

<b>APPLICATION NO.</b>	<a href="#">P17/V0652/FUL</a>
<b>SITE</b>	Land at Crab Hill Land north of A417 Wantage
<b>PARISH</b>	GROVE
<b>PROPOSAL</b>	<p>Variation of Conditions 1 (amended parameter plans), 24 (phased tree protection works) 33 (additional land to be included within the Archaeological Written Scheme of Investigation) and 52 (vehicle access) of Planning Permission P13/V1764/O (as amended by letter received 23 March 2017 and email received 12 June 2017).</p> <p>Outline application for residential development of up to 1500 dwellings including new employment space (use class B1), a neighbourhood centre / community hub (use classes A1, A2, A3, A4, A5, B1, C2, D1 and D2), new primary school, central park, ancillary areas (including allotments and sports pitches) with access off the A338 Grove Road and three accesses off the A417 Reading Road. Provision of a strategic link road between the A417 and the A338 Road to be known as the Wantage Eastern Link Road (WELR). All matters reserved except means of access to the development and the WELR. Additional information received as amplified by agent's covering letter dated 30th October 2013 and agent's e-mail dated 10th December 2013.</p>
<b>WARD MEMBER(S)</b>	Michael Murray Jenny Hannaby Julia Reynolds Charlotte Dickson St John Dickson
<b>APPLICANT OFFICER</b>	St Modwen Developments Stuart Walker

## **RECOMMENDATION**

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

- 1. The completion of a deed of variation to the S106 legal agreement of application P13/V1764/O; and**
- 2. The conditions set out in the draft decision notice attached at Appendix 1.**

### **1.0 INTRODUCTION AND PROPOSAL**

1.1 This application is referred to planning committee as it is a large scale major application.

1.2 The application seeks to vary four of the planning conditions attached to outline planning permission P13/V1764/O for the development of 1,500 dwellings with associated infrastructure at Crab Hill.

1.3 The applicant seeks to vary conditions 1, 24, 33 and 52 on the outline consent to align them with the more detailed work now undertaken on master planning and site wide strategies. The proposal seeks to vary:

Condition 1 in relation to updating the parameter plans;

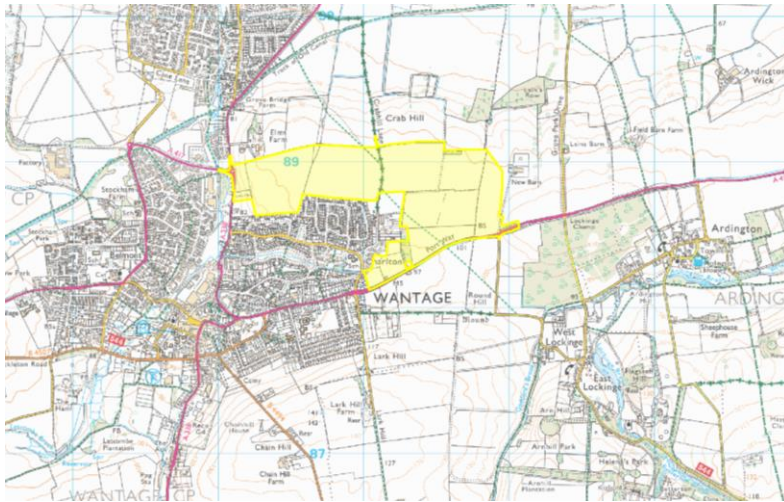
Condition 24 in relation to tree protection works now being agreed on a phase by phase basis;

Condition 33 in relation to defining the scope of archaeological investigation work required following preliminary investigations on the site, and;

Condition 52 to now require accesses for any phase to be complete prior to first occupation rather than prior to commencement of development.

1.4 It is also proposed to correct the number of NEAPS and LEAPS to be provided within the S106 agreement and vary some trigger points in relation to affordable housing, education provision and the Wantage Eastern Link Road. The education and link road trigger points relate solely to obligations with the county council and have been agreed by them due to the delay in delivery of the Grove Airfield site. Further detail on the changes are set out later in the report.

1.5 The application site lies approximately 850m to the north east of Wantage town centre, adjacent to the northern fringe of Charlton village and is an allocated site in the adopted Local Plan 2031, part 1. A site location plan is below:



2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1 A summary of the responses received to both the original plans and the amendments is below. Comments made can be viewed in full online at [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk).

Grove Parish Council	<p>Objection.</p> <ul style="list-style-type: none"> <li>• Delays in the timeframe for this development will be detrimental to the community at large.</li> </ul>
Wantage Town Council	<p>No objection, but raise comments on:</p> <ul style="list-style-type: none"> <li>• Concern over detail and important changes being missed.</li> <li>• Concern over phasing.</li> <li>• Do not consider change to condition 52 is necessary.</li> <li>• No objection to varying condition 33.</li> </ul>
Wantage & Grove Campaign Group	<p>Objection.</p> <ul style="list-style-type: none"> <li>• No reason to delay infrastructure.</li> <li>• No reason to change condition 52.</li> </ul>
<i>Neighbours</i>	<p>26 letters of objection were received. The concerns raised may be summarised as follows:</p> <p><i>Highways</i></p> <ul style="list-style-type: none"> <li>• Traffic generation from more housing onto A417.</li> <li>• Traffic generation will lead to congestion.</li> <li>• Existing road network is not suitable for increase in traffic and will lead to a severe impact.</li> <li>• Not enough parking provision.</li> </ul>

	<p><i>Infrastructure</i></p> <ul style="list-style-type: none"> <li>• Impact on local services, in particular impact on the primary school, leisure and local GP surgeries.</li> <li>• The timeframe for delivery of primary school is too long. School should be delivered early.</li> </ul> <p><i>Design</i></p> <ul style="list-style-type: none"> <li>• Overdevelopment – site should provide less housing.</li> <li>• Change to density around cricket pitch not appropriate.</li> <li>• Unjustified intensification in density compared to existing properties.</li> <li>• Proposed development too high in relation to existing building heights.</li> </ul> <p><i>Amenity</i></p> <ul style="list-style-type: none"> <li>• Removal of woodland strip boundary to rear of properties in Charlton Village is detrimental to existing residents.</li> <li>• Intensification of density close to existing properties will harm their amenity.</li> <li>• Noise and disturbance from construction.</li> </ul> <p><i>Environment</i></p> <ul style="list-style-type: none"> <li>• Risk of flooding.</li> <li>• Impact on protected species (barn owls).</li> <li>• Loss of land for wildlife.</li> <li>• Light pollution.</li> </ul> <p><i>Policy</i></p> <ul style="list-style-type: none"> <li>• The proposal will merge Wantage with Grove.</li> </ul> <p>Five letters of comment received which are summarised as follows:</p> <ul style="list-style-type: none"> <li>• Bungalows should be provided.</li> <li>• Thought needs to be given to linkages with Charlton Village to avoid rat running.</li> <li>• Link road to west of Wantage is required.</li> <li>• Before plans are approved, there should be guaranteed improvements to infrastructure.</li> </ul>
<p>Oxfordshire County Council</p>	<p><u>Highways</u></p> <ul style="list-style-type: none"> <li>• No objection.</li> </ul> <p><u>Archaeology</u></p> <ul style="list-style-type: none"> <li>• No objection, subject to conditions on scheme of investigation and evaluation.</li> </ul>

Stagecoach	Support. <ul style="list-style-type: none"> <li>The changes have no material bearing on effective delivery of bus services.</li> </ul>
Drainage Engineer	No objection.
Southern Gas Network	Comment. <ul style="list-style-type: none"> <li>Draw attention to the location of off-site gas network infrastructure in locality.</li> </ul>
NATS	No objection.
Natural England	No objection.
Countryside Officer	No objection.
Landscape Officer	No objection. <ul style="list-style-type: none"> <li>While the changes are not significant enough to raise a landscape objection, there is some visual and landscape impact. Such as in the case of views from the north (viewpoint 9 and 10 of the LVIA) - the built form will be more prominent on the ridgeline due to the increase of the height of the development which means an additional amount of development will be seen over the edge of slope.</li> <li>The changes will also mean that there is a less low density edge more appropriate for the peripheral area. How these areas are detailed up in the RM applications will be important to ensure that there is a relatively permeable, low density rural interface on the site's boundaries.</li> </ul>
Tree Officer	No objection.
Urban Design Officer	No objection.
Conservation Officer	No objection. <ul style="list-style-type: none"> <li>Impacts on Charlton village conservation area and listed buildings have already been taken account of in the Master Plan work. The variations do not have any increased impact on heritage assets.</li> </ul>
Historic England	No comment.
Environmental Health – Air Quality	No objection.
Environmental Health – Contamination	No objection.

Environmental Health – Protection	No objection.
Waste Management Team	No objection.
Housing Needs Team	No objection.
Sport England	No objection. <ul style="list-style-type: none"> <li>• Draw attention to general advice on new facilities.</li> </ul>

### 3.0 **RELEVANT PLANNING HISTORY**

3.1 [P16/V2590/DIS](#) - Approved (05/05/2017)

Discharge of conditions 6, 7, 8, 16 and 17 attached to P13/V1764/O

[P13/V1764/O](#) - Approved (13/07/2015)

Outline application for residential development of up to 1500 dwellings including new employment space (use class B1), a neighbourhood centre / community hub (use classes A1, A2, A3, A4, A5, B1, C2, D1 and D2), new primary school, central park, ancillary areas (including allotments and sports pitches) with access off the A338 Grove Road and three accesses off the A417 Reading Road. Provision of a strategic link road between the A417 and the A338 Road to be known as the Wantage Eastern Link Road (WELR). All matters reserved except means of access to the development and the WELR. Additional information received as amplified by agent's covering letter dated 30th October 2013 and agent's e-mail dated 10th December 2013.

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

[P16/V2837/PEJ](#) – Pre-application advice (16/02/2017)

Office meetings for St Modwen Phase 1a, Crab Hill Wantage

[P16/V0761/PEM](#) – Pre-application advice (08/08/2016)

Office meetings on pre reserved matters conditions

[P13/V0812/PEJ](#) – Pre-application advice (31/07/2013)

Office meeting for housing development

### 3.3 **Screening Opinion requests**

[P12/V1982/SCO](#) - Approved (05/12/2012)

Scoping Report.

### 4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 A section 73 application is considered to be a new application for planning permission under the 2017 Environmental Impact Assessment Regulations. The outline application was EIA development and the applicant has provided an addendum to the Environmental Statement (ES) submitted with that original application.

4.2 The addendum confirms that the only assessment in the original ES that has the potential to be materially affected by this application is the landscape and visual assessment chapter. The landscape and visual assessment chapter of

the ES and the relevant part of the Non-Technical Summary have therefore been updated to reflect the changes to the parameter plans. In addition chapter 4 of the Environmental Statement has been updated to include the updated parameter plans. All other chapters remain unchanged.

- 4.3 The landscape and visual assessment review confirms that while there are some minor changes to the assessment as a result of changes to the parameter plans, the findings remain unchanged and the significant effects on the landscape and visual resource will remain as previously assessed.

## 5.0 **MAIN ISSUES**

### 5.1 **The principle of varying conditions**

When planning permission is granted, development must take place in accordance with the permission and conditions attached to it, and with any associated legal agreements. New issues may arise after planning permission has been granted, which require modification of the approved proposals, and under Section 73 of the Town and Country Planning Act 1990 an application can be made to vary or remove conditions associated with a planning permission. One of the uses of a section 73 application is to seek a minor material amendment, where there is a relevant condition that can be varied.

### 5.2 **Condition 1 – changes to the parameter plans**

This condition agreed parameter plans by which the development would be implemented. Following the more detailed work on master planning and site wide strategies, it is proposed to revise the parameters to align with this more recent work.

- 5.3 The main changes to the plans can be summarised as follows:

- Land use – reconfiguration of area covered by the local centre to enable relocation of public house to within the local centre.
- Density – updated to reflect key building along main entrances to the site, increasing density in these locations.
- Heights – changes to the maximum heights along the north east corner and to the west and east of the western most roundabout on the link road and reduction in height of central block west of link road on east side of site.
- Access & movement – update to locations of bus stops.
- Landscape and illustrative framework plans – updated to align with the revisions above.

- 5.4 The only assessment in the original ES that has the potential to be materially affected by these changes is the landscape and visual assessment. The landscape officer has reviewed the application and confirms that *“While the changes are not significant enough to raise a landscape objection, there is some visual and landscape impact, where the built form will be more prominent on the ridgeline due to the increase of the height of the development which means an additional amount of development will be seen over the edge of slope. The changes will also mean that there is a less low density edge more*

*appropriate for the peripheral area. How these areas are detailed up in the RM applications will be important to ensure that there is a relatively permeable, low density rural interface on the site's boundaries.”* Officers consider the points highlighted can be controlled through reserved matters, and the proposal is acceptable in terms of landscape and visual impact.

- 5.5 Local concern has been raised over issues of residential amenity, height and density. The changes to the parameter plans would not result in any material harmful impact in terms of loss of light, general noise and disturbance, or loss of privacy to properties in Charlton Village that adjoin the site. For nearby residents of the site, whilst it is accepted their view and outlook from their properties will change, the density and height of development is not considered to have a detrimental impact on their amenity to warrant refusal of the application. Officers consider amenity standards within the adopted design guide can be achieved at reserved matters.
- 5.6 Impacts arising from traffic generation, heritage assets, flood risk, wildlife and protected species were previously assessed in detail on the outline application and were considered to be acceptable. Officers consider the changes to the parameter plans do not result in any material change to warrant refusal on such grounds. Overall, the changes to the parameter plans are acceptable and officers support the proposed variation of condition 1 (see appendix 1).
- 5.7 **Condition 33 – revising the scope of archaeological investigation**  
The current wording of condition 33 requires archaeological investigation for each phase or sub-phase. Following further investigation that has been carried out across the site since the condition was imposed, only two areas have been identified with archaeological potential that warrants further investigation work. The county archaeologist is in agreement to vary this condition to focus on these two areas only. Officers consider the revised wording (see appendix 1) is acceptable.
- 5.8 **Condition 52 – completion of accesses to first occupation**  
This condition currently requires all accesses to any phase to be complete prior to commencement of development of the respective phase. The request to change this condition has come about through the detailed design work for phase 1a. In order to construct the new access for this phase, the existing access alongside the barn will be used as temporary access for material deliveries, site welfare and personnel. After the new A417 junction has been formed, the temporary access will no longer be used and the newly formed junction will be sole access point. To construct in this manner would result in a technical breach of the condition which currently requires the access to be completed prior to commencement of development of the respective phase. The wording change to ‘occupation’ would resolve this.
- 5.9 The county council highways team raise no objection to the proposed change, and officers therefore consider the revised wording is acceptable.



**5.10 Changes to S106 agreement**

The applicant seeks to vary the existing S106 agreement in relation to correcting an error for the number of NEAPS and LEAPS, revising the trigger point on when affordable housing is transferred, and revising payment trigger points with the county council on school provision and the WELR. The changes will be secured in a deed of variation to the original agreement.

**5.11 NEAPS & LEAPS**

The existing agreement requires the developer to provide 2 NEAPS and 5 LEAPS across the site. The approved parameter plans showed 1 NEAP and 3 LEAPS which accords with the council's adopted SPD for open space and recreation. Officers, therefore consider this correction is acceptable and would not result in any deficiency in play provision throughout the site.

**5.12 AFFORDABLE HOUSING**

The existing agreement requires affordable housing in any respective phase to be transferred to a provider at 50% occupation of open market housing. The developer has requested this is revised to 75% to allow flexibility in delivery of the site. The housing needs team raise no objection to this change, subject to an additional clause that at 50% occupation of market housing, 50% of the affordable units for that phase have been constructed. Officers consider this change is acceptable and will not result in any material change to the provision of affordable housing.

**5.13 EDUCATION & WELR**

The request for changes to the trigger points arises from the delay in the delivery of the Grove Airfield site. For primary school education, the second instalment of the primary school contribution will be revised to 70 occupied dwellings (originally due by 50 dwellings). For secondary school contributions, the first instalment will be due on 1<sup>st</sup> occupation (originally due on commencement) and later instalments are varied to the following occupations 350, 600, 800 and 1000 (the original trigger points were 125, 250, 450 and 600 occupations). These changes do not materially affect the likely timing of the schools' provision.

5.14 For the link road, the trigger for the WELR Eastern arm and the closure of the A417 junction to non-bus traffic (known as junction B in the agreement) will be revised to 280 occupations (originally 180). The trigger for delivering the WELR Western Arm will be revised to 500 occupations (originally 380). These changes do not materially affect the likely timing of the delivery of the link road.

5.15 The county council confirm the changes are acceptable and would not materially affect the timing of provision of these facilities. As these are obligations solely with the county council, officers see no planning reason to object to the revisions proposed.

6.0 **CONCLUSION**

- 6.1 This application has been assessed against the development plan, the National Planning Policy Framework (NPPF) and all other material planning considerations. In considering the application, due regard has been given to the representations received from statutory and other consultees and local residents. These have been taken into account in assessing the overall scheme.
- 6.2 The application site is identified in the adopted Local Plan as an allocated housing site. The changes to the conditions sought will aid delivery of the site and are considered to be acceptable. There are no technical concerns with the application, subject to the recommended conditions and the ES addendum is considered robust and fit for purpose in assessing the proposal.
- 6.3 In terms of the planning balance, the proposed development would perform an economic role through increasing housing stock, it would contribute to an expansion of the local housing market and could potentially improve the affordability of open market housing. In addition, the additional houses would help maintain existing and provide new infrastructure, creating investment in the local and wider economy.
- 6.4 The scheme would have a social role as it will provide affordable housing units and other social benefits will arise through the contributions to local infrastructure identified including new local facilities. The proposal would also increase public open space which would be available to all.
- 6.5 The proposal will have some adverse environmental implications given the loss of the land for agricultural use as a result of the development and its potential landscape impact. There are environmental benefits in providing housing in an accessible location and biodiversity enhancement. The impacts are considered to be outweighed by the benefits of the development.
- 6.6 Overall, the proposed development amounts to sustainable development which accords with local and national planning policy and should be approved.

The following planning policies have been taken into account:  
Vale of White Horse Local Plan 2031 part 1 policies:

- CP01 - Presumption in Favour of Sustainable Development
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP05 - Housing Supply Ring-Fence
- CP07 - Providing Supporting Infrastructure and Services
- CP15 - Spatial Strategy for South East Vale Sub-Area
- CP17 - Delivery of Strategic Highway Improvements within the South-East Vale Sub-Area
- CP18 - Safeguarding of Land for Transport Schemes in the South East Vale Sub- Area
- CP22 - Housing Mix
- CP23 - Housing Density
- CP24 - Affordable Housing

- CP26 - Accommodating Current and Future Needs of the Ageing Population
- CP32 - Retail Development and other Main Town Centre Uses
- CP33 - Promoting Sustainable Transport and Accessibility
- CP34 - A34 Strategy
- 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
- CP40 - Sustainable Design and Construction
- CP41 - Renewable Energy
- CP42 - Flood Risk
- CP43 - Natural Resources
- CP44 - Landscape
- CP45 - Green Infrastructure
- CP46 - Conservation and Improvement of Biodiversity

Saved policies of adopted local plan 2011:

- CF1 - Protection of Existing Services and Facilities
- CF2 - Provision of New Community Services and Facilities
- DC3 - Design against crime
- DC4 - Public Art
- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- DC9 - The Impact of Development on Neighbouring Uses
- DC10 - The Effect of Neighbouring or Previous Uses on New Development
- DC12 - Water Quality and Resources
- DC20 - External Lighting
- H23 - Open Space in New Housing Development
- HE1 - Preservation and Enhancement: Implications for Development
- HE4 - Development within setting of listed building
- HE8 - Historic Parks and Gardens
- HE9 - Archaeology
- HE10 - Archaeology
- NE9 - The Lowland Vale
- TR5 - The National Cycle Network

### **Supplementary Planning Documents**

VALE OF WHITE HORSE DESIGN GUIDE 2015

OPEN SPACE & RECREATION 2008

**National Planning Policy Framework (NPPF)**

**Planning Practice Guidance (NPPG)**

**Other Relevant Legislation**

- Planning (Listed Buildings and Conservation Areas Act) 1990
- Community & Infrastructure Levy Legislation
- Human Rights Act 1998
- Section 149 of the Equality Act 2010
- Section 17 of the Crime and Disorder Act 1998
- Section 85 of the Countryside and Rights of Way Act 2000

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