



Cabinet

Tuesday, 13 January 2026

**East of Gamston/North of Tollerton Development
Framework Supplementary Planning Document**

Report of the Director – Development and Economic Growth

Cabinet Portfolio Holder for Planning and Housing, Councillor R Upton

1. Purpose of report

- 1.1. The purpose of the East of Gamston/North of Tollerton Development Framework Supplementary Planning Document (SPD) is to provide guidance on the application of Policy 25 (Strategic Allocation at East of Gamston/North of Tollerton) of the Rushcliffe Local Plan Part 1: Core Strategy.
- 1.2. A draft SPD was published for consultation on 1 October 2025 and consultation finished on 5 November 2025. The consultation responses have been considered and a number of revisions to the draft SPD are proposed in response to some of the issues raised by consultees.
- 1.3. The report recommends that the revised draft East of Gamston/North of Tollerton Development Framework SPD (at Appendix 1) is adopted. Once adopted, it will form a material consideration in the determination of relevant planning applications on the allocated site.

2. Recommendation

It is RECOMMENDED that Cabinet:

- a) considers any recommendations made by the Local Development Framework Group;
- b) supports the proposed revisions to the draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document;
- c) approves the adoption of the East of Gamston/North of Tollerton Development Framework Supplementary Planning Document; and
- d) delegates authority to the Director – Development and Economic Growth, in consultation with the Cabinet Portfolio Holder for Planning and Housing, to make any necessary final graphical, presentational and minor textual changes required to the SPD prior to publication.

3. Reasons for Recommendation

If adopted, the East of Gamston/North of Tollerton Development Framework SPD will provide guidance on the application of Local Plan Part 1: Core Strategy Policy 25 (Strategic Allocation at East of Gamston/North of Tollerton). The SPD's key role is to provide further guidance, a development framework and masterplan for the whole of the strategic allocation to help achieve an appropriate collective and coordinated development outcome for the whole site and ensure that site-wide infrastructure requirements are fully and collectively met by all individual developments on site. Separate to the SPD, delivery of development will be further guided by the inclusion of more specific details in respect of infrastructure requirements (including what, when and by whom) within the Infrastructure Delivery Plan (IDP) that is due to be completed and published in due course and before planning applications are determined.

4. Supporting Information

Local Plan proposals and policy

- 4.1. The East of Gamston/North of Tollerton site was allocated and removed from the Green Belt as part of the Rushcliffe Local Plan Part 1: Core Strategy, which was adopted in December 2014. It was allocated for around 4,000 dwellings, 20 hectares of employment development, a neighbourhood centre and other supporting development and facilities. More recently, it was proposed that the site is carried forward as an allocation in the emerging Greater Nottingham Strategic Plan, which was published in draft in March 2025 and submitted for examination in December 2025.
- 4.2. The site specific policy for the allocation within the Local Plan Part 1: Core Strategy (Policy 25) identifies that it is expected that the design and layout of the proposal will be determined through a masterplanning process, and also that development should be appropriately phased to take into account the provision of necessary infrastructure, including improvements to the highway along the A52 and public transport network. Policy 25's supporting text also makes clear that the Council expects that from the outset there should be a comprehensive scheme for the site as a whole and for its entire development.
- 4.3. The site-specific policy within the emerging GNSP (draft Policy 31) goes further in terms of details in respect of the Council's expectations as to how development on the site should be realised. Draft Policy 31's supporting text (at paragraph 3.31.7 of the GNSP) states:

"The Council expects that there should be a comprehensive masterplan and development framework for the site as a whole and for its entire development. To meet this requirement, the Council is preparing a site-wide masterplan and development framework for the allocated site which will be adopted as a Supplementary Planning Document (SPD) or Supplementary Plan (SP). The document will coordinate and guide individual developments and their relevant planning applications and associated planning obligations across the site. In order to ensure a coordinated and consistent basis to planning obligations for developments

of parts of the overall site, it is expected that an overarching common Framework Section 106 approach will be prepared and applied in relation to infrastructure obligations in respect of all applications for development of the site.”

Planning applications and context for the Development Framework/Masterplan

- 4.4. In the period following the site’s allocation in December 2014 there was intermittent discussions involving the Council and the various landowners/developers in respect of attempts to coordinate and bring about the submission of a single site-wide planning application for a comprehensive development scheme. This, ultimately, did not happen and, aside from development of the Spire Hospital, a limited amount of employment development and the granting of outline planning permission for a residential care home and assisted living dwellings, a site-wide development scheme remains outstanding and the delivery of the strategic allocation is yet to begin. Continued delays seriously risk increasing pressure to release additional land elsewhere within Rushcliffe for housing and employment development.
- 4.5. In December 2020, Taylor Wimpey and Barwood Homes submitted an outline planning application on part (around 42%) of the allocated site for up to 2,250 homes, a primary school and local centre. In response, the Council raised concerns that development was coming forward in a piecemeal and uncoordinated manner and, consequently, made it be known that it expected more detailed planning guidance including a site-wide masterplan to be put in place to address this situation and before planning applications could be positively determined. The Council began in early 2021 the process of preparing a development framework and masterplan SPD for the site, which it did so in collaboration with the main landowners/developers who were willing to be involved.
- 4.6. In March 2024, Vistry Homes submitted a hybrid (part full and part outline) planning application for around 1,600 homes, a primary school and associated development on the Tollerton airfield part of the site (which is around 40% of the allocated site). Vistry had acquired the airfield in 2023 and subsequently also started working collaboratively with the Council on preparation of the SPD.
- 4.7. The other main landowner on the allocated site is Nottinghamshire County Council (NCC) (whose landholding covers around 15% of the allocated site). NCC has to date not submitted a planning application for the land under its control.

Draft Development Framework/Masterplan

- 4.8. In order to effectively deal with separate planning applications coming forward on the site, a Development Framework SPD has been prepared in draft to broadly guide and coordinate each likely development parcel. The aim is to achieve an appropriate collective development outcome for the whole site and ensure site-wide infrastructure requirements are fully and collectively met by all individual developments.

- 4.9. A key role of the SPD is to establish the broad distribution of land uses and transport links on the site and establish a site-wide framework for achieving high quality design outcomes. It is also to broadly establish what supporting infrastructure is required, where it is required and the mechanism for ensuring developers collectively deliver the infrastructure when needed. The SPD will be applied in the determination of all planning applications to ensure that each constituent development scheme contributes to site-wide requirements in full and in an equitable manner.
- 4.10. The SPD would not form part of the Local Plan, nor introduce new planning policy, but would support the allocated site's delivery in accordance with Local Plan policy and be a material consideration in planning application decisions. It would therefore be necessary for developers to take into account its requirements for the broad layout and design of development and to fully contribute to site-wide infrastructure requirements.
- 4.11. In terms of content, the draft SPD (at Appendix 1) includes the following elements:
- A vision for development, taking into account the Local Plan's proposals and policies for the site;
 - A site context and analysis section;
 - A development framework, including the broad configuration of likely land uses across the site;
 - A delivery strategy to identify likely development phases, site-wide infrastructure requirements (where details are established) and the mechanism for ensuring how and when each phase should contribute to these infrastructure requirements; and
 - A site-wide design code (as an appendix to the SPD) to broadly guide the layout and design of development.
- 4.12. The development framework (section 4 of the SPD) provides further guidance and details on a range of matters including:
- Design Objectives;
 - Land Uses;
 - Employment;
 - Secondary school and primary schools;
 - Green and Blue Infrastructure;
 - A movement framework;
 - Character;
 - Sustainability;
 - A site-wide framework masterplan; and
 - A stewardship strategy for the management of public amenities on site.
- 4.13. In addition to indicatively identifying strategic (whole site) infrastructure requirements (where details are currently known), the SPD's development strategy section (section 5) sets out that a separate Infrastructure Delivery Plan (IDP) will be prepared and published by the Council prior to the approval of planning applications. The IDP will contain finalised details of strategic infrastructure requirements and would supersede the indicative infrastructure

list contained within the SPD. The published IDP may need to be reviewed by the Council in the future where circumstances indicate this is necessary. The infrastructure requirements included within the IDP would be secured as planning obligations via section 106 agreements for the development of any land parcel within the allocated site.

- 4.14. Section 5, delivery strategy, sets out that a framework section 106 agreement approach and/or 'linked' section 106 agreements will be utilised to serve as an overarching mechanism for ensuring that required strategic infrastructure is delivered in a coordinated manner and that each development parcel contributes towards this infrastructure on an equitable and proportionate basis. The framework section 106 agreement would form a base template document for individual section 106 agreements.
- 4.15. The Site Wide Design Code provides a set of high-level design instructions and principles, on matters such as character and movement, which would be used in guiding development on each separate land plot to achieve a coordinated vision for the whole site. It is expected that it would be used by every developer to provide consistency and quality across the site. The code provides a mechanism for controlling the character, quality and appearance of the development as it evolves over time and sets broad guidelines and parameters for each detailed development scheme. The code provides flexibility for adaptation and adjustment in response to evolving trends, technologies and best practice over the long lifetime of the whole site's development.
- 4.16. It is expected that Area Design Codes would be prepared and agreed for all parts of the site, unless an exception is justified. These Area Design Codes would be informed by the high-level instructions and requirements of the Site Wide Design Code. In addition, Area Design Codes should incorporate relevant design codes and guidance included within the Rushcliffe Design Code Supplementary Planning Document (adopted September 2025), unless an alternative approach is demonstrated to be justified.

Consultation on the draft SPD

- 4.17. A draft of the SPD was considered by the Local Development Framework (LDF) Group on 5 September 2025 and the Group supported it being published for consultation. The consultation started on 1 October 2025 and consultation finished on 5 November 2025. In total, 318 representations were submitted by residents, statutory bodies, developers and other stakeholders. A summary of the comments and proposed responses to the issues raised is provided in Appendix 2.
- 4.18. In summary, some of the main issues raised by consultees include:
 - That development will increase traffic movements locally and lead to additional congestion and 'rat-running', without it being clear within the SPD what measures will be put in place to lessen such potential impacts;
 - That the finalisation of the SPD needs to wait for the completion of transport assessment work and include more details in respect of

highway works and active travel and public transport infrastructure requirements;

- That more certainty is needed in respect of the infrastructure requirements for supporting development, in terms of what specifically is required and when it needs to be delivered;
- That pedestrians and cyclists would be better served by the provision of a new bridge between the site and Gamston, rather than all new crossings being at grade;
- That the design requirements set out in the SPD are not aspirational enough;
- Concerns that the site will be contaminated and therefore unsuitable for development, that remediation requirements will potentially adversely affect the viability of development and that there should be a full contamination survey now to inform preparation of the SPD;
- That the site should be allowed to continue as an operational airfield; and
- That development could increase the likelihood of flooding in areas off site, including locations already susceptible to flooding. This includes areas to the south in the vicinity of Cotgrave Lane and Tollerton Lane, Tollerton.

4.19. A number of revisions to the draft SPD are proposed in response to some of the issues raised by consultees, where changes are considered justified. Other modifications are also proposed for reasons of clarity and correct any errors. These changes are detailed within Appendix 2, and the revised draft SPD at Appendix 1 shows all proposed revisions. These are highlighted as track changes – new text appears in blue and underlined, while deleted text is shown in red with strikethrough.

4.20. The main proposed revisions to the draft SPD include:

- Additional text to emphasise that a primary route for pedestrians and cyclists between the site and Gamston centre will need to be provided, and that this could be the provision of a pedestrian and cycle bridge over the A52, or it could be at-grade controlled crossings on the A52 between the site and Ambleside. New text is proposed setting out that the determination of the most suitable option to achieve pedestrian and cycle connectivity and safety should be informed by a crossing options analysis as part of the transport assessment for the proposed development;
- A number of revisions to Chapter 5 in order to update and better explain the approach to securing development contributions collectively from all developers towards new and improved infrastructure;
- Revisions to Chapter 5 to better acknowledge the Local Highway Authority's preference for off-site highways works to be delivered by developers directly;
- Inclusion of text within Chapter 1 to highlight that the Tollerton Neighbourhood Plan was adopted in February 2025 and forms part of the development plan for the site; and

- Updates to Figures 2 and 7 within the Site Wide Design Code (which is an appendix to the SPD) to show on these two plans the correct position of the proposed gypsy and traveller site.

- 4.21. With regard to the argument that preparation of the SPD should be delayed, particularly until the outcome of ongoing transport assessment work is known, this would not be a recommended course of action. It is important to have the SPD in place as a matter of priority; with more details in respect of transport and other outstanding matters then being established in the IDP. This is, firstly, to avoid missing a likely 30 June 2026 cut off for SPDs to be adopted. Beyond that date, a development framework for the site would have to be prepared as a Supplementary Plan (SP), which would require a public examination of the draft SP. The whole process would add months to the preparation process, thereby further delaying the site's vital contribution to the Borough's housing land supply. Secondly, avoiding further delay is also important to minimise the very real risk that current planning applications are taken to appeal on the basis of non-determination prior to the SPD being adopted. If this were to happen without an SPD being in place, this would fundamentally prejudice the purpose of the SPD in ensuring that individual development parcels are delivered in a coordinated and complimentary manner.
- 4.22. In response to those raising concern about potential contamination on site, such matters are not for further consideration within the SPD. These are matters more appropriately dealt with at the planning application process stage and/or by site investigation and remediation conditions attached to a grant of planning permission.
- 4.23. The proposed revisions to the draft SPD will be considered by the LDF Group on 7 January 2026. The recommendations of the Group at that meeting will be reported to Cabinet separately.
- 4.24. The draft SPD is accompanied by a Strategic Environmental Assessment and Appropriate Assessment Screening Report, provided at Appendix 3.

5. Alternative options considered and reasons for rejection

Cabinet could decide not to adopt the East of Gamston/North of Tollerton Development Framework Supplementary Planning Document. This could leave the Council less able to effectively ensure that all individual planning applications submitted for development of parcels of land on site appropriately contribute to site-wide infrastructure requirements and deliver development in a coordinated and comprehensive manner.

6. Risks and Uncertainties

- 6.1. As a strategic allocation within the 2014 Local Plan Part 1: Core Strategy, the East of Gamston/North of Tollerton Strategic Allocation forms a key component of expected housing and employment land supply in Rushcliffe over coming years. If the site continues to not deliver housing and expected further new employment land it would increase pressure for additional land to be released elsewhere in Rushcliffe for housing and employment development.

- 6.2. The SPD will provide a framework for individual development schemes and supporting infrastructure to come forward in a comprehensive and coordinated manner. Without the SPD, there would be a greater risk that development comes forward in a piecemeal and uncoordinated manner which could adversely affect the design quality of the development across the site, the provision of supporting infrastructure in a timely manner and the rate of development delivery. Any adverse effect on delivery could increase pressure for development elsewhere.
- 6.3. The Government views the primary purpose of the planning system as contributing to the achievement of development, including the provision of new homes, new commercial development, and supporting infrastructure in a sustainable manner. The draft SPD will play an important role in achieving sustainable growth locally. Without having the SPD in place there is a potential risk that the Council could lose a degree of control over what development is delivered on site and its quality, particularly if planning applications are taken to appeal and the Council is no longer the decision-maker for those applications.

7. Implications

7.1. Financial Implications

The Council has appointed consultants to support specific technical aspects of the preparation of the SPD and these costs will be recouped through Homes England Grant Funding, and a Planning Performance Agreement with the developers/landowners.

7.2. Legal Implications

The 2004 Planning and Compulsory Purchase Act empowers local planning authorities to prepare local plans and supplementary planning documents (SPD). SPDs are not part of the Local Plan but are capable of being a material consideration in planning application decisions. There is a statutory requirement for public consultation to be undertaken on the draft SPD and for any representations received to be taken into account before it can be adopted by the Cabinet.

7.3. Equalities Implications

There are no direct equalities implications arising from matters covered in this report. Equalities Impact Assessments were undertaken in preparing the Local Plan. The draft SPD would not put in place new policies but would supplement relevant policies from the Local Plan.

7.4. Section 17 of the Crime and Disorder Act 1998 Implications

There are no direct community safety implications arising from matters covered in this report.

7.5. Biodiversity Net Gain Implications

The draft SPD includes guidance that would help support the delivery of biodiversity net gain alongside new development on site.

8. Link to Corporate Priorities

Quality of Life	The draft SPD establishes a framework which should help ensure that new development respects and, where possible, enhances Rushcliffe's environment.
Efficient Services	The draft SPD includes supplementary guidance that aims to maintain the quality of life for both existing and new Rushcliffe residents.
Sustainable Growth	The draft SPD includes guidance to achieve development that is supported by adequate and timely infrastructure.
The Environment	The Government views the primary purpose of the planning system as contributing to the achievement of development, including the provision of new homes, new commercial development, and supporting infrastructure in a sustainable manner. The draft SPD will play an important role in achieving sustainable growth locally.

9. Recommendation

It is RECOMMENDED that Cabinet:

- a) considers any recommendations made by the Local Development Framework Group;
- b) supports the proposed revisions to the draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document;
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- d) delegates authority to the Director – Development and Economic Growth, in consultation with the Cabinet Portfolio Holder for Planning and Housing, to make any necessary final graphical, presentational and minor textual changes required to the SPD prior to publication.

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Background papers available for Inspection:	The consultation comments made by statutory consultees and other organisations in response to the draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document are available to view at:

	<p>https://www.rushcliffe.gov.uk/planning-growth/planning-policy/supplementary-planning-documents/</p> <p>Draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document is available to view at: https://www.rushcliffe.gov.uk/media/n3thar4l/gamston_tollerton-development-framework-spd_lower.pdf</p> <p>Rushcliffe Local Plan Part 1: Core Strategy, is available to view at: www.rushcliffe.gov.uk/media/y1pbquqz/local-plan-part-1-rushcliffe-core-strategy.pdf</p> <p>Draft Greater Nottingham Strategic Plan is available to view at: www.gnplan.org.uk/media/dsrndti2/gnsp-publication-draft-march-2025.pdf</p>
List of appendices:	<p>Appendix 1: Revised Draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document</p> <p>Appendix 2: Draft East of Gamston/North of Tollerton Development Framework Supplementary Planning Document – summary of consultation responses</p> <p>Appendix 3: Draft East of Gamston/North of Tollerton Development Framework – Sustainability Appraisal and Appropriate Assessment Screening Opinion Report</p>