

Reading Borough

LOCAL DEVELOPMENT SCHEME

November 2016



www.reading.gov.uk



Reading
Borough Council

Working better with you

1. INTRODUCTION

- 1.1 A Local Development Scheme is a document that sets out a local planning authority's programme for producing planning policy documents. Local planning authorities are required to produce a Local Development Scheme under Section 15 of the Planning and Compulsory Purchase Act 2004, as amended by part 111 of the Localism Act 2011. This is a document setting out which planning policy documents the authority will be producing and when. The LDS should state:
- (a) the local development documents that will be produced;
 - (b) the subject matter and geographical area to which each document is to relate;
 - (c) which documents are to have 'development plan' status;
 - (d) which documents (if any) are to be prepared jointly with one or more other local planning authorities;
 - (e) any matter or area where there is, or is likely to be, a joint committee;
 - (f) the timetable for the preparation and revision of the documents
- 1.2 This LDS therefore sets out the planning policy documents that Reading Borough Council intends to produce over the coming years, what and where they will cover and when they will be produced. Planning policy documents, known as Local Development Documents (LDDs) fall into three categories:
- **Development Plan Documents (DPDs)** that have been subject to independent testing and have the weight of development plan status;
 - **Supplementary Planning Documents (SPDs)**, which are not subject to independent testing and do not have development plan status; and
 - **Statement of Community Involvement (SCI)**; this sets out how the Council intends to achieve effective community involvement in the preparation of local development documents for the Borough.
- 1.3 The Council produced a new version of the LDS in July 2013 (subsequently revised in November 2013 and again in November 2014), which detailed the production of a single Local Plan. The timescales were revised in April 2016 to take account of the production of joint evidence with neighbouring authorities. The proposed timescales in this version are slightly revised again to take account of, as far as is possible, the production of plans in neighbouring authority areas and the need to work together under the duty to co-operate. It also details timescales for the production of Minerals and Waste policy for the first time.
- 1.4 Section 2 summarises the documents that have been adopted and which contain the current planning policy framework for Reading.

This includes documents that cover a wider area than just Reading Borough.

- 1.5 Section 3 summarises the programme for production of new planning policy documents. The main document will be a Local Plan. In line with the Government's preference, this will be a single document rather than the set of different documents that currently exist (Core Strategy, Reading Central Area Action Plan and Sites and Detailed Policies Document). There will also be continued production of Supplementary Planning Documents. More detail on these documents is included in Appendix 1 (for the Local Plan) and Appendix 2 (for other documents).

2. EXISTING PLANNING POLICY DOCUMENTS

- 2.1 A number of planning policy documents were already adopted and in operation at the time of this LDS. Not all of these documents relate only to Reading Borough or were prepared by Reading Borough Council. In some cases, some of these documents are only partially still in operation, and Table 1 below notes where this is the case.
- 2.2 Table 1 below summarises the documents that are already in place and are used in decisions on planning applications.

Table 1: Current Planning Policy Documents

Document Title	Adoption Date	End Year	Policy Lineage
<i>'Development Plan' Status</i>			
South East Plan (one retained policy ¹)	May 2009	2026	N/A
Core Strategy	Jan 2008, amended Jan 2015	2026	N/A
Reading Central Area Action Plan	Jan 2009	2026	N/A
Sites and Detailed Policies Document	Oct 2012 amended Jan 2015	2026	N/A
Proposals Map	Oct 2012	2026	N/A
Replacement Minerals Local Plan (Saved Policies ²)	May 2001	Not specified	N/A
Waste Local Plan (Saved Policies ³)	Dec 1998	2006	N/A
<i>Supplementary Planning Document Status</i>			
Affordable Housing	July 2013	Not specified	Core Strategy, SDPD
Battle Hospital Planning Brief	Apr 2005	Not specified	SDPD
Caversham Lock Area Development Principles	Mar 2006	Not specified	RCAAP
Chatham Street Development Brief	Dec 2002	Not specified	RCAAP
Dee Park Planning Brief	Dec 2008	Not specified	Core Strategy, SDPD
Design Guide to House Extensions	May 2003	Not specified	SDPD
Elvian School Planning and Development Brief	Feb 2011	Not specified	Core Strategy, SDPD
Employment, Skills and Training	Apr 2013	Not specified	Core Strategy
Kenavon Drive Urban Design Concept Statement	Jul 2004	Not specified	RCAAP
Meadway Centre Planning Brief	Nov 2013	Not specified	Core Strategy, SDPD
Parking Standards and Design	Oct 2011	Not specified	Core Strategy
Reading Station Area Framework	Dec 2010	Not specified	RCAAP
Residential Conversions	Nov 2013	Not specified	Core Strategy, SDPD
Planning Obligations under Section 106	Apr 2015	Not specified	Core Strategy, SDPD
South West Reading Planning Brief	Apr 2000	Not specified	
Station Hill South Planning and Urban Design Brief	Mar 2007	Not specified	RCAAP
Sustainable Design and Construction	Jul 2011	Not specified	Core Strategy

¹ Policy NRM6: Thames Basin Heaths Special Protection Area

² The saved policies in the Replacement Minerals Local Plan are: 1, 2, 2A, 6, 7, 8, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 26, 28, 29

³ The saved policies in the Waste Local Plan are: WLP1, 3, 11, 13, 14, 15, 16, 17, 18, 19, 20, 21, 23, 24, 25, 26, 27, 28, 29, 30, 31, 33, and 34

<i>Other Documents</i>			
Statement of Community Involvement	Mar 2014	Not specified	N/A
Sustainability Appraisal Scoping Report	Sep 2014	Not specified	N/A
Community Infrastructure Levy Charging Schedule	Jan 2015	Not specified	Core Strategy, SDPD, RCAAP

3. PROGRAMME FOR PRODUCING PLANNING POLICY DOCUMENTS

3.1 This section sets out the programme for the planning policy documents that the Council expects to produce, and the timescales and processes for production. Table 2 below summarises the documents to be produced and when they are anticipated to be finalised. More details on each document, including those aspects specified in the Planning and Compulsory Purchase Act 2004 (as amended) are set out in Appendices 1 (for the Local Plan) and 2 (for other documents).

Table 2: Summary Programme for Producing Planning Policy Documents

Document Title	Planned Consultation(s)	Expected Adoption Date	Policy Lineage
<i>'Development Plan' Status</i>			
Local Plan	Apr/May/Jun 2017 Nov/Dec 2017	Jan 2019	National policy
<i>Supplementary Planning Document Status</i>			
Site Development Briefs, including possible Sites in West Side of Central Reading Development Brief(s)	As required	As required	Core Strategy, SDPD, RCAAP or Local Plan

3.2 The key document is the Local Plan. This is the sole document with development plan status that the Council is intending to produce, and it would replace all existing Development Plan Documents (the Core Strategy, Reading Central Area Action Plan, Sites and Detailed Policies Document and Proposals Map), as well as saved policies from the Minerals and Waste Local Plans. It will build on, and where appropriate incorporate, the policy areas set out in those DPDs, and respond to emerging issues, particularly those highlighted in the NPPF. As set out in the NPPF, a combined Local Plan is now the preferred format for development plans, and this is the reason for the Council's approach. Full details on the Local Plan are set out in Appendix 1.

3.3 The Local Plan will not contain minerals and waste policies. A joint Minerals and Waste Plan will now be produced for Reading Borough Council, Wokingham Borough Council, Bracknell Forest Borough Council and the Royal Borough of Windsor and Maidenhead. Hampshire County Council has been appointed to undertake the joint plan. A separate Minerals and Waste Local Development Scheme has been agreed, and is included at Appendix 3.

3.4 The Council will continue to produce Supplementary Planning Documents, in order to help applicants make successful applications and aid infrastructure delivery by expanding on policies in development plan documents. These will include Briefs for important development sites, as well as documents expanding on topic-based

policies, particularly those related to infrastructure delivery, alongside continuing to progress the Community Infrastructure Levy Charging Schedule.

- 3.5 Figure 3 summarises the interrelationship between existing and new planning policy documents.
- 3.6 Progress on production of planning policy documents is monitored in the Annual Monitoring Report, generally produced in December each year. These can be found on the Council's website⁴.

⁴ <http://www.reading.gov.uk/readingldf>

APPENDIX 1: LOCAL PLAN PRODUCTION

Summary

Title	LOCAL PLAN
Role and Subject	<p>Vision and key objectives; spatial strategy; overall development needs including for housing, employment, retail and leisure, community uses and infrastructure; development management policies, including design, sustainable design, local requirements for infrastructure and affordable housing, amenity etc; site allocations to meet development needs; designation of land for protection or other policy designations; implementation and monitoring framework.</p> <p>Potential to include minerals and waste policies and allocations (see paragraph 3.3).</p> <p>On initial consideration, the following are likely to be among the main areas where revision to policy will need to be considered. Most of these are due to changes in national policy in the NPPF, national priorities such as progress towards zero carbon, or the national planning system (CIL, permitted development rights).</p> <ul style="list-style-type: none"> • Level of development need that should be accommodated (housing, employment, retail, infrastructure, other uses); • Location of development, including site allocations; • Consider inclusion of minerals and waste policies; • A strategy for the historic environment; • Updated sustainable design policies; • Updated infrastructure provision policies to reflect changes to CIL and Section 106; • Any changes to policies needed to reflect new permitted development rights (e.g. residential amenity and employment) <p>It is expected that many other policy areas will not need major change, and can largely be transferred to a new Local Plan, subject to consultation and Sustainability Appraisal.</p>
Geographic coverage	Whole of Reading Borough
Status	Development Plan
Joint preparation	There is potential for some joint preparation of parts of the plan with neighbouring authorities, in particular relating to minerals and waste and other strategic cross-boundary matters. This will be a matter for further discussion with adjacent authorities, and more information will be reported in future versions of the LDS if and when it becomes available. Joint preparation of evidence for many aspects of the plan will be pursued.
Policy lineage	National policy
Documents that would be replaced	Core Strategy, Reading Central Area Action Plan, Sites and Detailed Policies Document, Proposals Map. Also potentially Replacement Minerals Local Plan (saved policies), Waste Local Plan (saved policies)
Call for site nominations	January 2014, September 2015
Consultation on issues and options	January 2016
Draft Local Plan for consultation	April 2017
Revised Draft Local Plan consultation	November 2017
Submission	February 2018
Examination	April, May, June 2018
Adoption	January 2019

Detailed Timetable

A1.1 The table below shows the main blocks of work in drawing up a Local Plan, and approximately when they are expected to be undertaken. The fact that a certain element of work is not shown does not mean that it will not be undertaken, merely that it does not form one of the most significant elements of work for project planning. Likewise, the timescales shown are approximate only and are an indication at this stage - the main milestones that progress should be judged against are those shown in the Local Plan table above (and highlighted as key stages in pink below).

2015	Sep	Second call for site nominations		Evidence - Strategic Housing Market Assessment	
	Oct				
	Nov	Set up mechanisms for Duty to Cooperate - Scoping Strategy		Evidence <ul style="list-style-type: none"> • Employment needs • Retail and leisure needs • Flood risk • Gypsies and travellers 	
	Dec				
2016	Jan	Issues and Options consultation			
	Feb				
	Mar				
	Apr	Draft local plan <ul style="list-style-type: none"> • overall scale and location • sites and designations • development management policies • monitoring and implementation • proposals map 	Evidence - Housing and Economic Land Availability Assessment		
	May				
	Jun				
	Jul				
	Aug				
	Sep				
	Oct	Sustainability appraisal reporting	Evidence <ul style="list-style-type: none"> • Viability testing • Transport assessment 		
	Nov				
	Dec				
2017	Jan	Consultation on Draft Local Plan			
	Feb				
	Mar				
	Apr				
	May				
	Jun				
	Jul	Amendments to Plan, including further liaison with interested parties on wording.			
	Aug	Update evidence where necessary.			
	Sep				
	Oct				
2018	Nov	Consultation on Revised Draft Local Plan			
	Dec				
	Jan	Minor amendments and coordination of evidence			
	Feb	Submission of Local Plan			
	Mar				
	Apr				
	May				
	Jun	Examination of Local Plan			
	Jul				
	Aug				
	Sep				
	Oct	Receipt of report of Inspector			
	Nov				
	Dec				
Jan	Adoption of Local Plan				
Feb	Statutory challenge period				

 Key milestone (shown in summary)

 External advice (e.g. consultant) may be required

Resources

- A1.2 Much of the work to be undertaken on the Local Plan will be carried out using existing resources, in particular preparing policies and documents, carrying out sustainability appraisal and liaising with key consultees and stakeholders.
- A1.3 However, as can be seen from the table above, there are some particular points which are particularly resource-intensive or where additional resources will be required. These are summarised by financial year below:
- **2014-2015**
 - Examination of CIL and affordable housing alteration
 - Evidence base - housing need
 - **2015-2016**
 - Evidence base - housing need (continued), employment and retail need, flood risk
 - Consultation on issues and options
 - **2016-2017**
 - Viability testing of draft local requirements (e.g. S106/CIL, affordable housing, sustainability policies)
 - Evidence base - gypsies and travellers and transport
 - **2017-2018**
 - Consultation on Draft and Revised Draft Local Plan
 - Finalisation of submission evidence
 - **2018-2019**
 - Examination of Local Plan
- A1.4 In the case of consultation exercises, these are usually managed in-house using existing staff, although there may be financial implications where they are wide-ranging. Elements of evidence gathering that are highlighted are likely to involve external expertise, most likely the use of planning consultants, with associated costs, although in some cases the costs can be reduced by combining in-house expertise with work by consultants and commissioning studies jointly with adjoining local authorities. In terms of the Examination, this can be a significant financial cost, as the Planning Inspectorate charges the Council for their time, and there are additional resource implications in terms of administration support and room hire etc.
- A1.5 The Local Plan is the most significant of the documents to be produced within this Local Development Scheme. It is currently considered that there are likely to be sufficient resources to produce this document alongside the other documents listed in Appendix 2, albeit that additional resource pressures will arise in commissioning necessary studies and holding an examination which exceed budget allowances (see above). However, in the event that resources are too limited to allow this, the Local Plan will generally take priority, unless there are strong reasons for this not to be the case.

Risks

A1.6 There are a number of potential risks in producing a document such as the Local Plan. These are considered below:

- **Changing national policy:** If new policy is introduced at the national level, this can cause significant issues in terms of delaying and derailing local policy. This was the case in Reading when the introduction of the National Planning Policy Framework caused an approximately six month delay in adopting the Sites and Detailed Policies Document.
- **Changing national planning system:** The planning system has been extensively tinkered with in recent years. Some changes, for instance new permitted development rights introduced in May 2013, have implications for policies on residential amenity and employment land. Other changes have included changing regulations on CIL, which affects when the Council can progress its Draft Charging Schedule and associated policies on Section 106 agreements. Changes are currently proposed around in-principle permissions for brownfield land. There is little that the Council can do to guard against this other than to monitor the situation and take early action to alter the programme or the document itself if needs be.
- **Less resource availability:** Reduced resource availability is a real risk to the programme envisaged. It could mean longer timescales for policy drafting or in-house evidence collation. It could also mean being unable to finance external consultants to produce key documents. In the latter case, the Council will need to consider whether certain pieces of evidence can instead be produced in-house, or whether the timescale of the Plan should be pushed back to allow this to be budgeted for in a later financial year. In general, although some reasonable flexibility is built into the current programme, much reduced resource availability is likely to mean a delay in the timescale, and this will need to be reflected in future versions of the LDS.
- **Changing local circumstances:** It is not considered likely that there will be substantial changes to local planning circumstances (e.g. demography, development pressures, economic changes) that would cause a major issue for the programme outlined in this LDS. Planning policies should be drafted with enough flexibility to cope with changes in circumstances, and the flexibility of the policies will be one of the tests when the document is examined.
- **Duty to Co-operate:** The duty to co-operate, introduced through the Localism Act 2011, is one of the most significant considerations in plan-making, and has been the reason for delays

in plan production in a number of other authorities. It is the first thing that an Inspector will consider in examining a plan. In Berkshire, there is a tradition of joint working, but there are nevertheless some difficult issues to address with other authorities, both in Berkshire and elsewhere, particularly since some of Reading's objectively assessed needs may need to be met in adjoining authorities. Waste planning is one such potential issue, and cooperation will also be required for delivery of housing and infrastructure provision, including education. Setting up procedures and an ongoing process for cooperating with neighbouring authorities to try to resolve these issues was therefore a priority early in the process, leading to the production of a Duty to Co-operate Scoping Statement in December 2015.

APPENDIX 2: OTHER DOCUMENTS TO BE PRODUCED

Title	OTHER SITE DEVELOPMENT BRIEFS
Role and Subject	Examining development potential of various sites including sites identified and proposed for allocation for development in the Sites and Detailed Policies Document and Reading Central Area Action Plan, and sites identified through the production of the Local Plan. There may be a particular need for Briefs for sites to the west of central Reading such as the Hosier Street area and the Cattle Market.
Geographic coverage	Various
Status	Supplementary Planning Document
Policy lineage	Core Strategy, Reading Central Area Action Plan, Sites and Detailed Policies Document, Local Plan
Documents that would be replaced	None
Draft	As required
Adoption	As required

**APPENDIX 3: MINERALS AND WASTE LOCAL DEVELOPMENT SCHEME FOR
THE CENTRAL AND EASTERN BERKSHIRE AUTHORITIES**

Central & Eastern Berkshire Authorities

Joint Minerals & Waste Plan

Minerals & Waste Development Scheme

2016 - 2020

September 2016



Contents

1. Introduction	1
What is a Minerals & Waste Development Scheme?	1
Why is a Joint Minerals & Waste Plan being prepared?	1
What area will be covered by the Joint Minerals & Waste Plan?	2
What resources are available for plan-making?	3
2. Minerals & Waste Planning.....	4
What is the Joint Minerals & Waste Plan?.....	4
How does the Plan relate to other Plans and Strategies?	5
National Planning Policy	5
Regional Planning Policy	5
Local Planning Policy	5
Other relevant Strategies.....	7
What are the key stages in document preparation?	7
Joint Minerals & Waste Plan: Timetable.....	9
Policies Map	10
Meeting the Duty to Cooperate.....	10
Local Aggregate Assessment.....	10
Plan assessment and appraisal	10
Plan monitoring.....	11
Potential risks to the timetable	11
3. Joint Minerals & Waste Plan: Evidence Base	14
Preparing a robust evidence base.....	14
Proposed evidence base	14
Glossary of Terms & Acronyms	15

Prepared by Hampshire Services

Hampshire County Council

www.hants.gov.uk/sharedexpertise



1. Introduction

What is a Minerals & Waste Development Scheme?

- 1.1 This Minerals and Waste Development Scheme provides a timetable for the production of the Joint Minerals and Waste Plan (JMWP) for Central & Eastern Berkshire. This covers the administrative areas of Bracknell Forest, Reading, Windsor & Maidenhead and Wokingham.
- 1.2 The Scheme sets out what planning policy documents will be prepared, the subject matter, which geographical areas they relate to and the various stages that each will go through, including opportunities for public participation.
- 1.3 Under the Planning & Compulsory Purchase Act 2004 as amended, all local planning authorities must prepare a Local Development Scheme¹. Similarly, a Minerals and Waste Development Scheme is prepared by a Minerals and Waste Planning Authority², and sets out the programme for preparing development planning documents including Local Plans.
- 1.4 This Minerals and Waste Development Scheme (2016) came into effect on **24th November 2016** following approval by the relevant mineral and waste planning authorities.
- 1.5 The Development Scheme will be reviewed and rolled forward on a regular basis to take account of the plan-making progress and monitoring. The latest updates to it can always be viewed on the relevant authority websites³.

Why is a Joint Minerals & Waste Plan being prepared?

- 1.6 It is important to keep plans up to date and make sure they are working to achieve the vision of the Central & Eastern Berkshire Authorities. As part of this we are preparing a JMWP.
- 1.7 This new Plan will build upon the formerly adopted minerals and waste plans for the Berkshire area and improve, update and strengthen the policies and provide details of strategic sites that we propose will deliver the vision.

¹ Planning & Compulsory Purchase Act 2004, part 2, section 15:

www.legislation.gov.uk/ukpga/2004/5/contents

² Planning & Compulsory Purchase Act 2004, part 2, section 16:

www.legislation.gov.uk/ukpga/2004/5/contents

³ Bracknell Forest Council: <http://www.bracknell-forest.gov.uk/planningpolicy>, Reading Borough Council:

<http://www.reading.gov.uk/readingldf>, The Royal Borough of Windsor & Maidenhead:

https://www3.rbwm.gov.uk/info/200209/planning_policy, Wokingham Borough Council:

<http://www.wokingham.gov.uk/planning-and-building-control/planning-policy/minerals-and-waste/>

- 1.8 This is important because out of date plans allows less control over getting the right developments, in the right locations, at the right time for Central & Eastern Berkshire and could lead to more planning applications determined at appeal.
- 1.9 It is important that the project plan for preparation of the JMWP is realistic, 'fit for purpose', and that the timescales are justified based on the local circumstances (including its available resources). The timetables set out in this document therefore reflect:
- The available resources (see below);
 - The need to build upon previous minerals and waste plans;
 - The Statement of Community Involvement requirements for each Authority;
 - The need to produce a robust and up-to-date evidence base;
 - The need to undertake Sustainability Appraisal and a detailed Habitats Regulations Assessment;
 - New guidance and emerging best practice; and
 - The need to undergo democratic processes at the various plan preparation stages for each of the four authorities involved.
- 1.10 Minerals and waste planning authorities are allowed to work together to prepare minerals and waste development documents⁴. The minerals and waste development plan document in this Scheme will be prepared, submitted and adopted by the four authorities as a joint document.
- 1.11 Each of the Development Schemes prepared by the Berkshire Authorities includes details of the preparation of the joint mineral and waste development document⁵. In addition, each mineral and waste planning authority is required to prepare its own Statement of Community Involvement.
- 1.12 In order to facilitate the production of the JMWP, the four mineral and waste planning authorities will form a joint elected Member 'steering panel'. This comprises one representative Member from each authority. This acts as an advisory body on the preparation of the joint minerals and waste development document. It is envisaged that the panel will be entirely advisory and not a 'joint committee'. Each mineral and waste planning authority will 'adopt' the joint minerals and waste development document individually or a formal Joint Committee arrangement will be developed for decision-making purposes.

What area will be covered by the Joint Minerals & Waste Plan?

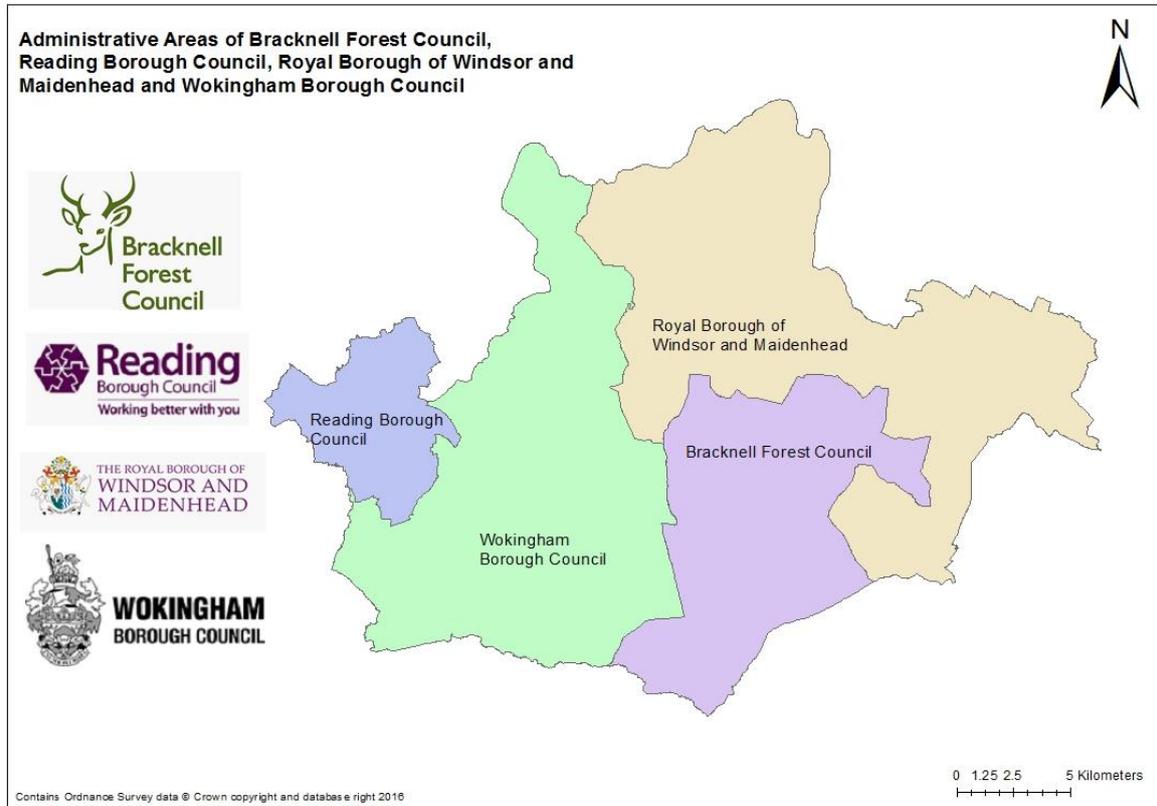
- 1.13 Mineral and waste planning issues are most appropriately addressed jointly so that strategic issues can be satisfactorily resolved. The Plan will cover the

⁴ Under section 28 of the Planning and Compulsory Purchase Act 2004

⁵ As required under Section 15 of the Planning and Compulsory Purchase Act 2004

administrative areas of Bracknell Forest, Reading, Windsor & Maidenhead and Wokingham, all of which are minerals and waste planning authorities.

1.14 The map below indicates the administrative areas of each partner authority.



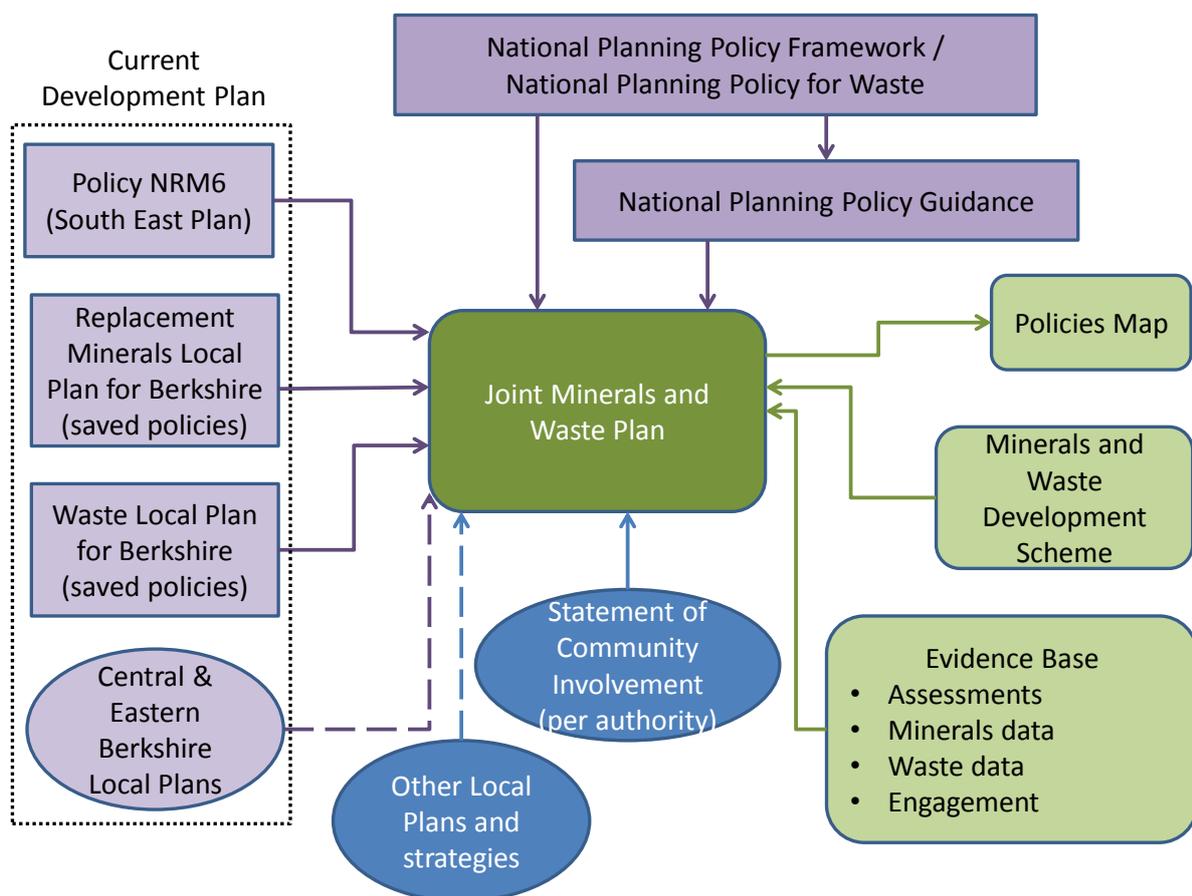
What resources are available for plan-making?

- 1.15 The Central & Eastern Berkshire Authorities have commissioned Hampshire Services (professional services provided by Hampshire County Council (HCC)) to prepare the JMWP on their behalf. Hampshire Services will contribute planning, specialist and managerial staff resources sufficient to prepare a sound plan. HCC has extensive experience in minerals and waste plan-making and working in partnership following the successful adoption of the Hampshire Minerals & Waste Plan in 2013 which was produced in partnership with Southampton and Portsmouth City Councils and the New Forest and South Downs National Park Authorities.
- 1.16 The Central & Eastern Berkshire Authorities have committed significant financial support to the preparation of the JMWP and will also provide support and contribute some staff time where required.
- 1.17 The plan-preparation process will also be used as a vehicle to up-skill officers within the Berkshire Authorities on minerals and waste planning issues and their involvement will provide invaluable local knowledge to the process.

2. Minerals & Waste Planning

What is the Joint Minerals & Waste Plan?

- 2.1 The JMWP will be a Local Plan, supported by other development documents such as the Statement of Community Involvement for each Authority. The JMWP will cover the period 2020-2036 and will replace or 'supersede' the currently adopted minerals and waste local plans for the relevant Berkshire authorities. This is explained further in para. 2.6 of this document.
- 2.2 The Local Plan will undergo an examination conducted by an independent Planning Inspector.
- 2.3 The image below shows the documents that make up the JMWP and the linkages to other strategies.



How does the Plan relate to other Plans and Strategies?

National Planning Policy

2.4 The JMWP will need to accord with current planning policy and guidance on minerals and waste. The National Planning Policy Framework (NPPF)⁶ was published on 27 March 2012. The National Planning Practice Guidance⁷ which sits alongside the NPPF was launched in 2014 and is a live document, updated as necessary by the Government. The Waste Management Plan for England⁸ was published in December 2013, followed by the National Planning Policy for Waste⁹ which was published in October 2014.

Regional Planning Policy

2.5 The South East Plan was partially revoked on 25 March 2013. Policy NRM6, which deals with the Thames Basin Heaths Special Protection Area, remains in place as a saved policy¹⁰ and is relevant to the plan area.

Local Planning Policy

2.6 The currently adopted minerals and waste plans for the Berkshire area¹¹, including the Central & Eastern Berkshire Authorities are the Replacement Minerals Local Plan for Berkshire, adopted in 1995 and subsequently adopted alterations in 1997 and 2001¹² (including Appendices¹³ and saved policies¹⁴) and the Waste Local Plan for Berkshire adopted in 1998¹⁵ (including saved policies¹⁶). The Minerals Local Plan and Waste Local Plan cover the

⁶ National Planning Policy Framework (2012) - <https://www.gov.uk/government/publications/national-planning-policy-framework--3>

⁷ Planning Practice Guidance - <http://planningguidance.communities.gov.uk/>

⁸ Waste Management Plan for England - <https://www.gov.uk/government/publications/waste-management-plan-for-england>

⁹ National Planning Policy for Waste - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

¹⁰ Natural Resource Management (NRM6) - <http://www.bracknell-forest.gov.uk/south-east-plan-policy-nrm6.pdf>

¹¹ Minerals and Waste. <http://www.wokingham.gov.uk/planning-and-building-control/planning-policy/minerals-and-waste/>

¹² Replacement Minerals Local Plan for Berkshire 2001 - <http://www.bracknell-forest.gov.uk/replacement-minerals-local-plan-for-berkshire-2001.pdf>

¹³ Replacement Minerals Local Plan for Berkshire 2001 Appendices. <http://www.bracknell-forest.gov.uk/replacement-minerals-local-plan-for-berkshire-2001-appendices.pdf>

¹⁴ Mineral Local Plan Saved Policies. <http://www.bracknell-forest.gov.uk/mineral-local-plan-saved-policies-schedule.pdf>

¹⁵ Waste Local Plan for Berkshire. 1998. <http://www.bracknell-forest.gov.uk/waste-local-plan-for-berkshire.pdf>

¹⁶ Waste Local Plan Saved Policies. 1998. <http://www.bracknell-forest.gov.uk/waste-local-plan-saved-policies-schedule.pdf>

administrative areas covered by the Central & Eastern Berkshire Authorities as well as Slough Borough Council and West Berkshire Council. While these plans cover the period until 2006, the Secretary of State has directed that a number of policies in them should be saved indefinitely until replaced by national, regional or local minerals and waste policies. For Central & Eastern Berkshire these saved policies will be replaced by the JMWP, when it is adopted.

- 2.7 A review of the Replacement Minerals Local Plan for Berkshire and the Waste Local Plan for Berkshire was previously being undertaken on behalf of the six Berkshire Unitary Authorities by the Joint Strategic Planning Unit (JSPU). The JSPU published a 'Preferred Options' version of the Joint Minerals and Waste Core Strategy in September 2007 and a Submission Draft version was published in September 2008. The Core Strategy was submitted to the Secretary of State in February 2009. The Minerals and Waste Core Strategy Examination commenced in June 2009. During the hearing concerns were raised regarding the accuracy of the evidence base used to support the waste strategy. As a result of these concerns the Inspector decided to adjourn the Examination and the Secretary of State subsequently formally requested the withdrawal of the Core Strategy in January 2010.
- 2.8 After a review of minerals and waste planning the Central & Eastern Berkshire Authorities decided to progress with a JMWP. While the JMWP does not cover Slough Borough Council¹⁷ or the West Berkshire Council¹⁸, close coordination of the work between the various Berkshire authorities will continue in order to plan for minerals and waste strategically and address any cross-border issues that may arise.
- 2.9 Each of the Central & Eastern Berkshire Authorities will continue to prepare its own Local Plan, which will focus on the areas of planning that are not related to minerals and waste. They include the following:
- Comprehensive Local Plan for Bracknell¹⁹;
 - Local Plan Update for Wokingham²⁰;
 - New Local Plan for Reading²¹; and the
 - Borough Local Plan for Windsor and Maidenhead²².

¹⁷ Slough Borough Council minerals and waste policy - <http://www.slough.gov.uk/council/strategies-plans-and-policies/minerals-and-waste.aspx>

¹⁸ Emerging West Berkshire Minerals and Waste Local Plan - <http://info.westberks.gov.uk/index.aspx?articleid=29081>

¹⁹ Comprehensive Local Plan for Bracknell: <http://www.bracknell-forest.gov.uk/comprehensivelocalplan>

²⁰ Local Plan Update for Wokingham: <http://www.wokingham.gov.uk/planning-and-building-control/planning-policy/local-plan-update/>

²¹ New Local Plan for Reading: <http://www.reading.gov.uk/newlocalplan>

Other relevant Strategies

2.10 A Statement of Community Involvement (SCI) sets out the approach for involving the community in the preparation, alteration and continuing review of all development plan documents, and in publicising and dealing with planning applications. Each of the Central & Eastern Berkshire Authorities has adopted its own Statement of Community Involvement. These They are as follows:

- Bracknell Forest SCI - adopted 2014²³;
- Reading SCI - adopted 2014²⁴;
- Windsor and Maidenhead SCI - adopted 2006²⁵;and
- Wokingham SCI - adopted 2014²⁶.

What are the key stages in document preparation?

2.11 All Local Plans have to go through prescribed procedures and are subject to wide public consultation and ultimately an independent public examination before they can be adopted. Local Plans are examined to assess their 'soundness' (i.e. whether they are fit for purpose and have been prepared in accordance with national regulations).

2.12 Key stages in Local Plan preparation are as follows:

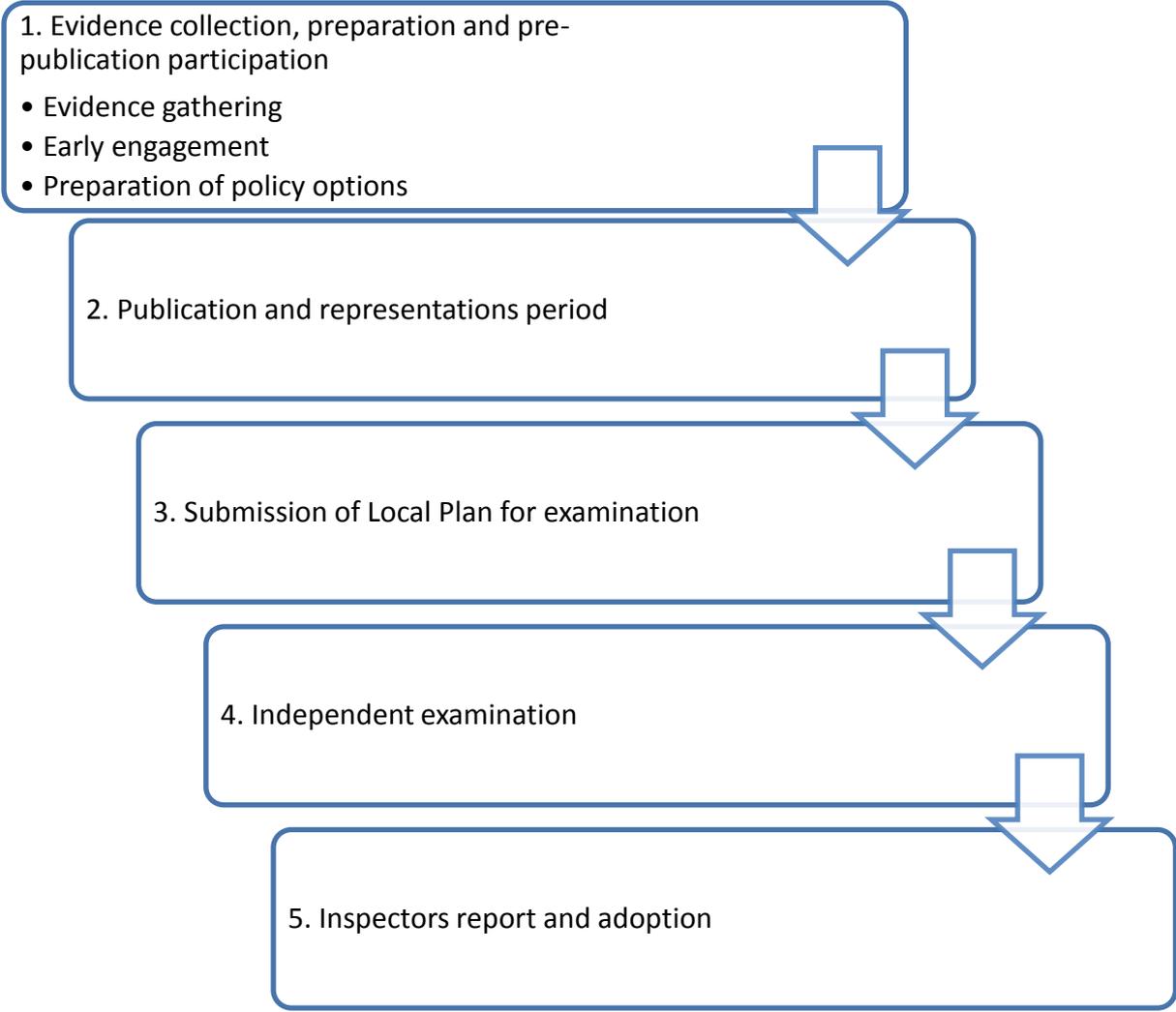
²² Borough Local Plan for Windsor and Maidenhead:
https://www3.rbwm.gov.uk/info/200414/local_development_framework/594/emerging_plans_and_policies/2

²³ Bracknell Forest Council. Statement of Community Involvement 2014. <http://www.bracknell-forest.gov.uk/statement-of-community-involvement-2014.pdf>

²⁴ Reading Borough Council. Statement of Community Involvement. 2014
<http://www.reading.gov.uk/media/1051/Statement-of-Community-Involvement-Adopted-March-2014/pdf/Statement-Of-Community-Involvement-Mar14.pdf>

²⁵ Royal Borough of Windsor and Maidenhead. Statement of Community Involvement 2006
https://www3.rbwm.gov.uk/downloads/file/512/statement_of_community_involvement_sci_-_adopted_june_2006

²⁶ Wokingham Borough Council. Statement of Community Involvement 2014
<http://www.wokingham.gov.uk/business-and-licensing/licensing-and-trade/licensing-decisions/?assetdet8733745=306132&categoryesct18379511=5844>



Joint Minerals & Waste Plan: Timetable

2.13 The following table outlines the timetable for the preparation of the JMWP.

JMWP Key Milestones	Timescale	Description
Regulation 18 (Stage One - Issues & Options Preparation)	Sept 2016 – March 2017	Call for Sites Draft Plan Vision & Objectives Proposed content Evidence Base (Initial findings) <ul style="list-style-type: none"> • Initial review of sites • Scoping Report (SA/SEA) • Screening (HRA) • Draft Minerals Background Study • Draft Waste Data
Regulation 18 (Issues & Options Consultation)	March 2017– Sept 2017	Consultation on the initial work and the various options
Regulation 18 (Stage Two - Preferred Options Preparation)	July 2017 – Dec 2017	Draft Evidence Base Draft Plan based on Evidence Base and Consultation
Regulation 18 (Preferred Options Consultation)	Jan 2018 – May 2018	Consultation on the options selected as preferred
Regulation 19 (Proposed Submission Document Preparation)	May 2018 – Oct 2018	Update Evidence Base Revise Plan based on Evidence Base and Consultation
Regulation 19 (Proposed Submission Document Consultation)	Nov 2018 – March 2019	Consultation on the Plan to be submitted to the Secretary of State
Regulation 22 (Preparation)	March 2019 – Sept 2019	Update Evidence Base Proposed Modifications based on Evidence Base and Consultation
Regulation 22 (Submission to SoS)	Winter 2019	Submitting the Plan to the Secretary of State who appoints a Planning Inspector
Regulation 24 (Public Examination)	Spring 2020	Pre- Examination Hearing Planning Inspector examines the Plan
Regulation 25 (Inspector's Report)	Summer 2020	Planning Inspector delivers his report on the Plan
Regulation 26 (Adoption)	Winter 2020	All authorities adopt the Plan, as modified by Planning Inspector

Policies Map

- 2.14 A Policies Map will form part of the JMWP and will be prepared simultaneously with the Plan. The Policies Map illustrates geographically how the policies of the Local Plan are to be applied. The minerals and waste Policies Map prepared for the JMWP will sit alongside the other Policies / Proposal Maps prepared by the Central & Eastern Berkshire Authorities for other Local Plan work.

Meeting the Duty to Cooperate

- 2.15 In preparing the JMWP, the Central & Eastern Berkshire Authorities will fulfil their duty to cooperate with:
- Districts and Boroughs and surrounding Minerals & Waste Planning Authorities;
 - Statutory consultees – organisations such as Natural England, Historic England and the Environment Agency that need to be involved in planning for minerals or waste; and
 - Those organisations and communities that have a mineral or waste interest or that may be impacted by the proposals.
- 2.16 A report showing how the requirements to fulfil the duty to cooperate have been met will be prepared as part of the evidence base.

Local Aggregate Assessment

- 2.17 The Local Aggregate Assessment (LAA) is prepared annually and is a report that considers the sale and movements of aggregates in the local authority that produces it. The Central & Eastern Berkshire Authorities work together with Slough Borough Council and West Berkshire Council to produce a Joint Local Aggregate Assessment²⁷. This document will continue to be produced annually and will form an important part of the Evidence Base for the JMWP.

Plan assessment and appraisal

- 2.18 The policies and proposals in the JMWP will be assessed to ensure that they contribute to the aims of sustainable development. This assessment will be through Sustainability Appraisal (which incorporates assessment as required

²⁷ Aggregates Monitoring Report (2013) - <http://www.wokingham.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=364157>

under the Strategic Environmental Assessment (SEA) Directive). To prepare these appraisals, a sustainability 'Scoping Report' will be prepared. This report describes the existing key environmental, social and economic issues for Central & Eastern Berkshire and includes a set of sustainability objectives which will be used to assess the policies in documents.

- 2.19 All mineral and waste development documents are also subject to Habitats Regulations Assessment²⁸ and the JMWP will be assessed accordingly.
- 2.20 Local government authorities are subject to the public sector equality duty under the Equality Act 2010²⁹. An Equalities Impact Assessment will be produced in order to ensure that the JMWP meets this duty.

Plan monitoring

- 2.21 In accordance with the Planning and Compulsory Purchase Act 2004, as amended by The Localism Act 2011, local authorities are required to produce a Monitoring Report, containing:
- information on how the preparation of the minerals and waste DPDs are progressing; and
 - the extent to which the policies set out in the associated documents are being implemented.
- 2.22 Previous Monitoring Reports looked at the Central & Eastern Berkshire Authorities in conjunction with Slough Borough Council and West Berkshire Council³⁰.
- 2.23 As the JWMP will be a plan across four authorities, its preparation and implementation will be monitored through a single Joint Authority Monitoring Report for these four authorities, produced on an annual basis.

Potential risks to the timetable

- 2.24 The plan preparation process has a number of risk elements including:
- Staff Resources;
 - Funding; and
 - Democratic timetables.

²⁸ Under Schedule 1 to the Habitats Regulations (The Conservation (Natural Habitats, & C.) (Amendment) Regulations 2007)

²⁹ Equality Act 2010 - <http://www.legislation.gov.uk/ukpga/2010/15/contents>

³⁰ Minerals and Waste monitoring Report for year 1 April 2009 to 31 March 2010 - <http://www.wokingham.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=275719>

2.25 The Central & Eastern Berkshire Authorities have a variety of procedures in place to mitigate these risks.

2.26 The key risks and mitigation measures are outlined in the table below.

Risk	Why	Level x likelihood of Impact	Mitigation / minimisation measures
Staffing and resources	Minerals and waste planning requires specialist staff, while government spending cuts continue to affect resources across all Councils.	Low	The Central & Eastern Berkshire Authorities have resolved to allocate appropriate resources for the production of the JWMP. Hampshire County Council has been commissioned to prepare the JMWP based on a history of preparing a current minerals and waste plan, as well as staff skills and resources. Regular updates will be provided and progress will be closely monitored by the Central & Eastern Berkshire Authorities
Potential change in national and local political control/ leadership	<p>There may be future changes to legislation and guidance introduced by a new Government.</p> <p>There may be changes in the political composition and outlook of one or more of the Berkshire authorities.</p>	Medium	Changes in policy and guidance will be monitored and assessed for their impact on the content of emerging documents. The JWMP will be based upon the information available at that time. Advice will be sought from the Department of Communities and Local Government and the Planning Inspectorate, as appropriate. Locally, officers will work closely with Members.
Legal Compliance / Soundness / Legal Challenge	The JMWP will be assessed by a Planning Inspector as to whether it has followed legislation and is sound (a suitable plan for the local circumstances, based on relevant policy and a robust evidence base).	Medium	The Councils will seek to ensure that the Local Plan is legally compliant, "sound", based upon a robust evidence base, and has a well audited consultation process in order to minimise the risk of legal challenge. The Councils will work closely with the Planning Inspectorate at all stages to ensure the tests of soundness are met. The Council will take account of other advice available such as from the Planning Advisory Service and tools such as 'self assessment toolkits' in respect of the Local Plan process. The Council will also take legal advice on the plan process as

			appropriate.
Local opposition	Minerals and waste plans can lead to high levels of local interest and/or local opposition to proposals.	Medium	Information and opinions from the public need to be fully considered during plan-making and contribute to the development of a sound plan. In order to maximise the effect local stakeholders have on the JWMP early engagement will be essential. Additional time should be programmed for consultation and subsequent analysis of responses of any controversial documents.
Partnership working	While partnership working will bring benefits in the preparation of the JMWP, it can also introduce delays due to differing positions or democratic timetables and processes.	Medium	There is a need to share timetables, as well as engage and maintain good working relationships. Consideration will be given to the governance of joint work and decision making at various milestones, prior to the commencement of work.

3. Joint Minerals & Waste Plan: Evidence Base

Preparing a robust evidence base

- 3.1 Planning authorities are urged to ensure that effective programme management techniques are employed in progressing and orchestrating the production of the evidence base for plan work.
- 3.2 The robustness of our evidence base will be reviewed annually and further studies produced as appropriate.
- 3.3 A number of studies should be completed prior to public participation on minerals and waste planning documents, in order to ensure that all the key issues have been identified at an early stage.
- 3.4 It is also important that the evidence base is complete and robust prior to publication of the plans. This will help demonstrate that the proposed plans are the most appropriate considering all the options and based on the available evidence.

Proposed evidence base

- 3.5 Gathering of evidence is an ongoing process and must be continued throughout the plan preparation process. Some studies, such as annual waste and minerals data, are 'living documents'. To inform the evidence base, the Authorities will make use of a substantial amount of secondary data and collected data.
- 3.6 Examples include data on:
 - Municipal waste arisings, transfer, treatment and disposal;
 - Other waste streams and movements;
 - Capacity of waste operations;
 - Site appraisals;
 - Site operations (any noise or air quality issues);
 - Minerals resources;
 - Demand for minerals; and
 - Public opinion.
- 3.7 As the evidence base is prepared any completed or draft supporting documents will be available to view on the relevant authority websites³¹.]

³¹ Bracknell Forest Council: <http://www.bracknell-forest.gov.uk/planningpolicy>, Reading Borough Council: <http://www.reading.gov.uk/readingldf>, The Royal Borough of Windsor & Maidenhead: https://www3.rbwm.gov.uk/info/200209/planning_policy, Wokingham Borough Council: <http://www.wokingham.gov.uk/planning-and-building-control/planning-policy/minerals-and-waste/>

Glossary of Terms & Acronyms

Central & Eastern Berkshire Authorities - Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor & Maidenhead and Wokingham Borough Council.

Development Plan - Planning law (section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990) requires that decisions on planning applications should be made in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for each of the Central & Eastern Berkshire Authorities includes Policy NRM6 of the South East Plan, the saved policies of the Minerals and Waste Local Plans and the latest Local Plans in that authority. It is important that all documents comprising the Development Plan are read together.

Equalities Impact Assessment (EqIA) - An equality impact assessment (EqIA) is a process designed to ensure that a policy, project or scheme does not discriminate against any disadvantaged or vulnerable people.

Habitats Regulation Assessment (HRA) - Statutory requirement for Planning Authorities to assess the potential effects of land-use plans on designated European Sites in Great Britain. The Habitats Regulations Assessment is intended to assess the potential effects of a development plan on one or more European Sites (collectively termed 'Natura 2000' sites). The Natura 2000 sites comprise Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). SPAs are classified under the European Council Directive on the conservation of wild birds (79/409/EEC; Birds Directive) for the protection of wild birds and their habitats (including particularly rare and vulnerable species listed in Annex 1 of the Birds Directive, and migratory species).

Joint Minerals and Waste Plan (JMWP) - The Local Plan covering minerals and waste policy and site allocations that the Central & Eastern Berkshire Authorities are jointly preparing. This document will replace the saved policies from the current Minerals and Waste Plans.

Local Plan - Local Plans have statutory development plan status and are subject to rigorous procedures involving community involvement and formal testing through examination by an independent Planning Inspector to assess whether a plan has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements and whether it is sound. Local Plans usually deal with non minerals or waste matters, but make reference to minerals and waste plans.

National Planning Policy Framework (NPPF) - The NPPF (March 2012) is a single document that sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development. The NPPF prioritises the role of planning in supporting economic growth.

National Planning Practice Guidance (NPPG) - The NPPG (March 2014) is an online resource setting out further detail on the Government's national planning policies set out in the NPPF.

Soundness - A Local Plan must be 'sound'. The tests of soundness are set out in paragraph 182 of the NPPF. A plan must be:

- Positively prepared
- Justified
- Effective
- Consistent with national policy.

Stakeholder - Any person or organisation expected to have a concern or interest in a particular minerals and waste development, site or policy.

Statement of Community Involvement (SCI) - A document which sets out how a Council will engage with communities in reviewing and preparing planning policy documents and consulting on planning applications.

Strategic Environmental Assessment (SEA) - A system of incorporating environmental considerations into policies, plans, programmes and part of European Union Policy. It is sometimes referred to as strategic environmental impact assessment and is intended to highlight environmental issues during decision-making about strategic documents such as plans, programmes and strategies. The SEA identifies the significant environmental effects that are likely to result from implementing the plan or alternative approaches to the plan. The Integrated Sustainability Appraisal (ISA) includes the SEA of the Plan alongside Sustainability Appraisal.

Supplementary Planning Document (SPD) - A type of planning document that provides support and additional detail on the implementation of policies contained in Local Plans. An SPD is a material consideration, but carries less weight than a Local Plan.

Sustainability Appraisal (SA) - Examines the impact of proposed plans and policies on economic, social and environmental factors, and ensures that these issues are taken into account at every stage so that sustainable development is delivered on the ground. It also appraises the different options that are put forward in the development of policies and the process of allocating sites.

Thames Basin Heaths Special Protection Area (TBHSPA) - A group of heathland sites distributed across Berkshire, Surrey and Hampshire that support important breeding populations of lowland heathland birds (especially the Nightjar, Dartford Warbler and Woodlark). The area is designated for its interest under a European Wildlife Directive (and subject to the assessment procedure set out in the Habitats Directive) in order to protect the important species of birds that live within them.

Planning Section

Reading Borough Council

Civic Offices

Bridge Street, Reading

RG1 2LU

Tel: 0800 626540

Email: planningpolicy@reading.gov.uk

Website: www.reading.gov.uk/readingldf



Reading
Borough Council

Working better with you