

APPLICATION NO.	P17/V1336/O
SITE	Land north west of Abingdon-on-Thames, Land bound by Wootton Road, Dunmore Road and the A34 Abingdon-on-Thames
PARISH	St Helen Without
PROPOSAL	Development of up to 200 dwellings, means of access and associated works, with all other matters (relating to appearance, landscaping, layout and scale) reserved.
WARD MEMBER(S)	Catherine Webber
APPLICANT	Catesby Estates Ltd
OFFICER	Adrian Butler

RECOMMENDATION

That authority to grant planning permission is delegated to the head of planning subject to:

1. A section 106 legal agreement being entered into to secure financial contributions towards local infrastructure, to secure 35% affordable housing and an affordable housing tenure mix of 75% affordable rented and 25% shared ownership; public open spaces and play areas to be transferred to a management company; provide a footway/cycleway link and bridge to and across Tilsley Park, and commit to entering into a s278 agreement under the Highway Act.
2. Conditions summarised as follows:

Compliance

1. Submission of reserved matters (appearance, landscaping, layout, scale) – within three years
2. Commencement of development – two years after last reserved matters approval
3. Approved plans
4. Housing mix to be agreed

Details to be submitted prior to commencement

5. Phasing plan
6. Tree protection
7. Construction management plan including traffic routing
8. Slab levels to be agreed
9. Archaeology investigations
10. Written scheme of archaeological investigation

11. Sustainable drainage scheme to be agreed and implemented
12. Construction environmental management plan

Details to be submitted prior to occupation

13. Implementation of acoustic measures
14. Foul drainage scheme to be implemented
15. Wootton Road access details to be approved
16. Dunmore Road access details to be approved
17. Road surfacing
18. Biodiversity enhancement plan
19. Landscape and ecology management plan
20. Building heights to not exceed 12.5m
21. Working hours to be Monday to Friday 0730 to 1800 and 0800 to 1300 Saturday. No works on Sundays or Public holidays
22. 10m wide buffer to the River Stert to be agreed

Informative

1. A Thames Water mains crossing the site and potential need for diversion and safeguarding distances.
2. The illustrative masterplan is not considered by this authority as an appropriate template for informing the detailed design of a residential development on this site.

1.0 INTRODUCTION AND PROPOSAL

- 1.1 This application is presented to planning committee because of its size. This is an outline application for housing on land allocated in the Local Plan 2031 Part 1 as part of a strategic housing site. The whole housing allocation is bisected by Wootton Road. This application relates to the land east of Wootton Road. The site location plan is **attached** as Appendix 1.
- 1.2 Only access is to be considered at this stage. Appearance, layout, landscaping and scale are all reserved for future consideration. Access is proposed from Wootton Road via a new access point. The access works also include widening Wootton Road to the east to provide a right hand turn lane. The access plan is **attached** as Appendix 2. In addition an emergency vehicle access is proposed to Dunmore Road. This will be closed to general vehicle access but will serve as a pedestrian/cycleway.
- 1.3 The site is relatively flat and open in appearance. This summer the field was used for an arable crop. The north west boundary of the site comprises trees beyond which is the A34 in turn located on an embankment above the site. The north east boundary is also formed by trees and bushes beyond which is a watercourse (River Stert) and Tilsley Park. To the south east is Dunmore Road and housing at the present edge of Abingdon. The boundary to Dunmore Road is formed by a hedge. In addition, an open recreation area adjoins the southern boundary to the site. This boundary is defined by a chain link fence

with trees within the recreation ground. The Wootton Road boundary is well screened by trees. There is also a deep road side ditch.

2.0 SUMMARY OF CONSULTATIONS AND REPRESENTATIONS

- 2.1 A summary of the responses received to the current proposal is below. A full copy of all the comments made can be seen online at www.whitehorsedc.gov.uk

St Helen Without Parish Council	<p>No objections:</p> <ul style="list-style-type: none"> • The development has a good mix of private and affordable dwellings • The district council should ensure adequate open spaces are provided • Some communal facilities should be provided e.g. retail, a nursery, social facilities • The south facing slip roads at Lodge Hill are essential to improve traffic flows around north Abingdon. It is essential the funding for the slips is provided before full planning permission is granted • All internal roads need to be of sufficient width to prevent blockage by parked cars and to allow emergency vehicle access • Monitoring of noise and air quality should be on-going • Would expect a financial contribution towards a village hall in Shippon.
Abingdon-on-Thames Town Council	<p>No objection subject to conditions. However, it is pointed out that if a condition in respect of the A34 south facing slip roads is not part of the conditions for any approval then the Town Council would object. Their comments may be summarised as follows:</p> <ul style="list-style-type: none"> • Reiterate local resident concerns about increased traffic • Cumulative impacts of other housing sites e.g. North Abingdon need to be considered • Without the south facing slip roads at Lodge Hill the traffic situation would deteriorate • Consider the south facing slip roads at Lodge Hill should be in place before this development is commenced. (If this condition is not imposed the Town Council should be recorded as objecting). • Support other conditions and s106 financial contributions requested by the highway authority • Suggest a condition requiring the speed limit on Dunmore Road to be reduced from 40mph to 30mph • Support the conditions recommended by this council's air quality officer.

Sunningwell Parish Council	<p>No objection but subject to the following conditions and observations:</p> <ul style="list-style-type: none"> • Remain significantly concerned that the combined effect of all proposed developments in the locality including the North Abingdon development and the Lodge Hill junction amendments will increase traffic flows on the roads in the Parish. These roads have no safe pedestrian routes and increase in traffic avoiding the delays caused by the increase in peak traffic flows will create a significant safety issue within the Parish. The cancelation of the route 44 bus has also compounded this issue. • Seek S106 & CIL contributions to provide appropriate safety infrastructure to mitigate the risks caused by increased traffic flows. • The transport study may be flawed. A significant fund should be created to deal with the consequential impact of additional traffic • Seek a 30mph speed limit on all surrounding roads • A single vehicular access so close to the Wootton roundabout is inappropriate • Need for direct walking/cycling route from the site towards Radley Station • Flood prevention measures within the scheme may not be sufficient • The 2007 flooding in the area was in part due to poor maintenance of the nearby culverts. Planning consent should be conditional on these culverts being maintained • The application is not specifically detailed enough on the size of housing that is being proposed. • No definition of affordable housing provided • The site will suffer from the existing significant light pollution emitted from Tilsley Park and measures to reduce this should be incorporated into this plan.
Local residents	<p>15 letters of support been received explaining that:</p> <ul style="list-style-type: none"> • The dwellings would provide an opportunity for people to put a foot on the first rung of the property ladder. • Provide needed affordable housing. • Support the provision of affordable housing. • Shortage of housing (not flats) for young professionals. • Satisfied with the proposal. Abingdon needs new homes for first time buyers. • Proposals will help local people remain in the area. • Provide trade for local businesses. • Could improve local bus services.

	<p>Three letters of objection have been received including one from Sunningwell Parishioners Against Damage to the Environment (SPADE). The objections expressed may be summarised as follows:</p> <ul style="list-style-type: none"> • Infrastructure cannot cope • Local roads are already congested and lack capacity • North of Abingdon A34 connections are not confirmed • The transport assessment does not address roads north of Abingdon e.g. the Wootton Road/ Sunningwell Road route which is a popular rat run to Oxford. This narrow route has no pavements or street lights and has blind bends. It will have increased traffic use as a result of this proposal. • The transport assessment fails to address cyclist and pedestrian safety for those travelling in and out of Abingdon • More traffic will impact on living conditions • More traffic will make it more difficult to cross Wootton Road • Proper assessment of pedestrian safety cannot be made if the correct information is not considered • No pedestrian mitigation proposed north of the Wootton Road roundabout despite safety risks and increases in traffic • Cumulative impacts of traffic. Do not accept the impacts will be negligible • No suitable mitigation measures proposed for the impacts from increased traffic • No consideration given to increased traffic including that likely to pass through Sunningwell and Baysworth • Air quality impacts needs to consider cumulative impacts <p>SPADE also make the following comments which are summarised below:</p> <ul style="list-style-type: none"> • Electric charging points should be provided • Prefer to see some small business units but with this being a small site would suggest superfast broadband is provided • Support 35% affordable housing and would strongly oppose any reduction.
Oxfordshire County Council	<p><u>Highways and Drainage</u></p> <p>No objection</p> <p>Previous concerns have been addressed.</p> <p>Request financial contributions towards the Lodge Hill south facing slip roads, public transport improvements, bus stops provision and maintenance, cycle parking at Radley Station and for monitoring a travel plan.</p>

	<p><u>Conditions:</u></p> <ol style="list-style-type: none"> 1. Access details to Wootton Road to be submitted and approved 2. Emergency access details to Dunmore Road to be submitted and approved 3. Vision splays to Wootton Road specified - 2.4m x 120m 4. Construction method statement 5. Travel information pack 6. Travel plan <p><u>Archaeology</u> No objection</p> <p><u>Conditions:</u></p> <ol style="list-style-type: none"> 1. Archaeological investigations 2. Written scheme of archaeological investigation <p><u>Education</u> No objection Seek financial contributions towards early years, primary, secondary and special education needs schooling.</p> <p><u>Property</u> No objections Seek financial contributions towards improving Abingdon library and Abingdon Resource and Well Being Centre.</p>
Highways England	No comments received
Thames Water	<p>No objection</p> <p>The sewer impact study details need to be adhered to. Recommend informatives be added to any planning permission regarding:</p> <ol style="list-style-type: none"> 1. Water pressure 2. Thames Water mains crossing the site and potential need for diversion and safeguarding distances.
Environment Agency	<p>No objection</p> <p>Welcome the additional flood modelling work undertaken to understand future flood risk to the proposed development. Acknowledge that the updated model runs take into account the 2016 Climate Change Allowance Guidance and demonstrates that the proposed development site will remain free from flooding during the +35% and +70% climate change scenarios. Therefore, we are able to remove our flood risk objection.</p> <p>Two conditions are requested and these are briefly summarised as follows:</p> <p><u>Conditions</u></p>

	<ol style="list-style-type: none"> 1. Design details for a bridge across the River Stert to be submitted and approved. 2. 10m wide buffer alongside the River Stert required.
Drainage engineer	<p>Comments</p> <p>The Environment Agency should confirm their previous acceptance of the hydraulic modelling in the Flood Risk Assessment of May 2017, and subsequent removal of floodplain from the site. This is crucial to the acceptance of the principle of development. If this is confirmed recommends a condition:</p> <p><u>Condition:</u></p> <ol style="list-style-type: none"> 1. Surface water drainage scheme based on SUDs.
Countryside officer	<p>No objection</p> <p>The site is of low biodiversity interest. No significant populations of protected species have been identified on or close to the site.</p> <p><u>Conditions:</u></p> <ol style="list-style-type: none"> 1. Construction environmental management plan 2. Biodiversity enhancement plan 3. Landscape and ecology management plan
Landscape Officer	<p>Holding objection</p> <p>Concerned that there may not be enough space within the proposed residential areas to provide the required landscape infrastructure such as trees and vegetation to soften the street scene. <i>(Officer comment: layout and landscaping are reserved matters and this concern is an issue to be considered at reserved matters stage).</i></p> <p>Concerned about the impact of noise on the usability and amenity of the POS especially the proposed LEAP. <i>(Officer note: the environmental protection team has not raised any concerns).</i></p> <p>No objection on the proposed impact of the development on the landscape and visually.</p>
Forestry officer	<p>No objection</p> <p>The removal of trees to accommodate the junction will be detrimental to the character of the area and diminish the visual amenity enjoyed by current users of the road. It would be possible, however, to mitigate the loss in the medium and long term with a robust replacement planting scheme in the area between the proposed footpath/cycleway and the edge of the new carriageway. It would obviously be preferable if the scheme could be designed to retain some of the trees referred to above. Details of the road construction will need to be submitted, if the proposal is pursued, and an assessment of the constraints of the trees and the subsequent impact on them.</p>

Housing team	No objection Provide advice on an appropriate affordable housing mix (details are below in the main body of this report), affordable dwelling sizes. Parking courts should be avoided with parking spaces provided either on-plot or adjacent to the affordable properties. Affordable housing should be distributed evenly across the site to avoid any concentration in any particular part of the site and to assist with ensuring that the affordable housing is indistinguishable from the market housing.
Environmental protection team (noise)	No objection Subject to implementing mitigation measures in the acoustic report
Health and Housing (air quality)	No objection <u>Conditions:</u> 1. Residential travel plan to be implemented 2. Dust mitigation plan
Health and Housing (contamination)	No objection
Leisure team	No objection Request financial contributions towards improving local off-site leisure, sport and recreation activities including tennis and cricket in the Parish and new floodlights for rugby at Southern Town Park. A revised response has now been received requesting financial contributions towards tennis in Abingdon, cricket at Cumnor and floodlighting for a third rugby pitch at Southern Town park, Abingdon.
Waste management team	No comment The applicant's attention is drawn to the council's guide for waste/recycling storage and collection on new developments.

3.0 RELEVANT PLANNING HISTORY

- 3.1 P16/V3199/SCR – screening opinion issued advising a planning application should be accompanied by an environmental statement.
- 3.2 P17/V0548/SCO – a scoping opinion was provided advising that the environmental statement should address the main topics of transport and access, air quality, noise and vibration.
- 3.3 P16/V2228/PEJ – pre-application advice given which may be summarised as follows:

- Principle of development is acceptable as this is an allocated housing site
- Site has been removed from the green belt
- Reference to the site development template in the Local Plan appendices
- Design policies referenced and high level design guide given
- Owing to site constraints such as flood risk 200 dwellings may be overdevelopment. Detailed work on site context, character studies, opportunity and constraints plans will be need to persuade officers that 200 dwellings can be accommodated
- Access from Wootton Road does not accord with the design template for the site but may be acceptable in highway terms
- An access should be provided to Dunmore Road to provide connectivity
- Plans suggest more trees are to be removed than acknowledged in the landscape appraisal
- A play area in open space near the A34 may not be appropriate due to noise disturbance
- Unculverting a watercourse would be beneficial
- A link to Tilsley Park would be beneficial
- Traffic implications for Abingdon will be critical
- An application needs to be informed by a noise survey
- Part of the site is flood zone 2. An application needs to be supported by a flood risk assessment
- A sustainable drainage scheme is needed
- A proposal should demonstrate a net gain in biodiversity
- Boundary trees are important to the site. Additional woodland type planting needed against the A34
- No archaeology constraints
- Financial contributions likely e.g. Lodge Hill slip roads, education

4.0 ENVIRONMENTAL IMPACT ASSESSMENT

4.1 The application is supported by an Environmental Statement

5.0 MAIN ISSUES

The relevant planning considerations are:

- Principle of development
- Affordable housing and housing mix
- Design and layout
- Residential amenity
- Landscape and visual impact
- Flood risk and drainage
- Traffic and highway safety
- Historic environment
- Biodiversity
- Financial contributions

Principle of Development

- 5.1 The site is allocated by core policy 4 of the Local Plan 2031 Part 1 for housing development. The housing allocation comprises two sites either side of Wootton Road. The whole allocation suggest the sites could accommodate some 200 dwellings. This application relates to that part of the housing allocation on the eastern side of Wootton Road with the exception of a slither of land adjacent to the recreation ground. This piece of land whilst part of the allocated site is excluded from the application site.
- 5.2 As the site is allocated for housing development the principle of housing on this site accords with the adopted Local Plan 2031 Part 1 and is therefore, acceptable.

Affordable Housing and Housing Mix

- 5.3 The application proposes 35% affordable dwellings in accordance with core policy 24 of the Local Plan 2031 Part 1. The tenure split will be 75% affordable rented and 25% shared ownership. The affordable housing percentage and tenure mix should be secured through a s106 agreement.
- 5.4 Core policy 22 of the Local Plan 2031 Part 1 expects a mix of house types that is in accordance with the SHMA unless an alternative approach can be demonstrated to be more appropriate through the Housing Register or where proven to be necessary due to viability constraints. A planning condition is recommended (condition 4) to secure an appropriate housing mix in accordance with core policy 22.
- 5.5 Presently the housing team suggest the following affordable housing mix:

	1 bed	2 bed	3 bed (5 person)	3 bed (6 person)	4 bed (7 person)
Affordable rent	12	30	4	4	2
Shared ownership	2	12	4	0	0

Design and Layout

- 5.6 The site development template details the following two urban design principles:
- Provide appropriate setbacks from all physical barriers along the boundaries of the site.
 - Provide access to the adjacent recreational ground
- 5.7 The illustrative plan shows appropriate set-backs from boundaries which in turn allow opportunities for further planting. Access points to the adjacent recreation ground boundary are illustrated although it is noted one point would rely on access across land outside the site and

may not be achievable. The submitted design and access statement advises there is the potential to create a positive relationship with the recreation ground here with development frontage providing surveillance and enclosure to the space and the existing trees providing a setting to the development frontage. A detailed scheme will be expected to achieve this.

- 5.8 In addition, pedestrian/cycle access is shown to Tilsley Park. The applicant is prepared to provide a footway/cycleway through Tilsley Park (which is district council land) connecting to that required from the housing development approved on the North Abingdon strategic site. This will be secured through a s106 agreement. It will also include a bridge across the River Stort and again, this will be secured through the s106 agreement rather than by the condition proposed by the Environment Agency.
- 5.9 Core policy 38 of the Local Plan requires proposals on allocated housing sites to be accompanied by a site wide design strategy including a masterplan and design and access statement. The application is accompanied by this information.
- 5.10 The design and access statement recommends a design based on the styles and materials of Albert Park, Abingdon. I think this is a reasonable example to use. This will provide references to inform the form, building approach and materials, open spaces and details which should inform the design of the development at reserved matters stage.
- 5.11 According to the design and access statement Albert Park has a density of some 40 dwellings per hectare (dph). 200 dwellings on this 9.73ha site amounts to some 20.6dph. Subtracting the illustrated public open spaces leaves a site of 5.5ha giving a density of 36.4dph. Core policy 23 recommends a minimum density of 30dph subject to the character of the area. Public open space illustrated exceeds 15% even once the attenuation pond is deducted. The proposal is saved policy H23 compliant.
- 5.12 The design and access statement describes Albert Park as having a hierarchy of streets; wide open boulevards that face the park with generous verges between the carriageway and pavement. Houses are set far back from the street behind long landscaped front gardens. Further back from the park, the form is more urban - with terraced and linked buildings fronting the back of pavement or set within small walled front gardens which overlook narrow streets. I consider this an appropriate design concept and the council should expect the reserved matters application details to accord with this description.
- 5.13 I am not convinced that the illustrative master plan responds to this approach and officers would expect to see a different response in relation to any reserved matters application. Nonetheless, the detail of any scheme is reserved for future consideration. The detail will also

need to demonstrate that the amount of development can be accommodated on this site whilst successfully responding to the points made above and required by planning conditions.

- 5.14 The reserved matters application will be considered and determined against core policies 37 and 38 of the Local Plan 2031 Part 1 and the adopted Design Guide.

Residential Amenity

- 5.15 This is an outline application with the detailed design of any scheme reserved for future consideration. This will be the opportunity to fully consider the implications for existing local residents. I would point out that existing houses to the south of Dunmore Road are set back from the road by a grass verge and footway/cycleway. It should be possible to provide a housing development sufficiently distant from existing dwellings to avoid unreasonable overlooking.
- 5.16 The A34 is on an embankment above the site. Dunmore Road and Wootton Road can be busy with traffic at peak hours. The site is subject to traffic noise particularly at peak hours but far less so overnight. A noise survey has been undertaken by the applicant and assessed by the council's environmental health team. The survey methodology is considered reasonable. The proposed mitigation including appropriate glazing and ventilation plus orientation of gardens can ensure future residents are not unduly exposed to noise disturbance. A planning condition can secure this (condition 13).
- 5.17 The noise survey also confirms that construction work and the operation of the housing will not result in unacceptable noise for existing residents.
- 5.18 The environmental statement assesses air quality impacts and concludes traffic emission effects will be negligible. I note the council's air quality officer is not objecting.
- 5.19 The current proposal complies with saved policy DC9 of the Local Plan 2011.

Landscape and Visual Impact

- 5.20 The site is allocated for housing development which suggests that the loss of this site to housing should have no unreasonable impact in the Lowland Vale landscape. The site is surrounded by trees and hedges and is not readily apparent in views from higher ground. Subject to the detailed design of a housing development the wider landscape impacts could be limited.
- 5.21 In the summer months the trees and hedges provide a good screen enclosing the site in public views from neighbouring roads and Tilsley Park. A housing development will nonetheless be visible particularly from Dunmore Road, the adjacent recreation ground and from Wootton

Road with the formation of the access and resultant loss of trees. The change from open land to a housing development will be striking. In the context of the edge of Abingdon and the site being contained by the A34 to the north west, plus trees on the boundaries supplemented by additional planting, a well-designed housing scheme should not be visually intrusive.

- 5.22 Formation of the access and road widening to create a right hand turn lane will result in the loss of trees on the Wootton Road frontage. These are horse chestnut trees. I have discussed this with the forestry officer and he does not object, as scope exists to provide replacement tree and hedge planting behind the vision splays and into the site. This will be expected as part of the landscaping which is a reserved matter.
- 5.23 Care will be needed with the height of dwellings. The application indicates buildings will be up to 76m above AOD. Existing site levels are between some 63.7m AOD and 64.5m AOD. The application is proposing buildings up to some 12.5m tall. I note that houses in the locality are mostly two-storeys with ridge heights no more than 9m high. The North of Abingdon strategic housing site has a similar context but height parameters up to 12.5m have been approved for that site. Given this I consider some buildings 12.5m high to ridge could be accepted. These would be most appropriate within the development particularly at focal points or around any central square of open space provided rather than at its edges.
- 5.24 The site development template expects the development to:
- Provide a wide recreational landscape corridor along the southern boundary to Dunmore Road to link the playing fields with the Sports Centre.
 - Reinforce stream side vegetation along the eastern boundary.
 - Plant a woodland belt and copse along Wootton Road to prevent visual intrusion on views through the A34 bridge in the approach from Wootton.
 - Improve tree cover along the A34 boundary to screen the road and mitigate noise.
 - Protect and enhance existing boundary features.
 - Include appropriate landscape mitigation measures within design to minimise the visual impact of the development on the Green Belt
- 5.25 The illustrative plan accompanying the application indicates that spaces for the above requirements can be achieved. The illustrative masterplan is **attached** at Appendix 3.

Flood Risk and Drainage

- 5.26 The majority of the site is in flood zone 1 which are appropriate locations for housing development in flood risk terms. However, there is some flood zone 2 land on which housing is illustrated. The applicant has prepared a flood risk assessment and flood modelling work in

seeking to demonstrate that the proposal will not be at risk of flooding and that mitigation can be included and it also concludes that the modelling work indicates none of the site should be classed as flood zone 2; it should be flood zone 1. The Environment Agency has reviewed the modelling work including updated information and is satisfied with the findings.

- 5.27 The drainage strategy is based on surface water run off to an attenuation basin which will allow peak flows to be reduced and enable flows to be limited to significantly below the existing greenfield run-off rates during storm events. In addition, the attenuation basin can take the form of a three stage treatment lagoon with surface water initially entering a stilling area before entering an area planted with reed beds to facilitate further sedimentation and biological breakdown of oils and hydrocarbons. A third bio pool can comprise permanent standing water to promote ecological value and provide a wet area at all times.
- 5.28 This approach is satisfactory and I note the drainage bodies have no objections.
- 5.29 Foul water disposal is the subject of a Thames Water sewer impact study with foul water disposed of to the existing sewers. Infrastructure improvements are not required according to the sewer impact study. Thames Water has no objection and a condition (condition 14) requires foul drainage to be implemented in accordance with the sewer impact study.
- 5.30 The proposal is compliant with core policy 42 of the Local Plan 2031 Part 1.

Traffic and Highway Safety

- 5.31 The site development template for this site (appendix A of the Local Plan 2031 Part 1), requires access from Dunmore Road. However, access is proposed from Wootton Road. The highway authority has no objection to access from Wootton Road considering an appropriate access with 'ghost' right hand turn junction can be achieved and that traffic flows would be acceptable. Whilst the proposed access is contrary to the site development template there are no highway reasons for objecting to this part of the proposal.
- 5.32 An emergency access point is illustrated to Dunmore Road. This is acceptable. This access would also double as a pedestrian and cycle access. The cycleway would connect to the cycle path on the southern side of Dunmore Road allowing cycle access to the east and towards commercial areas to the west. In addition cyclists could access the town centre via Wootton Road and Bath Street on which further widening and improvements to cycle paths are proposed. These works can be secured by a s278 agreement under the Highways Act. A further footway/cycleway is requested along the western side of the site

with connections to Wootton Road and crossing points to the footway/cycleway on the western side of Wootton Road.

- 5.33 Pedestrian and cycle links are also illustrated to the eastern boundary of the site. This would allow access to the adjacent Tilsley Park via a new bridge over the River Stert. It is expected that this development will provide a footway/cycleway through part of Tilsley Park linking with a path to be provided by the North Abingdon strategic housing site (application no. P17/V0050/O). This would provide traffic free access to the North Abingdon site with its planned primary school and local centre. In addition, it provides an opportunity to cycle to Radley railway station. These links make the site more accessible and sustainable.
- 5.34 The highway authority had initially objected to the proposal but this objection has been withdrawn following further work by the applicant in addressing potential traffic flows, swept path analyses and proposed road alterations particularly to the Wootton Road roundabout. These works to the roundabout are necessary to make this proposal acceptable can be secured by condition (condition 3) and through a s278 agreement under the Highways Act.
- 5.35 Since the application was submitted the County Council has secured funding for providing south facing slip roads at the Lodge Hill A34 junction. These slip roads are necessary in seeking to alleviate traffic pressure in Abingdon. Initially the County Council had recommended a 'Grampian' type condition restricting housing occupations until the Lodge Hill slip roads are available. However, now that funding for the financial shortfall in providing the slip roads has been received, this 'Grampian' type condition is no longer sought. This is because the County Council expects to deliver the scheme by the end of 2020. In order to achieve this, the County Council is providing forward funding to enable the scheme to progress without delay. Nonetheless, as required by the Local Plan 2031 Part 1 this development is expected to make a financial contribution towards providing the slip roads.
- 5.36 The proposal complies with saved policy DC5 of the Local Plan 2011.

Historic Environment

- 5.37 The site is not within and the proposal does not impact on the setting of any conservation area. There are no listed buildings on site and there is no impact on the setting of any listed building.
- 5.38 The County Council archaeologist confirms that a programme of geophysical survey and archaeological evaluation has been undertaken. This has revealed the presence of a settlement site dating from the Middle Iron Age into the early Romano British period. Should consent be granted conditions should be attached requiring a programme of archaeological investigation and recording of the area.

- 5.39 Subject to the imposition of the archaeology conditions (conditions 9 and 10) the proposal complies with core policy 39 of the Local Plan 2031 Part 1 and saved policy HE11 of the Local Plan 2011.

Biodiversity

- 5.40 The council's countryside officer has no objection. He advises that the site has been subject to ecological surveys conducted during 2014/16 covering the main habitats and a variety of specialist species surveys. The main habitat on site is an arable field which is of low biodiversity value. The habitats of most value are associated with the site boundary hedgerows and trees.
- 5.41 No significant populations of protected species have been identified either within the site or the immediate surrounding area to date. Bat surveys have been conducted on the horse chestnut trees on the south-western boundary with Wootton Road which are to be felled. Additional survey work carried out has not revealed any significant bat roosting sites within the trees proposed for removal.
- 5.42 The majority of the more valuable habitats are to be retained within the indicative layout, the main impacts are associated with the creation of the site access routes on the south eastern and south western boundary. Where impacts are unavoidable (such as at the site entrances) the illustrative master plan provides scope for mitigation and compensation. In general the development with the proposed mitigation and compensation should avoid a net loss on biodiversity and has the potential to deliver a net gain.
- 5.43 However, it should be noted that these comments and indeed the applicant's assessment of the impacts in the Ecological Appraisal are based on an indicative layout which may be subject to change at reserved matters stage. If the layout subsequently changes this may significantly change the impacts of the scheme and acceptability of any subsequent reserved matters applications.
- 5.44 Core policy 46 seeks to prevent a net loss of biodiversity and the NPPF seeks biodiversity benefits where possible. This submission demonstrates that these requirements can be met in an appropriately designed scheme.

Financial Contribution Requests

- 5.45 The NPPF advises that planning obligations should only be sought where they meet all of the following tests in paragraph 204:
- Necessary to make the development acceptable in planning terms;
 - Directly related to the development; and
 - Fairly and reasonably related in scale and kind to the development.

- 5.46 Core policy 7 of the Local Plan 2031 Part 1 provides that development will only be permitted where the necessary physical infrastructure and service requirements to support the development can be secured.
- 5.47 The council adopted a Community Infrastructure Levy (CIL) on 1 November 2017. With the exception of the affordable housing, any new build floor space is CIL liable at a rate of £120 per sq.m in this case. The floor area will be calculated at reserved matters stage, when the details of the development are provided. The money collected through CIL can be pooled with contributions from other development sites to fund a wide range of off-site infrastructure to support growth, including secondary schools, community, leisure, recreation, sport and health facilities.
- 5.48 The CIL Regulation 123 list excludes primary education, traffic and transport mitigation, and the CIL SPD expects financial contributions towards on site waste bins, public art, street naming. A s106 should be entered into to secure financial contributions towards this infrastructure, together with the setting up of a management company to manage the public open spaces, and play areas (a LAP, LEAP and MUGA), the affordable housing and footway/cycleway across Tilsley Park including a bridge over the River Stert.

EDUCATION

- 5.49 The proposal will accommodate people of school age. The County Council identifies a shortage of early years and primary school places and therefore, seeks financial contributions towards a new school facility on the North of Abingdon strategic housing site (outline planning permission exists for this development). The contribution requested is necessary, related to this proposal (it accords with the Local Plan site template) and the amounts are related in scale to the proposal.

TRANSPORT AND ROADS

- 5.50 In seeking to alleviate traffic congestion in Abingdon the County Council has secured some central Government funding towards providing further slip roads at the Lodge Hill A34 junction. This proposal would further increase traffic congestion in Abingdon and would not be permissible unless the slip roads are provided. A financial contribution towards the slip roads is necessary, accords with the Local Plan site template and the amount requested is proportionate to the proposal.
- 5.51 The County Council is seeking to reintroduce a bus service along Dunmore Road and provide new bus shelters. It is also proposed to extend a footway/cycleway through Tilsley Park and beyond to Radley station. Future residents are likely to use Radley railway station for access by train to London and other destinations. Additional cycle parking will be needed at Radley station and this will encourage journeys to and from the station by cycling. The contributions sought towards bus services, bus shelters and cycle parking will make the site

more accessible, accord with the Local Plan site template and are justified and the sums sought proportionate to the proposal.

OTHER CONTRIBUTIONS

- 5.52 Saved policy DC3 of the Local Plan and the SPG on Planning and Public Art expects the provision of public art which makes a significant contribution to the appearance of the scheme or the character of the area. A financial contribution is expected from this development.
- 5.53 The proposed dwellings will need waste bins in which refuse can be placed and collected by the council's waste service teams. A contribution is expected towards providing waste bins for the dwellings on the site. The amount requested is justified and based on the costs to this council in purchasing the bins.
- 5.54 The streets will need to be named and signage provided by this authority. This is a direct result of the development and a contribution towards these costs is justified and the amount sought is proportionate.
- 5.55 The following developer contributions are considered fair and proportionate and should be secured through a section 106 agreement:

District Council	Amount (£)
Dust bin & recycling bins	£170/dwelling
Public art	£300/dwelling
Street naming	£4,707
Monitoring	£4,925

Oxfordshire County Council	Amount (£)
Lodge Hill A34 south facing slip roads	£700,000
Bus stop facilities	£18,640
Public transport	£95,636
Radley railway station cycle parking	£6,000
Travel plan monitoring	£1,240
Primary & early years education (new school at North Abingdon site)	£2,400,000
Monitoring & bond	TBC

6.0 CONCLUSION

- 6.1 This application has been considered in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 The principle of development is acceptable. This site is allocated for housing in the adopted Local Plan 2031 Part 1.
- 6.3 Some limited landscape and visual impact is identified due to the loss of this greenfield site to housing. Landscape and visual impacts are inevitable with the site being allocated for housing and the impacts can

be reduced through appropriate design of the housing and judicious use of new planting.

- 6.4 Highways works and provision of the Lodge Hill south facing slip roads will ensure there are no severe highway impacts or unreasonable impacts for road users provided roads users display appropriate care. Connections are proposed to new housing proposed at North Abingdon which in turn will include a primary school and local facilities. Improved links are also provided towards employment uses and town centres uses in Abingdon. In addition, the proposal will contribute financially towards improving bus services including a revived bus service on Dunmore Road. These works will make the site more accessible and sustainable.
- 6.5 Site modelling undertaken suggest the site could be considered a flood zone 1 land and therefore, suited to a housing development. A sustainable drainage scheme can be provided and will minimise flood risks. Biodiversity impacts are limited and opportunity exists to provide enhancements. Impacts for archaeology can be mitigated.
- 6.6 The development will be subject to CIL charges but in addition, financial contributions are needed for other infrastructure improvements which will mitigate for the impacts of the development.
- 6.7 The proposal has an economic role in providing the new housing and investment to provide it which can retain and potentially create construction related jobs. There are environmental benefits with potential for improving biodiversity on site and providing housing in a location that can be made more accessible. New housing and affordable housing can make an important social contribution. I conclude the proposal is sustainable development and furthermore, it accords with the development plan. I recommend that planning permission is granted.

The following planning policies and guidance have been taken into account:

VALE OF WHITE HORSE LOCAL PLAN 2031: PART 1:
CORE POLICIES 1, 2, 3, 4, 5, 7, 8, 22, 23, 24, 33, 35, 36, 37, 38, 39, 40, 42, 43, 44, 45, 46, 47 and Appendix A - Site Development Templates – North West of Abingdon-on-Thames

VALE OF WHITE HORSE LOCAL PLAN 2011:
SAVED POLICIES DC3, DC4, DC5, DC6, DC7, DC9, DC12, H23, HE11, NE9.

DRAFT VALE OF WHITE HORSE LOCAL PLAN 2031 PART 2:
A publication draft of this Local Plan has been produced and is presently subject to consultation (the consultation period expires on 22 November 2017). Following consultation it is intended to submit the Local Plan Part 2 for

Examination. Relevant policies in the Local Plan Part 2 include: CP4a, DP16, DP20, DP23, DP28, DP33, DP36, DP37, DP38.

Updated Infrastructure Delivery Plan (December 2016), Cil Charging Schedule, Cil Regulation 123 List, And Developer Contributions Supplementary Planning Document (June 2017)

VALE OF WHITE HORSE DESIGN GUIDE 2015

NATIONAL PLANNING POLICY FRAMEWORK

PLANNING PRACTICE GUIDANCE

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