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| <b>APPLICATION NO.</b>   | <a href="#">P15/V2541/O</a>   |
| <b>SITE</b>              | Land at North Shrivenham Highworth Road<br>Shrivenham   |
| <b>PARISH</b>            | SHRIVENHAM  |
| <b>PROPOSAL</b>          | Outline planning application for a mixed-use development of up to 275 dwellings and up to 400 sq.m. of A1 retail use along with associated public open space. Provision of a new roundabout junction on the A420 and other associated highways works, on to Highworth Road . All other matters are reserved (as amended by plans and documents submitted on 29 September 2016). |
| <b>WARD MEMBER(S)</b>    | Simon Howell<br>Elaine Ware   |
| <b>APPLICANT OFFICER</b> | Welbeck Strategic Land II LLP<br>Holly Bates  |

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## **RECOMMENDATION**

**It is recommended that authority to grant planning permission is delegated to the head of planning subject to:**

- i. A Section 106 legal agreement being entered into in order to ensure financial contributions towards local infrastructure and to secure affordable housing; and**
- ii. Conditions (or provision in S106 as appropriate) as follows:**
  - 1. Commencement after reserved matters approval.**
  - 2. Reserved matters to be submitted.**
  - 3. Approved plans list.**
  - 4. Reserved matters to generally accord with Design and Access Statement and Illustrative Masterplan.**
  - 5. Details of landscape specifics to be submitted under reserved matters.**
  - 6. Landscape maintained for five years from completion**
  - 7. Surface water drainage scheme based on flood risk assessment to be agreed.**
  - 8. Noise mitigation for retail unit to be agreed.**
  - 9. No occupation until drainage scheme implementation.**
  - 10. Water supply infrastructure upgrade to be carried out.**
  - 11. Construction traffic management plan to be agreed.**
  - 12. Residential travel plan to be agreed.**
  - 13. Travel information packs to be agreed.**
  - 14. Off-site highway works to be agreed.**
  - 15. Provision of A420 roundabout and Highworth Road junction.**
  - 16. Detailed plans for pedestrian and cycle links and crossings to be**

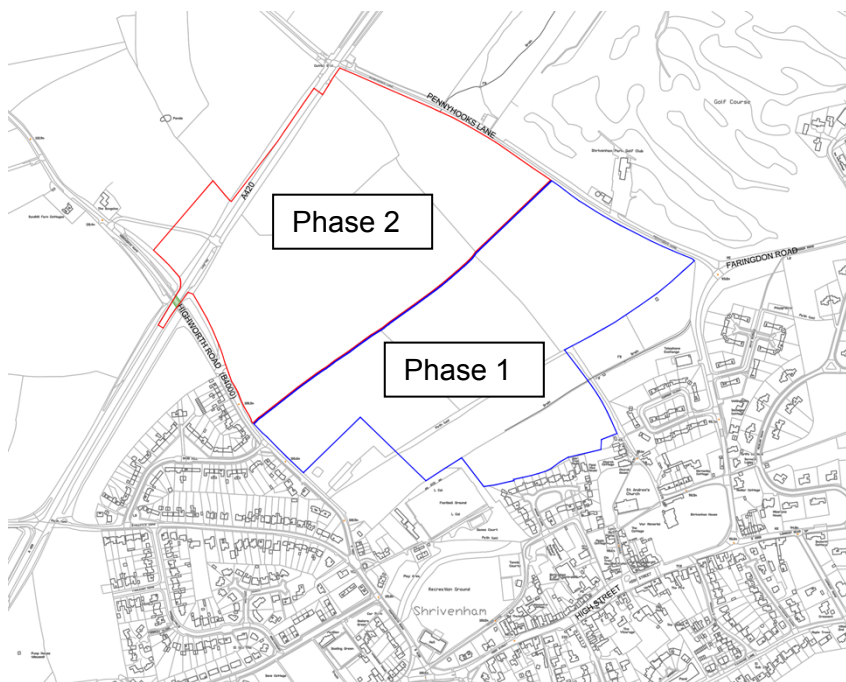
provided.

17. All accesses and visibility splays to be in place prior to occupation.
18. Archaeological written scheme of investigation to be agreed.
19. Staged programme of archaeological evaluation and mitigation.
20. Biodiversity construction environmental management plan to be agreed.
21. Landscape and ecology management plan to be agreed.
22. Baseline data to be collected from Tuckmill Meadows and submitted.
23. Hydrological monitoring plan to be agreed.
24. Traffic calming measures required to avoid impediment to circular walking routes.

## 1.0 INTRODUCTION AND PROPOSAL

1.1 This application relates to land to the north of Shrivenham extending to around 15.5 hectares of undeveloped agricultural land. It forms phase 2 of the strategic site allocation contained within the council's emerging Local Plan 2031 Part 1. A site location plan is included below.

1.2



- 1.3 The application seeks outline planning consent with all matters reserved other than access, for up to 275 dwellings. An illustrative masterplan has been submitted with the application showing the inclusion of 400sq m of retail space, landscaping, open space including circular recreational walks, and access to Highworth Road. Extracts from the application plans are **attached** at appendix one.
- 1.4 The application also includes provision of a new roundabout access to the A420, a strategic piece of highway infrastructure.

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1 A summary of the responses received to the current amended proposal is below. An amended full set of plans have been submitted during the course of the application to include the provision of the roundabout access to the A420. A full copy of all the comments made can be seen online at [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk)

2.2

| <b>Consultee</b>   | <b>Response</b>  |
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| <b>Shrivenham Parish Council</b>                         | <p>Object.</p> <p>Opposed to a retail park due to adverse effects of an out of town retail shop on the high street and increase traffic;</p> <p>Concern that no new footpath proposed on east of Highworth Road resulting in increase in car usage, and safety due to dangerous crossing points;</p> <p>The Parish are supportive of the roundabout planned for the A420 but raise concern regarding its location due to traffic going through the new development and would prefer to see the roundabout on top of the bridge over the bypass.</p>      |
| <b>Oxfordshire County Council Highways and Transport</b> | <p>No objections subject to S106 contributions, a S278 agreement and conditions requiring:</p> <ul style="list-style-type: none"> <li>• Delivery of A420 roundabout and Highworth Road junction;</li> <li>• Construction traffic management Plan;</li> <li>• Off-site highway works by S278 timetable to be agreed;</li> <li>• Pedestrian, cycle link and crossing details;</li> <li>• Residential travel plan;</li> <li>• Travel information packs;</li> <li>• Drainage scheme to be submitted;</li> <li>• Public rights of way informatives</li> </ul> |
| <b>Oxfordshire County Council Education</b>              | No objections subject to S106 contributions.   |
| <b>Oxfordshire County Council Property</b>               | <p>No objections subject to S106 contributions, and condition requiring</p> <ul style="list-style-type: none"> <li>• Provision of fire hydrants</li> </ul>   |
| <b>Oxfordshire County Council Archaeology</b>            | <p>No objections subject to conditions requiring:</p> <ul style="list-style-type: none"> <li>• Written Scheme of Investigation;</li> <li>• Staged programme of evaluation and mitigation to be carried out and report to be submitted.</li> </ul>  |

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| <b>Conservation Team – Vale</b>   | No objections.  |
| <b>Landscape Officer – Vale</b>   | No objections.  |
| <b>Waste Team – Vale</b>  | No objections; contribution requested towards bin provision. Further detailed comments for reserved matters stage.  |
| <b>Environmental Protection Team (Noise) – Vale</b>                     | No objections, subject to conditions requiring: <ul style="list-style-type: none"> <li>• Acoustic insulation scheme for retail development to be submitted</li> </ul>   |
| <b>Environmental Protection Team (Air quality) - Vale</b>               | No objections, subject to conditions requiring: <ul style="list-style-type: none"> <li>• Electric charging points for each property with a garage.</li> </ul>   |
| <b>Countryside Officer – Vale</b>                                       | No objections subject to comments from Natural England on the drainage strategy and to conditions. A S106 contribution towards mitigating the recreational impact on Tuckmill Meadows SSSI is also required.  |
| <b>Natural England</b>  | No objections, subject to conditions regarding: <ul style="list-style-type: none"> <li>• Traffic calming measures on the access road from the A420 roundabout so not to impede circular walking routes; and</li> <li>• Hydrological monitoring conditions.</li> </ul>                         |
| <b>Berkshire Buckinghamshire and Oxfordshire Wildlife Trust (BBOWT)</b> | Object on the grounds that measures to mitigate recreational impacts on SSSI are inadequate.  |
| <b>Environment Agency</b>   | No response received to amended plans.<br><br>Originally raised concerns regarding hydrological impacts which Natural England are now satisfied with, subject to conditions.  |
| <b>Drainage Engineer (Vale)</b>   | No objections, subject to condition requiring: <ul style="list-style-type: none"> <li>• Sustainable drainage scheme based on submitted FRA should be submitted prior to commencement</li> </ul>   |
| <b>Thames Water Development Control</b>                                 | No objections subject to conditions requiring: <ul style="list-style-type: none"> <li>• Drainage strategy for on and off site drainage works to be submitted prior to commencement; and</li> <li>• Impact studies of existing water supply infrastructure to be submitted prior to</li> </ul> |

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|                                | commencement.  |
| <b>Forestry Officer – Vale</b> | No response received to amended plans.<br><br>Original response raised no objections, with detailed elements able to be considered at RM stage.  |
| <b>Urban Design – Vale</b>     | No response received to amended plans.<br><br>Concerns were raised regarding the linkages of green open space and its integration into the site, building heights and layby parking at the entrance to the site.   |
| <b>Leisure Team – Vale</b>     | No response received to amended plans.<br><br>Original response was no objection subject to S106 contributions.  |
| <b>Housing Team – Vale</b>     | No response received to amended plans.<br><br>Comments to original plans made reference to a proposed mix of affordable units, design comments and parking arrangements.   |
| <b>Police Funding</b>          | No response received to amended plans.<br><br>Original response made requests made for S106 contributions towards additional staff, vehicles, mobile IT, ANPR cameras and premises.  |
| <b>Neighbours – Object (3)</b> | No neighbour comments have been received in relation to the amended plans.<br><br><b>Three comments</b> were received to the original plans, objecting for the following reasons: <ul style="list-style-type: none"> <li>• Retail element is not wanted by the village and would draw customers away from the high street;</li> <li>• The retail site would make it harder for elderly people on foot to reach the site;</li> <li>• The roundabout at the end of Townsend Road would prevent possibility of restoration of the Wilts &amp; Berks Canal;</li> <li>• Recent developments in the area have not taken into account the impact on Primary Care Services in the area.</li> </ul> |
| <b>Councillors Elaine Ware</b> | Support site being one of the approved strategic   |

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| <b>and Simon Howell (joint response)</b> | <p>sites, but have concerns regarding:</p> <ul style="list-style-type: none"> <li>• Retail site and impact on High Street and traffic;</li> <li>• Pedestrian access along Highworth Road, pavements and cycle paths must be installed as soon as building commences;</li> <li>• Supportive of the provision of the roundabout to A420;</li> <li>• Support comments made by Parish Council and local residents.</li> </ul> |
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### 3.0 **RELEVANT PLANNING HISTORY**

#### 3.1 **P13/V1810/O** – Land to the East of Highworth Road, Shrivenham

In March 2015 Planning Committee resolved to approve Phase 1 of the strategic site for up to 240 dwellings; the S106 discussions have now been completed and the final draft has been circulated for signing and engrossment.

#### 3.2 **Pre-application History**

##### **P15/V0520/PEJ**

A number of office meetings were held to discuss the following issues:

- Ecology and SSSI impact;
- Highway safety and infrastructure requirements;
- Master-planning and urban design;
- Landscape and visual impact;
- Hydrology and drainage impact;
- S106 requirements.

#### 3.3 **Screening Opinion requests**

P14/V2767/SCR – EIA required on 6 February 2015

Request for screening opinion for a residential development of up to 260 dwellings and associated open space and highways works.

### 4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 This is EIA development and the application is accompanied by an Environmental Statement.

### 5.0 **MAIN ISSUES**

#### 5.1 **Current housing policy**

The emerging Local Plan Part 1 2031 continues the settlement hierarchy as set out in Policy GS1 of the adopted Local Plan which focuses housing growth at the market towns and larger villages and identifies Shrivenham as a local service centre/larger village in the Western Vale sub-area. Within this emerging strategy, Core Policy 20 identifies the application site as suitable for new housing; it being a strategic housing allocation site.

5.2 The council has received the Inspector’s interim findings into the emerging local plan 2031. His findings are positive, confirming that subject to certain modifications, the plan is sound and the district will be able to demonstrate a five year housing supply of land when the plan is adopted. The supply is in part

dependent on the strategic site allocations coming forward.

5.3 The Inspector did not make any specific comments in his interim findings on this allocation and it has not been subject to any main modifications. Therefore, Officers consider that weight can be placed on this allocation and as such consider that the principle of the application is acceptable in delivering housing as part of the strategic allocation of the emerging Local Plan 2031 Part 1.

5.4 **Retail policy**

The application includes the provision of 400sq m of retail space, identified on the illustrative masterplan towards the southern end of the site near Highworth Road. Three letters of objection were received in relation to the original plans. Some of these objections expressed concerns about the impact this new unit would have on the High Street, the retail element is not wanted and that this site would be difficult for elderly people to reach on foot.

5.5 As part of the emerging local plan evidence base, the council commissioned a retail and town centre addendum published October 2014. In terms of the North Shrivenham allocated site, it states that a development of 500 houses would generate a requirement for about 400sq m of retail floor space and that the provision of local shopping facilities is appropriate within developments of this size (combined allocation of 500 units).

5.6 Furthermore, existing local plan policy S13 supports the development of village shops designed to meet the day-to-day needs of the local population permitted they do not give rise to planning or highway problems. Core Policy 32 of the emerging local plan 2031 also supports retail development primarily intended to serve the day to day needs of the local community within larger villages.

5.7 The scale of the proposed retail is considered to be commensurate with the size of the development proposed. It would provide a useful local community facility to the west of Shrivenham to serve the population generated by the strategic site allocation and therefore people local to this could walk on foot to it. While the fears of the community in relation to potentially drawing footfall from the High Street are fully acknowledged, Officers do consider that Shrivenham is capable of accommodating another day-to-day shop in this location without adversely affecting the vitality or viability of the High Street.

5.8 Therefore, there is policy support for the retail element and officers see no reasonable material planning considerations exist to request its omission.

5.9 **Traffic, parking and highway safety**

Access is the only matter for consideration at this outline stage. The development is proposed to be served by three access points:

- a roundabout from the A420;
- a junction from Highworth Road; and
- a connection to the Phase 1 development to the south-east boundary.

5.10 The application has been supported by a Transport Assessment (TA) which has

been updated to include the provision of the roundabout to the A420. The local highway authority have reviewed all of the information submitted and have raised no objections on highway grounds, subject to conditions.

**5.11 Roundabout**

The provision of the roundabout secured through the amended plans on the A420 is welcomed and supported by the local highway authority. This would result in a reduced level of operational traffic routing to and from the site via Highworth Road through Shrivenham village; the TA addendum confirms that the traffic impact on Highworth Road would be significantly less with the provision of the roundabout (28% rather than the previous 45%).

5.12 It would be a four arm roundabout junction with minor arms providing access to the development site and a realigned private farm access to the north. A 60mph speed limit would be retained along the A420, with a 20mph speed limit immediately upon entry to the site. The existing westbound lay-by on the A420 would also be re-located to the east of the site access road. The local highway authority are supportive of these aims and have requested further details to be submitted and discussed at the reserved matters stage.

**5.13 Highworth Road junction**

The proposed priority give way T-junction to the site from Highworth Road is able to be provided with the necessary visibility splays of 2.4m by 43 metres. As part of the adjacent development proposals to the west of Highworth Road, the local highway authority has required that the existing 30mph speed limit be extended northwards to a point to the north of the A420 bridge.

**5.14 Internal road connection**

The connection to the Phase 1 site through the middle of the site would be covered by further details at the layout stage but forms a key point of vehicular connectivity between the sites and will be subject to all required highway standards.

**5.15 Bus stops**

Two other developments in the vicinity, the Phase 1 application site (P13/V1810/O) and the Land at Highworth Road site (P13/V2490/FUL) will be delivering two pairs of bus stops on Highworth Road to the west of the site and Faringdon Road to the south-east of the site.

**5.16 Pedestrian and cycle links**

Pedestrian and cycle connectivity has been a point of key concern locally, and has been carefully considered. The development would provide a 2m wide footpath along the boundary of the site with Highworth Road, which would also connect to the Phase 1 site providing a continuous footway along both sites.

5.17 The Phase 1 application adjacent to the site will be providing two uncontrolled crossing points with tactile paving on Highworth Road allowing pedestrians to cross from the new pavements provided on the eastern side of the road to the western side of the road, which has a further footway into the village. This application, in providing the 2m footway along the eastern side of the road to



connect to the Phase 1 footway, would therefore provide adequate and safe connections in this regard. The local highway authority are content with this approach.

- 5.18 There is an absence of a footway along the eastern side of Highworth Road, which is a key concern of the parish council. Phase 1 and 2 of the strategic site provide footpaths along their boundary to Highworth Road. The development known as the Blue Cedar development to the south-east is also providing a footpath. This would only leave a short section following from the Blue Cedar development to the junction opposite Stallpits Road, which then has connections to the Recreation Ground and beyond.
- 5.19 Securing a continuous footpath presents deliverability complications given potential land ownership issues and physical constraints. However, together with the local highway authority and the developers, Officers are exploring if the additional section of footpath would be able to be provided as part of a highways s278 agreement, subject to the necessary deliverability requirements. An update will be provided to committee within the addendum report if available.
- 5.20 Other additional pedestrian and cycle links are proposed as part of the illustrative masterplan. A full circular walking route is provided for which is linked to the ecology requirements of the site. Four connecting footpath links are also proposed from this Phase 2 site into the Phase 1 site which ensures the site is permeable and easily accessible for pedestrians and cyclists. One of these links would be a direct link provided to the primary school site on Phase 1. These linkages through to the Phase 1 site then allow further connectivity through this site and into the village.
- 5.21 Officers are therefore satisfied that safe and convenient pedestrian and cycle links are provided for this application, in terms of all pedestrian requirements including school children and the elderly as suitably wide and safe pavements and crossing points are to be provided along Highworth Road; and safe and appropriate internal links which offer routes away from traffic will also be provided. Off-site highway works will be secured by way of a highway s278 legal agreement.
- 5.22 Overall, Officers place significant weight on the provision of a key piece of strategic highways infrastructure which will provide a substantial improvement to the A420 corridor and relieve traffic pressure through the village. The development would also provide safe and convenient vehicular access points, and pedestrian and cycle links. Officers consider that the application complies with local plan policies and national policy with regards to traffic and highway safety.
- 5.23 **Landscape and visual impact**  
The application site is not located within any national landscape designation, but is within the local landscape designation of the Lowland Vale (Local Plan Policy NE9) which seeks to protect long open views that characterise the area. The site is also within the Great Western Community Forest (Local Plan Policy NE12) designation area.

- 5.24 As part of the evidence base supporting the local plan, the site was assessed in the Landscape Capacity Study 2014: Site Options. It was assessed to have a Medium Landscape Capacity which did recommend that this section of the site should not be brought forward on landscape and visual grounds.
- 5.25 The application is supported by a landscape and visual assessment which has been reviewed by the council's Landscape Officer who has confirmed that it is an appropriate assessment of the site. It concludes that the proposal would not significantly adversely affect the character of the surrounding rural landscape or the landscape character of the village.
- 5.26 The landscape officer has no objections to the development. The impacts mainly relate to the loss of the open fields, the extension of the village northwards and the visual impact of the built form predominantly when seen from the local footpath network and adjacent roads.
- 5.27 The development would have a moderate impact on the footpath which passes through the site (Shrivenham Footpath 14), with moderate to minor effects on the footpath adjacent to the site (Pennyhooks Lane). To mitigate this, the proposed site layout retains the existing footpath that runs through site within a green corridor to reduce the impact, as is the case for Pennyhooks Lane.
- 5.28 The visual impacts of the development on the local road network would be minor; but the visual impact to the existing properties on Highworth Road are acknowledged to be moderate to minor as they will lose views of the undeveloped site. However, the illustrative layout retains open space to the edge closest to these properties, and also proposes new planting to mitigate this impact.
- 5.29 The proposed development would be seen within the context of the existing and other permitted development to the south-east and south-west of the site. The addition of the roundabout forming a main new access would also change the context of this area to introduce a more urbanised form amongst the rural edge character.
- 5.30 Officers acknowledge there will be some limited landscape harm as a result of the proposal. The mitigation proposed will alleviate these impacts and overall Officers are satisfied that the proposed development would not cause unacceptable landscape or visual harm to the Lowland Vale or Community Forest.
- 5.31 **Design and layout**  
While in outline form, the application has come forward with an illustrative masterplan to demonstrate how the development could be accommodated on the site.
- 5.32 **Illustrative masterplan**  
The illustrative masterplan demonstrates a perimeter block layout with a legible hierarchy of streets which unites with the illustrative layout of the Phase 1 site to the south-east. It provides a network of open spaces, green routes and pedestrian connections (as detailed above). The illustrative masterplan demonstrates sound urban design principles and is in compliance with principles of the council's design

guide 2015.

**5.33 Building heights**

The design and access statement confirms that dwellings would typically be 2 storeys in height (maximum 10m). However, there will be opportunities to have 2.5 storey buildings (maximum 11.5m) at appropriate key locations at the core of the site where the additional height would contribute to a varied street scene or roofscape or provide a key landmark node.

5.34 The building height parameter plan therefore includes a large core area where up to 2.5 storeys could be accommodated. Smaller areas at the edge of the development are retained to be 2 storey in height only given their more sensitive locations. Officers are satisfied with this approach as control over the final layout, scale and appearance would be at any subsequent reserved matters stage and any locations not considered appropriate for 2.5 storey buildings would be highlighted at that stage.

**5.35 Density**

Emerging Local Plan Core Policy 23 requires a minimum density of 30 dph and states that higher densities will be encouraged in locations with good access to services and public transport routes and where it would contribute to enhancing the character and legibility of a place.

5.36 The development would provide approximately 7.85 hectares of residential development, which would equate to an average density of 35 dwellings per hectare. Officers consider this to be an appropriate density to achieve on this site, which while is a rural edge also will have an urbanising element in terms of the roundabout access.

5.37 The design and access statement includes reference to a density strategy which demonstrates higher densities to be centred on the main highway routes and local green to secure adequate enclosure, compliant with design guide principle DG28. Lower density development will be delivered around the edges of the site to respond to the ridgeline locations for properties on the southern development edge and the countryside context to the north. Officers are content with this approach, which is consistent with design guide principle DG26.

**5.38 Open space and landscaping**

5.32 hectares of public open space would be provided for, which is about 31% of the site exceeding the local plan policy H23 which requires a minimum of 15%. A play area within a central green would also be provided, as well as a linear park along the south-east boundary linking with the Phase 1 development.

5.39 The development includes new areas of woodland planting in line with the Community Forest policy NE12, which would be focussed along Pennyhooks Lane and the SSSI to the east. The open space area to the north-east of the site would include woodland planting, species-enriched grassland with mown grass paths and surface water attenuation features. Officers consider this to be an appropriate treatment to this sensitive boundary to the public right of way and the SSSI.

5.40 Overall, officers are satisfied that a development of up to 275 dwellings is able to come forward at a height, density and layout which can respond to the character of the area and integrate with its surroundings without resulting in harm to the appearance of the locality. All detailed elements regarding layout, scale, appearance and landscaping would be covered at a subsequent later reserved matters stage.

5.41 **Flood risk and drainage**

The Flood Risk Assessment (FRA) submitted with the application has confirmed that the site lies within Flood Zone 1, the zone at the least risk of flooding.

5.42 **Surface water**

The proposed surface water management strategy centres on a network of swales and attenuation ponds as due to the underlying clay ground conditions, managing surface water through infiltration and soakaways is not practical. The strategy would provide the necessary levels of attenuation, treatment and storage of surface water in order to manage the additional runoff created by the development. The surface water would be discharged into the Tuckmill Brook from the attenuation pond at a rate matching the pre-development situation. The strategy has taken into consideration the SSSI and seeks to manage the quality of the surface water leaving the development to not adversely affect the SSSI.

5.43 The council's drainage consultant has reviewed the application and has raised no objections to the proposed drainage strategy set out, subject to a condition requiring full details of the strategy based on the FRA to be submitted prior to the development commencing.

5.44 **Foul water**

Thames Water has identified an inability of the existing system to accommodate the needs of the development. A technical impact study was undertaken for the Phase 1 application which identified a solution in conjunction with Thames Water, to provide a new pumped rising main that will run along Faringdon Road so that foul sewage from the proposed development would not interfere with the operation of the existing village network. This has been shown to support both phases of the allocation. Thames Water also have capacity concerns at the sewage treatment works. Therefore, a grampian condition requiring the proposed upgrade works to be in place prior to the commencement of the development is recommended to ensure the delivery of this off site solution.

5.45 **Water supply**

Thames Water have identified a lack of capacity within the Highworth Road main to supply the proposed development and the need for a re-inforcement main to ensure the existing pressure is maintained after the development is completed. Again, a grampian condition requiring the delivery of these works within the highway before commencement of the development is recommended to ensure the works are carried out.

5.46 Overall, officers are satisfied that with the recommended conditions there are no

outstanding surface water, foul water or water supply concerns.

**5.47 Residential amenity**

The closest existing dwellings to the site are those that front onto Highworth Road to the south-west of the site. The front elevations of the closest properties are approximately 24 metres from the site boundary. The illustrative masterplan indicates that the site access road, open green space and tree planting would be located directly opposite the existing properties. The illustrative plan indicates built development approximately 45m from the properties. This provides support to show that development can come forward at a satisfactory distance and with appropriate landscaping to ensure no harmful impact on amenity.

5.48 A detailed layout showing the exact locations of the proposed dwellings would be forthcoming to be assessed at any subsequent reserved matters stage. The layout would be expected to comply with all local plan policy and design guide requirements to ensure amenity of the properties is protected.

5.49 A woodland buffer and landscaped noise attenuation bund would form the north-western boundary to the site to mitigate properties against noise from the A420. Detailed mitigation measures will be submitted for approval under any subsequent reserved matters application as the layout is not yet under consideration. The environmental health officer has raised no objections to the proposal in relation to noise, subject to conditions.

5.50 Overall, officers are satisfied that the proposal is able to come forward without resulting in harm to existing neighbouring properties in terms of overlooking, dominance, loss of light, noise or disturbance and that adequate amenity standards could be achieved within the site.

**5.51 Historic environment**

The application site is not within a conservation area; the boundary to the Shrivenham Conservation Area lies beyond the southern elevation of the Phase 1 site to the south-east. There are also no listed buildings within the immediate vicinity of the site.

5.52 However, the application has been assessed with regard to the cumulative impact on the wider setting of the site. Mitigation for this application includes the inclusion of the strong green corridor alongside Pennyhooks Lane, building heights responding to topography and retaining the protected views of the Grade I listed Church of St Andrew located to the south of the site.

5.53 A key consideration in the formation of the illustrative masterplan has been to retain key view points of the church, which is visible in the wider area including the A420. The strategy is to seek an alignment of the street pattern and development structure to try and retain visual links with the church.

5.54 The conservation officer has been consulted on the application and has raised no objections. Further details of the proposed layout and landscaping will be key at any subsequent reserved matters stage. Officers are satisfied that the proposal will not have an adverse impact on any designated heritage assets.

5.55 **Ecology**

The main ecological issues arising from the proposed development relates to the potential for indirect impacts on the adjacent Tuckmill Meadows SSSI, to the north-east of the site. The SSSI is designated for its important grassland habitat which has been managed over recent years by grazing a small number of cattle. The site has open public access at all times and is currently already utilised by villagers for recreational purposes given the accessibility of public rights of way through the site and the proximity to the village centre.

5.56 The indirect impacts include:

- Impacts on ground water flows which feed into the groundwater dependant fen habitats within the SSSI;
- Impacts on surface water flows entering the SSSI and the potential for contamination if the SSSI; and
- Impacts associated with increased visitor pressure within the SSSI (which has open access) which include direct impacts on the habitats and indirect impacts on the ability of the site managers to manage the site to maintain its special interest.

5.57 **Hydrology**

Natural England raise no objections to the application. They are satisfied with the mitigation in relation to the hydrological impacts on the SSSI, subject to conditions which are recommended in this report. They advise that the SSSI is not a constraint in determining the application.

5.58 **Recreational Impact**

The environmental statement submitted with the application has concluded that there would be a minor adverse recreation impact on the SSSI. It is difficult to be able to quantify recreation impact. Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust (BBOWT) object to the application on the grounds that the measures to mitigate recreation impacts on the SSSI are inadequate. BBOWT are concerned that the development will result in increased recreational pressure on the SSSI and the ability to continue the low-intensity grazing regime that is required whilst also ensuring the welfare of the animals. BBOWT do not consider the open space to be sufficient in size and quality to adequately provide for the residents of the site.

5.59 However, various mitigation measures have been put forward which officers consider will be able to go a significant way to mitigate the additional impact of the development. These include the inclusion of a large open space area immediately adjacent to the SSSI boundary and provision of circular walking routes around the development site to provide an alternative for people other than the SSSI. The open space provision is also well in excess of the local plan policy requirement.

5.60 Natural England raise no objection to the recreational impact, subject to conditions which are recommended in this report. They advise that the SSSI is not a constraint in determining the application.

5.61 The Vale's countryside officer supports Natural England's position and has also

requested conditions which are recommended here. A S106 financial contribution is also requested to go towards additional mitigation measures to the management of the SSSI to offset any additional impact, including:

- i) Management of access including installation of fencing as required to reduce trampling and poaching;
- ii) Installation of formal pathways/boardwalks, particularly in areas where sensitive habitats are most prevalent and sensitive to disturbance (i.e. along Pennyhooks Brook and Tuckmill Brook);
- iii) Appropriate cutting and/or grazing regime and scrub control; and
- iv) Additional educational/informative boards strategically positioned to encourage responsible dog ownership and use of formal pathways.

5.62 Therefore, given that Natural England as a statutory consultee and the countryside officer raise no objections to the scheme, officers are satisfied that sufficient mitigation will be provided to protect the Tuckmill Meadows SSSI.

### 5.63 **Affordable Housing**

Policy CP24 of the draft Local Plan 2031 requires that applications provide 35% affordable housing. It states that in circumstances where it can be demonstrated that the level of affordable housing being sought would be unviable, alternative tenure mixes and levels of affordable housing provision may be considered. Any difference in tenure mix or percentage of affordable housing to be delivered will need to be supported by a viability assessment.

5.64 A viability assessment has been submitted with the application to demonstrate that providing 35% affordable housing would render the site unviable for delivery. This is in light of the site now providing a large piece of strategic highway infrastructure in the A420 roundabout.

5.65 An independent viability consultant has reviewed the applicant's evidence and concurs with the conclusion that the site would be unviable if it provided 35% affordable housing.

5.66 A percentage of 28% affordable housing with a tenure split of 60% affordable rented and 40% intermediate/shared equity has been determined to be the level of provision able to render the site viable, and therefore deliverable.

5.67 Officers are satisfied that the development will still be able to provide a relatively high proportion of affordable units when balancing the other infrastructure requirements also being delivered by the proposal. Officers consider that the limited harm in underproviding 7% affordable housing is outweighed by the benefits of providing the key piece of strategic highway infrastructure on the A420.

### 5.68 **Financial contribution requests**

The NPPF advises that planning obligations should only be sought where they meet all of the following tests in paragraph 204:

- I. Necessary to make the development acceptable in planning terms;
- II. Directly related to the development; and

III. Fairly and reasonably related in scale and kind to the development.

Policy DC8 of the Adopted Local Plan provides that development will only be permitted where the necessary physical infrastructure and service requirements to support the development can be secured

5.69 Planning Practice Guidance makes it clear that:

“Viability can be important where planning obligations or other costs are being introduced. In these cases decisions must be underpinned by an understanding of viability, ensuring realistic decisions are made to support development and promote economic growth. Where the viability of a development is in question, local planning authorities should look to be flexible in applying policy requirements wherever possible.”

5.70 As indicated above, the application has been subject to a viability review to determine what the viable level of financial contributions the site can provide to ensure that it remains deliverable. This process has also meant that a reduced package of S106 contributions is able to be achieved.

5.71 In terms of the District, the main element of flexibility is acceptance of a lower level of affordable housing, as explained above. Contributions towards public art and certain additional sport and leisure items are also not included in the interests of achieving a deliverable scheme. The parish council has been helpful in assisting Officers in being able to determine where the contributions would be best directed in line with their strategy for their village. It is understood that the village priority is the extension and refurbishment of the memorial hall, so this contribution has been retained.

5.72 In terms of County, contributions towards Faringdon library and Wantage day care centre have not been included, nor has additional requests not originally requested in relation to early years education and land acquisition costs for the primary school. Key items such as expansion of Shrivenham Primary School (to be sited on land in the Phase 1 development), Faringdon community college and highway items have been secured. It must be borne in mind that the development is providing a key requested piece of highways infrastructure in the roundabout. Detailed costings are still being calculated, but current estimates of the total cost of the roundabout are in the region of £2.7 million.

5.73 The following developer contributions are considered fair and proportionate, and allow the scheme to be viable for delivery. A realistic and flexible approach in accordance with national policy has been adopted. These should be secured through a section 106 agreement (subject to index linking):

| <b>District Council</b>          | <b>Amount (£)</b> |
|----------------------------------|-------------------|
| Tuckmill Meadow SSSI             | £75,756           |
| Maintenance landscape buffer     | £751,931          |
| Football pitch (junior football) | £5,228            |
| Waste bins                       | £46,750           |
| Shrivenham Memorial Hall         | £111,564          |



|              |                 |
|--------------|-----------------|
| Monitoring   | £7,540          |
| <b>Total</b> | <b>£998,769</b> |

| <b>Oxfordshire County Council</b> | <b>Amount (£)</b> |
|-----------------------------------|-------------------|
| Bus enhancement                   | £275,000          |
| Travel Plan Monitoring            | £1,312            |
| Additional road signage etc.      | £10,000           |
| Improvements to PROW              | £18,000           |
| Expansion of primary school       | £1,438,462        |
| Expansion of Faringdon College    | £1,085,522        |
| Monitoring Fee                    | £9,533            |
| <b>Total</b>                      | <b>£2,837,829</b> |
|                                   |                   |
| <b>Overall Total</b>              | <b>£3,836,598</b> |
| <b>Total per dwelling</b>         | <b>£13,951</b>    |

#### 5.74 **Conditions**

The recommended conditions are considered to be reasonable, necessary and related to the development in all respects. Some condition requests made at this outline stage are more detailed and relevant to the reserved matters stage (for example electric charging points in garages) and as such would be reviewed as part of any subsequent application.

- 5.75 The conditions mainly focus on key principle elements of this outline application such as access and ecology. Some condition requirements may more appropriate to be covered within the S106 legal agreement such as timing for delivery of certain highway works, but will be secured either by condition or legal agreement.

#### 6.0 **CONCLUSION**

- 6.1 The application has been assessed on its merits, against the requirements of the current local plan 2011, emerging local plan 2031 and the national policy framework.
- 6.2 The application site is included as a strategic allocation in the council's emerging local plan 2031 to contribute towards the sustainable planned growth of the district. Weight is attached to the emerging plan allocation given the Inspectors Interim Findings.
- 6.3 The application will provide an economic and social role through construction employment and with the retail element, increased investing in the local economy and providing additional market and affordable housing, albeit a slightly lower percentage than the emerging local plan requirement due to viability implications.
- 6.4 In terms of the environmental role, limited harm has been identified with respects to localised landscape impact and minor adverse impact on recreation use to the SSSI. Mitigation in terms of a landscape strategy, additional planting and green corridors, circular walks and a contribution towards management of the SSSI has been agreed to alleviate these impacts.

- 6.5 There are no technical objections to the proposal, subject to appropriate conditions.
- 6.6 Overall in the planning balance, the benefits of the scheme particularly in providing housing towards the District's plan-led sustainable growth and provision of strategic highways infrastructure which will have local and wider benefits, are considered to significantly outweigh the limited harm that has been identified. As such, the application is recommended for approval.

The following planning policies have been taken into account:  
Vale of White Horse Local Plan Policies 2011

GS1 – Developments in Existing Settlements  
GS2 – Development in the Countryside  
DC1 – Design  
DC3 – Design against crime  
DC5 – Access  
DC6 – Landscaping  
DC7 – Waste Collection and Recycling  
DC8 – The Provision of Infrastructure and Services  
DC9 – The Impact of Development on Neighbouring Uses  
DC10 – The effect of neighbouring or previous uses on new development  
DC12 – Water Quality and Resources  
DC13 – Flood Risk and Water Run-off  
DC14 – Flood Risk and Water Run-off  
H11 – Development in the Larger Villages  
H16 – Size of Dwelling and Lifetime Homes  
H17 – Affordable Housing  
H23 - Open Space in New Housing Development  
HE1 – Conservation Area  
HE4 – Setting of listed buildings  
HE10 – Archaeology  
NE9 – The Lowland Vale  
NE12 – Great Western Community Forest

Vale of White Horse Local Plan 2031 Part One Policies

CP01 - Presumption in Favour of Sustainable Development  
CP02 - Cooperation on Unmet Housing Need for Oxfordshire  
CP03 - Settlement Hierarchy  
CP04 - Meeting Our Housing Needs  
CP05 - Housing Supply Ring-Fence  
CP07 - Providing Supporting Infrastructure and Services  
CP20 - Spatial Strategy for Western Vale Sub-Area  
CP22 - Housing Mix  
CP23 - Housing Density  
CP24 - Affordable Housing  
CP33 - Promoting Sustainable Transport and Accessibility  
CP35 - Promoting Public Transport, Cycling and Walking  
CP36 - Electronic communications

CP37 - Design and Local Distinctiveness  
CP38 - Design Strategies for Strategic and Major Development Sites  
CP39 - The Historic Environment  
CP42 - Flood Risk  
CP43 - Natural Resources  
CP44 - Landscape  
CP45 - Green Infrastructure  
CP46 - Conservation and Improvement of Biodiversity  
CP47 - Delivery and Contingency

National Planning Policy Framework 2012

National Planning Practice Guidance 2014

Shrivenham Neighbourhood Plan (area designation)

Vale of White Horse Design Guide SPD 2015

Equality Act 2010 (Section 149)

Due regard has been paid to the equalities act, specifically in relation to safe and convenient access for all, including the elderly and school children. Adequate and safe pavements alongside the development boundary on Highworth Road have been provided, as well as internal footpath links away from the road which connect to the Phase 1 site and beyond into the village.

Human Rights Act 1998

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