
APPLICATION NO.	P16/S4275/O
APPLICATION TYPE	OUTLINE
REGISTERED	3 January 2017
PARISH	WALLINGFORD
WARD MEMBER(S)	Jane Murphy Pat Dawe Elaine Hornsby Imran Lokhon
APPLICANT	Berkeley Homes (Oxford and Chiltern Ltd)
SITE	Land north of A4130 Wallingford Bypass, Wallingford, Oxon
PROPOSAL	Residential development of up to 502 dwellings (including an extra care facility), a primary school and access (as amplified by additional information received 22 March 2017, update to Environmental Statement received 19 and 27 June 2017 and amended by site location plan 14 August 2017 and amended by parameter plans and additional information 3 October 2017)
OFFICER	Cathie Scotting

1.0 INTRODUCTION

1.1 This application is referred to Planning Committee at the discretion of the Development Manager because of its scale and the conflict of the recommendation with the views of Wallingford Town Council. The application was re-scheduled from the agenda 18 October Planning Committee to allow more time for the planning officers to consider the responses to the latest consultation and to allow time to arrange a site visit for members. The report has been updated following the end of the consultation period on 18 October.

1.2 A site location plan is **attached** (Appendix A). The site is 26.34 ha including highway land and is situated to the south of Wallingford, west of Winterbrook and north of the bypass. The Site is located within Flood Zone 1. A public footpath (FP24) crosses the site in an east-west direction from Reading Road, along Winterbrook Lane to the A4130 Wallingford bypass. Bridleway 29 crosses the site at the point of access from the A4130. The site is within proximity to two A of outstanding Natural Beauty, the Chilterns AONB some 400 metres to the east and the North Wessex Downs AONB some 1500 metres to the south west. Wallingford town centre is designated an Air Quality Management Area. Winterbrook Conservation Area lies to the east of the site incorporating Reading Road.

2.0 PROPOSAL

2.1 This is an outline planning application with all matters reserved with the exception of access, which is to be determined at this stage. The application has undergone amendments to reconfigure the main road into the site, and areas of residential and open space on the site and the main access. Additional information has been submitted in respect of flood risk, noise, cumulative effects, archaeology, landscape and trees. The development includes an extra care facility and the amount of development has recently been revised from 'up to 550 dwellings' to 'up to 502 dwellings'. The applicants have confirmed that the scheme would provide 40% affordable housing. Vehicular

access to the site will be from the south, off the A4130 by-pass from the existing roundabout. There will also be three other new pedestrian / cycle links into the site plus the existing access from Winterbrook Lane.

- 2.2 The plans forming part of the application comprise:
- Land Use Parameter Plan 3002.SK03 H (3 October 2017)
 - Green Infrastructure Parameter Plan 3002.SK07 K (3 October 2017)
 - Building Heights Parameter Plan 3002.SK05 H (3 October 2017)
 - Access and Movement Parameter Plan 3002.SK06 J (3 October 2017)
 - Site Location Plan 3002.100 D (14 August 2017)
 - Site access dwg 4160410-SK14-P4 (23 March 2017)
 - Cycle & Pedestrian Layout Plan 4160410-SK01-P5
- The parameter plans are **attached** (Appendix B, C, D, and E)
- 2.3 Supporting documents comprise:
- Environmental Statement (as updated June 2017)
 - Arboricultural Statement and Tree Survey
 - Design and Access Statement
 - Development Specification
 - Updated Planning Statement
 - Flood Risk Assessment
 - Statement of Community involvement
 - Transport Assessment
 - Utilities report
- 2.4 Additional Information submitted during the course of the information comprises:
- Arboricultural Information (3 October 2017)
 - Land Use Budget 3002.SK08 J (3 October 2017)
 - Letter from Glanvilles re water infrastructure (28 Sept 2017)
 - Appendix - LVIA ES Methodology Definitions 06-04-16 (17 August 2017)
 - Archaeological evaluation report WWO17-167 (17 August 2017)
 - Response to Landscape and Visual Review 2667-FN-01 (17 August 2017)
 - EIA Chapter 3 Cumulative Impact (28 June 2017)
 - EIA Chapter 1, Introduction (20 June 2017)
 - EIA Chapter 2 Planning Policy Framework (20 June 2017)
 - Highway alterations dwg 4160410-SK25-P1 (23 March 2017)
 - Flood Risk Assessment – Addendum (23 March 2017)
 - Noise Memo from Ramboll 09 03 2017 (23 March 2017)
 - Response to Waste & Minerals site 28.02.17 JW-7885 (23 March 2017)
- 2.5 Land Use: The Land Use Budget Plan Appendix F identifies the land use budget:

Table 1 Land Use budget	
Land Use Areas	Hectares
Application Site based on Land Use Plan (excluding highway land)	26.08
Overall development area comprising:	
Residential Area	13.2
Extra Care Site	0.5
Primary School	2.22
Road / Other infrastructure	2.48
Open Space (7.68 ha):	
Strategic landscaping	0.9
Informal Open Space Bradfords Brook buffer zone	3.4
Playing Field / SUDs area	2.0

Play Areas	1.0
Allotments	0.38

- 2.6 The application is accompanied by an Environmental Impact Assessment. In June 2017 further information was submitted to address policy and cumulative impacts in respect of the application for mineral extraction at New Barn Farm Cholsey south of the site (planning application MW.0094/16). The applicants have advised that the amended scheme submitted in October 2017 does not materially alter the proposals in terms of EIA and it therefore remains relevant.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

- 3.1 Below is a summary of the consultation responses received in relation to the application on both the original and amended plans. A fifth consultation was carried out 4 October 2017 to update on the revised description of up to 502 dwellings, amended parameter plans and additional technical information. The Council agreed that more time should be allowed to consider comments from 4 October consultation and the concerns of some residents have been addressed by re scheduling the agenda item and updating the report. Wallingford Town Council, Cholsey Parish Council and Oxfordshire County Council have provided updated responses. Additional comments were made from the forestry officer, conservation officer, drainage consultant, public art officer. Natural England, Scotia Gas network, the Environment Agency and the air quality officer referred to their previous comments. As of 27 October a further 20 responses from residents had been received. Any further representations received after 27 October will be reported to the Planning Committee.

A full copy of the responses can be viewed under the application reference number P16/S4275/O at www.southoxon.gov.uk

3.2

RESIDENTS
Original scheme 126 written consultation responses: <ul style="list-style-type: none"> • 113 responses objected to the proposals • 7 responses accepted the principle of development but had concerns • 5 responses supported the proposals • 1 responses had no strong views An additional 24 objections were received in relation to subsequent consultations. An additional 20 objections were received in relation to the 4 October 2017 consultation.
Principle of development
Exceeds recommended number of 295 in SODC emerging Local Plan Over 1000 dwellings from major sites plus other permissions in Wallingford too much Pre-empts Local Plan and Neighbourhood Plan process Conflicts with Core Strategy Inspector decision that Site B is the preferred site Unsustainable development, greenfield land, loss of agricultural land (60 ha combined with other developments in Wallingford) More suitable sites available Brownfield land or empty government sites should be developed Historical decisions have shown this site to be unsuitable - fundamental flaw in the planning process to allow unlimited applications and appeals
Access and Links
Inadequate access proposals, No direct road to town centre Proposed footpath/cycle access via Brookmead Drive breaches a covenant applying to the whole street and will be challenged

<p>Link to no. 69 Brookmead Drive should be shown as part of application</p> <p>Insufficient width to provide path</p> <p>Access via the Wates Winterbrook site not guaranteed</p> <p>Access concerns given large number of properties.</p>
<p>Traffic Impacts</p> <p>Excessive traffic over 2000 vehicles from site plus other new development</p> <p>Network capacity is insufficient chaos - gridlock</p> <p>Insufficient road space or parking now</p> <p>Winterbrook roundabout on A4130 is already at capacity in peak hours</p> <p>No assessment of traffic from proposed gravel extraction at New Barn Farm to the south. Access will conflict with proposed gravel works access</p> <p>Safety of Winterbrook Lane for pedestrians, what is purpose of rumble strips</p> <p>How to prevent Winterbrook Lane becoming a car park</p> <p>Reading Road already dangerous for cyclists</p> <p>Cycle path to Cholsey Meadows not yet provided</p> <p>Noise and Pollution from traffic</p> <p>Air quality impacts not sufficiently considered</p> <p>Closure of Wallingford bridge would mean more traffic along Reading Road</p>
<p>Impact on Winterbrook/Wallingford</p> <p>Excessive development, disproportionate to community's needs</p> <p>Change in ambience, threat to town character</p> <p>Harm to Wallingford Conservation Area and impact on setting of listed building</p> <p>Loss of medieval character and impact on historic local walks</p> <p>Heritage Walk to Cholsey (Agatha Christie) will be affected</p> <p>Will result in urban sprawl out of character both with the town and Winterbrook</p> <p>Detriment to amenity and health and safety of existing residents</p> <p>Height of 3 storey houses and a 4 storey care facility is out of character with the area</p> <p>Proposed 3-4 storey buildings totally out of character with the area, damage to the historic skyline</p>
<p>Proposed Development</p> <p>Disproportionate to the area, over development, too many houses at too high density</p> <p>Limited amenity on site, not enough parking</p> <p>Poor links with the town</p> <p>Loss of privacy for existing residents</p> <p>All circumference properties should be 2 storey, lower density appropriate</p> <p>Will not satisfy need for affordable housing, buy to let should be prevented</p>
<p>Amenity and Environment</p> <p>Safety – children playing near brook</p> <p>Issues of privacy, security and amenity to residents adjoining the site</p> <p>Negative impact on existing wildlife</p> <p>More landscaping required</p> <p>Detriment to landscape character and countryside</p> <p>Overlooking and loss of light to neighbouring residents</p> <p>Preventing cars using footways / bridleways</p>
<p>Local infrastructure</p> <p>Already great pressure on schools – secondary school is oversubscribed, primary children go to Benson;</p> <p>Capacity of sewerage infrastructure a concern</p> <p>Medical centre, shopping area, parking problems in town</p>

Very concerned about future of St Johns Primary School
 Over development for existing infrastructure – need substantial investment before more development.
 Proposed school site inconvenient and will result in additional congestion across the surrounding area as parents drop off/collecting children
 New infrastructure is proposed to the north and west of the district – this is where additional houses should be built
 Not possible to provide accessible local services reflecting the community's needs
 Wallingford needs an indoor pool
 Would support if infrastructure provided: secondary school places, roads, NHS
 Lack of jobs for new residents

Flood risk

Flooding would increase if the ground was built over
 Groundwater, drainage and management of the land needs attention
 Drainage to the brook will increase flooding risk to other properties
 Area has groundwater flooding.
 Thames Water tankers the sewage when Bradford's Brook is running high
 Access to brook – why are so many access points required?
 Environment Agency do not maintain brook
 Flood risk and increased insurance premiums

Support for the development

Support more housing –we need another supermarket
 Objectors are under occupying large houses and should not prevent local houses being built for local people to live/work locally.
 Need a forward looking vision not looking back and obsessing with the past
 The development is vital for the future. It defines the southern boundary of the town as the A4130
 We need more rental properties as new build is too expensive for young adults who need affordable and smaller homes
 No objection to housing but would prefer detached houses not town houses, living on several floors not good for social family life. Should be half the density.

3.3

Wallingford Town Council – Object

- Premature Application (in advance of Neighbourhood Plan) and if granted removes right of Wallingford to select site
- Application exceeds SODC's recommendation re number of houses for Wallingford
- The development is contrary to NPPF, saved policies H4, EP1, G2, C3, C4, C9, CON6, CON7, TSM1 and D1 and to Emerging Local Plan.
- Scale of development exceeds capacity of infrastructure, e.g. water, sewage, health, education
- Negative effect on air quality
- The Statement of Community Involvement is inaccurate. The Neighbourhood Development Plan has consulted extensively with the people of Wallingford, most recently running a public exhibition followed by a 6 week consultation period, on possible development sites in Wallingford. Of the three sites that could accommodate the 295 homes allocated to Wallingford in the ELP, the site on which this application was considered by residents to be the least favourable, scoring a net positive score of just 3%
- LVIA fails to include relevant information and assess leisure and landscape value.

<ul style="list-style-type: none"> • Destroy character and integrity of open farmland site and setting of Wallingford, a Saxon town and Cholsey • Concerns over sewage and drainage in a flood plain area • Detrimental impact on setting of Conservation Area and detract from Agatha Christie trail, negatively affecting tourism
Cholsey Parish Council - Object
<ul style="list-style-type: none"> • Cholsey Parish Council continue to object • Support the objections of Wallingford Town Council • The Council considers that nothing significant has changed since the previous application was refused in 2010 to justify approval. • The Parish Council is also concerned about the increase in traffic movements this development would create.

3.4

Oxfordshire County Council
<p>Highway Authority: No objection</p> <p>Cumulative effects of the adjacent Wates site for 85 dwellings, the Wallingford Site B for 555 dwellings, and the proposed mineral site to the south indicate the highway impacts are acceptable. Taking into account the proposed access arrangements and proposed HGV routing for the mineral site, this additional level/type of traffic onto the A4130 is acceptable and will have minimal impact on the local highway network when considered cumulatively. Subject to conditions and infrastructure secured by S106 and S278, and S38 no objection.</p>
<p>Education:</p> <p>An additional school on this site may not be required in the event that a school at Site B has capacity. However, the County will seek a school site here given that it is required at the current time. The school site must be appropriate in accordance with the County's standard conditions, and there must be space for drop-off car parking and coach parking in the vicinity. Contributions are sought for education.</p>
<p>Archaeology:</p> <p>Further evaluation has shown that the line of the proposed access route (as amended August 2017) will not have a significant impact on any important archaeological deposits and as such we would have no objection to this amended access route.</p> <p>The proposed play area within the area of the possible hengiform monument is still an issue however. There has been no investigation of this potentially nationally important monument and there is likely to be impacts associated with the construction of the play area which would cause harm to the monument. We therefore still recommend that this feature is preserved in situ within the development as originally proposed by the developer. If there is a need to place the play area within this area then a further phase of evaluation would need to be undertaken on the site before any decision can be made to fully assess the potential significance of the feature. Conditions required.</p>
<p>Waste and Minerals:</p> <p>No objection subject to conditions. Further information addresses the issue of cumulative effects in relation to the proposal for mineral working at New Barn Farm, Cholsey. Provided that the design of dwellings can mitigate a road traffic noise level of 65 dB LAeq, 16 hour, the County Council's objection to this application is withdrawn.</p>

Countryside Access:

No objection. This application has two public rights of way within its boundary - Wallingford Footpath 24 and Bridleway 29. There are also a number of rights of way in the vicinity of the site which will also be affected by the development. The connections to Cholsey and South Moreton areas are within a reasonably short walking or cycling distance.

Oxfordshire County Councillor – Local Member

Cllr Lynda Atkins, Wallingford, Brightwell-cum-Sotwell and the Wittenhams Division:

The proposed development will place severe, perhaps unmanageable strain on Wallingford's infrastructure. While the town is vibrant and popular, there is a real limit to the capacity of local facilities and the addition of another 550 houses will create real problems. It is not clear to me why there is no social/affordable housing proposed for the site. There is a real need for such housing locally and a policy is in place which would suggest 220 of the homes should be affordable. It is essential that, from the outset, the area around the brook is completely and appropriately protected.

Environment Agency

An environmental permit for the bridge over the brook is required – this is dealt with under separate legislation. No objection raised to the development.

Drainage Engineer (MONSON)

Surface Water Drainage / Flood risk: The Glanville Flood Risk Assessment Addendum of 15 March relates to my previous comments. No objection subject to submission of sustainable drainage details, based on the Glanville Flood Risk Assessment of October 2016 and Flood Risk Assessment Addendum of 15/03/17. Foul drainage: Appropriate conditions required for off-site sewer improvements and on-site drainage details.

Figure 5 in the FRA Addendum indicates that the 'informal pitch area', indicated on the Land Use Budget plan, is located where a local depression for drainage purposes of some 2700m² plus filtration trench with grated inlets is to be provided. This is intended to receive exceedance flood flows from the southern half of the site, i.e. flood flows resulting from any temporary surcharging of the Suds drainage systems to be provided in this part of the site. There is an obvious conflict between this and the requirements for a pitch as indicated on the Land Use plan. Either the drainage proposals should be revised or the pitch moved, to resolve this.

Thames Water Development Control

Existing waste water infrastructure inadequate to cater for the needs of this development. A Grampian style condition is recommended to ensure there is sufficient capacity before wastewater is discharged to the system. Thames Water are also requesting a developer funded study to determine any upgrade works. The existing water supply infrastructure does not have capacity to meet additional demands. An impact study to determine the additional capacity and connection points should be carried out.

Scotia Gas network

Note that privately owned gas pipes or ones owned by other Gas Transporter may be present in this area and information regarding those pipes needs to be requested from the owners. There should be no mechanical excavations taking place above or within 0.5m of a low/medium pressure system or above or within 3.0m of an intermediate pressure system.

Natural England
No objection - Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on designated sites or protected landscapes.
North West Downs Area of Outstanding Natural Beauty
No objection to the principle of development at the site. Further work on proposed landscaping necessary for detailed stages.
Chilterns Conservation Board
Material considerations to consider; <ul style="list-style-type: none"> • The potential impacts upon the setting of the AONB and agree that the Chilterns are clearly visible (ES chapter 9 and 9.4.53 to 59) • The relationship between the visual containment of the built environment and the nationally protected landscape • The potential effect on the countryside, the character of the River Thames and the setting of Wallingford (ES 9.7.11) • An assessment of the impact of lighting • Change of use of land of scale to cause harm to landscape character • Loss of tranquillity through lighting, noise, or traffic movement
CPRE South Oxfordshire District
Object: Wallingford is in an advanced stage of producing its Neighbourhood Plan (as are neighbouring Cholsey and Brightwell cum Sotwell). Wallingford already has a considerable number of developments approved but not yet started (including 555 houses at Slade End and 85 at Reading Road). This development would make the number of houses planned for Wallingford in excess of the number envisaged in the emerging Local plan for South Oxfordshire. The development is against the wishes of local people and local planning and therefore in breach of the spirit of the NPPF.
CPRE (Rights of Way)
Pleased to note that it is intended to retain Cholsey FP24 on its existing alignment through the site within a spacious green corridor. However development on both sides of the path would take away its current rural aspect and building houses to the south of the path would appear to obscure most of its current views of the Downs and thus its current amenity value for Wallingford residents would be greatly reduced. The new estate road will cross Cholsey BR29 is a concern. It would require walkers to cross the entrance to this new road as well as the A4130 west of the roundabout as they do at present to reach the Wallingford Road footway. The proposal will have negative effect on public rights of way users to the south of Wallingford.
Clinical Commissioning Group (CCG) Oxfordshire
The large scale housing development will have a direct impact on our local health services, in particular the local GPs. If the local GP practice is able to grow and expand to support the housing growth the CCG would look to both the Parish Council and LPA to consider supporting this new population through developer contributions for Primary Health Care. A planning consent for 550 units would bring in a potential 1300 new patients for the Wallingford Practice.
Cholsey and Wallingford Railway
The western boundary of the site is located at the top of a cutting on the Cholsey and Wallingford Railway. The CWR is concerned that the movement of heavy machinery etc. close to this boundary might cause a landslip blocking the

track. Please ensure that a condition attached to any grant of permission will place restrictions on the use of the strip of land immediately adjacent to the railway.

Landscape Consultant

Whilst there are inevitable conflicts with “countryside protection” policy, there is a degree of compliance with “good design” policy. Several of the policy tests relating to local character depend on the balance between the harm caused by urban encroachment and the enhancement achieved by good design, which is essentially a matter of judgement. Further information would be helpful, for instance reference to South Oxfordshire Landscape Character Assessment and Oxfordshire Wildlife Assessment Study. Questions the conclusions on sensitivity and residual benefits.

Countryside Officer

I am generally satisfied that the existing ecological conditions on the site are sufficiently well understood to justify the conclusions which have been drawn within the ES. As this is an outline application for a large multi-phase development which is likely to be delivered over 10 year period it will be necessary to impose a number of conditions. The conditions will ensure that the baseline data is kept up to date and that detailed mitigation strategies are put in place for specific impacts for all of the subsequent reserved matters applications.

The site has been subject to extensive ecological surveys conducted during 2009 and 2016. The majority of the habitats on the site are common and widespread with large areas of arable, improved and semi-improved grassland. Bradfords Brook to the north is the most important habitat on the site and supports populations of protected species. The majority of the more valuable habitats are situated on the peripheries of the site and are to be retained within the indicative layout. The retention and proposed enhancements to these habitats will also serve to protect the populations species found (with the exception of farmland birds). Where impacts are unavoidable the illustrative master plan provides scope for mitigation and compensation.

Forestry Officer

The proposed works to the Reading Road and Winterbrook Lane affect protected trees within the Winterbrook Conservation Area. The largest and closest tree to the area of works forms a prominent feature of the landscape, contributing to the character of the conservation area. The submitted arboricultural information highlights excavation within the RPA of the protected Lime tree will be needed to construct the crossing and footpath. It also goes on to suggest a method to minimise root damage. However BS 5837 “Trees in Relation to Design, Demolition and Construction” states the default position is that all construction activity is to be kept out of the trees RPA, see section 5.3.1 of BS5837. There is no overriding justification for works within the RPAs as there are alternative locations for bus stops. The proposed bus stop locations need to be amended to avoid the need for any works in the protected trees RPAs. In light of the above I’m not able to support this application in its current form.

A small section of vegetation shown to be removed (G4) in order to create the main highway access from the A4130 roundabout has limited arboricultural value. Its loss can easily be mitigated by replacement planting along the proposed access road which would restrict long range views up into the site from the existing roundabout. The creation of the pedestrian bridge leading to Brookmead Drive will require the removal of some of the small trees and shrubs from the rear garden. No objection provided mitigation planting is implemented.

Conservation Officer
<p>There is no clear justification for proposing to remove part of the existing grass verge and provide a new pavement area immediately adjoining the curtilage listed wall surrounding Winterbrook Lodge, a grade II listed building, in order to provide a bus stop going north on the Reading Road. Immediately to the south of this proposed footway, on the other side of Winterbrook Lane, is an existing area of pavement with a rebate that would enable a post to be sited alongside an existing street lamp without impact to the listed building. I cannot support the proposed works to create a new bus stop on the northbound side of Winterbrook Lane adjoining Reading Road.</p> <p>I have some reservations about a 4 storey Extra Care Facility as this will far exceed other approved building heights in the adjoining site and it is likely to be visible on the skyline from within the Conservation Area, present in views from the Reading Road and considerably overshadowing the route through the site. A focal building can be recognisable through other design details rather than just massing. The introduction of 4 storey buildings would be a considerable alteration to the existing surround character of residential areas including within Winterbrook and the twentieth century residential estates to the north of Bradford's Brook in Wallingford.</p>
Housing Development
<p>The percentage and tenure should meet Policy CSH3. The type and mix also needs to be agreed. (Further information is set out in the body of the report).</p>
Urban Design Officer
<p>Comments in respect of: The natural environment; Movement: Creating a network of paths and streets; Development blocks: density and uses (referred to below); Streets as civilised spaces: creating definition and enclosure, Parking, Plots and building; ensuring quality</p>
Equalities Officer
<p>Recommend developer has detailed plans checked by a member of the National Register of Access Consultants.</p> <p>Play areas need to ensure access for disabled and non-disabled children</p> <p>Good to see the developer has included Lifetime home standards in both affordable and market housing. The lack of buses into the site could be a problem for extra care residents. A solution should be found for public transport to serve the site.</p>
Environmental Health Protection
<p>No objection subject to conditions securing the mitigation measures identified in the Environmental Statement - Noise and vibration assessment, as updated by information recd March and June 2017</p>
Environmental Health - Contaminated Land
<p>No objection subject to conditions</p>
Environmental Health - Air Quality
<p>No objection subject to conditions:</p> <ul style="list-style-type: none"> • EV charging points should be installed, a minimum of; 1 per household for each of the houses and 1 per every 10 flats • All residences should be provided with sustainable travel packs. • All gas-fired boilers to meet a minimum standard of <40 mgNOx/kWh • Cycle parking and storage for all dwellings

Public Art Officer

Public art contribution is sought. For a development of this scale the contribution should focus on the site and enhancing the development and its new community (as per the 'cultural wellbeing' strand in paragraph 17 of the Core Principles of the NPPF, 2012).

4.0 **RELEVANT PLANNING HISTORY**

4.1 The site subject of this current application together with the Wates / Miller site adjoining to the east was considered for allocation in the Core Strategy (known as Site E) as an alternative to Site B. The Core Strategy Inspector (report dated 23 October 2012) highlighted a number of matters important for the development in Wallingford. Concluding he recommended Site B over Site E due to conservation issues in respect of Site E, particularly the access from Reading Road. As the Wates site and the access from Reading Road now has permission (under appeal P15/S0191/FUL) this particular issue is no longer applicable to the current site. However other matters highlighted by the Core Strategy Inspector in respect of Site E are still relevant and these include links, landscape, townscape, flooding, ecology, open space and recreation.

4.2 **Planning Applications:**

MW.0094/16 New Barn Farm, Cholsey, Near Wallingford, Oxfordshire, OX10 9HA
Description of development: extraction of sand and gravel with associated processing plant, conveyors, office and weighbridge, parking areas. Construction of new access onto the A4130. Restoration to agriculture, incorporating two ponds, using imported inert materials – No decision issued.

[P15/S0191/FUL](#) - Approved (11/05/2016) - Appeal allowed (21/03/2016)

Demolition of No.2 Reading Road. Erection of 85 new homes and creation of new access. Proposed new roads, car parking, footpaths, communal orchard, public open space, landscaping, ecological enhancement areas and associated infrastructure.

[P15/S3472/PEJ](#) – Pre application advice (03/02/2016)

Residential development of not more than 380 dwellings, a 60 bed Extra Care facility, a primary school, public open space and access on land at Winterbrook, Wallingford in Oxfordshire

[P10/W1589](#) - Refused (12/01/2011) - Appeal dismissed (27/06/2011)

Demolition of no 2 Winterbrook, Reading Road and development of land to the west so as to accommodate 98 dwellings together with associated access and landscaping works.

[P10/W1201/O](#) - Refused (12/01/2011) - Appeal withdrawn (09/03/2011)

Residential development of not more than 380 dwellings, a 60 bed extra care facility, a primary school and access

[P09/W0489](#) - Refused (27/08/2009) - Appeal dismissed (31/03/2010)

Demolition of 10 Winterbrook, and development of land to the west so as to accommodate 106 dwellings together with associated new access and landscaping works.

5.0 **POLICY & GUIDANCE**

5.1 **National Planning Policy Framework (NPPF)**

All policies in the NPPF and particularly the following sections are relevant:
 Achieving sustainable development through economic, social and environmental roles.
 Section 4: Promoting sustainable transport
 Section 6: Delivering a wide choice of high quality homes
 Section 7: Requiring good design
 Section 8: Promoting healthy communities
 Section 11: Conserving and enhancing the natural environment

National Planning Policy Framework Planning Practice Guidance (NPPG)

5.2 **Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy**

The Inspector concludes that with recommended modifications the plan is sound and legally compliant. The plan policies as recommended to be modified by the Inspector therefore now have significant weight.

5.3 **South Oxfordshire Core Strategy (SOCS) Policies**

Policy Title	Summary
CS1	Sustainable development
CSS1	The overall strategy
CSM2	Transport Assessments and Travel Plans
CSH1	Amount and distribution of housing
CSH2	Density
CSH3	Affordable Housing
CSH4	Meeting housing needs
CSWAL1	The strategy for Wallingford
CSQ2	Sustainable design and construction
CSQ3	Design
CSQ4	Design briefs
CSI1	Infrastructure provision
CSEN1	Landscape
CSEN3	Historic environment
CSG1	Green Infrastructure
CSB1	Biodiversity
CSC1	Delivery and Contingency

5.4 **South Oxfordshire Local Plan 2011**

Policy Title	Summary
G2	Protection and enhancement of the environment
C4	The landscape setting of settlements
C6	Biodiversity conservation
C8	Species protection
C9	Landscape features
CON 11	Archaeology Protection of archaeological remains
CON12	Archaeology Archaeological field evaluation
CON 13	Archaeology investigation and recording
EP1	Prevention of polluting emissions
EP2	Noise and vibration
EP3	Light pollution
EP4	Protection of water resources

EP6	Surface water protection
EP8	Contaminated land
D1	Good design and local distinctiveness
D2	Vehicle and bicycle parking
D3	Plot coverage and garden areas
D4	Privacy and daylight
D6	Design against crime
D7	Access for all
D10	Waste management
D12	Public art
R2	Recreation
R6	Information recreation
R8	Public rights-of-way
T1	Transport requirements for new developments
T2	Transport
T7	Cycling and walking

5.5 CIL Regulations 2010 (as amended) and Planning Obligations SPD

5.6 Emerging South Oxfordshire Local Plan 2033

On 11 October 2017 the council published for consultation the Regulation 19 version of the Local Plan 2033. The plan seeks to build upon the existing settlement hierarchy and actively create a pattern of development central to the area. Allocations will be through the Neighbourhood Plan process. The emerging Local Plan indicates that Wallingford expected to cater for an additional minimum of 295 dwellings (this is additional to existing permissions and allocations) and this is not an upper limit.

5.7 Neighbourhood Plan

Wallingford Town Council are preparing a Neighbourhood Plan. The area of the Neighbourhood Plan has been approved and includes land covered by this site extending to southern bypass, and land to the north of Wallingford. Wallingford Town Council has advised that they have carried out a public exhibition on possible sites and a 6 week consultation period. No site allocations or draft plan has yet been produced.

5.8 South Oxfordshire Design Guide 2016

6.0 PLANNING CONSIDERATIONS

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

The principle of the development including:

- the council's housing land supply position
- how the development fits with the council's spatial strategy
- the accessibility of the site to services and facilities

Matters of detail / technical issues including:

- Affordable housing and housing mix
- Highway safety and traffic impact
- Minerals
- Landscape impact
- Agricultural land
- Flood risk and surface / foul drainage
- Ecology
- Trees

- Archaeology
- Heritage
- Environmental matters (air quality and noise)
- Masterplan - Design and Layout
- Residential Amenity

Infrastructure requirements including:

- On-site infrastructure to be secured under a legal agreement
- Contributions pooled under the Community Infrastructure Levy

Delivery and Phasing

Housing Land Supply

- 6.2 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. One such material consideration, of notable importance, is the National Planning Policy Framework (NPPF). To significantly boost the supply of housing, the NPPF requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements. This supply should include an additional buffer of 5% to ensure choice and competition in the market for land. Alternatively, where there has been persistent under delivery of housing, the buffer should increase to 20% to provide a realistic prospect of achieving the planned supply.
- 6.3 The latest published housing requirements are in the 2014 Strategic Housing Market Assessment (SHMA). To meet the identified housing need for the district, the SHMA committed economic growth housing forecast is 750 homes per annum. This is a sizable uplift from the requirement for 547 homes per annum set out in the South Oxfordshire Core Strategy (SOCS). Based on the evidence in the SHMA and past delivery, the council has a housing land supply in the region of 4.1 years (including the 20% buffer for under delivery). The council cannot therefore currently demonstrate a five-year supply of deliverable housing sites.
- 6.4 The NPPF (para 49) specifies that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. Para.14 adds that where relevant policies are out of date, planning permission should be granted unless
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole;
 - or specific policies in the Framework indicate development should be restricted.
- This means that the policies for the supply of housing in the SOCS are given significantly less weight. Applications for housing should now be considered in the context of the presumption in favour of sustainable development and should be permitted unless there is planning harm that outweighs the benefit of providing new housing.
- 6.5 Clearly if the lack of 5 year housing supply is the key reason to support the principle of the development, the council must be confident that development will deliver and provide housing within the five years. This is discussed below under Delivery and Phasing.

Spatial strategy

- 6.6 The site is on the edge of Wallingford. Wallingford is one of the district's market towns and has a good range of facilities and services including a secondary school, primary school, supermarket, a range of other shops, and leisure and recreation facilities. Many people have commented that Wallingford should not have more housing, however the housing figures for South Oxfordshire indicate that more development is required and emerging Local Plan identifies further development for Wallingford as advised above. The principle of locating development on this site is acceptable.

Access to Services and Facilities

- 6.7 The main access is from the south, off the A4130 by-pass from the existing roundabout. Pedestrians and cyclists will also be able to access the site from Winterbrook Lane (existing) and three new links. The permeability of the site for vehicles is limited to the one access from the bypass roundabout. It is imperative that there are suitable pedestrian/cycle links to access the town's main destinations. This matter was considered essential by the Core Strategy Inspector (Inspectors report 23 October 2012 ref para 63 – 68).
- 6.8 The proposed development will be served by pedestrian and cycle links comprising:
- (i) North from the application site across the brook into the residential property 69 Brookmead Drive and into Brookmead Drive, the road;
 - (ii) East-west route adjacent to Bradfords Brook from the Wates site into the application site (this area is ecologically sensitive, lighting must be limited and be down facing bollard lighting);
 - (iii) East-west route from Wates site (estate road) to application site (near proposed school site);
 - (iv) From the existing bridleway on site into Winterbrook Lane;
- 6.9 Winterbrook Lane is an existing road leading to dwellings and bridleway. It is not proposed to use this road for vehicular access to proposed dwellings but works (under S278) to the lane and Reading Road are proposed to facilitate access to a proposed new bus stop. Further detail was sought due to the potential impact on trees within the Conservation Area and this is discussed below under Forestry and Heritage. In light of these objections an alternative bus stop location will need to be identified, and if other bus stops are affected, alternative locations for these bus stops. The location and details of these works will be required by condition and S278 works.
- 6.10 The land necessary to secure the new connections (i, ii and iii above) is in the control of the applicant and a third party, Wates, who with Miller Homes are developing the adjoining site (P15/S0191/O). An amendment to the red line application area was submitted August 2017 to include land necessary for these links. These links must be secured by S106 agreement because i) a third party is involved and ii) the works are not on public highway. A S278 agreement will also be necessary where works are to connect to the public highway. If all of these links are not secured the site would not offer sustainable connections to the town and other services. This S106 agreement (with Wates and any other third party) would be additional to the main agreement with the developer / landowner and the councils. Details in respect of the Brookmead Drive link are discussed below under Residential Amenity (paragraph 6.45).
- 6.11 The strategic and regular bus service X39/X40 runs along Reading Road. Infrastructure to improve accessibility to this service is proposed and a contribution towards increased frequency. Some of the dwellings within the site will be over 400m from bus stops. Following discussions with the County it is evident that it may be difficult to achieve a

bus service through the site, however the links mentioned above will provide good access to Reading Road and cycle racks could be provided near bus stops to encourage more use of the bus service.

Affordable housing and housing mix

- 6.12 Para 50 of the NPPF says development should deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community
 - identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
 - where they have identified that affordable housing is needed, set policies for meeting this need on site
- 6.13 Policy CSH3 of SOCS does not affect the supply of housing and continues to be relevant:
- 40% affordable housing will be sought on all sites
 - In cases where the 40% calculation provides a part unit a financial contribution will be sought equivalent to that part unit;
 - A tenure mix of 75% social rented and 25% intermediate housing will be sought;
 - With the exception of part units the affordable housing should be provided on site
 - The affordable housing should be mixed with the market housing; and
 - The housing should meet required standards and should be of a size and type which meets the requirements of those in housing need.
- 6.14 The application now seeks permission for 502 dwellings including extra care. Officers have advised that extra care in the affordable sector is not required in Wallingford in the short to medium term as such provision is being made at Hithercroft (former Habitat site) and Site B, Wallingford. The applicants have confirmed that the extra care development will be market provided and not included in the affordable housing numbers. The applicant has agreed to provide 40% affordable housing at the policy tenure and to provide this as general needs affordable housing. Provided an appropriate type, size and location of affordable housing can be secured this will be a substantial benefit meeting housing need.
- 6.15 Although the application is in outline it is a large scale development and it is important to establish in the S106 the mix and type so that present and future housing needs are met. Flexibility should be built in so that changing needs can be accommodated. Discussions remain ongoing as to an appropriate mix on the affordable housing. The SHMA provides guidance for a district wide mix but it also recognises that demand for one bed units, whilst high, has less flexibility in meeting changing household need and there is potential for greater turnover. Significant turnover undermines the creation and stability of communities. In addition welfare reform has seen a significant increase in the demand for two bedroom rented accommodation and a reduction in demand for larger rented homes. The requirement for councils to meet the needs of homeless families may also indicate a bias away from one-bedroom to two bedroom provision.
- 6.16 It is important to understand the levels of existing affordable housing stock in an area such as Wallingford, which is one of South Oxfordshire's main settlements, when considering the sustainability of affordable provision on any new site. Wallingford already has a significant proportion of one-bedroom units amongst its affordable housing provision and, given the issues around welfare reform and eligibility for 1

bedroom accommodation, it is recommended that sensible adjustments are made to the proposals for affordable housing on this new strategic sized site.

- 6.17 The table below sets out a suggested percentage mix for each size of affordable housing units across both Affordable Rent and Shared Ownership, and also includes information on SHMA guidance and existing properties in Wallingford.

Table 2: Information on affordable housing mix				
	1 bed	2 bed	3 bed	4 bed
SHMA guidance	32.6%	35.5%	29.3%	2.7 %
Existing provision in Wallingford	39.2%	35.89%	21.78%	3.01%
Council suggested percentage for Winterbrook site:				
Winterbrook	12.75%	54.5%	31.25%	1.5% (7 person)

- 6.18 Also necessary to consider in relation to need is the type of affordable housing. It is preferable for the majority, if not all of the two bedroom properties to be delivered as houses rather than flats as houses are considered more suitable for families needing rented accommodation. Registered Providers (RPs) have advised that houses are more appropriate for shared ownership. RPs have also strongly recommended that, where 1 or 2 bedroom flats are provided, it is preferable for housing management purposes if communal hallways can be avoided and each flat has a direct entrance to the street.
- 6.19 To comply with policy the development needs to be fully integrated within the overall development. This will mean affordable housing within every parcel and a range across the site. Officers are hopeful that the above matters i.e. size, type and integration can be secured in the S106 agreement and this would be referred to the chairman of the planning committee and head of planning for authorisation.

Market mix

- 6.20 The SHMA also provides guidance on market mix shown in the table below. The scheme is lower on 1, 2 and 3 beds and higher on 4 beds than the SHMA. It has proved difficult to secure a more compliant SHMA mix on recent housing schemes and the policy of Help to Buy has pushed up demand for larger homes. Overall the scheme mix is considered acceptable as it provides a range of dwelling sizes in the market. When coupled with the affordable mix, there will be a higher proportion of more smaller units.

Table 3: Market mix				
Market Homes	1 bed	2 bed	3 bed	4bed +
SHMA	6%	27%	43%	24%
Application %	5%	20%	40%	35%

- 6.21 Policy CSH4 requires 10% of market dwellings and affordable housing with ground floors to be built to a lifetime homes standards. The council have reviewed the requirements in light of the ministerial statement in the Autumn 2015 and will be seeking these standards (Building Regulations M – M4 (2) category 2: Accessible and adaptable dwellings) by condition.
- 6.22 To ensure the scheme delivers a range of housing mix and tenure across the site and that this can be monitored a housing delivery document will be required by condition.

Highway safety and traffic impact

- 6.23 In respect of highway safety the NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. Policies D1, D2, T1 and T2 of the South Oxfordshire Local Plan (SOLP) require an appropriate parking layout, to be applied at detailed stages.
- 6.24 The highway authority has no objection subject to highway works and public transport contributions to be secured by S106 / S278 agreements, as cited below under infrastructure. The capacity of the highway network and technical proposals for the site access and visibility are acceptable.

Minerals

- 6.25 South of the site is a mineral safeguarding area. Following an objection on mineral policy, further assessment work was carried out in relation to the Grundon application (Reference OCC MW.0094/16) for mineral working at New Barn Farm, south west of the site on the other side of the bypass. The mineral application made changes to the proposed phasing of mineral working and mitigation showing that, provided both the housing development and mineral working are carried out as now proposed and the mitigation measures are secured, the housing development would not lead to any significantly sterilisation of sand and gravel resources within the land to the south west of the application site. Subject to conditions there is no objection.

Flood risk and drainage

- 6.26 The NPPF (para 103) advises that development should not increase flood risk elsewhere and be informed by a site-specific flood risk assessment. The site is within in Flood Zone 1, the lowest category of risk. Further information was submitted in March 2017 and clarifies that there will be two distinct drainage zones one discharging north to the brook and the other through ground infiltration in the southern part of the site. The council's drainage consultant has no objection subject to conditions requiring detailed design.

Landscape

- 6.27 A core principle of the NPPF (paras 17 and 109) is that the planning system should contribute to conserving and enhancing the natural environment, and protect and enhance valued landscapes. The site is not within an AONB where great weight would be afforded to protection yet it is agreed that the site can be viewed at a distance (approximately 1.5km away) from the Chilterns AONB and there are distant views of the North Wessex Downs. Assessment and further information on the LVIA was submitted in August. Whilst the landscape consultant considers more information would be helpful to assess the effects in more detail and also queries the conclusions, it is considered that there is adequate information to assess the landscape effects. There are no objections from the North Wessex Downs or the Chilterns AONB boards. The core strategy inspector did not identify landscape as a matter which would prevent development of the site. However he only considered built form to the north of the footpath and noted the ability of the southern area to provide open types of infrastructure.
- 6.28 The site forms open countryside on the edge of Wallingford and inside the southern bypass. There are trees and hedgerow adjoining the bypass and residential development backs onto the other boundaries. Hence the site is relatively enclosed. Crossing the site is footpath Cholsey FP24 which currently affords views of the countryside adjoining the town and longer range views to the Wessex Downs. The footpath will retain its existing alignment within a spacious green corridor, still providing an amenity route for walkers. However development to the south of the path would partially obscure its current views of the Downs and consequently its amenity value.

- 6.29 Development of this site including south of the bridleway will encroach into the open countryside. As the site is contained by the bypass and residential development on other boundaries, the effects on landscape are mainly localised however the value of the views of open countryside from the footpath will be reduced. I have reservations in relation to the height of development which will affect the landscape / townscape character of the development, however these aspects can be addressed through the design details. The reduction in number of dwellings from 550 to 502 was necessary to enable a looser development and more possibility of street trees and informal open space throughout the residential areas. There will be some loss to the amenity from the footpath but in terms of the impact on the wider landscape the proposal is considered acceptable.

Agricultural Land

- 6.30 Government policy is set out in Paragraph 112 of the NPPF which states that: ‘Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.’ The proposed development comprises approximately 26 ha of agricultural land, all of which is classified as ‘best and most versatile’ land in the Agricultural Land Classification (ALC) system). Natural England advise that as a proportion of the agricultural land will remain undeveloped as public open space it is important to safeguard the long term potential of this land and the soil resources, and recommend a condition on soil handling. There is no objection on grounds of loss of agricultural land.

Ecology

- 6.31 The approach to avoiding impacts wherever possible (based on an indicative layout) is acceptable and the level of mitigation and compensation proposed should ensure that the proposed development is consistent with policy CSB1 of the Core Strategy and paragraph 109 of the NPPF. The development with the proposed mitigation and compensation should avoid a net loss in biodiversity and may in some areas attain a net gain. The drainage information submitted March 2017 shows 7 maintenance access points to the brook. The need for so many is questioned and the ecological impacts of this are unknown. A condition will be required to assess the need and minimise the impacts on the brook.

Trees

- 6.32 The proposed highway works on Winterbrook Land and Reading Road affect protected trees within Winterbrook Conservation Area (see Appendix G **attached**). The largest and closest tree to the area of works forms a prominent feature of the landscape, contributing to the character of the conservation area. Works to provide the bus stop require excavation within the root protection area (RPA) of the protected Lime tree and the information suggests a method to minimise root damage. However BS 5837 “Trees in Relation to Design, Demolition and Construction” states the default position is that all construction activity is to be kept out of the trees RPA. There is no overriding justification for these works as there can be an alternative location to locate the bus stop. The revised location for a bus stop will be sought by condition.

Archaeology

- 6.33 The proposed site is located in an area of known archaeological interest indicated by aerial photographs, find spots and the results of an archaeological evaluation which recorded Iron Age and Roman settlement evidence, Bronze Age beaker burials and other archaeological features across the site. A separate archaeological investigation on the adjacent site to the east also recorded evidence of middle Iron Age settlement.

Two areas of potentially nationally important archaeological deposits on the southern side of Winterbrook Lane must remain removed from development, including tree planting in order to preserve these features in situ. Further investigation was carried out to establish whether the proposed access road alignment was clear of these areas and as a result the parameters plans show an amended alignment. The exact provision and structures of the infrastructure, once known, will also need to be considered carefully in relation to the areas of archaeological importance. This is discussed in more detail below under Infrastructure. There is no objection in principle subject to implementation of a staged programme of archaeological investigation to be maintained during the period of construction.

Heritage

- 6.34 Paragraph 129 of the NPPF requires that local planning authorities identify and assess the particular significance of any heritage asset that may be affected by a proposal. Core Strategy Policy CSEN3 sets out that designated historic heritage assets will be conserved and enhanced for their historic significance. The site is not within Winterbrook Conservation Area although there are proposed highway works to the Reading Road and Winterbrook Lane, to provide safe access to a new bus stop. The Conservation officer has objected to the location of the bus stop works as they will remove part of the existing grass verge and provide a new pavement area immediately adjoining the curtilage listed wall surrounding Winterbrook Lodge, a grade II listed building. An alternative location for the bus stop needs to be sought to avoid harm to the setting of the listed building and to Winterbrook Conservation Area. Details will be required by condition and S278 works will be sought to secure these works elsewhere on the Reading Road.

Environmental Health

Noise:

- 6.35 The properties facing the southern boundary and A4130 are noted as being in a high noise area during daytime period 60 - 65 dBA Leq. Following the receipt of further information it is agreed that mitigation, in the form of specific glazing and trickle ventilation will be required for the properties facing the road. The development along the southern boundary effectively provides noise mitigation for rear gardens and properties behind from road noise. The predicted noise levels from the proposed mineral working do not add to the ambient noise level from the road. Subject to a condition requiring mitigation to reduce internal noise to residential properties there is no objection.

Air Quality:

- 6.36 Wallingford is has been designated an Air Quality Management Area (AQMA). The air quality officer advises that the information in the modelling report underestimates the air quality levels and does not propose adequate mitigation. However the air quality officer advises that with satisfactory mitigation, as they suggest, there would be no objection. It will be extremely important to encourage pedestrian and cycle trips into town via the links described above otherwise the route to town will be circuitous and encourage vehicular trips. Mitigation is sought in the form of cycle provision and electronic vehicle charging points for every dwelling.

Masterplanning, Layout and Design

- 6.37 The NPPF sets out that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. The NPPF also provides that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Planning

decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment (paragraph 61). The design policies of the SOCS (particularly CSQ3) and SOLP policies (particularly D1-D4) reflect these requirements.

- 6.38 Previous iterations of development on this site showed built form only to the north of the footpath. Whilst bringing built form into the southern area does encroach more into open countryside and there will be some loss of amenity from the existing footpath I do not consider this unacceptable from a landscape perspective as explained above. Additionally development to the south does have some benefits as it introduces surveillance of the road and other leisure uses.
- 6.39 The northern part of the site adjoins Bradfords Brook and there needs to be an appropriate buffer to the brook, for flooding and ecological reasons. The areas of archaeological interest need to be kept free from built development although the playing field and teenage play area are proposed in the vicinity. Hence the open space is serving two purposes – protection and open space for leisure and recreation. Theoretically this is an efficient use of land however it is important that features are adequately protected and the provision of infrastructure is not compromised.
- 6.40 It is evident that the playing field is being located in a depression required for SUDs. This is incompatible with the provision of a level playing field. As the playing field cannot be provided in this location it will be necessary to secure alternative provision. (discussed below under Infrastructure). Additionally until there are details of the proposed play facilities and allotments it will not be possible to accurately assess whether there is a conflict with archaeology and / or SUDs. At a detailed stage it may be necessary to revisit the location of residential or infrastructure development and possibly the amount of residential development.
- 6.41 The amount of development originally proposed (up to 550 dwellings) was a challenge in respect of providing adequate infrastructure on the site. It also produced a net density of over 40.14 dwellings per hectare which was considered unacceptable in relation to the character of the surrounding area. The current scheme has now been amended to 502 dwellings. This represents a net density of 36.64 dwellings if the extra care accommodation is included but if this is taken out of the equation this reduces to 33.48 dph. An assumption has been made the ECH is 60 dwellings. Smaller ECH have been known to be unviable. It is questionable whether a 60 unit extra care scheme can be accommodated on the site but certainly a larger extra care development could not be accommodated on 0.5ha.

Table 4: Densities on application site and other relevant sites				
	Site Area - ha	Gross density	Resi Area - ha	Net density
Extra care site if 60 dwellings			0.5	120
Winterbrook 502 dwellings incl extra care	26.08	19.24	13.7	36 .6
Winterbrook 502 minus extra care	26.08	19.24	13.2	33.48
Other sites				
Wates/ Miller 85	4.06	21	3.37	25.2
Didcot NE 1880	142.55	13.23	54	34
Site B 555	29.5	18.8	17.38	31.9
GWP 3300	184	17.9	82.5	40

- 6.42 A net density of under 34 dph allows an efficient use of land and should be acceptable in this location, allowing informal open space and tree planting within the residential areas which has proved difficult on denser sites (e.g. Great Western Park). This would soften the impact of built form and help to assimilate the development in the wider landscape. The details of the scheme will dictate whether development can be comfortably accommodated. It is possible that less units would materialise on this site in order to prevent harm to the townscape and landscape views as identified below and also in the landscape comments above.
- 6.43 The Land Use and Building Heights parameter plans give an indication of the scale and maximum height of the development. Details are reserved. Conservation and Urban Design officers express concern regarding the 4 storey extra care development (up to 17m) and the extent of 3 storey (up to 13m) development shown on the Building Heights parameter plan. The parameter plan says these are maximum heights. The applicants have clarified that the amount of 3 storey development would be more limited with reference to page 46 of the Design and Access Statement – **attached** (Appendix D2) . This would seem to indicate that there would be limited 3 storey development if these points are individual buildings, or modules of buildings rather than blocks. Taller buildings providing an increase in height at key junctions and focal points could frame public open space and aid the overall legibility of the scheme. The two storey development is identified as being up to 10m in height and across the site generally this is considered appropriate, punctuated by some taller development. There will be no requirement on the LPA to agree the maximum 3 and 4 storey heights at a detailed stage. The extent of three storey and four storey (on the extra care) would need to be more fully assessed through a Design Code (recommended condition) and the detail at reserved matter stages. This will enable concerns regarding character to be addressed.

Residential Amenity

- 6.44 Inevitably existing residential properties will be affected by a new large scale housing development. There will be some direct effects on properties that will experience increased traffic, particularly pedestrian and cyclist traffic through to Brookmead Drive and along Winterbrook Lane.
- 6.45 In respect of Brookmead Drive there is concern that there is insufficient width for a 3m footway / cycleway through to Brookmead Drive without encroaching on the neighbouring property. The plans (**attached** at Appendix H) show that a 3 metre path can be provided however it would necessitate the removal of planting within No.69 along the boundary and the path would be hard up against the boundary with No.67 with no scope for landscaping. Provision of the path would also entail the part demolition of the dwelling at No. 69 including the garage and a single storey element at the side. The Core Strategy Inspector contemplated this link in the context of the 'opportunity to use the whole width of 69 Brookmead Drive rather than a narrow shared path/cycle track carved out of its curtilage'. However the applicants wish to retain No.69 Brookmead Drive. This is beneficial in terms of retaining a dwellinghouse and a solution that maintains the character of the road frontage. Details in respect of replacement works and elevations plus parking for that property as well as the boundary treatments will need to be secured by condition.
- 6.46 Another concern raised by residents concerns parking, both on Winterbrook Lane and Brookmead Drive, particularly in relation to the proposed school. The OCC comments refer to the likelihood of school provision on this site and this is discussed further below in the Infrastructure section. Were a school to be provided on this site it is likely that parents may drive close to the school for drop off. Whilst a drop off facility would be provided for the school within the site this is only likely to be used by parents within the

site. School Travel Plans, pedestrian and cycle provision and signs can assist in promoting sustainable transport and discouraging parking, yet most residents near schools experience this problem, twice a day in the school term times. It is inevitable that there would be some inconvenience and disruption to local residents at these times.

Infrastructure

- 6.47 In accordance with the current CIL Regulation 123 list and S106 SPD infrastructure for this site is generally to be funded by CIL contributions. An exception to this includes land for schools (including contributions towards land), public transport and various transport mitigation works, on site leisure and community infrastructure, and contributions for public art, recycling and waste bins and street naming. There is a current consultation on the Regulation 123 list and S106 SPD which would allow for S106 contributions to be sought for primary education where a new school is required. The County has requested infrastructure from S106 contributions, S278 works and identified monies they would seek from CIL/S106 and these are set out below. Their response sought costs based on the higher number of dwellings and also an indicative mix, which has yet to be agreed. Costs will need to be updated when an overall mix of dwellings sizes has been agreed.
- 6.48 The proposed development would be CIL liable at a charge of £150 per square metre (with an uplift for indexation). Affordable homes and extra care have relief from the CIL charge. Consequentially revenues from CIL will be from less than 50% of dwellings on the site. Assuming 242 dwellings are liable an estimated income could be in the region of £3.7 million. The money collected from CIL can be pooled with contributions from other development sites to fund infrastructure to support growth, including schools, transport, community, leisure and health facilities however it is known that on this site the primary school costs alone will exceed the anticipated income from CIL. The contributions for primary education identified from this development are £5.4 million (Index from 3Q15).
- 6.49 The site identifies a 2.2ha site for a primary school. The development generates the need for new primary school provision and it is necessary to secure this land for a school in the event that provision cannot be made elsewhere. However the recent permission at Site B will provide a new school. It is likely that the Site B provision, with extra funding, will be able to provide capacity capable of meeting the needs from this Winterbrook site. It does not mean that all children from this site would go to the Site B school, because St John's is the nearest school. It does mean however that capacity can be increased to meet overall needs of Wallingford. In the event that the Winterbrook school site is not required, this could be freed up for a playing field, as the identified location for the playing field on the land use plan is incompatible with the SUDs provision. A further reconfiguration of land uses would be necessary and it is likely a further planning application would need to be submitted.
- 6.50 Costs and on site provision for necessary infrastructure are identified below.

S106 / S278 County requirements
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<p>S106 contributions index linked as per OCC response:</p>

- | |
|--|
| <ul style="list-style-type: none"> • Land (2.2ha) or contributions for land for primary school off site (£325,000) • Contribution £1000 per dwelling for public transport (£525,000) • £75,000 for travel plan initiatives towards sustainable travel (to compensate for a large section of the site being over 400m from a bus stop) |
|--|

<ul style="list-style-type: none"> • £17,800 index linked per bus stop infrastructure • Travel Plan monitoring £4520 (index linked) • Footpath and cycle routes to link the development to the town centre • Primary education £5,400,000 (3Q15) if sought from S106 <p>S278 Off site Infrastructure:</p> <ul style="list-style-type: none"> • Provision of bus stops and associated highway works on Reading Road and St Johns Road plus provision of bus stop infrastructure and provision of five Sheffield Types cycle racks (to each bus stop) • New access served off the existing White Cross Roundabout junction on the A4130. • Tactile crossing provisions and amendments on Winterbrook Lane and the A4130/Wallingford Road Roundabout. <p>S278 Pedestrian / cycle routes:</p> <ul style="list-style-type: none"> • East-west route adjacent to Bradfords Brook from the adjacent Wates site into the application site (Wates to be party to S106) • East-west route from the Wates site into the application site (Wates to be party to S106) • North from the application site across the brook into the residential property 69 Brookmead Drive into Brookmead Drive (Wates to be party to S106) • Provision of pedestrian/cycle link between Winterbrook Lane and the site • Provision of pedestrian/cycle link between the site and the proposed Cholsey route <ul style="list-style-type: none"> • S38 agreement for adoption of new roads • Monitoring fee • Bond (minimum £1million) to cover education contributions
<p>Funding requested from CIL monies</p> <p>Safety improvements to Wallingford-Didcot road</p> <p>Improvements to public rights of way</p> <p>The costs of building a new primary education provision*</p> <p>The costs of expanding secondary education provision</p> <p>SEN school provision</p> <p>The local library</p> <p>The central library</p> <p>The museum resource centre</p> <p>Strategic waste management</p> <p>Adult day care</p>
<p>* These costs may be sought from S106 contributions if the Planning Obligations SPD / Regulation 123 List is adopted.</p>

- 6.51 The infrastructure sought by the District is mainly on site infrastructure for play areas, including a teenage facility, an informal playing field and allotments. Whilst the site has 7.68 ha of open space it has been a challenge to ensure that the siting and configuration of facilities is appropriate. The layout and configuration of the facilities has raises such issues as archaeological areas, SUDs provision, management considerations, access, size of pitch, relationship to residential properties etc. The reduction in numbers generates a need for slightly less area for these facilities and the amended configuration of the residential area, moving away from the hengiform in the south of the site, should enable the provision of a teenage play area in the southern part of the site as indicated on the land use plan. However if upon further investigation

of the archaeological area and the type and details of the teenage play facility it proves incompatible, the play area will need to be moved. Potentially it could be re-located to the other side of the access road. However the SUDs provision and allotments are also located on the east side of the access road. Above it has been explained that a level pitch in this location is not possible due to the SUDs and the pitch could be provided elsewhere on site (school site) or a contribution for off-site pitches could be sought in lieu of on site provision. The contribution could be towards an all-weather pitch or an enhancement of existing pitch facilities in Wallingford and/or Crowmarsh. In summary, the exact provision of infrastructure has to yet to be resolved but it is considered that within the context of the proposal being 'up to' 502 dwellings due provision can be made. To meet needs it is possible that the masterplan will need to be reconsidered so that infrastructure can be integrally planned, and if necessary the amount of residential area and numbers would need to be reduced.

- 6.52 In addition to the above the District will seek monies for affordable housing (part dwelling contribution) recycling, streetnaming and public art plus a monitoring fee. These fees are updated annually and are on the councils website:
<http://www.southoxon.gov.uk/sites/default/files/August%202017%20S106%20monitoring%20fee%20schedule.pdf>
- 6.53 Health: The CCG have requested funds towards a GP practice and it is clear that this development will put pressure on the local GP practice which is already over capacity. The Council are in the process of preparing a CIL Spending which will identify the strategy for spending CIL monies. It is possible that monies could be made available for health purpose for Wallingford but until the CIL Spending Strategy is adopted I am unable to advise what extent of monies might be available from CIL towards health infrastructure.

Delivery and Phasing

- 6.54 The applicant has advised that from today (October 2017) there would be a two year period before houses would be ready for occupation. On the basis that 100 dwellings can be delivered per annum the development would contribute 300 dwellings to the 5 year housing supply. The applicant has agreed to time restricted conditions for the submission of reserved matters and implementation. Also important is the phasing of the development to ensure that residents have good links to facilities and services from the outset, and infrastructure at appropriate times. A phasing plan and triggers would need to be agreed.

7.0 CONCLUSION

- 7.1 The development is EIA development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and the Council has taken into account the Environmental Statement submitted with the application, including further information submitted in June 2017 and representations made on it, in determining the application.
- 7.2 Delivering housing is a key policy requirement of the NPPF. The NPPF advises a presumption in favour of sustainable development where there is a lack of 5 year housing supply. Paragraph 14 of the NPPF requires that the council should grant permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. In order to judge whether a development is sustainable it must be assessed against the economic, social and environmental planning roles. To meet the NPPF requirements of sustainable development the application should be assessed in relation to the three roles of sustainable development as set out at paragraph 7 of the NPPF. These three roles are economic, social and

environmental. These have been considered throughout the report and my conclusions against each of the roles is summarised below.

Economic Role

- 7.3 The Government has made clear its view that house building plays an important role in promoting economic growth. It is also important to secure adequate infrastructure e.g. highway works and education provision to ensure the economic role is not undermined. In economic terms, the scheme will make provision towards all essential infrastructure. The local economy will benefit from construction jobs and encourage local investment and I give this moderate weight.

Social Role

- 7.4 The proposal helps to support strong, vibrant and healthy communities, by providing up to 502 dwellings. The applicants have confirmed that that 40% of the dwellings would be affordable and the tenure would be 75% affordable rented and 25% shared ownership. There has been a significant amount of discussion over the mix and type of affordable homes important to create sustainable communities. To date a mix has not been agreed however officers consider that with further negotiation a mix could be agreed and this could be delegated to the Head of Planning and Chairman of Planning Committee to agree. The proposed market and affordable housing will provide a substantial contribution to meeting housing need.
- 7.5 The development will provide facilities and services on site to support the population. A primary school will be delivered unless the school on Site B Wallingford delivers first. Primary school costs will be met from CIL and or S106 depending on the status of development on Site B and the policy on planning obligations. An enhanced bus service and supporting infrastructure will be provided. Within the site the development will provide allotments, play areas, a teenage play facility and as well as informal open space and amenity routes. Provision for a playing field will be met off site or possibly on site if the school is not required. The population should also have good access to town centre facilities, provided all of the pedestrian and cycle links are secured. Taking into account the overall provision for social needs the scheme will provide a substantial level of housing including 40% affordable housing and essential infrastructure for new residents. This will promote healthy communities fulfilling the social role required by the NPPF and should be afforded significant weight.

Environmental Role

- 7.6 The development is in a sustainable location adjoining the edge of Wallingford, one of the District's market towns. The development provides for essential pedestrian and cycle links without which the development would not be sustainable. The provision of these links together with a good and regular bus service within walking / cycling distance will offer the opportunities for sustainable travel. In respect of the site's biodiversity and ecology there is potentially a positive net benefit to be achieved. The impacts for flood risk, drainage, noise and other environmental impacts can be mitigated to an acceptable degree. The development will result in the loss of farmland, encroach into the open countryside and there will be some loss of amenity from the public footpath. The exact location for bus stop infrastructure has to be examined so that harmful effects on the Conservation Area including protected trees and the setting of a listed building are avoided. Taken overall these matters are not considered to cause significant harm, when weighed against the benefits of providing housing. It would however be necessary to carefully consider detailed design to ensure the intrusion into the landscape and townscape is kept to an acceptable degree.

Sustainable Development

- 7.7 During the consideration of this application there has been a balancing exercise of the above roles in order to ensure that the scheme represents a sustainable development. I attach significant weight to the social role the development can provide and moderate weight to the economic benefits. There will be some dis-benefits to the environment, including the loss of agricultural land and amenity from the public footpath but overall it is considered that there is no significant harm to the landscape. The development will bring new open spaces for the public to enjoy and new areas for biodiversity. To conclude, I consider that on balance this development together with appropriate measures in the S106 legal agreement and conditions would have the ability to provide to create a high quality environment in a sustainable location.

8.0 **RECOMMENDATION**

- 8.1 **To delegate to the Head of Planning in conjunction with the Chairman of Planning Committee the grant of planning permission subject to:**

- I. The prior completion of a S106 agreement between the applicants, District Council and County Council to include:**
 - i. A minimum of 40% affordable housing; the tenure to be 75% affordable rent and 25% shared ownership and a mix and distribution that reflects policy requirements highlighted above in the Affordable Housing section;**
 - ii. On site provisions and contributions as identified in the paragraphs above in the Infrastructure section including: allotments, play areas including at least 1 LEAP and 1 NEAP or alternative facility for older children, playing field and highway infrastructure.**
- II. The prior completion of a S106 agreement between the applicants, adjoining owners, the District Council and County Council to include pedestrian and cycle links in the following places:**
 - i. North from the application site across the brook into the residential property 69 Brookmead Drive and into Brookmead Drive, the road;**
 - ii. East-west route adjacent to Bradfords Brook from the Wates site into the application site**
 - iii. East-west route from within the Wates site (P15/S0191/O) estate road to application site (near proposed school site)**
- III. Conditions covering the following matters:**
 - 1. Approved plans and documents lists.**
 - 2. Time limit for submission of reserved matters (within six months of outline permission).**
 - 3. Time limit commencement (within one year of first reserved matter approval).**
 - 4. Approved land uses.**
 - 5. Phasing plan.**
 - 6. Lifetime homes and wheelchair housing – 10% in market housing.**
 - 7. Housing delivery document (HDD).**
 - 8. Design code and design statement with reserved matters.**
 - 9. Construction method statement (CMS) including reference to Cholsey and Wallingford railway.**
 - 10. Construction traffic management plan.**
 - 11. Hours of construction.**

12. Archaeological written scheme of investigation (WSI).
13. Staged programme of archaeological mitigation in accordance with the WSI.
14. Intrusive investigation for contamination to be carried out.
15. Access and visibility splay construction details.
16. Details of the works to provide bus stops along Reading Road.
17. Details of access points to and over Bradfords Brook.
18. Details of surface and foul water drainage to comply with the flood risk assessment.
19. Details of existing and proposed levels across the site.
20. Biodiversity enhancement method statement and proposals.
21. Studies i) water supply infrastructure ii) sewerage capacity.
22. Tree protection scheme.
23. Soil handling and protection.
24. Hard / soft landscaping scheme - comply with design code/biodiversity management scheme.
25. Landscape management and maintenance plan.
26. Replacement planting if damaged/destroyed in five years.
27. Noise mitigation – identified in environment statement.
28. Noise assessment – school and plant.
29. Details of construction and works to 69 Brookmead Drive.
30. Details of electric vehicle charging points.
31. Details of lighting.
32. Detailed specifications for allotments and play areas.
33. Details of cycle parking for all residents and to serve facilities / bus stops.
34. Travel plan and information pack.
35. School travel plan.
36. Provision of road and footpaths before occupation.
37. Means of enclosure before occupation.

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