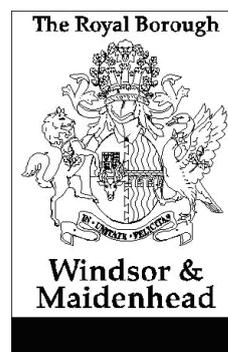


Report for: <b>ACTION</b>
Item Number: 6i



<b>Contains Confidential or Exempt Information</b>	<b>No – Part I</b>
<b>Title</b>	<b>Borough Local Plan – Second Preferred Options Consultation</b>
<b>Responsible Officer(s)</b>	Chris Hilton Director of Development and Regeneration
<b>Contact officer, job title and phone number</b>	Sarah Ball, Team Manager – Strategy and Plans, 01628 796112 Ian Bellinger, Principal Planning Officer 01628 796634
<b>Member reporting</b>	Cllr Wilson, Lead Member for Planning
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	26 February 2015
<b>Implementation Date if Not Called In</b>	Immediately
<b>Affected Wards</b>	ALL
<b>Keywords/Index</b>	Borough Local Plan; planning consultation; Green Belt

<p><b>Report Summary</b></p> <ol style="list-style-type: none"> <li>1. This report provides an update on the Borough Local Plan, including recent clarifications on national planning policy regarding development needs and Green Belt.</li> <li>2. It recommends outline content for the Second Preferred Options Consultation scheduled to start in June 2015 and actions that will be undertaken in the lead up to this.</li> <li>3. These recommendations follow on from the first Preferred Options Consultation considered by Cabinet in December 2013.</li> </ol>
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<b>If recommendations are adopted, how will residents benefit?</b>	
Benefits to residents and reasons why they will benefit	Dates by which residents can expect to notice a difference
The recommendations provide residents with an understanding of the matters the Council must consider in preparing the Borough Local Plan and the process it intends to follow moving forward.	February 2015

## 1. Details of Recommendations

### RECOMMENDATION: That Cabinet:

1. Note the recommendation of the Local Plans Working Group as set out in this report.
2. Agrees the Local Plans Working Group's recommendation that the preferred approach is to permit development on suitable land within urban areas, on previously developed land in the Green Belt and on greenfield land south of Ascot High Street – therefore NOT permitting building on 21 of the 23 areas within Green Belt that were consulted upon as part of the (first) Preferred Options Consultation.
3. Agrees the outlined content of the Second Preferred Options Consultation in Appendix G as a basis for consultation.
4. Note the next steps to be undertaken outlined in paragraphs 3.16 to 3.24.
5. Gives delegated authority to the Lead Member for Planning in consultation with the Director of Development and Regeneration, the Chairman of the Local Plans Working Group and the Chairman of the Planning and Housing Overview and Scrutiny Panel to finalise the consultation document and associated evidence.
6. Gives delegated authority to the Lead Member for Finance in consultation with the Lead Member for Planning and the Director of Development and Regeneration to finalise the budgetary resources to support the preparation of the Borough Local Plan.

## 2. Background to recommendation

### Introduction

- 2.1 At Cabinet on 12 December 2013 a set of preferred policy options for the Borough Local Plan were agreed for public consultation. The consultation invited comments on the suitability for development of a number of areas currently designated as Metropolitan Green Belt (see Appendix A). This would allow Cabinet to make an informed decision on the most suitable long term strategy for the borough, balancing social and economic needs and environmental impacts.
- 2.2 This report provides an update on the plan process, including recent clarifications to national planning policy. It outlines the recommended content for the Second Preferred Options Consultation scheduled for June 2015 and actions that will be undertaken in the lead up to this.

### Updates to National Planning Guidance

- 2.3 The National Planning Policy Framework (the Framework) sets out the government's policy on planning including the context in which the Borough Local Plan must be prepared. Being consistent with national policy is one of the tests against which the plan will be examined. The government has published a series of National Planning Practice Guidance to expand and clarify policy within the Framework. A summary of the Framework with regard to development needs, housing and Green Belt is set out in Appendix C.
- 2.4 Updates to the National Planning Practice Guidance "Housing and Economic Land Availability Assessment" in November 2014 reaffirm the importance of the Green Belt in the Framework. Once housing needs have been objectively assessed, each local planning authority should use their Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and economic viability of land within their area taking into account constraints such as the Green Belt which may restrain the ability of the authority to meet their share of the housing market area's objectively assessed housing need.
- 2.5 In December 2014, the Minister of State for Housing and Planning published a letter sent to the Chief Executive of the Planning Inspectorate explaining the government's policy position on the assessment of housing needs through Strategic Housing Market Assessments (SHMA). It explains that whilst the SHMA is the first stage in identifying the housing needs of an area, councils should take time to carefully consider whether there are environmental and policy constraints, such as the Green Belt, which will impact on their overall final housing requirement and to consider whether there are opportunities to cooperate with neighbouring planning authorities to meet needs across the housing market area.
- 2.6 Extracts from the Guidance and the Ministerial letter are reproduced in Appendix D and Appendix E. The Council is retaining the expertise of Green Balance to assist the Council to stay abreast of the national policy position and to provide advice on the implications for the Borough Local Plan.

#### Housing need and land supply

- 2.7 The RBWM SHMA undertaken in 2013 concluded that the Royal Borough is located in a housing market area which included all local authorities adjoining the Royal Borough plus Reading Borough Council.<sup>1</sup> The projected increase on the number of households across this housing market area was estimated to be around 97,090 between 2011 and 2029 (around 5,390 households per year). Of this around 12,100 households arose from projected change in the Royal Borough (around 670 households per year).
- 2.8 Since the RBWM SHMA was undertaken, revised advice has been published on how to define housing market areas. Additional data has also been released from the 2011 Census and new national household projections are scheduled to be released at the end of February 2015.
- 2.9 To provide a common and up-to-date understanding of the housing market area and housing need, the Berkshire local authorities have jointly

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<sup>1</sup> Bracknell Forest, Reading, Slough, Wokingham, Wycombe, South Bucks, Runnymede, Spelthorne, Surrey Heath.

commissioned an updated SHMA. The Local Enterprise Partnership is an additional funding partner. This project will run until approximately June 2015 and will include engagement with local authorities beyond Berkshire.

- 2.10 Assessments of land supply through the Strategic Housing Land Availability Assessment (SHLAA) show that there is insufficient identifying land within urban areas outside of the Green Belt on which to build sufficient new homes to meet the projected increase in the number of households. The current estimate is that capacity exists for approximately 7,700 dwellings.<sup>2</sup> For the avoidance of doubt this includes the use of higher development densities where they are consistent with achieving an attractive and sustainable form of development, and considers responses to the Borough Local Plan Preferred Options Consultation (January 2014).
- 2.11 One consideration highlighted by the Local Plans Working Group (LPWG) is the role that new housing plays in attracting a younger demographic. Evidence shows that older people are less likely to move. The impact of lower levels of housing delivery is that the local population will age more rapidly and the number of people of working age will decrease. Fewer residents of working age could result in increased commuting into the borough and potentially increases in congestion.
- 2.12 New housing is also crucial to addressing affordability and labour and skills shortages. This is an area of concern highlighted by the Thames Valley Berkshire Strategic Economic Plan, which they are seeking to address by working with the Berkshire authorities on the Berkshire commissioned SHMA to facilitate adequate housing delivery across the housing market area.

### **3. Reason for Recommendation(s) and Options Considered**

#### Scope of the Second Preferred Options Consultation

- 3.1 The principle purpose of the Second Preferred Options Consultation is to cover those elements that, at the time of, the first Preferred Options Consultation the Council did not have a preferred approach. In addition, where there is a material change in previous preferred position, the new position should also be put forward for consultation.

#### Consideration of housing need and supply

- 3.2 The LPWG were asked to consider the issue of housing need and supply and to recommend a preferred approach. The LPWG consideration has included the available evidence on housing need and supply, representations received during the (first) Preferred Options Consultation and the national planning policy context.
- 3.3 The LPWG recommend that the preferred approach is to permit development on suitable land:
  - within urban areas;
  - on previously developed land (PDL) in the Green Belt; and
  - on greenfield land to the south of Ascot High Street as directed by the Ascot, Sunninghill and Sunningdale Neighbourhood Plan.

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<sup>2</sup> Over a plan period April 2011 to March 2030.

- 3.4 Of the 23 areas in the Green Belt on which views were invited in the (first) Preferred Options Consultation, allocations are only recommended within two areas: Land south of Stafferton Way Maidenhead and Land south of Ascot High Street. It is not recommended to allocate land for development within the other areas.
- 3.5 With the exception of the land south of Ascot High Street, undeveloped land within the Green Belt is recommended to be protected. The allocation of the greenfield land south of Ascot High Street is recommended as an exception to facilitate the community's vision for that area as defined in the adopted Ascot, Sunninghill and Sunningdale Neighbourhood Plan to be realised. At referendum 92% of voters supported the adoption of the neighbourhood plan.
- 3.6 Building on PDL in the Green Belt and the greenfield land south of Ascot High Street would enable a further 1,200 dwellings to be built, taking the overall supply to around 8,900 additional dwellings when added to the capacity of urban areas.<sup>3</sup> Adjusting this capacity to allow for a non-implementation rate of 10% would give an annual delivery (housing requirement) of around 425 dwellings per year.
- 3.7 Demographic modelling based on the initial findings from the 2011 Census undertaken to support the RBWM SHMA suggests that this level of building might be sufficient to maintain the current size of the working age population, although the population of senior residents would increase significantly. Overall the supply represents 63% of the projected increase in the number of households (see paragraph 2.7).<sup>4</sup>
- 3.8 The latest national population projections for the Royal Borough (fully based on 2011 Census results) suggest that previous projections have been over-estimating the growth in working age population and under-estimating the growth in senior residents. This would imply that the delivery level needed to maintain the current workforce may be higher than the identified supply.
- 3.9 It should be noted that the LPWG recommendation exceeds guidance in the Framework on the redevelopment of previously developed land. Whilst the Framework supports redevelopment where it would not have a greater impact on the openness of the Green Belt and the purposes of including land in it, the LPWG recommend positively utilising previously developed land, accepting some reduction in openness and the purposes of the Green Belt in order to boost supply.
- 3.10 The LPWG recommend consulting on allocating those sites in Table 1, Table 2 and Table 3 below for housing. Overview maps showing these sites are provided in Appendix B. These are in addition to sites subject to consulted in the (first) Preferred Options Consultation where no action is required. For completeness details of those sites where no further consultation is considered necessary are reproduced in Appendix F.

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<sup>3</sup> The table does not include the potential capacity of Maidenhead Golf Course which is recommended to be allocated as safeguarded land. See paragraph 3.13.

<sup>4</sup> The figure 63% does not include the potential capacity of Maidenhead Golf Course which is recommended to be allocated as safeguarded land. See paragraph 3.13.

Table 1: Recommended new allocations – Sites in the urban areas	
Site	Capacity (net)
Land at St Clouds Way, Maidenhead	500

Table 2: Recommended new allocations - PDL sites in the Green Belt	
Site	Capacity (net)
Land at Grove Business Park, Waltham Road, White Waltham	79
Summerleaze, Summerleaze Road, Maidenhead	100
Land south of Stafferton Way, Maidenhead	440
Land at Water Oakley Farm, Windsor Road, Water Oakley	28
Bray Studios, Down Place, Water Oakley	16
Squires Garden Centre, Maidenhead Road, Windsor	40
Wyvale Garden Centre, Dedworth Road, Windsor	35
Ascot Railway Station Car Park, Station Hill, Ascot	35
Land at Heatherwood Hospital, London Road, Ascot	200
Shorts Recycling Centre, St Georges Lane, Ascot	65

Table 3: Recommended new allocations – Greenfield sites in the Green Belt <sup>5</sup>	
Site	Capacity (net)
Land south of Hermitage Parade, High Street, Ascot	100

3.11 Notwithstanding the above, the LPWG recognise the significant difference between the projected increase in households based on past trends and the residential capacity of the recommended approach.

#### Other matters

3.12 In addition to the above, it is recommended that the following matters are included in the Second Preferred Options Consultation.

- Proposed amendments to Preferred Policy Option GBC6 (Major Developed Sites in the Green Belt)
- Proposed amendments to Preferred Policy Option HOU4 (Affordable Housing)
- Proposed amendments to Preferred Policy Option RET2 (Maidenhead and Windsor Town Centres)
- Proposed amendments to Preferred Policy Option NR2 (Minerals – Preferred Areas for Future Working)
- Proposed amendments to Preferred Policy Option INF1 (Community Facilities)

<sup>5</sup> The table does not include the potential capacity of Maidenhead Golf Course which is recommended to be allocated as safeguarded land. See paragraph 3.13.

- Proposed amendments to Preferred Policy Option INF2 (Sustainable Transport)
- 3.13 It should be noted that LPWG recommend consulting on removing Maidenhead Golf Course from the Green Belt and allocating it as safeguarded land in order to meet longer term development needs. The site is not currently available for development.
- 3.14 The LPWG further recommend consulting on removing Braywick Park from the Green Belt to facilitate the improvement and expansion of leisure and recreational facilities.
- 3.15 Appendix G sets out a framework of matters to be included in the consultation and provides a summary of each.

#### Moving towards a Preferred Strategy for the Borough Local Plan

- 3.16 The Second Preferred Options Consultation is scheduled for June 2015. To support the consultation, a range of evidence documents will need to be updated and finalised. Delegated authority is sought to the Lead Member for Planning to agree the final form and content of these documents in consultation with the Director of Development and Regeneration, the Chairman of the LPWG and the Chairman of the Planning and Housing Overview and Scrutiny Panel.
- 3.17 Key areas of work to be progressed ahead of the consultation include:
- a) Update information on housing need
- 3.18 The Berkshire commissioned SHMA will provide up-to-date information on Objectively Assessed Need for housing within the housing market area, and the spatial area over which this housing should be delivered. This will be the first assessment of housing need to fully take into account the 2011 Census results. The demographic modelling will allow the impact of the housing target to be re-examined. The consultancy GL Hearn has been appointed to undertake this study with a schedule to report in June 2015.
- b) Update information on land supply within the Royal Borough
- 3.19 Information on available land supply within the Royal Borough is based on the SHLAA published in January 2014. Updating this assessment to take into account recent approvals, completions and build out rates, and aligning it with the timeframe used within the Berkshire SHMA will improve certainty around residential capacity within the Royal Borough and ease engagement with other local authorities in the housing market area.
- 3.20 Through the regeneration activities linked to Maidenhead town centre, Officers believe there is increased scope to deliver a greater amount of residential development than currently accounted for. In order to provide a framework to agree any increased capacity, Officers propose to commission a tall buildings strategy to consider where greater flexibility in building heights could be considered beyond that envisaged by the Maidenhead Town Centre Area Action Plan.

3.21 Evidence of increased residential capacity within the Royal Borough would reduce the gap between demand and supply as highlighted by the LPWG, and help to reduce any adverse social and economic impacts of a reduced housing supply. Taking positive steps to reduce the gap will reduce the probability of the Borough Local Plan being found unsound.

c) Engagement with other local authorities

3.22 The Framework recognises that some local authorities will not be able to meet development requirements wholly within their own area, for instance because of a lack of physical capacity or because doing so would cause significant harm to the principles and policies of the Framework. This was reinforced through the recent updates to the National Planning Practice Guidance and the Ministerial letter.

3.23 Under the Duty to Cooperate, Officers will seek to engage with other local authorities ahead of the Second Preferred Options Consultation. Through this engagement Officers will explain the extensive work undertaken to accommodate housing needs arising from within the Royal Borough, including the analysis of land within the Green Belt, and explore what scope they might have to accommodate additional housing in their area to address the unmet need.

d) Engagement with the Local Enterprise Partnership

3.24 The Framework expects local authorities to have a clear understanding of business needs. This can be achieved in part through working with the Local Enterprise Partnership (LEP). Thames Valley Berkshire LEP’s Strategic Economic Plan recognises the interconnection between places. Officers will engage under the Duty to Cooperate with the LEP to investigate what they perceive the economic role of the Royal Borough to be in the future.

Option	Comments
To endorse the recommended strategy as a basis for consultation (recommended)	This option is considered to provide a sustainable balance between housing and social needs and economic needs, whilst protecting the quality of the environment including the Green Belt.
To endorse a larger number of sites for consultation (not recommended)	This option would result in a comparatively greater number of homes being built compared to the projected increase in the number of households. This would result in consequential negative impacts on the Green Belt.
To endorse fewer sites for consultation (not recommended)	This option would result in fewer homes being built compared to the projected increase in the number of households. This would result in consequential negative economic and social impacts for the borough.

## 4. Key Implications

Defined Outcomes	Unmet	Met	Exceeded	Significantly Exceeded	Date they should be delivered by
Second preferred Options Consultation started by	20/06/2015 onwards	12/06/2015 to 19/06/2015	05/06/2015	29/05/2015	June 2015
% appeals upheld as a result of an up-to date Borough Local Plan	<75%	75-79%	80-89%	90%+	January 2017

## 5. Financial Details

### a) Financial impact on the budget (mandatory)

The budget for progressing the Borough Local Plan is being reviewed. Following this process the budgetary resource necessary to deliver the plan will be put in place.

## 6. Legal Implications

The Borough Local Plan must be prepared within the context of the Town and Country (Local Planning) (England) Regulations 2012 and must take into account the National Planning Policy Framework.

The Council must cooperate with other local planning authorities and other prescribed bodies in the preparation of development plan documents in accordance with Section 110 of the Localism Act 2011 and Section 33A(3) of the Planning and Compulsory Purchase Act 2004.

## 7. Value for Money

The preparation of the Borough Local Plan is likely to maintain the current relatively low level of appeals against the council's planning decisions. It will also enable the Council to collect monetary contributions from developments through Community Infrastructure Levy and New Homes Bonus and to allow residents to plan for the future of their communities through the preparation of Neighbourhood Plans by parish councils and neighbourhood forums.

## 8. Sustainability Appraisal

As part of the Borough Local Plan production process, a sustainability appraisal (SA) needs to be undertaken. This is a continuous process which helps inform the plan preparation. The first stage of this SA – the scoping exercise – was the subject of consultation with the required statutory consultees (Natural England, English Heritage and the Environment Agency) during September 2011.

([http://www.rbwm.gov.uk/public/pp\\_blp\\_sa\\_scoping\\_report.pdf](http://www.rbwm.gov.uk/public/pp_blp_sa_scoping_report.pdf))

## 9. Risk Management

Risks	Uncontrolled Risk	Controls	Controlled Risk
Start of consultation takes place after June 2015	Low	Production of consultation documents to be prioritised	Low

## 10. Links to Strategic Objectives

### Our Strategic Objectives are:

#### Residents First

- Encourage Healthy People and Lifestyles
- Improve the Environment, Economy and Transport
- Work for safer and stronger communities

#### Value for Money

- Invest in the future

#### Delivering Together

- Deliver Effective Services
- Strengthen Partnerships

## 11. Equalities, Human Rights and Community Cohesion

There are not considered to be any equality impacts relating to the recommendations of this report. However, the policies in the Borough Local Plan will be subject to a full Equality Impact Assessment as part of its preparation.

## 12. Staffing/Workforce and Accommodation implications:

Progressing the Borough Local Plan is the main task of the Planning Policy Team and can be achieved within existing resources.

## 13. Property and Assets

The Borough Local Plan will affect development values across the borough, including property owned by the Council.

## 14. Any other implications

N/A

## 15. Consultation

The Planning and Housing Overview and Scrutiny Panel will consider the Cabinet report on 18 February 2015.

## 16. Timetable for Implementation

Aim	Outcome	Target date
To launch the consultation before the end of June 2015	Local communities are aware of and can participate in the consultation	30 June 2015
Review responses to consultation as part of preparation of Final Draft Plan	Final Draft Plan then ready to go forward for consideration by Cabinet and Council	January 2017

## 17. Appendices

Appendix A: (First) Preferred Options Consultation: Areas in the Green Belt where views were invited on suitability for development

Appendix B: Overview maps of recommended new allocations

Appendix C: National Planning Policy Framework - overview

Appendix D: National Planning Practice Guidance Extracts from "Housing and Economic Land Availability Assessment"

Appendix E: Letter from Minister of State for Housing and Planning to the Planning Inspectorate

Appendix F: Sites in urban areas outside the Green Belt

Appendix G: Outline content of Second Preferred Options Consultation

Appendix H: (First) Preferred Options Consultation Green Belt areas

Appendix I: Overview map of recommended allocations

## 18. Background Information

- National Planning Policy Framework and NPPF Technical Guidance – Department for Communities and Local Government, March 2012  
<http://www.communities.gov.uk/publications/planningandbuilding/nppf>  
<http://www.communities.gov.uk/publications/planningandbuilding/nppftechnicalguidance>
- Cabinet Report: Borough Local Plan – Preferred Options Consultation (December 2013)  
<http://www.rbwm.gov.uk/minsys3.nsf/AMByMonth/4A3D6B29B95CBE0080257C430045EAC2?OpenDocument>
- Local Plans Working Group – minutes of meetings (August to November 2014)  
26th August:  
<http://www.rbwm.gov.uk/minsys3.nsf/AMByMonth/CFA8B94A69AA160880257D800042AFED?OpenDocument>  
13th October:  
<http://www.rbwm.gov.uk/minsys3.nsf/AMByMonth/CFA8B94A69AA160880257D800042AFED?OpenDocument>  
21st October:  
<http://www.rbwm.gov.uk/minsys3.nsf/AMByMonth/B7884136CCCB7D0380257D80004D1457?OpenDocument>  
19th November  
<http://www.rbwm.gov.uk/minsys3.nsf/AMByMonth/CA847B62A8054B4780257DA1005D732F?OpenDocument>

## 19. Consultation (Mandatory)

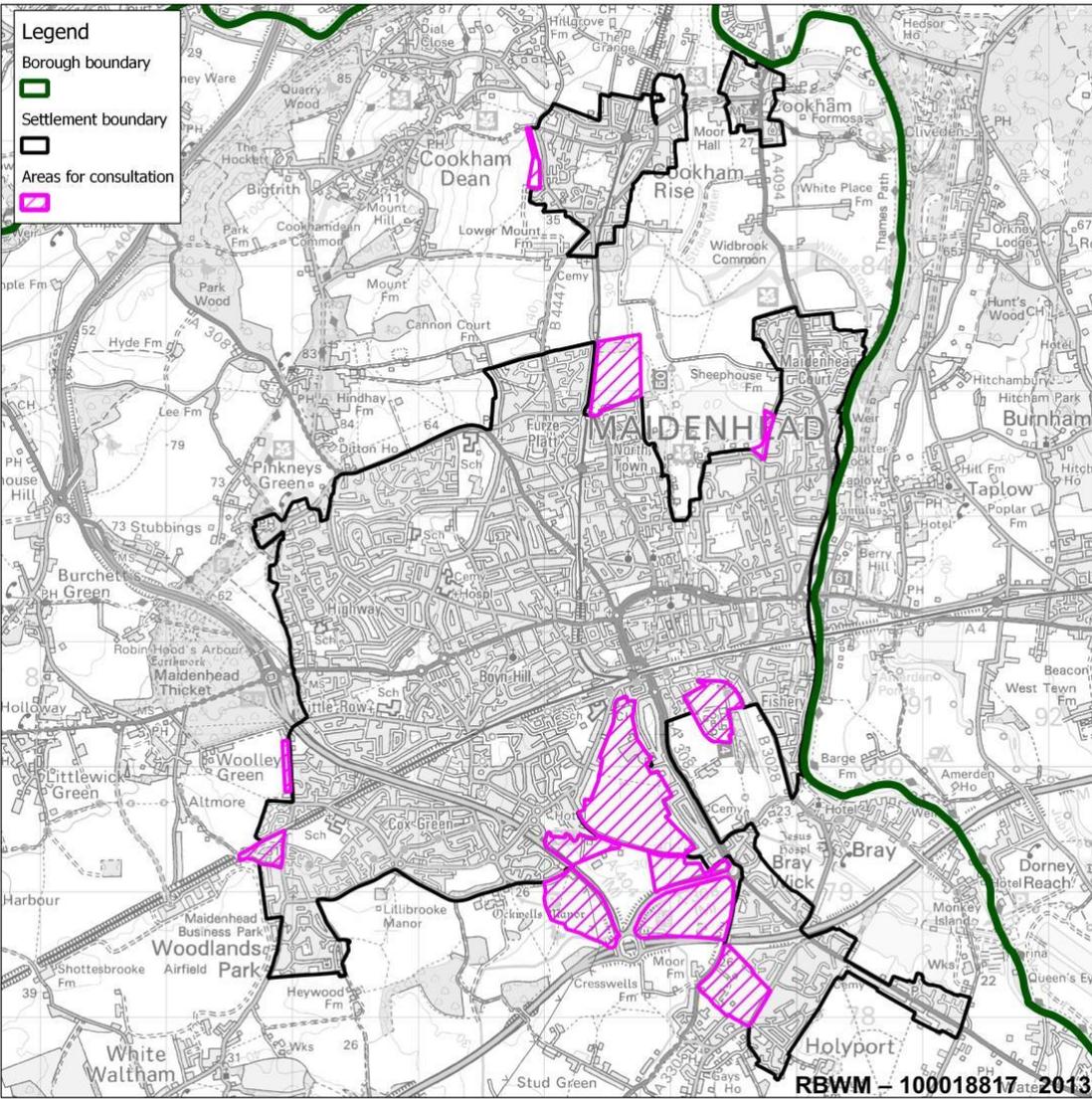
Name of consultee	Post held and Department	Date sent	Date received	See comments in paragraph:
<b>Internal</b>				
Cllr Burbage	Leader of the Council	06/02/2015	06/02/2015	Throughout
Cllr Wilson	Cabinet Member for Planning	29/01/2015 04/02/2015 05/02/2015	30/01/2015 04/02/2015 06/02/2015	Throughout
Andrew Brooker	Interim Director of Corporate Services	06/02/2015		
Chris Hilton	Director of Development and Regeneration	28/01/2015 03/02/2015 04/02/2015 05/02/2015	29/01/2015 05/02/2015	Throughout
Sarah Ball	Strategy and Plans Team Leader	28/01/2015 03/02/2015 05/02/2015	30/01/2015 04/02/2015	
Anna Stamper	Finance Partner	06/02/2015	10/02/2015	
Maria Lucas / Laural Isaacs	Head of Legal Services / Shared Legal Services	06/02/2015	06/02/2015	
Chris Targowski	Cabinet Policy Manager	04/02/2015 05/02/2015	04/02/2015 06/02/2015	
<b>External</b>				
N/A				

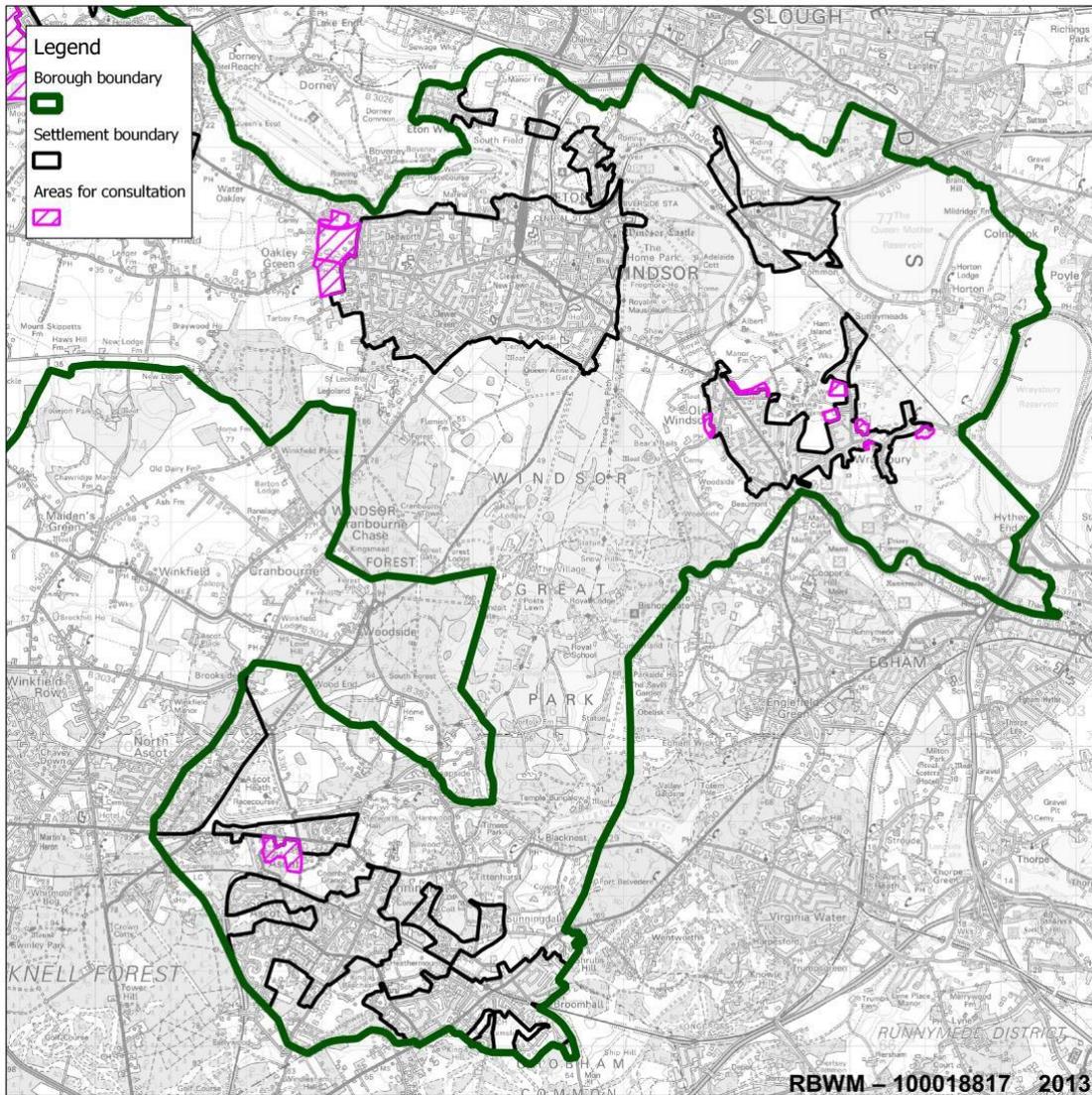
### Report History

<b>Decision type:</b>	<b>Urgency item?</b>
Key decision	No

Full name of report author	Job title	Full contact no:
Ian Bellinger	Principal Planning Officer	01628 796634

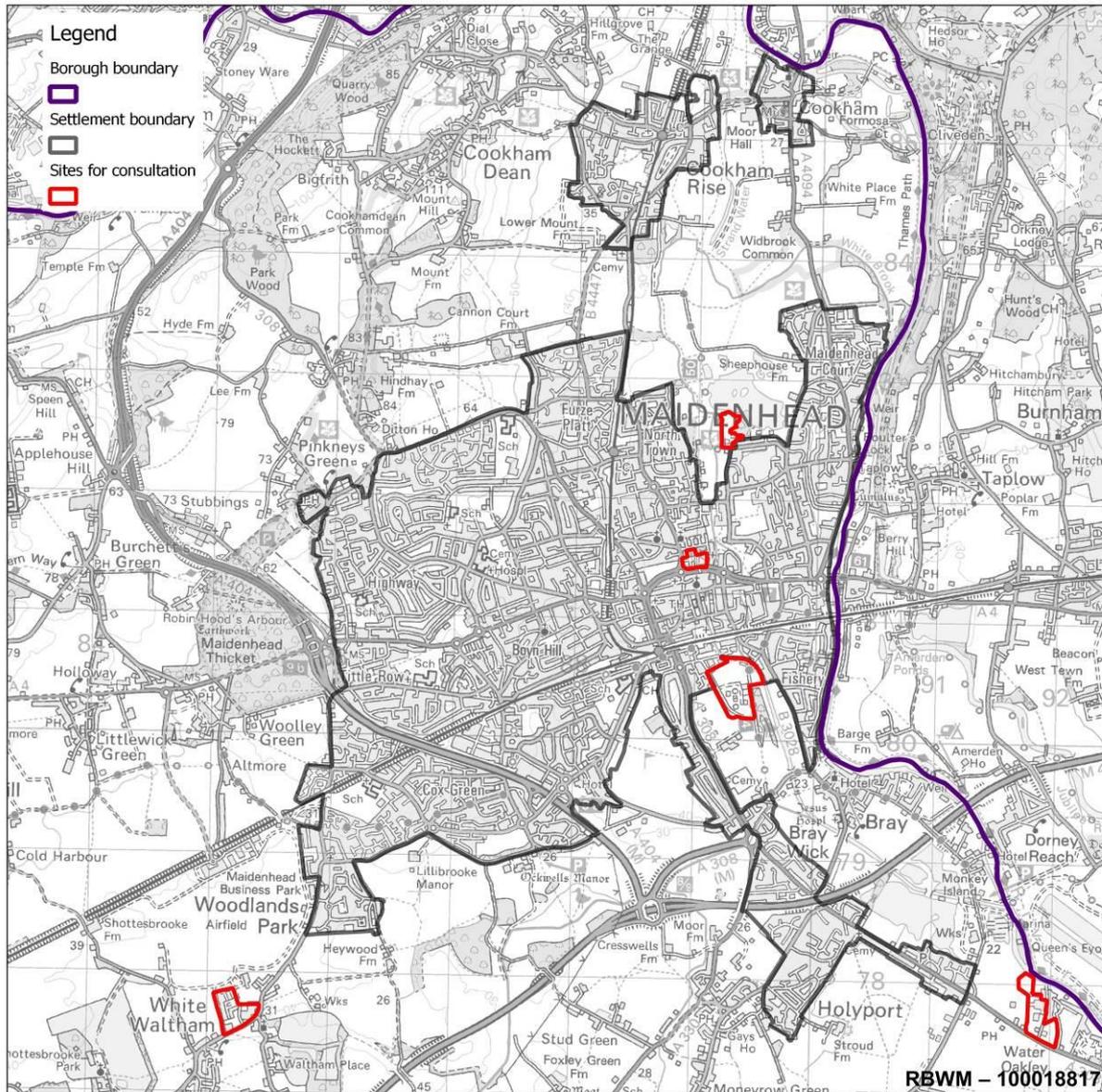
**Appendix A**  
**(First) Preferred Options Consultation: Areas in the Green Belt where views were invited on suitability for development**

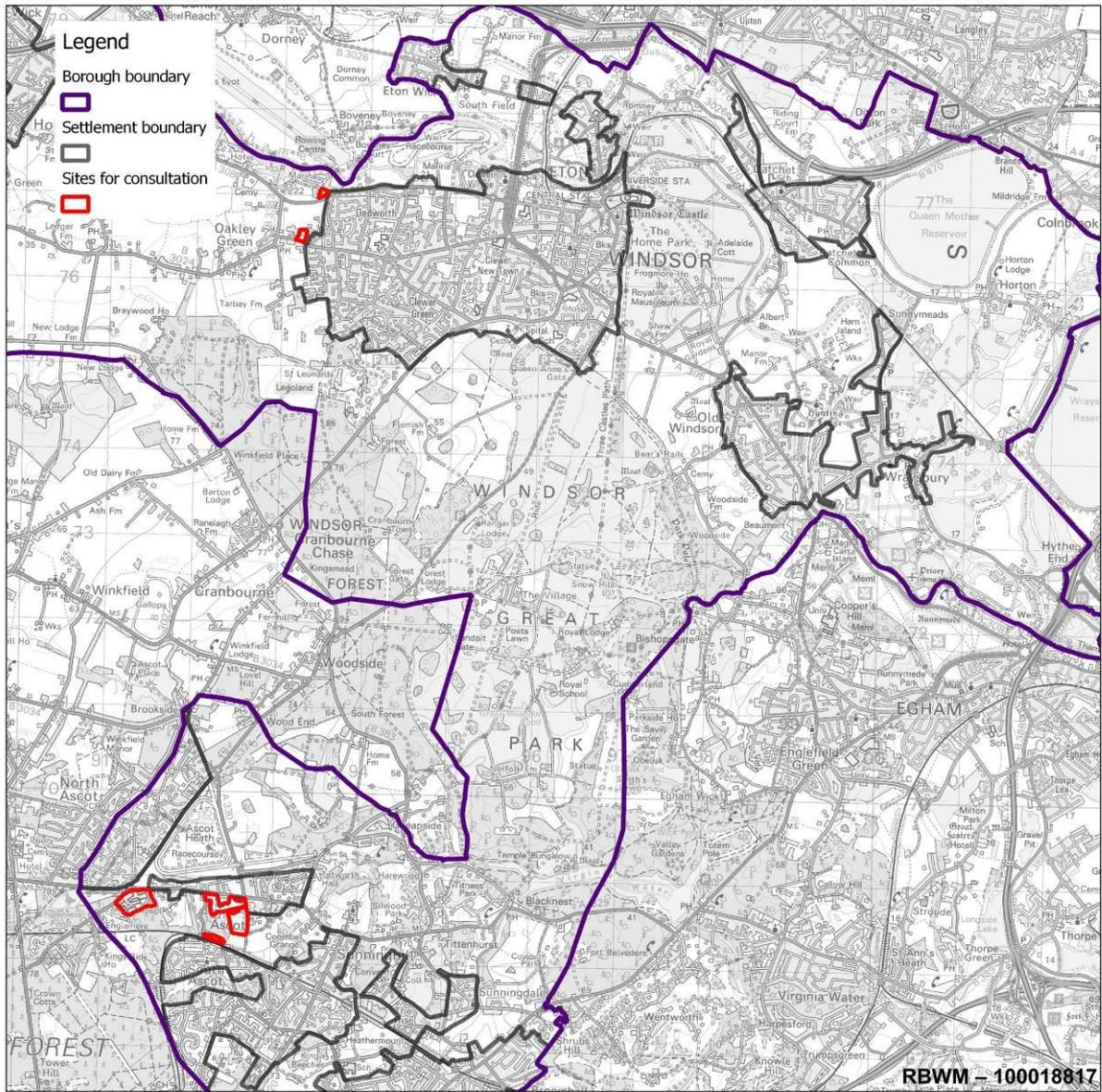




# Appendix B

## Overview maps of recommended new allocations





## Appendix C

### National Planning Policy Framework - overview

- C1 At the heart of the Framework is a presumption in favour of sustainable development. For plan making this means that:
- Local planning authorities should positively seek opportunities to meet the development needs of their area;
  - Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
    - Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
    - Specific policies in the Framework indicate development should be restricted (paragraph 14).
- C2 Areas where the Framework indicates development should be restricted include land designated as Green Belt, designated heritage assets (e.g. conservation areas and historic parks and gardens), locations at risk of flooding and land designated for their international or national importance to nature conservation (e.g. Special Areas of Conservation, Special Protection Areas and Sites of Special Scientific Interest (footnote 9, paragraph 14).
- C3 With regard to housing, the Framework requires the objectively assessed need to be met in the housing market area, as far as is consistent with the policies in the Framework (paragraph 47). A housing market area is a geographical area which reflects the key linkages between where people live and work (i.e. reflects commuting flows, contains the bulk of household moves, and echoes the spatial structure of the area's labour market). Past studies have suggested the Royal Borough to be part of a housing market area which includes a number of other local authorities in Berkshire and adjoining counties.
- C4 Areas where the Framework indicates development should be restricted include land designated as Green Belt (footnote 9, paragraph 14). The construction of new buildings is regarded as inappropriate development except in specific circumstances. These include the limited infilling or partial or complete redevelopment of previously developed sites which would not have a greater impact on the openness of the Green Belt or the purposes of including land in the Green Belt (paragraph 89).
- C5 The Framework further advises that Green Belt boundaries should only be altered in exceptional circumstances, through the preparation and review of the Local Plan (paragraph 83). When reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development, including the consequences of channelling development towards urban areas inside the Green Belt, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt (paragraph 84).

**Appendix D**  
**National Planning Practice Guidance**  
**Extracts from “Housing and Economic Land Availability Assessment”**

Do housing and economic needs override constraints on the use of land, such as Green Belt?

The National Planning Policy Framework should be read as a whole: need alone is not the only factor to be considered when drawing up a Local Plan.

The Framework is clear that local planning authorities should, through their Local Plans, meet objectively assessed needs unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, or specific policies in the Framework indicate development should be restricted. Such policies include those relating to sites protected under the Birds and Habitats Directives, and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park or the Broads; designated heritage assets; and locations at risk of flooding or coastal erosion.

The Framework makes clear that, once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.

Permalink ID 3-044-20141006 Last updated 06 10 2014

Do local planning authorities have to meet in full housing needs identified in needs assessments?

Local authorities should prepare a Strategic Housing Market Assessment to assess their full housing needs.

However, assessing need is just the first stage in developing a Local Plan. Once need has been assessed, the local planning authority should prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period, and in so doing take account of any constraints such as Green Belt, which indicate that development should be restricted and which may restrain the ability of an authority to meet its need.

Permalink ID 3-045-20141006 Last updated 06 10 2014

# Appendix E

## Letter from Minister of State for Housing and Planning to the Planning Inspectorate



**Brandon Lewis MP**  
*Minister of State for Housing and Planning*

**Department for Communities and Local Government**  
Fry Building  
2 Marsham Street  
London  
SW1P 4DF

Simon Ridley  
Chief Executive  
The Planning Inspectorate  
Temple Quay House  
2 The Square  
Temple Quay  
Bristol  
BS1 6PN

[www.gov.uk/dclg](http://www.gov.uk/dclg)

19<sup>th</sup> December 2014

Dear Simon,

### **Strategic Housing Market Assessments**

I am writing to ensure our existing policy position on emerging evidence in the form of Strategic Housing Market Assessments is clear.

We have set out in our recent guidance that a Strategic Housing Market Assessment is just the first stage in developing a Local Plan and councils can take account of constraints which indicate that development should be restricted ([http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/stage-5-final-evidence-base/#paragraph\\_045](http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/stage-5-final-evidence-base/#paragraph_045)).

The extent of constraints will be justified on a case by case basis for each Local Plan, depending on particular local circumstances, within a housing market area.

Many councils have now completed Strategic Housing Market Assessments either for their own area or jointly with their neighbours. The publication of a locally agreed assessment provides important new evidence and where appropriate will prompt councils to consider revising their housing requirements in their Local Plans. We would expect councils to actively consider this new evidence over time and, where over a reasonable period they do not, Inspectors could justifiably question the approach to housing land supply.

However, the outcome of a Strategic Housing Market Assessment is untested and should not automatically be seen as a proxy for a final housing requirement in Local Plans. It does not immediately or in itself invalidate housing numbers in existing Local Plans.

Councils will need to consider Strategic Housing Market Assessment evidence carefully and take adequate time to consider whether there are environmental and policy constraints, such as Green Belt, which will impact on their overall final housing

requirement. They also need to consider whether there are opportunities to co-operate with neighbouring planning authorities to meet needs across housing market areas. Only after these considerations are complete will the council's approach be tested at examination by an Inspector. Clearly each council will need to work through this process to take account of particular local circumstances in responding to Strategic Housing Market Assessments.

As you are aware, the Secretary of State can recover appeals, for example where he considers that they raise issues of national importance. This is important to support the application of relevant policies at national level.

A handwritten signature in black ink, appearing to read 'Brandon Lewis', with a long horizontal flourish extending to the right.

**BRANDON LEWIS MP**

## Appendix F

### Sites in urban areas outside the Green Belt

Site in urban areas outside the Green Belt	
Site	Capacity (net) <sup>6</sup>
Land at High Street, Ascot	110
Gas holder station, Bridge Road, Sunninghill	80
Broomhall car park and land adjoining, Sunningdale	28
Holcombe House and The White House, London Road, Sunningdale <sup>7</sup>	10
Gas holder station, Whyteladyes Lane, Cookham Rise	41
Land at St Clouds Way, Maidenhead	500
Land at Ray Mill Road East, Maidenhead	87
35, 37 and 33 (Velmead Works), Lower Cookham Road, Maidenhead	18
Belmont Place, Belmont Road, Maidenhead	18
DTC, Research, Belmont Road, Maidenhead	123
Exclusive House, Oldfield Road, Maidenhead	24
Land east of Oldfield Road, Maidenhead	30
General Motors Europe, 150 Bath Road, Maidenhead	14
Maidenhead Lawn Tennis Club, All Saints Avenue, Maidenhead	32
Middlehurst, 99-03 Boyn Valley Road, Maidenhead	15
Reform Road Industrial Estate, Reform Road, Maidenhead	100
Travis Perkins Wood Yard, Boyn Valley Road, Maidenhead	58
Former Stiefel Laboratories, Whitebrook Park, Lower Cookham Road, Maidenhead	36
Straight Road Works, 65A Straight Road, Old Windsor	20
95 Straight Road, Old Windsor	11
Area between Alma Road and Goslar Way, Windsor	84
Offices at Thames Side, Windsor	40
Sawyers Close, Windsor	200
Territorial Army Centre, Bolton Road, Windsor	22
Vale Road Industrial Estate, Vale Road, Windsor	110
Former Windsor Fire Station, St Marks Road, Windsor	10
<b>TOTAL</b>	<b>1,821</b>

Note:

Following an approach from the Central Windsor Neighbourhood Business Plan, the Local Plans Working Group recommend removing the below sites from the list of proposed allocations and to reflect an indicative capacity within the Strategic Housing Land Availability Assessment.

- Post Office, William Street and Telephone Exchange, Bachelors Acre
- Crown House and Charriott House, Victoria Street

<sup>6</sup> Site capacities are those considered and recommended by the Local Plans Working Group.

<sup>7</sup> The site included in the Preferred Options consultation included the property High Peak. Planning permission has been granted for a net increase of 9 dwellings which is included within the existing commitments. The site name and capacity has been accordingly adjusted.

- Minton Place, Victoria Street

This action allows the Council to take account an indicative capacity whilst extending flexibility to the neighbourhood plan.

**Appendix G**  
**Outline content of Second Preferred Options Consultation**

Preferred Policy Option HOU1 (Amount and Distribution of Housing)

- G1 It is proposed that the housing requirement defined in Preferred Policy Option HOU1 is based on the capacity of:
- Urban areas;
  - Suitable previously developed land in the Green Belt; and
  - Greenfield land in the Green Belt to the south of Ascot High Street.
- G2 Available evidence suggests this could deliver an additional 8,900 dwellings. Adjusting this capacity to allow for a non-implementation rate of 10% would give an annual delivery of 425 dwellings (on average).
- G3 The social and economic benefits derived from supporting the redevelopment of previously developed land current in the Green Belt couples with the relatively limited impact that would be caused by development are considered to be exceptional circumstances sufficient to justify amending the Green Belt boundary.

Preferred Policy Option HOU2 (Allocated Housing Development Sites)

- G4 It is proposed to add the following new sites to those already proposed to be allocated in Table 4 of Preferred Policy Option HOU2 in the (first) Preferred Options Consultation. The indicative capacity of each site is also provided. Indicative maps showing these sites are provided in Appendix B.
- G5 Those sites which comprise previously development land and adjoin settlements which are excluded from the Green Belt are proposed to be removed from the Green Belt and allocated to provide greater flexibility. Sites which do not adjoin an excluded settlement would be allocated within the Green Belt.

Table 1: Recommended new allocations – Sites in the urban areas	
Site	Capacity (net)
Land at St Clouds Way, Maidenhead	500

Table 2: Recommended new allocations – Previously Development Land in the Green Belt	
Site	Capacity (net)
Land at Grove Business Park, Waltham Road, White Waltham	79
Summerleaze, Summerleaze Road, Maidenhead	100
Land south of Stafferton Way, Maidenhead	440
Land at Water Oakley Farm, Windsor Road, Water Oakley	28
Bray Studios, Down Place, Water Oakley	16
Squires Garden Centre, Maidenhead Road, Windsor	40

Wyvale Garden Centre, Dedworth Road, Windsor	35
Ascot Railway Station Car Park, Station Hill, Ascot	35
Land at Heatherwood Hospital, London Road, Ascot	200
Shorts Recycling Centre, St Georges Lane, Ascot	65

Table 3: Recommended new allocations – Greenfield land in the Green Belt

Site	Capacity (net)
Land south of Hermitage Parade, High Street, Ascot	100

New Preferred Policy Option (Safeguarded Land)

- G6 Land at Maidenhead Golf Course is proposed to be removed from the Green Belt and then allocated as safeguarded land in order to meet longer term development needs.
- G7 The land is not currently available for development.
- G8 The land which is around 53 hectares in size is in a highly sustainable location, extending into central Maidenhead. The benefits of identifying safeguarded land and the sustainable location of the site are considered to be exceptional circumstances sufficient to justify amending the Green Belt boundary.

Preferred Policy Option INF1 (Community Facilities)

- G9 Braywick Park is proposed to be removed from the Green Belt and allocated for leisure and recreation use under an amendment to Preferred Policy Option INF1.
- G10 Braywick Park is the largest public open space in Maidenhead, covering 40 hectares including 22 hectares of sports grounds, a 15 hectare Local Nature Reserve and a small formal Park. Within its 22 hectares of sports grounds are a range of sporting facilities including rugby, football, hockey, archery, target shooting and athletics. The Park also houses SportsAble (the Sports Association for the Disabled) and a Golf Centre. The 15 hectare Local Nature Reserve provides a range of habitats for local wildlife and opportunities for informal recreation. The Nature Reserve is also used as an educational resource by the Rangers at Braywick Nature Centre for a wide range of events and activities they run for the public, schools and youth groups along with other visitors.
- G11 Many of the facilities are in need of improvement and various groups would like to improve their standing locally and regionally. Furthermore, if St Cloud Way is to be redeveloped to maximise its potential, the Magnet Leisure Centre would need to be relocated. In the near future the latter will in any event reach a point where significant funds will be required to either refurbish or replace it. Braywick Park is a good location because of the potential synergies with other sport and recreation at the site and its proximity to the centre of town. The increase in built form and other urbanising impacts (artificial pitches and tracks, lighting, parking and various new and enlarged buildings) all present

conflict with the site's location in the Green Belt. The social benefits to be derived from supporting Braywick Park to become a revitalised sport park serving the town, the borough and for some sports the region, are considered to be exceptional circumstances sufficient to justify amending the Green Belt boundary.

#### Preferred Policy Option GBC6 (Major Developed Sites in the Green Belt)

- G12 It is proposed to refocus Preferred Policy Option GBC6 to refer to "important sites within the Green Belt" so that it more readily supports the local economy and the visitor economy in particular, to enable the continued economic success of the borough. This change is in response to representations received to the (first) Preferred Options Consultation.
- G13 Within this context and in light of the Borough Local Plan tourism objectives Ascot Racecourse and Windsor Racecourse would be included within the list of important sites in the Green Belt in addition to those already referenced under GBC6 in the (first) Preferred Options Consultation.
- G14 As a result of the proposed change to Preferred Policy HOU2 Heatherwood Hospital would be removed from the Green Belt, removing the necessity for it to be identified as an important site in the Green Belt.

#### Preferred Policy Option HOU4 (Affordable Housing)

- G15 In November 2014 the government updated the National Planning Practice Guidance: Planning Obligations. Guidance is now that affordable housing contributions should not be sought from developments of 10 units or less, and which have a maximum combined gross floor space of 1,000sqm.
- G16 The (first) Preferred Options Consultation proposed that contributions should be sought from developments of 5 units or more. An amendment will be proposed responding to the new guidance.

#### Preferred Policy Option RET2 (Maidenhead and Windsor Town Centres)

- G17 It is proposed to amend Preferred Policy Option RET2 to give greater recognition of the economic, retail and tourism role of Windsor.

#### Preferred Policy Option NR1 to NR 7 Minerals and Waste

- G18 The Council is considering how best to bring forward up-to-date minerals and waste policies either through the Borough Local Plan or through joint working with other Berkshire local authorities. It is anticipated that Preferred Policy Options NR1 to NR7 will be amended to reflect this decision.
- G19 Land has been promoted in response to the (first) Preferred Options consultation, seeking an allocation for sand and gravel extraction at land at Water Oakley Farm, Maidenhead. The site was originally nominated for inclusion in the Berkshire Minerals and Waste Development Framework in

2008. At that time the site was agreed for inclusion by the Royal Borough in the draft Berkshire Minerals and Waste Development Control and Preferred Areas Development Plan Document (2009), but this document did not continue to adoption after the Berkshire Joint Minerals and Waste Local Development Framework: Core Strategy was withdrawn after the close of its public examination, in 2009.

- G20 Consideration will need to be given to whether consultation on this site forms part of the Second Preferred Options Consultation or for a more general call for sites to be undertaken as a separate exercise to allow other potential sites to be promoted for consideration.

Preferred Policy Option INF2 (Sustainable Transport)

- G21 It is proposed to amend Preferred Policy Option INF2 to provide support for the linking of the two rail lines in Windsor provided that it can be demonstrated there would be no substantial harm to any heritage asset and that the proposals are otherwise in accordance with the Borough Local Plan.
- G22 The linking of the two railway lines in the town of Windsor could deliver significant improvements in public transport. Currently, one is operated by First Great Western and the other by South West Trains, with the former using Windsor Central Railway Station and the latter operator using Windsor Riverside Station. The Windsor Link Railway proposal would create one Windsor station serving both networks on one continuous railway line.

**Appendix H**  
**(First) Preferred Options Consultation Green Belt areas**

The following table lists those areas in the Green Belt on which views were invited in the (first) Preferred Options Consultation and indicates whether any land within that area is recommended to go forward for consultation as part of the Second Preferred Options Consultation.

Area	Recommendation
Area west of Whyteladyes Lane, Cookham Rise	Reject
Area around Spencers Farm, east of Cookham Road, Maidenhead	Reject
Area west of Sheephouse Road, Maidenhead	Reject
Strip of land west of Cannon Lane, Cox Green	Reject
Area south of railway and north of Breadcroft Lane, Cox Green	Reject
Area including Maidenhead Golf Course	Consult on allocation as safeguarded land
Area west of A404(M)	Reject
Triangle enclosed by M4, A308(M) and Ascot Road, Maidenhead	Reject
Area north of Kimbers Lane, Maidenhead	Reject
Area south of Harvest Hill Road, Maidenhead	Reject
Area south of Stafferton Way, Braywick, Maidenhead	Consult on allocation
Area between Ascot Road and Holyport Road, Holyport	Reject
Area north of A308, south of Maidenhead Road, Windsor	Reject
Area south of A308, east of Oakley Green Road and north of Dedworth Road, Windsor	Reject
Area south of Dedworth Road, west of Broom Farm Estate, Windsor	Reject
Area south of Old Ferry Drive, Wraysbury	Reject
Area south of The Drive, Wraysbury	Reject
Area south of Waylands, Wraysbury	Reject

Area south of St Andrew's Close, Wraysbury	Reject
Area around Tithe Farm, Wraysbury	Reject
Area north of Church Road, Old Windsor	Reject
Area west of Old Windsor and north of Crimp Hill, Old Windsor	Reject
Area south of High Street, Ascot	Consult on allocation

**Appendix I**  
**Overview maps of recommended allocations**

