

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

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 Land west of Cannondown Road in Cookham.

The report recommends that Cabinet approves the Land west of Cannondown Road 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 Land west of Cannondown Road 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 Land west of Cannondown	The site promoter, stakeholders,
Road Stakeholder Masterplan	local residents and local planning
Document for Development	authority have worked
Management purposes.	collaboratively on the Stakeholder
	Masterplan Document. If

Option	Comments
This is the recommended option.	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.
Not approve the Land west of Cannondown Road Stakeholder Masterplan Document for Development Management purposes. This is not the recommended Option.	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.

- 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 Land west of Cannondown Road Stakeholder Masterplan Document, the content of the SMD, and the next steps.
- 2.6 The site allocation proforma for Land west of Cannondown Road Stakeholder Masterplan Document (allocation AL37 'Land north of Lower Mount Farm, Cookham' in the BLP) outlines the uses to be accommodated on the site, alongside a number of site-specific design requirements and considerations, including approximately 200 residential units.
- 2.7 The site-specific design requirements and considerations address matters including the provision of family housing with gardens, 40% affordable housing and the importance of providing a strong green and blue infrastructure network across the site.
- 2.8 The requirements for site AL37, as set out in the BLP, were the starting point for determining the matters to discuss with the local community and other stakeholders through the stakeholder masterplanning process.
- 2.9 Bellway Homes (developer) and Turley (planning agent) set up a Working Group after liaising with local groups and key stakeholders. The Working Group comprised members of the local community, interest groups, elected Councillors and Council officers, as well as an urban design advisor working for the Council.
- 2.10 Working Group meetings took place online on 3 March 2022, 24 March 2022 and 25 May 2022, and Bellway/Turley organised an in-person resident workshop on 3 May 2022.Two leaflets were issued during this first phase of engagement and at different points, the project team were invited to attend specific meetings with stakeholders such as the Cookham Parish Council.
- 2.11 Phase 2 of the engagement process involved a further Working Group meeting held online on 6 October 2022.
- 2.12 A formal four-week community consultation on the draft SMD took place between 20 September and 19 October 2022. A dedicated project website (<u>www.cannondownroad.co.uk</u>) along with an email address and phoneline was set up to enable community members to engage with the project.
- 2.13 The Bellway/Turley 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 than could be accommodated at the Working Group sessions.
- 2.14 The feedback at and following the Working Group meetings, the Borough Wide Design Guide and pre-application advice from officers and the Council's urban design advisor all fed into the preparation of the draft SMD.
- 2.15 The SMD produced provides a description of the site and a summary of the planning policy context; summarises the feedback received during the

engagement phase; 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.

- 2.16 Some of the main SMD principles and approaches to highlight, include:
 - A commitment to deliver four street character types, delivering a mix of housing types and sizes.
 - A commitment to provide a strong, high quality green and blue infrastructure network across the site that is highly connected to the surrounding area and capable of supporting enhanced biodiversity, recreation.
 - A commitment to ensuring that a minimum of 10% Biodiversity Net Gain is achieved.
 - Retention and enhancement of existing woodland with additional native planting incorporating a 10m buffer with wildflower grassland and scrub planting
 - Newly created habitats, with species-rich native hedgerows and trees planted throughout the development.
 - The creation of a biodiversity corridor and a central green spine running south through the development, including a trim trail incorporating a mix of natural timber themed children's play elements and adult exercise equipment.
 - A community orchard, and creation of a usable and interesting recreational space at the heart of the development.
 - Active and informal open spaces to encourage active lifestyles and people's enjoyment of nature.
 - A network of pedestrian and cycle routes providing attractive routes to key facilities and links to the countryside.
 - Enhanced surface water attenuation to reduce flood risk.
- 2.17 Through the Community Infrastructure Levy (CIL) and section 106 contributions, Bellway will make financial contributions towards upgrading and improving the local infrastructure. Bellway have committed to working with utility providers to ensure sufficient electricity, gas, telecommunication, and broadband services are provided to serve the development.
- 2.18 Bellway/Turley received 24 responses to the consultation. Those responses have been summarised in the SMD.
- 2.19 Some of the comments received related to matters that had also been raised at the Working Group meetings. Bellway/Turley and Council officers had therefore already had the opportunity to consider many of the issues in preparing the draft SMD. Some of the concerns being raised were in relation to matters of principle,

which have been dealt with through the BLP examination (for example, the issue of increased traffic movements within and around Cookham). Other matters are points of detail (too detailed for the SMD) that can be further considered at the planning application stage.

- 2.20 A copy of the final SMD, as recommended for approval for Development Management purposes, is attached as **Appendix B**.
- 2.21 The main changes made to the SMD, as a result of the consultation feedback, include:
 - Greater clarity given on biodiversity net gain (BNG), emphasising the importance of securing best biodiversity outcomes and the inclusion of a commitment to providing 10% BNG
 - The removal of the 6 'villages' on site, replaced with 4 different types of character areas
 - Removal of all cul-de-sacs on site, resulting in increased connectivity across the site and between streets
- 2.22 Overall, the Stakeholder Masterplanning process has been generally well received by local residents and other stakeholders. Whilst some remain opposed to the principle of development, many recognise that the process has enabled the local community and interested parties to be involved in the development process far earlier than would normally be the case.
- 2.23 Moving forward, and subject to Cabinet approving the SMD for Development Management purposes, Bellway/Turley will prepare and submit a planning application later in 2023.

3. KEY IMPLICATIONS

Outcome	Unmet	Met	Exceeded	Significantly Exceeded	Date of delivery
The SMD helps to deliver a high- quality scheme on Land west of Cannondown Road Stakeholder Masterplan Document, which meets the requirements of the BLP, is appropriate to context and respects its surroundings.	The high-level design principles, developed with input from the local community, and set out in the SMD, are not taken forward/ are watered down.	The high-level design principles, as set out in the SMD, are generally taken forward, and positively influence the planning application proposals/ development on the ground.	The high-level design principles, as set out in the SMD, are mostly taken forward, and positively influence the planning application proposals/ development on the ground.	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 influence the planning application proposals/ development on the ground.	Upon determination of the Reserved Matters applications/ completion of the development.

Table 2: Key Implications

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 Bellway/Turley (albeit with guidance and input from Council officers and their advisors).
- 4.2 A Planning Performance Agreement was agreed with Bellway at the start of the Stakeholder Masterplanning process. This Agreement provided funding to the Council to resource the input of specialist officers/ consultants including Stefan Kruczkowski (urban design advice).
- 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 SMD for Land west of Cannondown Road 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 <u>Regulations 11 to 16 of the Town and</u> <u>Country Planning (Local Planning) (England) Regulations 2012</u>.
- 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 Land west of Cannondown Road Stakeholder Masterplan Document to come forward with a planning application(s) which would be based upon the SMD following the approval 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 give the developer 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 Farm in January 2023.

6. RISK MANAGEMENT

Table 5.	inipact of	lisk allu ill	niyanon			
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.

Table 3: Impact of risk and mitigation

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 will 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 Land west of Cannondown Road 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. 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 Land west of Cannondown Road 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

Date	Details
30 March 2023	Subject to Cabinet's approval, the SMD will become an important material consideration in the assessment and determination of planning applications on the Land west of Cannondown Road Stakeholder Masterplan Document site.

Table 4: Implementation timetable

10. APPENDICES

- 10.1 This report is supported by 3 appendices:
 - Appendix A Equality Impact Assessment Screening
 - Appendix B Land west of Cannondown Road Stakeholder Masterplan Document Stakeholder Masterplan Document (Version for Approval for Development Management Purposes)
 - Appendix C Stakeholder Masterplan Document Appendix: Stakeholder Presentations and Responses

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	Post held	Date	Date
consultee		sent	returned
Mandatory:	Statutory Officer (or deputy)		
Adele Taylor	Executive Director of Resources/S151 Officer	17/02/23	
Emma Duncan	Director of Law, Strategy & Public Health/ Monitoring Officer	17/02/23	20/02/23
Deputies:			
Andrew Vallance	Head of Finance (Deputy S151 Officer)	17/02/23	20/02/23
Elaine Browne	Head of Law (Deputy Monitoring Officer)	17/02/23	
Mandatory:	Data Protection Officer (or deputy) - if decision will result in processing of personal data; to advise on DPIA		
Samantha Wootton	Data Protection Officer	17/02/23	
Mandatory:	Equalities Officer – to advise on EQiA, or agree an EQiA is not required		
Ellen McManus- Fry	Equalities & Engagement Officer	17/02/23	01/02/23
Other consultees:			
Directors (where relevant)			
Tony Reeves	Interim Chief Executive	17/02/23	20/02/23
Andrew Durrant	Executive Director of Place	17/02/23	22/02/23
Heads of Service (where relevant)			
Adrien Waite	Head of Planning	17/02/23	28/02/23

Confirmation	Cllr Phil Haseler Cabinet Member	Yes
relevant Cabinet	for Planning, Parking, Highways	
Member(s)	and Transport	
consulted		

REPORT HISTORY

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

Report Author: Ian Motuel, Planning Policy Manager	
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:	Land west of Cannondown Road Stakeholder Masterplan Document
Service area:	<u>Planning</u>
Directorate:	Place

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 Land west of Cannondown Road Stakeholder Masterplan Document identified as Allocation AL37 within the Royal Borough of Windsor & Maidenhead's (RBWM) adopted Borough Local Plan (BLP).

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 Cookham. The principal purpose of the SMD is to inform the early stages of development of a housing allocation within the BLP. 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 Cookham.

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 Land west of Cannondown Road 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 Cookham 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 Bellway/Turley. Several consultation and engagement events have been held with Local 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 Bellway/Turley 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 Cookham profile and the Council's Equalities Evidence Grid. The Land west of Cannondown Road 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	The SMD develops the policies and requirements set out in the Borough Local Plan. It does not create new policy.	Not applicable.	
	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.		
	There is nothing in the Stakeholder Masterplan Document which is considered to disproportionately impact on any particular individual or group.		
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	There is no policy within the SMD which is	Not applicable.
religion	considered to disproportionately impact or	
	discriminate against a person on the basis of	
	their race, ethnicity or religion.	
Sexual orientation and	There is no policy within the SMD which is	Not applicable.
gender reassignment	considered to disproportionately impact or	
	discriminate against a person on the basis of	
	their sexual orientation or gender.	
Pregnancy and maternity	There is no policy within the SMD which is	Not applicable.
	considered to disproportionately impact or	
	discriminate against a person who is pregnant	
	or a mother.	
Marriage and civil	There is no policy within the SMD which is	Not applicable.
partnership	considered to disproportionately impact or	
	discriminate against a person on the basis of	
	their marital status.	
Armed forces community	There is no policy within the SMD which is	Not applicable.
	considered to disproportionately impact or	
	discriminate against a person who is in the	
	armed forces community.	
Socio-economic	There is no policy within the SMD which is	Not applicable.
considerations e.g. low	considered to disproportionately impact or	
income, poverty	discriminate against a person on the basis of	
	their socio-economic situation.	
Children in care/Care	There is no policy within the SMD which is	Not applicable.
leavers	considered to disproportionately impact or	
	discriminate against a person who is in care	
	or a care leaver.	

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.

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

The SMD is subject to public consultation. The consultation ensures that the groups less likely to particate 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.

Where a potential negative impact cannot be avoided, what measures have been put in place to mitigate or minimise this?

• For planned future actions, provide the name of the responsible individual and the target date for implementation.

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.

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.

If the SMD is approved, residents will have further opportunity to comment on future proposals as part of the normal planning application determination process.

<u>6. Sign Off</u>

Completed by: Garry Thornton	Date: 16/02/2023
Approved by: Adrien Waite	Date: 01/03/2023

Appendix C – Land west of Cannondown Road Stakeholder Masterplan Document Stakeholder Masterplan Document (Version for Approval for Development Management Purposes) – attached as PDF