

APPLICATION NO.	P17/V2961/FUL
SITE	Land south of Kennington East of Kennington Road Kennington Oxford
PARISH	RADLEY
PROPOSAL	Hybrid application consisting of (a) Full planning application for the erection of 283 dwellings with two vehicular access points onto Kennington Road, play area, public open space, attenuation basins and associated infrastructure and (b) Outline planning application for a 0.18ha site for community use (Class D1) (as amended and amplified by drawings and information received 14 March and 17 May 2018).
WARD MEMBER(S)	Edward Blagrove Bob Johnston
APPLICANT OFFICER	Redrow Homes Stuart Walker

RECOMMENDATION

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

- I. A S106 legal agreement to secure financial contributions, affordable housing and open space provision.
- II. The following planning conditions:

Standard

1. Approved plans.
2. Submission of reserved matters for community use land.
3. Full time limit of commencement.
4. Outline time limit of commencement.
5. Materials in accordance with approved plans.

Pre-commencement

6. Kennington Road accesses and vision splay details to be constructed in accordance with approved plans.
7. Construction traffic management plan.
8. On-site foul and surface water drainage details.
9. SUDS details.
10. Landscaping details.
11. Staged programme of archaeological investigation in accordance with approved written scheme of investigation.

Pre-occupation

12. Roads and footpaths provided to each respective dwelling.
13. Car parking in accordance with approved plans.
14. Updated travel plan statement.

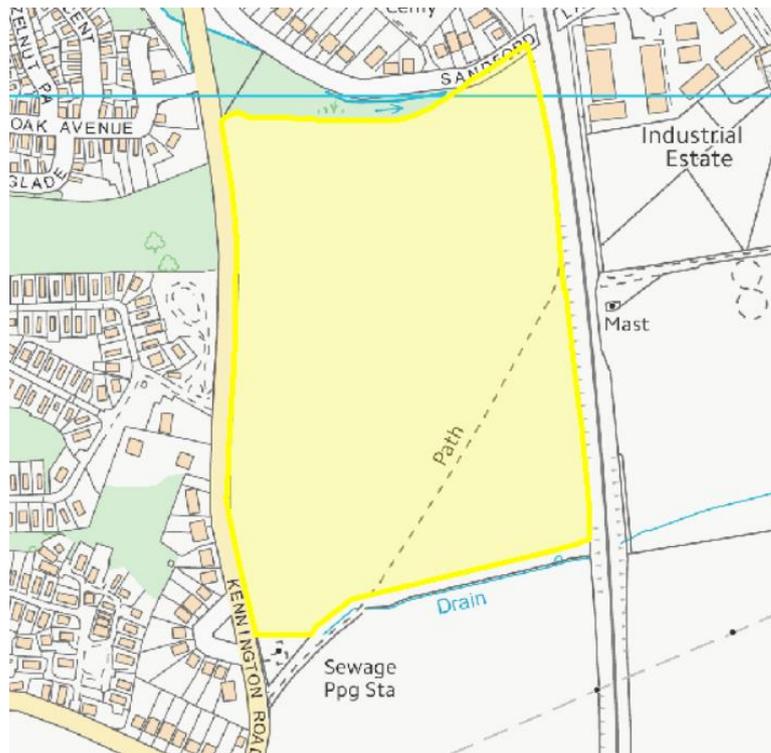
- 15. External lighting details (for bat species protection).
- 16. Boundary details in accordance with approved plans.
- 17. Noise mitigation in accordance with noise assessment recommendations.
- 18. Off-site foul drainage works.
- 19. Electric charging points to be provided for each market unit with a garage.

Compliance

- 20. Garage accommodation to be retained.
- 21. Tree protection details.
- 22. Landscape maintenance for five years.

1.0 INTRODUCTION AND PROPOSAL

- 1.1 This application is referred to committee as Radley Parish Council objects to the proposal.
- 1.2 The application is a hybrid proposal seeking (a) full planning permission for the erection of 283 dwellings with two vehicular access points onto Kennington Road, play area, public open space, balancing ponds and associated infrastructure and (b) outline planning permission for a 0.18ha site to be used for community use (class D1).
- 1.3 The site falls within Radley Parish but is adjacent to the settlement of Kennington. It is allocated in the Vale of White Horse Local Plan 2031, part 1 for around 270 dwellings. The site lies outside the Oxford Green Belt and the North Corallian Ridge landscape. It measures approximately 10.79 hectares, comprising of a single field bisected by a Public Right of Way (PRoW). A site location plan is below:



1.4 The application has been amended to address technical officer comments on layout / design and local representations made on the original submission, which has resulted in a revised layout, changes to dwelling types, the reduction of 5 units and the replacement of land reserved for retail use with land for community use. A copy of the latest layout plan and indicative street scenes is **attached** at Appendix 1.

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.

<p>Radley Parish Council</p>	<p><u>Amended Plans 2</u> No further response received at the time of writing this report.</p> <p><u>Amended Plans 1</u> Objection. A copy of their comments is attached at Appendix 2.</p> <p><u>Original Plans</u> Objection, raising the following issues:</p> <ul style="list-style-type: none"> • Housing numbers above plan allocation. • Housing mix. • Lack of older person accommodation. • Impact on sewer network. • Lack of cycle track to Radley Station. • Inadequate Transport assessment. • Lack of mitigation for Sugworth Lane. • Inadequate parking provision. • Improvements to Radley station - additional cycle parking is required. • Any biodiversity offsetting should go towards Radley Lakes. • Electric Charging point provision. • Priorities for CIL spending towards new nursery provision at St Swithun's School, improvements to the Playfield Rd Sports Pavilion, new or expanded primary health facilities, and investment in an on-site community room (if not covered by s. 106).
<p>Kennington Parish Council</p>	<p><u>Amended Plans 2</u> No further response received at the time of writing this report.</p> <p><u>Amended Plans 1</u> No strong views.</p> <p><u>Original Plans</u> No objection, but make comments on the requirement for upgrading the sewer network; management of construction</p>

	<p>traffic; repair of existing roads; provision of cycle route to Radley station; contributions for bus services, sports pavilion, community building (on site); query level of parking provision, Kennington Road vehicle access positions and lack of traffic calming for Sugworth Lane.</p>
<p>Neighbours</p>	<p><u>Amended Plans 2</u> 14 letters of objection have been received. The additional concerns raised are summarised as follows:</p> <ul style="list-style-type: none"> • Amended plans do not overcome concerns on traffic generation, impact on infrastructure, housing numbers and mix. • Infrastructure should be provided before commencement of construction. • Poor state of existing road network – roads should be repaired before construction starts. • Construction traffic plan is required. • Cumulative traffic impact has not been considered. <p><u>Amended Plans 1</u> 28 letters of objection and 2 letters of comment have been received. The additional concerns raised are summarised as follows:</p> <ul style="list-style-type: none"> • Amended plans do not overcome concerns on traffic generation, site access, impact on existing roads, loss of green belt, flood risk and sewer network. • Infrastructure needs to be improved first. • More smaller units are required. • Plans still provide too many dwellings than the local plan proposes. • Sugworth Lane traffic calming is required. • The proposed cycle route on Kennington Road will impact occupants of Park Farm Cottages – a route on the western side would be preferable. • Footpath link to Sandford Lane is not considered safe and will have an adverse impact on the woodland. • Traffic assessment is inadequate. • CIL contributions must be used for health facilities. <p><u>Original plans</u> 68 letters of objection and 14 letters of comment were received. The concerns raised are summarised as follows:</p> <p><i>Policy</i></p> <ul style="list-style-type: none"> • The proposal is contrary to the local plan. • Too many dwellings are proposed. • Loss of important rural open space / countryside.

- Loss of Green Belt land.
- Proposal does not take account of potential route of the Cambridge expressway.
- Site was allocated based on old housing figures and can no longer be justified. It should be reassessed based on any change to numbers.
- Cumulative impact with other site allocations has not been adequately considered.

Highways

- Traffic generation will lead to congestion.
- Highway safety from increased movements, particularly for existing cycle users.
- Location of proposed southern vehicle access is unsafe and should be directly opposite Sugworth Lane.
- Proposed southern access should be designed as a roundabout.
- Existing road network is poorly maintained and is not suitable for increase in traffic and will lead to a severe impact.
- Wider road network improvements are required.
- Cycle path network improvements are required.
- Missed opportunity to re-route Sustrans through site.
- Cycle path to Radley station is required.
- The Transport Assessment is inadequate - there is no consideration of the traffic impact on Sugworth Lane.
- Traffic calming measures are in wrong location.
- Traffic regulation order preventing parking on Kennington Road is required.
- Pedestrian crossing at north junction is unsafe.
- Inadequate parking provision, particularly visitor parking.

Design

- Density is too high.
- Proposal will change character of the village.
- Housing mix does not provide enough smaller dwellings or homes for all ages.
- Housing mix does not meet local / parish need.
- Housing mix does not meet Oxford SHMA mix / need.
- No bungalows are proposed.
- House sizes are too small.
- Affordable housing should have a higher proportion of shared ownership.
- No social rented units are being provided.
- Position of shop will create noise disturbance / traffic problems and should be located to the north of the site (*the retail use is no longer part of this proposal*)
- Site phasing has not been disclosed.

	<ul style="list-style-type: none"> • No on-site renewables are proposed. <p><i>Drainage</i></p> <ul style="list-style-type: none"> • Inadequate sewer network. • Flood risk. <p><i>Amenity</i></p> <ul style="list-style-type: none"> • Public open space is too small – no land for informal football kickabout / goal enclosure • A Community room / hall is required. • Construction traffic management is required. • There is a lack of trees on the site to mitigate noise. • Covenants on boats, caravans and HMO need to be in place to protect amenity of existing residents. <p><i>Environment</i></p> <ul style="list-style-type: none"> • Loss of agricultural land. • Loss of wildlife and impact on protected species (bats / badgers / owls). • Footpath link to Sandford Lane through copse will adversely impact trees. • There is contaminated land (former landfill) nearby. • Potential impact on air quality from traffic congestion. • Potential impact on future residents from increase in rail traffic. <p><i>Infrastructure</i></p> <ul style="list-style-type: none"> • Impact on local services, in particular the primary school, nursery, Kennington Health Centre, bus services and local water supply. • Existing road / cycle network has no capacity for additional traffic. • Proposal should not be approved until Lodge Hill slips are completed.
<p>Oxfordshire County Council</p>	<p><u>Amended Plans 2</u></p> <p><u>Highways</u></p> <ul style="list-style-type: none"> • No objection, subject to: <ul style="list-style-type: none"> - Conditions on access, parking, cycle infrastructure. - Contributions towards off site highway works, public transport, cycle infrastructure, public rights of way and travel plans. <p><u>Archaeology</u></p> <ul style="list-style-type: none"> • No objection, subject to condition on a staged programme of investigation. <p><u>Amended Plans 1</u></p> <p><u>Highways</u></p> <ul style="list-style-type: none"> • Objection based on additional information required for assessment. <p><u>Original Plans</u></p> <p><u>Highways</u></p>

	<ul style="list-style-type: none"> • Objection based on design issues and additional information required for assessment. <p><u>Archaeology</u></p> <ul style="list-style-type: none"> • No objection, subject to conditions on scheme of investigation and evaluation. <p><u>Education</u></p> <ul style="list-style-type: none"> • No objection - OCC will seek funding from Community Infrastructure Levy receipts for the education infrastructure projects required to mitigate the impact of the proposed development.
Thames Water	No objection, but identify an inability of the existing waste water infrastructure to accommodate the development. Propose a Grampian condition requiring identified offsite drainage works to be implemented prior to occupation.
Drainage Engineer	No objection, subject to conditions for detailed foul and surface water scheme.
SSE	Comment. Draw attention to the location of High Voltage lines through the site.
Network Rail	Comment. No drainage via their land. Request trespass fencing is provided alongside railway land and additional cycle storage at Radley Station.
Cycle UK	<u>Original Plans</u> Objection. Proposal falls short of LTP4 requirements; the informal cycle crossing on Kennington Road is a poor link. Require a signalised crossing on Kennington Road; a traffic island on the southern access; a raised cycle path across Sugworth Lane Junction; revised approach to Sanford Lane crossing so cyclists do not have to dismount; and revised 'give way' signage on cycle routes to replace 'end' of route signage at Sugworth Lane junction, Kennington Road crossing and the junction with Sandford Lane.
SUSTRANS	<u>Original Plans</u> Objection. Proposal fails to provide high quality cycle route through the development site and a route to Radley Station.
Oxford Preservation Trust	<u>Original Plans</u> Objection on the following grounds: <ul style="list-style-type: none"> • Effect on Oxford Green Belt. • Cumulative traffic impact. • Proposal should confirm to garden town principles. • Dedicated cycle route to Oxford / Abingdon and improvement of Sustrans route is required.

Natural England	No objection.
Countryside Officer	<p><u>Amended plans 2</u></p> <ul style="list-style-type: none"> No new comment. <p><u>Amended plans 1</u></p> <ul style="list-style-type: none"> No objection, subject to contribution for biodiversity offsetting. The applicant has submitted a Biodiversity Impact Calculation (BIC) based on the detailed landscape drawings. The results of the BIC have shown that the proposals will result in a net loss of biodiversity on site in the region of 5 biodiversity units when compared to the existing site conditions. <p><u>Original Plans</u></p> <ul style="list-style-type: none"> Holding objection – Further information is required from the applicant to clearly demonstrate using biodiversity impact calculations that the proposals can avoid a net loss of biodiversity in accordance with CP46. This is also likely to require amendments to the landscaping scheme.
Landscape Officer	<p><u>Amended plans 2</u></p> <ul style="list-style-type: none"> No objection, subject to landscaping condition. <p><u>Amended plans 1</u></p> <ul style="list-style-type: none"> Holding objection – clarification required on <ul style="list-style-type: none"> accessibility of open space / gradients foul water easement with regards to planting garden levels boundary treatment to south west corner tree pit details <p><u>Original Plans</u></p> <ul style="list-style-type: none"> Holding objection – revisions required on <ul style="list-style-type: none"> open space planting proposals swale design LEAP Levels Boundary treatment
Tree Officer	No objection, subject to condition for implementation of identified tree protection measures.
Urban Design Officer	No objection.
Environmental Health – Air Quality	No objection, but request mitigation measures - electric charging points for each property with a garage & travel plan.

Environmental Health – Contamination	No objection.
Environmental Health – Protection	No objection, subject to implementation of railway line noise mitigation.
Waste Management	<p><u>Amended plans 2</u></p> <ul style="list-style-type: none"> • No new comment. <p><u>Amended plans 1</u></p> <ul style="list-style-type: none"> • No objection, subject to contributions. <p><u>Original Plans</u></p> <ul style="list-style-type: none"> • Holding objection – revisions and tracking information required.
Housing Development	No objection.
Leisure Team	No objection. Proposal falls under CIL contributions.
Oxford Clinical Commissioning Group	OCCG is seeking £278,532 to ensure that health infrastructure can be put in place to support the growth in population.

3.0 RELEVANT PLANNING HISTORY

3.1 Pre-application

[P17/V1192/PEJ](#) - (14/06/2017)

Proposed development of 270 dwellings, retail floor space (A1) open space, play space and associated infrastructure at land south of Kennington

3.2 Planning Application

None

4.0 ENVIRONMENTAL IMPACT ASSESSMENT

4.1 The site area is more than 5 hectares, and greater than 150 dwellings but is not in a 'sensitive area' as defined by the regulations. The proposal is not EIA development. A negative screening opinion (application P16/V3126/SCR) was issued in December 2016.

5.0 MAIN ISSUES

5.1 The relevant planning considerations in the determination of this application are:

- Principle of development
- Green Belt
- Amount of housing
- Housing types and tenures
- Affordable housing
- Design & Layout
- Residential amenity
- Landscape and visual impact

- Open space, trees and landscaping
- Flood risk and drainage
- Traffic, parking and highway safety
- Archaeology
- Air quality
- Contamination
- Ecology & biodiversity
- CIL & S106 contributions

5.2 Principle of development

The site is allocated in the adopted local plan as a site suitable for around 270 dwellings. The principle of development is therefore acceptable unless material considerations indicate otherwise.

5.3 Green Belt

Objections have been raised over the loss of Green Belt land arising from this proposal. As part of the evidence base to support the adopted local plan, the council undertook a Green Belt review. This review recommended the removal of the site from the Oxford Green Belt to facilitate the delivery of housing. As the site is now allocated and no longer lies within the Oxford Green Belt, officers consider there is no ground to withhold permission on this issue.

5.4 Amount of Housing

Objections have been raised that the amount of housing exceeds that envisaged by the adopted local plan. Policy CP4 of the local plan allocates the site for around 270 dwellings. Housing allocation figures are only approximate as the final figure will always depend on the more detailed information and assessment that is entailed with a full planning application.

5.5 In meeting our housing needs, there is a presumption in favour of sustainable development within the existing built area of larger villages under local plan policy CP4. The government also expects housing supply to be significantly boosted. As set out below, 283 units have been assessed against all relevant planning considerations and no technical objections have been raised. Therefore, officers consider an increase of 13 dwellings on the approximate number of 270 is reasonable and does not result in a significantly different scheme to that outlined in the Local Plan.

5.6 Housing types and tenures

Local Plan policy CP22 seeks to ensure the right mix of housing sizes, types and tenures are provided on all residential sites. This should be in accordance with the Council’s strategic housing market assessment (SHMA) unless an alternative approach can be demonstrated to be more appropriate. The following table shows the amount of market housing proposed:

	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
SHMA	5.9%	21.7%	42.6%	29.8%
Expectation	11	40	78	55
Proposal	0	43	73	68

5.7 Concern has been raised that the proposal does not provide enough small general market properties. The SHMA contains estimated figures. Paragraph 7.35 of the SHMA states: "...we do not strongly believe that such prescriptive figures should be included in the plan making process and that the "market" is to some degree a better judge of what is the most appropriate profile of homes to deliver at any point in time." Officers consider the proposal strikes the right balance for a mix of market housing across the site and accords with the ambit of local plan policy CP22.

5.8 **Affordable housing**

The application makes provision for 35% affordable housing which accords with local plan policy CP24. The proposed affordable housing mix is:

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	6	40	26	2	74
Shared Ownership	2	14	9	-	25
Total	8	54	35	2	99

The distribution of the affordable units throughout the development is acceptable and the council's housing team are satisfied with the proposal. This will be secured through the S106 legal agreement.

5.9 **Design and Layout**

Following concerns over the initial proposal in terms of design and layout, the scheme has been amended. The layout is based around a clearly defined network of informal streets and dwellings have been designed / positioned to front public space to provide a coherent environment for all users and a sense of enclosure. There is a mix of dwelling types, and the design, in terms of heights, mass and external appearance are reflective of an arts and craft style. There is a mix of on street parking, on plot parking and garaging, together with private amenity space and bin storage provision for each dwelling. Overall, the proposal is considered compliant with the adopted design guide and local plan policy CP37.

5.10 **Residential Amenity**

The application proposes an appropriate design response to both new and existing dwellings in terms of amenity. Officers consider any impact on existing neighbours is not sufficient to warrant refusal of the application.

5.11 Noise generated from the adjoining railway line is apparent on the east part of the site. The applicant has provided a noise impact assessment and in response to its findings, mitigation for plots 42 and 57-67 is proposed to ensue no unreasonable impact on future residents. The environmental protection team raises no objection, subject to implementation of the proposed mitigation. This can be secured by condition and the proposal accords with local plan saved policies DC9 and DC10.

5.12 **Landscape and Visual Impact**

The applicant has provided a landscape and visual assessment to support the proposal. The assessment concludes that “*the site and proposed development will be visible from a localised area only and where it will be seen, the highest degree of adverse effects is limited to views on, or immediately adjacent, to the site only*”. It further considers that “*the potential landscape and visual effects are not likely to be significant and the proposed development is considered acceptable in landscape and visual terms*”. Officers consider the assessment is acceptable and agree with the conclusions. As such the proposed development would not cause unacceptable landscape and visual harm and there is no conflict with local plan policy CP44.

5.13 **Open Space, Trees and Landscaping**

Local plan saved policy H23 requires a minimum of 15% of a site to be laid out as open space. The application proposes an area of public open space with a LEAP, safeguarded land for community use, supplemented by informal open space around the edges of the development. In addition, each dwelling has private amenity space. The proposal is acceptable and accords with policy H23.

5.14 The application is accompanied by a suite of arboricultural information. The tree officer is broadly satisfied that the consideration of existing trees has informed the design of the latest layout and that its implementation would not have a significant impact on existing trees, subject to the impact being managed by means of the submitted tree protection plan. This can be secured by condition.

5.15 The application is supported with a concept landscape plan and the proposed layout has sufficient space to deliver a well landscaped scheme to accord with local plan saved policy DC6. The council’s landscape officer raises no objection subject to minor revisions / submission of further landscape details which is secured through the recommended conditions.

5.16 **Flood Risk and drainage**

The application is supported by a Flood Risk Assessment. The site is within flood zone 1 which is the zone least susceptible to flooding and preferred in flood risk terms for housing development. The site is not at risk of river flooding. A sustainable drainage scheme can be agreed and secured by planning condition thereby minimising the risks of flooding arising from the development. The drainage engineer has no objections to the proposal subject to further details being submitted by condition.

5.17 Concern has been raised on foul sewer capacity. Thames Water has identified a network capacity issue with the foul sewer network and are currently working with the applicant to identify and deliver the off-site waste water infrastructure needed to serve the development. Thames Water have identified that some capacity exists within the foul water network to serve 50 dwellings, but beyond that upgrades to the foul network will be required. Works are ongoing to understand this in more detail and as such Thames Water request an appropriately worded Grampian condition to be attached to any approval to

ensure development doesn't outpace the delivery of essential infrastructure. Officers consider this is a reasonable and necessary condition.

5.18 Subject to the suggested drainage conditions, the proposal is acceptable in respect of flood risk and drainage and accords with local plan policy CP42.

5.19 **Traffic, parking and highway safety**

Traffic, highway safety and pedestrian/cycle connectivity have all been raised as particular issues by residents and the parish councils. The application is supported by a Transport Assessment (TA), an addendum and supporting technical note.

5.20 The local highway authority has reviewed all information submitted and raise no objections on highway grounds, subject to conditions and off-site mitigation.

5.21 *Access*

The site will be accessed directly off the Kennington Road via two new T junctions. Following submission of further technical information, these are acceptable to the highway authority.

5.22 *Traffic generation and impact*

Local concern has been expressed that the proposal would cause traffic congestion especially due to the level of traffic using the road from Abingdon. However, there are no objections to the proposal from the highway authority on traffic generation or highway safety grounds. Officers consider, subject to the mitigation outlined below, it would be unreasonable to withhold permission on such grounds.

5.23 *Traffic Calming measures*

The main vehicular route through Kennington via The Avenue and Kennington Road is traffic calmed (speed cushions) between the junctions of Upper Road / Kennington Road and Sandford Lane / The Avenue. The development site is located beyond this existing traffic calming scheme, and to ensure vehicles speeds past the development site up to Sugworth Lane are also controlled, the highway authority require the existing traffic calming scheme to be extended up to the junction of Sugworth Lane / Kennington Road. This is considered acceptable.

5.24 Residents have also requested that a roundabout is created with Sugworth Lane to slow traffic and enable traffic to merge onto Abingdon Road. In addition, the parish councils seek traffic calming measures on Sugworth Lane. The highway authority has confirmed neither a roundabout nor Sugworth Lane traffic calming is required to mitigate traffic speeds or traffic generation from this development.

5.25 *Lodge Hill South Facing Slips Scheme*

The highway authority confirms the strategic highway network for Abingdon does not currently have capacity to accommodate this site, or the three other strategic housing sites to come forward in Abingdon and Radley. Therefore,

the key piece of strategic infrastructure necessary to mitigate these developments is the A34 Lodge Hill South Facing Slips. The slips would create a redistribution of traffic, freeing up capacity in Abingdon for traffic from this site. It is therefore necessary for this site to make contributions of £3,500 per dwelling (index linked) towards the Lodge Hill Slips to mitigate the impact of traffic on the Abingdon network.

- 5.26 The highway authority has confirmed that a 'Grampian' condition requiring the slips to be in place before any development on site is not required. The Ministry for Housing, Communities and Local Government (MHDCLG) has recently confirmed to the county council that the funding shortfall for Lodge Hill South Facing Slips will be provided to unlock growth in this area. Due to recent experience of successfully delivering a similar scheme (A34 Chilton North Facing Slips), the county council is confident of delivering this scheme by the end of 2020 and is providing forward funding to secure this. Based on the current programmes associated with Lodge Hill Slips and housing delivery, it is expected the slips will be open for public use before this development site is fully built out and occupied.
- 5.27 *Off-site cycle provision*
As part of the development site's highway mitigation package, the applicant has agreed footway / cycleway improvements to be undertaken on the eastern side of Kennington Road to connect the development with the wider footway / cycle network and provide sustainable transport modes to access the site. These cycle improvement works are considered deliverable as this route can be provided within land classed as public highway via S278 works.
- 5.28 The highway authority also seeks to secure a second cycle route between Radley and Kennington to provide cyclists and pedestrians with a choice of suitable, direct and safe routes for both villages and for onwards journeys between Abingdon and Oxford. Radley Parish Council support this, and provision is also made in the draft neighbourhood plan for enhanced cycling and walking connections.
- 5.29 In response, it has been agreed with the applicant to safeguard a section of land that is in their ownership / control to the south of the site, alongside the west of the railway line. This safeguarding and dedication of the land to the county council would allow the county council to deliver the alternative route, once the remainder of land alongside the railway is also secured. An indicative plan has been provided showing the section of land to be safeguarded and dedicated, which would be 5m in width. The safeguarding period for this route is to be 10 years from when the S106 legal agreement is completed. Officers consider that the scheme would provide sufficient cycle connections which would significantly contribute to a well-connected and integrated development and promote sustainable forms of transport in the wider locality.
- 5.30 *Parking provision*
The amount and type of parking provision across the site is acceptable. Officers consider there is sufficient parking provision to meet the needs of the development.

5.31 *Construction traffic*

The parish councils and highway authority have requested a condition to secure the submission of a construction traffic management plan. This would include such information as routing of construction and delivery vehicles to and from the site and delivery times which must be outside network peak and school peak hours. This condition is recommended.

5.32 Overall, it is considered that the proposal is acceptable in terms of its implications for traffic, parking and highway safety, subject to conditions and contributions. The application therefore accords with the expectations of saved policy DC5 and the NPPF.

5.33 **Archaeology**

The applicant has submitted an archaeological desk based assessment and has undertaken both a geophysical survey and archaeological field evaluation of the application site. These have revealed the presence of archaeological features dating to the Romano British period and represent a small settlement of that period. The applicant has submitted a written scheme of investigation (WSI) for archaeological mitigation to be undertaken. The County Archaeologist confirms the WSI is acceptable and should be included in any permission given as an approved document. The mitigation can be secured through condition. The proposal accords with local plan saved policy HE10 and the NPPF.

5.34 **Air Quality**

The air quality in the area is considered to be generally good. The impacts of the additional traffic associated with this development are not expected to have any significant impact on local air quality. The air quality officer has, however, requested a condition on electric charging points with a view to offsetting the additional traffic emissions on the local and wider road network. Officers consider this to be reasonable and in accordance with local plan policy CP33.

5.35 **Contamination**

The Phase 2 Site Appraisal and Supplementary Ground Investigation have identified that the site lies in proximity of three landfill sites. The report highlights that Kennington landfill to the north west of the site accepted inert waste and that Sandford Lane North and South landfills to the north east and east received both inert and industrial waste. Site investigations have not identified the presence of any soil contamination on site or any landfilling encroaching onto the site. The investigation incorporated thirteen rounds of gas monitoring over a period of six months to assess the potential for gas migration from the nearby historic landfills and characterised the site as Characteristic Situation 1 in accordance with BS8485. Environmental Health confirm a Characteristic Situation 1 determination requires no ground gas protection measures to be installed and raise no objection to the proposed development.

5.36 **Ecology and biodiversity**

Ecology

The application site has been subject to ecological surveys. The proposals are not expected to lead to any significant impacts on nationally or locally designated sites in the local area.

Habitats: The dominant habitat on site is an intensively managed arable field of low ecological value. The hedgerows along the northern southern and western boundaries are considered the most valuable habitats present, the only direct impacts on these hedgerows would result from the creation of two access points in the western hedgerow, which is acceptable.

Species: Due to the intensive arable management, there are relatively few species associated with this site. Bat surveys have shown that the northern and southern site boundaries are used by a variety of species for foraging and commuting to favoured feeding areas, probably associated with the woodland to the west and the River Thames to the east. The countryside officer confirms the proposals would not have any direct impacts on these boundaries but it will be important that any light spillage into these boundaries is minimised. Lighting details can be secured through condition.

5.37 *Biodiversity*

Policy CP46 calls for all developments to deliver a net gain in biodiversity if possible but, as a minimum, to avoid a net loss. In this case the proposals do not comply with policy CP46. However, given the low value of the existing habitats (mainly arable) the countryside officer considers it would be appropriate in this case to consider offsetting these losses through seeking financial contributions towards offsite biodiversity enhancements to achieve compliance with the policy.

5.38 The applicant has submitted a Biodiversity Impact Calculation (BIC) based on the detailed landscape drawings. The results of the BIC have shown that the proposals will result in a net loss of biodiversity on site when compared to the existing site conditions resulting in a total contribution of £46,000 towards an offsetting scheme delivered through an offsetting provider. This can be secured through a S106 agreement.

5.39 Subject to the contribution, the proposal accords with the NPPF and local plan policy CP46.

5.40 **CIL & S106 contributions**

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.

Local Plan policy CP7 expects new development to provide the necessary on-site, and, where appropriate, off-site infrastructure requirements arising from the proposal with them delivered directly by the developer and / or through an appropriate financial contribution.

5.41 *Community Infrastructure Levy*

This application is subject to the Community Infrastructure Levy (CIL). The council's CIL charging schedule was adopted in September 2017 and implemented in November 2017.

5.42 In general, off-site mitigation would be sought via CIL. Items such as off-site leisure, GP/NHS facilities, schools and community facilities are funded by the levy. The money collected through CIL can be pooled with contributions from other development sites to fund off-site infrastructure to support growth. On-site facilities and direct mitigation elements are still sought via a S106 agreement.

5.43 The site falls within the 'Zone 1' CIL charging schedule, which would be £131.33 per square metre of residential development (subject to index linking). The levy for this development is approximately £2,988,778.

5.44 The parish council have expressed concerns with how CIL receipts will be allocated. In line with CIL legislation, a CIL spending strategy needs to be adopted by the council. This is currently being worked on. Once it is adopted, it would set out how CIL would be spent in the District to fund infrastructure to support development.

5.45 Radley does not yet have a made neighbourhood plan, so in line with CIL legislation, only 15% of CIL receipts would go to the Parish Council in this case.

5.46 *S106*

The following items are not covered by the CIL levy and should be secured through a S106 agreement.

5.47 *Public transport*

A contribution towards improving the existing bus service will be required to go towards a service frequency increase of four buses an hour in both directions. There are bus stops located along Kennington Road which also need improving with real time information displays. The required contributions are justified and necessary.

5.48 *Cycle infrastructure*

A contribution towards upgrading the Sustrans National Cycle Route towards Oxford and to provide additional cycle parking at Radley station has been requested. The required contributions are justified and necessary.

5.49 *Public rights of way*

There is expected to be an increase in numbers of residents and their visitors using the rights of way network to the north, west and east of the development

site, particularly to gain access to the Thames Path National Trail and northwards to Kennington. The county council requires a financial contribution to mitigate the increase in numbers of residents and their visitors accessing the network along these routes. This is justified and necessary.

5.50 *Public Art*

Local plan saved policy DC3 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 of £300 per dwelling is expected from this development.

5.51 *Waste*

The proposed dwellings will need waste bins in which refuse can be placed and collected by the council's waste service teams. A contribution of £170 per dwelling 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.

5.52 *Street naming*

The streets will need to be named and signage provided by the council. This is a direct result of the development and a contribution towards these costs is justified and the amount sought is proportionate.

5.53 *Community land*

In addition to the residential development, this application seeks outline permission for the change of use of land for community use. The location of the land within the development is acceptable and the use will be secured through the legal agreement.

5.54 The following S106 developer contributions are considered justified, fair and proportionate:

District Council	Amount (£)
Bin provision on this site	£48,110
Public art	£84,900
Street naming	£4,118
Monitoring this s106	£1,892
TOTAL	£139,020

Oxfordshire County Council	Amount (£)
Lodge Hill Slips	£990,500
Public transport	£135,324.94
Bus stop RTI displays	£30,306
Sustrans NCN 5	£124,000
Travel Plan	£125,750
Travel Plan Monitoring	£1,240
Radley Station cycle parking provision	£8,640

Public rights of way	£20,000
TRO consultation fee	£800
S106 Monitoring	TBC
TOTAL	£1,435,760.94

6.0 CONCLUSION

- 6.1 The application has been assessed on its merits, against the requirements of the adopted Local Plan 2031 Part 1, saved policies of the adopted Local Plan 2011 and the National Planning Policy Framework. Regard has been given to the draft Radley Neighbourhood plan but as this is yet to be adopted, it's policies hold limited weight. The application site is included as a strategic housing allocation in the council's adopted Local Plan 2031 Part 1 to contribute towards the sustainable planned growth of the district.
- 6.2 The application will provide an economic and social role through construction employment, increased investment in the local economy and providing additional market and the policy complaint 35% affordable housing. The application will make contributions towards local infrastructure, whether via S106 or through CIL. It would provide off-site highway mitigation in terms of traffic calming, new and improved cycle tracks and through a contribution towards the strategic highway infrastructure project of the Lodge Hill Slips.
- 6.3 In terms of the environmental role, limited harm has been identified with respects to localised landscape impact and loss of habitats on the site. Mitigation in terms of biodiversity has been agreed to alleviate these impacts. Officers consider that the proposed benefits of the scheme as identified above outweigh the less than substantial harm in this case.
- 6.4 There are no technical objections to the proposal, subject to appropriate conditions. Overall in the planning balance, the benefits of the scheme particularly in providing housing towards the District's plan-led need and sustainable growth and provision of contributions towards highways and local infrastructure which will have local and wider benefits, are considered to outweigh the limited harm that has been identified. As such, it is concluded that the proposal is sustainable development that accords with the development plan. The application is recommended for approval.

Development Plan Policies

The following planning policies have been taken in to account.

Vale of White Horse Local Plan 2031, part 1:

- CP01 - Presumption in Favour of Sustainable Development
- CP02 - Cooperation on Unmet Housing Need for Oxfordshire
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP07 - Providing Supporting Infrastructure and Services
- CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
- CP22 - Housing Mix
- CP23 - Housing Density
- CP24 - Affordable Housing

- CP26 - Accommodating Current and Future Needs of the Ageing Population
- 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
- CP40 - Sustainable Design and Construction
- CP42 - Flood Risk
- CP43 - Natural Resources
- CP44 - Landscape
- CP45 - Green Infrastructure
- CP46 - Conservation and Improvement of Biodiversity
- CP47 - Delivery and Contingency

Saved policies of Vale of White Horse Local Plan 2011:

- 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
- HE9 - Archaeology
- HE10 - Archaeology
- HE11 - Archaeology
- L10 - Safeguarding and Improving Public Rights of Way
- TR5 - The National Cycle Network

Vale of White Horse Local Plan 2031, part 2:

A publication draft of the Vale of White Horse Local Plan 2031 Part 2 has been subject to public consultation, and will be examined in the Summer. Until examination, this Local Plan remains at an early stage of preparation and accordingly its policies have limited weight at present. Notwithstanding, the following policies are material to the consideration of this application:

- DP2 - Space Standards
- DP8 - Community Services and Facilities
- DP11 - Community Employment Plans
- DP16 - Access
- DP17 - Transport Assessments and Travel Plans
- DP20 - Public Art
- DP21 - External Lighting
- DP23 - Impact of Development on Amenity
- DP24 - Effect of Neighbouring or Previous Uses on New Developments
- DP25 - Noise Pollution

DP26 - Air Quality
DP27 - Land Affected By Contamination
DP28 - Waste Collection and Recycling
DP31 - Protection of Public Rights of Way, National Trails and Open Access Areas
DP33 - Open Space
DP34 - Leisure and Sports Facilities
DP36 - Heritage Assets
DP39 - Archaeology and Scheduled Monuments

Neighbourhood Plan Policies:

A submission draft of the Radley Neighbourhood Plan (December 2017) has been subject to public consultation, and is now awaiting Examination. The plan remains at an early stage of preparation and accordingly its policies have limited weight at present. Notwithstanding, the following policies are material to the consideration of this application:

PP4 - Housing Mix and Type at Largescale Sites
PP7 - Facilities on South Kennington Housing Site
PP9 - Primary Healthcare
PP11 - Roads
PP12 - Cycling & Walking
PP13 - Connectivity
PP14 - Radley Station
PP15 - Surface Drainage
PP16 - Sewerage
PP17 - Historic Environment

Adopted guidance

Vale of White Horse Design Guide SPD – March 2015
Developer Contributions SPD – June 2017

Other Relevant Legislation

Planning (Listed Buildings and Conservation Areas Act) 1990
Community & Infrastructure Levy Legislation
Section 17 of the Crime and Disorder Act 1998
Obligations under Section 149 of the Equalities Act 2010
Provisions of the Human Rights Act 1998
Natural Environment and Rural Communities (NERC) Act 2006
The Conservation of Habitats and Species Regulations 2010
Localism Act (including New Homes Bonus)

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