

Report Title:	Sawyers Close - Stakeholder Masterplan Document
Contains Confidential or Exempt Information	No - Part I
Cabinet Member:	Councillor Phil Haseler, Cabinet Member for Planning, Parking, Highways and Transport
Meeting and Date:	Cabinet – 30 March 2023
Responsible Officer(s):	Andrew Durrant, Executive Director of Place Services Adrien Waite, Head of Planning
Wards affected:	Clewer & Dedworth East, Clewer & Dedworth West

REPORT SUMMARY

This report outlines the Borough Local Plan requirement for the preparation of Stakeholder Masterplan Documents (SMD) and summarises the process and outcome in relation to the Stakeholder Masterplan Document for Sawyers Close in Windsor.

The report recommends that Cabinet approves the Sawyers Close Stakeholder Masterplan Document as an important material consideration for Development Management purposes.

1. DETAILS OF RECOMMENDATION(S)

RECOMMENDATION: That Cabinet notes the report and:

- i) Approves the Sawyers Close Stakeholder Masterplan Document Stakeholder Masterplan Document as an important material consideration for Development Management purposes.**

2. REASON(S) FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

Options

Table 1: Options arising from this report

Option	Comments
Approve the Sawyers Close Stakeholder Masterplan Document Stakeholder Masterplan Document for Development Management purposes.	The site promoter, stakeholders, local residents and local planning authority have worked collaboratively on the Stakeholder Masterplan Document. If

Option	Comments
<p>This is the recommended option.</p>	<p>approved for Development Management purposes, the document will help to ensure a high-quality development that takes into account the views of the local community and other stakeholders.</p>
<p>Not approve the Sawyers Close Stakeholder Masterplan Document Stakeholder Masterplan Document for Development Management purposes.</p> <p>This is not the recommended Option.</p>	<p>Deciding not to approve the Stakeholder Masterplan Document would undermine the Stakeholder Masterplanning process set out in the Borough Local Plan. If there is a significant concern about an aspect (or aspects) of the Stakeholder Masterplan Document, Officers could review the Stakeholder Masterplan Document, and a revised version brought back to Cabinet for approval.</p>

- 2.1 The adopted Borough Local Plan (BLP) places great importance on ensuring that development is sustainable, and that it positively contributes towards the qualities and character of the Borough. The Plan's Spatial Vision states that: *"...development will be expected to promote sustainability and add to the special qualities of the Borough through high quality design, effective and efficient use of land and protection of valued heritage, natural and other assets."*
- 2.2 To assist in implementing the Spatial Vision, BLP Policy QP1 (Sustainability and Placemaking) introduces a requirement for the preparation of 'stakeholder masterplans' for developments that will deliver 100 or more net new dwellings, or more than 5,000 sq. m of employment or mixed use floorspace. The supporting text to Policy QP1 explains that the stakeholder masterplanning process formalises good practice in relation to pre-application discussions, by requiring developers of larger sites to engage with the Council, local community, and other stakeholders at an early stage in the development process.
- 2.3 The developer is responsible for preparing the Stakeholder Masterplan Document (SMD). In summary, the process involves:
- Engagement with the Council, local community and other stakeholders on key issues, priorities, and development options;
 - Preparation of the draft SMD;
 - Consultation on the draft document;
 - Consideration of the consultation responses, with amendments to be made to the draft SMD as appropriate/ necessary; and
 - Preparation of the final SMD.

- 2.4 The last stage in the process is for the final SMD to be presented to Cabinet, with a recommendation that the document be approved as an important material consideration for Development Management purposes.
- 2.5 The remainder of this Cabinet report addresses the process of preparing the SMD for Sawyers Close Stakeholder Masterplan Document, the content of the SMD, and the next steps.
- 2.6 The Sawyers Close site is not a housing allocation site in the Borough Local Plan. It comprises four eight-storey towers, built in the 1960s, located about 2km to the west of Windsor town centre. It currently consists of 192 flats. However, as the developer of the site is proposing around 230 net new homes (around 421 in total), the development passes the threshold for the policy requirement for a Stakeholder Masterplan Document as described above.
- 2.7 Abri (developer/housing association) propose to make all the homes on site affordable, including shared ownership. The approval of the SMD will therefore support the Corporate Plan priorities of creating a sustainable borough of opportunity and innovation, helping to create a ladder of housing opportunity and empowering and enabling our residents, communities, and businesses to maximise their potential.
- 2.8 Extensive pre-application discussion and engagement has already taken place regarding the proposed development of the site. Abri and Savills (planning agent) began pre-application and initial concept discussions in May 2021. Stakeholder (local community, interest groups, elected Councillors and Council officers) and community consultation took place throughout the Summer of 2021 with a series of events encouraging feedback on development proposals.
- 2.9 In March 2022, Abri conducted a Sawyers Close Future Homes Survey which asked residents a series of detailed questions about the homes they live in now, and the kinds of places that they would like to live in in the future. Almost half of all households responded to the Survey, providing information on their accommodation preferences, including bigger balconies, more storage space and private gardens.
- 2.10 Following on from the Future Homes Survey, Abri held a further stakeholder and community consultation event in April and May of 2022 which focused on discussions with current residents of Sawyers Close. Across two days, 90 people attended in person sessions with the project team with 87% of respondents either strongly supporting or supporting the proposed new layout of the site.
- 2.11 Another consultation event was held on 25 June 2022 at which the project team presented further refined proposal at a public exhibition. The event was split into three parts, one for Councillors, one for current residents and one for the wider community, with 144 attendees across the day. Feedback was again overwhelmingly positive.
- 2.12 With the recommendations of Officers at RBWM, Abri then presented its evolving proposals to an independent Design Review Panel (DRP) of architects, landscapers, planners and sustainability consultants. The feedback received has been incorporated into the design of the proposed development on site.

- 2.13 A draft SMD document was then prepared and submitted to the Council for review on 14 December 2022. Following feedback from Council Officers on the draft SMD, Abri began a formal four-week community consultation on 9 January 2023, which closed on 13 February 2023. A dedicated project website (<https://www.sawyersclose.com/news/consultation-on-draft-stakeholder-masterplan/>) was set up along with an email address and phonenumber was set up to enable community members to engage with the project team.
- 2.14 Three in person drop-in sessions relating to the SMD consultation were held on the Sawyers Close site on Thursday 19 January, Tuesday 24 January, and Tuesday 7 February.
- 2.15 The Abri/Savills project team have also met with officers on several occasions over the course of the last 6 months, to discuss particular aspects of the project in more detail.
- 2.16 The SMD produced provides a description of the site and a summary of the planning policy context; summarises the stakeholder and community engagement events that have been carried out, and the responses received during the engagement phase. It sets out a series of development objectives for the site; identifies the principal opportunities and constraints associated with the site; and outlines the development/design principles that will guide the future development of the site.
- 2.17 Some of the main SMD objectives and principles to highlight, include:
- An increase in the level of biodiversity within the site via the creation of ecological corridors to complement the existing green infrastructure at the site.
 - A commitment to ensuring that a minimum of 10% Biodiversity Net Gain is achieved. Retention and enhancement of as many existing trees on site as possible with new trees planted.
 - A network of pedestrian and cycle routes provided through the site, accessible to and by all, and the creation of a clear street hierarchy that prioritises pedestrians and cyclists. Futureproofing of the cycle infrastructure by making sure it joins with a proposed cycle lane along Maidenhead Road.
 - The creation of character areas in the scheme that will reflect the local context to support placemaking. Including the development of spaces at junctions of key routes within the masterplan to become nodal points, using key moves such as increased heights, changed landscaped features to create placemaking within the scheme.
 - Ensuring that existing residents living at the site will only need to move once during the construction process.
 - A new re-provided Community Centre with improved facilities making it available to the wider community. A re-established Community Garden and Community Orchard

- A comprehensive drainage strategy including a new drainage basin and the creation of shallow swales and rain gardens to create additional areas of water retention.

2.18 Abri/Savills received 6 responses to the online survey and 17 emails during the consultation. Section 7 of the SMD includes a summary of those representations and a response to them.

2.19 A copy of the final SMD, as recommended for approval for Development Management purposes, is attached as **Appendix C**.

2.20 The main changes made to the SMD, as a result of the consultation feedback, include:

- Integration of water attenuation features into the scheme.
- Primary access road to be adjusted to achieve access to Plot D
- North-Southeast pedestrian route path adjusted
- Basin adjusted to meet flooding requirements
- Increased active frontages on ground floors
- Plot E removed with homes relocated across the site
- Plot B, C and D orientation to be amended to define new pedestrian routes across the site.

2.21 Overall, the Stakeholder Masterplanning process has been generally well received by residents and other stakeholders. There are two outstanding issues with the SMD that have not yet been fully resolved. These are as follows:

1. Concern over the proposed off-site provision of children and youths play provision. Such facilities should be provided on-site;
2. Despite the proposal including a cycle hub and a car club, concern over the lack of firm provision to encourage sustainable travel and minimise private car use.

These matters will need to be addressed at the planning application stage.

2.22 Moving forward, and subject to Cabinet approving the SMD for Development Management purposes, Abri/Savills will prepare and submit a planning application later in 2023.

3. KEY IMPLICATIONS

Table 2: Key Implications

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
The SMD helps to deliver a high-quality scheme on Sawyers Close Stakeholder Masterplan Document, which meets the requirements of	The high-level design principles, developed with input from the local community, and set out in the SMD, are not taken	The high-level design principles, as set out in the SMD, are generally taken forward, and positively influence the planning	The high-level design principles, as set out in the SMD, are mostly taken forward, and positively influence the planning application	The high-level design principles, as set out in the SMD, are taken forward and strengthened (with further community input at planning application stage) and positively	Upon determination of the Reserved Matters applications/ completion of the development.

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
the BLP, is appropriate to context and respects its surroundings.	forward/ are watered down.	application proposals/ development on the ground.	proposals/ development on the ground.	influence the planning application proposals/ development on the ground.	

4. FINANCIAL DETAILS / VALUE FOR MONEY

- 4.1 The hosting of the engagement sessions, publicity, drafting of the SMD, and organisation of the consultation, were all the responsibility of Abri/Savills (albeit with guidance and input from Council officers and their advisors).
- 4.2 A Planning Performance Agreement was agreed with Abri which includes the financial resources needed to account for the Stakeholder Masterplanning process.
- 4.3 Funding for this work has therefore all been contained within existing resources and has not required additional funding from the Council.

5. LEGAL IMPLICATIONS

- 5.1 The Sawyers Close Stakeholder Masterplan Document will not form part of the Development Plan in the Royal Borough. It would not have the same weight as a Supplementary Planning Document (SPD) produced in accordance with [Regulations 11 to 16 of the Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#).
- 5.2 SMDs are effectively the first stage in the development process on the larger housing sites within the Borough (in effect an expanded pre-application submission, but with added public engagement intended to allow residents to have an input into the development of the sites). We are therefore expecting the developer at Sawyers Close Stakeholder Masterplan Document to come forward with a planning application(s) which would be based upon the SMD following the adoption of the SMD by Cabinet.
- 5.3 In light of the community engagement and consultation undertaken in relation to the SMD, some weight must already be attributed to the SMD, but in accordance with the process prescribed in the BLP, and to Abri/Savills confidence that the Council is supportive of the design objectives and design principles in the SMD, Officers are recommending that Cabinet formally approves the SMD as an important material consideration for Development Management purposes.
- 5.4 This is a process that will be repeated for other housing sites within the borough in order to comply with policy QP1. The Land West of Windsor site had its SMD adopted by Cabinet in October 2021, Spencer's Farm in July 2022, and Land east of Woodlands Park Avenue in January 2023.

6. RISK MANAGEMENT

Table 3: Impact of risk and mitigation

Threat or risk	Impact with no mitigations in place or if all mitigations fail	Likelihood of risk occurring with no mitigations in place.	Mitigations currently in place	Mitigations proposed	Impact of risk once all mitigations in place and working	Likelihood of risk occurring with all mitigations in place.
Local community concerns and issues are not taken into account at the planning application stage.	Major	High	The local community will have an opportunity to comment on the any proposed schemes at planning application stage.	Approve the SMD for development management purposes, ensuring that the comments from the local community are considered at the planning application stage.	Minor	Low
Other developers and promoters of sites with 100+ housing units resist preparing Stakeholder Masterplans.	Moderate	Medium	Any site with 100+ units would not comply with policy QP1 of the BLP.	Approve the SMD for development management purposes, ensuring that other developers will see the benefit of preparing and SMD.	Minor	Low
Design principles in the SMD are watered down in delivering the development	Moderate	Medium	Any future planning application will need to comply with the relevant design policies in the BLP and the Borough Wide Design Guide.	Approve the SMD for development management purposes, ensuring that the design principles agreed at this stage are carried forward into future planning applications.	Minor	Low

7. POTENTIAL IMPACTS

7.1 Equalities. Officers consider that the SMD for Sawyers Close Stakeholder Masterplan Document meets the Basic Conditions in relation to human rights requirements.

The Equality Act 2010 places a statutory duty on the council to ensure that when considering any new or reviewed strategy, policy, plan, project, service, or procedure the impacts on particular groups, including those within the workforce and customer/public groups, have been considered.

An EQIA screening form has been completed and signed by the relevant Head of Service. An EQIA screening form has been completed and signed by the relevant Head of Service. The recommendations in this report have no identified equality impacts. The EQIA screening form is available below in Appendix A.

7.2 Climate change/sustainability. The SMD aligns with the policies and requirements of the BLP, which was subject to Sustainability Appraisal/ Strategic Environmental Assessment.

7.3 Data Protection/GDPR. The consultation on the draft SMD was undertaken by Bellway/Turley. Any sensitive information shared with Officers was handled in accordance with the GPDR regulations and the statement on the way the Planning Policy team handles personal data.

8. CONSULTATION

8.1 The process of engagement and consultation on the draft SMD for Sawyers Close Stakeholder Masterplan Document is described above. Officers believe that the form and amount of engagement is as envisaged by the BLP (in relation to the preparation of SMDs) and accords with the principles set out in the Council’s Statement of Community Involvement.

9. TIMETABLE FOR IMPLEMENTATION

Table 4: Implementation timetable

Date	Details
11 April 2023	Subject to Cabinet’s approval, the SMD will become an important material consideration in the assessment and determination of planning applications on the Sawyers Close Stakeholder Masterplan Document site.

10. APPENDICES

10.1 This report is supported by 3 appendices:

- Appendix A – Equality Impact Assessment Screening

- Appendix B – Sawyers Close Stakeholder Masterplan Document (Version for Approval for Development Management Purposes)

11. BACKGROUND DOCUMENTS

11.1 This report is supported by 2 background documents:

- National Planning Policy Framework (NPPF) - <https://www.gov.uk/guidance/national-planning-policy-framework>
- [Adopted Borough Local Plan](https://consult.rbwm.gov.uk/file/5883688)

12. CONSULTATION

Name of consultee	Post held	Date sent	Date returned
<i>Mandatory:</i>		<i>Statutory Officer (or deputy)</i>	
Adele Taylor	Executive Director of Resources/S151 Officer	16/02/23	
Emma Duncan	Director of Law, Strategy & Public Health/ Monitoring Officer	16/02/23	20/02/23
<i>Deputies:</i>			
Andrew Vallance	Head of Finance (Deputy S151 Officer)	16/02/23	20/02/23
Elaine Browne	Head of Law (Deputy Monitoring Officer)	16/02/23	
<i>Mandatory:</i>		<i>Data Protection Officer (or deputy) - if decision will result in processing of personal data; to advise on DPIA</i>	
Samantha Wootton	Data Protection Officer	16/02/23	
<i>Mandatory:</i>		<i>Equalities Officer – to advise on EQiA, or agree an EQiA is not required</i>	
Ellen McManus-Fry	Equalities & Engagement Officer	16/02/23	01/03/23
<i>Other consultees:</i>			
<i>Directors (where relevant)</i>			
Tony Reeves	Interim Chief Executive	16/02/23	20/02/23
Andrew Durrant	Executive Director of Place	16/02/23	21/02/23
<i>Heads of Service (where relevant)</i>			
Adrien Waite	Head of Planning	16/02/23	28/02/23
Confirmation relevant Cabinet Member(s) consulted	Cllr Phil Haseler Cabinet Member for Planning, Parking, Highways and Transport	Yes	

REPORT HISTORY

Decision type:	Urgency item?	To follow item?
Non-key decision.	No	No

Report Authors: Ian Motuel, Planning Policy Manager and
Garry Thornton, Principal Planning Policy Officer

Appendix A

Equality Impact Assessment

For support in completing this EQIA, please consult the EQIA Guidance Document or contact equality@rbwm.gov.uk



1. Background Information

Title of policy/strategy/plan:	<u>Sawyers Close Stakeholder Masterplan Document</u>
Service area:	<u>Planning</u>
Directorate:	<u>Place</u>

Provide a brief explanation of the proposal:

- What are its intended outcomes?
- Who will deliver it?
- Is it a new proposal or a change to an existing one?

The Stakeholder Masterplan Document (SMD) has been prepared to guide future development on Sawyers Close Stakeholder Masterplan Document.

The Stakeholder Masterplan document aims to:

- Inform the Development Management process;
- Enable the local community and other stakeholders to engage with the planning and design process for the site far early than would normally be the case;
- Improve the efficiency of the planning and development process, by providing greater certainty in advance of the planning application stage; and
- Ensure that the new development framework delivers the sustainability and place-making aspirations of the BLP, thereby creating a high-quality environment.

2. Relevance Check

Is this proposal likely to directly impact people, communities or RBWM employees?

- If no, please explain why not, including how you've considered equality issues.
- Will this proposal need a EQIA at a later stage? (for example, for a forthcoming action plan)

Yes, the SMD will directly impact people and the local community in Windsor. The principal purpose of the SMD is to inform the early stages of development of a large housing development. If approved by Cabinet, the document would become a material consideration when determining planning applications on the site.

If 'No', proceed to 'Sign off'. If unsure, please contact equality@rbwm.gov.uk

3. Evidence Gathering and Stakeholder Engagement

Who will be affected by this proposal?

For example, users of a particular service, residents of a geographical area, staff

Predominantly, it will be residents of Windsor.

Council Planning Officers will also be affected as they would have to take the Document into account during their decision-making process in relation to any planning applications received in relation to the site.

Among those affected by the proposal, are protected characteristics (age, sex, disability, race, religion, sexual orientation, gender reassignment, pregnancy/maternity, marriage/civil partnership) disproportionately represented?

For example, compared to the general population do a higher proportion have disabilities?

The adopted Borough Local Plan was subject to an Equality Impact Assessment in 2017, which did not identify any negative impacts for any group with protected characteristics.

The Stakeholder Masterplan Document for Sawyers Close Stakeholder Masterplan Document develops the policies and requirements set out in the Borough Local Plan. It does not create new policy. Borough Local Plan Policy 'HO2 Housing Mix and Type' recognises that new homes should support the changing needs of individuals and families at different stages of life, and the expectation is that a proportion of new housing should meet the higher accessibility standards of Requirement M4(2) (Building Regulations). The Stakeholder Masterplan Document recognises the need for different housing types and tenures to meet a range of local needs, particularly in relation to the design of new dwellings to be adaptable providing flexible, accessible and age friendly homes. In addition, provision of high-quality walking, cycling provision, and safe crossing points will provide links to existing neighbourhoods and facilities in Windsor that could benefit those with physical disabilities in particular.

Future planning applications will need to comply with Borough Local Plan policy. There is nothing in the Stakeholder Masterplan Document which is considered to disproportionately impact on any particular individual or group.

What engagement/consultation has been undertaken or planned?

- How has/will equality considerations be taken into account?
- Where known, what were the outcomes of this engagement?

Yes, engagement has taken place throughout the various previous stages of the production of the SMD, mainly by the developer Abri/Savills. Several consultation and engagement events have been held with stakeholders in the local area, including a dedicated website, leaflet distribution and working group events. After the draft SMD was submitted to the Royal Borough a formal process of consultation was undertaken by Abri/Savills and the results of this have been incorporated into the final version of the SMD.

What sources of data and evidence have been used in this assessment?

Please consult the Equalities Evidence Grid for relevant data. Examples of other possible sources of information are in the Guidance document.

The Council's Windsor profile and the Council's Equalities Evidence Grid.
The Sawyers Close SMD (submission version).

4. Equality Analysis

Please detail, **using supporting evidence**:

- How the protected characteristics below might influence the needs and experiences of individuals, in relation to this proposal.
- How these characteristics might affect the impact of this proposal.

Tick positive/negative impact as appropriate. If there is no impact, or a neutral impact, state 'Not Applicable'

More information on each protected characteristic is provided in the Guidance document.

	Details and supporting evidence	Potential positive impact	Potential negative impact
Age	<p>The SMD develops the policies and requirements set out in the Borough Local Plan. It does not create new policy.</p> <p>Borough Local Plan Policy 'HO2 Housing Mix and Type' recognises that new homes should support the changing needs of individuals and families at different stages of life, and the expectation is that a proportion of new housing should meet the higher accessibility standards of Requirement M4(2) (Building Regulations). The Stakeholder Masterplan Document recognises the need for different housing types and tenures to meet a range of local needs, particularly in relation to the design of new dwellings to be adaptable providing flexible, accessible and age friendly homes. Future planning applications will need to comply with Borough Local Plan policy.</p> <p>There is nothing in the Stakeholder Masterplan Document which is considered to disproportionately impact on any particular individual or group.</p>	Not applicable.	
Disability	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person with a disability.	Not applicable.	
Sex	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person on the basis of their sex.	Not applicable.	
Race, ethnicity and religion	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person on the basis of their race, ethnicity or religion.	Not applicable.	
Sexual orientation and gender reassignment	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person on the basis of their sexual orientation or gender.	Not applicable.	

Pregnancy and maternity	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person who is pregnant or a mother.	Not applicable.	
Marriage and civil partnership	There is no policy within SMD which is considered to disproportionately impact or discriminate against a person on the basis of their marital status.	Not applicable.	
Armed forces community	There is no policy within SMD which is considered to disproportionately impact or discriminate against a person who is in the armed forces community.	Not applicable.	
Socio-economic considerations e.g. low income, poverty	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person on the basis of their socio-economic situation.	Not applicable.	
Children in care/Care leavers	There is no policy within the SMD which is considered to disproportionately impact or discriminate against a person who is in care or a care leaver.	Not applicable.	

5. Impact Assessment and Monitoring

If you have not identified any disproportionate impacts and the questions below are not applicable, leave them blank and proceed to Sign Off.

<p>What measures have been taken to ensure that groups with protected characteristics are able to benefit from this change, or are not disadvantaged by it? For example, adjustments needed to accommodate the needs of a particular group</p>
<p>The SMD is subject to public consultation. The consultation ensures that the groups less likely to participate in developing the normal planning process had more opportunity to express their views. Where persons with protected characteristics are adversely affected, this would increase the likelihood of the consultation not picking up all issues within the local area. However, several engagement events were held on various platforms, so it is considered that this potential problem has been mitigated.</p>
<p>Where a potential negative impact cannot be avoided, what measures have been put in place to mitigate or minimise this?</p> <ul style="list-style-type: none"> For planned future actions, provide the name of the responsible individual and the target date for implementation.
<p>Where persons with protected characteristics are adversely affected, this would increase the likelihood of the consultation not picking up all issues within the local area. However, several engagement events were held on various platforms, so it is considered that this potential problem has been mitigated.</p>
<p>How will the equality impacts identified here be monitored and reviewed in the future? See guidance document for examples of appropriate stages to review an EQIA.</p>
<p>If the SMD is approved, residents will have further opportunity to comment on future proposals as part of the normal planning application determination process.</p>

6. Sign Off

Completed by: Garry Thornton	Date:
Approved by: Adrien Waite	Date: 01/03/2023

**Appendix C – Sawyers Close Stakeholder Masterplan Document
Stakeholder Masterplan Document (Version for Approval for Development
Management Purposes) – attached as PDF**