacity to accommodate development. A large proportion of this land also falls within the 400m buffer of the SPA. This land has the potential to be used as SANG or OSPV in association with residential development elsewhere within the site. It would also seem logical to try and remove the old test track and return the land to a more natural state as part of a swathe of green space, which is indicated on the Concept Plan, and which also assists in reinforcing the buffer between settlements.

**2.8.161** To the west of the site is land within Wokingham Borough. Some of the land to the north west is allocated through Wokingham Borough Council's Core Strategy as a Strategic Development Location (SDL South Wokingham). It is likely that land within the eastern part of the SDL will form green space. As the land to the north of Nine Mile Ride does not form part of the site, this will help to maintain the gap between the two substantial settlements of Bracknell and Wokingham.

### **Impact upon the character of the settlement**

**2.8.162** The area is divorced from the settlement of Bracknell both visually (due to tree cover) and physically by other land and the road network. It could not be acceptably integrated with the community of Great Hollands. This site is partly brownfield, and includes employment uses dominated by mainly large scale blocks with ancillary buildings on a relatively flat site on land rising to the east and south-east. The existing landscape setting is hard, with large areas of hard surfacing broken by some scattered trees and ornamental planting.

**2.8.163** The western boundary of the site (Old Wokingham Road) adjoins a residential area of Crowthorne that lies within Wokingham Borough. The Master Planning Report (Urban Initiatives, October 2010) comments that the townscape is characterised by semi permeable blocks of detached housing that enclose the street and create a well connected legible neighbourhood. Just to the north of Hatch Ride and west of the Old Wokingham Road is an area of woodland that is allocated as a long term housing site in the Wokingham District Local Plan for 70 dwellings (saved Policy WH5 – PWT11). No development has taken place and no planning permission has been granted. Wokingham Borough Council is currently preparing a Managing Development Delivery Development Plan Document (MDD DPD). The draft options version of the document was published for a period of consultation between June and July 2011. The draft options version proposes that this site is carried forward into the MDD DPD.

**2.8.164** In relation to the appeal decision (June 2009), the Inspector discussed the impact on existing residential development along Old Wokingham Road and concluded that it would be preferable to avoid designing a development that was largely screened by trees along Old Wokingham Road as although the character of the street would change to one that was clearly within the built up area of Crowthorne, this would assist the creation of an integrated, inclusive community. Although it is intended to retain a line of trees along Old Wokingham Road, it is not intended to create a strong green buffer to the development. Trees retained should allow for glimpses in and out of the development. It is hoped to create the appearance of a green boulevard - the Concept Plan for the site indicates the retention of a green frontage along the road.

**2.8.165** The Inspector also considered that there was sufficient distance between the TRL site and existing residential properties to avoid a material loss of privacy and have an effect on outlook. Any development of the site should therefore aim to integrate with the residential area to the west. Regard needs to be paid to the existing street network and block structure. Whilst existing development is fairly low density, it is considered that there is scope to reflect this within certain parts of the site but to achieve higher densities in other areas. The Concept Plan includes a new neighbourhood centre (envisaged to be a parade of shops serving the local area) that will assist in the integration of the development with the existing built up area. It is noted that the Inspector commented that a housing development of the scale proposed would be expected to have some shops (para. 915). Other facilities will also be provided within the development such as the primary school and community centre that will draw some people in from other parts of the settlement and encourage integration.

### **Impact upon the historic environment (Historic Park and Gardens, Listed Buildings, Conservation Areas, Archaeology)**

**2.8.166** The site is not constrained by either Historic Park and Gardens or Conservation Areas, so these matters do not need to be considered further.

**2.8.167** The Archaeological Site Assessment (Berkshire Archaeology, March 2010) states that an independent archaeological assessment of parts of this area have shown evidence of sites of local and regional importance to be present. The area is associated with high archaeological potential. Limited archaeological investigations of a number of earthworks are recorded. The main Roman road from London to Silchester (known locally as the Devils Highway) crosses below this area. As well as the remains of the structure of the route way itself, it is likely that sites in the area contain remains reflecting roadside development throughout the Roman period. Any such remains would be considered to be highly significant.

**2.8.168** It is recommended therefore that a programme of assessment and evaluation be undertaken to inform development proposals. Depending on the results of this investigation, further work may be required to ensure that the impact on archaeology can be mitigated satisfactorily and may be secured by a condition attached to any planning permission granted.

**2.8.169** A Listed Building (Windy Ridges) adjoins the site along Bracknell Road. This is within the 400m boundary of the SPA and therefore any development is unlikely to be in close proximity of this building. However, development will need to have regard to the setting of the Listed Building.

### **Impact upon biodiversity**

**2.8.170** The south eastern boundary of the site adjoins the Thames Basin Heaths SPA and Broadmoor to Bagshot Woods and Heaths SSSI and Sandhurst to Owlsmoor Bogs and Heaths SSSI. There are also a number of Local Wildlife Sites adjacent to the area. The eastern half of the site is a Thames Basin Heaths BOA.

**2.8.171** The heathland, acidic grassland and scrub habitats have the potential to support reptiles. The ponds within the site could support great crested newts. Buildings to be demolished and mature trees have the potential to support roosting bats, and could also form bat commuting routes and foraging areas. The site also has the potential to provide habitat for breeding birds and invertebrates. Further surveys and assessments would need to be undertaken, so that any appropriate mitigation could be identified. The need for the development to have regard to biodiversity assets, and not result in harm to the Broadmoor to Bagshot Woods & Heaths SSSI, and undertake appropriate ecological surveys and mitigation of any impacts is included as part of the requirements for the site (see below).

### **Impact upon the Thames Basin Heaths SPA**

**2.8.172** Part of the site adjoins the Thames Basin Heaths SPA and some of it is within 400m of the boundary. The rest of the area is within 400m – 5km of the SPA. Any residential development would be confined to this area.



**2.8.173** Given the site's proximity to the Thames Basin Heath SPA, mitigation measures of an exceptional high standard will be sought (refer to Appeal Decision). This will include provision in perpetuity of on-site bespoke SANG significantly in excess of 8ha per 1,000 new population, a financial contribution towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance.

**Impact upon resources (previously developed land/greenfield, agricultural land classification, flood issues, minerals)**

**2.8.174** TRL formerly occupied most of the land to the south of Nine Mile Ride and it includes the Crowthorne Business Estate. It is predominantly previously developed land, it is also Grade 4 Agricultural Land.

**2.8.175** PPS7 (para. 28) seeks to avoid development on the best and most versatile agricultural land (defined as grades 1, 2 and 3a of the Agricultural Land Classification). It also sets out that little weight in agricultural terms should be given to the loss of agricultural land in grades 3b, 4 and 5, except in areas (such as uplands) where particular agricultural practices may themselves contribute in some special way to the quality and character of the environment or the local economy. If any undeveloped agricultural land needs to be developed, any adverse effects on the environment should be minimised. As the site is not classified as Grade 3a or above, it is not considered that there would be any implications in terms of loss of agricultural land.

**2.8.176** Given the current/previous use of the site for business use and as a transport research laboratory, there may be potential for contamination, which would need to be investigated and mitigated as required.

**2.8.177** The SFRA (Halcrow, September 2010) comments that the area is within Flood Zone 1. The indicative surface runoff risk map shows a fair amount of the site within a surface runoff flood risk area. Part of the area is on the lowest permeability soil in the Borough so has the highest probability of generating surface runoff. If development of the area is to be pursued, an FRA will be required. When looking at the distribution of any development on the land, the layout should ensure that the most vulnerable uses are located in the areas of least surface runoff flood risk. Any increased surface water runoff following development should be mitigated and the use of SUDs should be given priority. There are several small streams and ponds within the site which have an associated flood risk. It is therefore advisable to provide open space around them. The streams are currently culverted for part of their length and would benefit from being de-culverted to provide ecological and aesthetic benefits. A requirement for SUDs is included with the policy for this site.

**Accessibility/Transport**

**2.8.178** The Bracknell Multi-Modal Transport Model has been used to assess the impacts of proposed development and infrastructure within BracknellForest (whilst also taking into account the proposed development in Wokingham).

**2.8.179** Traffic models have been produced for the AM and PM peak hours (0800 – 0900 and 1700 – 1800 respectively), representing existing and potential traffic conditions for the following scenarios:

- Baseline traffic situation in 2007
- Reference Case forecast in 2026

- Core Strategy forecast in 2026
- Final Forecast in 2026

**2.8.180** The Reference Case scenario includes only committed developments and highway improvement schemes for the Borough, to 2026. Included within this is an estimate of generic housing and employment growth across Bracknell Forest and surrounding authorities. The Core Strategy forecast takes account of development in this DPD including Amen Corner, Warfield and the Town Centre.

**2.8.181** The Final Forecast builds on the Core Strategy and incorporates any associated highway infrastructure, as well as potential junction mitigation schemes that will be necessary to accommodate the combined impacts of all of the developments that are envisaged up to the year 2026. These improvements focus on the Borough's own strategic network which showed an increase in level of service once all development had been included.

**2.8.182** Developers will be required to contribute in-kind and/or financially towards the implementation of the highway-capacity related improvement works identified by the Council and towards other local transport improvements for 'soft modes' etc. The level of contribution will reflect the net number of additional trips arising from the proposed development relative to all trips arising from the planned and windfall developments (see 'Impact upon infrastructure and capacity to improve infrastructure' section below for transport infrastructure requirements).

**2.8.183** The site is conveniently located for cycle and pedestrian infrastructure and is in walking distance of Crowthorne High Street. However, it is disadvantaged by its distance to Bracknell Town Centre. Whilst the Town Centre can be accessed via the A3095, the road suffers congestion in peak periods. Access to public transport would be achieved by rerouting the existing 194 service and increasing its frequency but sufficient dwellings would be needed to support such improvements.

**2.8.184** It is noted that the Inspector commented in his decision that the site was not so remote as to be completely unsuitable for development of any form or scale. The site is about 5 km from the centres of Wokingham and Bracknell, about 15km from the regional hub of Reading and adjoins the built up area of Crowthorne which is a sizeable settlement in its own right (para 785 and 786).

### **Impact upon infrastructure and capacity to improve infrastructure**

**2.8.185** The following section provides a summary of infrastructure requirements that will be sought from strategic development sites. A comprehensive list can be found in the Infrastructure Delivery Plan (IDP).

#### **Transport**

**2.8.186** Trips generated from the site along with other development would impact on a number of the Borough's busiest junctions. An increase in peak hour activity is expected over the current levels of traffic and the direction of flow will be different when compared with the existing uses, with the majority of proposed residential trips leaving the site in the morning peak and returning during the evening peak. This is the opposite to commercial development and as a result capacity improvements will be required to a number junctions along the A3095, B3430, B3348 which could include Foresters Way/Nine Mile Ride, Coral Reef Roundabout, Bracknell Road/Old

Wokingham Road and Crowthorne High Street/Dukes Ride. Impact on the Strategic Road Network is also highlighted as a consideration, particularly Junction 10 of the M4 and Junction 3 of the M3.

**2.8.187** Any development needs to be designed so that all new properties are less than 400m walking distance from a reasonably spaced bus stop on a sustainable bus route to Bracknell Town Centre. Sustainable transport routes throughout the site should be made direct and attractive to all - this could include the use of bus priority measures. As stated under accessibility, this could be achieved by alterations to existing 194 route as well as further changes to services running from Wokingham with the aim of running a bus route to Crowthorne Rail Station.

**2.8.188** A number of improvements to the pedestrian and cycleway network would be required that provide direct access to services including Bracknell Town Centre, Crowthorne High Street, employment areas and schools.

### **Waste Management**

**2.8.189** The development will require either one underground or two overground waste recycling facilities with good access. This will promote recycling and reduce the need to travel to strategic waste recycling facilities.

### **Education**

**2.8.190** The development would be expected to provide an on-site 2 form entry Primary School on sufficient land to allow expansion. Financial contributions will be sought towards off-site provision of secondary school places at Easthampstead Park and special educational needs places in the proposed Educational Village on land at Blue Mountain (Policy SA7). The new on-site multi-functional Community Hub is required to include an element for Early Years and childcare needs.

### **Community Facilities**

**2.8.191** An on-site multi-functional Community Hub, provided by the developer with adjoining land sufficient to allow for expansion should additional need arise, will be sought. The Hub will accommodate a range of functions: a community centre, youth centre, early years and childcare, police point and community café, creating a focal point for community activity.

### **SPA Avoidance and Mitigation**

**2.8.192** See 'Impact upon the Thames Basin Heaths SPA' section, above.

### **Open Space**

**2.8.193** A comprehensive package of on-site Open Space of Public Value (OSPV) will be sought from the development. Active OSPV should incorporate sports pitches, allotment plots (there are currently no plots in Crowthorne) and play provision to cater for a broad age range. Passive elements of OSPV should include enhancement of the woodland character with improved public access and the creation and conservation of greenspace for the benefit of biodiversity.

**2.8.194** There are currently some private squash courts and tennis courts within the site, near the TRL headquarters building. Some concern has been expressed about the possible loss of these facilities. The developer has indicated that it may be possible to replace some of these facilities in the vicinity of the community centre.

### **Public Rights of Way**

**2.8.195** Opportunities should be sought to link into existing and establish new Public Rights of Way between Crowthorne and the south west edge of Bracknell (Great Hollands/Hanworth) away from the busy road network.

### **Flood Defence**

**2.8.196** The integration of Sustainable Drainage Systems (SuDS) into the development to reduce surface water runoff to greenfield rates will be sought to mitigate against flood risk. Existing watercourses should be retained and integrated into the site's green infrastructure network to provide a host of other sustainability benefits beyond SuDS, including that of amenity and biodiversity.

### **Potential to build a sustainable community including helping to meet local housing needs and wider community benefits**

**2.8.197** The site has a potential capacity of 1,000 dwellings. The site relates to the existing settlement to the west of Old Wokingham Road (this is categorised as a category A settlement in the Wokingham District Local Plan which indicates that it is regarded as a sustainable settlement), however, this forms part of the wider Crowthorne urban area. Crowthorne Centre (High Street) is about 1.5km from the site.

**2.8.198** The scale of development likely to be achieved is sufficient to deliver a neighbourhood centre along Old Wokingham Road, a primary school and a multi-functional community hub. The neighbourhood centre would act as a focal point and help meet the everyday needs of residents living in the vicinity, and would provide a small parade of shops (of purely neighbourhood significance).

**2.8.199** Much of the site is enclosed by fencing and there is no public access. The development of the site would be supported by SANG and OSPV. It would therefore open up additional recreational opportunities in the area.

**2.8.200** The Bracknell Forest Housing Market Assessment (HMA) sets out an assessment of future housing needs, including size and tenure. Section 2 of this Background Document provides a summary of the findings of this Assessment. It identifies (para 2.1.35) that it is not considered appropriate to prescribe in the SADPD the type and size of homes to be delivered on each allocated site. Policy SA5 of the Draft Submission SADPD relating to land at the TRL identifies that affordable housing will be sought in accordance with policy. Core Strategy Policy CS16 identifies that a range of housing types, sizes and tenures will be sought which contribute to meeting the identified housing needs of all sectors of the community.

**2.8.201** The HMA divides the Borough into six sub areas. Land at the TRL lies within the 'South' area. The HMA identifies that this sub area is characterised by a higher percentage of family households and a lower percentage of single person households, particularly older single

people compared to the sub districts and the Borough as a whole. There is also a high percentage of home ownership. This area has a lower percentage of smaller (1 and 2 bedroom) homes and a higher percentage of detached homes.

**2.8.202** Development on land at the TRL is identified as an opportunity in the HMA to deliver a range of types and sizes of homes and in particular as an opportunity to:

- Deliver higher affordable housing quotas given the low percentage of social rented compared to elsewhere in the Borough;
- Deliver affordable older person accommodation to encourage down sizing of existing tenants;
- Deliver smaller homes because of the limited number in stock; and,
- Provide larger homes as part of the mix due to the existing character of the area.

### **Viability**

**2.8.203** The Strategic and Small Sites Viability Study comments that this is a relatively complex site due to abnormal issues and added costs, but that the range of appraisal outcomes indicate that it will be possible to create a significant level of land value here. Given the mix of low grade industrial / storage, hardstanding areas, specialist facilities with limited or no alternative use, greenfield / amenity / woodland and other existing use elements involved, the levels of land values that could be available after allowing for the range of costs and obligations factored-in at this stage, suggest the potential for viable housing development in this location. The Study takes account of the fact that the TRL Headquarters building is to be retained and is not therefore an existing use value barrier to the proposals.

### **Availability**

**2.8.204** Legal and General control the site (SHLAA ref 33), which is available for development as TRL's lease on the land ended in 2011. A few short term leases are running on premises within the CBE. Another small parcel of land off Nine Mile Ride (SHLAA ref 264) has been confirmed as available.

### **Phasing and Monitoring**

**2.8.205** The area to be developed is primarily previously developed land and should therefore be given priority. Almost all the site is within single ownership (Legal and General). The owner/developer is currently engaged in discussions about the future of the site with a view to submitting a planning application in the near future. Provided that an acceptable scheme is negotiated (including satisfactory mitigation) and planning permission is granted in parallel with the SADPD process, it is envisaged that housing could be delivered at a fairly early stage following adoption of SADPD. Timescales are also dependent on the landowner marketing the site and engaging developers who may then need to gain permission for reserved matters depending on the nature of the principal application.

**2.8.206** Whilst time needs to be allowed for the clearance and re-grading of the site (including the creation of flood attenuation areas and laying out of the SANG), the Housing Trajectory shows the site starting to deliver new homes during 2014/15. This accords with Legal and General's estimates although the suggested scale of delivery is lower, particularly during the first year. The Council's projections also show a slightly slower rate of delivery resulting in the completion of the site in 2020/21 (a year after Legal and General estimate). This is based on

the need for infrastructure, particularly additional educational facilities, market conditions and delivery rates plus the intentions and capacity of other house builders in the area (Jennetts Park and the Wokingham South Strategic Development Location for 2,500 houses).

**2.8.207** The annual commitments exercise will be used to record progress made on the grant of planning permission and subsequent construction of dwellings on the site. The results will feed into the Housing Trajectory and assessment of the rolling 5 year housing land supply.

### **Rationale/justification of uses within the site**

#### Housing:

**2.8.208** 1,000 units are proposed on the TRL site, which equates to an approximate density of between 30-35dph. This is considered to be an appropriate density and number of units for the site, given surrounding development. This is a lower density than the dismissed appeal scheme, which proposed a density of between 40-45dph.

**2.8.209** The existing number of units within Crwothorne (including those within Wokingham Borough) equates to around 4750 units. Development proposed at both TRL and Broadmoor (through policies SA4 and SA5) would result in an additional 1,270 properties. This would result in a 27% increase in the number of units for Crowthorne (excluding small sites). This is considered to be an appropriate increase, bearing in mind that as set out in section '2.3 'How will the housing requirement be met?', existing commitments and proposed allocations demonstrate a spread of development across the Borough, with the largest proportion centred within the urban area of Bracknell Town.

#### Removal of existing employment designation:

**2.8.210** The Crowthorne Business Estate is identified as a major employment site in the countryside. The purpose of this designation was to recognise the need for some change of use, infilling or redevelopment but to take account of the surrounding countryside. The existing site is occupied by offices and various testing and other facilities. The buildings (to be demolished) have a total floor space of about 47,000sqm, varying in size, quality and nature. Most of the buildings are vacant (following TRL's relocation to a new HQ building in 2004). At the 2008 appeal, it was agreed that they have little or no potential for re-use.

**2.8.211** The Employment Land Review (ELR) makes it clear that there is an oversupply of B1 floor space within the Borough and suggests that consideration should be given to releasing this site for housing and other uses. Furthermore, the site is not an ideal location for major office development since it is some distance from a town centre location (paras. 7.35 - 7.36). The redevelopment of the site would result in regeneration of a site which has fallen into disuse due to the changed circumstances. A number of comments on the Preferred Option commented that the Council should be seeking to re-use existing office sites for housing development. The loss of B1 office floor space responds to comments that have been made, and would help to achieve a better balance between housing and employment. It is therefore proposed to remove the designation and allocate the site for mixed use development including a substantial amount of housing. Allocation of this site will require a change to the Proposals Map to remove the existing employment designation (see section: 5 'Changes to the Proposals Map').

#### Proposed/retained employment uses:

**2.8.212** The proposal would seek to retain the existing TRL headquarters building and re-provide the existing Crowthorne Enterprise Centre. The latter currently comprises 1,456 sq.m. of floorspace plus 65 parking spaces. It provides small starter units for businesses in the area. This would mean that employment opportunities would continue to exist in the area (though not of a scale of the current CBE and refused appeal scheme).

#### Relocated Depot:

**2.8.213** A number of objections were received to the Preferred Option consultation to the proposal to relocate the Council Depot. The proposal is to establish the principle of the use of the Depot, and is being promoted by the site's owners with the backing of the Council. The existing Depot site in Bracknell was included in the Preferred Option consultation as a location for high density housing in a sustainable location close to the town centre for high density housing, reducing the need for additional greenfield allocations.

**2.8.214** The plan is to relocate the existing depot uses i.e. refuse collection, street cleansing, landscape and possibly the highway maintenance function including the salt barn. Refuse and recycling trucks would be parked overnight. They would leave at 7am and return by 4pm. No refuse would be kept on site overnight. There would be about 20 other vehicles stored on site for street cleansing and landscape - mostly smaller pick up type vehicles. There would also be a parking area for staff cars and an administrative office/workshop/storage areas. Specific details will depend on the requirements at the time. The landowner is suggesting that the land for the Depot could be made available at a fairly early stage in the development.

#### Other uses:

**2.8.215** A Care Home (Use Class C2) providing a high level of care for residents who require constant nursing care and who have significant deficiencies with daily living is proposed on the eastern side of the developable area. This will help meet any need for this form of accommodation as a result of the ageing of the population and in particular, the growth in the older age groups - see Section 2.11 of this document. It is envisaged that the facility would accommodate approximately 80 people (about 3,600 m<sup>2</sup> of floorspace).

**2.8.216** The proposed development would be of a sufficient scale to produce a critical mass to deliver a neighbourhood centre, primary school and multi-function community hub. The neighbourhood centre would be located adjacent to Old Wokingham Road and would be based around a square. It would meet the everyday needs of residents living in the vicinity. The centre would comprise a small parade of shops of purely neighbourhood significance. It may contain a convenience store along with a café, dry cleaners, hairdressers etc. At present there is no need to define the centre further either in policy or on the Proposals Map. The current policies which apply to Neighbourhood Centres (formerly Local Parades) will apply to Neighbourhood Centres.

#### **Concept Plan**

**2.8.217** The concept plan for the TRL site has been amended as below. The development will look towards and connect to Crowthorne. A green buffer, a minimum of 50m in width, along the northern edge of the site retains the wooded nature of Nine Mile Ride and contributes to the separation between the settlements of Bracknell and Crowthorne. This is supported by the Landscape Study, para 2.7.132a, and responds to comments received at the Preferred Option

stage. The north eastern corner of the site is devoid of development to retain the wooded landscape character and further contribute to the sense of separation with an area of wooded green space similarly provided in the north western corner.

**2.8.218** Old Wokingham Road will continue to act as a transitional area between green space to the north and the built up area, with the new dwellings sitting behind a green, treed frontage. The new neighbourhood centre will create a focal point around a square, serving both the new development and existing development to the west, hence its location at a high profile point along the Old Wokingham Road. Gateway features and a landmark building of an appropriate scale and design for the neighbourhood centre should be incorporated into any future detailed designs, providing a subtle announcement of the entrance to the development. The design of the centre will need to be considered carefully to ensure that conflicting movements with existing junctions on the opposite side of Old Wokingham Road are avoided while ensuring that the historical ride can be maintained as a pedestrian/cycle route running through the central square. The road around the square is likely to operate as a one-way route from south to north to ensure that no conflicts are created and the proposed parking operates efficiently.

**2.8.219** Part of the site is within the 400m SPA boundary. This area is given to the provision of SANG and OSPV. A key link providing a design feature is envisaged running through the centre of the site between the green areas to the north and this green space to the south. This link could provide a wide, treed street with elements of water contributing to Sustainable Drainage Systems (SuDS) for the site. New community facilities, a new 2 form entry primary school and a care home will be sited alongside the green space of the SANG and OSPV. Such a location will offer the opportunity to maximise the benefits of the recreational opportunities offered by the green space together with the tranquility of the area and pleasant views.

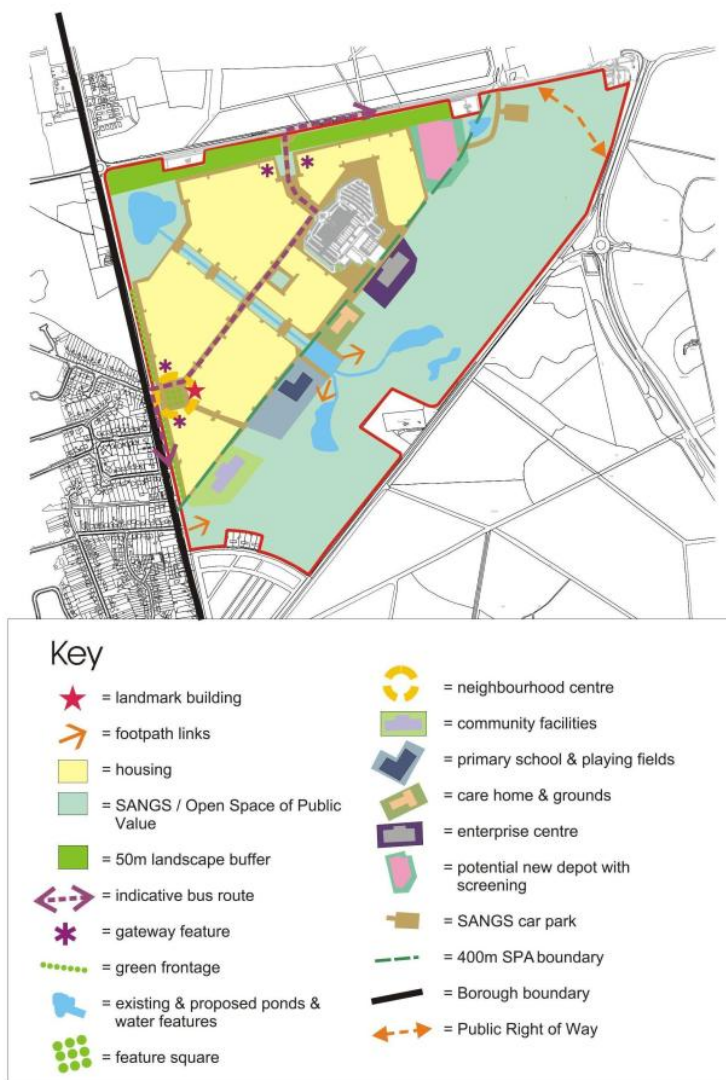
**2.8.220** The community hub and primary school would be located so that they are linked to the proposed new housing as well as the new public open space.

**2.8.221** The existing Enterprise Centre on the site is relocated to sit adjacent to the current TRL Headquarters building. A new Depot would be provided a little further north. Such facilities will mean that some employment opportunities are retained on the site. The location of the Depot has had regard to the gap between settlements.

**2.8.222** The amended concept plan for the Draft Submission Document is as follows:



**Map 2.38 Draft Submission Concept Plan for TRL**



**Developer response to Preferred Option consultation**

**2.8.223** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the TRL site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**2.8.224** The main issues raised by the promoters of the site in response to the Preferred Option consultation related to points of clarification and suggested rewording of Policy SA5. They also made comments about the Preferred Option Housing Trajectory and advised that the site could be brought forward earlier than set out in the Preferred Option. They also considered that the site should have been given a higher score in the Draft Sustainability Appraisal.

**2.8.225** TRL's masterplan is broadly in line with the Council's proposals for the site. The Policy will be reworded to provide consistency of approach with other policies in the SADPD, and delivery details as shown in the Housing Trajectory have been adjusted. In relation to the Draft Sustainability Appraisal, the score was based on the information available at the time. For the appraisals of all sites to be comparable, it is important that they are based on a similar level of detail. As work has progressed, further information has been provided on mitigating impact which has an effect on the score.

**Main issues raised by local residents in response to the Preferred Option consultation**

**2.8.226** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the TRL site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**Table 2.5**

Summary of Main Issues Raised	Council's Response
<p>No need for additional development in Crowthorne, too much development is planned/development should be spread across the Borough.</p>	<p>It is acknowledged that some development has occurred in Crowthorne over the last few years. However, the population of the Borough and number of households is projected to grow further and there is a need to provide additional housing.</p> <p>All sites proposed have been submitted as available for development through the SHLAA, including some small sites within and on the edge of the existing settlement. A number of the sites (including TRL and Broadmoor) involve previously developed land where some form of change is required due to the presence of buildings/uses that no longer meet current needs. National policy (PPS1 and PPS3) suggests that priority should be given to these sites.</p> <p>In allocating sites, the Council must follow the locational principles set out in Policy CS2 of the Core Strategy. Whilst it is acknowledged that the proposals equate to an increase of approximately 30% in the number of properties in Crowthorne as a whole, the Council's proposals also include a number of sites in other parts of the Borough including large sites at BlueMountain and Amen Corner North, Binfield. The capacity of available sites in other parts of the Borough is not sufficient to accommodate all future development needs.</p>

Summary of Main Issues Raised	Council's Response
	<p>Consideration of sites has taken account of a wide ranging evidence base, including transport work, landscape analysis and Sustainability Appraisal.</p>
<p>Many issues were raised in relation to transport, in particular, impact upon local road and the strategic road network.</p>	<p>The Council has modelled the cumulative effect of development impacts on the local highway network both with and without the proposed developments and the accompanying highway improvements. The Council and Wokingham Borough Council are working closely with the Highways Agency regarding the impact on the Strategic Road Network. The model demonstrates that the proposed improvements will not lead to a deterioration over the baseline situation that takes account of background traffic growth and the additional traffic that the new development will generate and that from proposed development in Wokingham.</p> <p>Developers will be expected to demonstrate how proposed transport improvements will mitigate the impact of their development and this will involve contributing in-kind and/or financially towards highway, public transport and pedestrian/cycleway improvements, to facilitate traffic movement, encourage more sustainable modes of transport and ensure good access to community facilities – reducing the need to travel by private vehicles.</p>
<p>Concern was also raised regarding the relationship of development planned in Wokingham, and whether the cumulative impacts of developments (Broadmoor, TRL and those in Wokingham) had been undertaken, including cross-boundary working with Wokingham.</p>	<p>The proposals have been developed in the knowledge of the proposed development in Wokingham Borough. The Councils have exchanged data which has been fed into their respective transport models. Joint working has also taken place on various items of infrastructure, including education facilities. A dialogue with officers will be maintained as preparation of the SADPD continues.</p>
<p>Concerns regarding the impact of development upon local facilities/services</p>	<p>Service providers have been involved from the early stages of the Infrastructure Delivery Plan (IDP), they therefore have the information to establish what the likely pressures on their service will be.</p>

Summary of Main Issues Raised	Council's Response
	<p>The infrastructure required to mitigate proposed development is set out in the IDP which supports the SADPD. This would be secured through a Section 106 Legal Agreement or Community Infrastructure Levy (CIL), at the planning application stage.</p> <p>Developers will be required to mitigate against the impact of their development on services, e.g. through on-site provision of a community facility and off-site highway junction improvements. Some new services will also benefit existing residents e.g. an improved bus service.</p>
<p>Issues were also raised with respect to the relationship of the proposals with the Thames Basins Heath SPA, as parts of the site are within the 400m to the SPA</p>	<p>Natural England has not objected to the proposals in relation to the proximity of the development to a SSSI/SPA.</p> <p>The Council recognises that this site is close to the SPA. According to the Conservation of Species and Habitats Regulations 2010, it is required to take account of any adverse impacts on the Thames Basins Heath SPA that might arise as a result of the potential development in consultation with Natural England. This is outlined in one of the documents issued to support the DPD - the Habitats Regulations Appropriate Assessment.</p> <p>Any redevelopment will be accompanied by a package of measures to mitigate against any adverse impact on such sites. This will include substantial open space and SANG in order to mitigate the impact of the proposals upon the SPA.</p>
<p>Impact of the proposals upon the gap between Crowthorne and Bracknell/disposition of uses within the site.</p>	<p>The north western corner of the site would remain undeveloped as open space. Furthermore, a 50m green route will be indicated along the northern boundary of the site adjacent to Nine Mile Ride. Further consideration has been given to the location of uses within the north east corner of the site in order to retain a buffer between the settlements of Crowthorne and Bracknell. The aim is to retain an area of wooded landscape character devoid of development between the two settlements.</p>

Summary of Main Issues Raised	Council's Response
	<p>The south eastern edge of the site is within the 400m buffer of the SPA. By providing this land as open space to mitigate the impact upon the SPA, it is considered that potential issues of coalescence between Crowthorne and Bracknell can be reduced.</p>
<p>Many residents also queried why the site is being promoted given the Council's success at defending the site from a previous scheme on appeal.</p>	<p>The mixed use planning application was refused in 2008 and was subsequently the subject of an appeal. It was assessed against the policy framework that existed at the time.</p> <p>Since that time, the Council has started work on the SADPD with a view to allocating sites to meet the need for growth. The document will eventually form part of the planning policy framework. The consideration of this site through the LDF process ensures that the site is not considered in isolation. The advantages and disadvantages of developing the site are being considered alongside other alternative locations. Due to the scale of housing that remains to be accommodated and the range of sites available, it is clear that there is a need to allocate land on the edge of existing settlements that is currently defined as countryside for planning policy purposes.</p> <p>The appeal decision makes it clear that the site is suitable for development but not in the form that was considered at the Inquiry. The scheme currently being promoted is of a very different scale and nature and will be required to mitigate its impact.</p>

### **Sustainability Appraisal (SA)**

**2.8.227** Overall this site scored positively in relation to the Sustainability Appraisal Objectives, and scored higher than the other urban extension sites (Broadmoor, Amen Corner North and BlueMountain). Positive scores related to the provision of housing (including affordable housing provision), use of previously developed land, provision of a local centre, multi-functional community hub, primary school, and provision of a significant amount of publicly accessible open space.

**2.8.228** The Sustainability Appraisal highlights that this site is poorly served by public transport, despite bus services, these do not serve Crowthorne train station, however, this site would be required to provide contributions to improvements to public transport (bus services) and non-car modes of transport such as cycle and footpaths (see IDP for further details).

**2.8.229** The Sustainability Appraisal acknowledged that residential development would not be permitted within the 400m buffer area (as is depicted on the Concept Plan for Land at Transport Research Laboratory). Furthermore, on-site bespoke SANG will also be required to mitigate the impact of the development upon the SPA. However a negative score was given as it is not clear that the sites specific habitat which could be of county importance would not be harmed. The profile for the site requires development be accompanied by appropriate tree and ecological surveys.

**2.8.230** The Sustainability Appraisal highlights the loss of an existing designated employment area. Whilst the site would result in the loss of employment land, the proposal would seek to retain the existing TRL building and reprovide the existing Crowthorne Enterprise Centre (providing small starter units for businesses in the area) and would mean that employment opportunities would continue to existing in the area (though not of a scale of the current Crowthorne Business Estate). The ELR makes it clear that whilst there is an over supply of offices within the Borough, there is a demand for provision of some smaller uses including storage and distribution (B2 and B8 uses). The proposals to retain the existing TRL HQ and reprovide the existing enterprise centre would be in accordance with the recommendations of the ELR.

### **Changes to the SADPD Policy Wording**

**2.8.231** Following the consultation on the SADPD Preferred Option, it became apparent that there were internal inconsistencies between the policies in terms of how they were worded, and items that were included within the policies (in terms of infrastructure requirements). The policies have been reworded so that they are consistent within the document. The first part of the policy sets out the key elements of the proposal, and the second part sets out the main items of infrastructure (rather than listing every single item of infrastructure as was the case at the Preferred Option Stage).

### **Requirements for the Site:**

**2.8.232** In order to provide some clarity to future developers, a list of requirements will be included as an appendix to the SADPD Draft Submission Document. This will help to also provide a consistent approach with how sites are treated, and considered in the SADPD document (at the Preferred Option stage, requirements were only included for the smaller sites):

- No residential development within the 400m buffer to the SPA;
- Provision of on-site Open Space of Public Value;
- Measures to avoid and mitigate the impact of residential development upon the Thames Basin Heaths SPA in agreement with Natural England. This will include provision in perpetuity of on site bespoke SANG significantly in excess of 8ha per 1,000 new population, a financial contribution towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance;
- Provision of Green Infrastructure;
- Appropriate ecological surveys and mitigation of any impacts;
- Have regard to biodiversity assets, and not result in harm to the Broadmoor to Bagshot Woods & Heaths SSSI
- Have regard to and respect the setting of nearby Listed Buildings;
- Appropriate tree surveys and protection of trees, including those subject to a Tree Preservation Order;

- Provision of affordable housing subject to viability;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Protection and enhancement of Public Rights of Way;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Integration of Sustainable Drainage Systems;
- Mitigation of impacts in accordance with the Infrastructure Delivery Plan;
- Be in accordance with national and local policy requirements.

This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

Applications for development of the site should also have regard to relevant SADPD Supporting Documents, and any requirements for further studies, such as a Flood Risk Assessment, Archaeological Reports and a Landscape Masterplan.

Any applicant is also advised to submit a Screening Request to determine whether an Environmental Impact Assessment of the proposals is required.

Allocation of the site requires the land to be identified on the Draft Submission Proposals Map as an allocation, and removal of the employment area shown on the current Proposals Map.

## Land at Amen Corner North, Binfield (Policy SA6)

### List of evidence relevant to the consideration of this policy

Aerial photos

Archaeological Site Assessments (March 2010)

Bracknell Forest Borough Local Plan, saved policies (January 2002)

Bracknell Forest Housing Market Assessment (October 2011)

Character Area Assessments Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Transport Accessibility Assessment (November 2010)

Habitat Regulations Appropriate Assessment (November 2011)

Infrastructure Delivery Plan (November 2011)

Inspector's Report on the Examination of the Core Strategy (November 2007)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec, August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Landscape Analysis, prepared post-consultation on Preferred Option (Kirkham, August 2011)

Master Planning Support (October 2010)

Ordnance survey plans

Phase 1 Ecological Surveys (June 2010)

Proposals Map (April 2010)

Relevant planning history

Responses made to Site Allocations Preferred Option consultation

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

Strategic Flood Risk Assessment (August 2010)

Sustainability Appraisal (November 2011)



Transport Modelling & other associated reports (October 2011)

Viability Study(November 2011)

**Map 2.39 Aerial photo of Amen Corner North.**



## **Relevant Planning History**

### **Planning applications**

**2.8.233** There are no relevant planning applications relating to the site.

### **Development plan process**

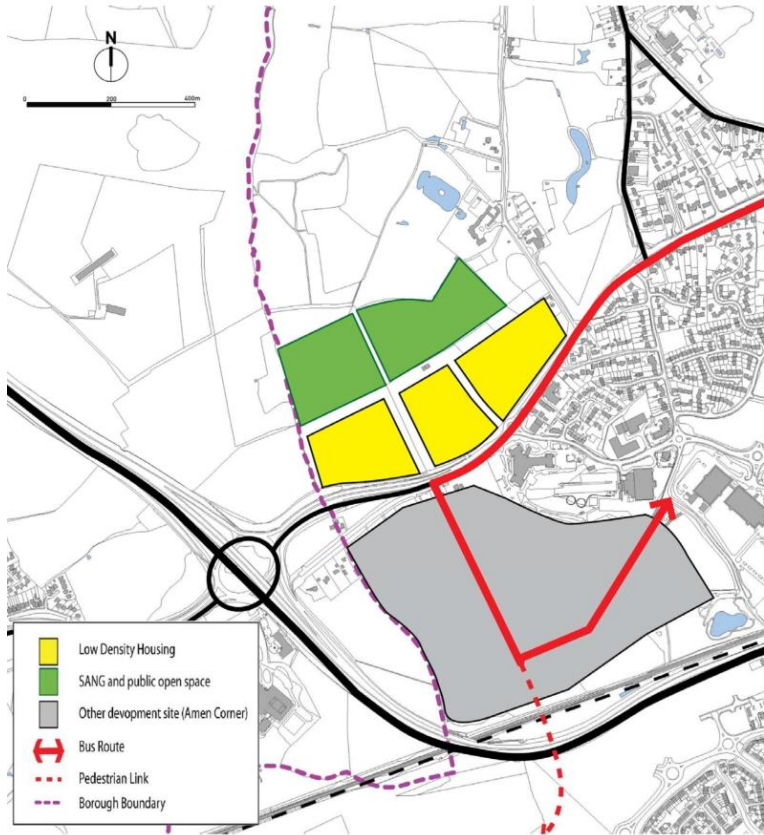
**2.8.234** The site formed part of a much larger area of land that was promoted by Airtrack Railways Ltd (ARL) for an urban extension involving 5,900 dwellings with associated education, community facilities, open space, business, leisure, retail development, railway station and park and ride facility on 318 ha of land west of Binfield. The site included land within Wokingham Borough.

**2.8.235** The proposal was considered through the Core Strategy. The Inspector concluded that the Core Strategy provided for reasonable growth to 2026 without the need for the ARL site (para 81 of the Inspector's Report).

**2.8.236** Land owned by Interlaken Ltd, which included this site (and adjoining land that extends into Wokingham Borough) plus land north of Murrellhill Grange and south of Foxley Lane was included in the SHLAA that was published in 2010 (SHLAA refs: 28 and 29). A further parcel of land at Popes Farm, Murrell Hill Lane (SHLAA ref: 309) was submitted in 2010 through the SHLAA exercise.

**2.8.237** The site was subsequently included at the Issues and Options Stage as part of Broad Area 4. Following a review of the responses received to the Issues and Options Consultation, the site was included within the Preferred Option Document. The following map shows the concept plan from the Preferred Option Stage:

**Map 2.40 Amen Corner North: Concept Plan from Preferred Option.**



**Constraints/Policy Designations:**

**2.8.238** The site includes an Ancient Woodland together with its associated buffer, and Local Wildlife Site (Blackman's Copse). It is also adjacent to another Local Wildlife Site (Pocket Copse). Various trees are covered by Tree Preservation Orders (TPOs). The site is within the 400m - 5km Special Protection Area (SPA) buffer. The site is adjacent to a Listed Building (Popewood Manor). The site is located outside of a defined settlement. A Public Right of Way crosses the site. The site adjoins Binfield Area C of the Character Areas Assessment SPD.

## **Impact upon landscape character and setting of settlement (including consideration of gaps)**

### Consideration of gaps

**2.8.239** Core Strategy Policy CS9 seeks to protect the defined gaps within or adjoining the Borough from development that would harm the physical and visual separation of settlements either within or adjoining the Borough. There is also supporting text about gaps in paras. 119-121. However, the 'defined gaps' are not shown on the Proposals Map (although there is a key diagram within the Core Strategy which shows strategic and local gaps). This is because at the time the Core Strategy was adopted (February 2008), there was a policy in the draft South East Plan relating to 'gaps'. However, in approving the South East Plan in May 2008, the Secretary of State deleted the gap policy. Furthermore, at the time the Core Strategy was adopted, there was a policy in the Berkshire Plan 2001-2016 (July 2005) relating to gaps, however, upon approval of the South East Plan, the Structure Plan policies ceased to exist (i.e. there are no longer any strategic policies at county or regional level relating to gaps). Saved Policy EN8 of the Bracknell Forest Borough Local Plan with associated supporting text (paras. 2.58 & 2.59) relates to the prevention of coalescence of settlements (and is linked to the Berkshire Structure Plan policy which no longer exists), but again, because of the above, such areas are not shown on the adopted Proposals Map.

**2.8.240** In relation to the area in the vicinity of this site, Policy CS9 (and the Core Strategy Key Diagram) identifies a strategic gap between Bracknell and Wokingham. This was supported by the Entec Study (August 2006), which formed a background study to the Core Strategy (Gap 2 of the Entec Study). The study states that the gap is open in character with limited public access (one footpath passes through the area), the gap comprises a defined area of mainly agricultural land between Foxley Lane and the B3408, and provides a coherent area which separates Bracknell from Wokingham. The parkland landscape at Popes Manor also provides a buffer between Binfield and Bracknell. The A329 (M) passes through the gap between Binfield/Bracknell and Wokingham and acts as a barrier. The Inspector's report following the examination of the Core Strategy, sets out that Binfield and Wokingham are distinct settlements with clearly separate identities, separated by a physical gap of about 1 mile. The Inspector had earlier concluded in the report that Binfield and Bracknell are contiguous, and therefore concluded that Gap 2 serves to separate the two major conurbations of Bracknell and Wokingham. However, the Inspector also notes that the gap serves to separate one wing of Binfield from another wing of Binfield. (paras. 123-124).

**2.8.241** The concept plan for the Amen Corner North site, and Policy SA6 as contained in the Preferred Option, did not propose to allocate land north of Pockets Copse/Blackmans Copse, thus helping to maintain a gap between Binfield and the built up area of Bracknell. The area is only a small part of the gap and is located where the gap is more influenced by the urban area of Bracknell (as it was identified as having a poorer landscape condition compared to the wider area, due to its relationship with development along London Road). The two woodlands (Blackmans Copse and Pockets Copse) act as physical barriers to development, and provide a visual barrier between London Road and the open agricultural land to the north/Binfield Village. As development of the site would also need to provide SANG as mitigation upon the SPA, such land could be located to maintain and reinforce the gap.

**2.8.242** The Landscape Analysis (August 2011) in relation to the Preferred Option concept plan comments that the western edge of the site sits at the break of a slope before the land falls from a high point at 90m AOD down into Wokingham. The boundary is open. It also

comments that if development were to extend up the break of the slope westwards, it is likely that new development would be visible on the skyline. It also comments that subject to detailed design and siting, a degree of physical and visual separation can be maintained between Bracknell and Wokingham.

**2.8.243** As a result of the landscape analysis, the concept plan has been amended. Instead of a linear form of development along London Road with open space to the north, development has been pulled away from the higher land close to the western boundary of the site (which is also the Borough boundary). It is hoped that this will reduce the visual prominence of the development especially with regard to long distance views. It will also contribute to securing a gap between settlements. As a consequence of this, lower land south of Pockets copse is to accommodate housing. A buffer will be required between the built form and nearby woodland. The two copses would continue to provide an effective screen particularly in terms of views from Binfield. It is considered that the amended plan better responds to the levels within the site, accommodates a form of development that is less visually dominant and retains the physical and visual separation between settlements.

#### Impact upon landscape setting

**2.8.244** The site is located within Area A2 of 'Broad Area 4: West Bracknell' of the Landscape Capacity Study (Kirkham, April 2010) which was produced to support the Preferred Option. This has been supplemented with further landscape analysis specifically related to the Amen Corner North site (Kirkham, August 2011). The whole area falls within the Binfield Open Clay Farmlands (CL2) of the Landscape Analysis of Site Allocations and an Assessment of Green Gaps/Wedges (Entec, 2006).

**2.8.245** This site is referred to as 'West of Murrell Hill Lane' (Area A2 of the April 2010 Landscape Analysis). Key characteristics are the open rural landscape between Binfield and Bracknell and Bracknell and Wokingham, the rural character of Murrell Hill Lane, the rural setting to Popes Meadow and Popes Manor and woodland/tree cover. The landscape capacity of this area is classified as moderate.

**2.8.246** Popes Manor is not included for allocation, and the Landscape Analysis (August 2011) sets out that retention of Popes Manor as a substantial area of open ground is important to prevent the proposed housing merging with parts of Binfield that are along London Road. As the development does not abut Murrell Hill Lane, this also serves to protect the rural character of the southern entrance to the lane. The landscape analysis also sets out that the concept plan retains the main areas of trees and woodland cover. The concept plan would also retain the rural setting of Popes Meadow and Popes Manor. Murrell Hill Lane separates the proposed development area from these two sites. The majority of distant views from the area around London Road could be maintained if care is taken in the design. Views of the development from the north would be screened by the woodland copses, which could be supplemented with additional woodland planting providing a link to Blackman's Copse.

## **Impact upon the character of the settlement**

**2.8.247** The eastern part of the site would be close to Binfield Area C (Popeswood South) of the Character Area Assessments SPD. The distinct character of London Road is highlighted which is derived from the fact that it accommodates buildings of greater height and massing than in other parts of Binfield. The characteristic pattern is of substantial villas which are visually prominent. However, attention is drawn to the lack of focal points and landmarks and the abrupt end to the western end of the character area with a series of small houses and bungalows and recent higher density development.

**2.8.248** The character of the northern edge of Area C will be protected by the retention of Popes Manor. The southern triangle of Area C is more directly affected by development, and the proposed new housing has the ability to affect the rural setting of this part of the area. However, part of the land originally included at the Preferred Option stage (relating to Popes Farm) is not available for development. Therefore, development is now pulled away from the eastern edge (boundary with Murrell Hill Lane). This will assist in retaining the distinctive character of the southern triangle of Area C, and also maintain the character and setting of Murrell Hill Lane.

**2.8.249** The western approach to the site is already fairly urbanised along the southern side of London Road there being a mix of commercial/leisure uses and residential. The area will be further influenced by the new development at Amen Corner South. It is not considered that the proposed development of the site would detract from the approach to Binfield village. Development of the land could be used to create a focal point and mark the area as an important gateway to Bracknell. It will need to link and have regard to the design of planned development covered by the Amen Corner South SPD.

## **Impact upon the historic environment (Historic Park and Gardens, Listed Buildings, Conservation Areas, Archaeology)**

**2.8.250** The site is not constrained by Historic Park and Gardens or Conservation Areas, so these matters do not need to be considered further.

**2.8.251** The Archaeological Site Assessment (Berkshire Archaeology, March 2010) states that there are few features, finds and Listed Buildings noted on the Berkshire HER (Historic Environment Record) within the site boundary, although the Broad Area is located within an area considered to be of moderate to high potential for Prehistoric, Roman and Medieval archaeology. Limited investigations and an EBAS (East Berkshire Archaeological Survey) nearby have shown concentrations of flint artefacts. These artefacts are considered to be evidence of activities in the area, representing each of the prehistoric periods. Such activities and associated finds and features may extend into the site. The previously undeveloped nature of the site means that archaeological remains are likely to survive in situ. It is recommended therefore that a programme of assessment and evaluation be undertaken prior to submission of any planning application for this site, to inform development proposals. Depending on the results of this investigation, further work may be required to ensure that the impact on archaeology can be mitigated satisfactorily and secured by a condition.

**2.8.252** The site is adjacent to a Listed Buildings (Popes Manor), and therefore, any development would need to consider the setting of this building. Following on from the Preferred Option consultation, part of the land at Popes Farm has been confirmed as unavailable for development. This has resulted in development being located further to the west of Murrell Hill Lane, which will lessen the impact upon Popes Manor

### **Impact upon biodiversity**

**2.8.253** The site contains a Local Wildlife Site (Blackman's Copse, which is also an Ancient Woodland) and is also adjacent to another (Pocket Copse). There are protected trees within and along the boundaries of the site. The site is also within 5km of the SPA.

**2.8.254** The Phase 1 Ecological Survey (Wenman, June 2010) identifies habitats found on the site including areas of broad leaved woodland and improved amenity grassland. There are also a number of intact hedgerows along field boundaries. The site includes/is adjacent to two Local Wildlife Sites that mainly comprise Ancient Woodland which should be retained in any development proposals. There are two blanket TPOs (the Ancient Woodland) and some individual protected trees along the boundary with Murrell Hill Lane. The Local Wildlife Site/Ancient Woodland would be retained as part of the development (although Pocket Copse does not form part of the Policy SA6 site). The updated concept plan includes a 20m buffer around the woodland edge in order to safeguard these areas.

**2.8.255** Appropriate Phase 2 ecological surveys will be required of any areas proposed for development, including surveys of any water bodies within 500m of any allocated development area and a survey to accurately plot badger activity. If protected species are present, sufficient habitat would need to be retained to sustain existing populations e.g. a mixture of open woodland and open habitats.

### **Impact upon the Thames Basin Heaths SPA**

**2.8.256** This site is within 5km of the SPA. Natural England have commented that they are pleased to see that the SPA has been taken into account as a possible constraint and that mitigation standards will need to satisfy Habitats Regulations and match those agreed through the Thames Basin Heaths Delivery Framework (2009), the adopted Core Strategy and relevant SPDs.

**2.8.257** The site lies outside the 400m SPA buffer zone, but is within 5km of the Thames Basin Heath SPA, therefore measures will be sought to mitigate the development's impact on this network of heathland sites which is protected by European and national law. This will include provision of a bespoke SANG, which may be partially on site), in perpetuity, of at least 8ha per 1,000 new population. Any provision must pass an Appropriate Assessment and be agreed by Natural England. A financial contribution towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Council's Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance. SANG from this development should be linked to SANG provision from the Amen Corner SPD site; however, any bespoke SANG must be suitable as a stand alone site.

## **Impact upon resources (previously developed land/greenfield, agricultural land land classification, flood issues, minerals)**

**2.8.258** The site is predominantly greenfield with the majority of land in agricultural use or woodland with some open amenity grassland.

**2.8.259** The majority of the land is in agricultural use, with the land classified as Grade 3 Agricultural Land. Grade 3 is subdivided into 3a and 3b. PPS7 (para. 28) seeks to avoid development on the best and most versatile agricultural land (defined as grades 1, 2 and 3a of the Agricultural Land Classification). Where significant development of agricultural land is unavoidable, it sets out that Local Planning Authorities should seek to use poorer quality land (grades 3b, 4 and 5) in preference to that of higher quality, except where this would be inconsistent with other sustainability considerations (e.g. biodiversity; the quality and character of the landscape; its amenity value or heritage interest; accessibility to infrastructure, workforce and markets; maintaining viable communities; and the protection of natural resources, including soil quality). It also sets out that little weight in agricultural terms should be given to the loss of agricultural land in grades 3b, 4 and 5, except in areas (such as uplands) where particular agricultural practices may themselves contribute in some special way to the quality and character of the environment or the local economy. If any undeveloped agricultural land needs to be developed, any adverse effects on the environment should be minimised. As the site is classed as Grade 3, it is unknown whether it is 3a or 3b at this stage. Further survey work needs to be carried out, to establish the precise classification.

**2.8.260** There is a mineral resource consultation zones within the southern part of the site. Further work will need to be done by the developer on this matter in terms of establishing whether or not it contains potentially workable mineral deposits and if so whether it could be practically extracted in advance. The area is also within a landfill consultation area which would require further investigation and mitigation.

**2.8.261** There is no history of flooding on the site, although there is one recorded incident of potential groundwater flooding just outside it. The site is of relatively low permeability (clays) which means that any increase in run-off rates following any development would be minimised. However, any development should include mitigation measures to ensure that any increased surface runoff is properly mitigated. (SFRA, Halcrow, September 2010). If development of the area is to be pursued, an FRA will be required. When looking at the distribution of any development on the land, the layout should ensure that the most vulnerable uses are located in the areas of least surface runoff flood risk. Any increased surface water runoff following development should be mitigated and the use of SUDs should be given priority. A requirement for SUDs is included with the policy for this site.

### **Accessibility/Transport**

**2.8.262** The Bracknell Multi-Modal Transport Model has been used to assess the impacts of proposed development and infrastructure within BracknellForest (whilst also taking into account the proposed development in Wokingham).

**2.8.263** Traffic models have been produced for the AM and PM peak hours (0800 – 0900 and 1700 – 1800 respectively), representing existing and potential traffic conditions for the following scenarios:

- Baseline traffic situation in 2007
- Reference Case forecast in 2026

- Core Strategy forecast in 2026
- Final Forecast in 2026

**2.8.264** The Reference Case scenario includes only committed developments and highway improvement schemes for the Borough, to 2026. Included within this is an estimate of generic housing and employment growth across Bracknell Forest and surrounding authorities. The Core Strategy forecast takes account of development in this DPD including Amen Corner, Warfield and the Town Centre.

**2.8.265** The Final Forecast builds on the Core Strategy and incorporates any associated highway infrastructure, as well as potential junction mitigation schemes that will be necessary to accommodate the combined impacts of all of the developments that are envisaged up to the year 2026. These improvements focus on the Borough's own strategic network which showed an increase in level of service once all development had been included.

**2.8.266** Developers will be required to contribute in-kind and/or financially towards the implementation of the highway-capacity related improvement works identified by the Council and towards other local transport improvements for 'soft modes' etc. The level of contribution will reflect the net number of additional trips arising from the proposed development relative to all trips arising from the planned and windfall developments (see 'Impact upon infrastructure and capacity to improve infrastructure' section below for transport infrastructure requirements).

**2.8.267** The site benefits from convenient access to Bracknell Town Centre via B3408 and John Nike Way/Cain Road although these roads are congested in peak periods and improvements would be required to mitigate the impact of additional trips generated by the site. With regard to public transport, buses on the 190 route currently run along the southern boundary of the site every 20 minutes and buses on the 152 route, every 2 hours. New development would enable the site to benefit from further public transport improvements particularly when considered alongside planned new development at Amen Corner.

**2.8.268** The site is 2.5km away from Bracknell Town Centre and requires additional footway/cycle links to connect it to the Borough's existing network that would improve access to Binfield and Bracknell through the proposed development at Amen Corner South.

### **Impact upon infrastructure and capacity to improve infrastructure**

**2.8.269** The following section provides a summary of infrastructure requirements that will be sought from strategic development sites. A comprehensive list can be found in the Infrastructure Delivery Plan (IDP).

#### **Transport**

**2.8.270** The scheme proposes a scheme including housing and associated infrastructure. Capacity improvements on the road network will be required due to the additional trips generated from development which could include junctions along the B3408, B3018, B3034 and A329 including Coppid Beech and Binfield Road/Forest Road. Impact on the Strategic Road Network is also highlighted as a consideration, particularly Junction 10 of the M4.



**2.8.271** Any development needs to be designed so that all new properties are less than 400m walking distance from a reasonably spaced bus stop on a sustainable bus route to Bracknell Town Centre. This could be provided along London Road or by running a bus route through the site with priority measures for buses installed at the signalised junctions.

**2.8.272** Improved pedestrian/cycle links across and along the B3408 should be provided to link the site to the existing network and improve access to Bracknell Town Centre and Binfield. There also needs to be a cross boundary link into Wokingham Borough along London Road leading to Coppid Beech.

## **Waste Management**

**2.8.273** The development should provide one overground waste recycling facility with good access. Provision will improve the sustainability of the development, by promoting recycling and reducing the need to travel to strategic waste recycling facilities.

## **Education**

**2.8.274** The development will be required to make financial contributions towards the provision of off-site primary, secondary and special educational needs (SEN) places. Primary school places will be sought on land at Amen Corner South (Policy SA8), whilst secondary school and SEN places should be provided for at the new Educational Village on land at Blue Mountain (Policy SA7). Additionally, early years and childcare requirements will be sought within the proposed new Community Hub at Blue Mountain. To enable off-site facilities to effectively serve this development, developer contributions will be sought to enhance accessibility by sustainable modes.

## **Community Facilities**

**2.8.275** Financial contributions will be sought towards the proposed new multi-functional Community Hub on the Blue Mountain development (Policy SA7). The Hub will accommodate a range of functions: a community centre, youth centre, early years and childcare, police point and community café, creating a focal point for community activity. Measures to improve access between the two sites, particularly for sustainable modes, will be sought to ensure these facilities are accessible.

## **SPA Avoidance and Mitigation**

**2.8.276** See 'Impact upon the Thames Basin Heaths SPA' section, above.

## **Open Space**

**2.8.277** A comprehensive package of on-site OSPV will be sought from the development. Active OSPV should incorporate the opportunity for land that can be suitably prepared as a sports pitch, allotments and play provision to cater for a broad age range. Passive elements of OSPV should include the protection and buffering of two Ancient Woodland Local Wildlife Sites, raising the quality and connectivity of existing greenspaces and creating and conserving greenspace for the benefit of biodiversity.

## **Public Rights of Way**

**2.8.278** Opportunities should be sought to protect and extend the path network within the site and to the wider Public Rights of Way network, including connectivity to paths in Wokingham Borough.

### **Flood Defence**

**2.8.279** The integration of Sustainable Drainage Systems (SuDS) into the development to reduce surface water runoff to greenfield rates will be sought to mitigate against flood risk. Existing watercourses should be retained and integrated into the site's green infrastructure network to provide a host of other sustainability benefits beyond SuDS, including that of amenity and biodiversity.

### **Potential to build a sustainable community including helping to meet local housing needs and wider community benefits**

**2.8.280** The site has a capacity of 400 dwellings. Such a development is not of sufficient critical mass to deliver a wide range of infrastructure in its own right. However, as development is focused along London Road, there is an opportunity to link with the existing and planned housing and other uses at Amen Corner South. In order to integrate communities either side of London Road, the design will need to achieve improved access between the two areas. Apart from the employment development proposed as part of the Amen Corner South development, there are also large concentrations of existing employment development focused around Cain Road and on the Western Employment Area. There are also leisure uses in the area. The site is also fairly close to Bracknell Town Centre.

**2.8.281** The Bracknell Forest Housing Market Assessment (HMA) sets out an assessment of future housing needs, including size and tenure. Section 2 of this Background Document provides a summary of the findings of this Assessment. It identifies (para 2.1.35) that it is not considered appropriate to prescribe in the SADPD the type and size of homes to be delivered on each allocated site. Policy SA6 of the Draft Submission SADPD relating to Amen Corner North identifies that affordable housing will be sought in accordance with policy. Core Strategy Policy CS16 identifies that a range of housing types, sizes and tenures will be sought which contributes to meeting the identified housing needs of all sectors of the community.

**2.8.282** The HMA divides the Borough into six sub areas. Amen Corner North lies within the 'North West' area. The HMA identifies that this sub area is characterised by a higher percentage of family households and a lower percentage of single older people compared to the sub districts and the Borough as a whole. There is also a high percentage of home ownership. This area has a high percentage of 4+ bed homes, and over half of homes are detached.

**2.8.283** Development at Amen Corner North is identified as an opportunity in the HMA to deliver a range of types and sizes of homes and in particular as an opportunity to:

- Deliver higher affordable housing quotas given the low percentage of social rented compared to elsewhere in the Borough;
- Deliver larger affordable homes; and,
- Deliver a range which includes smaller homes to provide greater choice locally, but also to provide larger homes as part of the mix due to the existing character of the area.

## **Viability**

**2.8.284** The Strategic and Small Sites Viability Study concludes that basing the results on a comparison of the enhancement of the existing greenfield land value, it is considered that the housing proposals have a good prospect of being viable. The findings suggest that, on the basis of costs and values used there should not need to be major compromises made in the overall planning obligations package, even with a modest level of downward movement in values. If values were to fall back to their recent low point, viability may become marginal with the full collection of costs and obligations assumptions made. The findings show the potential benefit of spreading obligations costs, where possible, in supporting viability, as may be needed.

## **Availability**

**2.8.285** The site is available, and is being actively promoted (SHLAA ref 29 and 309).

## **Phasing and Monitoring**

**2.8.286** The development of this site needs to be considered in relation to the development of land at Amen Corner South and at Blue Mountain (community facilities and secondary school) as provision of supporting infrastructure will need to be co-ordinated. Although negotiations have commenced with developers interested in the development of land at Amen Corner South, no planning application has yet been submitted. It is probable that an application will be submitted in 2012. Assuming detailed permission by 2013, it is possible that the first few dwellings will be completed by 2014/15. Although the progression of development at Blue Mountain is more dependent on the SADPD process, it is likely that work on the education village will start at a fairly early stage.

**2.8.287** Allowing for some progress to be made on the development of these two other sites, Amen Corner North is shown as beginning to deliver in 2016/17 and continuing at a steady rate until towards the end of the plan period. In addition to the other urban extensions that are within the Borough and in the vicinity of this site, it also needs to be pointed out that the North Wokingham Strategic Development Location which involves 1,500 new homes is close by and predicted to be delivering housing over the next few years.

**2.8.288** The annual commitments exercise will be used to record progress made on the grant of planning permission and subsequent construction of dwellings on this site. The results will feed into the Housing Trajectory and assessment of the rolling 5 year land supply.

## **Rationale/justification of uses within the site**

### **Housing:**

**2.8.289** 400 units are proposed on the Amen Corner North site, which equates to an approximate density of between 30-35dph. This is considered to be an appropriate density and number of units for the site, given surrounding development.

**2.8.290** The existing number of units within Binfield is around 1,300. Development proposed at both Amen Corner North and Blue Mountain (through policies SA6 and SA7) would result in an additional 800 properties. This would result in a 61% increase in the number of units for

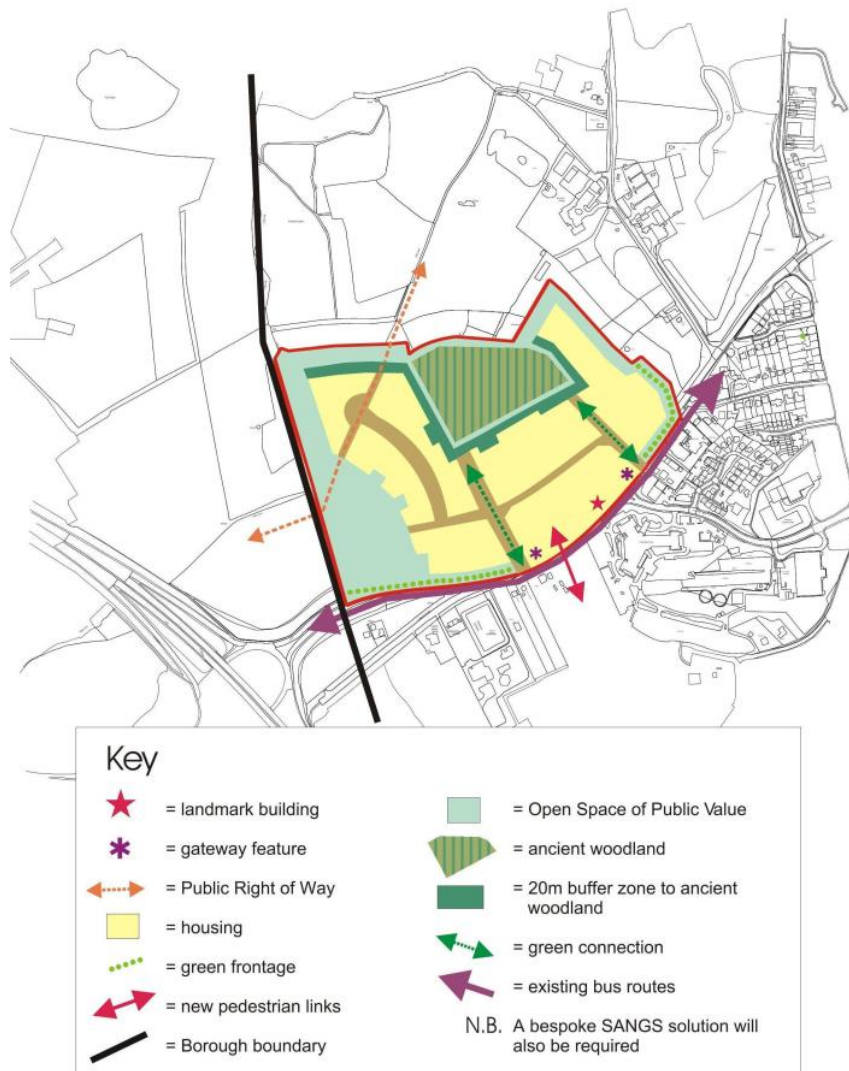
Binfield(excluding small sites). However, it is important to note that both of these sites are effectively extensions to the urban area of Bracknell, rather than extensions to Binfield village. This is considered to be an appropriate increase, bearing in mind that as set out in section '2.3 How will the housing requirement be met?', existing commitments and proposed allocations demonstrate a spread of development across the Borough, with the largest proportion centred within the urban area of Bracknell Town.

### **Concept Plan**

**2.8.291** The concept plan has been revised from the Preferred Option stage. Further detail is now provided and key changes relate to additional landscape analysis of the site. An assessment of short and long views from the surrounding area has led to part of the housing element being relocated to the north west corner of the site where the land falls away. This area was previously shown as OSPV. The south western part of the site is now detailed as OSPV. This area is slightly elevated and housing here would have been visually dominant in terms of views from the surrounding area. Housing in the north western corner should be less visible due to the contours of the land in this area. Key trees and hedgerows will be retained and augmented wherever possible and required along London Road, however, a section of the development will directly front onto London Road. Two access roads will be created into the site. It is envisaged that these routes will provide visual green links through the Ancient Woodland of Blackman's Copse. A minimum landscape buffer of 20m is now required around the copse to safeguard this woodland edge. This extends along the development edge in the north west corner in response to Pockett Copse which is adjacent to the site. Development is set back along its eastern edge retaining the rural setting of Popes Manor which is a listed building in Murrell Hill Lane and Popes Meadow. A Public Right of Way runs through the north western edge of the site. This will be retained. A bespoke SANGS solution will be required for this site. Pedestrian links will need to be created to the south of London Road and the facilities that will be provided as part of the development at Amen Corner South.

**2.8.292** The amended concept plan for the Draft Submission Document is as follows:

## Map 2.41 Draft Submission Concept Plan for Amen Corner North



### Developer response to Preferred Option consultation

**2.8.293** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the Amen Corner North site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010 - Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**2.8.294** One of the main issues raised by the promoters of the site in response to the Preferred Option consultation was that the Council should be basing the housing requirement on the South East Plan figure (i.e. 12,780 across the plan period, rather than 10,780 as set out in the adopted Core Strategy, particularly as the Council does not have 5 year supply of housing land/is relying upon a windfall allowance in the first 10 years). They also commented that development could be accommodated within the site without causing harm to the gap between

Binfield, Wokingham and Bracknell. Further comments were made on the infrastructure requirements identified in Preferred Option Policy SA6, particularly in relation to transport issues, in terms of the Council's lack of justification and insufficient evidence.

**2.8.295** Advice from Government is that, on revocation of the Regional Strategies (which includes the South East Plan), which is likely to take place following enactment of the Localism Bill, Local Authorities will be required to set locally-derived housing targets which are fully justified and founded on a robust evidence base. The amount of housing provided for in the Core Strategy under Policy CS15 has been Examined by an independent Inspector and found to be soundly based. It is therefore considered appropriate to continue to plan for the requirement of 10,780 dwellings as set out in the adopted Core Strategy. A review of the Core Strategy is the most appropriate mechanism for considering any changes to the total number of dwellings planned for in the Borough. In the meantime, the Council must continue to plan for housing, including through the allocation of strategic sites in the SADPD, in order to secure and deliver a 5 year supply of land for housing. Para 59 of PPS3 states that allowances for windfalls should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. A windfall allowance will no longer be included in the first 10 years of land supply and figures will be adjusted accordingly.

**2.8.296** In relation to infrastructure issues, this will be set out in an updated IDP to support the Draft Submission. Specifically in relation to transport matters, Bracknell Forest and Wokingham Borough Councils are carrying out extensive modelling of existing and predicted flows. This is being used as a base for producing a package of justified highway improvements. Negotiations are also taking place on how the cost of the improvements will be shared between developments in the area and how the improvements will be delivered. Both Councils are working closely with the Highways Agency regarding the impact on the Strategic Road Network. The Highways Agency is developing its scheme for improvements and it is up to the Highways Agency to justify any contribution.

**2.8.297** In response the comments on the gap - these are addressed in the 'consideration of gaps' section above.

**Main issues raised by local residents in response to the Preferred Option consultation**

**2.8.298** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the Amen Corner North site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010 - Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**Table 2.6**

Summary of Main Issues Raised	Council's Response
No need for additional development in Binfield, too much development is planned.	It is acknowledged that Binfield has grown due to the allocation of sites for residential development during previous plan periods, for example, the area around Benetfeld Road, however, the population of the Borough and number of

Summary of Main Issues Raised	Council's Response
	<p>households is projected to grow further (including a significant element of natural increase) and there is a need to provide additional housing.</p> <p>All sites proposed have been submitted as available for development through the SHLAA, including some small sites within and on the edge of the existing settlement.</p> <p>In allocating sites, the Council must follow the locational principles set out in Policy CS2 of the Core Strategy. The Council's proposals also include a number of sites in other parts of the Borough including large sites at Broadmoor and TRL, Crowthorne.</p> <p>The capacity of available sites in other parts of the Borough is not sufficient to accommodate all future development needs.</p> <p>Consideration of sites has taken account of a wide ranging evidence base, including transport work, landscape analysis and Sustainability Appraisal.</p>
<p>Many issues were raised in relation to transport, in particular, impact on local roads and impact upon the strategic road network.</p>	<p>The Council has modelled the cumulative effect of development impacts on the local highway network both with and without the proposed developments and the accompanying highway improvements. The Council is working closely with the Highways Agency regarding the impact on the Strategic Road Network. The model demonstrates that the proposed improvements will not lead to a deterioration over the baseline situation that takes account of background traffic growth and the additional traffic that the new development will generate and that from proposed development in Wokingham.</p> <p>Developers will be expected to demonstrate how proposed transport improvements will mitigate the impact of their development and this will involve contributing in-kind and/or financially towards highway, public transport and pedestrian/cycleway improvements, to facilitate traffic movement, encourage more sustainable modes of transport and ensure good access to community facilities – reducing the need to travel by private vehicles.</p>
<p>Concerns regarding the impact of development upon local facilities/services</p>	<p>Service providers have been involved from the early stages of the Infrastructure Delivery Plan's (IDP), so they have had the information to establish what the likely pressures on their service will be.</p>

Summary of Main Issues Raised	Council's Response
	<p>The infrastructure required to mitigate proposed development is set out in the IDP which supports the SADPD. This would be secured through a Section 106 Legal Agreement or Community Infrastructure Levy (CIL), at the planning application stage.</p> <p>Developers will be required to mitigate against the impact of their development on services, e.g. through on-site provision of a community facility and off-site highway junction improvements. Some new services will also benefit existing residents e.g. an improved bus service.</p>
<p>Impact of the proposals upon the gaps between Binfield and Bracknell, and Bracknell and Wokingham.</p>	<p>This site was identified as having a poorer landscape condition compared to the wider area, due to its relationship with development along London Road . Furthermore, two large treed areas (Blackmans Copse and Pockets Copse) act as physical barriers to development, and provide a visual barrier between London Road and open agricultural land to the north/Binfield Village. As development of the site would also need to provide SANG as mitigation upon the SPA, these could be located so as to maintain a buffer between settlements and reinforce the gap.</p>

### **Sustainability Appraisal (SA)**

**2.8.299** Overall this site scored positively in relation to the Sustainability Appraisal Objectives, and scored similarly to other urban extension sites (Broadmoor and Blue Mountain). Positive scores related to the provision of housing (including affordable housing provision) and provision of a significant amount of publicly accessible open space.

**2.8.300** The Sustainability Appraisal highlighted the good connections to Bracknell Town Centre. Due to its proximity to an identified site for 725 homes at Amen Corner South (Policy SA8), in the future the site would also benefit from better access to facilities, services and improvements to public transport which are planned as part of that development. This site would also be required to provide contributions to improvements to public transport (bus services) and non-car modes of transport such as cycle and footpaths (see IDP for further details).

**2.8.301** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.8.302** As development would relate to the urban area of Bracknell and has potential for linkages to development at Amen Corner South, it would retain the distinctive character of Binfield village. Existing treed copses and provision of on-site open space (as can be seen from the concept plan) would assist with retaining an openness and buffer between settlements, and so the development scored positively in this regard.



**2.8.303** The Sustainability Appraisal gave a negative score in relation to potential for impact upon trees and proximity of the site to Ancient Woodland and Local Wildlife Sites. The development would not be building upon these areas, and the concept plans show a 20m buffer around the Ancient Woodland areas. The profile for the site requires development be accompanied by appropriate tree and ecological surveys.

### **Changes to the SADPD policy wording**

**2.8.304** Following the consultation on the SADPD Preferred Option, it became apparent that there were internal inconsistencies between the policies in terms of how they were worded, and items that were included within the policies (in terms of infrastructure requirements). The policies have been reworded so that they are consistent within the document. The first part of the policy sets out the key elements of the proposal, and the second part sets out the main items of infrastructure (rather than listing every single item of infrastructure as was the case at the Preferred Option Stage).

### **Requirements for site:**

**2.8.305** In order to provide some clarity to future developers, a list of requirements will be included as an appendix to the SADPD Draft Submission Document. This will help to ensure a consistent approach with how sites are treated, and considered in the SADPD document (at the Preferred Option stage, requirements were only included in the smaller sites:

- Provision of on-site Open Space of Public Value;
- Measures to avoid and mitigate the impact of residential development upon the Thames Basin Heaths SPA in agreement with Natural England. This will include provision in perpetuity of a bespoke SANG of at least 8ha per 1,000 new population. Any provision must pass an Appropriate Assessment and be agreed with Natural England. A financial contribution will be required towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Council's Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance;
- Provision of Green Infrastructure;
- Have regard to biodiversity assets and undertake appropriate ecological surveys and mitigation of any impacts;
- Have regard to the recommendations as set out in the Character Area Assessment Supplementary Planning Document;
- Have regard to and respect the setting of nearby Listed Buildings;
- Appropriate tree surveys and protection of trees, including those subject to a TPO and preservation of Ancient Woodland;
- Provision of affordable housing subject to viability;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Protection and enhancement of Public Rights of Way;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Integration of Sustainable Drainage Systems;

- Mitigation of impacts in accordance with the Infrastructure Delivery Plan;
- Be in accordance with national and local policy requirements.

This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

Applications for development of the site should also have regard to relevant SADPD Supporting Documents, and any requirements for further studies, such as a Flood Risk Assessment, Archaeological Reports and a Landscape Masterplan.

Any applicant is also advised to submit a Screening Request to determine whether an Environmental Impact Assessment of the proposals is required.

Allocation of the site requires the land to be identified on the Draft Submission Proposals Map as an allocation.

## Land at Blue Mountain, Binfield (Policy SA7)

### List of evidence relevant to the consideration of this policy

Aerial photos

Archaeological Site Assessments (March 2010)

Bracknell Forest Borough Local Plan, saved policies (January 2002)

Bracknell Forest Housing Market Assessment (October 2011)

Character Area Assessments Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Transport Accessibility Assessment (November 2010)

Golf Course Assessment (Boyer Planning, July 2011)

Habitat Regulations Appropriate Assessment (November 2011)

Infrastructure Delivery Plan (November 2011)

Inspector's Report on the Examination of the Core Strategy (November 2007)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. Entec Study (August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Landscape Analysis, prepared post-consultation on Preferred Option (Kirkham, August 2011)

Master Planning Support (October 2010)

Ordnance survey plans

Phase 1 Ecological Surveys (June 2010)

Proposals Map (April 2010)

Relevant planning history

Responses made to Site Allocations Preferred Option consultation

Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011 (August 2011)

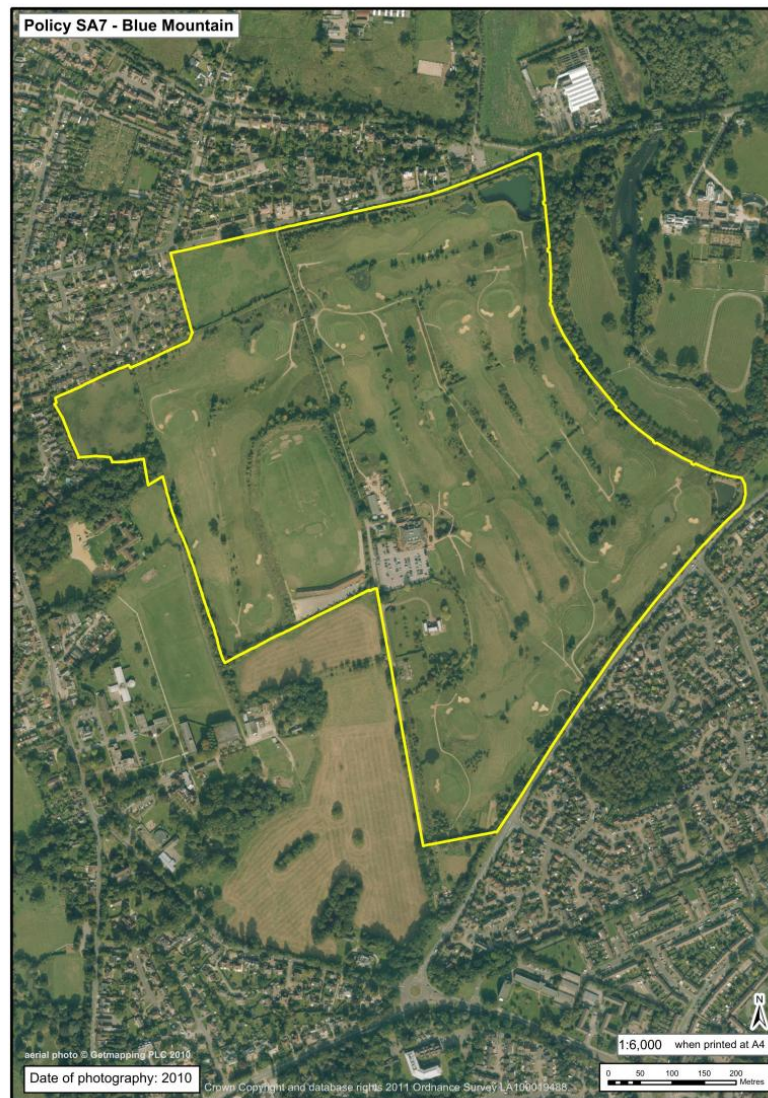
Strategic Flood Risk Assessment (August 2010)

Sustainability Appraisal (November 2011)

Transport Modelling & other associated reports (October 2011)

Viability Study(November 2011)

**Map 2.42 Aerial photo of Blue Mountain.**



## **Relevant Planning History**

### **Planning applications**

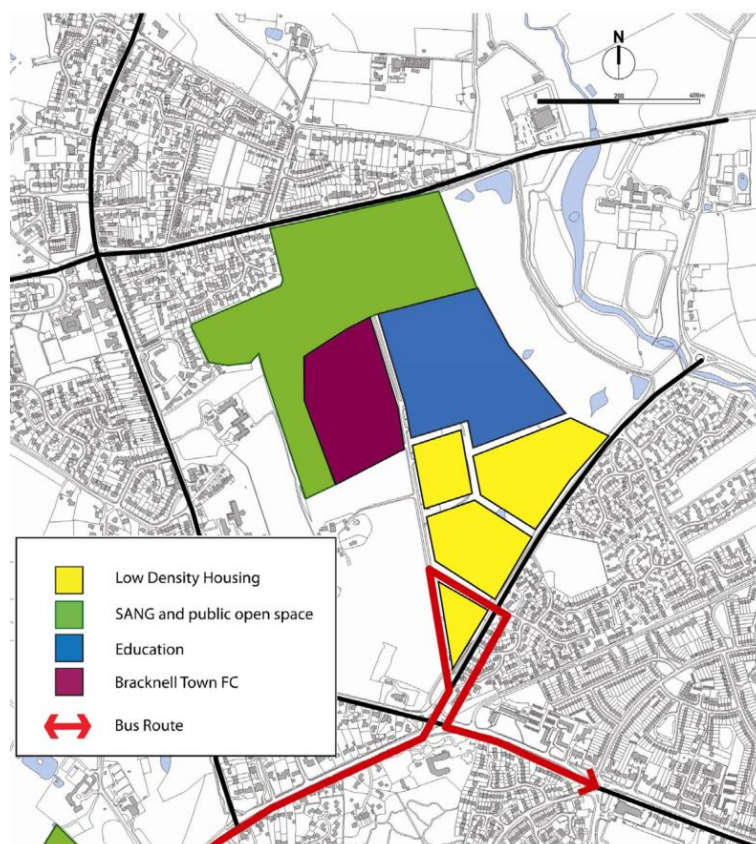
**2.8.306** The site was historically in agricultural use as part of Park Farm, Binfield. In 1990 planning permission was granted for its use as a golf course (ref 614308) in association with the development of 550 houses north of Jock's Lane (ref 614307), as identified in the North Bracknell Local Plan - Deposit Draft (September 1989).

**2.8.307** The site is owned by Luff Developments, but is leased to Bracknell Forest Borough Council with the covenant that the land should not be used other than as a golf course or for recreation, open space or agriculture. BFBC sub-lease the land back to Luff Developments, to manage and run the golf course.

### Development Plan process

**2.8.308** The site was promoted for development by Luff Developments through the SHLAA and was therefore identified at the Issues and Options Stage as part of Broad Area 5. It was subsequently included within the Preferred Option Document. The following map shows the concept plan from the Preferred Option Stage:

**Map 2.43 Blue Mountain: Concept Plan from Preferred Option.**



### Constraints/Policy Designations:

**2.8.309** Nearly all of the site is within the 400m-5km SPA buffer, apart from the northernmost part which falls just outside the 5km outer edge of the buffer. The site is adjacent to three Listed Buildings (Moor Close to the west, Binfield Manor to the east and the Stag and Hounds PH to the north). The site is also adjacent to a Registered Historic Park and Garden (Moor Close to the west). The site is located outside of a defined settlement. The site adjoins Binfield Areas A and B in the Character Area Assessments SPD. Flood zones 2 and 3 are located to the east of the site.

## **Impact upon landscape character and setting of settlement (including consideration of gaps)**

### Consideration of gaps

**2.8.310** Core Strategy Policy CS9 seeks to protect the defined gaps within or adjoining the Borough from development that would harm the physical and visual separation of settlements either within or adjoining the Borough. There is also supporting text about gaps in paras. 119-121. However, the 'defined gaps' are not shown on the Proposals Map (although there is a key diagram within the Core Strategy which shows strategic and local gaps). This is because at the time the Core Strategy was adopted (February 2008), there was a Policy in the draft South East Plan relating to 'gaps'. In approving the South East Plan in May 2008, the gap policy was deleted by the Secretary of State. At the time the Core Strategy was adopted, there was a policy in the Berkshire Structure Plan 2001-2016 (July 2005) relating to gaps. On approval of the South East Plan, the Structure Plan and its policies were superseded. This means there are no longer any strategic policies at county or regional level relating to gaps. Saved policy EN8 of the Bracknell Forest Borough Local Plan with associated supporting text (paras. 2.58 & 2.59) relates to preventing the coalescence of settlements (and is linked to the defunct Berkshire Structure Plan Policy), but again, such areas are not shown on the adopted Proposals Map.

**2.8.311** In relation to this site, Policy CS9 (and the Core Strategy key diagram) identifies a local gap between Bracknell and Binfield. This was supported by the Entec study (August 2006), which formed a background study to the Core Strategy (reference Gap 1 in the Entec Study). The study sets out that the area identified provides physical separation between development at Binfield and Bracknell, but also notes when travelling from Bracknell to Binfield by road there is less clear separation between the two urban areas due to the continuous development adjacent to the Popeswood and St Marks Road, which leads to a perception that the two settlements are connected. The gap area is therefore identified as having an important role to play in helping to maintain separation, although it is acknowledged that there is already some connection between the two settlements. In the Inspector's report following the examination of the Core Strategy, the Inspector concluded that Binfield does not have a settlement boundary of its own distinct from Bracknell. To all intents and purposes the two settlements have already coalesced to the south and east of Binfield. The Inspector did note that the area to the east of Binfield and the north of Bracknell is largely dominated by the Blue Mountain Golf Course, and accepted that it is important to retain the openness of the area particularly in the light of the CS5 urban extension, and it would be desirable to retain the settlement pattern, such as it exists, to prevent further coalescence. As such, there is some support for the local gap (para. 121 and 122).

**2.8.312** Since the consideration of the Core Strategy, further work has been undertaken on the CS5 urban extension, in the form of the Warfield SPD. The illustrative concept plan for Warfield indicates that there would remain an extensive undeveloped part of Cabbage Hill (located to the east of Binfield), which would assist in safeguarding the openness of the area, a factor that the Core Strategy Inspector commented upon.

**2.8.313** The Landscape Capacity work (Kirkham, 2010) updates the Entec study. It concludes that the natural landscape of the site has been highly modified and not all of the area is needed to maintain an open and rural landscape to separate Binfield and Bracknell, and maintain their

separate identities. There is potential to develop part of this area, provided certain features are respected and enhanced and therefore the landscape capacity is moderate. The Landscape Analysis (Kirkham, August 2011) sets out (in response to the comments on the Preferred Option that development would be contrary to the advice in the Entec Study) that the purpose of a local gap policy is to retain the separate identity of settlements and prevent their coalescence. This does not rely solely on the extent and openness of land, but also on the character of the open landscape. The Entec study concluded that it would not be possible to reduce the size of the gap without harming its function. It classified its landscape sensitivity as 'moderate', with the landscape value as 'moderate to high'. However the parkland (Newbold /Moor Close historic park and garden) which is excluded from the SA7 site played an important part in forming this view. The area to be developed would lie within an area of moderate landscape capacity which can accommodate some development. Subject to detailed siting and design requirements, Bracknell and Binfield will maintain a reduced, though still reasonable, degree of physical and visual separation.

**2.8.314** The concept plan for the site has been designed to retain a buffer around Binfield and maintain the separate identity of Binfield. Development will be focused in the southern part of the site (to the north of Temple Way) to form an urban extension to the urban area of Bracknell so as to maximise accessibility and reduce the potential impact on the existing community of Binfield village. SANG (to mitigate the impact of the proposals upon the SPA) and other public open space will be located to the north of the site to maintain a buffer between Binfield and Bracknell. Other uses within the site will also reinforce the openness and buffer between settlements - for example the school buildings would be located adjacent to the proposed housing area, with the school playing fields between the school buildings and SANG. The open areas of the football ground will also form part of this open buffer.

#### Impact upon landscape setting

**2.8.315** The site is located within Area B1 and a small part is within C2 of 'Broad Area 5: East Bracknell' of the Landscape Capacity Study (Kirkham, April 2010) which was produced to inform and support the Preferred Option. This has been supplemented with further landscape analysis specifically related to the Blue Mountain site (Kirkham, August 2011). The whole area falls within the Temple Park Open Clay Estates (CL3) of the Landscape Analysis of Site Allocations and an Assessment of Green Gaps/Wedges (Entec, 2006). Located to the east of the site (outside of the site) is land designated as a river corridor (BFBLP Policy EN14) for nature conservation interests and the open character of the landscape.

**2.8.316** The majority of the site is referred to as 'Temple Park Golf Course' (Area B1 of the 2010 Landscape Capacity study). The natural landscape is undulating, falling eastwards down to the Cut. Some land has been modified as part of the process of providing a golf course. It provides a landscape setting to The Cut (to the east of the site) and the open landscape of Binfield. The Capacity Study does not consider the whole area to be essential to maintaining an open and rural landscape separating Binfield village from Bracknell, and maintaining their separate identities. The study concludes that it has a moderate landscape capacity. There is potential to develop part of this area, provided that a number of features as set out in the Landscape Capacity Study are respected and enhanced. This will require:

- internal planting to break up views of development;
- creating additional long distance views through the area to Cabbage Hill;
- low building heights to avoid obstructing views across the valley; and,
- a continuation of woodland edge planting along Forest Road.

**2.8.317** The north-eastern part of the site forms a small part of the 'land east of Binfield centre' (Area C2 of the 2010 Landscape Capacity study). This is a more diverse area and covers the modern buildings and grounds of Newbold College (Newbold College does not form part of the SA7 site). It provides generous and linked open spaces around the institutions. The southern part of this site forms part of the setting to the Historic Park and Garden, and acts as a transition between the built form of the village and wider open landscape of Temple Park Golf Course (Area B1), and has a moderate landscape capacity.

**2.8.318** The Concept Plan indicates that the built educational facilities and housing would be set away from the eastern boundary with The Cut, which will help to safeguard the setting. Landscape treatment along this edge will need to reflect the rural character of The Cut landscape corridor. Retention of open land immediately east of Binfield is also shown on the Concept Plan. Open land forming part of the football ground and educational areas will also contribute to the remaining openness of the area. The development area is also located on lower ground, which subject to the control of heights of development will enable long and panoramic views from Binfield to Cabbage Hill (located east of the site). Long views from Forest Road to the south will be more affected by development as it rises up the hillside (as views will be foreshortened). These views could be partly maintained through creating vistas and low roof lines through a detailed masterplan. A continuation of the wooded edge to Forest Road will help to provide visual mitigation, a green route is indicated on the updated concept plan (see below). Development of the southern part of the site must take great care in protecting the integrity of the setting to the historic park and garden (although the parkland does not form part of the SA7 site).

### **Impact upon the character of the settlement**

**2.8.319** The site adjoins two areas which are identified in the Character Area Assessments SPD: Area A – Binfield and Area B (Popeswood North), and is also close to Area C (Popeswood South). Area A (Binfield) includes the built up area between Forest Road and Tilehurst Lane. Tilehurst Lane is lined by hedgerows which give a rural edge to the village. The dwellings on the south side of the lane are set back, with green verges and front gardens. A wide variety of architectural styles and house types exist. The same is true for development along Forest Road, although most properties are two storey detached. Area B (Popeswood North), runs along the western boundary of the site and is characterised by large institutional buildings, some forming important focal points. Piecemeal development in the grounds of institutional buildings is to be avoided. Area C (Popeswood South) includes London Road which is highlighted as having a distinctive character derived from the fact that it accommodates buildings of greater height and massing than in other parts of Binfield. The characteristic pattern is of substantial villas which are visually prominent. However, attention is drawn to the lack of focal points and landmarks and the abrupt end to the western end of the character area with a series of small houses and bungalows and recent higher density development.

**2.8.320** To the south east of the site is Temple Park, which forms part of the settlement of Bracknell. It is a fairly modern suburban development based upon a hierarchical road layout with many culs de sac. Most properties face away from Temple Way which is lined with greenery.

**2.8.321** SA7 lies close to all three of the Binfield Character Areas. As set out above, an open area to the east of Binfield will be retained which will retain a buffer round Binfield. This open area would separate the site from the character areas. The character of Area A would be largely



unaffected by the development, except for possible impact upon the rural character of Forest Road. As set out above, a green route is indicated on the updated concept plan which will continue the wooded character to the edge of the road. In relation to impact upon Area B, the main impact will be upon key views. The foreground of identified key views from Popeswood Road will continue to be open and careful landscape treatment will be required to reduce impacts on longer distance views to the east. The northern triangle of Area C abutted the site as shown on the Preferred Option concept plan, which had potential to impact upon the local townscape character of Popeswood Road. As is shown on the updated concept plan, development is now pulled back from the southern most point of the site (as the land is not available) which will reduce any impact on the character of Popeswood Road.

### **Impact upon the historic environment (Historic Park and Gardens, Listed Buildings, Conservation Areas, Archaeology)**

**2.8.322** The site is not within a Conservation Area, so this aspect does not need to be considered further.

**2.8.323** The Archaeological Site Assessment (Berkshire Archaeology, March 2010) states that due to previous limited investigations, this site has some archaeological potential. There are a large number of finds and features associated with archaeological activity from all periods in prehistory, particularly relating to Iron Age and Roman settlements recorded within this site. This evidence is further supported by the identification of further Iron Age and Roman settlement activity on the boundary of the site. Although the site has suffered from the impact of being developed as a golf course, it is likely that archaeological features will survive in isolated locations. It is recommended therefore that a programme of assessment takes place prior to submission of any planning application for the site, to inform development proposals. Depending on the results of this investigation, and on the scope and scale of proposals, development of this site may require a condition requiring a programme of archaeological works to be agreed and implemented.

**2.8.324** The site area does not contain any Listed Buildings. However, there are three Listed Buildings on adjacent land namely, Newbold College – formerly Moor Close, The Stag and Hounds PH and Binfield Manor. Any proposed development will need to respect the settings of these buildings.

**2.8.325** To the south-west of the site is a Historic Park and Garden (formerly Moor Close within the grounds of Newbold College). In response to the Preferred Option consultation, English Heritage drew attention to part of Core Strategy Policies CS1 and C7 which seek to avoid and mitigate effects of new development upon the historic environment. In its response to the Participation Consultation, EH drew attention to the Grade II\* Newbold College Registered Park and Garden (formerly Moor Close), pointing out that:

- it was on the 'at risk' register;
- that concern remains for potential impact upon its setting arising from development of Blue Mountain (Policy SA7); and,
- there is no indication of any measures as to how to consider how to address the threats in line with PPS5 (Policy HE3.4).

**2.8.326** At the Participation (Issues and Options) Stage, a larger site was identified as a potential Broad Area, which included the historic park and garden. However, the extent of the Preferred Option for the Blue Mountain site does not include allocation of any part of the Moor Close Historic Park and Garden. The Landscape Capacity Study (April 2010) considered the importance of the historic landscape environment and the local landscape. Parts of the potential Broad Area (identified at the Participation Stage) was identified as having a low landscape capacity, due their historic significance. This led to these areas being excluded from the Preferred Option area identified for Policy SA7. As the park and garden is not included for allocation, it is not reasonable to require or expect the the developer of the site to address issues in relation to the current park/garden being on the on the at risk register. It will be a requirement for redevelopment of Blue Mountain to have regard to the setting of the historic park and garden.

### **Impact upon biodiversity**

**2.8.327** The site is not subject to any local wildlife designations. However, it is sited opposite a Local Wildlife Site, Bryony Copse/Temple Copse, which is also an ancient woodland (south of Temple Road). There are protected trees within, and along the boundaries of, the site. To the east of the site is a river corridor (BFBLP Policy EN14) which is designated for nature conservation interests and open character of the landscape.

**2.8.328** The Phase 1 Ecological Survey (Wenman, June 2010) identifies that the golf course is largely amenity grassland that is regularly mown and offers restricted shelter or foraging for fauna of conservation importance. The taller areas of grass, scrub and trees provide some habitat for a wider range of species and may act as wildlife corridors in conjunction with other linear features such as hedges. Thick hedgerows in the site support a range of native plant species and act as corridors for some key animal species. There are a number of ponds and wet ditches within the site that may provide valuable habitat, and these features may require retention. Appropriate Phase 2 ecological surveys will be required of any areas proposed for development, including surveys of all ponds and water bodies within 500m of any allocated development area. The area is within 2 km of Swinley Park and Wykery Copse SSSIs but development would not have any significant impacts.

**2.8.329** It would be possible to accommodate some of these features within the development through the provision of OSPV and SANG, as can be see from the updated concept plan.

### **Impact upon the Thames Basin Heaths SPA**

**2.8.330** The site is within 5km of the SPA. Natural England have commented that they are pleased to see that the SPA has been taken into account as a possible constraint and that mitigation standards will need to match those agreed through the Thames Basin Heaths Delivery Framework (2009), the adopted Core Strategy and relevant SPDs.

**2.8.331** The site is outside the 400m exclusion zone of the SPA but, apart from the most northern part, lies within the 5km buffer zone, therefore measures will be sought to mitigate the development's impact on this network of heathland sites which is protected by European and national law. This will include provision in perpetuity of on-site bespoke SANG of at least 8ha per 1,000 new population. Whilst this is the Council's preferred solution, an alternative may be

acceptable subject to passing an Appropriate Assessment and as long as the agreement of Natural England is gained. A financial contribution will be required towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Council's Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance. Links to The Cut Countryside Corridor may be possible; however, any bespoke SANG must be suitable as a standalone site.

**Impact upon resources (previously developed land/greenfield, agricultural land classification, flood issues, minerals)**

**2.8.332** The site is currently in leisure use as a golf course, and would be classed as a greenfield site and is also classified as Grade 3 Agricultural Land.

**2.8.333** Grade 3 is subdivided into 3a and 3b. PPS7 (para. 28) seeks to avoid development on the best and most versatile agricultural land (defined as grades 1, 2 and 3a of the Agricultural Land Classification). Where significant development of agricultural land is unavoidable, it sets out that Local Planning Authorities should seek to use poorer quality land (grades 3b, 4 and 5) in preference to that of higher quality, except where this would be inconsistent with other sustainability considerations (e.g. biodiversity; the quality and character of the landscape; its amenity value or heritage interest; accessibility to infrastructure, workforce and markets; maintaining viable communities; and the protection of natural resources, including soil quality). It also sets out that little weight in agricultural terms should be given to the loss of agricultural land in grades 3b, 4 and 5, except in areas (such as uplands) where particular agricultural practices may themselves contribute in some special way to the quality and character of the environment or the local economy. If any undeveloped agricultural land needs to be developed, any adverse effects on the environment should be minimised.

**2.8.334** As the site is classed as Grade 3, it is unknown whether the site is 3a or 3b. If the land is 3b then the site could accept development. The golf course land is not in a natural state, and is a highly modified landscape, and therefore its agricultural quality is likely to have been affected by works to create the golf course and associated features, thereby reducing its ability to be the best and most versatile agricultural land. If all or part of the site is 3a then development may require measures to minimise adverse effects on the environment and preserve as much of the best quality land as possible. However, until further work is carried out the final land classification is not known.

**2.8.335** Part of the area is within a minerals consultation area and the buffer zone of a landfill site which would require further investigation and mitigation.

**2.8.336** The SFRA (Halcrow, September 2010) identifies the site lies within Flood Zone 1. To the east and north-east of the site (but outside of the site) is located The Cut with its associated flood area. There are no records of historical flooding within the site. The area is of relatively low permeability (clays) which means that any increase in run-off rates following any development would be minimised, however, any development should include mitigation measures to ensure that any increased surface runoff is properly mitigated. If development of the area is to be pursued, a FRA will be required. When looking at the distribution of any development on the land, the layout should ensure that the most vulnerable uses are located in the areas of least surface runoff flood risk. Any increased surface water runoff following development should be mitigated and the use of SUDs should be given priority. This is in accordance with the Environment Agency's response to the SFRA, in that if the site is allocated, a Level 2 SFRA or preliminary Flood Risk Assessment would be required.

**2.8.337** Open spaces should be retained around existing ponds and watercourses to reduce the risk of them becoming a source of flooding. SUDS may be needed to control the rate of run-off into the watercourse running along the eastern edge as the site generally slopes in this direction. A requirement for SUDS is included with the policy for this site.

### **Accessibility/Transport**

**2.8.338** The Bracknell Multi-Modal Transport Model has been used to assess the impacts of proposed development and infrastructure within Bracknell Forest (whilst also taking into account the proposed development in Wokingham).

**2.8.339** Traffic models have been produced for the AM and PM peak hours (0800 – 0900 and 1700 – 1800 respectively), representing existing and potential traffic conditions for the following scenarios:

- Baseline traffic situation in 2007
- Reference Case forecast in 2026
- Core Strategy forecast in 2026
- Final Forecast in 2026

**2.8.340** The Reference Case scenario includes only committed developments and highway improvement schemes for the Borough, to 2026. Included within this is an estimate of generic housing and employment growth across the Bracknell and surrounding authorities. The Core Strategy forecast takes account of development in this DPD including Amen Corner, Warfield and the Town Centre.

**2.8.341** The Final Forecast builds on the Core Strategy and incorporates any associated highway infrastructure, as well as potential junction mitigation schemes that will be necessary to accommodate the combined impacts of all of the developments that are envisaged up to the year 2026. These improvements focus on the Boroughs own strategic network which showed an increase in level of service once all development had been included.

**2.8.342** Developers will be required to contribute in-kind and/or financially towards the implementation of the highway-capacity related improvement works identified by the Council, and, towards other local transport improvements for 'soft modes' etc. The level of contribution will reflect the net number of additional trips arising from the proposed development relative to all trips arising from the planned and windfall developments (see 'Impact upon infrastructure and capacity to improve infrastructure' section below for transport infrastructure requirements).

**2.8.343** The site is conveniently situated within or on the edge of cycle and pedestrian networks and is less than 10 minutes walk to a local centre. The site benefits from convenient access to Bracknell Town Centre via the B3408 and B3018 although these roads are congested in peak periods and improvements would be required to mitigate the impact of additional trips generated by the site. With regard to public transport, the site would benefit from possible diversions to existing routes and increases in frequency.

**2.8.344** The area is within 1km of a range of services including the John Nike Leisure Centre and the youth facility at Priestwood. The site lies within 30 minutes walking distance of employment areas, local centres (the nearest being Oakmede Place) and medical and dental facilities.

## **Impact upon infrastructure and capacity to improve infrastructure**

**2.8.345** The following section provides a summary of infrastructure requirements that will be sought from strategic development sites. A comprehensive list can be found in the Infrastructure Delivery Plan (IDP).

### **Transport**

**2.8.346** Trips generated from the site along with other development would impact on a number of the Boroughs busiest junctions. The scheme a mixed use scheme including, education facilities, housing, a football ground and associated infrastructure and facilities following the demolition of the existing disused buildings as detailed in Policy SA7. An increase in peak hour activity is expected over the current levels of traffic and the direction of flow is different with the majority of proposed residential trips leaving the site in the morning peak and returning during the evening peak. This is the opposite to commercial development and as a result capacity improvements on the road network will be required due to the additional trips generated from development which could include junctions along the B3408, B3018, B3034 and A329. including Coppid Beech and Binfield Road/Forest Road. Impact on the Strategic Road Network is also highlighted as a consideration, particularly Junction 10 of the M4.

**2.8.347** Improved pedestrian/cycle links across the B3408 and Temple Way should be provided to link the site to the existing network and improve access to the town centre. Improvements to Beehive Road / Cain Rd to link to employment will be required and enhanced links to the north/west to link to Binfield facilities.

**2.8.348** Access to public transport could be improved through diverting existing routes and increasing frequency. This could be achieved through additional buses and bus priority measures that would allow direct and convenient access through the site avoiding delay along the adjacent road networks.

### **Waste Management**

**2.8.349** The development should provide one overground waste recycling facility with good access. Provision will make for more sustainable development, by promoting recycling and reducing the need to travel to strategic waste recycling facilities.

### **Education**

**2.8.350** The provision of land and financial contributions will be sought towards a new on-site Educational Village which will provide a 2 form entry Primary School, a 7 form entry Secondary School (on sufficient land to allow expansion to 9 form entry) and a Special Educational Needs School. The proposed Community Hub will be required to provide an element suitable for the delivery of early years education.

### **Community Facilities**

**2.8.351** An on-site multi-functional Community Hub, either provided by the developer or through financial contributions will be sought. The Hub will accommodate a range of functions: a community centre, youth centre, early years and childcare, police point and community café, creating a focal point for community activity. Additionally, sufficient land will be required to be set aside to facilitate the delivery of a Full Day Care Nursery by third party.

### **SPA Avoidance and Mitigation**

**2.8.352** See 'Impact upon the Thames Basin Heaths SPA' section, above.

### **Open Space**

**2.8.353** Loss of existing on-site Open Space of Public Value (OSPV) would require a comprehensive, high level package of mitigation in terms of the quality and accessibility of open space. Active OSPV elements should incorporate sports pitches that could be shared with the football club and/or educational village proposals, allotments and play provision to cater for a broad age range. Passive elements of OSPV should include raising the quality and connectivity of new and existing greenspaces, the creation of new larger public recreational open space and the conservation of greenspace for the benefit of biodiversity.

### **Public Rights of Way**

**2.8.354** Opportunities should be sought to protect, extend and create links within the site and to the wider Public Rights of Way network.

### **Flood Defence**

**2.8.355** The integration of Sustainable Drainage Systems (SuDS) into the development to reduce surface water runoff to Greenfield rates will be sought to mitigate against flood risk. Existing watercourses should be retained and integrated into the site's green infrastructure network to provide a host of other sustainability benefits beyond SuDS, including that of amenity and biodiversity.

### **Potential to build a sustainable community including helping to meet local housing needs and wider community benefits**

**2.8.356** The site has a capacity of 400 dwellings, and would also accommodate a relocated football club and educational facilities. The development is designed to form an extension to the urban area of Bracknell and maintain the separate identity of Binfield, by retaining an open landscape buffer around the village. However, there will be public access links between Binfield and the site (for example Wood Lane). The site will also need to be accessible by walking and cycling to a larger area (such as Warfield) due to the inclusion of a new secondary school, which is to serve the needs arising from new development planned in the north of the Borough.

**2.8.357** At present the site has no public access. The development of the site would be supported by SANG and OSPV, and would therefore extend recreational opportunities in the area, including possible footpath links. The new football club site would also include junior pitches to encourage community football facilities. The development would also include a multi-functional community hub.

**2.8.358** The Bracknell Forest Housing Market Assessment (HMA) sets out an assessment of future housing needs, including size and tenure. Section 2 of this Background Document provides a summary of the findings of this Assessment. It identifies (para 2.1.35) that it is not considered appropriate to prescribe in the SADPD the type and size of homes to be delivered on each allocated site. Policy SA7 of the Draft Submission SADPD relating to Land at Blue Mountain identifies that affordable housing will be sought in accordance with policy. Core Strategy Policy CS16 identifies that a range of housing types, sizes and tenures will be sought which contributes to meeting the identified housing needs of all sectors of the community.

**2.8.359** The HMA divides the Borough into six sub-district areas. Land at Blue Mountain lies within the 'North West' area. The HMA identifies that this sub area is characterised by a higher percentage of family households and a lower percentage of single older people compared to the sub districts and the borough as a whole. There is also a high percentage of home ownership. This area has a high percentage of 4+ bed homes, and over half of homes are detached.

**2.8.360** Development on Land at Blue Mountain is identified as an opportunity in the HMA to deliver a range of types and sizes of homes and in particular as an opportunity to:

- Deliver higher affordable housing quotas given the low percentage of social rented compared to elsewhere in the borough;
- Deliver larger affordable homes; and,
- Deliver a range which includes smaller homes to provide greater choice locally, but also to provide larger homes as part of the mix due to the existing character of the area.

### **Viability**

**2.8.361** The Strategic and Small Sites Viability Study comments that this is a complex site to consider in terms of the existing uses and values which may be attributed to them. It is considered that there are two main elements which will in practice be involved in the consideration of land values and what effect this has on bringing the scheme forward and delivery details. These are the golf course, residential use and the greenfield nature of significant areas of the potential overall development zones. The Study draws on the values attached to other golf courses on the market during the study period but accepts that there are limited readily available comparables.

**2.8.362** It is concluded that at the current high level stage, data suggests that housing proposals in this location have at least a reasonable, and potentially good, prospect of being viable.

**2.8.363** The conclusion also draws attention to a range of inter-related factors in terms of the proposals, including for example, the potential relocation of Bracknell Town Football Club to this site. It is stated that the range of viability influences would need to be tracked and considered in the event of the proposals progressing.

### **Availability**

**2.8.364** The golf course site (SHLAA site 98) is available and being actively promoted for development. The Council has a leasehold interest in the land at Blue Mountain (further details given above). The site is also covered by a Section 52 legal agreement dating from 1990 in

which the owner of the land covenants with the Borough Council as follows:- "Not to use the golf course land for anything other than a golf course or other sporting or other recreational facilities or as open space and not to construct any buildings on the golf course land other than as reasonably required in connection with any of the uses mentioned in this paragraph." The Section 52 agreement can be varied or released by agreement between the landowner and the Council. Whether or not it is necessary or appropriate to vary or discharge the agreement is a matter which the Council may consider in due course.

### **Phasing and Monitoring**

**2.8.365** The site is in single ownership (although there are leasehold interests) and discussions have already taken place with the land owner. Its progression is fundamental to the delivery of essential educational facilities, including a new secondary school in North Bracknell and it is therefore important that proposals for the development of the land, including a planning application, are progressed in parallel with the SADPD process. The timing of the residential development does to a large extent depend on the time it would take to deliver supporting infrastructure, particularly new educational facilities. Whilst there are some existing buildings on the site that would need to be cleared, the majority of the site is greenfield. Some re-grading of the site would be required (including the creation of flood attenuation areas and laying out of the SANG). In view of the critical role that this site has in supporting development on other sites, it is likely that development will commence quite soon after adoption of the SADPD. The landowner has already confirmed that the site has the potential to make a valuable contribution to the Borough's short term housing land supply issues. As a result the Housing Trajectory shows the site to start delivering new homes in 2014/15 with completion in 2021/22.

**2.8.366** The annual commitments exercise will be used to record progress made on the grant of planning permission and subsequent construction of dwellings on the site. The results will feed into the Housing Trajectory and assessment of the rolling 5 year housing land supply.

### **Rationale/justification of uses within the site**

#### Housing

**2.8.367** 400 units are proposed on the Blue Mountain site, which equates to an approximate density of between 30-35dph. This is considered to be an appropriate density and number of units for the site, given surrounding development. (Development at Temple Park, granted through application 614307, comprised 550 houses on approximately 20ha, equating to an average density of 28dph).

**2.8.368** The existing number of houses within Binfield is around 1,300. Development proposed at both Amen Corner North and Blue Mountain (through policies SA6 and SA7) would result in an additional 800 properties. This would result in a 61% increase in the number of units for Binfield(excluding small sites). However, it is important to note that both of these sites are effectively extensions to the urban area of Bracknell, rather than extensions to Binfield village. This is considered to be an appropriate increase, bearing in mind that as set out in section '2.3 'How will the housing requirement be met?', existing commitments and proposed allocations demonstrate a spread of development across the Borough, with the largest proportion centred within the urban area of Bracknell Town.

#### Loss of golf course:



**2.8.369** The proposals will result in the loss of a significant part of the open space currently occupied by the golf course. However, the proposals for the site include a new ground for Bracknell Town Football Club, with junior pitches to encourage community football facilities, further sports opportunities through facilities sharing with the proposed schools and do allow for an extensive area of fully accessible open space and informal recreation and SANG across the northern part of the site, which will be publicly accessible for recreation, which is not the current case. The Blue Mountain site is available for development and is being actively promoted for development by the site owners. The Council supports the proposal as providing a sustainable location to meet the Borough's development needs (and enable the development of the existing Bracknell Town Football Club site for high density housing close to Bracknell Town Centre, and suitable location for new educational facilities).

**2.8.370** Sport England have opposed the proposals as they would result in the unjustified or avoidable loss of facilities for sport unless an equivalent replacement in terms of quality, quantity and accessibility, or if the loss of a facility is unavoidable or unless it can be proved that the facility is genuinely redundant and there is no demand for a replacement based on thorough local assessment. Therefore, further information has been sought from the applicant in terms of either providing an equivalent replacement or provide evidence that the facility is redundant and there is no demand for a replacement. Sport England support the provision of public open space and playing fields of a high standard in order to mitigate for the loss of land previously designated as OSPV.

Since the consultation on the Preferred Option, and in response to Sport England comments, a Golf Course Assessment has been prepared on behalf of the site owners by Boyer Planning. This has identified 14 alternative golf courses within 8km (5 miles) of the site. Of these 5 are nine-hole courses and 9 are eighteen-hole. It has identified an additional 28 courses between 8 and 16km (5-10 miles) from Blue Mountain. Of these, 7 are nine-hole and 21 are eighteen hole. This makes a total of 42 courses within ten miles distance. They include nearby 'pay and play' facilities such as Downshire (4km from the site) and Bird Hills. Therefore, on the basis of the variety of alternative facilities within the vicinity of the site, there is no demand for a replacement golf course in the area.

**2.8.371** A number of comments were also received in response to the Preferred Option that the Council should be considering redevelopment of its own golf course (Downshire) before building on Blue Mountain. The Downshire golf course was included in the Council's considerations among a large number of Council-owned sites but was rejected as the site is covered by a restrictive covenant and was not likely to be available for development during the plan period. The BlueMountain site is available for development and is being actively promoted for development by its owners.

#### Football Club:

**2.8.372** A number of objections were received to the Preferred Option consultation in relation to the relocation of a football club to the site, particularly as Binfield has its own local football club. The proposal is to establish the principle of the use as a football ground, and is being promoted by the site's owners with the backing of the club as a new ground for Bracknell Town FC, and was promoted in this manner in their response to the Site Allocations Participation Document February 2010. The existing ground was included in the Preferred Option consultation as a location for high density housing in a sustainable location close to the town centre for high density housing, reducing the need for additional greenfield allocations.

**2.8.373** The proposal is for a new main ground as well as a main practice pitch (all-weather) and a number of smaller pitches to support community football activity. The area proposed for the football ground is already occupied by a floodlit driving range and is visually well contained. Conditions would be applied to any planning permission to control levels of light spill and hours of operation. The capacity of the proposed ground reflects the Football Association's (FA) requirements for the league level that Bracknell Town aspire to. Bracknell Town Football Club has been seeking a site for a new ground for several years and have pursued a range of alternative sites. Their existing site does not have capacity to meet the FA requirements for the league level the club wants to develop or for the community football facilities the club would like to provide.

**2.8.374** The proposed new ground would be some 1.2km from the existing Binfield football club which lies to the north-east of the Blue Mountain site. The vehicular access route to the proposed new ground would be shared with the proposed new schools and would come off Temple Way to the south of the Blue Mountain site and along the western edge of the proposed new residential development. This is well away from the Binfield Football Club site and would avoid football related traffic needing to pass through Binfield village. The proposal for the new ground is being put forward by Bracknell Town Football Club. There may be opportunities for Binfield Football Club to make use of the ground or some of its planned facilities such as junior pitches by agreement with Bracknell Town Football Club.

**2.8.375** The Blue Mountain site has a number of advantages including the potential to share an access with route with the proposed schools; an existing, floodlit and visually contained location in the form of the driving range; and the potential for synergies in the provision of sports facilities within the planned schools. The IDP includes requirements for improved bus links, particularly to the town centre. Masterplanning of the site will be expected to provide parking to a standard appropriate for the level of usage. There may be potential for joint use of parking with the proposed school as the hours of peak operation will be different for the two uses. The existing Bracknell Town Football Club site does not have the space to accommodate facilities for the standard of league football that the club aspires to, or to provide club's desired level of community football facilities.

#### Educational Facilities:

**2.8.376** There is a demand for a new secondary school in the north of the Borough, to meet deficits in existing need and to meet the need arising for new development planned in the north of the Borough. Development planned in the north of the Borough (significantly Warfield: 2,200 new residential units; Amen Corner North: 400 new units and Blue Mountain: 400 new residential units) would provide the critical mass for a new secondary school. These developments will be able to provide capital funding in the form of S106/Community Infrastructure Levy contributions to support the construction of a new school, bearing in mind planning obligations must meet the tests set out in Circular 05/2005 in relation to Planning Obligations (July 2005):

- relevant to planning
- necessary to make the proposed development acceptable in planning terms
- directly related to the proposed development
- fairly and reasonably related in scale and kind to the proposed development
- reasonable in all other respects

**2.8.377** Other schools in the area, such as Garth Hill are built to the maximum size that the education authority considers appropriate for a single school, and therefore cannot accommodate the needs arising from either the need for additional school places arising from the existing population as well as from the occupiers of the planned new development.

**2.8.378** At the 5 July 2011 Executive Committee <sup>(31)</sup>, the Executive considered a report in relation to 'School Places Basic Need'. They resolved that the need for a new secondary school in North Bracknell be endorsed.

**2.8.379** The main need for the secondary school arises from 2,200 units on the Warfield development. An alternative location to Warfield has come about during the Site Allocations DPD process which upon consideration is the preferred site for the Local Education Authority (LEA). The location of the school on this site is preferential to Warfield for a number of reasons. Within the Warfield allocation there are a number of competing land uses and constraints, i.e. accommodating 2,200 dwellings, open space & SANG whilst avoiding areas at risk of flooding and safeguarding an undeveloped area of Cabbage Hill. The location of a secondary school on Blue Mountain is more centrally located to serve the needs arising from Warfield and Binfield. Furthermore, the land owners on Blue Mountain are also promoting the education uses on their site.

**2.8.380** Support for new school development is also supported by the Government's Policy Statement on Schools (15 August 2011)<sup>(32)</sup>. This statement is capable of being regarded as a material planning consideration, is designed to facilitate the delivery and expansion of state-funded schools through the planning system in response to the Government's strong commitment to improving state education. It is the Government's view that the creation and development of state-funded schools is strongly in the national interest and that planning decision-makers can and should support that objective, in a manner consistent with their statutory obligations. The Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools, and that the following principles should apply with immediate effect, and that there should be a presumption in favour of the development of state-funded schools, as expressed in the Draft National Planning Policy Framework.

## **Concept Plan**

**2.8.381** This concept plan provides more detail than seen at the Preferred Option stage for Blue Mountain. The SANG is retained to the north of the site, with educational facilities, community facilities and a football club centrally located and dwellings to the south. Provision of SANG to the north ensures an element of green buffer and separation from Bracknell is maintained to the east of Binfield. The playing fields of the educational facilities and the football club pitches will also contribute to a sense of openness and separation. Key trees and hedgerows will be retained and augmented along Forest Road wherever possible and required. Access to the SANG will improve access to this green space for residents and Wood Lane will remain and provide a pedestrian/cycle route improving accessibility through the site, and importantly to the educational facilities. The educational facilities, community facilities and a football club will front onto, and be centred around, a square providing a focal point within the development. Access to these facilities and the new dwellings will be from Temple Way. It is envisaged that dwellings will face towards Temple Way but sit behind existing key trees and

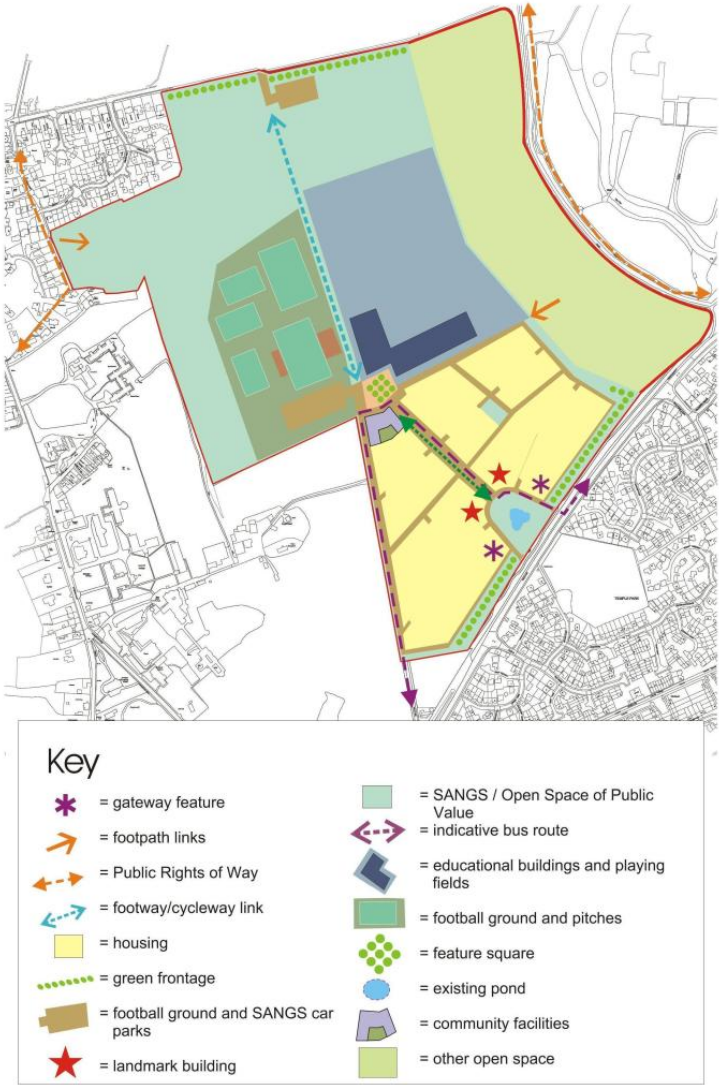
31 <http://http://democratic.bracknell-forest.gov.uk/ieListDocuments.aspx?CId=102&MId=3674>

32 Policy Statement on Planning for Schools: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/1966167.pdf>

hedgerows, retaining a green edge along this part of Temple Way. An open space is envisaged to provide a visual connection to the existing Temple Copse. A green link, including street trees and landscaped areas, will run from this space and connect into the centre of the site and the feature square. Gateway features and landmark buildings of an appropriate scale and design should be incorporated into any future detailed designs for the site. An area of open space will also be retained to the east, linking to existing routes along The Cut. Development is pulled back from the southern most corner of the site (as the land is not available) which will assist in retaining a sense of separation to Binfield and ensuring that any impact of development on the character of Popeswood Road is minimalised.

**2.8.382** The amended concept plan for the Draft Submission Document is as follows:

**Map 2.44 Draft Submission Concept Plan for Blue Mountain**



## **Developer response to Preferred Option consultation**

**2.8.383** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the Blue Mountain site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**2.8.384** The main issues raised by the promoters of the site in response to the Preferred Option consultation related to the Council should be basing the housing requirement on the South East Plan figure (i.e. 12,780 across the plan period, rather than 10,780 as set out in the adopted Core Strategy, particularly as the Council does not have 5 year supply of housing, and that site could accommodate 900 homes rather than 400 as set out in the Preferred Option Policy for this site.

**2.8.385** Advice from central Government is that, on revocation of the Regional Spatial Strategies (which includes the South East Plan), which is likely to take place upon enactment of the Localism Bill, Local Authorities will be required to set locally-derived housing targets which are fully justified and founded on a robust evidence base. The amount of housing provided for in the Core Strategy under Policy CS15 has been Examined by an independent Inspector and found to be soundly based. It is therefore considered appropriate to continue to plan for the requirement of 10,780 dwellings as set out in the adopted Core Strategy. A review of the Core Strategy is the most appropriate mechanism by which to consider any changes to the total number of dwellings planned for in the Borough. In the meantime, the Council must continue to plan for housing, including through the allocation of strategic sites in the SADPD, in order to secure and deliver a 5 year supply of land for housing.

**2.8.386** The Developer's concept plan indicates a larger developed area within the site which would compromise the aspects which the policy and concept plan are seeking to achieve, namely an open space buffer between Binfield and Bracknell and safeguard the landscape setting of the area, and setting of Binfield village. There is no requirement for the site to provide 900 homes. The Preferred Option approach was to locate the combined education facility at the north end of the site adjacent to a large area of open space. Part of the rationale for this is that the open school playing fields would contribute and reinforce the buffer between Binfield and Bracknell, when taken with the significant open space /SANG to provided to the north of the site. This would not be possible with 900 home scheme where this area being built upon with housing, and would also result in development of the area to the east of the Preferred Option concept plan site which is proposed to remain as country side in the preferred option.

## **Main issues raised by local residents in response to the Preferred Option consultation**

**2.8.387** The following provides an overview of the key issues that were raised during the Preferred Option consultation, in respect of the Blue Mountain site, and the Council's response. For more detailed summaries of the issues raised and the Council's responses, see the 'Summary of Responses to Site Allocations DPD Preferred Option Nov 2010-Jan 2011' Document (which sets out how the Council has taken the representations into account and any changes that have been made to the SADPD document as a result).

**Table 2.7**

Summary of Main Issues Raised	Council's Response
<p>No need for additional development in Binfield, too much development is planned.</p>	<p>It is acknowledged that Binfield has grown due to the allocation of sites for residential development during previous plan periods, for example, the area around Benetfeld Road, however, the population of the Borough and number of households is projected to grow further and there is a need to provide additional housing.</p> <p>All sites proposed have been submitted as available for development through the SHLAA, including some small sites within and on the edge of the existing settlement.</p> <p>In allocating sites, the Council must follow the locational principles set out in Policy CS2 of the Core Strategy. The Council's proposals also include a number of sites in other parts of the Borough including large sites at Broadmoor and TRL, Crowthorne. The capacity of available sites in other parts of the Borough is not sufficient to accommodate all future development needs.</p> <p>Consideration of sites has taken account of a wide ranging evidence base, including transport work, landscape analysis and Sustainability Appraisal.</p>
<p>Many issues were raised in relation to transport, in particular, impact local roads and impact upon the strategic road network.</p>	<p>The Council has modelled the cumulative effect of development impacts on the local highway network both with and without the proposed developments and the accompanying highway improvements. The Council is working closely with the Highways Agency regarding the impact on the Strategic Road Network. The model demonstrates that the proposed improvements will not lead to a deterioration over the baseline situation that takes account of background traffic growth and the additional traffic that the new development will generate and that from proposed development in Wokingham.</p> <p>Developers will be expected to demonstrate how proposed transport improvements will mitigate the impact of their development and this will involve contributing in-kind and/or financially towards highway, public transport and pedestrian/cycleway improvements, to facilitate traffic movement, encourage more sustainable modes of transport and ensure good access to community facilities – reducing the need to travel by private vehicles.</p>

Summary of Main Issues Raised	Council's Response
Concerns regarding the impact of development upon local facilities/services	<p>Service providers have been involved from the early stages of the IDP, so they have had the information to establish what the likely pressures on their service will be.</p> <p>The infrastructure required to mitigate proposed development is set out in the IDP which supports the SADPD. This would be secured through a Section 106 Legal Agreement or Community Infrastructure Levy (CIL), at the planning application stage.</p> <p>Developers will be required to mitigate against the impact of their development on services, e.g. through on-site provision of a community facility and off-site highway junction improvements. Some new services will also benefit existing residents e.g. an improved bus service.</p>
Impact of the proposals upon the gaps between Binfield and Bracknell.	Development will be focused in the southern part of the site (to the north of Temple Way) to form an urban extension to Bracknell so as to maximise accessibility and reduce the potential impact on the existing community of Binfield. SANG to mitigate the impact of the proposals upon the SPA will be located in the northern part of the site (south of Forest Road) in order to maintain a buffer between Binfield and Bracknell.
Object to relocation of Bracknell Town Football club.	Relocation of the club will enable the redevelopment of the existing site close to Bracknell Town Centre for high density housing, reducing the need for additional greenfield allocations. The site proposed for the new ground is visually very well contained and is already occupied by a floodlit driving range. There is good access from the site directly to the Northern Distributor Road which will minimise the impacts of traffic accessing the football ground on the local road network.
Object to the loss of the existing golf club.	The proposals will result in the loss of a significant part of the open space currently occupied by the golf course. Evidence is being sought on the level of golf provision in the area. However, the proposals for the site include a new ground for Bracknell Town FC, and do allow for an extensive area of fully accessible open space and SANG across the northern part of the site, which will be publicly accessible for recreation, which is not the current case. The Blue Mountain site is available for development and is being actively promoted for development by its owners.

## **Sustainability Appraisal (SA)**

**2.8.388** Overall this site scored positively in relation to the Sustainability Appraisal Objectives (and ranked similarly to Broadmoor and Amen Corner North). Positive scores related to the provision of housing (including affordable housing provision), provision of multi-functional community hub, provision of land for a range of educational facilities and provision of a new football ground.

**2.8.389** The Sustainability Appraisal highlighted the good connections to Bracknell Town Centre and Binfield. This site would also be required to provide contributions to improvements to public transport (bus services) and non-car modes of transport such as cycle and footpaths (see IDP for further details).

**2.8.390** The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.8.391** The Sustainability Appraisal also gave a negative score in relation to loss of existing open space (the golf course). However, this site would provide a new football club and an extensive area of fully accessible open space and informal recreation and SANG across the northern part of the site, which will be publicly accessible for recreation, which is not the current case.

**2.8.392** As development would relate to the urban area of Bracknell, it would retain the distinctive character of Binfield village. Provision of the SANG to the north ensures an element of green buffer and separation from Bracknell, the school playing fields and football club pitches will also contribute to a sense of openness and separation between the settlements (as can be seen from the concept plan), and so the development scored positively in this regard.

## **Changes to the SADPD Policy Wording**

**2.8.393** Following the consultation on the SADPD Preferred Option, it became apparent that there were internal inconsistencies between the policies in terms of how they were worded, and items that were included within the policies (in terms of infrastructure requirements). The policies have been reworded so that they are consistent within the document. The first part of the policy sets out the key elements of the proposal, and the second part sets out the main items of infrastructure (rather than listing every single item of infrastructure as was the case at the Preferred Option Stage).

## **Requirements for Site:**

**2.8.394** In order to provide some clarity to future developers, a list of requirements will be included as an appendix to the SADPD Draft Submission Document. This will help to also provide a consistent approach with how sites are treated, and considered in the SADPD document (at the Preferred Option stage, requirements were only included in the smaller sites:

- Provision of on-site Open Space of Public Value;
- Measures to avoid and mitigate the impact of residential development upon the Thames Basin Heaths Special Protection Area (SPA) in agreement with Natural England. This will include provision in perpetuity of on-site bespoke SANG of at least 8ha per 1,000 new



population. Whilst this is the Council's preferred solution, an alternative may be acceptable subject to passing an Appropriate Assessment and in agreement with Natural England. A financial contribution will be required towards Strategic Access Management and Monitoring and any other measures that are required to satisfy Habitats Regulations, the Council's Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance;

- Provision of Green Infrastructure;
- Have regard to biodiversity assets and undertake appropriate ecological surveys and mitigation of any impacts;
- Have regard to the recommendations as set out in the Character Area Assessment Supplementary Planning Document;
- Have regard to and respect the setting of the adjacent Historic Park and Garden and nearby Listed Buildings;
- Appropriate tree surveys and protection of trees, including those subject to a Tree Preservation Order;
- Provision of affordable housing subject to viability;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Integration of Sustainable Drainage Systems;
- Mitigation of impacts in accordance with the IDP;
- Be in accordance with national and local policy requirements.

This is not a comprehensive list, and there may be other requirements. Development Management should be contacted for up to date details.

Applications for development of the site should also have regard to relevant SADPD Supporting Documents, and any requirements for further studies, such as a Flood Risk Assessment, Archaeological Reports and a Landscape Masterplan.

Any applicant is also advised to submit a Screening Request to determine whether an Environmental Impact Assessment of the proposals is required.

Allocation of the site requires the land to be identified on the Draft Submission Proposals Map as an allocation.

## 2.9 Allocation of land covered by Core Strategy Policies CS4 and CS5

**2.9.1** Two major development sites at Amen Corner South and Warfield are identified in the Core Strategy (Core Strategy Policies CS4 and CS5), and are included as allocations in the SADPD. The following paragraphs summarise the background to the allocation of these sites.

### **Bracknell Forest Core Strategy Development Plan Document (DPD) (February 2008)**

**2.9.2** The Core Strategy sets the strategic planning framework for Bracknell Forest to 2026. It sets out where development should go in broad terms and more specifically identifies two major locations for growth - land at Amen Corner (now known as Amen Corner South) and land North of Whitegrove and Quelm Park (now known as Warfield). Core Strategy Policies CS4 and CS5 deal specifically with these areas and set out the Council's expectations for them. The supporting text (paragraphs 74, 176 and 177) indicates the level of housing proposed for the sites.

**2.9.3** The Core Strategy DPD was produced under the Town and Country Planning (Local Development) (England) Regulations 2004. In accordance with government guidance at the time, the Core Strategy set out broad allocations for land use, with detailed site specific allocations left to subsequent Development Plan Documents (such as the SADPD). Work on the Core Strategy pre-dated the change in guidance which enabled Core Strategies to allocate sites. The Core Strategy therefore established the principle of development for the two areas and the Proposals Map shows the broad extent of the land to which these policies apply without making a formal allocation. More detailed information on the status of these sites can be found in the '[Planning Policy Status](#)' note issued by the Council during consultation on the SADPD Preferred Option (November 2010-January 2011).

### **Amen Corner Supplementary Planning Document (SPD) (March 2010)**

**2.9.4** The Amen Corner SPD provides detailed guidance on the implementation of Core Strategy Policy CS4. While not part of the Development Plan, it is a material consideration in the determination of planning applications affecting Amen Corner. In accordance with national legislation and guidance, any submitted application that is consistent with Policies CS4 and SA8, the Amen Corner SPD and other relevant planning policies should be granted permission unless other material considerations indicate otherwise. The Amen Corner SPD can be found on this link: [www.bracknell-forest.gov.uk/amencorner](http://www.bracknell-forest.gov.uk/amencorner)

### **Warfield Supplementary Planning Document (SPD) (emerging)**

**2.9.5** Similarly, the emerging Warfield SPD, once adopted, will provide detailed guidance for the implementation of Core Strategy Policy CS5. It will be a material consideration in the determination of planning applications affecting land at Warfield. In accordance with national legislation and guidance, any submitted application that is consistent with Policies CS5 and SA9, the Warfield SPD and other relevant planning policies should be acceptable and granted permission unless other material considerations indicate otherwise. Further information on the Warfield SPD can be found on this link: [www.bracknell-forest.gov.uk/warfield](http://www.bracknell-forest.gov.uk/warfield)

## Land at Amen Corner (South), Binfield (Policy SA8)

### Employment Provision Amen Corner South

**2.9.6** At the time the Core Strategy was written, it was not possible to allocate land for development, Policy CS4 sets out the broad area for growth. The SADPD provides the opportunity to formally allocate CS4 (Land at Amen Corner) and Policy SA8 identifies 'Land at Amen Corner South' for comprehensive, sustainable mixed-use development. Policy SA8 reiterates 725 dwellings for the site, and supplements Core Strategy Policy CS4.

**2.9.7** Policy CS4 of the Core Strategy identifies Land at Amen Corner for comprehensive mixed - use development including residential, employment and the necessary social and physical infrastructure. Providing a mix of uses on this site will:

- ensure that efficient use is made of the land;
- contribute to reducing the need to travel; and
- promote sustainable development

**2.9.8** Further detail is provided in the Amen Corner SPD (March 2010), and includes Development Principle AC1, which proposes comprehensive sustainable mixed-use development that will integrate with the existing uses in the Amen Corner Area including at least 725 dwellings (including affordable housing) and up to 35,000 sqm of employment and leisure floorspace.

**2.9.9** The over-riding need in the Borough is for housing, and therefore housing provision is a priority for this site. The figure of 725 dwellings contained in the Core Strategy and SADPD is the level needed in order to achieve the necessary infrastructure to support development in a sustainable location.

**2.9.10** Responses to the SADPD Preferred Option have highlighted potential difficulties with meeting the level of housing at the suggested density. The landowners within the site would prefer greater flexibility across the whole of the masterplan area. The current oversupply in the commercial property market is also referred to.

**2.9.11** The figure of up to 35,000 sq.m. of employment/leisure floorspace contained within the SPD is a product of consultation during the preparation of the Core Strategy and the SPD, and was based on the fact that Bracknell has a significant employment base and the importance of maintaining its position as a major employment location. The Employment Land Review (ELR) <sup>(33)</sup> has however concluded that there is currently a significant over supply of office floor space in the Borough, and that Bracknell has a weak identity as an office location. Data from subsequent commitments exercises and reports <sup>(34)</sup> continue to support this conclusion. There is currently an 8 year supply of office floor space being currently marketed/available, with a further 7.4years taking account of commitments. Given this over supply and a significant commitment of new floorspace, office development is not considered a priority for the Council.

**2.9.12** In light of the surplus of employment floorspace and land in the Borough, the priority for this site is the delivery of housing. The extent of other uses proposed for this site should not prejudice the delivery of the target number of homes for this site. For the purposes of Policy SA8, employment means business, industrial, distribution and storage uses. Additional uses that may be appropriate for the site are a hotel and/or commercial sports facilities.

33 Employment Land Review, Vail Williams (Dec 2009)

34 Market Perspective for Bracknell Forest Borough Office Floor Space, Hicks Baker (October 2011)

**2.9.13** The SADPD Preferred Option referred to 'up to 35,000sqm of employment/leisure floorspace'. This is not a maximum and allows flexibility for less employment floorspace to be provided in order to accommodate the housing elements at a lower density if required. In the light of the above and to maximise the opportunity for flexibility, the words 'at least' and 'up to' together with the floorspace figures (35,000 sqm) have been removed for Policy SA8. Further consideration as to the whether the amount of floorspace in the SPD is appropriate given current market conditions and other material consideration will take place during discussions with prospective developers in the preparation of planning applications. The Council will also support the provision of small business units in this location, which is supported by the ELR (para 4.60) in relation to expected demand being predominately for small to medium units.

### **Amen Corner South Neighbourhood Centre**

**2.9.14** The centre proposed for Amen Corner South will be a Neighbourhood Centre. The terminology used to describe centres has changed since the adoption of the Core Strategy and the Bracknell Forest Borough Local Plan, following the introduction Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4).

**2.9.15** The centre proposed for Amen Corner South was always intended to be of only neighbourhood significance and not a large scale retail element. The term 'Local Centre' which is used in the Amen Corner SPD could now be misleading and imply that a larger centre is intended for Amen Corner South. The Site Allocations Development Plan Document clarifies the situation, and a Neighbourhood Centre would be classified within the Local Parade category in the context of paragraph 233 of the Core Strategy (2008). This does not signify a change to the requirements for Amen Corner South at paragraph 14.6 of the Amen Corner Supplementary Planning Document.

**2.9.16** This centre along with the other Neighbourhood Centres proposed in connection with some of the other Urban Extensions will not be shown on the Proposals Map at this time. However, the current policies which apply to Neighbourhood Centres (formerly Local Parades) will apply to these centres.

## Land at Warfield (Policy SA9)

### Employment Provision Warfield

**2.9.17** The SADPD Preferred Option Consultation highlighted a discrepancy between the wording of Core Strategy Policy CS5 and SADPD Policy SA9 with regard to the employment provision. Core Strategy policy CS5 identifies this location for a comprehensive, well designed mixed-use development which includes:

- Residential; and
- Employment; and
- Social and physical infrastructure; and
- Measures to avoid and mitigate the impact of the residential development upon the Thames Basin Heaths Special Protection Area.

**2.9.18** The supporting text in the Core Strategy (para. 75) explains that further detail about the scale of each use within the site will be developed through subsequent work, and a Supplementary Planning Document is currently being prepared. The supporting text anticipates that the employment uses at land north of Whitegrove (Warfield SPD area) is likely to be small-scale. This is supported by the Major Locations for Growth - Background Paper to Submission Core Strategy Development Plan Document (October 2006) pp. 26 & 27 which shows that although the Employment Potential Study (2005) showed a shortfall in both office and industrial floorspace however major employment development is not proposed for the Warfield SPD area.

**2.9.19** This is also supported by the Employment Land Review (ELR) <sup>(35)</sup> which concluded that there is currently a significant over supply of office floor space in the Borough, and that Bracknell has a weak identity as an office location. Data from subsequent commitments exercises and reports <sup>(36)</sup> continue to support this conclusion. There is currently an 8 year supply of office floor space being currently marketed/available, with a further 7.4years taking account of commitments. Given this over supply and a significant commitment of new floorspace, office development is not considered a priority for the Council.

**2.9.20** In light of the surplus of employment floorspace and land in the Borough, the priority for this site is the delivery of housing. The extent of other uses proposed for this site should not prejudice the delivery of the target number of homes for this site. For the purposes of Policy SA9, employment means business, industrial, distribution and storage uses.

**2.9.21** The Warfield SPD Consultation Draft includes Development Principle W4 which states 'Employment floorspace as part of the Local Neighbourhood Centre will be encouraged as part of the comprehensive development.' (Warfield Supplementary Planning Document Consultation Draft November 2010, pg. 25). Therefore, there is no significant employment floorspace proposed for the Warfield SPD area. Any future employment is likely to be small offices located above the retail provision at the neighbourhood centre.

35 Employment Land Review, Vail Williams (Dec 2009)

36 Market Perspective for Bracknell Forest Borough Office Floor Space, Hicks Baker (October 2011)

## 2.10 Unallocated sites - sites with potential

**2.10.1** Listed below are the sites that were submitted either as a response to the Site Allocations Preferred Option consultation or through SHLAA (published August 2011). Whilst the initial assessments of these sites indicated that they have potential to be considered as suitable sites, at this stage they are not included for allocation. It was considered inappropriate to include sites which had not been subject to consultation at either the Issues and Options or Preferred Option stages. These sites may have potential to be brought forward if needed to provide a robust and flexible supply, but are not firm proposals within the Draft Submission SADPD. The sites were included in the latest SHLAA Monitoring Report (published August 2011) (Also see flexibility section contained within: 2.1 'Approach to housing').

**2.10.2** The following initial assessments draw upon the following evidence:

### **List of evidence relevant to the consideration of sites with potential**

Aerial photos

Character Areas Assessment Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Sustainability Appraisal

Eastern Gateway Planning Brief (October 2003)

Employment Land Review (December 2009)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec, August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Updated Landscape Analysis (Kirkham, August 2011)

Limiting the Impact of Development Supplementary Planning Document (July 2007)

Ordnance survey plans

Phase 1 Habitat Surveys

Proposals Map (April 2010)

Relevant site history

Responses made to Site Allocations Preferred Option Consultation

Saved policies within the Bracknell Forest Borough Local Plan (January 2002)

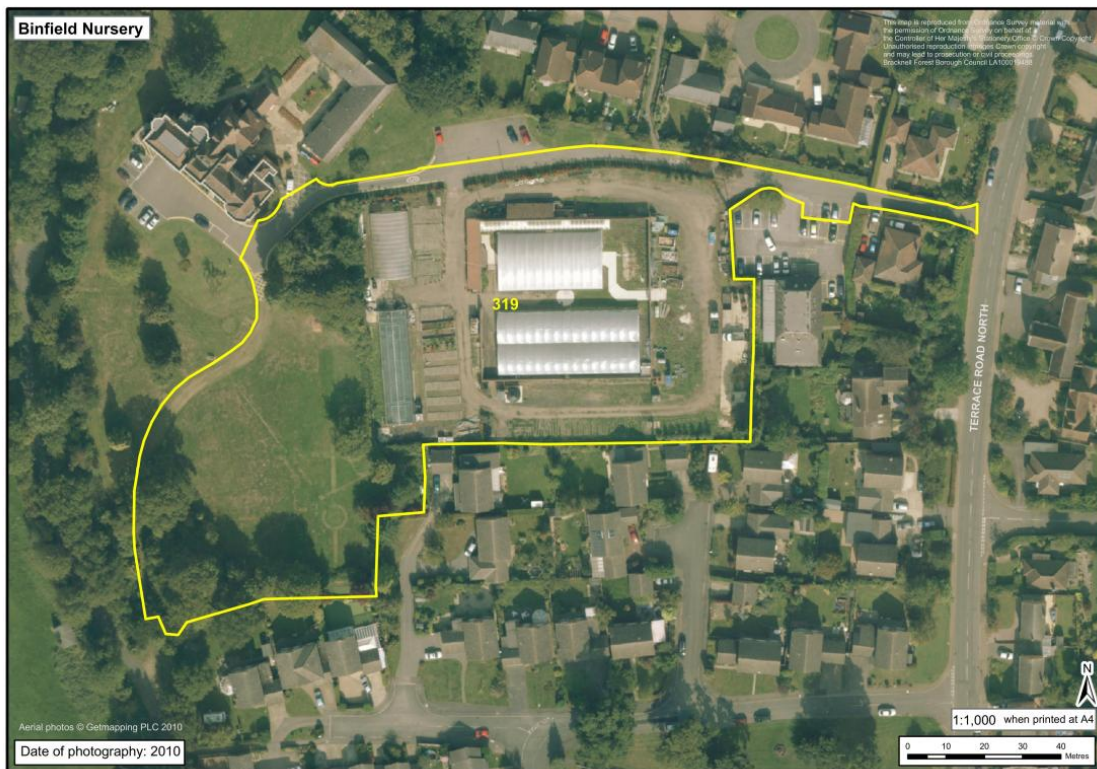
Site Allocations Development Plan Document Preferred Option Background Paper (November 2010)

Site submission forms submitted through SHLAA

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011  
(August 2011)

## Site with potential: Land at Binfield Nursery, Binfield (SHLAA ref 319)

Map 2.45 Aerial Photo of Binfield Nursery.



### Planning History/Background:

**2.10.3** No relevant planning applications. The site contains a walled garden area, which forms part of the former grounds of Binfield House (a Listed Building currently used as a care home) and part of the current grounds of the care home.

### Constraints/Policy Designations

**2.10.4** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land within defined settlements). The site forms part of the setting of Binfield House (a Grade II Listed Building). It also contains a walled kitchen garden, located in the former grounds of the House (the current Council Nursery site).

### Capacity within Preferred Option Consultation (SADPDPO):

**2.10.5** The site did not form part of the Preferred Option and has been promoted through SHLAA since 31st March 2011.



## **Draft Sustainability Appraisal:**

**2.10.6** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

**2.10.7** The Sustainability Appraisal gave a negative score in relation to biodiversity, the presence of trees (although not protected) and because the site within the curtilage of a Listed Building (Binfield House) and contains a Listed wall (kitchen garden). The extent of the developable area has been reduced to exclude areas containing trees (as these provide a setting to the Listed Building) and exclude development from within the walled garden area. The profile of the site requires development to have regard to the setting of the Listed Building and curtilage wall, retain important trees, and be accompanied by appropriate tree and ecological surveys.

## **Assessment:**

**2.10.8** The site is available (promoted through SHLAA). The area of the whole site is 1.65ha. However, part of the site would be used to extend the local surgery and is excluded from the site area (surgery, Pelham Lodge and Elmdyke, equate to 0.34ha). This leaves a remaining gross area area of 1.31ha (as outlined on the aerial photo, above). However, there is a need to safeguard and retain the existing walled garden (0.19ha) and areas of existing trees (0.2ha) which leaves the remaining developable area as 0.9ha. Given the site is within a defined settlement, and having regard to the above constraints, it is considered that 35dph would be appropriate, equating to 33 units. (Across the gross site area of 1.31ha (excluding surgery site), this would result in a density of 25dph across the site).

**2.10.9** The site is adjacent to a Listed Building (Binfield House). The kitchen garden (nursery) falls within the former grounds of the Listed Building, and has been in the same ownership since 1948, and is ancillary and subordinate to the principal building. Based on these facts, the structure is considered to be a curtilage structure to the Listed Building (in accordance with the guidance contained in PPS5 Practice Guide, para 95 which says "some buildings are deemed designated as Listed Buildings by being fixed to the principal building or by being within its curtilage and pre-dating 1948"). Therefore, any development of the site needs to take account of the setting of the Listed Building, together with any impacts on the existing walled garden and any other curtilage structures.

**2.10.10** There are mature specimen trees within the grounds of Binfield House (located west of the nursery and south of the House). Whilst these trees are not protected, they enhance the setting of the Listed Building, and should be retained as part of any redevelopment (an approximate site area of 0.2ha). Any application would need to be accompanied by appropriate tree surveys and an arboricultural implications assessment to address how trees would be retained and protected during construction. Development proposals would need to have regard to biodiversity assets provided by existing habitats (including trees). This would need to include safeguarding /mitigation as appropriate, and would require survey work to be undertaken.

**2.10.11** The site lies adjacent to Binfield Area A (Binfield) of the Character Areas Assessment SPD. This includes recommendations relating to small scale infill development respecting existing building lines and boundary treatment. It says that houses should relate to the

topography and roof lines should reflect this (i.e. stepped roofline) and that development outside Binfield centre should not damage existing mature trees. It is considered these considerations could be achieved with development of this site.

**2.10.12** Given the existing nursery use, there may be potential for some contamination, which will need to be investigated (and mitigated as required). A Transport Assessment to assess the impact of the proposals on the local road network and junctions would be required.

**2.10.13** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). Given the number of units, there would also be a requirement for affordable housing. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. As the site is outside of the 5km buffer to the Thames Basins Heaths SPA, no SPA mitigation would be required for this site.

**2.10.14** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

#### **Requirements for site:**

- Have regard to the location of the site adjacent to Binfield Area A of the Character Areas Assessment Supplementary Planning Document;
- Appropriate tree surveys and protection of trees;
- Retention of important trees within the site;
- Investigation and remediation of any land contamination;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Provision of affordable housing;
- Provision of on-site open space;
- Appropriate ecological surveys and mitigation of any impacts;
- Have regard to the setting of the adjacent Listed Building (Binfield House) and curtilage structures including the walled garden;
- Retention of walled garden;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- This is not a comprehensive list, and there may be other requirements. The Council's Development Management Section should be contacted for up to date details.

## Site with potential: Downside, Wildridings Road, Bracknell (SHLAA ref 320)

Map 2.46 Aerial Photo of Downside.



### **Planning History/Background:**

**2.10.15** No relevant planning applications.

### **Constraints/Policy Designations**

**2.10.16** The site comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land within defined settlements).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.10.17** The site did not form part of the Preferred Option and has been promoted through SHLAA. The site is listed in SHLAA, but was not fully assessed as it was received after the 31 March 2011 (the cut off date for the 2010/11 Monitoring Report). The gross site area is 0.46ha, at 40dph, this would yield 18 units net. It would have a suitability grade A.

### **Draft Sustainability Appraisal:**

**2.10.18** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing, use of previously developed land, accessibility to services and facilities within Bracknell Town Centre and good links to public transport (including bus and train station within Bracknell).

## **Assessment:**

**2.10.19** The site is available (promoted through SHLAA), and comprises previously developed land within an urban area, and so accords with Point 2 of Core Strategy Policy CS2 (previously developed land within defined settlements). The site is 0.46ha, and at 40dph, would yield 18 units (net).

**2.10.20** There are mature trees along the boundaries of the site which it would be desirable to retain to help safeguard the character of the area. Any application would need to be accompanied by appropriate tree surveys and an arboricultural implications assessment to address how trees would be retained and protected during construction. Development proposals would need to have regard to biodiversity assets provided by existing habitats (including trees). This would need to include safeguarding /mitigation as appropriate, and would require survey work to be undertaken.

**2.10.21** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). Given the number of units, there would also be a requirement for affordable housing. It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

**2.10.22** In relation to waste water issues, whilst Thames Water has no objection in principle to the allocation of sites for development, there would be a requirement for consideration of waste water capacity.

## **Requirements for site:**

- Appropriate tree surveys and protection of trees;
- Retention of important trees within the site;
- Investigation and remediation of any land contamination;
- Transport Assessment to assess the impact of the proposals upon the local road network and junctions;
- Provision of affordable housing;
- Appropriate ecological surveys and mitigation of any impacts;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. The Council's Development Management Section should be contacted for up to date details.

Site with potential: Land south of Dukes Ride, Crowthorne (SHLAA ref 302)

Map 2.47 Aerial Photo of land south of Dukes Ride.



### **Planning History/Background:**

**2.10.23** Part of Wellington College. No relevant planning history (no address point).

### **Constraints/Policy Designations**

**2.10.24** The site comprises an extension to defined settlements, and so has potential to accord with Point 4 of Core Strategy Policy CS2 (extensions to defined settlements).

### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.10.25** The site did not form part of the Preferred Option, but was promoted through a response to the consultation.

**2.10.26** The site is contained in Appendix 6 of the SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining a sustainable defined settlement. For SHLAA it has a suitability grade C, with a capacity for 10 homes.

### **Developer/Site Promoter Response to SADPDPO:**

**2.10.27** The site adjoins a settlement and is a well located rounding off site. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

### **Draft Sustainability Appraisal:**

**2.10.28** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to it being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.10.29** The site also scored positively in relation to its accessibility to services and facilities around the Crowthorne Station area (shops and train station).

**2.10.30** The Sustainability Appraisal gave a negative score in relation to potential loss of trees/biodiversity habitat (trees are not protected). The developable area has been reduced to take account of these issues, and the profile of the site requires development to retain important trees along existing boundaries.

### **Assessment:**

**2.10.31** The site would constitute a Category C edge of settlement site (i.e. limited extension of a sustainable settlement - Crowthorne).

**2.10.32** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

### **How the site relates to the existing settlement boundary/built form**

**2.10.33** The site would adjoin the settlement boundary of Crowthorne to the north (sits opposite housing to the north of Dukes Ride). The site is open and currently used as a paddock. It is enclosed by a conifer belt alongside West Gate Lodge and Gardeners Cottage at Wellington College, with a backdrop of trees along the eastern side. Along the southern boundary is a

hedge, beyond which lies a belt of trees. To the north (along Dukes Ride) lie a hedge with small trees and poplars. The Landscape Analysis (August 2011) sets out that development is continuous along the north side of Dukes Ride, joining Crowthorne to a small local area around Crowthorne train station, which has a distinct character. There are views over the site from Duke's Ride. The site does not have the appearance of being part of the Wellington College grounds. There are buildings located east, west and north of the site, and therefore it is considered that the site relates well to the existing built form.

### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.10.34** In relation to the size of the settlement of Crowthorne, it is considered that the site's scale and location would be acceptable in relation to the existing built-up area.

### **Whether the development would harm the physical or visual character of the settlement and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.10.35** Whilst the site does not have the appearance of being part of the College grounds, the Landscape Analysis (August 2011) sets out that it is important that the open grounds and character of Wellington College to the south of Dukes Ride are protected to ensure the retention of local distinctiveness in the area, and to maintain the surviving separate identity of the main settlement and the station area. It recommends that development should be set back 15m with woodland planting to Dukes Ride. An open area with individual trees south of the tree belt in Wellington College is sought to reinforce the open setting of the College. The Landscape Study concludes that there may be limited scope for development which retains a large area of open space fronting Dukes Ride, and all mature tree cover. Frontage development would merge the settlement areas, and lessen the significant positive impact of the College grounds, to the detriment of the local landscape character. It is considered that some development could be achieved on this site with measures to mitigate the harm to the physical and visual character of the settlement, and surrounding landscape.

### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.10.36** Crowthorne is classed as a sustainable settlement, and this site is in close proximity to the railway station, so would accord with point 4 of Policy CS2. Furthermore, there is a local centre (Crowthorne Station Area) and business park nearby.

### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.10.37** The site is contained by trees, which could be retained and supplemented with additional planting, whilst preventing the two existing settlement areas from merging. It is considered that this would create a clear defensible boundary to the settlement.

### **Other considerations**

**2.10.38** The site is available (which is confirmed through a response to the SADPD Preferred Option). Given the site is over 1ha (at 1.16ha), there would need to be provision for some open space on site. In accordance with the SHLAA methodology, a 90% developable area would be applied. However, additional landscape analysis (August 2011) sets out that it is important that the open grounds and character of the College area south of Dukes Ride are protected to

retain the local distinctiveness of the area, and maintain the surviving separate identity of the main settlement and station area. A 15m buffer would need to be provided along the frontage of the site with woodland planting along Dukes Ride, an open area with individual trees south of the tree belt in Wellington College, and retention of trees in the north east corner of the site. Landscape evidence recommends that 30% of the site could be developed, however it is considered that open space and a 15m gap could be retained at the front of the site, with open space to the rear, plus retention of trees leaving a 0.65ha developable area. Given the edge of settlement location, and proximity to existing facilities, a density of 35dph is considered appropriate and would yield 23 units. Across the gross site area (1.16ha) this would equate to 20dph. This number of units is considered proportionate to the scale of the existing settlement area and is not considered harmful to the integrity of the village.

**2.10.39** Consideration of vehicular access onto the site (including visibility) would need to have regard to trees. A Transport Assessment to assess the impact of the proposals on the local road network will also be required.

**2.10.40** Development would also need to have regard to biodiversity assets provided by existing tree habitat, which would need to be safeguarded/mitigated as appropriate, and an ecological survey would be required. There are existing trees along the boundaries of the site which should be retained as part of any redevelopment, including any key trees within the site, including additional planting to preserve the landscape setting and provide visual mitigation. An appropriate tree survey and protection of trees would also be required.

**2.10.41** Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications. Given the number of units proposed (over 15), in accordance with PPS3, there would be a requirement for affordable housing provision. On-site open space would need to be provided, which would need to retain a 15m gap at the frontage of the site and some open space to the rear.

**2.10.42** At the Preferred Option stage, this site was not included for development. However, the site has now been reconsidered. The Landscape Study acknowledges that from a landscape character perspective some development can be accommodated within the site. It is considered that sufficient space could be retained within the site to allow for retention of open space to maintain the distinctiveness of the two settlement areas, retain the open character of the south side of Dukes Ride, and retain existing trees (0.65ha developable area). Given that the site is available, is surrounded on 3 sides by existing development (1 side by existing settlement), it is considered that the development of the site would relate well to the existing settlement and built form. Furthermore, the site is very well situated to existing facilities, and is also located in very close proximity to a train station on the Reading-Gatwick line.

**2.10.43** There are insufficient sites within the defined settlement to meet the housing allocation for the Borough, therefore, the need for housing is also a material consideration. In accordance with the priority sequence for development as set out in Core Strategy Policy CS2, after having exhausted points 1-3 (Bracknell Town Centre, previously developed land followed by other land within the defined settlement), point 4 relates to the allocation of land forming extensions to



defined settlements with good public transport links to the rest of the urban area. This site would accord with point 4 of Policy CS2, and therefore is considered to be acceptable for allocation for housing development.

#### **Requirements for Site:**

- Appropriate tree surveys and protection of trees;
- Retention of important trees and additional planting along existing boundaries, to preserve the landscape setting and provide visual mitigation;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of on-site open space;
- Provision of affordable housing;
- Transport Assessment to assess the impact of the proposals on the local road network;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Make financial contributions towards existing Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring and take any other measures that are required to satisfy Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with Natural England;
- This is not a comprehensive list, and there may be other requirements. The Council's Development Management Section should be contacted for up to date details.

**2.10.44** Allocation of the site for housing would require an alteration to the Proposals Map.

## Site with potential: Land west of Alford Close, Sandhurst (SHLAA ref 315)

Map 2.48 Aerial Photo of land west of Alford Close.



### Planning History/Background:

**2.10.45** Fields enclosed with trees. Applications for residential development across a 50 acre site (20ha) were refused in 1984 & 1987 (applications 609276 & 611739). This related to a much larger area than currently proposed, and part of this area has since been developed (Alford Close, Valley View, and Lakeside Business Park).

### Constraints/Policy Designations

**2.10.46** The site comprises an extension to a defined settlement, and so has potential to accord with Point 4 of Core Strategy Policy CS2. The site adjoins the settlement boundary to the north (residential) and east (residential and commercial).

**2.10.47** The site is within the Blackwater Valley ASLI (Policy EN10 of the BFBLP). Additional landscape advice has been undertaken, with regard to the potential impact of developing this site on the character of the area. It is within the Blackwater Valley Biodiversity Opportunity Area, river corridor, and is adjacent to a Local Wildlife Site. The site contains trees, some of which are protected. Two trees within the site and one adjacent to the site along the eastern boundary are protected (TPO 464A). There is also a recent Tree Preservation Order (TPO 1078) along the tree boundary running (SW to NE through) through the middle of the site, and in the north west corner of the site (south of High Street).

**2.10.48** The site is within a “strategic gap” between Sandhurst and Yateley, as defined in the supporting text to Core Strategy Policy CS9. It is also shown on the key diagram within the Core Strategy as strategic gap, but is not defined on the Proposals Map.

#### **Capacity within Preferred Option Consultation (SADPDPO):**

**2.10.49** The site did not form part of the Preferred Option and has been promoted through SHLAA since 31st March 2011.

**2.10.50** The site is listed in SHLAA, but was not fully assessed as it was received after the cut off date for the 2010/11 SHLAA Monitoring Report). In the next monitoring report, it will be contained in Appendix 6 as a site outside the planning process, adjoining a sustainable defined settlement. For SHLAA it has a suitability grade B, and a theoretical capacity of 151. This is based on: a gross site area of 7.75ha. Part of site is within a flood zone, which reduces the site to c.7.3ha, however the affected area could be used as open space.

**2.10.51** Theoretical capacity for SHLAA: as the site area is more than 5ha, the developable area would need to be reduced to 65% of the gross area (7.75ha), which would be a 5.04ha developable area. At 30dph across the developable area, this would yield 151 units. It would have a suitability grade B.

#### **Draft Sustainability Appraisal:**

**2.10.52** Overall, this site scored positively in relation to the Sustainability Appraisal Objectives, due to its provision of housing. The Sustainability Appraisal gave a negative score in relation to this being a greenfield site. However, the site forms an extension to a sustainable settlement, and so would accord with the locational principles set out in Core Strategy Policy CS2.

**2.10.53** The site also scored positively in relation to its accessibility to services and facilities around the Sandhurst Station area (shops and train station).

**2.10.54** The Sustainability Appraisal gave a negative score in relation to part of the site being within Flood Zones 2 and 3. The developable area was reduced to exclude the flood area. The profile of the site requires no development to be located within the Flood Zones.

**2.10.55** The Sustainability Appraisal also gave negative scores in relation to potential loss of trees/biodiversity habitat, and because the site is partly within an Area of Special Landscape Importance. Additional landscape work has been undertaken which has clarified which parts of the site are most suitable to accommodate development in relation to impact upon landscape character, and the development area has been determined in light of these comments. The profile of the site requires development to retain protected trees and be accompanied by appropriate tree and ecological surveys.

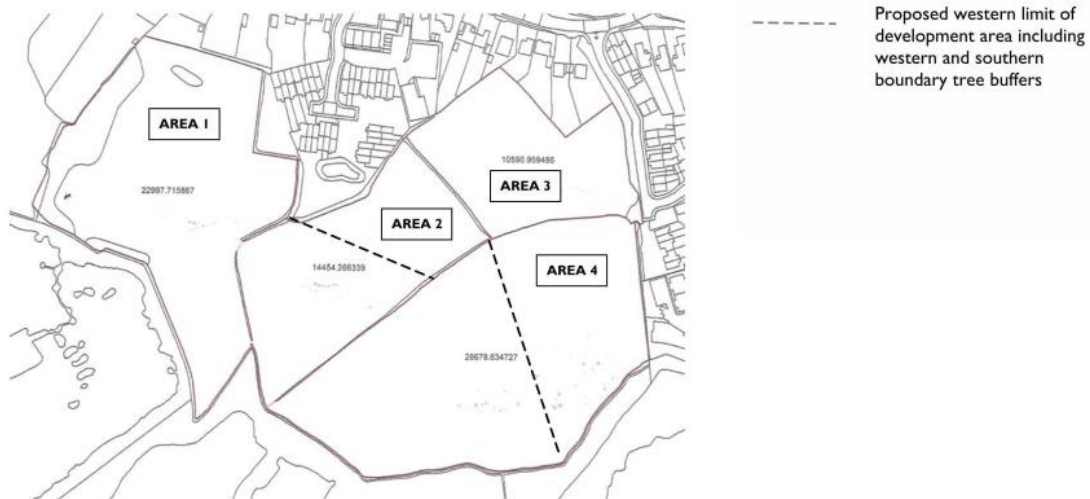
#### **Assessment:**

**2.10.56** The site would constitute a Category B/C edge of settlement site (i.e. 'rounding off'/limited extension to a sustainable settlement - Sandhurst).

**2.10.57** As the site is within an ASLI and forms an edge of settlement location, landscape advice has been sought (Landscape Analysis, August 2011). The landscape evidence considers the site in 4 areas (see below), which are generally defined by existing tree boundaries (some of which contain protected trees).

## Map 2.49 Extract from Landscape Analysis (Aug 2011) showing division of site west of Alford Close.

Plan from SADPD (divided into sub-areas)



### How the site relates to the existing settlement boundary/built form & whether the development would harm the physical or visual character of the settlement

**2.10.58 Area 1:** is a 2.3ha site on the western part of the site (located west of Valley View). It is enclosed by trees, and runs from the rear of properties along High Street to the lakes to the south of the site. From a landscape character perspective, this area contributes to the immediate setting of the Country Park. It is contained by mature trees which extend into the northern part of the site. Development on this site would be a significant encroachment into the Blackwater Valley Landscape, and it is not recommended that it is pursued as an SADPD site.

**2.10.59** It is considered that development of this site would extend the settlement south west into the open countryside, beyond the built envelope created by the existing settlement. However, this area could be used as part of the open space requirement for the site (possibly bespoke SANG) which would safeguard the character of the area, and setting of the settlement at this point.

**2.10.60 Area 2:** is a 1.45ha site, also bounded by trees (including protected trees along the southern boundary). From a landscape character perspective, the southern part of this area contributes to the open landscape setting of the valley, but is also visually enclosed. It is recommended that only the northern part of this site is developed (linking from the south tip of adjacent development at Valley View, in a line which if extended would link with the southern tip of the commercial area to the east).

**2.10.61** The northern part of this land parcel is considered suitable for housing development as it adjoins area 3 and is enclosed to the west by existing built form/settlement at 'Valley View'. It is considered that part of this parcel could be developed without harm to the visual or physical character of the settlement. New tree planting along the boundary of the development would be required to link into the existing trees.

**2.10.62 Area 3:** is 1.06ha site, immediately south of the existing settlement. It adjoins the settlement on 3 sides (High Street to north, Alford Close to east and Valley View to west). The site is contained by trees. From a landscape perspective, whilst not dissimilar to the rest of the area, it is more heavily influenced by the adjoining settlement of Sandhurst which is partly visible through the surrounding tree cover. It relates well to the settlement pattern at this point, does not significantly encroach into the Blackwater Valley and could be developed subject to retention of perimeter tree cover.

**2.10.63** This area is considered suitable for allocation for development. This part of the site could be developed in a way that relates well to the existing settlement, particularly as the settlement and built form to the east and west extend further south than the southern boundary of area 3.

**2.10.64 Area 4** covers 2.87ha and is the largest parcel within the site. It is bounded by trees along all boundaries (including protected trees along the northern boundary. The eastern boundary of the site adjoins the settlement boundary (with Lakeside Business Park). From a landscape perspective, this area is separated from the lake by a dense woodland area, and has inter-visibility with the commercial site to the east. Its western end is more closely related to the valley landscape corridor.

**2.10.65** It is considered that the northern and eastern parts of this parcel are suitable for development as they relate well to area 3 and the commercial and residential land to the east. New tree planting along the boundary of the development would be required to link into the existing trees. The southern part of the parcel would not be suitable for development due to flooding.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.10.66** From a landscape perspective, whilst the parcels are enclosed and well screened, this area of open land is important to the landscape, and, visual and gap characteristics of the Blackwater Valley. It also makes an important contribution to the landscape value of the Blackwater Valley. As set out in the above analysis, it is considered that the northern and eastern parts of the site could be developed as they relate well to the existing settlement.

#### **Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.10.67** Core Strategy Policy CS9 seeks to protect the defined gaps within or adjoining the Borough from development that would harm the physical and visual separation of settlements either within or adjoining the Borough. There is also supporting text about gaps in paras. 119-121. However, the 'defined gaps' are not shown on the Proposals Map (although there is a key diagram within the Core Strategy which shows strategic and local gaps). This is because at the time the Core Strategy was adopted (February 2008), there was a policy in the draft South East Plan relating to 'gaps', but the Secretary of State deleted the gap policy on approval of the South East Plan in May 2008. Also at the time the Core Strategy was adopted, there was a policy in the Berkshire Plan 2001-2016 (July 2005) relating to gaps. Publication of the South East Plan resulted in Structure Plan policies being superseded (i.e. there are no longer any strategic policies at county or regional level relating to gaps). Saved Policy EN8 of the Bracknell Forest Borough Local Plan with associated supporting text (paras. 2.58 & 2.59) relates to prevention of coalescence of settlements (and is linked to the Berkshire Structure Plan Policy which no longer exists), but again, because of the above, such areas are not shown on the adopted Proposals Map.

**2.10.68** In relation to this site, Policy CS9 (and the Core Strategy key diagram) identifies a strategic gap between Sandhurst and Yateley (which is located to the south of the Borough, and is within the Borough of Hart). This was supported by the Entec study (August 2006), which formed a background study to the Core Strategy. The site lies within Gap 7 of the Entec Study which identifies the Blackwater Valley Landscape as important in maintaining the separate identity of Sandhurst and Yateley. Of particular importance are the openness of the lakes and access to the recreational opportunities in the valley, with tree cover important in maintaining the visual separation of the two settlements. Each of the 4 parcels of land identified above are enclosed by mature tree belts, which define the southern boundary of the open lakes and northern boundary with the edge of Sandhurst.

**2.10.69** The landscape analysis (August 2011) sets out that a gap needs to be wide enough in order to maintain the separate identity of settlements and the character of the landscape in the gap. Key factors in determining suitability of this site for housing will be:

- the maintenance of the function of the gap;
- protection and enhancement of the landscape character of the Blackwater Valley;
- potential to screen any development;
- protection of the landscape setting of the Country Park, Sandhurst and the river corridor; and,
- protection of the existing tree lined edge to Sandhurst next to the site.

**2.10.70** The Borough boundary to the south of the site is formed by the River Blackwater. Yateley Lakes and Trilakes are located between the River Blackwater and the southern most boundary of the site. The lakes are within the Borough boundary and would be retained to help preserve the gap between Sandhurst and Yateley. As outlined above, the 4 land parcels within the site would not be developed to the southern most boundary of the site. Therefore part of the site would remain as open space which would reinforce the gap between the two settlement areas. The southern boundary of the site would also be unsuitable for development as it is within Flood Zones 2 and 3. It is also recommended that Area 1 (land to the west of Valley View) which creates a landscape setting to the Country Park is not developed. An existing tree belt marks the southern boundary of the site with the lakes beyond and acts as a physical and visual barrier to the existing built form. Tree screening to the existing settlement of Sandhurst would need to be retained. New tree planting would be required along the boundaries of the development areas along with a landscape buffer to the existing trees which would continue the landscape and visual separation between Sandhurst and Yateley.

**2.10.71** It is considered that the proposal would not harm the relationship between this part of Sandhurst and other nearby settlements.

#### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links)**

**2.10.72** The site is sustainably located being accessible to existing services and facilities. It is within 200m of Sandhurst train station, and 200-300m (at closest point) of two local centres (Old Mills Parade, High Street and Yorktown Road, West of Swan Lane).

#### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.10.73** Development of the northern part of the site would relate to the existing settlement of Sandhurst and would be enclosed on three sides by the existing settlement and built form. New planting along the southern boundaries of the site would create a new clearly defensible boundary.

### **Other considerations**

**2.10.74** The site is available, and has been promoted through SHLAA. Given the site is over 5ha (at 7.75ha), there would need to be provision for some open space on site, the developable area would need to be reduced to 65% of the gross area, which would give a developable area of 5.04ha. However, for the reasons outlined above, it is not considered that the entire site is suitable for development due to the impact on the character and landscape setting. The developable area considered appropriate is about 3ha (located in the northern/eastern part of the site). This would leave the remainder of the site available for open space provision. It is considered that development in the identified parts of the site would relate well to the existing settlement, as it would be enclosed by settlement along three boundaries (north, east and west). It would leave the west and south west parts of the site free of built development. These areas make an important contribution to the landscape character of the Blackwater Valley and the setting of the country park. Their retention as open land would enable the continuation of the landscape and visual separation between Sandhurst and Yateley.

**2.10.75** There are two higher density developments adjacent to the parts of the site which could accommodate development. These are Alford Close to the east of the site, and Valley View to the west. Alford Close was allowed on appeal in 2002 (application 01/01063/FUL). This permitted 46 units comprising two storey and two and a half storey, houses and flats, equating to 37 dwellings per hectare. Valley View comprises 27 units on a 0.8ha site (including on-site open space). The gross density (including open space) is about 33dph, with the density of the developable area (0.58ha, excluding open space) being about 46dph. The site is also well located in relation to existing facilities and public transport (train station Reading-Gatwick service) in Sandhurst, and local facilities within Yorktown Road and Old Mills Parade. Given these factors, and the density of the two adjacent developments, it is considered that an average density of 40dph would be appropriate to apply to this site. However, while an average density of 40dph is appropriate across the developable part of the site, a lower density along the southern edge of the development area is required to provide a transition with the adjacent countryside. Across the 3ha developable site, this would yield 120 units (across the whole site area of 7.75ha this would equate to 15dph).

**2.10.76** Given the number of units proposed, bespoke mitigation in the form of an on-site SANG (Suitable Alternative Natural Green Space) would be required. This would need to be a minimum size of 2.2ha (to meet the needs of the population arising from 120 units) and meet Natural's England's guidance on quality. This could be accommodated within the undeveloped part of the site (4.75ha). This would help ensure that these parts of the site remain undeveloped and safeguard the landscape character and setting of the area and surrounding settlement (as it would need to be retained in perpetuity).

**2.10.77** Vehicular access to the site (including visibility) would need to take account of protected trees, but could be sought from Alford Close. A Transport Assessment of the impact of the proposals on the local road network will also be required. Waste water capacity will need to be considered as part of any proposal.

**2.10.78** Development would also need to have regard to biodiversity assets provided by existing grassland/tree/shrub habitat. These assets would need to be safeguarded and any adverse impacts mitigated as appropriate, this would require survey work to be undertaken.

**2.10.79** There are a number of protected trees and other important trees within the site and along the boundaries of the site. An appropriate landscape buffer would be required around surrounding trees. Any application would need to be accompanied by appropriate tree surveys and an arboricultural implications assessment to address how trees would be retained and protected during construction. New tree planting would be required along the edge of the housing development to link to the adjoining tree groups and belts. Proposals will need to be accompanied by Green Infrastructure provision to ensure the landscape and visual conservation and enhancement of the BlackwaterValley.

**2.10.80** Affordable housing and on-site open space would be required for the number of homes suggested . Any development would need to mitigate its impact in accordance with the Limiting the Impact of Development SPD, the Thames Basin Heaths SPA Avoidance and Mitigation Strategy, and accord with all other Development Plan and National Policies (e.g. design, impact on neighbours, protection of trees, transport impacts, parking standards etc). It would also be expected that any application would accord with the most up to date guidelines in respect of requirements for major applications.

#### **Requirements for Site:**

- No development within the Flood Zone 2 or 3, and implementation of necessary mitigation measures identified as a result of a Flood Risk Assessment;
- Appropriate tree surveys and protection of trees (including those subject to a Tree Preservation Order);
- Retention of important trees/understorey planting and additional tree planting along the boundaries and within the site to link into existing tree groups and belts, to preserve the landscape setting and provide visual mitigation;
- Green Infrastructure proposals to ensure the landscape and visual conservation and enhancement of the Blackwater Valley;
- Appropriate ecological surveys and mitigation of any impacts;
- Provision of affordable housing;
- Provision of on-site open space;
- Transport Assessment to assess the impact of the proposals upon the local road network;
- Demonstrate that there is adequate waste water capacity both on and off site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing waste water infrastructure;
- Mitigation of impacts in accordance with Limiting the Impact of Development SPD;
- Provision of a bespoke SANG in perpetuity of at least 8ha per 1,000 new population, financial contributions towards Strategic Access Management and Monitoring and any other measures required to satisfy the Habitats Regulations, the Councils Thames Basin Heaths SPA Avoidance and Mitigation Strategy and relevant guidance in agreement with



Natural England. A bespoke SANG must be in place and available for use by the occupants of the new development before the first new dwelling is occupied;

- This is not a comprehensive list, and there may be other requirements. The Council's Development Management Section should be contacted for up to date details.

**2.10.81** Allocation of the site for housing would require an alteration to the Proposals Map.

## 2.11 Unallocated sites - omission sites

**2.11.1** A number of sites have been promoted for development, through responses to the Preferred Option and through SHLAA, which are not included for allocation within the Site Allocations Document. A number of these sites were also promoted at the Issues and Option (Participation Consultation) during February-April 2010.

**2.11.2** Those that do not adjoin a settlement boundary are effectively isolated sites within the countryside, others are located within the Green Belt. The SHLAA has been used to identify sufficient sites within the defined settlements, on the edge of settlements and through urban extensions to sustainable settlements. It is not proposed to make any changes to the Green Belt boundary (which would require a review of the Council's adopted Core Strategy) or allocate any isolated countryside sites, as there are sufficient sites within the defined settlement and edge of settlement locations to meet the Borough's housing requirement.

**2.11.3** The rationale for excluding such sites at the time of the Preferred Option consultation was set out in the [Preferred Option Background Paper](#). The rationale for exclusion/omission of sites from the Site Allocations Submission Document (promoted at the Preferred Option stage and through SHLAA) is set out below, and takes account of the following evidence:

### **List of evidence relevant to the consideration of omission sites**

Aerial photos

Character Areas Assessment Supplementary Planning Document (March 2010)

Core Strategy (February 2008)

Draft Sustainability Appraisal

Eastern Gateway Planning Brief (October 2003)

Employment Land Review (December 2009)

Landscape Analysis of Sites Allocations and an Assessment of Gaps/Green Wedges. (Entec, August 2006)

Landscape Capacity Study (Kirkham, April 2010)

Updated Landscape Analysis (Kirkham, August 2011)

Limiting the Impact of Development Supplementary Planning Document (July 2007)

Ordnance survey plans

Phase 1 Habitat Surveys

Proposals Map (April 2010)

Relevant site history

Responses made to Site Allocations Preferred Option consultation

Saved policies within the Bracknell Forest Borough Local Plan (January 2002)

Site Allocations Development Plan Document Preferred Option Background Paper  
(November 2010)

Site submission forms submitted through SHLAA

Strategic Housing Land Availability Assessment Monitoring Report as at 31 March 2011  
(August 2011)

## Omission site: The Rough, New Road, Ascot (Winkfield Parish) (SHLAA Ref 70)

Map 2.50 Aerial Photo of The Rough, Ascot



### Planning History/Background:

**2.11.4** Woodland, with parkland in north west part. 1 dwelling fronting onto New Road. There are no relevant planning applications.

### Constraints/Policy Designations

**2.11.5** The site is located within the Green Belt.

### **Capacity within SHLAA:**

**2.11.6** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a Green Belt site outside the planning process, adjoining sustainable defined settlements. For SHLAA it has a suitability grade C, and capacity of 284 units. (This is based on a developable site area of 9.34ha at 30dph. The gross site area is 14.37ha, however, as it is more than 5ha, a 65% net developable area is applied, due to the need to provide on-site infrastructure, including open space).

### **Developer/Site Promoter Response to SADPDPO:**

**2.11.7** The site would be a logical rounding off to the settlement, and more sustainable than other edge of settlement sites. Inability of SADPD to identify sufficient sites (without reliance on small windfall) represents an exceptional circumstance to justify changes to the Green Belt boundary. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

### **Assessment:**

**2.11.8** The site is located within the Green Belt. The SHLAA demonstrated that there were sufficient sites with potential for allocation outside the Green Belt. Therefore, it is not proposed to make any changes to the Green Belt boundary. Any such changes would require a review of the Council's adopted Core Strategy. Therefore, this site will remain within the Green Belt, and the site is not allocated through the SADPD.

**DO NOT ALLOCATE**



### **Developer/Site Promoter Response to SADPDPO:**

**2.11.12** Should consider this site as it has a large area of buildings on its northern edge (Ryslip Kennels) and therefore includes previously developed land, well located to facilities/public transport/cycle ways, can be sensitively designed to avoid impact upon landscape, available (can be developed in short term), outside the 5km SPA buffer, can be accessed with little effect upon tree screen along boundary of Tilehurst Lane. The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3.

### **Draft Sustainability Appraisal:**

**2.11.13** Overall this site scored neutral in relation to Sustainability Appraisal Objectives.

**2.11.14** The Sustainability Appraisal gave a negative score in relation to being a greenfield site, impact upon the character of the area (due to this site extending the settlement north where there is very little development), potential for impact upon the setting of adjacent Listed Buildings, and potential for impact upon biodiversity and the presence of protected trees. (Although it is acknowledged as with other sites that development could be required to retained protected trees and be accompanied by ecological and tree surveys).

**2.11.15** This site scored positively in relation to its potential to provide housing and accessibility to services and facilities within Binfield.

### **Assessment:**

**2.11.16** The site would constitute a Category C edge of settlement site (i.e. limited extension of a sustainable settlement - Binfield).

**2.11.17** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form**

**2.11.18** The site adjoins the settlement boundary at Tilehurst Lane, which forms a strong physical boundary, the majority of development being on the southern side of the Lane. The site (with a potential for 131 units) would not relate well to the existing settlement or built form as it is open on three sides. Whilst the northern part of the site does contain some existing buildings (Ryslip Kennels), which lower the landscape condition of this part of the site, these do not relate to the existing settlement boundary or built form and are separated from it by fields.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.19** 131 new homes would in itself not be disproportionate to the scale of Binfield Village as a whole. However, in this location, it would be significant addition to this part of the village and would result in an extension further north, into open countryside which presently provides a rural setting to Binfield and the Green belt beyond..

#### **Whether the development would harm the physical or visual character of the settlement/Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.20** The site adjoins Binfield Area A (Binfield) of the Character Areas Assessment SPD, which sets out that this area provides a rural setting and distinctive character to Binfield. The site is within and covers about two thirds of Area 5.C1 of the Landscape Capacity Study (Kirkham, 2010) and has a moderate landscape capacity for change. Land north of Tilehurst Lane provides open views out to the countryside, a rural setting to Binfield Park and Binfield Manor (which are both Listed Buildings), a rural setting to Tilehurst Lane, and a rural setting to east Binfield and the Public House. The updated landscape analysis (August 2010) reinforces the previous landscape assessment, and also sets out that the loss of open countryside to the north of Binfield would adversely affect the rural setting of the village at this point. Development would affect views from Tilehurst Lane and Church Lane and compromise the latter. Tilehurst Lane also contains an established tree screen. Sketch schemes provided by the developer in response to the Preferred Option show access points onto Tilehurst Lane which would result in the loss of individual trees, and the continuity of tree cover.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.11.21** Binfield is classed as a sustainable settlement, and contains local facilities within a defined local centre. The village is served by buses which provide a service to Bracknell Town Centre.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.22** The existing settlement boundary is formed by Tilehurst Lane. It is not considered that the allocation of this site for development would result in a more defensible boundary.

**Other considerations**

**2.11.23** The site would also adjoin two Listed Buildings (Tilehurst House and Honeysuckle Cottage) and could potentially result in harm to the setting of the Listed Buildings.

**DO NOT ALLOCATE**



## Omission site: The Hideout, Old Wokingham Road (SHLAA ref 130)

Map 2.52 Aerial Photo of The Hideout.



### Planning History/Background:

**2.11.24** Currently in recreational and leisure use (permission granted in the 1980's). In the centre is The Hideout which comprises a single storey building including a Thai restaurant. Chalets in clearings. Bungalow in north east corner. Wooded setting. Historic refusals for hotels and residential in late 1980s/early 1990s. 613769 Outline application for residential development with associated roads - appeal dismissed January 1990; 618159 Outline application for erection of a three storey 166 bedroom hotel with associated car parking. - appeal dismissed 1992.

**2.11.25** This site has previously been promoted through the Development Plan process. As far as SADPD is concerned, the site was included in the former Broad Area 3 (NE Crowthorne) at the SADPD Participation (Issues and Options) consultation.

## **Constraints/Policy Designations**

**2.11.26** The site is within the countryside, and does not adjoin a defined settlement. Therefore, it does not accord with any of the locational principles for development set out in Core Strategy Policy CS2. The proposed allocation of the TRL site (which was also included in Broad Area 3) does not increase the prospects of the settlement boundary being revised to include this site as it would not be logical. Nine Mile Ride acts as a physical boundary to development.

## **Capacity within SHLAA:**

**2.11.27** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, within the countryside (not adjoining a defined settlement). For SHLAA it has a suitability grade B, and capacity of 431 units. This is based on a developable site area of 14.4ha at 30dph. The gross site area is 22.2ha, however, as it is more than 5ha, a 65% net developable area is applied, due to the need to provide on-site infrastructure, including open space.

## **Developer/Site Promoter Response to SADPDPO:**

**2.11.28** The SADPD does not identify any sites for specialist accommodation for the elderly. The Council has failed to identify any land to meet the growing needs of a large sector of the population, and for this reason is deficient.

**2.11.29** This site is ideally suited to deliver large scale accommodation in the form of a comprehensive specialist residential community with supporting infrastructure. This form of development requires a large site to accommodate in the region of 150 units to deliver a range of assisted living facilities. If land is not specifically allocated, it is unlikely to be able to come forward through the Development Management process. The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3.

## **Draft Sustainability Appraisal:**

**2.11.30** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.31** The Sustainability Appraisal gave a negative score due to it being a greenfield site with poor accessibility to services and facilities, potential for loss of existing valued landscape character in terms of visual and physical impact upon separation of settlements, loss of trees/impact upon biodiversity (as the site is heavily treed).

**2.11.32** This site scored positively in relation to its potential to provide housing.

## **Assessment**

**2.11.33** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

### **How the site relates to the existing settlement boundary/built form**

**2.11.34** The site does not currently adjoin a settlement boundary and does not relate well to the nearest settlements of Bracknell (separated by OSPV, the Crematorium, golf driving range/course and Beaufort Park) or Crowthorne. Some distance to the west is Wokingham and the South Wokingham SDL (SANG is indicated in the relevant SPD between the proposed development in Wokingham Borough and the Bracknell Forest Borough boundary).

**Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.35** Redevelopment of the site for 431 units (SHLAA capacity) or a retirement village, would not be disproportionate to the scale of the nearest built up areas, but they do not adjoin the site and the land falls within an area that forms an important gap/buffer (physical and visual) between Bracknell, Wokingham and Crowthorne.

**Whether the development would harm the physical or visual character of the settlement/Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.36** The site is within area FH7 (Crowthorne Business Estate Large Scale Enclosed Forest and Heaths) of the Entec 2006 landscape study. This sets out that along with the coniferous forestry land-use which unifies the area, the character area is also used for large scale industrial development notably the Transport Research Laboratory (TRL). The presence of sports pavilions and office buildings create a settled landscape character. The large-scale enclosure pattern is defined by the compartmentalisation of land uses within the character areas and the large scale use (TRL being a specific example). The character area provides strong physical separation between the urban areas of Bracknell and Crowthorne and is key in providing a transition from one urban area to another. Visual separation also occurs as the woodland generally prevents long views.

**2.11.37** The Landscape Capacity Study (Kirkham, 2010) identifies the area to the north of Nine Mile Ride as moderate for additional development (Areas 3.A & 3.C1, in relation to former Broad Area 3, North East Crowthorne). Key landscape features of this area include the surviving sense of natural wooded heathland (which is particularly important so close to major urban areas), the contribution to the forest character of the adjoining road network and the visual seclusion of the area. This area contributes to the separation between Bracknell and Crowthorne, and Wokingham and Crowthorne. It is considered important that the relationship between the built form and landscape setting continues and the character of the gap is maintained.

**2.11.38** A strip of land to the north of Nine Mile Ride is referred to in the Kirkham Study as 'Northern Wooded Plantations'. Key features include continuous forest cover, important wooded gateway to Crowthorne, the forest setting of Nine Mile Ride and the importance of the landscape to achieving separation between Bracknell and Crowthorne and Crowthorne and Wokingham. The generous landscape setting of these sites maintains the open rural character, which is important in order to preserve the gap between the settlements of Crowthorne, Bracknell and Wokingham, which would be eroded if development were permitted in this location, and therefore, is not considered suitable for housing, or as an edge of settlement site.

**2.11.39** Updated Landscape Analysis (August 2011) reinforces the above, and also sets out that development is unlikely to be acceptable in landscape and visual terms. Building upon a large part of the site would undermine the delicate balance of open space and built form which is essential to maintain the existing valued landscape character and visual and physical separation of settlements.

**Sustainability of any proposed site (in relation to accessibility to existing services, facilities and public transport links):**

**2.11.40** As highlighted above, the site does not currently adjoin any settlement boundary, and is unlikely to do so for the foreseeable future. The capacity of the site is not sufficient to justify on site facilities. The nearest services are in Crowthorne, Bracknell or Wokingham but access is not that good by sustainable modes of travel.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.41** The site does not currently adjoin any settlement boundary, and is unlikely to do so for the foreseeable future. It is not considered that it would provide a more defensible settlement boundary to any of the nearest settlements.

**DO NOT ALLOCATE**

## Omission site: Land south of The Limes, Warfield (SHLAA ref 165)

Map 2.53 Aerial Photo of land south of The Limes.



### Planning History/Background:

**2.11.42** Unused field enclosed by mature tree planting to the west and south, and woodland to the east. The northern boundary is open to The Limes Estate.

**2.11.43** There is no planning history for this site (no address point), although adjacent development "The Limes" (applications 04/00928/FUL & 05/00143/FUL) for 15 dwellings on 0.64ha, resulted in a density of 24dph.

### Constraints/Policy Designations

**2.11.44** Countryside location to the south of The Limes (which forms part of the defined settlement of Hayley Green). As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements). The site is located south west of the Northern Villages Area B2 (Hayley Green) of the Character Areas Assessment SPD. The site is also within area CL5 (Warfield Open Clay Farmlands) of the Entec Landscape Analysis (August 2006).

### Capacity within SHLAA:

**2.11.45** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining an unsustainable defined settlement. For SHLAA it has a suitability grade B, and capacity of 10 units net (based on the originally submitted

SHLAA site area of 0.33ha, and 30dph). Based on the new site area (0.54ha) using the same assumptions as the previous smaller area (30dph), the site has the potential to accommodate 16 units.

#### **Developer/Site Promoter Response to SADPDPO:**

**2.11.46** Object to the omission of this site as an edge of settlement site, with a suggested capacity of 15 dwellings on a 0.5ha site. The site should be included on the basis that it:

- constitutes a logical rounding off development,
- would not be obtrusive as it is contained by a tree belt to the south and west,
- is reasonably located in terms of facilities and transport, and,
- could be accessed through The Limes cul-de-sac without and disturbance to existing occupants.

The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3.

#### **Draft Sustainability Appraisal:**

**2.11.47** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.48** The Sustainability Appraisal gave a negative score in relation to it being a greenfield site and poor links to public transport. The site also scored negatively in relation to impact upon the character of the area (in terms of narrowing the gaps between existing settlements and forming an extension south of the natural southern boundary of existing development), and potential impact upon biodiversity. (Although it is acknowledged as with other sites that development could be required to be accompanied by ecological surveys).

**2.11.49** This site scored positively in relation to its potential to provide housing.

#### **Assessment:**

**2.11.50** The site would constitute a Category F edge of settlement site (i.e. Limited extension of an unsustainable settlement - Hayley Green, Warfield).

**2.11.51** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.52** The Character Areas Assessment SPD sets out that the settlement is clearly defined and is approached through the surrounding landscape. It also notes the linear nature of dispersed village clusters (ribbon development with houses on both sides of the road), the narrow gap between the existing settlements and the importance of tree cover to maintain the visual separation. The area provides views to the open countryside. The SPD notes that new development at the western end of Hayley Green (The Limes) does not relate well to the prevailing settlement character.

**2.11.53** The site is within area CL5 (Warfield Open Clay Farmlands) of the Entec study (August 2006). This identifies the area as of moderate-high landscape character, with a moderate visual sensitivity and low-moderate landscape value. Key features found at the site and its setting are scattered attractive small woodlands; local pasture; clustered settlement form; generally good landscape condition; visibility limited by the undulating land form and tree cover; contrast to the open edge; and open landscape contributing to the separation of Bracknell and the clustered villages at Newell Green (although this area is not designated as a local gap by Core Strategy Policy CS9).

**2.11.54** Whilst superficially it appears that it could be a sensible approach to extend The Limes, this would expand the settlement further south into the open landscape between Hayley Green and Warfield Park. As noted in the Character Areas SPD, The Limes is out of keeping with the settlement character, which this site would compound and increase the volume of housing south of the natural southern extension of development formed by the tree line south of North Lodge Farm.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.55** 16 units in this location would harm the appearance of the countryside, the setting of the settlement and the surrounding landscape. It would be a disproportionate addition (when combined with sites 207 and 312) equating to 117 units, when compared to the existing settlement which contains approximately 76 units, and therefore would not be suitable for allocation of housing, or an edge of settlement site. As noted above, The Limes is out of keeping with the settlement character, which this site would compound and increase the volume of housing south of the natural southern extension of development formed by the tree line south of North Lodge Farm.

#### **Whether the development would harm the physical or visual character of the settlement**

**2.11.56** The site is well contained by tree cover, and although it is small, it is important together with the playing fields to the south in maintaining the separate identity between the settlement area to the south of Hayley Green. It would have limited visibility from the south, west and east. However, it would be visible from Forest Road, and result in harm to the character of Hayley Green when approaching from the west.

#### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.11.57** This site (and sites 207 and 312) would result in an extension of the small settlement of Hayley Green, which is classed as an unsustainable settlement, as there are very few facilities and services, and access by bus foot or bicycle to other more sustainable settlements is not particularly easy. As this site adjoins an unsustainable defined settlement, it is not considered that it would accord with the locational principles contained in Policy CS2. Point 4 of the policy relates to extensions to defined settlements with good public transport links to the rest of the urban area. It is not considered that the combined number of homes on all three sites (117 units if the three sites were allocated) would result in sufficient critical mass to deliver infrastructure and improvements to public transport to sufficiently improve the sustainability of the area.

#### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

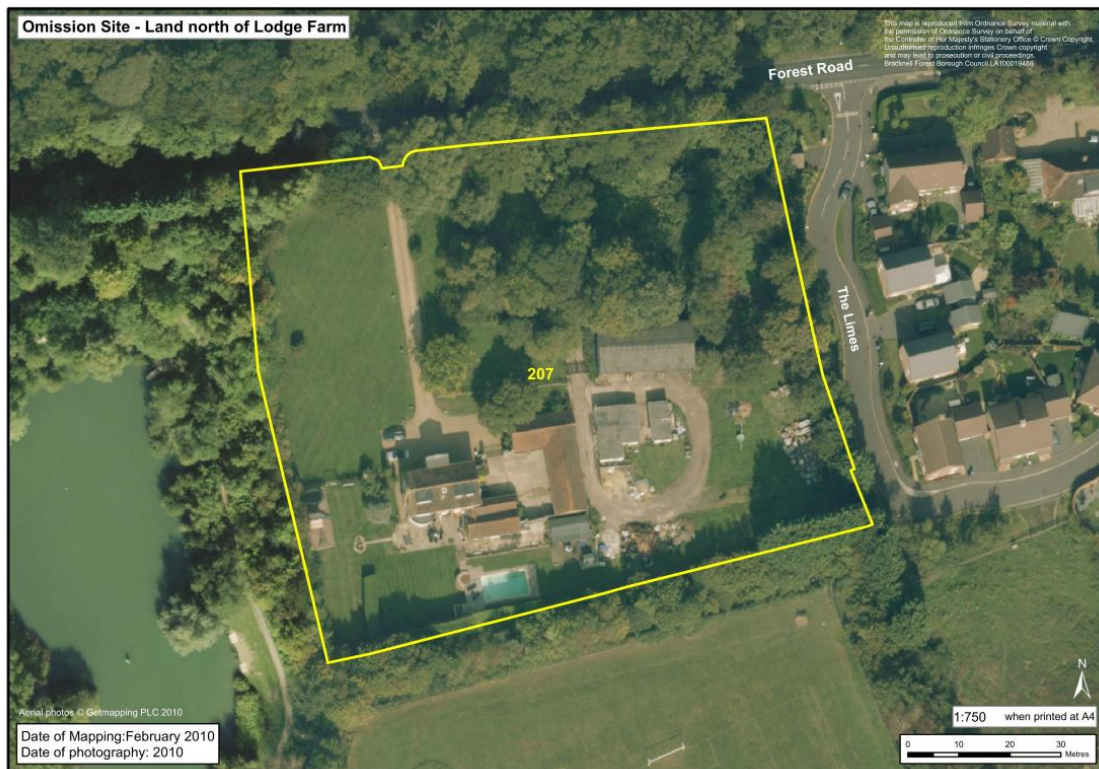
**2.11.58** For the reasons set out above, it is not considered that allocation of this site would form a more defensible boundary. It would extend development south of The Limes, into an area currently comprising a small field. It would increase the volume of housing south of the natural southern extension of development formed by the tree line south of North Lodge Farm.

**DO NOT ALLOCATE**



## Omission site: North Lodge Farm, Warfield (SHLAA ref 207)

Map 2.54 Aerial Photo of North Lodge Farm.



### Planning History/Background:

**2.11.59** The site comprises a farmhouse, farm buildings and grounds. Trees/hedging lie on the site boundaries. Historic refusals for mobile home park and residential development. Recent application for retention of use of premises for mixed residential and landscape gardening contractors business purposes (10/00485/FUL), was approved on 8th April 2011.

### Constraints/Policy Designations

**2.11.60** Countryside location, located to the west of The Limes (which forms part of the defined settlement). As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements). The site closely abuts the Northern Villages Area B2 (Hayley Green) of the Character Areas Assessment SPD. The site is also within area CL5 (Warfield Open Clay Farmlands) of the Entec Landscape Analysis (August 2006). Part of the site lies within flood zones 2 and 3, development would need to be sequentially located within the site to avoid the flood zone, and the developable area would need to be reduced accordingly.

### Capacity within SHLAA:

**2.11.61** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining an unsustainable defined settlement. For SHLAA it has a suitability grade C, and capacity of 28 units net (based on a site area of 0.97ha at 30dph, yielding 29 units, gross and taking account of the loss of an existing unit). Reducing the site

area to take account of avoiding flood zones 2 and 3, and trees in the north east corner of the site, reduces the developable area to about 0.6ha. At 30dph, this would yield 17 units net (18 units gross).

#### **Developer/Site Promoter Response to SADPDPO:**

**2.11.62** Do not agree that Hayley Green is unsustainable as there are retail and other facilities both within the village and within walking distance (albeit not within a defined settlement). Cross-referred to 'The Limes' development. Do not agree that the character of the site is farm buildings in an open landscape; the buildings are residential and their surroundings well screened by mature trees. The form of the settlement can be safeguarded through sympathetic design and layout (as at The Limes, adjacent). The capacity of the site in numerical terms (relative to the size of the existing settlement) is not in itself an objection to the site. However, with the removal of minimum densities in PPS3 the site could be developed for fewer houses (number not specified). The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3.

#### **Draft Sustainability Appraisal:**

**2.11.63** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.64** The Sustainability Appraisal gave a negative score in relation to poor links to public transport. The site also scored negatively in relation to impact upon the character of the area (in terms of narrowing the gaps between existing settlements, extending existing ribbon development west of The Limes, which is important in maintaining the rural character of the open countryside), and potential impact upon biodiversity and loss of trees/hedgerows. (Although it is acknowledged as with other sites that development could be required to retain trees and be accompanied by ecological and tree surveys).

**2.11.65** The site also scored negatively in relation to part of the site being within Flood Zone 2 and 3. However, it is acknowledged that the developable area could be reduced to exclude the floodable part of the site.

**2.11.66** This site scored positively in relation to its potential to provide housing and being a previously developed site (albeit located outside of a defined settlement).

#### **Assessment:**

**2.11.67** The site would constitute a Category F edge of settlement site (i.e. Limited extension of an unsustainable settlement - Hayley Green, Warfield).

**2.11.68** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.69** The Character Areas Assessment SPD sets out that the settlement is clearly defined and is approached through the surrounding landscape. It also notes the linear nature of dispersed village clusters (ribbon development with houses on both sides of the road), the

narrow gap between the existing settlements and the importance of tree cover to maintain the visual separation. The SPD notes that new development at the western end of Hayley Green (The Limes) does not relate well to the prevailing settlement character.

**2.11.70** The site is within area CL5 (Warfield Open Clay Farmlands) of the Entec study (August 2006). This identifies the area as of moderate-high landscape character, with a moderate visual sensitivity and low-moderate landscape value. Key features found at the site and its setting are scattered attractive small woodlands; local pasture; clustered settlement form; generally good landscape condition; visibility limited by the undulating land form and tree cover; contrast to the open edge; and open landscape contributing to the separation of Bracknell and the clustered villages at Newell Green (this area is not designated as a local gap by Core Strategy Policy CS9).

**2.11.71** The site contributes to maintaining the visual separation between Bracknell and the Northern Villages and would extend ribbon development west of The Limes. The site clearly lies between the existing settlement edge formed by The Limes, and makes a significant contribution to maintaining the rural character of the open countryside between Hayley Green and Newell Green. Opposite the site, north of Forest Road (SHLAA site 312), this open character continues, reinforcing the role of the site. The site also forms the rural setting to the Bull Brook and its adjacent woodland enclosed land, and together these areas make a significant contribution to also maintaining the separate identity of Newell Green and Warfield Park.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.72** 17 units in this location would harm the appearance of the countryside, the setting of the settlement and the surrounding landscape. It would be a disproportionate addition (when combined with sites 165 and 312) equating to 117 units, when compared to the existing settlement which contains approximately 76 units, and therefore would not be suitable for allocation of housing, or an edge of settlement site. As noted above, The Limes is out of keeping with the settlement character, which this site would compound. Development here would increase the volume of housing west of the existing settlement, into an area forming the rural setting of the Bull Brook, which also makes a significant contribution to maintaining the separate identity of the area.

#### **Whether the development would harm the physical or visual character of the settlement**

**2.11.73** Whilst the site is visually well screened in the summer from the west, south and east with views through mature trees from Forest Road, as most of the trees are deciduous, in winter, views will open up from The Limes and public open space. The development would extend the settlement considerably to the west, and existing hedgerows and trees would not be sufficient to mitigate the perception of encroachment and merging of settlements. The southern edge of the area is bounded by trees; this area between Forest Road and Warfield Park is narrow and fragile. The loss of 40% of the rural gap to development of housing would have a significant adverse effect upon the landscape character and rural setting.

#### **Sustainability of any proposed site (in relation to accessibility to existing services, facilities and public transport links):**

**2.11.74** This site (and sites 165 and 312) would result in an extension of the small settlement of Hayley Green, which is classed as an unsustainable settlement as there are very few facilities and services, and access by bus foot or bicycle to other more sustainable settlements is not particularly easy. As this site adjoins an unsustainable defined settlement, it is not considered

that it would accord with the locational principles contained in Policy CS2. Point 4 of the policy relates to extensions to defined settlements with good public transport links to the rest of the urban area. It is not considered that the combined number of housing on all three sites (117 units if the three sites were allocated) would result in sufficient critical mass to deliver infrastructure and improvements to public transport to sufficiently improve the sustainability of the area.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.75** For the reasons set out above, it is not considered that allocation of this site would form a more defensible boundary, by extending development west of The Limes, increasing the volume of housing west of the existing settlement, into an area forming the rural setting of the Bull Brook, which also makes a significant contribution to maintaining the separate identity of the area.

**DO NOT ALLOCATE**

## Omission site: Warfield Park (SHLAA refs 243, 246 & 247)

Map 2.55 Aerial Photo of Warfield Park.



### Planning History/Background:

**2.11.76** Warfield Park currently covers about 30ha of land in the countryside, east of Whitegrove and south of Forest Road. Various applications have been permitted in the past relating to the Park site:

- 20441 - original application for park site for 300 units in 1974 (with subsequent planning applications amending parts of the site and increasing the number of units)
- 03/00961/FUL enlargement of mobile home park to provide 31 park homes (Harvest Lea)

## **Constraints/Policy Designations**

**2.11.77** The sites are located within a countryside location and do not adjoin an existing defined settlement, therefore do not accord with the locational principles for development as set out in Core Strategy Policy CS2. The site is covered by Policy EN11 of the Bracknell Forest Borough Local Plan (BFBLP), relating to the Warfield Park site. Site 246 extends into a Local Wildlife Site (Policy EN4 of the BFBLP) and River Corridor area (Policy EN14 of the BFBLP). Site 247 is located within a Local Wildlife Site, Area of Local Landscape Importance (Policy EN10 of the BFBLP), and contains protected trees.

## **Capacity within SHLAA:**

**2.11.78** Contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as sites outside the planning process, adjoining a sustainable defined settlement. Site 243 has a capacity of 14 units, site 246 a capacity of 10, and site 247 a capacity of 10.

## **Developer/Site Promoter Response to SADPDPO:**

**2.11.79** The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to 'Policy SA3'.

## **Draft Sustainability Appraisal:**

**2.11.80** Overall these sites scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.81** The sites scored negatively in relation to being greenfield sites, poor public transport choice, potential for negative impact upon biodiversity diversity (due to the presence of (protected) trees) and designation of parts of the site within Local Wildlife Sites and River Corridor Areas, and eroding the physical and visual separation between existing areas.

## **Assessment:**

**2.11.82** The sites do not adjoin a defined settlement boundary. The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

### **How the site relates to the existing settlement boundary/built form and Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.83** The site is not within or adjoining a defined settlement, and it is not intended to re-designate the Park as settlement. Therefore the sites cannot be classed as extensions to an existing defined settlement. The sites lie well beyond the existing defined edge to the Park, and there is no landscape case for applying a different policy approach.

### **Whether the development would harm the physical or visual character of the settlement and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.84** Warfield Park benefits from a specific policy designation (EN11 of the BFBLP) which states "development will only be permitted where it does not detract from the character or appearance of the mobile home site" . The supporting text to the policy (paras. 2.86 and 2.87) sets out that the site is bounded to the north and south by woodland of considerable amenity

value, and that the mobile homes themselves are laid out in an attractive woodland setting, and that the Council will seek to maintain the character of the site and ensure the existing homes retain their secluded setting.

**2.11.85** Warfield Park is also within area FH1 (Chavey Down Small-Scale Enclosed Forest and Heaths) of the 2006 Entec Landscape Analysis, which was produced to support the Core Strategy. This says that the character of the area provides some physical separation between the urban areas of Bracknell and Burleigh, and visual separation occurs as the woodland contains views between the two settlements. Key features include widespread woodland cover, urban fringe areas and small scale residential plots.

**2.11.86** The northern part of the site is also within an area of local landscape importance (BFBLP Policy EN10), which says this area is important in defining and screening existing development at Hayley Green, Warfield Park, Carnation Nursery and Whitegrove. The eastern part of the site is within a river corridor area (BFBLP Policy EN14) which states that development will not be permitted which would have an adverse effect upon the open character of the landscape.

**2.11.87** The tree cover in the mobile home park provides a gradual transition from the residential area of Bracknell to the west and the rural countryside around Winkfield in the east. The Landscape Analysis (August 2001) sets out that the three sites are distinctly different. Site 243 occupies the grounds of Longcroft, one of two houses on Main Drive leading to the mobile home park, set in generous grounds. Site 243 extends along the rears of 76-99 The Plateau, separated by a dense belt of mature trees. The site is bounded by mature trees on all sides. The character of this stretch of Main Drive sharply contrasts with the residential character of Warfield Park and contributes to the distinctive approach to the Park. Visually this site is well screened except from opposite the narrow road frontage.

**2.11.88** Site 246 lies opposite site 243 in the open countryside on the far side of Main Drive, separated by a line of mature trees and hedgerow through which the site can be seen. The site is an extensive area of open pasture linking physically and visually with a further field to the south-east. A line of mature trees forms the north-eastern boundary – blending into the woodland beyond in views from the west and south. This site is clearly part of the open wider countryside between Warfield Park and Winkfield, maintaining the separate identity of the village from Bracknell. Visually the site is exposed in views from the Park edge.

**2.11.89** Site 247 lies further north and is beyond the Warfield Park boundary and very much a part of the wider countryside which separates Warfield Park (and Bracknell) from Winkfield. The gap is narrowest at this point and the Park is only separated by woodland on the steeper slopes of The Cut (approximately 150m wide). The site is a mix of mainly woodland with some open grassland with emerging scrub. The woodland extends north-east and east. The boundary with the Park is mixed fencing.

**2.11.90** Screening of the site has been suggested by the site promoter, however this would not mitigate the landscape and visual impact of the loss of open grazing land (in the case of site 246). In the case of sites 243 and 247 the site promoter has commented that 243 is only partly covered in trees and replacement could be provided, and that tree cover on 247 is not Ancient Woodland. Existing mature trees contribute to the wider landscape and the Park, and must be retained. The value of the woodland lies more broadly in its contribution to the Borough's

woodland cover, its landscape locally, its role in visually separating Warfield Park from Winkfield and in providing an attractive woodland setting to the Park and wider area. Removal of protected trees would not be supported.

**2.11.91** It is not considered that development within these sites resulting in an extension to the mobile home park site would conform with the above policy objectives and designations. It would result in increased built form and a material change to the landscape setting of the park, including reduction in existing tree cover, and erosion of the physical and visual separation between existing built up areas.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.11.92** There are some facilities within the site, serving the existing Park residents. The site is poorly served by public transport.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.93** For the reasons set out above, it is not considered that allocation of the site would form a more defensible boundary, by extending development well beyond the existing defined park boundary.

**DO NOT ALLOCATE**



## Omission site: Whitegates, Mushroom Castle Lane, Winkfield (SHLAA ref 251)

Map 2.56 Aerial Photo of Mushroom Castle.



### Planning History/Background:

**2.11.94** House and outbuildings, including stables, and fields/paddock. No relevant planning history. Previously promoted through the Development Plan process (Bracknell Forest Borough Local Plan).

### Constraints/Policy Designations

**2.11.95** Countryside location, adjoining the settlement to the north, east and partly to the south. As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements). The eastern part of the site lies within the Northern Villages Area D (Winkfield Row South) of the Character Areas Assessment SPD.

### **Capacity within SHLAA:**

**2.11.96** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining an unsustainable defined settlement. For SHLAA it has a suitability grade C, and capacity of 54 units net (55 gross based on a developable site area of 1.58ha at 35dph. The gross site area is 2.26ha, however, as it is between 2-5ha, a 70% net developable area is applied, due to the need to provide on-site open space.

### **Developer/Site Promoter Response to SADPDPO:**

**2.11.97** This site should be included as an edge of settlement site, to provide the additional housing that is required by the South East Plan. Do not consider that consideration of the site within the Background Paper is justified. Consider that this site meets edge of settlement criteria (unlike sites 24 & 93 in Binfield). Consider site relates well to settlement boundary, and scale of the settlement, would not harm physical or visual character of settlement, and is in a sustainable location. Did not suggest any increase or decrease in 54 units as set out in SHLAA/Background Paper. The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3.

### **Draft Sustainability Appraisal:**

**2.11.98** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.99** The Sustainability Appraisal gave a negative score in relation to it being a greenfield site, poor accessibility to services and facilities and poor links to public transport. The site also scored negatively in relation to impact upon the character of the area (in terms of erosion of the traditional linear settlement pattern, and increasing built form of the village), and potential impact upon biodiversity/loss of trees. (Although it is acknowledged as with other sites that development could be required to retain existing trees and be accompanied by ecological and tree surveys).

**2.11.100** This site scored positively in relation to its potential to provide housing.

### **Assessment:**

**2.11.101** The site would constitute a Category D/E edge of settlement site (i.e. infilling/'rounding off' of an unsustainable settlement - Chavey Down/Long Hill Road, Winkfield).

**2.11.102** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

### **How the site relates to the existing settlement boundary/built form and Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.103** The Landscape Analysis (August 2011) sets out that the separation of Warfield and Winkfield is very narrow at the northern edge of the site (200m). Although the woodland makes this area visually robust, the introduction of an estate road and new housing would erode the separate identity of Winkfield South, and the perception of open landscape to the west of the centre of the village. This area is not identified as a gap within the Core Strategy, nor shown on the Key Map within the Core Strategy.

**2.11.104** The site lies to the rear of the well maintained grounds of Carnation Hall, and is separated from it by a tree belt. The site is mainly grass lawn with an open field, small buildings and prominent belt of trees separating the grounds of White Gates from further fields to the west. The site continues behind Conyngwood, and provides a rural setting to this property and the a rural setting to the village. The existing woodland to the west of the site and belt of trees provides a well defined edge, and is part of the landscape character, however the site is enclosed by this woodland but this does not justify new development.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.105** 54 units in this location harm the appearance of the countryside, the setting of the settlement and the surrounding landscape. The Landscape Analysis (August 2011) sets out that the Carnation Drive estate demonstrates how a large development can change part of the village so that it no longer shares the characteristics of the area. The proposed urban extension would become part of the Carnation Drive estate, increasing the impact of the built form on the village pattern. Trees that are important to the setting of this part of the village would be lost.

#### **Whether the development would harm the physical or visual character of the settlement**

**2.11.106** The site is within area CL7 (Chavey Down Wooded Clay Farmlands) of the Entec 2006 landscape study. Key features identified within the study are scattered attractive woodlands, local pasture, linear settlement form, general good landscape condition, well screened by tree cover, a contrast in the urban edge, and open landscape contributing the the separation of Warfield Park and Winkfield. The landscape character area provides physical separation between Bracknell and Winkfield (although this site is not designated as a gap by Core Strategy Policy CS9).

**2.11.107** Part of the site is within Northern Villages Area D (Winkfield Row South) of the Character Areas Assessment SPD. This sets out that Mushroom Castle dates back to the early 19<sup>th</sup> century and was at the time the only house on Chavey Down Road. It identifies the contrast between the ribbon development and open landscape as a feature of the area. This would be lost if the site were to be allocated for development. The historic value of Mushroom Castle lies in its contribution to the character of the village, rather than its intrinsic historical or architectural merit. The fact that it is not designated as an historic asset, does not detract from its contribution to the area's character. New estate development would further erode the established linear character of the settlement. The SPD advises that any development which has an adverse impact upon views out to the surrounding landscape should be avoided.

**2.11.108** The Landscape Analysis (August 2011) sets out that the Carnation Drive Estate demonstrates how a large development can change the character of part of the village so that it no longer shares the valued characteristics of the area. The proposed development would effectively be an extension of the estate (to the south), increasing the impact of the built form upon the village. The westward limit of the development at Carnation Drive estate has eroded the village character. The site would extend a further 75m west of Conyngwood, which pre-dates a linear development along Chavey Down Road, and retains much of its semi-rural character in its narrow lane. Long narrow gardens and vegetation do not set a precedent for further development westwards. The development would also be visible from a number of private properties, and users of Carnation Hall (a local community facility). The access proposed by the site promoter would be visible from the Carnation Drive estate. The character of the village

is not solely derived from the roadside, but the pattern of the built form and landscape, which is also set out in the Character Areas Assessment SPD, March 2010 (Northern Villages, Area D).

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.11.109** This site would result in an extension of Chavey Down/Winkfield Row South, which is classed as an unsustainable settlement, as there are limited facilities (community facility - Carnation Hall along Chavey Down Road) and access by bus foot or bicycle to other more sustainable settlements is not particularly easy. As this site adjoins an unsustainable defined settlement, it is not considered to accord with the locational principles in Policy CS2. Point 4 of the policy relates to extensions to defined settlements with good public transport links to the rest of the urban area. The site would not result in sufficient critical mass to deliver infrastructure and improvements to public transport which would improve the sustainability of the area.

**2.11.110** As indicated above, the site was previously promoted for development when the Bracknell Forest Borough Local Plan was being prepared. When considering this site, the Inspector noted in his report that the proposal would result in further development in an unsustainable settlement. The nature of the village has not changed since that time (section 9.6 of Inspector's report).

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.111** For the reasons set out above, it is not considered that allocation of this site would form a more defensible boundary. It would extend development west of Conyngwood, increasing the volume of housing west of the existing settlement into an area forming the rural setting of the village and which currently maintains the separate identity of the area.

**Other considerations**

**2.11.112** There is also likely to be an issue in gaining vehicular access to the site. The existing Mushroom Castle Lane is sub-standard and would need upgrading, but this would involve land in several ownerships, which may make the site undeliverable. The other alternative would be via Gardeners Green (Carnation Drive Estate), which has been confirmed as an option by the promoter of the site. However (as set out in the Landscape Analysis, August 2011), this would impact upon the grassed ride between the estate and the woodland, extending the impact of the development, westwards of Whitegates.

**DO NOT ALLOCATE**

**Omission site: HFC Bank, North Street, Winkfield (SHLAA ref 285)**

**Map 2.57 Aerial Photo of HFC Bank.**



**Planning History/Background:**

**2.11.113** Site is located within the Green Belt. Planning application (10/00801/FUL) for 22 units was approved on 8 July 2011.

**Constraints/Policy Designations**

**2.11.114** Located within the Green Belt.

**Capacity within SHLAA:**

**2.11.115** The site was previously contained in Appendix 6 of SHLAA Monitoring Report (November 2010). As at 31 March 2011, there was a committee resolution to approve the planning application (subject to the completion of a legal agreement), and so was treated as a soft commitment. As a consequence, the site no longer forms part of the SHLAA (August 2011).

**Developer/Site Promoter Response to SADPDPO:**

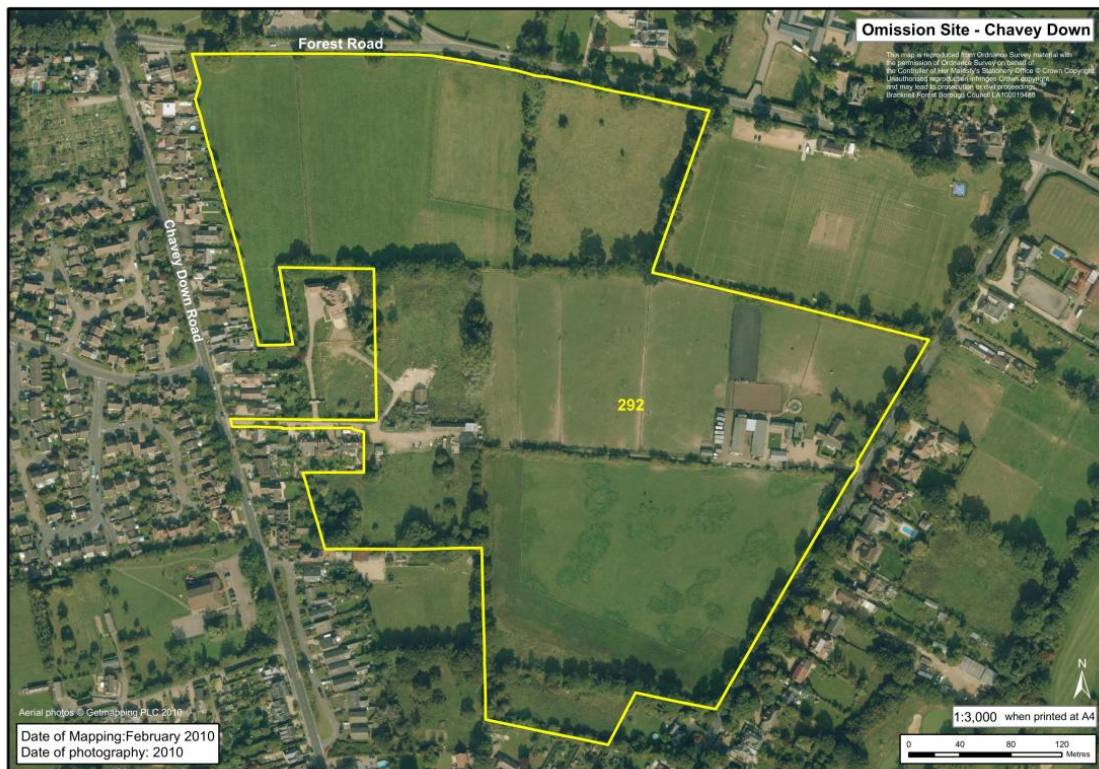
**2.11.116** Object to the omission of the site.

**Assessment:**

**2.11.117** The site now has planning permission for 22 units.

## Omission site: Chavey Down (SHLAA ref 292)

Map 2.58 Aerial Photo of Chavey Down.



### Planning History/Background:

**2.11.118** Fields, house in grounds with outbuildings and some sheds, also sheds to the rear of Larkfield. Some trees on site. No relevant planning applications on the site. Water pipeline application adjacent to the site (07/00570/FUL). This site was contained in the former Broad Area 7 (Winkfield/Chavey Down) at the SADPD Participation (Issues and Options) consultation, and justification for the exclusion of this area was set out in the Preferred Option Background Paper.

**2.11.119** The land has previously been promoted through the Development Plan process, for example, the Bracknell Forest Borough Local Plan.

### Constraints/Policy Designations

**2.11.120** Countryside location, adjoining the settlement to the south, west and part eastern boundaries. As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements). It would adjoin Northern Villages Area D (Winkfield Row South) of the Character Areas Assessment SPD.

### Capacity within SHLAA:

**2.11.121** The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining an unsustainable defined settlement. For SHLAA it has a suitability grade C, and capacity of 394 units. This is based on a developable site area

of 11.26ha at 35dph. The gross site area is 17.33ha, however, as it is more than 5ha, a 65% net developable area is applied, due to the need to provide on-site infrastructure, including open space. The promoter of the site refers to a smaller part of site 292 (previously site 221 with a SHLAA capacity of 278 units).

#### **Developer/Site Promoter Response to SADPDPO:**

**2.11.122** This site should be included and replace sites such as TRL & Broadmoor which are within/close to the 400m buffer to the SPA. Should be using South East Plan housing numbers. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

#### **Draft Sustainability Appraisal:**

**2.11.123** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.124** The Sustainability Appraisal gave a negative score in relation to being a greenfield site, poor accessibility to services and facilities and poor links to public transport. The site also scored negatively in relation to impact upon the character of the area (in terms of impact upon the character of the area in relation to erosion of the traditional linear settlement pattern, loss of separation between settlements and loss of a rural setting to existing properties. The site also has the potential to impact upon adjoining Green Belt to the east. The site also scored negatively in relation to potential impact upon biodiversity and protected trees. (Although it is acknowledged as with other sites that development could be required to retain existing trees and be accompanied by ecological and tree surveys).

**2.11.125** This site scored positively in relation to its potential to provide housing.

#### **Assessment:**

**2.11.126** The site would constitute a Category D/E edge of settlement site (i.e. infilling/'rounding off' of an unsustainable settlement - Chavey Down/Long Hill Road, Winkfield).

**2.11.127** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form/Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.128** The site would adjoin the settlement boundary to the east, (Locks Ride), south (Woolford Close) and west (Chavey Down Road), which contains residential development, in a traditional linear settlement pattern. The northern boundary (Forest Road) is less defined. The capacity of the site is about 394 units, which is considered to be a disproportionate addition to the existing settlement which comprises about 570 dwellings. The existing development is characterised by linear development running along Chavey Down Road and Locks Ride, with an estate development (Carnation Drive) to the west of Chavey Down Road.

#### **Whether the development would harm the physical or visual character of the settlement/Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**



**2.11.129** The site is located within area CL6 (Winkfield Row Open Clay Farmlands) of the Entec 2006 landscape study. The site also falls within area 7.B2 of the Landscape Capacity Study (Kirkham 2010), relating to the former Broad Area 7 - Winkfield Row/Chavey Down. Whilst the area has been identified as having a moderate-high landscape capacity, it is not considered that the whole of the site is suitable for change. The area provides part of the visual and physical separation between Winkfield Row (Chavey Down Row) and Locks Ride and also provides a rural setting to the properties on these roads.

**2.11.130** The site would adjoin Northern Village Area D of the Character Areas Assessment SPD (relating to Winkfield Row South). This recognises that new estate development would further erode the traditional linear settlement, and advises that any development which has an adverse impact upon views out to the surrounding landscape should be avoided. It also sets out that rural gaps between individual settlements would be retained. Redevelopment of this site would erode the traditional linear settlement pattern and would not retain the gap between settlements.

**2.11.131** Allocation of this site would also bring development significantly closer to the Green Belt which borders the site to the east (Locks Ride). Planning Policy Guidance Note 2 (Green Belt) states (para 3.15) that the visual amenities of the Green Belt should not be injured by proposals for development within, or conspicuous from, the Green Belt. This is also reflected in Policy EN8 of the Bracknell Forest Borough Local Plan, which includes where development is conspicuous from the Green Belt, it should not harm the visual amenities of the Green Belt.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links):**

**2.11.132** This site would result in an extension of Chavey Down/Winkfield Row South, which is classed as an unsustainable settlement as there are limited facilities (community facility - Carnation Hall along Chavey Down Road) and access by bus foot or bicycle to other more sustainable settlements is not particularly easy. As this site adjoins an unsustainable defined settlement, it is not considered that it would accord with the locational principles contained in Policy CS2. Point 4 of the policy relates to extensions to defined settlements with good public transport links to the rest of the urban area. The site would not result in a sufficient critical mass of housing to deliver sufficient infrastructure and improvements to public transport to improve the Sustainability of the area to the degree required.

**2.11.133** As indicated above, the site was previously promoted for development when the Bracknell Forest Borough Local Plan was being prepared. When considering this site, the Inspector noted in his report that the proposal would result in further development in an unsustainable settlement. The nature of the village has not changed since that time (section 9.6 of Inspector's report).

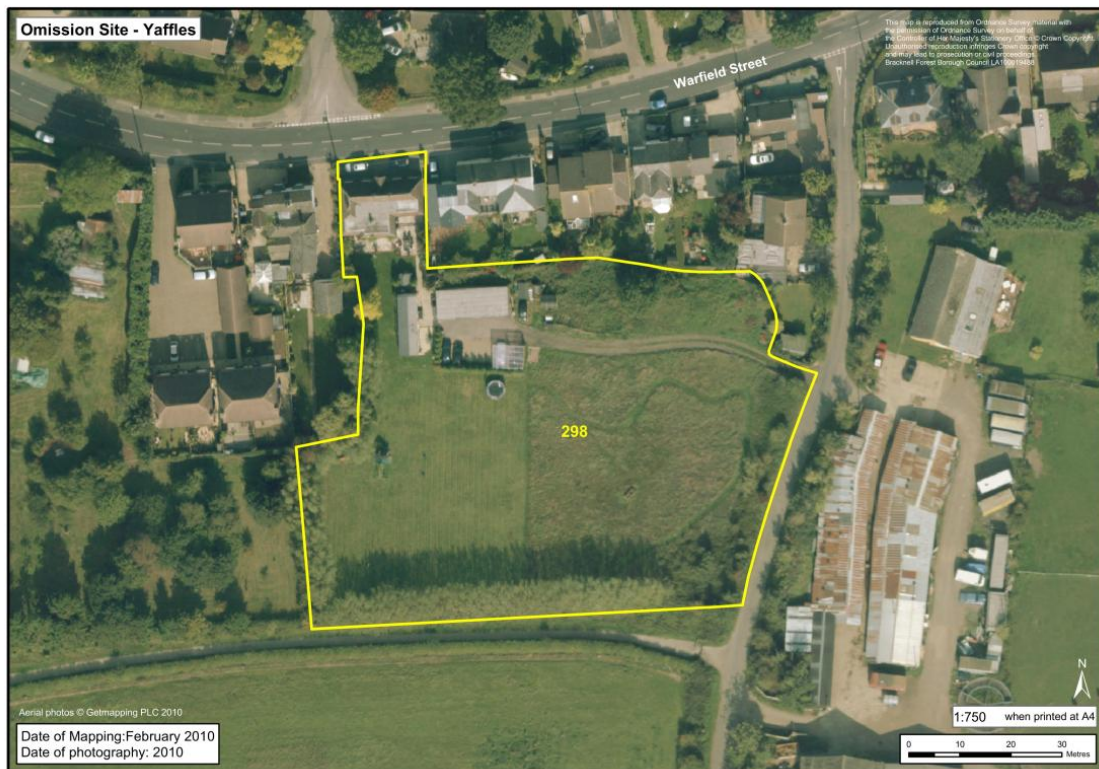
**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary:**

**2.11.134** It is not considered that the allocation of this site would result in a more clearly defined settlement boundary, than that currently formed by the existing development to the east and west (along existing road boundaries) or to the south. Redevelopment of this site would have a significant harmful impact on the rural setting of the settlement, views and the gap between settlements.

**DO NOT ALLOCATE**

## Omission site: Yaffles, Warfield Street, Warfield (SHLAA ref 298)

Map 2.59 Aerial Photo of Yaffles.



### Planning History/Background:

**2.11.135** Current use is residential. No relevant planning history.

### Constraints/Policy Designations

**2.11.136** Located outside the settlement boundary, lies within Core Strategy CS5 area (relating to 'Land to North of Whitegrove and Quelm Park', which is being progressed through the Warfield SPD).

### Capacity within SHLAA:

**2.11.137** The site is not specifically listed in SHLAA as it forms part of the Warfield Area (a soft commitment) (SHLAA site 54) which is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site in the planning process, adjoining a sustainable defined settlement.

### Developer/Site Promoter Response to SADPDPO:

**2.11.138** Object to the omission of this site which would represent a logical rounding off of the settlement boundary. (The main issues raised and responses are set out in the 'Summary of Responses to the Preferred Option Nov 2010-Jan 2011' document - under responses to Policy SA3).

**Assessment:**

**2.11.139** This site is contained within the Warfield Supplementary Planning Document (SPD) area, and is therefore being considered as part of the SPD. In order to ensure that the major Warfield development is properly and comprehensively planned it is not appropriate to separately allocate smaller individual sites that form part of the larger SPD area. The SPD for Warfield is being progressed, and was subject to consultation November 2010-January 2011.

**DO NOT ALLOCATE**

**Omission site: Western Cottage, Nine Mile Ride, Crowthorne (SHLAA ref 310)**

**Map 2.60 Aerial Photo of Windy Ridges, Nine Mile Ride.**



**2.11.140** Sent in site submission form as a result on consultation on SADPD. The site is located within the countryside. However, as this is within 400m of the SPA, it is excluded from SHLAA and would not be allocated for housing. It is also a Listed Building. As it does not form part of SHLAA, it has not been assessed further.

**DO NOT ALLOCATE**

**Omission site: The Barn, Foxley Lane, Binfield (SHLAA ref 311)**

**Map 2.61 Aerial Photo of The Barn, Foxley Lane.**



**Planning History/Background:**

**2.11.141** Current use is residential. No relevant planning history. This site was contained in the former Broad Area 4 (West Binfield) at the SADPD Participation (Issues and Options) consultation.

**Constraints/Policy Designations**

**2.11.142** Located outside of the settlement boundary, but adjoins the settlement along the Foxley Lane Road frontage. As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements).

### **Capacity within SHLAA:**

**2.11.143** The site did not form part of the Preferred Option and has been promoted through SHLAA, The site is contained in Appendix 6 of SHLAA Monitoring Report (August 2011), as a site outside the planning process, adjoining a sustainable defined settlements. For SHLAA it has a suitability grade B and a capacity of 10 units net (11 gross). This based on a site area of 0.32ha, at 35dph.

### **Draft Sustainability Appraisal:**

**2.11.144** Overall this site scored neutral in relation to Sustainability Appraisal Objectives.

**2.11.145** The Sustainability Appraisal gave a negative score in relation to being a greenfield site and impact upon the existing open rural landscape. The site also scored negatively in relation to potential impact upon biodiversity and trees. (Although it is acknowledged as with other sites that development could be required to retain existing trees and be accompanied by ecological and tree surveys).

**2.11.146** This site scored positively in relation to its potential to provide housing and accessibility to services and facilities within Binfield.

### **Assessment:**

**2.11.147** The site would constitute a Category C edge of settlement site (i.e. limited extension of a sustainable settlement - Binfield).

**2.11.148** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary**

**2.11.149** The site would only adjoin the settlement along a small part of the road frontage along Foxley Lane at the access point to the site. This would make an awkward extension to the existing settlement boundary, and it is not considered that this would relate well to the existing settlement boundary (formed by Foxley Lane) nor to existing built form.

#### **Whether the development would harm the physical or visual character of the settlement/Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.150** The site is located within area CL2 (Binfield Open Clay Farmlands) of the Entec 2006 landscape study. The site also falls within area 4.A2 of the Landscape Capacity Study (Kirkham 2010), relating to the former Broad Area 4 - West Binfield. Much of this area is in a good condition and has a strong rural character, despite the proximity of Bracknell. It is typical of the character area and has a moderate to high landscape sensitivity. As an open rural landscape, the area makes a major contribution to the separation of Bracknell from neighbouring Binfield and development in Wokingham. However parts of this area may accommodate sensitively designed development. The landscape capacity is therefore moderate.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.151** Whilst the site contains an existing detached property, it has potential for 10 units net (11 units gross) which would alter the character of this area. This would result in further intensification and encroachment into the existing open and rural area, and would protrude into the area that currently forms a gap between settlements and is important to the setting of the settlement.

**Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links)**

**2.11.152** The site would effectively adjoin the built up area of Binfield Village. Binfield is classed as a sustainable settlement, and contains local facilities within a defined local centre. The village is served by buses which provide a service to Bracknell Town Centre.

**Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.153** It is not considered that allocation of the site would result in a more defensible boundary, than that currently formed by Foxley Lane. The site would only adjoin the settlement along a small part of the road frontage along Foxley Lane at the access point to the site. This would make an awkward extension to the existing settlement boundary.

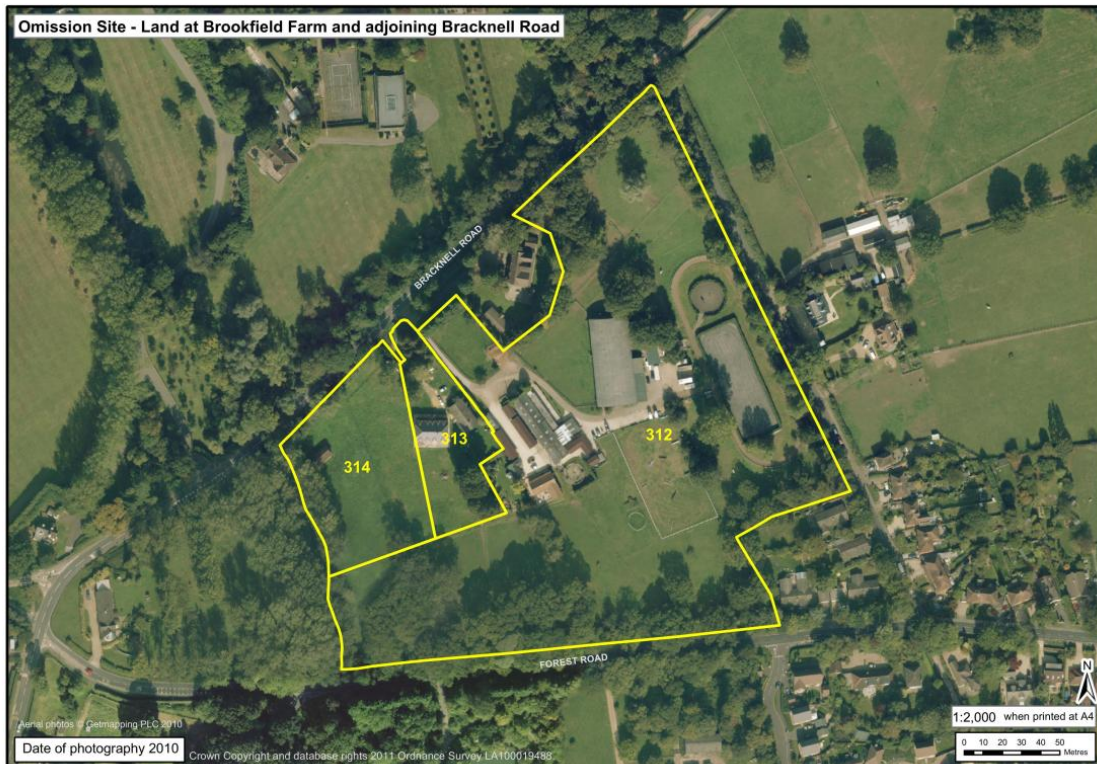
**Other considerations**

**2.11.154** The site is adjacent to Whitehouse Farm Cottage, which contains a Grade II Listed Building. Development of this site could result in harm to the setting of the Listed Building.

**DO NOT ALLOCATE**

**Omission site: Brookfield Farm, Bracknell Road, Warfield (SHLAA ref 312)**

**Map 2.62 Aerial Photo of Brookfield Farm (and adjacent SHLAA sites).**



### **Planning History/Background:**

**2.11.155** Current use of the site is equestrian. There are no relevant applications relating to residential redevelopment.

### **Constraints/Policy Designations**

**2.11.156** Countryside location, located to the north west of Hayley Green. It adjoins the settlement boundary to the south east, and also Northern Villages Area B2 (Hayley Green) of the Character Areas Assessment SPD. As it adjoins an existing defined settlement, it has potential to accord with point 4 of Core Strategy Policy CS2 (extensions to defined settlements). There are protected trees along the southern boundary. The site is also within area CL5 (Warfield Open Clay Farmlands) of the Entec Landscape Analysis (August 2006). The south-west field is within a river corridor area, and would adjoin the Warfield SPD area to the west (the Warfield Concept Plan identifies this part of the SPD area as an open river corridor). This land is also within Flood Zone 2 and 3.

### **Capacity within SHLAA:**

**2.11.157** The site did not form part of the Preferred Option and has been promoted through SHLAA. T after the 31 March 2011 (the cut off date for SHLAA). It is highlighted as a late site in the Monitoring report but not fully assessed. In the next monitoring report it will be listed in Appendix 6 as a site outside the planning process, adjoining an unsustainable defined settlement.



**2.11.158** The theoretical capacity for SHLAA is based on a gross site area of 4.12ha. However, as the site is between 2-5ha, a 70% developable area is applied (due to the need to provide on-site open space) which results in a developable area of 2.88ha. At 30dph, this would yield 84 units net (86 units gross). It would have a suitability grade C.

**2.11.159** Part of the site is within a flood zone, which reduces the developable site area. The site also contains protected trees, however this could be accommodated within the open space provision.

#### **Draft Sustainability Appraisal:**

**2.11.160** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.161** The Sustainability Appraisal gave a negative score in relation to being partly a greenfield site and impact upon the rural character of the open landscape. The site scored negatively in relation to potential impact upon biodiversity and protected trees. (Although it is acknowledged as with other sites that development could be required to retain existing trees and be accompanied by ecological and tree surveys).

**2.11.162** The site also scored negatively in relation to part of the site being within Flood Zone 2 and 3. However, it is acknowledged that the developable area could be reduced to exclude the floodable part of the site.

#### **Assessment:**

**2.11.163** The site would constitute a Category F edge of settlement site (i.e. Limited extension of an unsustainable settlement - Hayley Green, Warfield).

**2.11.164** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/Whether the development would harm the physical or visual character of the settlement**

**2.11.165** The Character Areas Assessment SPD sets out that the settlement is clearly defined and is approached through the surrounding landscape. It also notes the linear nature of dispersed village clusters (ribbon development with houses on both sides of the road), the narrow gap between the existing settlements and the importance of tree cover to maintain the visual separation. The SPD notes that new development at the western end of Hayley Green (The Limes) does not relate well to the prevailing settlement character.

**2.11.166** The site is within area CL5 (Warfield Open Clay Farmlands) of the Entec study (August 2006). This identifies the area as being of moderate-high landscape character, with a moderate visual sensitivity and low-moderate landscape value. Key features found at the site and its setting are scattered attractive small woodlands; local pasture; clustered settlement form; generally good landscape condition; visibility limited by the undulating land form and tree cover; contrast to the open edge; and open landscape contributing to the separation of Bracknell and the clustered villages at Newell Green (although this area is not designated as a local gap by Core Strategy Policy CS9).

**2.11.167** The site contributes to maintaining the visual separation between Northern Villages and the Warfield SPD area to the west. It is bounded by Forest Road to the south, Bracknell Road to the north, Hayley Green Road to the east, and Glen Wood (an existing property) and the Bull Brook to the west. The boundaries of the site contain trees. Only a small part of the site adjoins the existing settlement boundary, in the south east corner of the site (west of Cedarwood and Chipapa, and north of Chipapa). At this point, only 4 properties are located within the defined settlement boundary. It is not considered that the site relates well to the existing settlement. The size of the site means that it would not be possible to maintain the existing settlement pattern and its development would result in a significant increase in the size of the existing settlement. The site makes a significant contribution to the maintenance of the rural character of the open countryside around Hayley Green. Opposite the site, south of Forest Road (SHLAA site 207), this open character continues, reinforcing the role of the site. The site also forms the rural setting to the Bull Brook and its adjacent woodland enclosed land, and together these areas make a significant contribution to maintaining the separate identity of Newell Green.

#### **Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.168** 84 new homes in this location would harm the appearance of the countryside, the setting of the settlement and the surrounding landscape, and would significantly increase the settlement size. It would be a disproportionate addition (when combined with site 165 and 207) equating to 117 units) when compared to the existing settlement which contains approximately 76 units. It is therefore not suitable for allocation for housing as an edge of settlement site. As noted above, the size of the site would significantly increase the volume of housing north west of the existing settlement, into an area that presently contributes to maintaining the separate identity of the area and which forms part of the rural setting of the Bull Brook.

#### **Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**

**2.11.169** The site is bounded by trees, which would screen the site in the summer, while in winter, views will open up from the surrounding area. The development would extend the settlement considerably to the north west of the existing settlement, and existing vegetation would not be sufficient to mitigate the perception of encroachment and merging of settlements.

#### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links)**

**2.11.170** This site, along with SHLAA sites 165 and 207, would result in an extension of Hayley Green. This is a small unsustainable settlement, as there are very few facilities and services, and access by bus foot or bicycle to other more sustainable settlements is not particularly easy. As this site adjoins an unsustainable defined settlement, it is not considered that it would accord with the locational principles contained in Policy CS2. Point 4 of the policy relates to extensions to defined settlements with good public transport links to the rest of the urban area. It is not considered that the combined level of housing on all three sites (117 units if the three sites were allocated) would result in sufficient critical mass to deliver infrastructure and improvements to public transport to adequately improve the sustainability of the area.

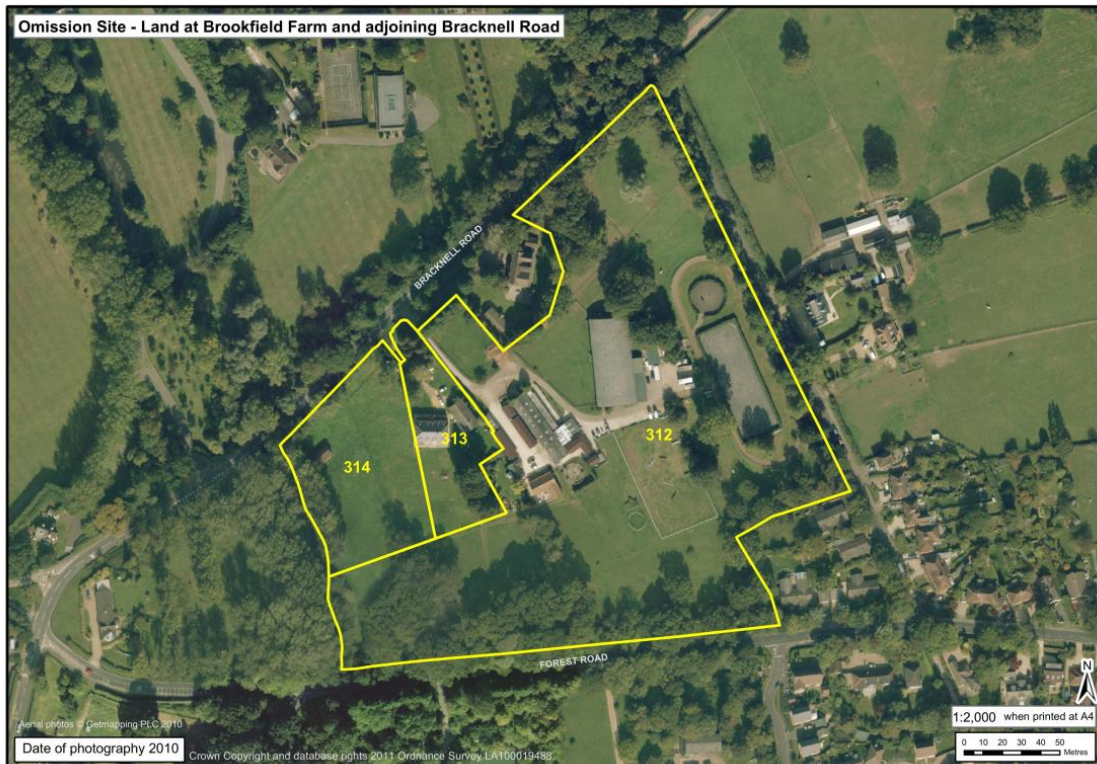
#### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.171** For the reasons set out above, it is not considered that allocation of this site would form a more defensible boundary. It would extend development west of The Limes, increase the volume of housing west of the existing settlement into an area which makes a significant contribution to maintaining the separate identity of the area and forms part of the rural setting of the Bull Brook.

**DO NOT ALLOCATE**

**Omission site: Glenwood, Bracknell Road, Warfield (SHLAA ref 313)**

**Map 2.63 Aerial Photo of Glenwood (and adjacent SHLAA sites).**



**Planning History/Background:**

**2.11.172** Replacement dwelling in 2004 (application 04/00860/FUL).

**Constraints/Policy Designations**

**2.11.173** Countryside location, does not adjoin a defined settlement. Site is within a river corridor area.

**Assessment:**

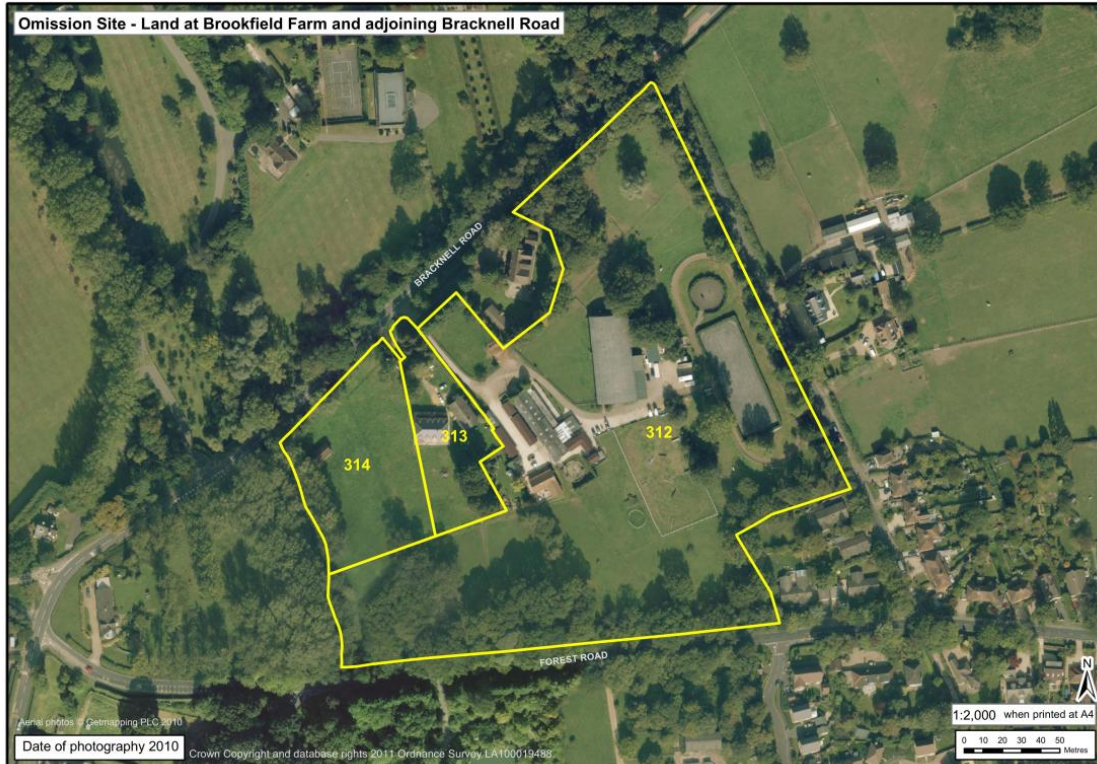
**2.11.174** This site has been promoted through SHLAA (after the consultation on the SADPD Preferred Option ended), and is therefore available for development. The site is located within the countryside, and does not adjoin a defined settlement.

**2.11.175** The gross site area is 0.34ha. At 30 dwellings per hectare (which is appropriate for a rural location, as set out in the SHLAA methodology), this would yield 10 dwellings (gross). However, the site contains an existing dwelling, so the net increase is 9 units. Therefore, this site is a small site, and not covered by SHLAA. It would not be allocated through SADPD and therefore, has not been assessed further. In any case, even if the capacity was at least 10 units (net), as the site does not adjoin a defined settlement, it would not be allocated for development (see above).

**DO NOT ALLOCATE**

**Omission site: Land between Grove Gardens and Glenwood, Bracknell Road Warfield (SHLAA ref 314)**

**Map 2.64 Aerial Photo of land between Grove Gardens and Glenwood (and adjacent SHLAA sites).**



**Planning History/Background:**

**2.11.176** No relevant planning history (no address point).

**Constraints/Policy Designations:**

**2.11.177** Countryside location, does not adjoin a defined settlement. Site is within a river corridor area, and would adjoin the Warfield SPD area to the west (the Warfield Concept Plan identifies this part of the SPD area as an open river corridor). The western part of the site is within Flood Zone 2 and 3.

**Assessment:**

**2.11.178** This site has been promoted through SHLAA, since the closure of the consultation on the SADPD Preferred Option, and is available for development. The site is listed in SHLAA, but was not fully assessed as it was received after the 31 March 2011 (the cut off date for SHLAA). In the next monitoring report, it will be contained in Appendix 6 as a site outside the planning process, within the country, not adjoining a defined settlement.

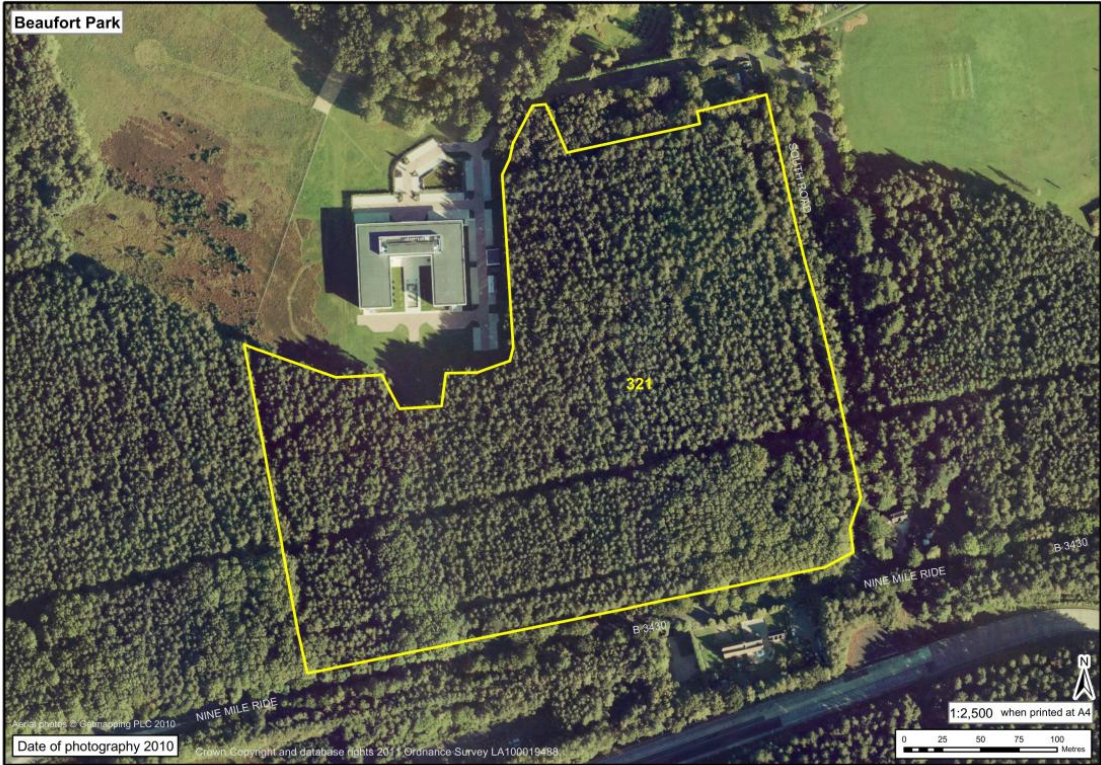
**2.11.179** The site is located within the countryside, and does not adjoin a defined settlement. Therefore, it does not accord with the locational principles set out in Core Strategy Policy CS2. The SHLAA has been used to identify sufficient sites within the defined settlements, on the edge of settlements and through urban extensions to sustainable settlements. Therefore, the Council will not be pursuing other sites within the countryside or within the Green Belt.

**2.11.180** The gross site area is 0.59ha, however, the western part of the site is within within Flood Zones 2 and 3, where residential development would not be permitted. This leaves the remaining developable area of about 0.3ha. At 30 dwellings per hectare (which is appropriate for a rural location, as set out in the SHLAA methodology) this would yield 9 dwellings (net). Therefore, this site would be treated as a small site, and would not be covered by SHLAA or allocated through SADPD. Therefore, it has not been assessed further. In any case, even if the developable area were larger than 0.3ha, and yield at least 10 units (net), as the site does not adjoin a defined settlement, it would not be allocated for development (see above).

**DO NOT ALLOCATE**

Omission site: Beaufort Park, Nine Mile Ride, Bracknell (SHLAA ref 321)

Map 2.65 Aerial Photo of Beaufort Park.



**Planning History/Background:**

**2.11.181** None relating to residential development. 07/00234/OUT: Outline application, including details of access, for the erection of replacement B1 (business use) building (4,724 sq m) with associated car parking and landscaping, and removal of all existing buildings, structures, hardstanding and plant from the site granted in 2007. 08/00093/REM Submission of details of layout, scale, appearance and landscaping for the erection of replacement B1 (business use) building (4,724 sq m) with associated car parking pursuant to outline planning permission

**Constraints/Policy Designations**

**2.11.182** The site is within the countryside, and does not adjoin a defined settlement. Therefore, it does not accord with any of the locational principles for development set out in Core Strategy Policy CS2. The proposed allocation of the TRL site does not increase the prospects of the settlement boundary being revised to include this site as it would not be logical. Nine Mile Ride acts as a strong physical boundary to development.

### **Capacity within SHLAA:**

**2.11.183** The site did not form part of the Preferred Option and has been promoted through SHLAA. The site is listed in SHLAA, but was not fully assessed as it was received after the 31 March 2011 (the cut off date for SHLAA). However, in the next monitoring report, it will be contained in Appendix 6 as a site outside the planning process, not adjoining a defined settlement, based on the following:

**2.11.184** Theoretical capacity for SHLAA: The gross site area is 9.12ha, however as the site is over 5ha, a 65% developable area is required, due to the need to provide on-site open space, which results in a developable area of 5.93ha. At 30dph, this would yield 178 units net. It would have a suitability grade C.

### **Draft Sustainability Appraisal:**

**2.11.185** Overall this site scored negatively in relation to Sustainability Appraisal Objectives.

**2.11.186** The Sustainability Appraisal gave a negative score in relation to being a greenfield site and impact upon the gap between Crowthorne, Bracknell and Wokingham and loss of woodland setting. The site scored negatively in relation to potential impact upon biodiversity and protected trees. (Although it is acknowledged as with other sites that development could be required to retain existing trees and be accompanied by ecological and tree surveys). The site also scored negatively as the site is not considered adequately accessible to essential services.

### **Assessment:**

**2.11.187** The following considers the site in relation to the six edge of settlement criteria established in the edge of settlement methodology:

#### **How the site relates to the existing settlement boundary/built form**

**2.11.188** The site does not currently adjoin a settlement boundary. Even when the settlement boundary of Crowthorne is revised following the allocation of land at TRL, this site would not form a logical extension of that settlement as Nine Mile Ride (plus the proposed green buffer) forms a defensible boundary. The site does not adjoin the settlement of Bracknell due to intervening open space.

#### **2.11.189 Be well related in scale and location compared to the scale of the existing built-up area**

**2.11.190** Redevelopment of the site for 178 units (SHLAA capacity), whilst not disproportionate to the scale of the existing built up area (also bearing in mind that TRL is included as a Preferred Option site for 1,000 units and other uses), is not considered to be appropriate for this location, as it would not relate to the settlement boundary, with the area forming a strong physical and visual separation between existing urban areas of Bracknell and Crowthorne. It also contributes to the gap between Wokingham and Bracknell.

#### **2.11.191 Whether the development would harm the physical or visual character of the settlement/Whether the relationship between the settlement and the surrounding countryside/landscape or other nearby settlement would be harmed**



**2.11.192** The site is within area FH7 (Crowthorne Business Estate Large Scale Enclosed Forest and Heaths) of the Entec 2006 landscape study. This sets out that along with the coniferous forestry land-use which unifies the area, the character area is also used for large scale industrial development notably the Transport Research Laboratory (TRL). The presence of sports pavilions and office buildings creates a settled landscape. The large-scale enclosure pattern is defined by the compartmentalisation of land uses within the character areas and the large scale uses (TRL being a specific example). The character area provides strong physical separation between the urban areas of Bracknell and Crowthorne and is key in providing a transition from one urban area to another. Visual separation also occurs as the woodland generally prevents long views.

**2.11.193** At the Issues and Options Stage, this site was not included as part of the Broad Area 2 (North East Crowthorne) as at that stage it was not known if the land was available. The southern part of the site fronting Nine Mile Ride contains pine woodland. This area is very similar in character to area 3.C1 (northern wooded plantations) of the Landscape Capacity Study (Kirkham, 2010). This sets out that the area along Nine Mile Ride is relatively flat, covered in dense pine woodland, and provides the setting and character to views from Nine Mile Ride. The key landscape characteristics which would be harmed if the site were to be redeveloped are the continuous forest cover, the forest setting to Nine Mile Ride and an important part of the wooded gateway to Crowthorne. The wooded character of Nile Mile Ride is an important landscape feature of this part of the Borough and of the gap between Bracknell and Crowthorne and Crowthorne and Wokingham.

#### **Sustainability of any proposed site (in relation to accessibility existing services, facilities and public transport links)**

**2.11.194** As highlighted above, the site does not currently adjoin any settlement boundary, and is unlikely to do so following development of the TRL site. The nearby settlements of Bracknell and Crowthorne are sustainable but the site is not currently linked to those settlements.

#### **Whether the development would result in a more clearly defined, stronger and more defensible settlement boundary**

**2.11.195** The site does not currently adjoin a settlement boundary and is unlikely to do so following development of the TRL site. Nine Mile Ride forms a strong physical boundary. The site does not adjoin the settlement of Bracknell due to intervening open space. The development of this site would result in development intruding into an area with a rural character that has an important visual and physical role to play in separating settlements.

**DO NOT ALLOCATE**

## 2.12 Other housing considerations

### Older people

**2.12.1** The age structure of the population is changing with the proportion of older people (65+) increasing - see 2.1 'Approach to housing'. It is therefore considered appropriate to include a section explaining the approach taken in SADPD.

**2.12.2** PPS3 states that one of the Government's key housing policy goals is to ensure that everyone has the opportunity of living in a decent home, and to achieve this there should be a wide choice of high quality homes, both affordable and market. Para 21 refers to the need to plan for the accommodation requirements of specific groups including older people.

**2.12.3** The draft NPPF contains a section on 'planning for people' which states that the Government's key housing objective is to increase the delivery of new homes, and that everyone should have the opportunity to live in high quality well designed homes which they can afford. Local Planning Authorities should plan for a mix of housing based on the needs of different groups (including older/elderly people - paragraphs 28 and 111). A definition of 'older people' is given in the Glossary: 'People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs'.

**2.12.4** The Council's Older Persons Accommodation and Support Strategy 2011 - 2026 sets out a vision for the Borough. 'All older people in Bracknell Forest will have the choice to remain in their home for as long as possible or to choose another home that will meet their location, living and support needs to maintain their health and quality of life'. The aims of the Strategy include:

- To ensure that there is a range of good quality and affordable public and private housing which meets the changing needs of older people.

**2.12.5** The Strategy includes an analysis of data drawn from the 2001 Census showing how levels of owner occupation, social renting and private renting are affected by age. Whilst the proportion of people in private rented accommodation tends to remain fairly constant with age, the proportion of owner occupiers slowly decreases with age. There is a corresponding increase in those within the 75 - 84 age band in social rented property and in communal establishments from 85 onwards.

**2.12.6** As far as the future is concerned, the trend of more people living alone with increasing age, together with higher levels of under occupancy among older people indicate that there is a need to work pro-actively with those involved in the owner occupied and social rented sectors. One of the priorities is to enable people to live in the right size of home which is economically sustainable. A further priority is to achieve a balance between demand and supply for sheltered accommodation in the social sector. One of the main problems at the moment is that a significant proportion of the supply is in the form of bed sits for which there is little demand. There is therefore a need to review designated properties in the light of demand. Another priority is to engage with the private sector to enable and promote accommodation for older people.

**2.12.7** Policy CS16 of the Core Strategy (Housing needs of the community) requires development to contribute to meeting the identified housing needs of all sectors of the community.

**2.12.8** The Bracknell Forest Housing Market Assessment (HMA) draws upon sources of data that give an indication of the current proportion and future trends in the number of older people in the Borough. As indicated above, this data is referred to in section 2.1 'Approach to housing' of this document. The HMA also includes a 'summary matrix to inform policy considerations on housing mix' (figure 8.1). This provides comments according to a number of sub areas. For the north west of the Borough a comment is included that the urban extensions offer an opportunity to deliver smaller homes perhaps targeted at older people. For Bracknell Town North a comment is included that the higher percentage of older households may mean demand for specialised accommodation or mainstream housing in accessible locations for older people. For the south of the Borough (which includes Broadmoor and TRL), a comment is included in relation to affordable housing, which suggests that there is an opportunity to deliver affordable older person accommodation to encourage downsizing of existing tenants.

**2.12.9** It is clear that older people choose to live in a range of accommodation, with some preferring to own their own homes, whilst others prefer to rent, live in sheltered accommodation or require a care home/nursing home. However, residential care is often the last option considered due to the costs and erosion of capital. It is important that there is a choice of accommodation available. This will involve working with a number of different providers including developers, Registered Providers and owners of private rented accommodation.

**2.12.10** The SADPD includes a range of size of sites in sustainable locations, including those that might suit the needs of older people. Evidence in the HMA and Core Strategy Policy CS16 will be used to negotiate a mix of size and type of dwellings on allocated sites, including those that might suit older people. The allocation of a site for housing encompasses any dwelling that falls within Use Class C3. The main stipulation is that it is self contained. It could therefore include dwellings forming part of a sheltered scheme. Those sites that meet the specified thresholds will also be required to provide affordable housing which can include dwellings suitable for older people.

**2.12.11** Care homes/nursing homes do not count towards the Council's housing requirement as they fall within Use Class C2 'residential institutions'. However, due to the growth in those who are in the older age groups, it is clear that there may be a need for further provision of this form of accommodation. For example, the 75+ age group grew by 19% between 2000 and 2010 according to the mid year 2008 population estimates (see HMA Section 3). Two of the urban extensions (Broadmoor and TRL) include provision for care home/nursing home accommodation. However, it is not considered appropriate to allocate a large site specifically for housing for the elderly (Care Village).

## Gypsies and travellers

### Regional policy

**2.12.12** In August 2010, the Government announced its intention to revoke Circulars 01/06: Planning for Gypsy and Traveller Caravan Sites and 04/07: Planning for Travelling Showpeople (Statement by the Secretary of State for Communities and Local Government entitled 'Time for a fair deal for the travelling and settled community' in August 2010) and to replace them with new 'light touch' guidance that puts provision into the hands of elected local councils. The new policy approach was subsequently set out in a draft Planning Policy Statement that was published for consultation in April 2011 (see 1.3 'The planning policy framework'). This makes it clear that the Government considers Local Planning Authorities to be best placed to determine the evidence needed to make their own assessments of need for sites in their area. The draft PPS suggests that Local Planning Authorities will still need to assess the accommodation needs of Travellers (as required by the Housing Act 2004) but that they will not be tied by guidance. A robust evidence base will be required and the established process of independent challenge, scrutiny and testing of local planning policies through consultation and examination will play a central role in verifying the evidence of need on which pitch targets will be based and suitable and available sites brought forward.

**2.12.13** The Council considers that Draft South East Plan Policy H7 sets out the most up to date requirement for the Borough to provide sites for Gypsies and Travellers. Part of the evidence base for draft Policy H7 – which was prepared as a single issue review of the South East Plan – included the Gypsy and Traveller Accommodation Needs Assessment (GTAA) for the ThamesValley produced by Tribal in 2006. The GTAA concluded that 3 additional pitches would be required in the Borough to 2011 (consequential work suggested an indicative need for a further 3 pitches in the period 2011-2016 i.e. a total of 6 pitches for the period 2006-2016). However, the policy submitted to Government by SEERA in June 2009 suggested a requirement for a net increase of 15 pitches in the Borough for the period 2006 - 2016 (taking into account an element of re-distribution - essentially Option D at the Issues and Options stage).

**2.12.14** Draft Policy H7 was examined in February 2010. However, the report of the Panel was never completed due to the Government's announcement that it intended to abolish Regional Strategies. The unfinished Panel Report was published following a Freedom of Information request to the Planning Inspectorate from a group called Friends, Families and Travellers and Traveller Law Reform Project. Advice from the Planning Inspectorate is that the report carries no weight in the decision making process and this has been re-iterated in subsequent appeal decisions. The Council considers it appropriate to continue to plan for a requirement of 15 pitches in the period to 2016 (i.e. the requirements of draft Policy H7) as this represents the most robust and justified figure, based on the evidence currently available.

**2.12.15** This stance was supported in an appeal decision relating to a site in the Borough (Appeal Ref: Land between Merrymead and Pine Acres, Birch Lane, Ascot (APP/R0335/C/10/2136929, 2136930, 2137021 & 2137022; APP/R0335/A/10/2137141 ) PINS, 30th June 2011). The Inspector considered the requirement for 15 pitches drawn from draft Policy H7, as submitted in respect of the Partial Review of the South East Plan (SEP), to provide an appropriate starting point as the only published expression of need. However, he accepted concerns raised by the appellants that the figure was based on a Gypsy and Traveller Accommodation Assessment (GTAA) that was 5 years old, and that it might not now necessarily reflect the need for Gypsy and Traveller sites in Bracknell Forest up to 2016. Whilst the unfinished Panel Report concerned with the Partial Review of the SEP, was considered to provide the

most recent region-wide analysis of need and testing of the GTAA, the Inspector stated that he could not afford any significant weight to this as it was an unfinished document that had never been formally published. Whilst it is possible that the figure of 15 pitches up to 2016 will need to be updated as a consequence of further needs assessments, it will be a matter for the Council to consider, based on the final form of new national policy. As it is unlikely to include a regional approach to pitch allocation, this reinforced the view that the unpublished figures based on the regional approach should not be relied upon as an acceptable estimate of present need.

**2.12.16** The Council has suggested that any future need for Gypsy and Traveller pitches should be dealt with in a Core Strategy Review (planned to commence in March 2012 - see Local Development Scheme - August 2011)<sup>(37)</sup>. In order to carry out this work, consideration will need to be given to the scope and content of a robust evidence base. Other local authorities in the area are also beginning to consider what form future assessments should take and how any studies should be undertaken.

**2.12.17** Given the uncertainty regarding national guidance, it is not considered prudent to plan for provision of Gypsy and Traveller sites beyond 2016 in the SADPD; instead an assessment will be undertaken when account can be taken of new national guidance (i.e. through the Core Strategy Review).

### Progress against the target

**2.12.18** In the period since 2006, planning permission has been granted for a total of 14<sup>(38)</sup> Gypsy and Traveller pitches in the Borough (as at 30th September 2011)<sup>(39)</sup>

**Table 2.8 Gypsy and Traveller Pitch Position 1st April 2006 - 31st September 2011**

	Site address	No. of static pitches	Planning ref	Planning information
<b>A</b>	<b>Permissions granted since 1st April 2006</b>			
	Adj. 4 Foresters Cottage, Nine Mile Ride, Crowthorne	1	04/01105/FUL	Granted on appeal 29 <sup>th</sup> Aug 2006  Personal (Mr and Mrs Rusher)  Condition 02: no more than 2 caravans, of which only one shall be a static caravan or mobile home
	Riverside, Mill Lane, Sandhurst	1	06/00524/FUL	Granted on appeal 28 <sup>th</sup> Sept 2007  Personal (Mr Reed)  Condition 04: no more than 2 caravans, of which only one shall be a static caravan or mobile home

37 Local Development Scheme, August 2011 <http://www.bracknell-forest.gov.uk/lds>

38 Of the 14 pitches granted planning permission since 1st April 2006, 4 have been implemented.

39 The position is summarised in the table below.

	Site address	No. of static pitches	Planning ref	Planning information
	Land south of Sandhurst Lodge (Lodge Gardens)  Wokingham Road Sandhurst	2	06/00180/FUL  08/00444/FUL	Personal permission – granted on appeal 22 <sup>nd</sup> May 2007  Condition 02 – no more than 4 caravans of which no more than 2 shall be static caravans or mobile homes  Personal condition <u>removed</u> on appeal – 11 <sup>th</sup> June 2009  The 2 caravans are not occupied by gypsies. Breach of condition notice served in respect of breach of occupation condition
	Easthampstead Mobile Home Park, Old Wokingham Road, Bracknell - site extension	3	09/00499/FUL	Permission granted 17th September 2009  Extension is for 4 pitches (3 net) but planning permission assumes redevelopment of whole site  Condition 07 – no more than 16 pitches on the site as a whole.  Planning permission not yet implemented
	West of Wokingham Road, Sandhurst	2	09/00664/FUL	Granted 26 <sup>th</sup> July 2010  Condition 05 – no more than 3 caravans, of which no more than 2 shall be static caravan or mobile home  Planning permission not yet implemented although conditions being discharged
	Seven Acre Farm, Old Wokingham Road, Bracknell	5	10/00207/FUL	Granted 14 <sup>th</sup> September 2010

	Site address	No. of static pitches	Planning ref	Planning information
				Condition 05 – no more than 5 caravans, of which no more than 5 shall be static caravan or mobile home  Planning permission not yet implemented
	Total	14		
<b>B</b>	<b>Applications submitted but not yet determined</b>			
	None			
<b>C</b>	<b>Proposals subject to appeals</b>			
	Riverside, <i>Mill Lane</i> , Sandhurst  (Reed)	2	EN/11/00049 /UOPD	Appeal lodged against enforcement notices.  Inquiry scheduled for Nov 2011  Two planning applications have also been refused for pitches including 11/00109/FUL which is relevant to this appeal. A further application for 5 pitches was refused under 10/00473/FUL
	Total	2		

**2.12.19** However, it is possible that the target of 15 pitches to 2016 is likely to be met by dealing with provision of Gypsy and Traveller sites through the planning application process and applying Core Strategy Policy CS18: Travelling Populations, which sets out a number of criteria that must be met.

**2.12.20** Given that the Council is likely to meet the known requirement for Gypsy and Traveller sites to 2016, and that for the period thereafter an assessment of need is required before sites can be allocated, the SADPD does not seek to allocate specific sites for Gypsies and Travellers. An assessment of need will be carried out as part of the evidence base of the Core Strategy Review. Any need to allocate further sites will be considered as part of that process.

**2.12.21** The number of unauthorised pitches in a Borough is often referred to as an indicator of the level of need and is monitored twice a year through the Gypsy and Traveller Caravan Count. For the purposes of this Background Paper, the data has been updated to give the position at 30th September and is summarised in the table below. Apart from the two unauthorised static pitches at Birch Lane, Winkfield that were the subject of the appeal decision referred to above, there are two unauthorised caravans on land south of Sandhurst Lodge,

Wokingham Road, Sandhurst that are occupied by individuals who do not claim to be Gypsies and Travellers and two unauthorised at Mill Lane, Sandhurst, which are the subject to an appeal (hearing scheduled for November 2011). It is concluded that data does not indicate a significant level of unmet need.

**Table 2.9 Unauthorised pitches as at 30th September 2011**

Site address	No. of static pitches	Planning ref.	Planning information
Riverside, Mill Lane, Sandhurst  (Reed)	2		Injunction served following construction of additional hardstanding - Court hearing 28 <sup>th</sup> Oct 2011  2 unauthorised  Both are the subject of an appeal – see Table 2.6
Land between Merrymead and Pine Acres,  Birch Lane,  Winkfield	2	EN/09/00393/UTPO & 09/00818/FUL	On site and unauthorised. Appeal dismissed 30 <sup>th</sup> June 2011  Time for compliance:12 months  High Court Appeal lodged
Land south of Sandhurst Lodge (Lodge Gardens), Wokingham Road,  Sandhurst  (Lee)	2		On site and unauthorised.  Not occupied by Gypsies.  Enforcement Notice to be prepared and served
Total	6		

**2.12.22** The latest version (May 2011) of the Housing Register for pitches at Easthampstead Mobile Home Park (site managed by Bracknell Forest Homes) contains 12 households requiring accommodation. The households on the Register involve gypsies living inside and outside the Borough. It does not suggest a high level of local unmet need. Furthermore, the data suggests that there is a reasonable prospect that the needs of some of these people could be accommodated within existing planned provision.



## **Travelling Showpeople**

**2.12.23** Draft Policy H7 of the South East Plan also contains a requirement to plan for the needs of Travelling Showpeople. As a baseline, 17 plots are noted within the Borough at 2006. All are found on a single site at Hazelwood Lane, Binfield (note: this is the number of permanent (year round) mobile homes and caravans permitted at the site). The requirement for the period 2006 - 2016 is for 2 plots.

**2.12.24** For the first time, the bi-annual Gypsy and Traveller Count that took place in January 2011, included Travelling Showpeople. This recorded the site at Hazelwood Lane, Binfield as having 9 caravans. There therefore appears to be spare capacity on this site. A further unauthorised but tolerated site was recorded at 108 Locks Ride, Winkfield.

**2.12.25** The position will be monitored and reviewed alongside the need for Gypsy and Traveller sites as part of the background work to the Core Strategy Review.

# 3 Employment

## 3.1 Context

### State of the economy

**3.1.1** In common with the rest of the country, the Borough has suffered from the wider economic recession. In June 2011, the Bracknell Forest Partnership published information on Economic Indicators in the Borough (available at <http://www.bracknell-forest.gov.uk/economic-indicators-june-2011.pdf>) and this paper is included as part of the Background Papers to the Draft Submission SADPD. Other information on the state of the economy in the Borough can be found in the following documents:

- Berkshire Economic Commentary, April – June 2011
- Market Perspective of Bracknell Forest Borough Office Floorspace, Hicks Baker for Bracknell Forest Council, September 2011
- Employment Land Review, Roger Tym & Partners, 2009
- Bracknell Forest Strategic Housing Market Assessment, DTZ, October 2011

**3.1.2** Relevant information of note from the above, and recent ONS releases is:

- As at September 2011 2.1% of the Working Age Population were claiming Job Seekers Allowance. This compared to 2.6% in the South East.
- There were significantly fewer unfilled vacancies in May 2011 compared with a year previously (258 compared to 556 in May 2010), a drop of 54% (significantly higher than the South East which saw a fall of 22% over the same time).
- Office take up returned to closer to the average levels in 2010, although larger lettings were subject to the flexibility of a tenant's break clause at the fifth or sixth year.
- Existing office stock within the Borough is generally of relatively good quality, second-hand or new-build.
- Workplace earnings in the Borough are about 50% higher on average than the national and regional average (2008).
- Resident based earnings and work placed based earnings (Mean average full time) are higher than those for the south east (2009), although the gap between residents and workers earnings in the Borough has increased since 2002.
- Knowledge based jobs account for about 36% of all jobs in the Borough compared to about 20% at a regional and national level.

**3.1.3** Whilst there is evidence that the number of jobs in the Borough has fallen, unemployment has risen and house prices have declined, the economy of the area remains relatively robust.

**3.1.4** A number of respondents to the earlier consultations have made comments about the state of the economy in the Borough, and whether this justifies the level of growth proposed. Many consider that the Council should be reducing the number of new homes planned. It is worth noting that Leeds City Council recently used such an argument at an appeal when discussing its 5 year housing land supply. It was argued that its housing requirement had been

set prior to the recession and that due to the downturn in the economy, it should be reduced. However the Inspector observed that housing requirement is linked to population growth (see section Housing of this document). The Inspector commented that whilst economic pressures might impact on construction and completions, the need for additional housing remains.

### **Thames Valley Berkshire Local Enterprise Partnership**

**3.1.5** Thames Valley Berkshire (TVB) has a thriving economy and is one of the top performing subregions in the European Union. However, Berkshire now faces intensified competition from the rest of Europe and the fast emerging economies. The TVB Local Enterprise Partnership pulls together key players representing education, employment and skills, SMEs and corporate enterprises, Local Authorities and the community sector – all working together to bring about a plan that will deliver economic prosperity for the next 20–30 years.

**3.1.6** TVB Local Enterprise Partnership will work nationally and internationally to keep Berkshire's current businesses and attract more to the county. To ensure Berkshire has a 'work-ready' skilled labour force, that Berkshire has world-class support initiatives for local businesses i.e. innovation business services, business start-up mentoring, high growth business support, a world class inward investment package, and much more. The Local Enterprise Partnership will maximise the partnership between business and Local Authorities and help deliver the infrastructure (business, transport, housing, digital and social) needed to support the local economy and a high standard of living.

**3.1.7** Bracknell Forest Council helped to establish the Local Enterprise Partnership and is a key player in the delivery of many of its ambitions. The Council is represented on the Local Enterprise Partnership Forum and has worked to bring together action at the strategic and local levels through the Bracknell Forest Local Economic Development Strategy, published in the Summer this year.

### **Employment provision**

**3.1.8** Bracknell Forest provides a good range of facilities for accommodating large and small businesses and is a successful home for many businesses. The Core Strategy defines employment generating development as uses within Use Classes B1, B2 and B8, together with any sui generis uses that share a significant number of characteristics with those uses. Core Strategy Policy CS19 permits employment generating uses in Bracknell Town Centre and in the Borough's defined Employment Areas.

**3.1.9** In addition to the defined Employment Areas, Bracknell Forest has other major employment areas outside of settlements. The first of these are Major Employment Sites Outside Defined Settlements. Core Strategy Policy CS19 allows changes of use, redevelopment and limited infilling within these sites. Two were identified on the Proposals Map, Crowthorne Business Estate and Broadmoor Hospital. The second type of employment sites outside settlements are Major Developed Sites in the Green Belt. The Borough contains one Major Developed Site in the Green Belt at Syngenta, Warfield as shown on the Proposals Map. Development on this site is guided by saved Local Plan Policy GB5 and Core Strategy Policy CS19. No changes are proposed to the policy context or boundary of this site. For an explanation of how some of these designations have been changed through the SADPD please see the following sections.

**3.1.10** Bracknell Forest Borough has defined Employment Areas illustrated on the Proposals Maps. The majority of major office and Industrial uses are concentrated in these areas. The Employment Land Review (ELR)<sup>(40)</sup> concludes that the main features of Bracknell Forest that attract office occupiers are excellent road access and the presence of large, high profile companies. However it does also acknowledge that the Bracknell's Town Centre facilities are of poor quality and there is limited provision of public transport.

**3.1.11** There is also a large level of competition within the area with the M4 corridor being an attractive location for businesses. Green Park, Reading and Winnersh Triangle are prime examples of local competition. In general office floorspace and office development sites are heavily oversupplied, both in Bracknell Forest and the wider sub-region. In the short to medium term, there appears to be no requirement for new office sites in the Borough, either on quantitative or qualitative grounds. This is further supported by the recent economic climate where there has been a noticeable dip in the demand for office floorspace not only within Bracknell Forest but across Berkshire, the South East and England.

**3.1.12** The responses to the Preferred Option Site Allocations Development Plan Document indicated that some residents felt that office blocks should be redeveloped in Bracknell and used for housing. Even though there is an over supply of office floorspace within the Borough, the Council does not consider that it is appropriate to redevelop all employment areas in Bracknell Forest Borough as it is important to keep employment land available to react to changes in market conditions and the current recession is highly unlikely to remain for the entire plan period. Having said this Bracknell Forest Borough does have a known oversupply of office floorspace and therefore the defined Employment Areas have been assessed and some Employment Areas are proposed to be deallocated for employment uses, see section 3.3.1.

### **Market Perspective of Bracknell Forest Borough Office Floorspace<sup>(41)</sup>**

**3.1.13** This report was commissioned by the Council to support the Site Allocations Development Plan Document and supplements the findings of the Employment Land Review. Some of the conclusions drawn are outlined below.

**3.1.14** Take up of offices has fluctuated over the period since 2009 returning close to the 10 year average in 2010 with 17,000 sqm (185,000 sq ft). However, for the larger lettings, all leases contain flexibility allowing the tenants to break either at the fifth or sixth year. Another trend demonstrated in the report is the reduction in average letting size. The average letting size has almost halved between 2000 and 2010. Bracknell has historically provided the opportunity for large headquarters office lettings (mainly to the ICT sector). Over the last 5 years in particular it is noticeable how letting activity has moved away from larger single lets of whole buildings to smaller disposals on a floor by floor basis.

**3.1.15** The report estimates that there is currently 138,500 sqm (1.5 million sq ft) of available office accommodation within the Borough, based on the average take-up rate for the last 10 years, this represents approximately 8 years of supply. This does not include sites with planning permission. When these are included, there is a further 7.4 years of supply. The existing office stock within the Borough is generally of relatively good quality, second-hand or new-build.

**3.1.16** The report demonstrates that the difficulties experienced in the Bracknell office market are not unique and that office markets have reacted similarly across the Thames Valley. The report highlights that the road links to and from Bracknell are one of the towns major strengths.

40 Employment Land Review, December 2009

41 Market Perspective of Bracknell Forest Borough Office Floorspace, Hicks Baker, October 2011

However, rail links are not as good. Although it has a main line link to London, the service is relatively slow and compared to other towns (especially Reading) infrequent. There is an increasing move by many office occupiers towards home-working and hot desking arrangements. This needs to be taken into account alongside the current expansion of Cloud based computing provision. These factors lead Hicks Baker to conclude that inevitably, demand for offices will not continue at the same historical rates.

**3.1.17** An analysis of neighbouring authorities has been undertaken (Maidenhead and Reading). This showed that all three areas have experienced similar increases in availability and declines in take-up. However it is evident from the results that Maidenhead is more resilient and is recovering more quickly from the decline in the office market. Although it is difficult to identify specifically why Maidenhead consistently outperforms both Reading and Bracknell, contributing factors may include links to the M40, quality of office stock (units are smaller than Bracknell and Reading but generally newer) and links to Heathrow and London.

**3.1.18** Overall the Report supports the findings of the ELR in that there is a clear oversupply of office floorspace in the Borough and that the quality of the available office space is generally good. It highlights the changes to the demand for office accommodation by potential occupiers and the changes in requirements and ways of working. This demonstrates that it is unlikely that demand will continue at the same rate as has been historically experienced.

## 3.2 Approach to employment provision

**3.2.1** It is important that identified employment areas and allocations for mixed-use development, including employment, help achieve sustainable economic growth. One way of doing this is to seek to maintain a balance between the level of housing and therefore the resident workforce and number of jobs.

**3.2.2** The Employment Land Review (ELR (December 2009)) concluded that there was a significant over-supply of offices in the Borough and that the defined employment areas were of reasonable quality. Bracknell has the highest levels of availability in the Thames Valley Office Market, the total availability now represents 30% of built stock in the town, with the vast majority of space is either new or good quality second hand accommodation. As such, the supply of good quality accommodation represents just over 8.5 years supply based on last years take-up levels (Take-up levels rebounded to their 10 year average level in 2010).<sup>(42)</sup>

**3.2.3** The ELR does however suggest that the town of Bracknell has a weak identity as an office location. Factors contributing to this weak image are identified as being the age of some of the buildings and the quality of the shopping centre.

**3.2.4** In order to maintain sustainable economic growth within the Borough the following strategy is proposed in the SADPD:

- plan flexibly for sustainable economic growth;
- continue to promote the regeneration of Bracknell Town Centre as a significant employment location, primarily through the redevelopment of older office stock;
- retain the necessary employment sites and premises to enable economic development, and;
- identify sites which could change from employment to other uses without causing conflict or detracting from the integrity of the employment areas.

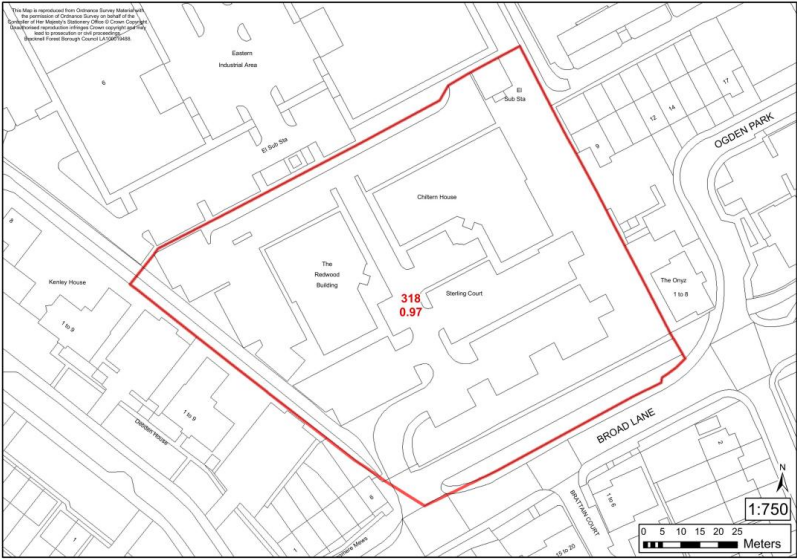
**3.2.5** In the light of the existing stock of floorspace and commitments for future development, no major new allocations of employment land are proposed. A significant proportion of committed floorspace relates to the Bracknell Town Centre regeneration scheme although the majority of this involves the replacement of existing older floorspace. There is also provision in the major locations for growth identified in the Core Strategy, for some limited additional employment floorspace (land at Amen Corner and land at Warfield).

42 Thames Valley Office Market Report, 2011, Lambert Smith Hampton



**3.3.4** It is also proposed to remove the employment designation from Chiltern House and the Redwood Building, Broad Lane (SHLAA site 318), as shown on the Proposals Map. Over the last few years, sites either side of the land have been re-developed for residential purposes. Due to the nature of other development along Broad Lane and the general character of the area, an employment designation on this site is no longer considered appropriate. In accordance with the ELR, it is not considered that these proposals would threaten the core of the Eastern Employment Area. As set out above, a change of the Proposals Map will be required (see Section 5 'Changes to the Proposals Map'). For the rationale regarding the suitability of the site for housing, see section 2.6 'Sites in defined settlements'.

**Map 3.2 Location Plan of Chiltern House & Redwood Building.**



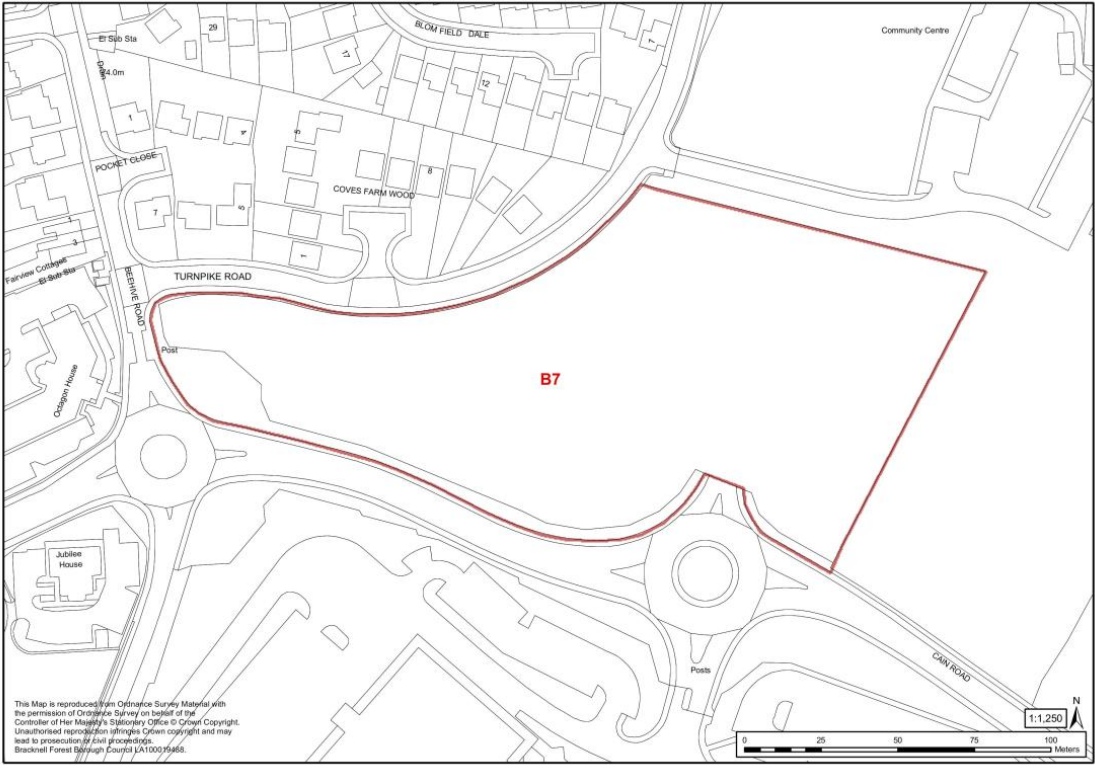
**3.3.5** The SADPD Preferred Option, proposed to remove the employment designation from the above area. However, following the consultation on the Preferred Option and the responses received, it has been decided to remove the employment designation and positively allocate the site for housing in view of the need. This will help contribute to the aim of achieving a degree of flexibility in the housing land supply. It also takes into account the significant over-supply of office floorspace within Bracknell Forest Borough and the wider sub-region.



### Cain Road (Land North of Cain Road, SHLAA Site 194)

**3.3.6** The ELR refers to the need to clarify/redefine the boundary of the defined employment area at Amen Corner. An area of land to the north of Cain Road and south of Turnpike Road has remained undeveloped for a number of years. The land has had the benefit of permission for commercial and residential use although the residential permission has recently lapsed. There is still interest in residential use on the site and although there are a number of commercial premises to the south and east, the site adjoins recreational land, a community centre and residential development to the north. It is therefore proposed to remove the employment notation from the site and allocate for residential use. As set out above, this results in a change to the Proposals Map (see section 5 'Changes to the Proposals Map'), and inclusion of the site within an allocation policy for housing, see SADPD Policy SA2. For the rationale regarding the suitability of the site for housing, see section 2.6 'Sites in defined settlements'.

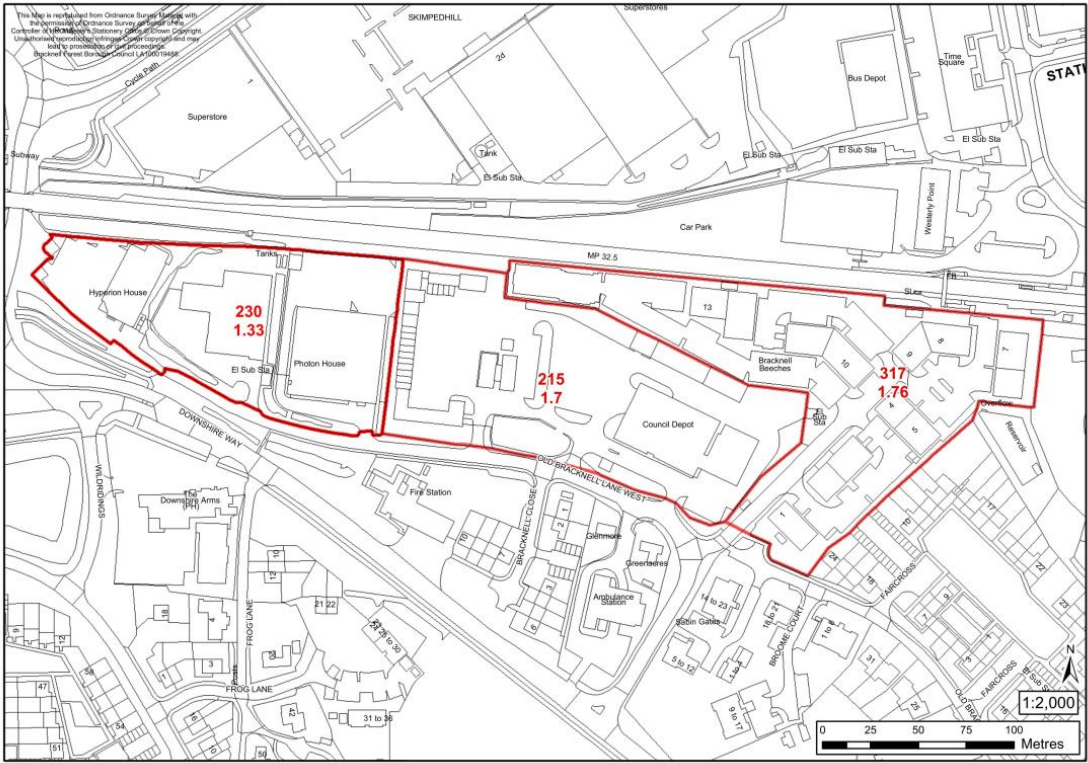
**Map 3.3 Location Plan of land north of Cain Road.**



**Old Bracknell Lane West (SHLAA sites 230,215 and 317)**

**3.3.7** Old Bracknell Lane West is a small defined employment area to the south of the railway line and close to the railway station and Bracknell Town Centre. The Council's Depot (Commercial Centre) is proposed for allocation for residential purposes and this site occupies a significant proportion of the designated area. The ELR refers to the sustainability of this site and its value for offices as it is so close to the railway station. However, it is also important to locate residential development in sustainable locations. In view of the presence of other commercial development around Bracknell Town Centre and commitments in the Town Centre together with the nature of adjoining uses and access to the area, it is proposed to remove the employment designation. This proposal needs to be read alongside the policy relating to the allocation of the Commercial Centre for residential purposes (Policy SA1). As set out above, this will require a change of the Proposals Map, and inclusion of the site within an allocation policy for housing. For the rationale regarding the suitability of the site for housing, see section 2.6 'Sites in defined settlements'.

**Map 3.4 Location Plan of sites within Old Bracknell Lane West.**



**Jennetts Park Commercial Area (formerly known as Peacock Farm) (SHLAA site 316)**

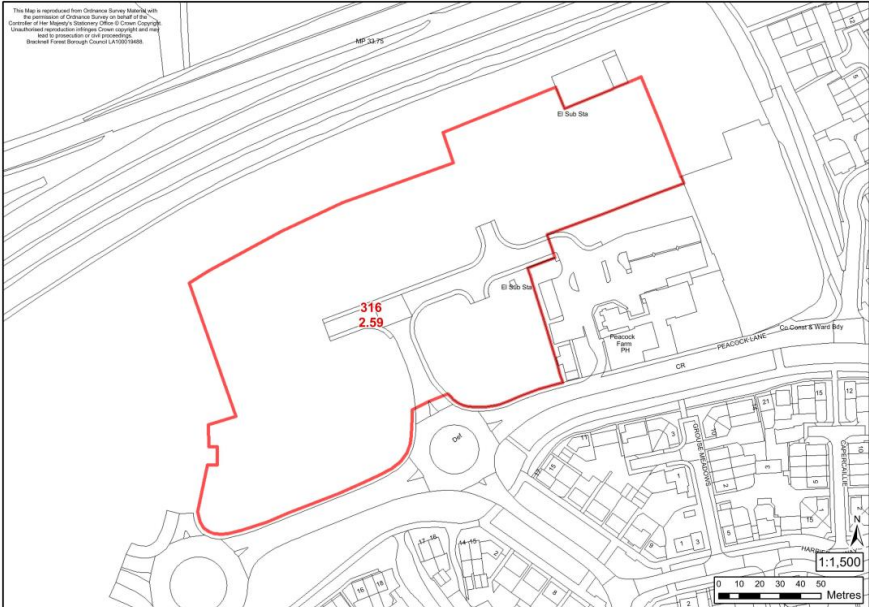
**3.3.8** The land to the north of Peacock Lane (adjacent to the Public House) was put forward through the consultation process on the SADPD Preferred Option as a site to be considered for housing. The proposed commercial area (which has outline planning permission) includes small business units and formed an integral part of the proposal contained within the Local Plan, subsequent Design Brief, planning permission, Legal Agreement and Master Plan for the site. The Section 106 Legal Agreement for the development reserves 0.5 ha of land for small business units encompassing not less than 1,500m<sup>2</sup> gross internal floorspace.

**3.3.9** The Employment Land Review (ELR) shows that there will be a steady market for small and medium units (Pg41). In conclusion (Pg43 of the ELR) it states that future demand is likely to be predominately for small and medium units.

**3.3.10** The remainder of the site is restricted by condition 47 of the outline planning permission. The condition restricts the amount of B1 and B2 floorspace to 8,000 m<sup>2</sup> ( this figure is inclusive of the floorspace for the small business units required by the Section 106 obligation). Subsequent to the outline permission, to add flexibility, one of the parcels (C3) could be developed for either B1/B2 or a Hotel. The owners, in their representation to SADPD Preferred Option, stated that the land has permission for B1 use - this is incorrect the condition allows for B1 or B2 or C3 uses.

**3.3.11** Although this area at Jennetts Park does not form part of a protected employment area there is no evidence that the small and medium sized units that would predominantly be located on the site are not needed. Therefore, it is considered that the 0.5ha area of land, in accordance with the adopted masterplan (land parcel C4) should be retained for small business units use. For the rationale of why the remainder of land has been allocated for residential development please see section 2.6 'Sites in defined settlements'.

**Map 3.5 Location Plan of land north of Peacock Lane.**

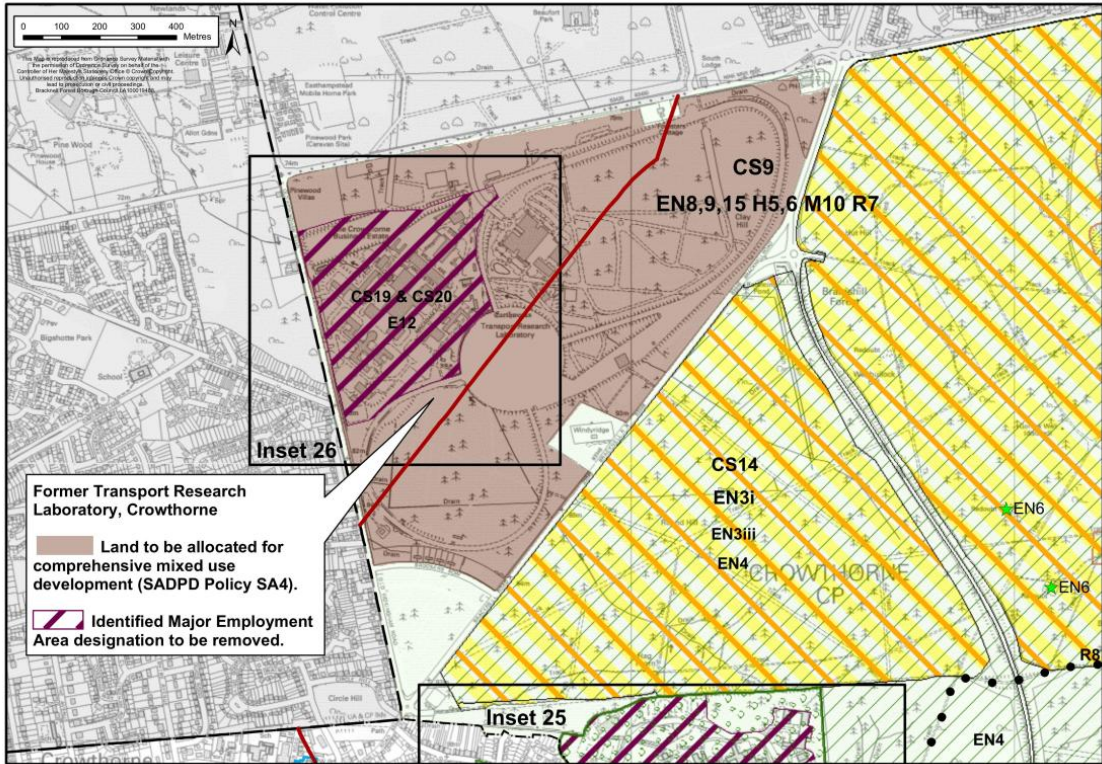


# 3.4 Employment sites outside defined settlement boundaries

## Crowthorne Business Estate (Land at Transport Research Laboratory)

3.4.1 The Crowthorne Business Estate is identified in the Core Strategy and the Bracknell Forest Borough Local Plan as a major employment site in the countryside. The purpose of this designation was to recognise the need for some change of use, infilling or redevelopment but to take account of the surrounding countryside. The buildings were formerly occupied by the Transport Research Laboratory and many remain unoccupied, having little potential for reuse in their current state. The ELR comments that the Council should allow most of the site to be released to housing or other uses. Furthermore, the site is not an ideal location for major office development which is better located in town centre locations. It is therefore proposed to remove the employment designation and allocate the site for mixed use development including a substantial amount of housing. Although there will still be some employment floorspace on the site following the implementation of the proposal, the scale will be much reduced. As set out above, this will require a change of the Proposals Map 5 'Changes to the Proposals Map', and inclusion of the site within an allocation policy (SA5). For the rationale regarding the suitability of the site for housing, see section 2.8 'Urban extensions'.

Map 3.6 Location Plan of Crowthorne Business Estate.



## **Royal Military Academy, Sandhurst**

**3.4.2** The Royal Military Academy Sandhurst is an important element of the nation's military training capacity. It makes a significant contribution to the local economy including its role as a major local employer. It is important that it can continue to function effectively within its existing site.

**3.4.3** The site contains a range of buildings, including some listed buildings and a large area of undeveloped land beyond the existing built envelope. It is important to ensure that the Academy can continue to carry out development required for operational purposes to enable it to maintain its status as a world class institution whilst protecting the listed buildings on the site together with their setting and avoiding any adverse impacts on the character of the countryside and nature conservation interests. The unique set of circumstances described above justifies the inclusion of a separate policy for the RMA site. It is considered that other employment sites outside of settlements can be appropriately dealt with through existing policies.

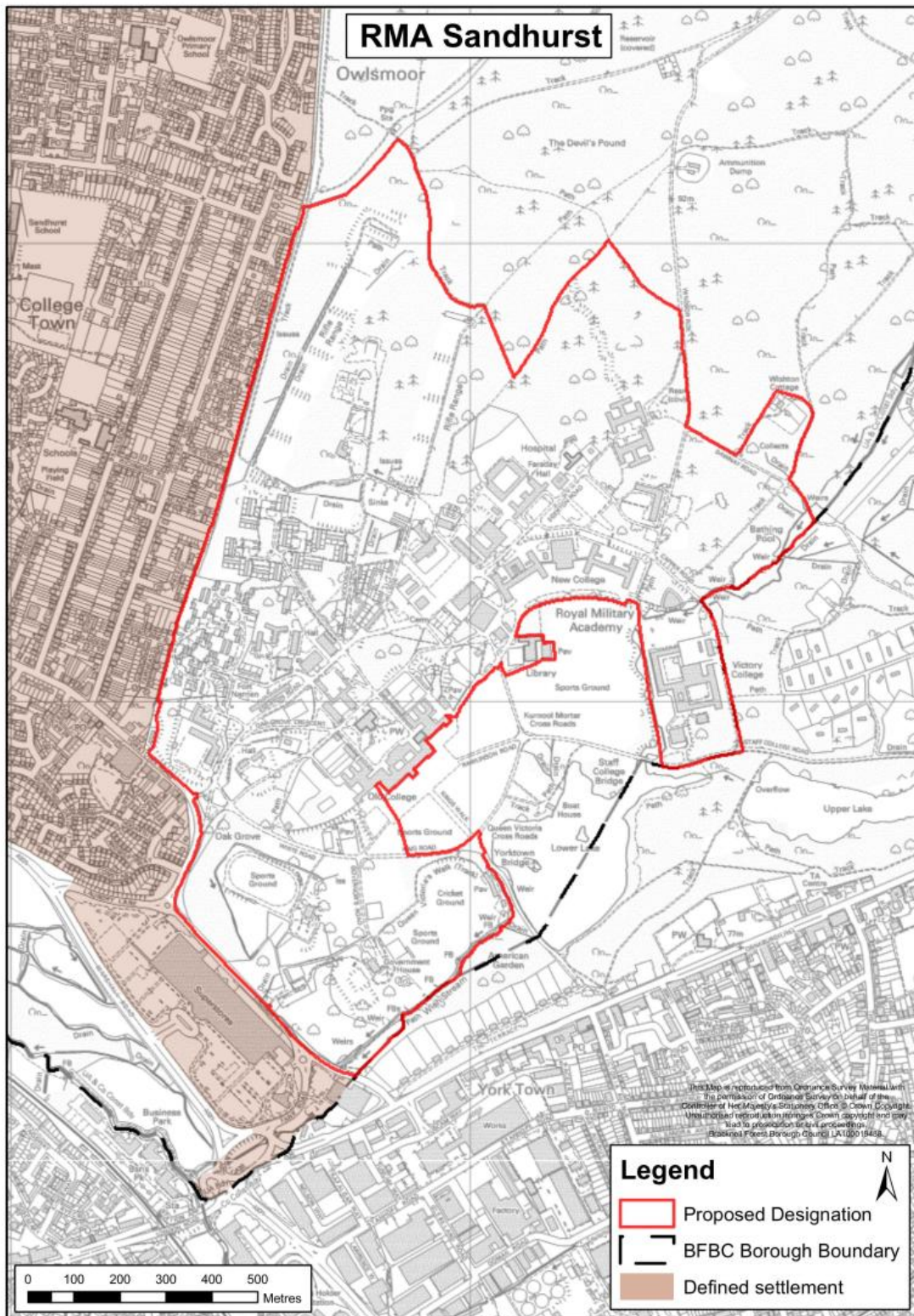
**3.4.4** Policy SA11 was included in the Preferred Option SADPD and received little comment. The wording of the policy has been changed in light of advice from English Heritage, picking up the following points:

- to ensure that proper protection is afforded where the setting of a heritage asset extends beyond the site; and,
- to ensure that the potential to enhance the setting of heritage assets and/or to better reveal their significance is properly considered when assessing any development proposals at RMA.

Introduction of this policy will also require the change shown on the Proposals Map.

**3.4.5** For clarity, at the Preferred Option Stage, this policy was referred to as SA11. However, Policy SA10 (relating to phasing and delivery) will not be included within the Draft Submission Document which means that policies after SA10 will need to be renumbered. Therefore, the RMA policy is now referred to as Policy SA10 within the Draft Submission Document.

Map 3.7 Location Plan of Royal Military Academy.



# 4 Retail

## 4.1 Context

**4.1.1** The Core Strategy <sup>(43)</sup> along with the Bracknell Forest Borough Local Plan <sup>(44)</sup> sets the policy framework and designates the boundaries and hierarchy for retail centres in Bracknell Forest. Core Strategy Policy CS21 directs new retail development to the defined retail centres which are identified on the Proposals Map. Bracknell Town Centre should be the first preference, followed by sites or buildings on the edge of centre, then sites or buildings in other centres. This is the sequential approach that should be followed for retail proposals (Para 245 Core Strategy). The Core Strategy and Local Plan policies seek to protect and enhance the vitality and vibrancy of the Borough's retail centres.

**4.1.2** PPS4 <sup>(45)</sup> was published after the adoption of the Core Strategy and Bracknell Forest Borough Local Plan. Therefore the opportunity has been taken, through the SADPD, to review the retail boundaries and the terms used to describe the centres and the designations within them to bring them into conformity with PPS4. This affects the areas to which relevant policies in the Core Strategy and Bracknell Forest Borough Local Plan apply, but does not change the policy approach.

**4.1.3** The NPPF aims to streamline existing national planning policy into a consolidated set of priorities. In relation to planning for prosperity, the Government's objectives are to secure sustainable economic growth. It sets out that Local Planning Authorities should apply the presumption in favour of sustainable development (and seek to find solutions to overcome substantial planning objections), and that planning policies should avoid the long term protection of employment land/floor space. Applications for alternative uses of designated land/buildings should be treated on their merits having regard to market signals and relative needs for the land uses. Planning policies should promote competitive town centre environments, recognising town centres as the heart of their communities and pursue policies to support the viability and vitality of town centres.

### Changes to terminology

**4.1.4** Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS 4) was published after the adoption of the Bracknell Forest Borough Local Plan and Core Strategy. To reflect the changes in terminology in PPS4, amendments to the terms used to refer to the types of locations and to define parts of Town Centres will be updated. "Retail area" has been changed to "primary shopping area" and "defined frontage" to "primary frontage". In addition secondary frontages have also been defined for Bracknell, Crowthorne and Sandhurst Town Centres. This change is required in order to be consistent with PPS4. The secondary frontages that have been defined in Bracknell Town Centre extend further than the previous "retail area" designation, this is to include some retail and service (A uses under the Use Class Order) units that were previously omitted.

**4.1.5** The terminology used in PPS4 and the Draft NPPF is at variance with that used in relevant local policies. Therefore it is proposed to amend the terms used to describe the size of centre in the retail hierarchy for consistency in approach. This means that Neighbourhood and Village Centres will become Local Centres, and, Local Parades will become Neighbourhood

43 Bracknell Forest Core Strategy (Feb 2008)

44 Bracknell Forest Borough Local Plan (Jan 2002)

45 Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)

Centres. This change establishes the relevant areas for the application of Core Strategy Policies CS3, CS21 and CS22 and saved Bracknell Forest Borough Local Plan Policies E1, E7, E8, E9, E10 and E11.



## 4.2 Bracknell Town Centre

### Bracknell Town Centre

#### The Regeneration Scheme

**4.2.1** The Council remains committed to ensuring that Bracknell has a new town centre and this is seen as critical to plans for further development set out in this DPD. The Core Strategy vision refers to partnership working to ensure that Bracknell Town Centre is regenerated to provide a mix of homes, shops, jobs and other opportunities together with improved accessibility. It sets out the function of Bracknell Town Centre as a large town centre which needs to serve those living, working and visiting the Borough. The locational strategy makes it clear that Bracknell Town Centre is the first location that should be considered for development. Core Strategy Policy CS3 deals specifically with Bracknell Town Centre setting out the need for comprehensive delivery of a range of uses.

**4.2.2** A masterplan was adopted for the regeneration of Bracknell Town Centre in 2002. An outline permission (04/01129/OUT) was subsequently granted and an application (07/00623/OUT) to amend parameter plans approved under the outline permission was allowed in 2007. This permission relates to the redevelopment of a site of 39.8 hectares with a mix of uses including retail, business, leisure, education, health centre, civic offices, and residential uses, together with the relocation of the Police Station, Magistrates Court and British Legion. This site is more extensive than the area referred to in the proposals for Bracknell Town Centre in the Bracknell Forest Borough Local Plan (PE1i and PE1ii). In September 2010, the Council resolved to extend the outline permission for a further 3 years subject to the completion of a legal agreement (application 10/00434/EXT). The Council recognises the Town Centre's key role in supporting the strategy and development proposals in the Local Development Framework. Much effort is being put into moving the regeneration forward by both the Bracknell Regeneration Partnership (BRP) and Bracknell Forest Council.

**4.2.3** The recession has dictated the timings for many town centre regeneration programmes across the UK, and while Bracknell has not been immune to these economic conditions, both BRP and Bracknell Forest Council have remained committed to redeveloping the Town Centre.

**4.2.4** Over the past few years, BRP and the Council have worked together to assess how the regeneration scheme can be delivered under the current and likely future economic conditions. Work on the first phase of the new Town Centre is due to be completed on November 24, 2011, when a new Waitrose store opens.

**4.2.5** Additionally, compulsory purchase orders in the Town Centre have been made to facilitate the regeneration, so there is strong evidence that the long awaited regeneration is gathering momentum. It is hoped the next stage in the regeneration programme will be announced in early 2012.

**4.2.6** From the 2011 retail survey the overall vacancy level for Bracknell Town Centre was 17%. Vacancy levels outside the Primary Shopping Area were higher than those within the Primary Shopping Area. There are 184 units outside the Primary Shopping Area and of these 21.7% were vacant at 31st August 2011. During the regeneration of Bracknell Town Centre vacancy levels will increase as improvements take place, due to the disruption that the improvements will cause during the construction phase.

**4.2.7** The inclusion of some residential development is critical to achieving a mixed and vibrant scheme. The Town Centre is heavily constrained by the road network and at this stage it is not considered realistic to try and achieve a greater number of residential units within the scheme than is currently planned. The regeneration proposals are designed to reduce physical barriers and improve linkages with peripheral areas which should encourage further sustainable residential development in them.

**4.2.8** In the Preferred Option it was proposed that the Town Centre Policy (formally Policy SA12) would replace Proposals PEi and PEii of the Bracknell Forest Borough Local Plan (2002). Proposals PEi and PEii do not conflict with the Bracknell Town Centre Policy (SA 11 in the draft submission) and it is considered that the policy supplements and updates the Bracknell Forest Borough Local Plan Proposals PEi and PEii. It is therefore not considered appropriate at this stage to replace Proposals PEi and PEii with Bracknell Town Centre Policy SA 11.

## **Policy SA11**

### **List of evidence relevant to the consideration of this policy**

Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)

Draft National Planning Policy Framework (July 2011)

Bracknell Forest Retail Study (May 2008)

## **Other changes**

**4.2.9** The boundary of Bracknell Town Centre has been changed so that the Peel Centre is no longer included within the Town Centre Boundary. The Peel Centre meets the PPS4 definition of an edge-of-centre location and through the changes arising as part of the SADPD is defined as this on the Proposals Map. Further explanation about the change in designation of the Peel Centre as an edge-of-centre location is available in the following section about the Peel Centre.

**4.2.10** There are other minor changes to the Town Centre which are required to reflect current guidance. These changes apply to the remaining town centre boundary and are shown on the Proposals Map. The changes are as follows:

- Change the wording of "retail area", to "Primary Shopping Area" and "defined frontage" to "primary frontage". These changes do not signify a change in approach, it simply brings the terminology in line with that used in national guidance as set out in Planning Policy Statement 4(PPS4)<sup>(46)</sup> and the Draft National Planning Policy Framework (NPPF) <sup>(47)</sup>.
- Slightly reduce the extent of the primary frontage to accord with PPS4 and remove an area where there are no shops
- Define the secondary frontage, to reflect PPS4
- Extend secondary frontages further than the previous "retail area" designation to pick up some retail and service (A class) units that were previously omitted.

46 (Planning Policy Statement 4 : Planning for Sustainable Economic Growth, 2009)

47 (Draft National Planning Policy Framework, published July 2011)

**4.2.11** All of the above changes are required to bring the designation in line with both current government policy and emerging government policy under PPS4 and the NPPF.

**4.2.12** For clarity, at the Preferred Option Stage, this policy was referred to as SA12. However, Policy SA10 (relating to phasing and delivery) will not be included within the Draft Submission Document which means that policies after SA10 will need to be renumbered. Therefore, the Bracknell Town Centre policy is now referred to as Policy SA11 within the Draft Submission Document.

## The Peel Centre

**4.2.13** Bracknell Town Centre currently includes the Peel Centre, an area of retail warehousing where most units are comparison goods and one is a convenience superstore. It is important as the main location for retail warehousing in the Borough and the Core Strategy states that any new retail warehousing should be located on or adjacent to this area. Although visually the main town centre and the Peel Centre are not well connected there is a safe and convenient pedestrian route between the two. Although The Ring forms a physical barrier between the Town Centre and the Peel Centre there is a clear pedestrian crossing on The Ring which provides a direct pedestrian route to the Peel Centre. The Peel Centre and Bracknell Town Centre are therefore considered to be well connected through a safe and convenient pedestrian link.

**4.2.14** The Core Strategy paragraph 243 relates to the Peel Centre within the Town Centre Boundary:

**4.2.15** *Bracknell is fortunate to have a retail warehouse park as part of its defined town centre. This is a unique asset and as such represents an opportunity for any further retail warehouse developments to be sustainably located in a town centre location. Any such development will therefore be expected to locate on or adjacent to this park.*

**4.2.16** A number of units have recently been refurbished and reconfigured, including the addition of some mezzanine floors. The Bracknell Forest Retail Study (May 2008) comments that although designated as part of the Town Centre, it is an edge of centre location in terms of national policy. The study also warns that if the retail mix moves away from retail warehousing it may be necessary for the Borough Council to consider other retail warehouse locations with the first priority being town centre locations.

**4.2.17** PPS4 defines edge of centre locations for retail development as being within easy walking distance (ie. up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of a town centre boundary.

**4.2.18** Redefining the Peel Centre as an edge of centre location would require certain proposals to be subjected to the sequential test, as set out in PPS4. This means looking at whether a use can be located in the Town Centre before looking at this edge of centre location. Any main town centre use proposed on an edge of centre site should not have an unacceptable impact on the centre. The proposed change therefore clarifies the position and recognises that in national policy terms, this area should be treated as 'edge of centre' while acknowledging its role within the wider urban area of Bracknell. It would secure the area as appropriate for Retail Warehouse Development and be consistent with para 243 of the Core Strategy as above.

**4.2.19** The SADPD therefore removes the Peel Centre from the Town Centre, and allocates it as an edge of centre retail warehouse park. This also requires a change to the Proposals Map and a dedicated policy (SA12).

### Policy SA12

#### List of evidence relevant to the consideration of this policy

Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)

Draft National Planning Policy Framework ( July 2011)

Bracknell Forest Retail Study (May 2008)

**4.2.20** For clarity, at the Preferred Option Stage, this policy was referred to as SA13. However, Policy SA10 (relating to phasing and delivery) will not be included within the Draft Submission Document which means that policies after SA10 will need to be renumbered. Therefore, the Peel Centre policy is now referred to as Policy SA12 within the Draft Submission Document.

## 4.3 Crowthorne Centre

**4.3.1** Crowthorne was identified in the Retail Study as a healthy centre with its own distinctive character aided by a strong representation of independent retailers and two national supermarkets. It has a predominantly local catchment and provides an attractive retail environment.

**4.3.2** Some changes to the extent of the centre and frontage designations are proposed as follows:

- Remove isolated retail units and other areas that lack a concentration of retail or other relevant uses from the defined centre
- Define primary and secondary frontages to more closely accord with the guidance in PPS4 and take account of current land uses
- Establish the relevant areas for the application of saved Core Strategy Policies CS21 and CS22 and Local Plan Policies E7, E8, E9 and E10

**4.3.3** Existing Development Plan policies will continue to apply to these areas and relevant changes have been made to the Proposals Map which accompanies the Site Allocations Development Plan Document.

**4.3.4** Since the publication of the Site Allocations Development Plan Document Preferred Option, an application has been received relating to the Iron Duke Pub and the land surrounding it (11/00001/FUL), this application is pending determination. The site was also included in the Site Allocations Development Plan Document Preferred Option. The extent of the application site is different to the boundary included in the Site Allocations Development Plan Document. Due to the site's inclusion in SADPD as a housing site it is not considered appropriate to include this area within the retail boundary of Crowthorne. This does not preclude retail use remaining on this site as there is no change to the current designation of the land. The provision or retention of retail use at ground floor level, along the High Street frontage will be encouraged on the site. This is to protect and support the vitality and vibrancy of the centre. The units along the frontage of the High Street are outside the primary shopping area, as defined on the Proposal Map, however, they are within the retail boundary and due to their location fronting the High Street it is important that a retail element is retained at ground floor level see 2.6 'Sites in defined settlements'.

## 4.4 Other retail centres

**4.4.1** The boundaries of the following centres have been amended to better reflect current circumstances. In each case the proposed change is listed below and the Proposal Map shows the new boundary of each centre.

### **Binfield**

**4.4.2** The piece of highway verge on Benetfeld Road adjacent to Foxley Court has been removed. This land does not accommodate any town centre uses and does not function as part of the centre.

### **Birch Hill**

**4.4.3** The grassed area at the north of the centre (behind the electricity substation, adjacent to Liscombe House) has been removed as it has no functional connection with the centre. The centre has been extended to the south to encompass the library and community centre. Although they are remote from the main shopping area they are immediately adjacent to the health centre and car park, which are already included within the centre boundary. As they are all facilities that would be expected to be found within a district centre they have been included.

### **College Town**

**4.4.4** The centre has been extended to the north (north side of Yorktown Road) to encompass the Jolly Farmer pub and two adjacent shops. Although they are separated by the road, these uses function as part of the centre and are linked to the rest of the centre by a pedestrian crossing.

### **Crowthorne Station**

**4.4.5** The land behind nos. 165 and 167 Dukes Ride has been removed. This land does not accommodate any town centre uses and does not function as part of the centre.

### **Easthampstead**

**4.4.6** The centre has been extended to include the community centre, its courtyard and car park – this use is adjacent to the centre and, although separated by Rectory Lane, functions as part of the centre. The caretaker's house to the south is not included.

### **Great Hollands**

**4.4.7** The centre has been extended to include the community centre and a club - these uses are adjacent to, and function as part of the centre.

### **Sandhurst centre** (Yorktown Road, West of Swan Lane)

**4.4.8** The centre is extended to the south to include the white Swan pub on Swan Lane, and to the north west to encompass the Village Inn pub (ex-New Inn) on Yorktown Road, both of which are adjacent to, and function as part of, the centre.

### **Wildridings**

**4.4.9** The land to the north west of the shops, adjacent to the roundabout on Deepdale has been removed; this land does not accommodate any town centre uses and does not function as part of the centre.

**4.4.10** These changes are covered by the Proposal Map Policy SA13. Existing Development Plan Policies will continue to apply to these areas, but require relevant changes to the Proposals Map which are set out in 5.4 'Retail Sites'.

## **New centres in strategic housing allocations**

**4.4.11** New centres will be created to support the identified strategic housing sites at the Transport Research Laboratory, Crowthorne (SA5) and the two sites contained within the Core Strategy (February 2008) (Amen Corner, Binfield (SA8) and Land at Warfield (SA9)). Once completed these centres will be small parades of shops of purely neighbourhood significance. At present there is no need to define them further either in policy or on the Proposals Map. The current policies which apply to Neighbourhood Centres (formally Local Parades) will apply to these centres. For an explanation of the Centre proposed for Amen Corner South please see 2.9 'Allocation of land covered by Core Strategy Policies CS4 and CS5' of this document.



## 5 Changes to the Proposals Map

**5.0.1** As part of the preparation of the Site Allocations DPD the opportunity has been taken to review some of the boundaries that are defined on the Bracknell Forest Borough Proposals Map (the Proposals Map). This review has resulted in a number of additions, deletions and amendments to the defined boundaries. Not all these boundaries relate to specific policies in this DPD, some relate to policies in the Core Strategy (2008) and others to saved policies in the Bracknell Forest Borough Local Plan (2002). These changes are summarised in the following sections and listed in table 5.1. When the Site Allocations DPD is adopted, these changes will be incorporated into a revised Proposal Map which will be adopted as a DPD in its own right.

**5.0.2** A new Proposals Map Changes Policy (Policy SA 14) has been included in the Site Allocations DPD in order to regularise these changes and allow policies in this document, the Core Strategy Policies and the 'saved' policies of the Local Plan to be applied.

## 5.1 Settlement boundaries

### Residential settlement boundary changes

**5.1.1** A settlement boundary marks the extent of the built up area and countryside beyond. Existing settlements in the Borough contain the majority of employment and transport facilities and in order to reduce the need to travel and encourage travel by a variety of modes of transport, priority is given to locating development within these areas. Policies applicable to the land beyond the defined settlements seek to limit any new development to that which is appropriate, in order to retain the rural character of the area.

**5.1.2** However, a lack of available sites for housing development within existing settlements has resulted in the need to look beyond existing boundaries. The Council is proposing to allocate some smaller housing sites which are currently outside defined settlements (see Policy SA 3 'Edge of settlement Sites'). As a result, it will be necessary to adjust existing settlement boundaries so that they reflect the extent of the built up area following development of these sites. The changes are summarised below in table 5.1 'Summary of changes to the Proposals Map: additions, amendments and deletions. The changes are also shown on the Proposals Map.

**Table 5.1 Summary of changes to the Proposals Map: additions, amendments and deletions**

Location of change	Relevant Proposal Map No.
<b>1a Amendments to the settlement boundary due to the allocation of edge of settlement housing sites</b>	
White Cairns, Dukes Ride, Crowthorne (SHLAA ref 34)	See Proposals Map 4
Land east of Murrell Hill Lane, South of Foxley Lane and north of September Cottage, Binfield (SHLAA ref 24)	See Proposals Map1
Land at junction of Forest Road and Foxley Lane, Binfield, (SHLAA ref 93)	See Proposals Map1
Dolyhir, Fern Bungalow and Palm Hills Estate, Bracknell (SHLAA ref 122 and 300)	See Proposals Map 3
Land at Bog Lane, Bracknell, (SHLAA ref 204)	See Proposals Map 3
Land North of Peacock Lane, (SHLAA ref 316)	See Proposals Map 1

### School sites - settlement boundary changes

**5.1.3** In line with the locational principles set out in Policy CS2 of the Core Strategy, priority is given to locating development within existing settlements, where the majority of infrastructure, services, employment and transport facilities are located. The presumption against inappropriate development outside settlements has caused some operational difficulties for schools located

outside of defined settlements, particularly where there is a need for additional accommodation. The need to expand educational provision to meet existing and future needs has revealed inconsistencies in the way settlement boundaries have been drawn around educational sites. A review of Local Authority and private schools located outside of settlements and the Green Belt, has concluded that existing designations will continue to apply. The one exception is where the school buildings adjoin the settlement boundary and relates physically and visually to the existing settlement. In such cases, the boundary has been amended to include the school buildings only within the settlement.

**Table 5.2**

<b>1b. Amendments to the settlement boundary of school sites</b>	
Easthampstead Park Community School, Ringmead, Bracknell	See Proposals Map 3
Kennel Lane School, Kennel Lane, Bracknell	See Proposals Map 2
Wooden Hill Primary School, Bracknell	See Proposals Map 3
Edgbarrow School, Grant Road, Crowthorne	See Proposals Map 4
New Scotland Hill Primary School, Grampian Road, Sandhurst	See Proposals Map 4
St Michael's C of E Voluntary Aided Primary School, Lower Church Road, Sandhurst	See Proposals Map 4

## 5.2 Employment Sites

### Employment sites

**5.2.1** Policies in the Core Strategy (2008) and the Bracknell Forest Borough Local Plan (2002) seek to focus new employment development on Bracknell Town Centre and the Borough's defined employment areas. These areas are defined on the proposals map. Core Strategy Policy CS20 seeks to protect defined employment areas from non employment uses. In view of the the over-supply of offices identified in the Employment Land Review (2009) and the need to provide land for housing, a review of the extent of the land covered by this designation to identify areas where housing might be acceptable has been undertaken. The results of this review has resulted in changes of the boundaries of defined employment areas.

**5.2.2** These changes are discussed in more detail in section 3.3 [Employment sites within defined settlement boundaries](#) and relate to the changes outlined in the table below.

**Table 5.3**

<b>4. Defined Employment Area boundary changes</b>	
Old Bracknell Lane West (to take account of housing allocation, SHLAA ref 215 and removal of defined employment area designation from Old Bracknell Lane West)	See Proposals Map 3
Eastern Industrial Area (to take account of housing allocations - SHLAA ref 308 & 318 and removal of defined employment designation from part of Eastern Industrial Area)	See Proposals Map 3
Land north of Cain Road, Bracknell (to take account of housing allocation - SHLAA ref 194 and amendment of defined employment area designation)	See Proposals Map 1
<b>5. Identified Major Employment site outside settlement changes</b>	
Crowthorne Business Estate - removal of designation as an 'Identified Major Employment site'	See Proposals Map 4
<b>New designation</b>	
6. Royal Military Academy, Sandhurst (Policy SA11)	See Proposals Map 4

## 5.3 Housing Sites

### Housing sites within settlements

**5.3.1** Two types of site are located within existing settlements where there is a presumption in favour of development subject to other planning considerations:

- Previously developed land within defined settlements (Policy SA1)<sup>(48)</sup>; and
- Other land within settlements (Policy SA2)

**5.3.2** Both types of land remain within the priority sequence for location of development as set out in Core Strategy Policy CS2 (point 2 relating to previously developed land and buildings within defined settlements and point 3 relating to other land within defined settlements)

**5.3.3** A profile of each individual site, together with a location plan is contained in Appendix 1: 'Profile of sites proposed for housing on previously developed land within defined settlements' and Appendix 2 'Profile of sites proposed for housing on other land within defined settlements'.

**5.3.4** The changes have been summarised in the table below. To support the allocation of housing sites within settlement boundaries, site boundaries have been added to the proposals map.

**Table 5.4**

<b>2a. Addition of boundaries delineating Previously Developed Land sites allocated for housing within defined settlements (Policy SA1)</b>	
Adastron House, Crowthorne Road, Bracknell- SHLAA ref 15	See Proposals Map 3
Garth Hill School, Sandy Lane, Bracknell- SHLAA ref 46	See Proposals Map 3
Land at Battle Bridge House and Garage, Forest Road, Warfield -SHLAA ref 95	See Proposals Map 2
Land at School Hill, Crowthorne - SHLAA ref 113	See Proposals Map 4
Farley Hall, London Road, Binfield - SHLAA 123	See Proposals Map 1
The Depot (Commercial Centre), Bracknell Lane West, Bracknell - SHLAA ref 215	See Proposals Map 3
Albert Road Car Park, Bracknell - SHLAA ref 228	See Proposals Map 3
The Iron Duke, Waterloo Place, Old Bakehouse Court, High Street, Crowthorne - SHLAA ref 286	See Proposals Map 4
Land to the north of Eastern Road, Bracknell - SHLAA ref 308	See Proposals Map 3

48 These changes include a number of amendments to the boundary of defined employment areas

Land at Old Bracknell Lane West, Bracknell - SHLAA ref 230 & 317	See Proposals Map 3
Chiltern House and the Redwood Building, Broad Lane - SHLAA ref 318	See Proposals Map 3
<b>2b.Addition of boundaries delineating Greenfield sites allocated for housing within defined settlements (Policy SA2)</b>	
The Football Ground,Larges Lane, Bracknell - SHLAA ref 19	See Proposals Map 3
Land at Cricket Field Grove, Crowthorne - SHLAA ref 76	See Proposals Map 4
Land north of Cain Road, Binfield - SHLAA 194	See Proposals Map 1
152 New Road, Ascot (Winkfield Parish) - SHLAA ref 284	See Proposals Map 3
Land north of Peacock Lane, Bracknell (Binfield Parish) - SHLAA ref 316	See Proposals Map 1
Popeswood Garage, Hillcrest and Sundial Cottage, London Road, Binfield - SHLAA 107	See Proposals Map 1
<b>3. Addition of boundaries marking the extent of land allocated as urban extensions (Policies SA4-SA9)</b>	
Land at Broadmoor, Crowthorne - SA4	See Proposals Map 4
Land at Transport Research Laboratory, Crowthorne - SA5	See Proposals Map 4
Amen Corner North, Binfield - SA6	See Proposals Map 1
Land at Blue Mountain, Binfield - SA7	See Proposals Map 1
Land at Amen Corner, Binfield - SA 8	See Proposals Map 1
Land at Warfield - SA9	See Proposals Map 2

## Urban Extensions

**5.3.5** In order to meet the Councils housing requirement up to 2026, four urban extensions are proposed at the following locations:

- land at Broadmoor, Crowthorne (Policy SA 4)
- land at Transport Research Laboratory, Crowthorne (Policy SA5)
- land at Amen Corner North, Binfield (Policy SA 6)
- land at Blue Mountain, Binfield (Policy SA 7)

**5.3.6** Illustrative concept plans have been prepared for each of the proposed urban extension and appear in the SADPD after each policy. However the concept plans are part of the master planning work that is still ongoing and so for the purposes of this Draft Submission Document, the extent of the land to be allocated for each of the urban extensions has been added to the Proposals Map. The changes have been summarised in the table below.

**5.3.7** The final settlement boundaries for each of the Urban Extensions will be defined through a subsequent Development Plan Document.

## 5.4 Retail Sites

### Changes to terminology

**5.4.1** As explained in section 4 'Retail' the opportunity has been taken to amend the terms used to refer to the types of locations and the other wording used to define parts of Town Centres will be updated. The terminology used in PPS4 is a variance with that used in relevant Local Policies. Therefore it is proposed to amend the terms used to describe the size of centre in the retail hierarchy for consistency in approach.

### Bracknell Town Centre

**5.4.2** The Town Centre boundary has been amended to reflect the redevelopment proposals for the Town Centre. The Peel Centre has been removed from the Boundary for the Town Centre as it no longer meets the definition of a Town Centre location. Primary and secondary frontages of Bracknell Town Centre have been amended to reflect the update in national planning policy. Primary frontages are likely to include a high proportion of retail uses, whereas secondary frontages provide greater opportunities for a diversity of uses. These changes explained above are summarised in the table below.

### Peel Centre

**5.4.3** The Peel Centre has been removed from the Bracknell Town Centre boundary. The Peel Centre meets the definition of an edge-of-centre location under Planning Policy Statement 4: Planning for Sustainable Economic Growth. For retail purposes an edge-of-centre location is one that is well connected to and within easy walking distance of the Primary shopping area. The Peel Centre is within 300m walking distance of the Primary Shopping Area of Bracknell Town Centre. Although The Ring does separate the Primary Shopping Area and the Peel Centre there are pedestrian crossings which create a safe route for pedestrians between the Peel Centre and Bracknell Town Centre Primary Shopping Area. These changes explained above are summarised in the table below.

### Other boundary changes

**5.4.4** In addition to the changes explained above there are other small amendments to other centre boundaries. The centres where the boundaries have been amended are: Sandhurst, Binfield, Birch Hill, Great Hollands, Wildridings, College Town, Crowthorne and Easthampstead. These changes are required to better reflect the current circumstances. For details on the changes made to these centre boundaries please see 4.4 'Other retail centres'.

**5.4.5** One centre no longer meets the criteria to be designated as a centre. The latest Retail Survey shows that 86% of the units at New Road Ascot are either vacant or no longer in retail use, only 1 of the 7 units is currently occupied by a retail use (A1 use class). This change in designation does not preclude any unit which currently has a permitted A1 use to continue to operate as an A1 unit. The above mentioned changes are summarised in the table below.



**Table 5.5**

<b>Town Centre retail boundary changes</b>	
7. Amendments to the boundary of Bracknell Town Centre and to primary and secondary frontages	See Proposals Map 3
8. Additional boundary for Peel Centre, Bracknell	See Proposals Map 3
9. Amendments to Crowthorne Centre boundary and to primary and secondary frontages	See Proposals Map 4
<b>Retail centre boundary changes</b>	
Amendments to Sandhurst Centre boundary	See Proposals Map 4
Amendments to Binfield Centre boundary	See Proposals Map 1
Amendments to Birch Hill Centre boundary	See Proposals Map 3
Amendments to Great Hollands Centre boundary	See Proposals Map 3
Amendments to Wildridings Centre boundary	See Proposals Map 3
Amendments to College Town Centre boundary	See Proposals Map 4
Amendments to Crowthorne Station Centre boundary	See Proposals Map 4
Amendments to Easthampstead Centre boundary	See Proposals Map 3
New Road, Ascot - removal of designation as a 'centre'	See Proposals Map 3

## 5.5 Open Space of Public Value

### Open Space of Public Value

**5.5.1** Open space of public value (OSPV) comprises:

- Active OSVP e.g sports pitches, tennis courts, children's play areas, associated buildings and other infrastructure;and
- Passive OSPV e.g natural and semi-natural open space, green corridors, country parks and urban woodland.

**5.5.2** The Council's Strategy is that existing Recreational Facilities are to be retained and will resist the loss of existing provision. Policy CS8 of the Core Strategy seeks to protect existing Recreational Facilities from pressure for development that might result in their loss to the community.

**5.5.3** OSVP is currently defined on the Bracknell Forest Borough Proposals Map with a stippled notation.

**5.5.4** The Site Allocations Participation Document (February 2010) included a number of options relating to OSPV notation on School sites.

- Option 1 - Keep Existing OSPV notion
- Option 2 - Move the existing OSPV boundary so that it is further from school buildings to allow some development to take place
- Option 3 - Remove the OSPV notation
- Option 4 - Replace the OSPV notation with an alternative

**5.5.5** The options were put forward because there is an issue with many Local Authority schools wishing to extend their premises for operational reasons and to expand their capacity. Many of these school sites currently have an OSPV notation on their land (usually playing fields and other green space) which restrict opportunities for expansion because their proposals would be in conflict with CS8. It was ultimately revealed that the main problem related to inconsistencies with the way in which the OSVP notation was applied, which also affected other sites around the Borough. It was decided that any changes to policies that apply to OSPV on schools would be better dealt with through policies in the Development Management DPD<sup>(49)</sup>

**5.5.6** The Bracknell Forest Proposals Map includes an OSPV notation that applies to a range of other land uses and sites in private and public ownership. Whilst the notation alerts potential applicants to the need to consider Policy CS8, the application of the notation on the Proposals Map is not comprehensive. Policy CS8 is a Borough wide policy and is triggered when a site includes any of the features set out in the definition of 'Recreational Facilities' irrespective of whether or not it is shown as OSPV on the Proposals Map. Due to these inconsistencies that cause continuing confusion, the Council is proposing to remove the CS8 designation from the Proposals Map. The policy in the Core Strategy would remain and continue to apply to all sites that contain features specified in the OSPV definition in sub section 1 of Core Strategy Paragraph 99. Removal of the OSVP notation from the Proposals Map would apply to certain school sites.

<sup>49</sup> The Council's current LDS (AUG 2012) confirms that development management policies will now be included in a review of the Core Strategy scheduled for commencement March 2012

## 5.6 Conservation Areas

### Conservation Areas

**5.6.1** Conservation Areas are defined under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The Act defines Conservation Areas as 'areas of special architectural or historical interest the character or appearance of which of which it is desirable to preserve or enhance'. Bracknell Forest Council can designate conservation areas in order to conserve special 'areas of interest' by giving them broader protection than that offered to individual listed buildings. Designation allows for the protection of all features within an area, listed or otherwise which are recognised as adding to its character. They can include parks, gardens, greens, trees and street furniture.

**5.6.2** Bracknell Forest has five Conservation Areas

- Warfield
- Easthampstead
- Winkfield Village
- Winkfield Row
- Church Street, Crowthorne

**5.6.3** The Boundaries have been added to the proposals map for completeness and are listed in the table below.

**Table 5.6**

<b>Addition of boundaries of Conservation Area</b>	
Warfield	See Proposals Map 2
Easthampstead	See Proposals Map 3
Winkfield Village	See Proposals Map 2
Winkfield Row	See Proposals Map 2
Church Street, Crowthorne	See Proposals Map 4

## 5.7 Local Wildlife Sites

**5.7.1** In line with DEFRA <sup>(50)</sup> guidance, the Berkshire Nature Conservation Forum confirmed the change in name of Wildlife Heritage Sites (WHS) to Local Wildlife Sites (LWS) in February 2009. The definition of LWS remains the same. They are designated in recognition of their high nature conservation value in a regional or local context. LWSs are defined on the Proposals Map.

50 Local Sites Guidance on their identification selection and management (DEFRA, 2006)

# 6 Delivery, Phasing and Implementation

## Deletion of phasing and delivery policy

**6.0.1** As part of the Preferred Option SADPD consultation, the Council sought views on a draft Phasing and Delivery Policy (Policy SA10). This set out the anticipated number of new homes to be delivered in four phases covering the period from 2006 to 2026. The comments received on this issue generally objected to the inclusion of a phasing policy. Respondents commented that past phasing policies had proved ineffective and that phasing can cause delays in delivery. There was more general support for phasing to be considered through annual monitoring and there were mixed comments relating to whether previously developed sites should be prioritised before greenfield.

**6.0.2** Neither PPS3 nor the draft NPPF require specific phasing, though both require a continuous rolling supply of available housing land. Emerging national policy no longer emphasises developing previously developed sites first. The priority is to ensure that allocated sites are deliverable and developable and that appropriate infrastructure is provided in a timely manner.

**6.0.3** In light of the above, a new section has been added to the Draft Submission SADPD on Delivery, Phasing and Monitoring (Section 6). The specific policy on Phasing and Delivery (former Policy SA10) has been deleted. The new section sets out the importance of the Infrastructure Delivery Plan in identifying and phasing infrastructure required alongside new development, the need for progress on sites to be monitored through the AMR, and the need for a set of monitoring indicators.

**6.0.4** The Council has engaged with stakeholders throughout the process, to ensure that sites proposed for allocation are deliverable and developable. Progress made on sites will be monitored against their projected delivery as set out in the Housing Trajectory (SADPD, Appendix 2). In preparing the Housing Trajectory, the Council has had regard to the anticipated date of adoption of the SADPD, landowners/developers stated intentions, the scale and nature of infrastructure required, past rates of delivery and the distribution and scale of housing sites planned in the vicinity.

**6.0.5** It is impossible to provide certainty over future delivery due to external variables that can have an impact on the pace at which a site is developed. Apart from the national economic picture there are a number of local and site-specific factors. These include:

- site conditions (environmental issues, remediation works);
- local market conditions (demand for and supply of housing);
- type of developer/house builder (national builders can have more capacity to build faster than local firms and having a variety of house builders with different products may enable faster rates of development); and,
- changes to proposals particularly in cases where sites are being developed over a considerable period of time and circumstances change.

**6.0.6** The Plan aims to provide certainty and clarity over future development and a clear steer for investors, whilst at the same time maintaining sufficient flexibility to be able to adapt to a rapidly changing economic climate. In the supporting text to each site the Draft Submission

SADPD identifies a broad timescale for delivery of each urban extension. The table below shows the broad phasing (more detail is in the Housing Trajectory in Appendix 2 of the Draft Submission SADPD):

**Table 6.1 Broad Phasing of Urban Extension sites contained in SADPD.**

	10/ 11	11/ 12	12/ 13	13/ 14	14/ 15	15/ 16	16/ 17	17/ 18	18/ 19	19/ 20	20/ 21	21/ 22	22/ 23	23/ 24	24/ 25	25/ 26
Broadmoor (SA4)																
TRL (SA5)																
Blue Mountain (SA7)																
Amen Corner (north) (SA6)																
Warfield (SA9)																
Amen Corner (SA8)																

Sites with planning permission, any windfalls and the smaller sites being allocated through the SADPD process should help contribute to the supply in the short term as they take less time to plan and construct than the strategic sites.

**Infrastructure**

**6.0.7** Local Planning Authorities must include long-term infrastructure planning as part of their Local Development Frameworks. This involves producing an evidence base showing what physical, social and green infrastructure is needed to deliver an area’s planned growth in a sustainable way. The Council has prepared an Infrastructure Delivery Plan (IDP) which identifies the infrastructure requirements of service providers. The IDP is a ‘live’ document which sits alongside the SADPD.

**6.0.8** The delivery of some of the key items of infrastructure will influence the phasing of housing delivery and triggers will be set in the conditions and/or legal agreements attached to planning permissions for development on these sites in line with evidence in the IDP (and any subsequent updates to it).

**6.0.9** The main infrastructure requirements for the major urban extensions are set out in the site allocation policies in the Draft Submission SADPD. The main infrastructure requirements for the smaller allocated sites are in the site profiles at Appendices 3, 4 and 5 of the Draft

Submission SADPD. More detailed information on the delivery of infrastructure related to all the identified development sites is in the Infrastructure Delivery Plan. This includes information about the investment plans and programmes of a wide range of infrastructure providers, including those for whom specific requirements are not included within the policies or site profiles.

**6.0.10** The Infrastructure Delivery Plan identifies the key priorities for infrastructure provision to mitigate the impact of the new development as transport and education. The Draft Submission SADPD includes proposals for six primary schools, one secondary school and a special educational needs facility. The highways proposals include improvements to fifteen junctions to improve journey times on key routes across the Borough. The IDP also sets out how other services and community facilities will be provided to support the new and expanded communities.

## **Monitoring**

**6.0.11** In view of the need for flexibility, and in recognition of the scale of the sites proposed and likely timescales, the Council has reconsidered the benefits and purpose of a draft phasing policy. It is proposed to provide greater flexibility in delivery by monitoring the grant of planning permission and delivery of housing on sites through the Annual Monitoring Report (AMR).

Monitoring will help the Council assess whether policies are delivering their objectives and whether adjustments need to be made to address any areas where objectives are not being met or to ensure that the plan's objectives continue to be met.

# Glossary and Abbreviations

**Table .1**

Term	Acronym	Definition
Affordable Housing		Includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.
Air Quality Management Area	AQMA	An area where air pollution levels have gone above the nationally-acceptable levels for nitrogen dioxide.
Ancient Woodland		An area which has been wooded continuously since at least 1600AD.
Annual Monitoring Report	AMR	A report which the Council produces to assess its progress in preparing the Local Development Framework (LDF) and to monitor how effectively policies within the LDF are being implemented.
Above Ordnance Datum (sea level)	AOD	Above Ordnance Datum (sea level)
Areas of Special Landscape Importance	ASLI	Parts of the countryside which display special landscape characteristics of importance within the Borough. These areas are defined on the Proposals Map.
Biodiversity Action Plan	BAP	Translates the targets in the UK Biodiversity Action Plan into action on the ground.
Biodiversity Opportunity Area	BOA	Are the regional priority areas of opportunity for restoration and creation of BAP habitats. They are a spatial representation of BAP targets and are areas of opportunity, not constraint.
BracknellForest Borough Local Plan	BFBLP	The type of planning policy document which was formerly produced by the Council to guide development in the Borough (now being replaced by documents in the LDF). Policies in the Local Plan which have been 'saved' pending adoption of documents in the LDF still form part of the Development Plan for the Borough.
Community Infrastructure Levy	CIL	A tariff based system of developer contributions which will be used to deliver infrastructure required to support development in the Borough.



Term	Acronym	Definition
Conservation Area		Areas of special architectural or historic interest which are designated to offer greater protection to the built and natural environment. These areas are defined on the Proposals Map.
Conservation Management Plan	CMP	
Core Strategy Development Plan Document	CS DPD	An overarching, strategic document which sets out the Council's long-term vision for the Borough and the strategy which will be applied in promoting and managing development in Bracknell Forest until 2026.
Defined Employment Area		Distinct areas within settlements where there is a concentration of employment. Development for employment generating uses (which in terms of the Core Strategy is business, distribution and storage uses) is directed to these areas and Bracknell Town Centre. These areas are defined on the Proposals Map.
Defined Settlement		Existing built up areas (town and villages). These areas are defined on the Proposals Map.
Deliverable Sites		Those sites which are: <ul style="list-style-type: none"> <li>• Available – site is available now</li> <li>• Suitable – site offers a suitable location for development and contributes to the creation of sustainable, mixed communities</li> <li>• Achievable – there is reasonable prospect that housing will be delivered on the site.</li> </ul>
Developable sites		Those sites which are in a suitable location for housing development and which have a reasonable prospect of being available for, and could be developed at the point envisaged.
Development Plan		The development plan for the Borough currently consists of the South East Plan, the saved policies in the Bracknell Forest Borough Local Plan and the Core Strategy. Once adopted, the development plan will include the SADPD. The South East Plan will no longer form part of the development plan on enactment of the Localism Bill.

Term	Acronym	Definition
		The determination of planning applications must be made in accordance with the development plan unless material considerations indicate otherwise.
Development Plan Document	DPD	A type of planning document that forms part of the LDF and contains planning policies to be used when the Council decides on planning applications. It is subject to Examination by an independent Inspector and, once adopted, forms part of the Development Plan for the Borough.
Draft National Planning Policy Framework	NPPF	One of the Coalition Government's reforms of the planning system, to make it less complex and more accessible, and to promote sustainable growth. It sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development. The draft NPPF prioritises the role of planning in supporting economic growth.
Dwellings per Hectare	DPH	A measure of the number of dwellings which can be accommodated on a hectare of land (a hectare of land can be thought of as a square measuring 100m x 100m). Often referred to as the density of a development
Edge of centre retail sites		Defined as being within 300m walking distance of a town centre boundary.
Employment Land Review	ELR	A quantitative and qualitative review of the existing employment land supply in the Borough. It also provides an assessment of the future demand for employment (types and locations) within the Borough.
Employment Uses		Business, Industrial, Distribution and Storage (BIDS) uses.
Feature Square		An open area, generally surrounded by buildings which is landscaped (may be hard and/or soft landscaping) and serves as a focal point for an area or neighbourhood.
Flood Risk Assessment	FRA	An assessment which sets out how flood risk from all sources of flooding to the development itself and to others will be managed.

Term	Acronym	Definition
Gateway Feature		A visually prominent building or feature (such as a significant tree), which serves to highlight and identify the entrance point to an area or neighbourhood.
Green Infrastructure	GI	This is the creation, management and protection of green spaces in built and urban environments which includes, but is not limited to, parks and gardens, natural and semi-natural urban green spaces, green corridors which link spaces and outdoor sports facilities. The primary function of GI is to conserve and enhance biodiversity, and support healthy living by increasing outdoor recreational opportunities. GI also has an important role to play as one of many tools that can be used to offset the effects of climate change and reduce flood risk.
Green Route/Green Corridor		A street or path (which may include a cycleway or bridleway) which is lined with trees and other vegetation.
Greenfield land		Land which does not meet the definition of 'previously developed land' (PDL, or 'brownfield'). It is usually land that is currently undeveloped
Habitat Regulations Assessment	HRA	An assessment, required under the Habitats Directive, if a plan or project is judged as likely to have a significant effect on a Natura 2000 site.
Historic Park and Garden		A park or garden identified as having special historic character, and as such protected from inappropriate development by planning policies. Sites within the Borough include: Ascot Place, Winkfield; Moor Close (Newbold College), Binfield; South Hill Park, Bracknell; and Broadmoor Hospital Crowthorne.
Housing Commitment		Land which is in some way committed for housing development.  Hard commitment - a site which has the benefit of planning permission for 1 or more dwellings.  Soft commitment - land which has no formal planning permission but which has been identified in principle as being suitable for housing.

Term	Acronym	Definition
Housing Market Assessment	HMA	<p>The Bracknell Forest HMA builds on the strategic HMA that was produced for Berkshire (October 2007). Given the strategic scale of the latter, it does not provide analysis or guidance on policies at the sub-district level. The Bracknell Forest HMA examines how the characteristics of households and dwellings vary across the Borough and how this might influence future dwelling provision. It also establishes the <i>mix</i> of different households likely to require housing in the future, in terms of age, household type and size and updates evidence on the need for affordable housing within the Borough.</p> <p>The assessment informs the preparation of Development Plan Documents, including SADPD.</p>
Housing Market Area	HMA	A geographical area defined by household demand and preferences for housing. They reflect the link between places where people live and work.
Infrastructure		<p>For planning purposes, infrastructure is taken to include the following:</p> <p>Transport, open space and outdoor recreation, Suitable Alternative Natural Greenspace (SANG), Education, built sports facilities, library facilities, community facilities including places of worship, youth facilities and Children's Centres, health and social services, affordable housing, provision of adequate drainage and run-off control, utilities infrastructure.</p>
Infrastructure Delivery Plan	IDP	Identifies, as far as possible, the infrastructure needs (e.g. provision for new open space, road/junction improvements, schools and other community uses) associated with the development of sites allocated in the SADPD. It is compiled following engagement with infrastructure providers and partner organisations.

Term	Acronym	Definition
Landmark Building		A building of greater scale or visual prominence than surrounding buildings, which serves as a marker of a junction or corner, to help people find their way around and help create distinctive and memorable places and routes.
Limiting the Impact of Development Supplementary Planning Document	LID	The LID SPD sets out how the Borough will ensure speed, transparency and consistency in the implementation of Local Plan policies through the negotiation of planning obligations. It provides guidance on the infrastructure and/or financial contributions towards the provision of infrastructure that the Council will expect from different types and scales of development.
Listed Building		Buildings which are identified as having special architectural or historic importance and so are protected from demolition or inappropriate alteration or development by legislation and by planning policies. Protection also applies certain other structures within the cartilage of listed buildings.
Local Centres		Local centres include a range of small shops serving the immediate local area e.g a small scale supermarket, a newsagent, a sub post office and a chemist.
Local Development Framework	LDF	The collection of documents produced by a Council to guide development and the use of land in the Borough. The LDF is made up of Development Plan Documents (DPDs) which contain the main policies and Supplementary Planning Documents (SPDs) containing supplementary guidance on implementation of the policies. The LDF also comprises the Proposals Map, plus other documents such as the Annual Monitoring Report (AMR) and the Statement of Community Involvement (SCI).
Local Development Scheme	LDS	Document which sets out the Council's three year programme for producing Local Development Framework documents.
Local Strategic Partnership	LSP	Group of representatives from agencies that deliver public services, community and voluntary organisations and businesses in BracknellForest. They produce the Sustainable Community Strategy.

Term	Acronym	Definition
Local Transport Plan	LTP	A five year strategy for the development of local, integrated transport supported by a programme of transport improvements. The plan is used to bid to central Government for funding for transport initiatives.
Local Wildlife Site (Wildlife Heritage Sites)	LWS	Areas identified as having a nature conservation interest. These areas are defined on the Proposals Map.
Localism Bill		The Localism Bill is proposed legislation covering a wide range of local government and other matters. The principle of localism is that power and resources should be transferred from central government to the local level. It is based on the principle that decisions should be taken as closely as possible to the people they affect. The Localism Bill will be the mechanism by which Regional Spatial Strategies will be abolished.
Major Employment Site		These are major employment areas located outside of the defined settlement. These areas are defined on the Proposals Map.
Neighbourhood Centre		Small parades of shops of purely neighbourhood significance.
Open Space of Public Value	OSPV	Comprises active (e.g. sports pitches, play areas etc) and passive (e.g. natural and semi-natural space, green corridors, country parks etc) open space.
Planning Obligation		A legal undertaking to ensure that the things needed to make a development acceptable in planning terms are provided. Developers may enter into obligations to secure the provision of measures and local facilities that are reasonably related and needed to serve the development and which will make it more sustainable.
Planning Policy Guidance Note / Planning Policy Statement	PPG / PPS	These are documents produced by the Government to provide guidance to Local Planning Authorities on the Planning System. The content of PPGs and PPSs must be taken into account by Local Authorities when preparing their LDF, and the guidance they contain may also be relevant to decisions on individual planning applications/appeals.

Term	Acronym	Definition
		Central Government intends to amalgamate existing PPGs and PPSs into a single, more streamlined 'National Planning Policy Framework'.
Previously Developed Land	PDL	Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure (excludes mineral workings, agriculture and forestry buildings or other temporary structures, and land that was PDL but where the remains of permanent structures have blended into the landscape in the process of time). The definition no longer includes private residential gardens. Also referred to as 'brownfield' land.
Primary and Secondary Frontages		Primary frontages are likely to include a high proportion of retail uses. Secondary frontages provide greater opportunities for a diversity of uses. These areas are defined on the Proposals Map.
Primary Shopping Area		Defined area where retail development is concentrated. It generally comprises the primary shopping frontage (and those secondary frontages which are contiguous and closely related to the primary shopping frontage). These areas are defined on the Proposals Map.
Proposals Map		A map forming part of the LDF which identifies the location and extent of policies and proposals that are set out in the Development Plan.
Retail Study		An assessment of the current and projected retail catchment areas of Bracknell town centre and other main retail centres in the Borough.
Site Allocations Development Plan Document	SA DPD	This document delivers the vision and objectives of the Core Strategy, by identifying sites for future housing development in the Borough; ensuring that appropriate infrastructure is identified alongside new development; and, revises the boundaries of certain designations shown on the Proposals Map e.g. defined employment areas. Once adopted it will form part of the LDF.

Term	Acronym	Definition
South East England Regional Assembly	SEERA	
Sites of Special Scientific Interest	SSSI	Areas of special interest by reason of their flora, fauna, geological or physiological features. They are protected under the Wildlife and Countryside Act. These areas are defined on the Proposals Map.
Soundness		<p>A local development document has to meet the tests of soundness in an examination before it is finally approved. The current definition in PPS12 (Local Spatial Planning) is:</p> <ul style="list-style-type: none"> <li>• Justified - a document must be founded on a credible evidence base and be the most appropriate strategy when considered against reasonable alternatives</li> <li>• Effective - a document must be deliverable, flexible and able to be monitored.</li> </ul> <p>The Draft NPPF contains the following definition of soundness, which is a material consideration. Plans should be:</p> <ul style="list-style-type: none"> <li>• Positively prepared– the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is practical to do so, consistently with the presumption in favour of sustainable development</li> <li>• Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence base</li> <li>• Effective – the plan should be deliverable over its period</li> <li>• Consistent with national policy</li> </ul>
South East Plan	SEP	The SEP sets out the regional planning policies for the south east. It was approved in 2009 and sets out the vision for planning for the region up to 2026. Whilst this document currently forms part of the development plan, the Government has clearly stated its intentions to revoke Regional Spatial Strategies (RSSs) in the Localism Bill. This Bill is currently progressing



Term	Acronym	Definition
		through the Parliament and it is likely that the South East Plan will no longer be part of the development plan before the SADPD is adopted.
Specific Consultees		These are specific bodies who the Local Planning Authority must consult during the preparation of Local development documents. The list of specific consultees is defined in The Town and Country Planning (Local Development) (England)(Amendment) Regulations 2004 as amended.
Stakeholder		In this context, an organisation or individual with an interest in local planning matters.
Statement of Community Involvement	SCI	Document which forms part of the Local Development Framework, and sets out how BracknellForest will engage with people in preparing Development Plan Documents and Supplementary Planning Documents in the LDF. It was adopted in 2006.
Strategic Access, Management and Monitoring	SAMM	This is a project overseen by Natural England and Hampshire County Council to implement standard messages and additional wardening and education across the Thames Basin Heaths SPA.
Strategic Environmental Assessment	SEA	An internationally-used term to describe high-level environmental assessment as applied to policies, plans and programmes. SEA is a requirement of European law, and considers the impact of proposed plans and policies on the environment. SEA is often undertaken in conjunction with a Sustainability Appraisal.
Strategic Flood Risk Assessment	SFRA	A document which sets out the flood risk for the Borough.
Strategic HousingLand Availability Assessment	SHLAA	Identifies sites that have been submitted to the Council by landowners and organisations, for consideration of their development potential. It identifies sites with potential for housing and assesses their potential and when they are likely to be developed.. The SHLAA looks at whether the sites are deliverable (i.e. available, suitable for development, and likely to come forward in a reasonable timescale) and developable.

Term	Acronym	Definition
		However, the SHLAA does not allocate sites for development; rather it informs the preparation of the documents that do (i.e.SADPD).
Strategic Road Network	SRN	Includes most motorways and some major “A” classified roads.
Suitable Alternative Natural Green Space	SANG	Open space, meeting guidelines on quantity and quality, for the purpose of providing recreational alternatives to divert dogwalkers and others from the SPA. It is provided by residential developments lying within a certain distance from the SPA to avoid those developments creating additional recreational pressure on it.
Supplementary Planning Document	SPD	A type of planning document that provides support, and additional detail on policies contained within Development Plan Documents (DPDs). SPDs are a material consideration but hold less weight than a DPD.
Sustainability Appraisal	SA	Examines the impact of proposed plans and policies on economic, social and environmental factors, and ensures that these issues are taken into account at every stage so that sustainable development is delivered on the ground. It also appraises the different options that are put forward in the development of policies and the identification of allocation sites. Each DPD that the Council produces is accompanied by its own SA, which also incorporates the requirement of SEA.
Sustainable Community Strategy	SCS	Sets out a vision for the Borough, which is prepared by the Local Strategic Partnership (a group of organisations that deliver public services in Bracknell Forest (the LSP).
Sustainable Drainage Systems	SuDS	Sustainable approaches to surface water drainage management including: source control measures including: <ul style="list-style-type: none"> <li>• rainwater recycling and drainage;</li> <li>• infiltration devices to allow water to soak into the ground;</li> <li>• filter strips and swales, which are vegetated features that hold and drain water downhill mimicking natural drainage patterns;</li> <li>• filter drains and porous pavements to allow rainwater and run-off to infiltrate into</li> </ul>

Term	Acronym	Definition
		<p>permeable material below ground and provide storage if needed; and,</p> <ul style="list-style-type: none"> <li>• basins and ponds to hold excess water after rain and allow controlled discharge that avoids flooding.</li> </ul>
Sustainable settlement		<p>The Strategic Housing Land Availability Assessment (2010) defines a sustainable settlement, a neighbourhood containing at least five of the following facilities:</p> <ul style="list-style-type: none"> <li>• convenience store,</li> <li>• community hall,</li> <li>• primary school,</li> <li>• library,</li> <li>• public house,</li> <li>• post office/banking facility, doctor's surgery,</li> <li>• dental practice; and</li> <li>• be on a bus route with at least an hourly service.</li> </ul>
Thames Basin Heaths Special Protection Area	TBH SPA	<p>A nature conservation area comprising a group of heathland sites designated for its bird interest under a European Wildlife Directive (and subject to the assessment procedure set out in the Habitats Directive), in order to protect internationally important species of birds which live within them.</p>
Tree Preservation Order	TPO	<p>Trees which are protected under the Town &amp; Country Planning. A TPO makes it an offence to wilfully damage or destroy a protected tree.</p>
Town Centre		<p>Defined area, including the primary shopping centre area and areas of predominantly leisure, business and other main town centre uses within or adjacent to the primary shopping area. These areas are defined on the Proposals Map.</p>
Windfall Sites		<p>Housing sites which have not been specifically identified through the local plan process that unexpectedly become available.</p>

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यस प्रचारको सक्षेपं वा सार निचोड चाहिं दिइने छ ठूलो अक्षरमा, ब्रेल वा क्यासेट सून्नको लागी । अरु भाषाको नक्कल पनि हासिल गर्न सकिने छ । कृपया सम्पर्क गनुहोला ०१३४४ ३५२००० ।

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