

APPLICATION NO.	P12/V0299/O
APPLICATION TYPE	OUTLINE
REGISTERED	27.2.2012
PARISH	GROVE
WARD MEMBER(S)	John Amys Sue Marchant
APPLICANT	Persimmon Ltd and Taylor Wimpey UK Ltd
SITE	Land At Grove Airfield Denchworth Road Grove Wantage Oxfordshire
PROPOSAL	Outline application for residential development of about 2,500 dwellings with associated services and facilities including secondary school, primary schools, local centre (including uses falling within use classes A1, A2, A3, A4, A5, B1, C2, D1 and D2), open space including community park, and the realignment of Denchworth Road to the south.
AMENDMENTS	As amended by description and additional information from agent/applicant dated 23 October 2012; As amended by plans & documents submitted on 16th February 2015 in relation to site access 2
GRID REFERENCE	439014/189403
OFFICER	Cathie Scotting

INTRODUCTION AND BACKGROUND

This site is allocated for development in the Vale of White Horse Local Plan for about 2500 dwellings. This application was previously reported to Committee 4 December 2013. The earlier report to Committee can be viewed on line www.whitehorsedc.gov.uk/planningapplications/2012/P12V0299/Committee and the approved minutes are **attached** for reference (Appendix 1). Members resolved to grant outline planning permission subject to the completion and signing of a S106 agreement to provide in the order of 35% affordable housing (incorporating a minimum of 30% affordable rented) and infrastructure. Members resolved to attach a series of conditions and to authorise the head of planning to decide between the use of planning conditions or the Section 106 Agreement to achieve the agreed infrastructure package and other outcomes. Also it was resolved to set up a Development Delivery Board to support the delivery of the development in the Grove area. Additionally, if the outcome of negotiations to finalise the details of the affordable housing, infrastructure or planning conditions varied significantly from those identified in the report, or if there was an unacceptable delay in progressing towards the issue of a decision, the application was to be brought back to the planning committee for further consideration.

The reason for reporting this application back to Committee concerns a material change to one of the accesses into the site. The merits of the overall proposal are not being re-examined since there has been no significant change to the scheme, substantial issues were discussed previously and members resolved to grant permission. In the report below I discuss the amendment and the responses in respect of this amended scheme (PART A). The infrastructure to be secured by the S106 agreement and conditions are now firmed up and do not vary significantly from the package identified previously. In the subsequent section (Part B) I give an update

on the S106 infrastructure and affordable housing within the context of the Committee's earlier resolution.

PART A

1.0 PROPOSAL

1.1 This report to committee concerns the proposed amendment for a site access from Newlands Drive. I **attach** the illustrative masterplan showing the amended access (Appendix 2). The following information has been revised and re-submitted:

- Addendum to Planning Statement Feb 2015
- Addendum to Design and Access Statement Feb 2015
- Landscape Strategy
- Illustrative Masterplan Rev H
- Parameter Plan 1 Land Uses Rev U
- Parameter Plan 2 Access and Movement Rev W
- Parameter Plan 3 Building Heights Rev R
- Parameter Plan 4 Density Plan Rev S
- Parameter Plan 5 Green Infrastructure Rev T
- Environmental Statement – Submission of Additional Environmental Information (Regulation 22)
- Access Drawings(5 drawings): 10045/SK/04H; 10045/SK/05D;10045/SK/07I; 10045/SK/11E; 10045/SK/14A

1.2 The application area remains the same. The application site boundary has been amended to exclude a small area of land opposite the Savile Way junction and include sufficient land for the proposed footpath adjacent to Denchworth Road (North). The changes to the boundary arise from the need to ensure that the proposals fall within the limits of land controlled by the applicant where it is not already adopted highway land.

1.3 The principal access to the site is from the proposed Southern Access Road and will enter the site from the southern end of Newlands Drive. The secondary access point to the site from Newlands Drive is roughly midpoint on the road and is now 76 metres further south from the original point. The access is no longer opposite Savile Way. The amended application includes some illustrative information for highway works although the specific details for each highway proposal will need to be agreed prior to implementation under a series of S278 agreements.

1.4 All previous consultees have been re-consulted and the application has been advertised. The consultation period expires on 11 March 2015. Any representations not referred to in the report will be summarised for Committee in addition to a verbal update.

2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

2.1 Responses to the amended application (Feb 2015) are summarised below. All the responses received previously and reported to Committee are referred to in the earlier report (4 December 2013)).

(i) Grove Parish Council: To be reported

(ii) Oxfordshire County Council (Highways): To be reported

(iii) Local residents have raised the following concerns in relation to the amended application:

Traffic and Highways: Road access is unacceptable, there is no primary road within the site, concern over access on Newlands Drive, the main site entrance should be to the south, the Wantage Eastern Relief Road is necessary, Stockham Farm traffic is problematic.

Other: Flooding and drainage, Increased pressure on roads, schools and health service Environmental Health Issues, Safety of existing site, development should be on existing brownfield land, loss of wildlife, houses should not be built back of Whitehorse Crescent.

(iv) Network Rail: Objected previously and are maintaining their objection to the overall development on the basis that the development will significantly increase the use of the level crossing. Network Rail consider a footbridge at this location is the safest way forward to remove the risk to users of the level crossing.

(v) Environment Agency: No objection – refer to previous correspondence in respect of conditions.

(vi) Drainage (VOWH): No objection - refer to Environment Agency's advice concerning conditions

(vii) Landscape (VOWH): Raises matters in respect of siting of facilities – these can be addressed in the development brief for open space.

3.0 RELEVANT PLANNING HISTORY

3.1 The site was used as an airfield in the second world war and has since been used for agriculture. There is no relevant planning history on the site. The site is allocated for development in accordance with the adopted Vale of White Horse Local Plan (Policy H5).

4.0 POLICY & GUIDANCE

National Planning Policy Framework 2012

4.1

The National Planning Policy Framework (NPPF) was published in March 2012. It sets out the Government's planning policies for England. At the heart of the NPPF is a presumption in favour of sustainable development. In achieving this objective, the Framework does not seek to change the statutory status of development plans as the starting point for decision making. However, this is predicated on the basis that local development plans are up-to-date or that existing policies are in conformity with the NPPF and that in the case of housing policies, the local planning authority can demonstrate a five year supply of deliverable housing sites.

Vale of White Horse Local Plan 2011

4.2 Following the publication of the NPPF, the Local Planning Authority undertook an assessment of the saved local plan policies for consistency with the NPPF. The planning policies relevant to this amended scheme are listed below and are compliant

with the NPPF.

- Policy H5 Grove Airfield Site. This policy allocates the site for development of about 2500 dwellings. The merits of the scheme were assessed in relation to this policy in December 2013. There has been no material change to the scheme except for the change in access, subject of the current amendment.
- Policy DC1 of the adopted local plan requires new development to be of a high design and quality in terms of layout, scale, mass, height, detailing, materials to be used, and its relationship with adjoining buildings
- Policy DC3 promotes crime deterrent and prevention in building design and site layout
- Policy DC5 requires safe and convenient access and parking and suitable access from the public highway
- Policy DC9 seeks to ensure development will not unacceptably harm the amenities of neighbouring properties and the wider environment
- Policies DC13 and DC14 relate to the water environment and flood risk

Emerging Vale of White Horse Local Plan 2031 part 1 core policies

- 4.3 The draft local plan part 1 is not currently adopted and the emerging policies and supporting text have limited weight as per paragraph 216 of the NPPF. Greater regard therefore is to be given to the NPPF in line with paragraph 14 and where relevant, the saved policies (listed above) in the existing Local Plan.

VOWH Design Guide March 2015

- 4.4 Relevant guidance in the adopted design guide:

(i) Structure: Section 3 The layout of streets, landscape, land uses and buildings and how they interact with existing streets, landscape and buildings is crucial to creating successful, attractive and sustainable places.

(ii) Movement network: DG 24 Movement network should be designed to follow natural desire lines, to link to existing streets, open spaces, local facilities or destinations.

(iii) Mixed use centres: DG 90 The location of mixed use centres and neighbourhood hubs is key to their viability and long term success. They should be conveniently located at intersections of well connected streets and should be highly visible and convenient for buses and provide appropriate parking.

- 4.5 The planning considerations in relation to the proposed amendment are discussed below.

5.0 PROPOSED AMENDMENT TO SECONDARY ACCESS FROM NEWLANDS DRIVE AND DENCHWORTH ROAD

- 5.1 The second site access from Newland Drive was originally designed to provide direct access into the proposed local centre and also to be close and convenient to the existing local centre at Savile Way. It is still intended to achieve a pedestrian and

cycle link at this point if possible, in order to provide good links. The revised access, further south will alter the proposed movement network and access to the local centre that was originally envisaged. There is likely to be some advantages to the amended scheme as by removing the direct access into the local centre it should be possible to create more pedestrian friendly spaces, particularly around the school and older persons' accommodation. The altered access will not have any material impact on existing properties than existed previously.

- 5.2 The application is in outline and the detailed design work will follow. Development briefs are required by conditions and will be subject to community consultation as specified in the S106. Work on the development briefs will ensure the principles of good design are met and officers consider that issues concerning amenity and access for proposed uses can be properly considered at the next stages of the design work. The proposed new access does not raise any points of concern that cannot be overcome through existing proposed conditions
- 5.3 The proposed footpath for Denchworth Road to the north of the site will enable safe pedestrian movements to and from the existing Grove development and is supported.
- 5.4 The amendment is accompanied by an EIA statement in accordance with Regulation 22 and has been advertised in accordance with the EIA regulations. There is no material change to the environmental impacts of the scheme that need additional assessment. Mitigation measures for the overall development remain the same.

Representations

- 5.5 The recent representations from local residents have raised similar concerns that have previously been reported and discussed. These matters include the principle of development, traffic, effect on wildlife, flooding and pressure on infrastructure. In respect of traffic comments, Newlands Drive will remain open but a new access to the west into the site will be created and the road will be subject to highway works including pedestrian crossings and traffic calming. The highway authority is satisfied that with the works identified in the S106 (including those to be secured by S278) and planning conditions, the impacts on the public highway network and on local traffic will be mitigated to an acceptable degree.
- 5.6 Other matters raised are not in respect of the amended application and the issues have been discussed and resolved previously. It is recognised that there will be disruption whilst the development is underway and a plan to control noise and disturbance is required under by condition. The Environmental Health service has raised no concerns subject to conditions on contaminated land and noise and construction. There is no development backing on to existing properties except for some properties in Churchward Close. There is a condition to ensure the amenity of these properties is protected. Mitigation for farmland birds has been secured and the impacts on drainage have been discussed extensively with the Environment Agency, who has no objection subject to conditions.
- 5.7 Network Rail consider that the development will result in an increased use of the level crossing and are requesting a footbridge be provided. The request for a footbridge is disproportionate to the scheme's impact and officers do not consider this to be CIL compliant in terms of the reasonableness of S106 obligations. This matter was previously reported to Members and it was resolved that signage to discourage users could be achieved by condition and this is included. The nearest place the signage could be implemented within the developers control is approximately 225 metres away at the junction of the northern access road with Denchworth Road (north).

- 5.8 An addendum report will be presented to Committee if further responses are received.
Any further comments including those of Grove Parish Council will be summarised ~~CONCLUSION~~ ~~CONCLUSION~~ to Committee.
- 6.0 The amended access and site area (Newlands Drive and Denchworth Road north) is considered acceptable. Detailed layout and design work will be secured by conditions to ensure that movement and access in and around the local centre is established and serves the needs of the community. There is no need to add additional conditions or amend the terms of the S106.

RECOMMENDATION

It is recommended that authority to approve the amendment to application P12/V0299/O for a revised site access 2 from Newlands Drive and footway to Denchworth Road, in accordance with the drawings and accompanying plans submitted February 2015, is delegated to the chairman of the planning committee in consultation with the head of planning, subject to the condition headings contained in Part B of this report.

Author: Cathie Scotting
Email: cathie.scotting@southandvale.gov.uk
Contact: 01235 540546

PART B

UPDATE ON INFRASTRUCTURE PROVIDED IN S106 AGREEMENT AND CONDITIONS

- 1.1 Members resolved to grant outline planning permission subject to the provision of 'in the order of' 35% affordable housing (incorporating a minimum of 30% affordable rented) plus infrastructure and to set up a Development Delivery Board. These items can be secured by S106 or conditions as appropriate. The affordable housing and infrastructure provision has been subject to viability testing. Taking account of the viability yet ensuring that the development is properly provided for, the following infrastructure has been secured.

Affordable Housing

- 1.2 The S106 requires the provision an Agreed Percentage of affordable housing units being 32% of the total number of dwellings and a minimum of 30% of the total number of dwellings to be affordable rented, the remainder to be shared ownership. Eighty of the affordable housing units will be extra care housing. On the basis that 2500 dwellings are constructed there will be 750 affordable rented dwellings, 60 of which will be extra care. There will be 50 shared ownership dwellings, 20 of which will be extra care. There will be 1700 market homes.
- 1.3 The S106 agreement therefore provides the minimum 30% affordable rented. The overall provision of 32% of the total number for affordable housing is in the order of 35% and whilst more shared ownership units could have been sought this would have reduced the amount of infrastructure, detailed below.

Infrastructure Items

- 1.4 The detailed S106 discussions have been undertaken to ensure the scheme can deliver the affordable housing and necessary infrastructure in light of the viability. The S106 does not make provision for police and health infrastructure – there is existing infrastructure for health and police which can accommodate the needs of the Grove Airfield development. The previous report to Committee highlighted particular financial values for types of infrastructure. The financial contributions are listed in Appendix 3 (**attached**). The value of infrastructure on site is more difficult to ascertain. Officers consider it important to ensure that the design and quality meets the required needs and outline specifications with minimum requirements have been produced. These will inform detailed specifications that must be agreed at the appropriate time. The outline specifications are appended to the S106 and cover the community hub, (which incorporates new library provision), the Health & Wellbeing Centre (with the Extra Care Housing), all the open space and associated facilities (e.g. pavilion, play areas, allotment, pitches). Specific conditions in respect of construction, inspection and completed standards are set out in the S106. The types of infrastructure required by the council are listed below:

- Outdoor sports and green infrastructure
- Indoor sports and leisure hub
- Community hub (including library)
- Other community infrastructure
- Education
- Strategic highways and transport

- Local labour and training scheme
- District and County Council monitoring costs

1.5 *Outdoor sport and green infrastructure:*

The scheme provides around 53 ha of open space incorporating a pavilion and pitches and includes the early delivery of one pitch to mitigate the partial loss of an existing pitch (due to the proposed site access). Monies to provide improvements to the existing pitches have been secured. Temporary changing facilities and parking will be provided on site until the pavilion is built. The scheme will provide community and ecological parks and strategic landscaping plus play areas, MUGAs and allotments. SUDs will be situated throughout the open space. The open space will be offered to Grove Parish Council together with a commuted sum for management and maintenance. The parish is not party to the s106 agreement and to ensure that the infrastructure is maintained and managed in accordance with the s106, the district and county will enter into a supplemental agreement with the parish council. If the parish council do not take on the open space the infrastructure will be managed by a resident's management company.

1.6 *Indoor Sports and leisure hub*

Contributions (swimming, sports hall, tennis and artificial pitch) have been secured that will contribute towards leisure facilities. These are intended for a new leisure facility but equally could be used for specific facilities if required.

1.7 *Community Hub*

A community hub of c. 1400 square metres will be constructed by the developer and be provided by 1250 dwellings. To ensure that there are community facilities earlier on in the development a temporary community building will be provided, to be located alongside the temporary changing facilities. The community hub will be located in the local centre and will provide library facilities, and space for adult education and children facilities as well as other community uses. The community hub will be offered to the Grove Parish Council once completed together with a sum for furnishing and maintenance. The district and county council will enter into a supplemental agreement with the parish council to ensure the community hub is managed in accordance with the respective authorities' requirements.

1.8 *Other community infrastructure*

Contributions towards a community development worker and youth facilities and services are secured. The youth contribution is for accommodation, potentially towards new scout facilities and also for other youth provision, which could be used for a youth worker. Monies have also been secured towards the existing skate park, cemetery, public art, museum, street naming and waste and recycling facilities.

1.9 *Education*

The development incorporates 3 sites for schools, two primary schools and a secondary school. The site area for the secondary school provides scope (via additional land adjacent to the main school site) to meet wider needs; if this extra land is not required it will become open space. The S106 provides for the construction and delivery of one or both the primary schools by the developers, subject to specific construction conditions in the S106. If they choose not to provide them the developers will make both land and funding available to the county council in order for

it to deliver the schools. The S106 provides for land and funding for the secondary school as well as contributions for special needs education and temporary accommodation.

1.10 *Strategic highways and infrastructure*

At the outset of development a traffic management scheme (including footway provision) will be put in place along Denchworth Road and an access into the site will be constructed. The principal road access, the Southern Access Road (SAR) linking to the new access will be constructed by 250 dwellings and the second site access, subject of the amendment is to be constructed by 350 dwellings. There will be other junction improvements and highway works off site including works to Mably Way and Denchworth Road (north and south), Newlands Drive and off site pedestrian crossings and cycleways. A significant contribution towards the proposed Wantage Eastern Link Road has been secured together with other contributions for public transport as well as provision for junction improvement works on the A388.

1.11 *Local labour and training scheme*

A financial contribution for local labour and training is secured.

1.12 *District and County Council monitoring costs*

Monies for both councils' monitoring costs are secured.

1.13 *Development Delivery Forum*

The S106 agreement provides for a 'Grove Development Delivery Forum' to be set up as soon as practicable and before commencement. The forum will be a structured group for discussion between the District and County Council, the developers and the local community including the parish council and other representatives of local organisations as appropriate. The purpose of the forum is to achieve effective and co-ordinated provision of infrastructure. The forum will initially be chaired by the district council and will meet a minimum of 4 times a year. Progress reports on the delivery of infrastructure will be produced after each meeting.

1.14 *Conditions*

There have been detailed discussions on the S106 and conditions have been adapted to reflect this. The number of conditions is less than previously listed but all the relevant matters are covered. Some of the conditions have been combined or matters are included in the S106. The matters which are no longer included are rainwater harvesting and the use of a variety of architects. Rainwater harvesting adds a significant cost to development and there are conflicting views as to its cost / sustainability benefits. The development will meet Code 3 sustainable homes for residential and all non-residential buildings will meet BREEAM very good standard which could include rainwater harvesting if appropriate. All buildings will achieve a 10% in carbon dioxide emissions reduction from building regulations standards. The use of a variety of architects does not meet the guidance for conditions. It is important however to ensure an interesting and sustainable design and the preparation of development briefs, in conjunction with the community, should facilitate this.

1.15 Matters referred to in the earlier conditions that are now covered in the S106 are S278 and S36 highway works, public art, timing of bus service provision, provision of replacement pitch, lifetime homes, land matters, restrictions on occupations, allotment provision and phasing, local labour and training and development delivery board (forum).

- 1.16 Matters mentioned in the previous list of conditions that have been incorporated with other conditions are local recycling sites (Development Brief) and construction compounds (Construction Environmental Management Plan), materials and services (Reserved Matters). The condition headings are listed below:

Conditions:

- 1: Submission of Reserved Matters
- 2 : Outline permission Approved plans
- 3 : Commencement of Reserved Matters
- 4 : Development on site
- 5 : Phasing Plan pre commencement
- 7 : Housing Delivery document
- 8 : Development Brief - Local Centre
- 9 : Development Brief - Open Space
- 10 : Development Brief - Schools
- 11 : Archaeology
- 12 : Construction and Environmental Management Plan
- 13 : Contaminated Land
- 14 : Drainage details
- 14 : Stopping Up Highways
- 15 : Traffic management scheme Denchworth Road
- 15 : Drainage details
- 18 : Earthworks Strategy
- 19 : Tree protection
- 19 : Detailed access design
- 20 : Landscaping implementation
- 21 : Landscape Management Plan
- 22 : Noise protection
- 23 : Noise assessment - non residential buildings
- 24 : Hours of Use - non residential buildings
- 25 : Monitoring Ecological receptors
- 26 : Landscape and Ecological Plan
- 28 : Boundary treatment implementation
- 28 : Details to be submitted with Reserved Matters
- 29 : Dwelling access and footpath implementation
- 30 : Northern Link Road
- 31 : Parking in Local Centre
- 32 : Travel Plan Phase or Sub Phase
- 33 : Building Regulations reduction in CO2 emissions
- 34 : Energy Delivery Strategy
- 35 : BREEAM Very Good Non Residential Buildings
- 36 : Code Sustainable Homes Level 3
- 37 : Garage size
- 38 : Cycle Parking
- 39 : Information technology
- 40 : Protection of amenity Churchward Close
- 41 : Protection of Wiltshire Canal
- 42 : Affordable Housing
- 43 : Housing Mix
- 44: Fire Hydrants

Summary:

The provision in the S106 agreement and the requirements set out in conditions will ensure the infrastructure needs of this development are met, as described above. The final S106 agreement and conditions will meet the resolution of the Planning Committee 4 December 2013.

LIST of APPENDICES

Appendix 1 Minutes from Committee 4 December 2013

Appendix 2 Illustrative Masterplan

Appendix 3 S106 Summary of Financial Contributions