

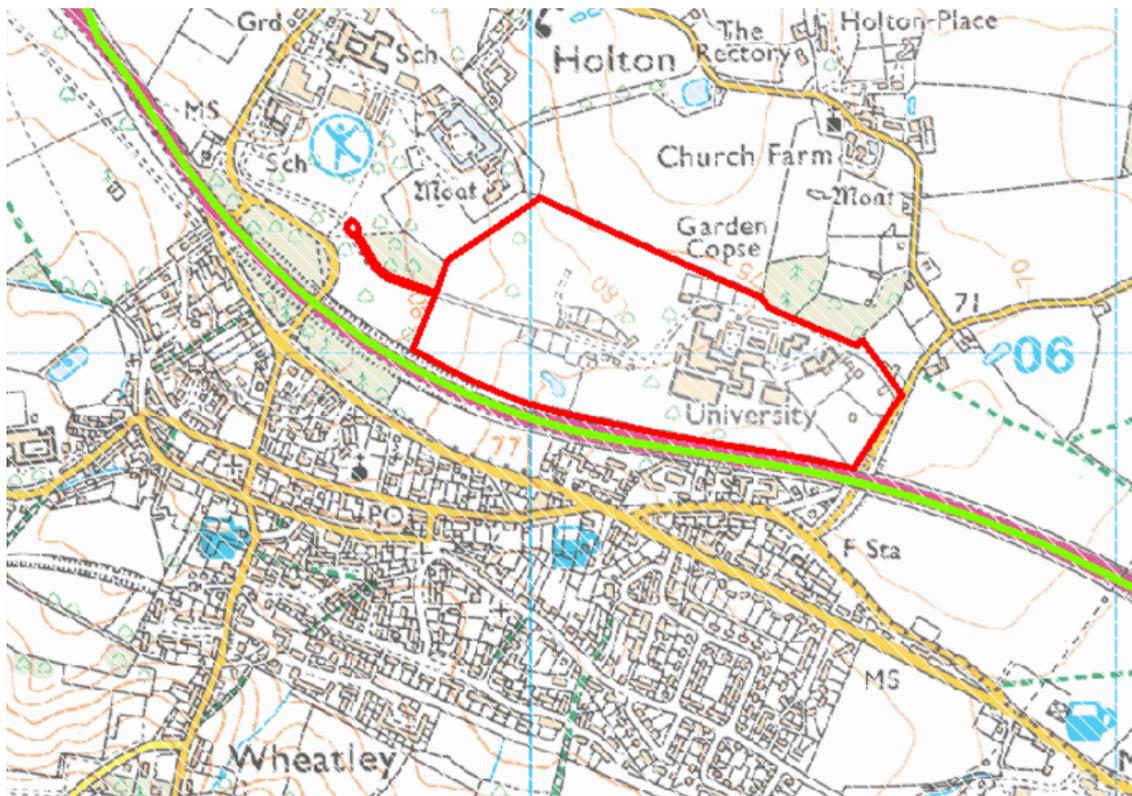
<b>APPLICATION NO.</b>	<a href="#">P17/S4254/O</a>
<b>APPLICATION TYPE</b>	OUTLINE
<b>REGISTERED</b>	19.1.2018
<b>PARISH</b>	HOLTON
<b>WARD MEMBER(S)</b>	Cllr John Walsh
<b>APPLICANT</b>	GVA on behalf of Oxford Brookes University
<b>SITE</b>	Oxford Brookes University Watperry Road Holton, OX33 1HX
<b>PROPOSAL</b>	<ul style="list-style-type: none"> <li>• Outline planning application, with all matters reserved for subsequent approval except details of vehicular access, for demolition of all existing structures and redevelopment of the site with up to 500 dwellings and associated works including;</li> <li>• engineering operations, including site clearance, remediation, remodelling and deposition of inert fill material arising from demolition on site;</li> <li>• installation of new and modification of existing services and utilities; construction of foul and surface water drainage systems, including SuDS;</li> <li>• creation of noise mitigation bund and fencing;</li> <li>• creation of public open space, leisure, sport and recreation facilities including equipped play areas; ecological mitigation works; construction of a building for community/sport use and associated car parking;</li> <li>• construction of internal estate roads, private drives and other highways infrastructure and construction of pedestrian footpaths.</li> </ul>
<b>OFFICER</b>	(As amended by plans received 12 October 2018, and amplified by additional arboricultural, biodiversity, design and access information received 12 October 2018, and amplified by EIA addendum received 12 October 2018. Katherine Canavan

**1.0 INTRODUCTION**

1.1 The application has been referred to Planning Committee because the officer's recommendation conflicts with the views of Holton Parish Council, and of the neighbouring Parish Council in Wheatley.

1.2 The site is located north of the A40 and the built up form of Wheatley village, but is located within the parish of Holton. The site covers an area of 21.6ha and is owned and managed by Oxford Brookes University. It is made up of university buildings and sports facilities / playing fields and associated residential accommodation. The University has a longterm plan to relocate to an alternative location in Oxford city and the site will become redundant within the plan period. While the University continues to function operationally on the site, some buildings and sports facilities on-site are less frequently or no longer in use for educational purposes, as operations have been gradually relocated off-site in recent years.

- 1.3 The site is immediately to the north of the A40, which links Headington (on the eastern side of Oxford) with the M40 to the east of the site. The application site is approximately 3km from the urban area of Oxford; to the north, the site is bounded by an agricultural field, beyond which is the village of Holton. To the east the site is bounded by Waterperry Road, beyond which are agricultural fields. The site is bounded to the south by the A40 beyond which is the settlement of Wheatley. Wheatley is classified as a larger village in the South Oxfordshire Core Strategy: Settlement Hierarchy, with a good range of facilities and amenities including convenience retail, a primary school and other public amenities.
- 1.4 To the west of the site is an education and leisure complex which comprises the Wheatley Park Secondary School and Sixth Form, the John Watson Community School and the Park Sports Centre.



1.5 **Area designations and site constraints:**

- Oxford Green Belt - washes over the site
- Flood risk area – Flood zones 2 and 3 are located 235m south of the site and south of the A40, and 750m east of site. The site itself is not within a flood risk area and is therefore classified at Flood Zone 1.
- Listed buildings – Holton Park, Grade II listing (3 listings), and listed buildings at Holton Place / Church Farm, 310m north of the site
- Conservation area – Wheatley conservation area, located 200m south of the site and south of the A40
- Registered parks and gardens – Shotover House, located within 950m of the site
- Scheduled Monument - Moated site (580m south west of Church Farm), on site
- Tree preservation orders – 100+ TPOs (individual trees and tree groups) on site
- Previous land use – parts of the site include land with a previous land use, which may give rise to risk from contaminants

1.6 A Location plan of the site, as well as the proposed Indicative Plan, is **attached** at Appendix 1.

2.0 **PROPOSAL**

2.1 Redevelopment of the Oxford Brookes Wheatley site (Outline planning application with all matters reserved for subsequent approval except details of vehicular access) for up to 500 dwellings and associated works.

2.2 Reduced copies of the plans accompanying the application are **attached** at Appendix 2. Full copies of the plans are available for inspection on the Council’s website at [www.southoxon.gov.uk](http://www.southoxon.gov.uk).

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Consultation responses received in response to the original and revised consultations are summarised below. Full consultation responses are available for inspection on the Council’s website at [www.southoxon.gov.uk](http://www.southoxon.gov.uk)

<p>Holton Parish Council</p>	<p>Objection:</p> <ul style="list-style-type: none"> <li>• Principle of residential development is acceptable as long as it is kept to the footprint of the existing built area</li> <li>• The development extends beyond previously developed land and is therefore inappropriate development in the Green Belt, contrary to the NPPF.</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Some improvements to layout but previous concerns not addressed</li> <li>• Part of the site is undeveloped land in the Green Belt – development should be constrained to the current built area.</li> <li>• No special reasons put forward for development in the Green Belt Insufficient case to demonstrate there are very special circumstances</li> <li>• The existing quantum of sports pitches is not replaced</li> <li>• Lack of car parking to serve the pavilion / community building</li> <li>• All TPO trees should be retained</li> <li>• Pressure on school capacity, particularly at the primary school</li> <li>• Significant improvement required to walking and cycling routes to ensure effective integration</li> <li>• Concern over CIL mechanism to offset floorspace against CIL contribution</li> <li>• Concern over change in direction from 2012 to expand the site for educational purposes, in contrast to redevelopment for housing</li> <li>• Lack of community engagement</li> </ul>
<p>Wheatley Parish Council</p>	<p>Objection:</p> <ul style="list-style-type: none"> <li>• The development would result in serious harm to the Green Belt</li> <li>• The built area is excessive, and the scale and layout are inappropriate in the landscape and historic setting</li> <li>• The number of dwellings is contrary to the Emerging Local Plan</li> </ul>

	<ul style="list-style-type: none"> <li>• Disproportionate impact on the small village of Holton, but the traffic and infrastructure impact would be felt greatest in Wheatley</li> <li>• The proposed vehicular accesses will create highway safety issues and put pedestrians at risk, particularly to the school</li> <li>• There are existing traffic and congestion issues, will only be made worse by the two access points</li> <li>• Significant loss of sports pitches and facilities</li> </ul>
	<ul style="list-style-type: none"> <li>• Revised plans do not alter concerns (as above)</li> </ul>

**Technical advisors:**

**Statutory consultees:**

Environment Agency	Not within floodzone 2 or 3 – no requirement to consult EA
Historic England (South East)	<p>Objection:</p> <ul style="list-style-type: none"> <li>• The development in its current form does not sufficiently avoid or minimise harm to designated heritage assets, or seek to enhance the designated assets affected.</li> <li>• The eastern development will not have any greater impact on the scheduled monuments than the current development.</li> <li>• Development that spreads west and north towards the scheduled monuments causes harm. This harm stems from increasing development within the setting of the monuments, which results in erosion of the understanding of the rural context.</li> </ul>
	<p>Objection:</p> <ul style="list-style-type: none"> <li>• It is still our view that encroachment of development into the western part of the site causes harm to the designated heritage assets. The harm is less than substantial but of moderate impact. We also recognise that some improvements have been made to the scheme.</li> <li>• Both the heritage and other public benefits from the development would have to be shown to clearly outweigh any harm.</li> </ul>
Natural England	No comment
Sport England	<p>Holding objection</p> <ul style="list-style-type: none"> <li>• Further information required to be able to review existing sports facilities on-site, mitigation and proposed replacement facilities</li> </ul>
	<ul style="list-style-type: none"> <li>• A sports replacement / mitigation package has been drawn up following positive engagement with Sport England, the district Sports and Leisure Team and the LPA. It is essential these measures are deliverable and secured through a legal agreement.</li> <li>• There is still work to be done with regards to the final location of the tennis and AGP as well as the operator of the on-site cricket and bowls, but I am confident that this can be dealt with through suitable mechanisms to secure the package for sports and leisure provision.</li> </ul>

	<ul style="list-style-type: none"> <li>• A holding objection is maintained until the details are formally agreed and secured – at that stage the objection will be withdrawn.</li> </ul>
<b>Oxfordshire County Council:</b>	
Drainage	<ul style="list-style-type: none"> <li>• Further details required</li> <li>• Draft conditions provided</li> </ul>
Education	<ul style="list-style-type: none"> <li>• School capacity can accommodate 500 new households but there are concerns over further development beyond this number, ie future development elsewhere in Wheatley [NB. <i>The development will generate a CIL contribution towards infrastructure, which can be used to fund future education and health care needs</i>]</li> </ul>
Infrastructure	<ul style="list-style-type: none"> <li>• The CIL Regulation 123 list is yet to be updated to reflect the emerging Local Plan allocations, and the Infrastructure Delivery Plan needs amending</li> <li>• Details on s106 requirements provided</li> </ul>
Highways	<p>Objection:</p> <ul style="list-style-type: none"> <li>• Additional modelling and transport information required</li> <li>• Series of connected off-site walking and cycling improvements required to mitigate the impact of this development</li> <li>• A residential travel plan will be required</li> <li>• Further discussions advised on bus route provision</li> <li>• Draft conditions provided</li> </ul>
	<p>Objection:</p> <ul style="list-style-type: none"> <li>• Additional modelling and transport information provided</li> <li>• The series of off-site walking and cycling improvements remain a key requirement for connectivity and integration, but are yet to be formally agreed</li> <li>• Further details to demonstrate bus turning within the site, and effective operate during phase 1</li> </ul>
<b>South Oxfordshire District Council:</b>	
Air Quality Officer	<ul style="list-style-type: none"> <li>• No objection in principle, subject to conditions and implementation of measures set out in the Environmental Statement</li> </ul>
Contaminated Land Officer	<ul style="list-style-type: none"> <li>• No objection in principle, subject to conditions (comprehensive investigation, remediation and validation report confirming compliance)</li> </ul>
Drainage Engineer	<ul style="list-style-type: none"> <li>• No objection, subject to conditions (Foul water, surface water and SuDs)</li> <li>• The outlet route and destination of the private foul sewer draining the existing site to Old London Road in Wheatley to the south will need to be established.</li> <li>• Given the apparent preponderance of 'combined sewers' on the site (where rainwater is 'combined' with foul drainage),</li> </ul>

	<p>the removal of such by the redevelopment will be a significant gain.</p> <ul style="list-style-type: none"> <li>• Ground investigations / permeability testing will be required as a basis for the SuDs design</li> </ul>
Environmental Health Officer	<ul style="list-style-type: none"> <li>• No objection in principle</li> <li>• Careful consideration required to noise during demolition/construction, air quality due to construction site dust and traffic noise from the nearby A40 affecting the future residents of the development – to be managed by condition</li> </ul>
Housing Development	<ul style="list-style-type: none"> <li>• 40% affordable housing required on-site: 200 affordable homes</li> <li>• 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 and Registered Providers have advised that houses are more appropriate for shared ownership.</li> </ul>
	<ul style="list-style-type: none"> <li>• The policy position remains as 40%, however a Vacant Building Credit case is being considered – verbal update to be provided at Planning Committee.</li> <li>• Further information has recently been received to clarify which buildings are occupied on-site and when certain buildings were vacated to facilitate this review.</li> </ul>
Landscape Architect	<ul style="list-style-type: none"> <li>• There would not be significant effects on the landscape or on visual receptors as the site has already been developed and has a significant detractor in the 35-metre tall tower block.</li> <li>• The proposed homes in the south west part of the site would result in a minor impact to the landscape character and visual quality of that area of the site.</li> <li>• The western extension is acceptable provided the impact on existing significant trees and habitats is avoided and the small woodlands are protected during demolition and construction.</li> <li>• The development on the eastern part of the site represents an overall improvement to the landscape and visual character of the site over the 2012 Oxford Brookes University Wheatley Masterplan Supplementary Planning Document</li> <li>• No strong views, subject to conditions and a robust landscaping scheme</li> </ul>
Oxfordshire Clinical Commissioning Group	<ul style="list-style-type: none"> <li>• The development will increase pressure on services at Morland House Practice, and would welcome developer funding to support expansion / reconfiguration of facilities [NB. <i>The development will generate a CIL contribution towards infrastructure, which can be used to fund future education and health care needs</i>]</li> </ul>
Planning Policy Team	<ul style="list-style-type: none"> <li>• The Emerging Local Plan Policy STRAT10 allocates the site ‘for at least’ 300 homes. Evidence is required to demonstrate the appropriateness of exceeding this figure, the spread across the site and impact on the openness, and the setting of the listed building / schedule of monument.</li> </ul>

	<ul style="list-style-type: none"> <li>The policy requires replacement of the quantum of sports pitches, and some provision of retail facilities. Further details required.</li> </ul>
SGN Plant Protection Team	<ul style="list-style-type: none"> <li>Standard guidance provided</li> </ul>
Sports and Leisure Team	<ul style="list-style-type: none"> <li>A series of on and off-site sports provision will be required as mitigation and replacement for the loss of pitches from the university site</li> <li>Without these measures an objection will be raised – the measures have been worked up with the applicant but are yet to be formally agreed</li> </ul>
Thames Water Development Control	<ul style="list-style-type: none"> <li>Further information required – condition recommended if application is approved</li> <li>Concern raised over capacity of water infrastructure [NB. Thames Water as the statutory undertaker are required to address capacity for new development separate from Planning Legislation]</li> </ul>
Urban Design Officer	<ul style="list-style-type: none"> <li>Further details required to demonstrate that urban design matters have been addressed – in the form of a detailed site layout plan, site sections and visual examples of general house types</li> <li>Additional information provided and revisions incorporated into illustrative layout, and followed up in design meeting</li> <li>No objection</li> </ul>
Waste Management Officer	<ul style="list-style-type: none"> <li>Further details required at RM stage</li> <li>Standard guidance provided</li> </ul>

**Neighbour representations are summarised as follows:**

Green Belt	<ul style="list-style-type: none"> <li>Insufficient justification to build on undeveloped Green Belt land</li> <li>The development will have an unacceptable visual impact on the open nature of the Green Belt.</li> <li>The development should be constrained to the eastern section, replacing the existing buildings only</li> </ul>
Character, scale and setting	<ul style="list-style-type: none"> <li>500 houses will significantly change the character</li> <li>Proposal for four storey dwellings are completely out of character with the neighbouring villages</li> <li>Scale of development is excessive – the emerging local plan suggests 300, not 500</li> </ul>
Heritage and conservation	<ul style="list-style-type: none"> <li>Development at this elevated end of the site will compromise the parkland setting of the listed building</li> </ul>
Traffic and congestion	<ul style="list-style-type: none"> <li>Roads are already too congested, resulting in a displacement of traffic through Holton (creation of rat-runs etc). This would result in further congestion and risk to highway safety as there is a lack of pedestrian footpaths/pavements.</li> <li>Access roads are unlikely to be able to cope with the increased traffic - the centre of the village of Wheatley is</li> </ul>

	extremely congested already, and parking is already an issue in Wheatley
Connectivity and integration	<ul style="list-style-type: none"> <li>• The proposal has made no attempt to integrate Holton and Wheatley, despite the fact that the future residents will be using Wheatley for daily errands.</li> <li>• Lack of infrastructure to support a development of such a scale</li> <li>• Facilities are too far from the site, meaning residents will be dependent on cars to drive into Wheatley and use services</li> <li>• There should be a footbridge over the A40</li> </ul>
Services, facilities and infrastructure	<ul style="list-style-type: none"> <li>• GP/ other services will struggle to meet needs of more households</li> <li>• There are no additional services (shops, pubs etc) being provided and these would need to be created to serve the extra residents.</li> <li>• Insufficient parking proposed to serve the new sports facilities and pavilion</li> </ul>
Sports provision	<ul style="list-style-type: none"> <li>• Lack of information on who will provide and maintain the proposed onsite re-provision of sporting facilities</li> <li>• The removal of sports facilities is unacceptable</li> <li>• Compatibility of proposed facilities with existing pitches</li> </ul>
Additional matters	<ul style="list-style-type: none"> <li>• Security of school site, in light of proposed western access</li> <li>• Loss of important trees which were planted by the community</li> <li>• Risk of harm to protected species</li> <li>• This proposal only benefits Brookes and not any of the local residents</li> <li>• Even with amenity space, the wildlife will be diminished and will suffer</li> </ul>

**Comments received in support of the proposal:**

<ul style="list-style-type: none"> <li>• Building on a previously developed site is supported, over greenfield development, subject to the relevant infrastructure being provided.</li> <li>• Affordable housing is needed and being provided as part of the proposal; thereby meeting the housing needs of young people and providing local families the opportunity to stay in the village.</li> <li>• The buildings are in poor repair, and housing is needed in the local area</li> <li>• It is closer to city than other proposed sites, as well as facilities such as the hospital, employment and leisure</li> <li>• Oxford Brookes are already planning to relocate, so if the site isn't developed it would leave a vacant site as an eyesore.</li> <li>• The location is close to good services and the site has easy access to the A40/M40 and the Oxford park and ride</li> <li>• The development is located close to Wheatley and will therefore support the local economy, business and trade</li> </ul>
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4.0 **RELEVANT PLANNING HISTORY**

4.1 **Application history**

- 4.1i The application was formally registered January 2018 and a public consultation was carried out, concluding in February. At this stage a number of objections on technical grounds had been raised by consultees, specifically from heritage, sports / leisure, urban design, trees and highways advisors.
- 4.1ii Between February and the consultation on revised plans in October, a series of meetings were held with the applicant and their technical consultants to work through the outstanding issues, to gather further technical information and modelling, and to review further revisions to the scheme, as recommended by the council's technical officers. Work has also been ongoing to draw up the contributions and mitigation to be secured by legal agreement, specifically sports / leisure provision, highways and footpath links, and affordable housing provision. In addition, an addendum to the Environmental Statement was prepared to review the environmental impact arising from the changes (see section 6.11). Having regard to the revisions to the scheme, and mitigation to be delivered as part of the development, your officers consider the previous concerns have been addressed, and recommend the outline application is granted permission.
- 4.1iii Following the conclusion of the public consultation, it is noted that Holton Parish Council, and the neighbouring parish of Wheatley, maintain their objections about the development and for this reason the application is being presented to Planning Committee.

4.2 **Site history**

A selection of the recent developments on the site is summarised below. A full history is available for inspection on the Council's website at [www.southoxon.gov.uk](http://www.southoxon.gov.uk).

[P16/S4162/FUL](#) - Approved (27/01/2017)

The development consists of single storey portable kitchens linked together to form a small scale temporary catering complex - linked to the existing kitchen on the Wheatley Campus.

[P16/S1586/T28](#) - Approved (09/06/2016)

Upgrade existing telecommunications installation installations at this location.

[P11/W1227](#) - Approved (28/02/2012)

Provision of new access to serve Wheatley Park School and Oxford Brookes University. New coach park for Wheatley Park School. Redistribution of existing car parking for Wheatley Park School & Oxford Brookes University with no net increase (515 spaces for Oxford Brookes University & 95 replacement spaces at Wheatley Park School). New landscaping and ancillary works (As amplified by plans accompanying email from agent dated 6 January 2012).

[P10/W0703](#) - Approved (28/07/2010)

Extension to engineering department.

[P10/W0212/CC](#) - Approved (16/07/2010)

Relocation of an existing modular classroom for temporary period of 3 years

[P05/W1186](#) - Approved (08/03/2006)

Demolition of single storey teaching building. Erection of two storey building for a new centre for excellence in teaching and learning. (As amended by plans accompanying

letter from Agent dated 24 January 2006 and amplified by letter from GSS Architecture dated 3 February 2006).

[P05/W0623](#) - Approved (29/07/2005)

Balancing pond in connection with the new School of Technology building. (Approved under application ref P04/W1380)

[P04/W1380](#) - Approved (23/02/2005)

Erection of a two storey building to accommodate The School of Technology including additional car parking.

[P03/N0326/O](#) - Approved (13/10/2004)

Erection of two storey building to accommodate The School of Engineering, including additional car parking.

[P04/W0003](#) - Approved (26/02/2004)

Construction of post graduate lecture theatre and teaching centre with a first floor link to existing western building. New fire engine access road with associated hard standings and soft landscaping.

[P02/N0522](#) - Approved (03/09/2002)

Conversion of existing roof space to living accommodation to include dormer windows as amended by drawing no. 0240/P03A accompanying agents letter dated 15 August 2002.

## 5.0 **POLICY & GUIDANCE**

### 5.1 **South Oxfordshire Core Strategy (SOCS) Policies 2027 (Adopted 2012)**

CS1 - Presumption in favour of sustainable development

CSS1 - The overall strategy

CSR1 - Housing in villages

CSM1 - Transport

CSM2 - Transport Assessments and Travel Plans

CSEM5 - Redevelopment of Oxford Brookes University

CSH2 - Density

CSH3 - Affordable Housing

CSH4 - Meeting housing needs

CSEN1 - Landscape

CSEN2 - Green Belt

CSEN3 - Historic environment

CSQ2 - Sustainable Design and Construction

CSQ3 - Design

CSG1 - Green infrastructure

CSB1 - Conservation and improvement of biodiversity

CSH1 - Amount and distribution of housing

CSR3 - Loss of community facilities

CSI1 - Infrastructure provision

### 5.2 **South Oxfordshire Local Plan policies (2011)**

G2 - Protect district from adverse development

C4 - Safeguarding the landscaping setting of settlements

C6 - Maintain & enhance biodiversity

C8 - Adverse affect on protected species

C9 - Loss of landscape features  
GB4 - Visual amenity of the Green Belt  
CON5 - Setting of a listed building  
CON12 - Archaeological recording  
CON15 - Registered Parks and Gardens  
EP1 - Adverse affect on people and environment  
EP2 - Noise and vibrations  
EP3 - Floodlighting  
EP4 - Impact on water resources  
EP6 - Sustainable drainage  
EP7 - Impact on ground water resources  
EP8 - Contaminated land  
D1 - Principles of good design  
D2 - Safe and secure parking for vehicles and cycles  
D3 - Outdoor amenity area  
D4 - Reasonable level of privacy for occupiers  
D5 - Compatible mix of land uses  
D6 - Community safety  
D7 - Access to public buildings  
D10 - Waste management  
D12 - Public art contribution  
H4 - Housing in towns and villages  
R2 - Provision of play areas on new housing development  
R4 - Outdoor sports provision in the countryside  
R6 - Public open space in new residential development  
R7 - Facilities to support recreational use  
R8 - Retention and protection of Public Rights of Way  
CF1 - Loss of recreation or community facility  
CF2 - Additional community facilities or services  
T1 - Safe, convenient and adequate highway network for all users  
T2 - Unloading, turning and parking for all highway users  
T7 - Improvements and extension of footpaths and cycle network  
RUR1 - Limited infilling at Oxford Brookes University  
SOLP, Appendix 5 - Parking and cycle standards

### 5.3 Emerging South Oxfordshire Local Plan

The partially previously developed site at OBU Wheatley has been identified as a strategic allocation, policy STRAT10, in the emerging Local Plan in a number of its iterations. It was included in the last published version of the Local Plan as an allocation for residential development with supporting infrastructure and services.

In October 2017 the Council undertook a formal publication consultation (Regulation 19) on the Emerging Local Plan and had proposed to submit the Plan for examination. Following the receipt of information relating to one of the other strategic allocation proposed (not this site) in May 2018 the Council decided to re-examine the strategic allocations within the proposed plan and is currently preparing a revised publication version (Regulation 19) of the plan. The Council published its Local Development Scheme in August 2018 which confirms we intend to consult on a second Publication plan in January 2019 and submit the plan to the Planning Inspectorate in March 2019.

Although the plan is at an advanced stage of preparation, it still has significant progress to make through the plan-making process; namely the examination in public. This can be a lengthy process and could result in an inspector making significant changes to the plan as currently drafted. Consequently, in accordance with paragraph

48 of the NPPF, the weight we can attribute to the emerging plan at this stage is limited. In considering the weight afforded to the Emerging Local Plan, the planning officer has had regard to the October 2017 version, which has been through the Regulation 19 public consultation and which identifies the site as being suitable for residential development.

Notwithstanding the above, the site is partially previously developed land in the Green Belt and, whilst the principle of redevelopment is acceptable, the inclusion of a specific site allocation was to plan positively for the site.

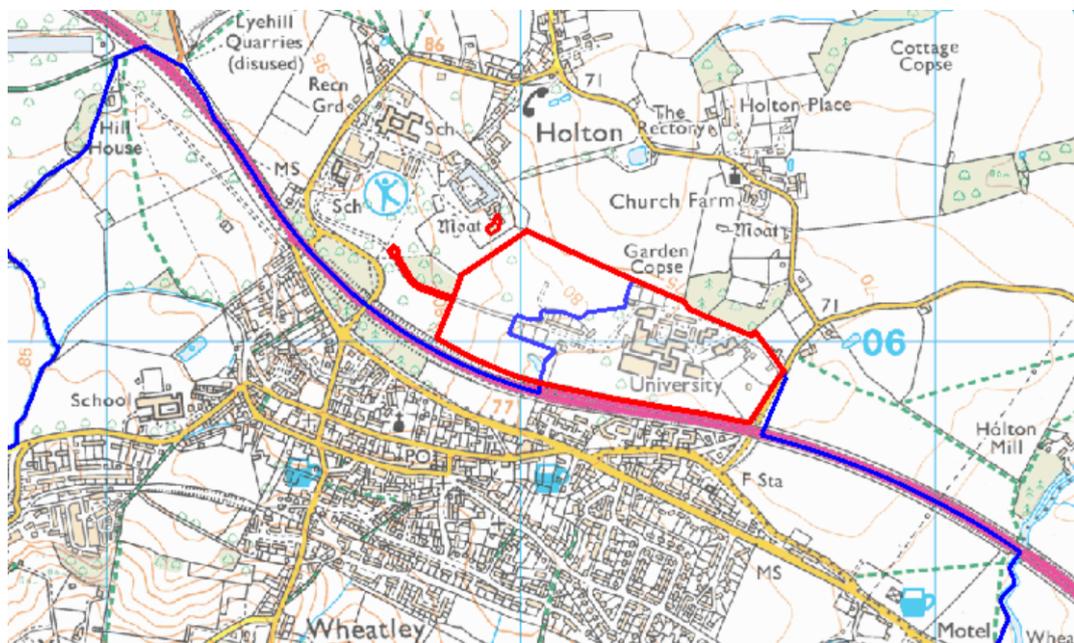
#### 5.4 South Oxfordshire Design Guide (2016)

#### 5.5 Neighbourhood Development Plan

The area for the Wheatley Neighbourhood Plan was designated in March 2016, and work is ongoing to draw up the local policies and allocations for Wheatley. The plan is yet to be formally submitted to the council and examined.

The emerging neighbourhood plan details community aspirations for the Oxford Brookes site, particularly regarding the integration of any proposal in this site with the wider village. Whilst the current proposal does not address all of the aspirations detailed in the emerging neighbourhood plan, the neighbourhood plan has not yet reached a stage where it can be given significant weight in the determination of this application. The neighbourhood plan has also not reached a sufficiently advanced stage where prematurity issues can be considered.

It should also be noted that while the eastern part of the site falls within the Wheatley Neighbourhood Plan area, the western edge falls outside this. The site itself is located within Holton Parish.



Red line – Application site boundary

Blue line – Wheatley Neighbourhood Plan designation area

Pink line (A40) – Parish boundary: Wheatley to the south; Holton to the north

#### 5.6 National Planning Policy Framework - Revised July 2018 (NPPF) National Planning Policy Framework Planning Practice Guidance (NPPG)

5.7 **Planning (Listed Buildings and Conservation Areas) Act 1990**

Section 66

Section 72

6.0 **PLANNING CONSIDERATIONS**

6.1 The key planning considerations in determining the application are:

- Principle of residential development
- Development in the Green Belt
- Connectivity and integration
- Historic setting and heritage assets
- Landscaping and tree retention
- Environmental impact and residential amenity
- Housing mix and affordable housing
- Sports and leisure provision
- Financial contributions and legal agreements
- Environmental Impact Assessment

6.2 **Principle of residential development**

Policy CSS1 of the SOCS sets out an overall strategy for the district, which seeks, among other things, to support and enhance the larger villages as local service centres, while focusing major development at Didcot and the market towns.

The development site at Oxford Brookes campus (Wheatley) is located outside the built limits of Wheatley (larger village) and Holton (smaller village), where large-scale development would not normally be appropriate. However, policy CSEN2 of the SOCS recognises Oxford Brookes University campus as being a key previously developed site in the Green Belt, and Policy CSEM5 sets out that proposals for the redevelopment of Oxford Brookes University Campus will be supported, with the focus being skills development and expansion of suitable education and training facilities.

With regards to the Emerging Local Plan, the Council ran a publication consultation (Regulation 19) on the Emerging Local Plan in October 2017. At this stage it was recognised that:

- *the Wheatley campus site is a partially developed site in the Green belt*
- *the existing use is relocating to an alternative location in Oxford city and the site will become redundant within the plan period*
- *the redevelopment of the site will provide residential development and help meet the housing needs identified*
- *there is an opportunity to plan positively for its future use.*

*‘Oxford Brookes University intended to relocate the existing uses at the Wheatley campus to the Headington campus, which would leave a vacant, previously developed site in the Green belt. The surrounding uses are predominantly residential and there is some scope to develop part of the site for residential development.’*

*‘The principle of redeveloping previously developed sites is set out in national policy. Proposals for redevelopment should not have a greater impact on the openness of the Green Belt than the existing development.’*

That being said, in May 2018 the Council decided to re-examine the strategic allocations within the proposed plan and is currently preparing a revised publication version (regulation 19) of the plan.

Although the plan is at an advanced stage of preparation, it still has significant progress to make through the plan-making process; namely the examination in public. While the weight we can attribute to the emerging plan at this stage is limited, the consultation responses received as part of formal consultations play an important role in indicating the robustness of emerging policies.

The principle of redevelopment of the site as residential has been considered publicly through consultation and most respondents were generally supportive of the redevelopment of the site. Respondents did however raise concerns over capacity. The site is recognised as an important, partially previously developed site in the Green Belt. For this reason, there is scope to consider a planning application for residential development on the site without conflicting with the principle of development. However, the proposal must conform with national and Development Plan policies, specifically Green Belt policy, and respond positively to the site constraints and characteristics of the surrounding area. These matters are assessed in greater detail within the report.

### 6.3 Development in the Green Belt

#### 6.3i Green Belt Policy

The site lies within the Oxford Green Belt. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. As a general rule, development in the Green Belt is normally considered to be inappropriate from the outset unless very special circumstances exist to override the presumption against such development.

When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

The revised National Planning Policy Framework states that such very special circumstances may include limited infilling or the partial or complete redevelopment of previously developed land. Paragraph 145 of the revised NPPF clarifies that development in the Green Belt, on previously developed land, may be acceptable where it would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

This is also drawn through to policy GB4 of the SOLP, which sets out that: *‘where new development is permitted, either within or where it would be conspicuous from the Green Belt, it should be designed and sited in such a way that its impact on the open nature, rural character and visual amenity of the Green Belt is minimised.’*

#### 6.3ii Assessment of impact on the openness of the Green Belt

In assessing the impact of the proposal a complex balancing exercise is required to ensure the impact on the openness of Green Belt does not constitute significant harm, and that the scheme represents minimal visual impact in comparison to the existing development.

The proposal to extend further across the site also needs to be considered alongside any benefits arising from the improvement to openness associated with the lower building heights, looser grain and increased spacing between the dwellings. In summary, the impact

of a spread of development on this sensitive site requires careful assessment as to whether there is any more harm to the Green Belt than already exists on the site.

The plans below show the existing built form (below left) and proposed built form (below right):



The current development is characterised as being tightly clustered on the eastern side, with outer-lying buildings, hardstanding, car parks and sports pitches sited beyond the buildings. The site also includes a number of 4/5 storey teaching blocks and a 10-storey tower block, which are visually prominent and visible from a great distance beyond the site. The current development has a significant impact on the openness of the Green Belt, particularly from the clustered area and the scale of the existing buildings. This impact is based on an established volume of built form, heights and spread across the site, but also takes into account the visual impact of the buildings on the setting of the Green Belt.

The applicant has submitted volume calculations to demonstrate that the existing development on-site equates to 125,500 cubic metres. While a precise volume calculation of the proposed buildings is not available at outline stage, the modelling for a SHMA compliant residential development of 550 dwellings (as shown in the modelling exercise included in the applicant's Planning Statement, rather than 500 as proposed) demonstrates that the volume is comparable, if not lower than existing. In practical terms, this translates as reconfiguring the existing 2/4/5 storey teaching blocks and 10-storey tower and replacing them with 2-storey dwellings on the western part of the site and 2/3/4 storey blocks on the eastern part of the site. On this element alone, the volume of built development would be lower than existing.

### 6.3iii **Volume dispersal**

The proposal would result in a wider spread of built form across the site, comprising a higher density development on the previously developed area, and lower density on the western part of the site. As originally proposed, officers raised concerns about the impact on the Green Belt because of the high density of development on the western side and the encroachment to the north of the access road (running through the site from the western edge). Following revisions to the scheme, the development on the western part of the site has been pulled back to below the access road, the layout incorporates green corridors with visibility through the site, and the buildings are no higher than two-storey.

Although the development still extends westwards, the combination of the lower building heights, looser grain, no greater building volume (site-wide) than the existing development, and increased spacing between the dwellings, ensures the development would have less of an impact on the openness of the Green Belt than the existing built form on-site. The

replacement buildings would be less prominent and smaller in scale than those previously associated with the education blocks. The impact on openness and the setting of the Green Belt would be less because of the ‘flattening and dispersal across the site’ achieved through the revised layout.

In its revised form, officers consider that the development conforms with policy GB4 of the SOLP in that it is *‘designed and sited in such a way that its impact on the open nature, rural character and visual amenity of the Green Belt is minimised’*.

#### 6.3iv **Very special circumstances**

In referring to Paragraph 145 of the revised NPPF and the requirement to demonstrate ‘very special circumstances’, the following elements of the proposal demonstrate public benefit to a sufficient level to offset any residual harm to the openness of the Green Belt:

- The site constitutes previously developed land, which is available for redevelopment because the University’s long-term business strategy is to consolidate its facilities away from the Wheatley site. This site is therefore a more appropriate development location than other greenfield land within the Green Belt.
- The existing 10-storey tower is highly prominent, and the removal of the building would result in an improvement to the openness and visual quality of the setting to the Green Belt.
- The redevelopment of the site will provide residential development and help meet the housing needs identified across the district. Subject to the outcome of the vacant building credit review, the proposal would deliver 40% affordable housing, amounting to 200 affordable units across the site, thereby contributing towards an identified affordable housing need.

In accordance with paragraph 145 of the Revised NPPF, the proposal would not have any greater impact on the openness of the Green Belt than existing development. The level of development and spread across the site would not cause ‘substantial harm’ to openness and would contribute to ‘meeting an identified affordable housing need within the area of the local planning authority’. There are public benefits delivered by the proposal that would amount to very special circumstances for development in the Green Belt.

#### 6.4 **Connectivity and integration**

6.4i Paragraph 92 of the revised NPPF sets out the importance of providing social, recreational and cultural facilities and services to meet community needs; as well as, planning positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

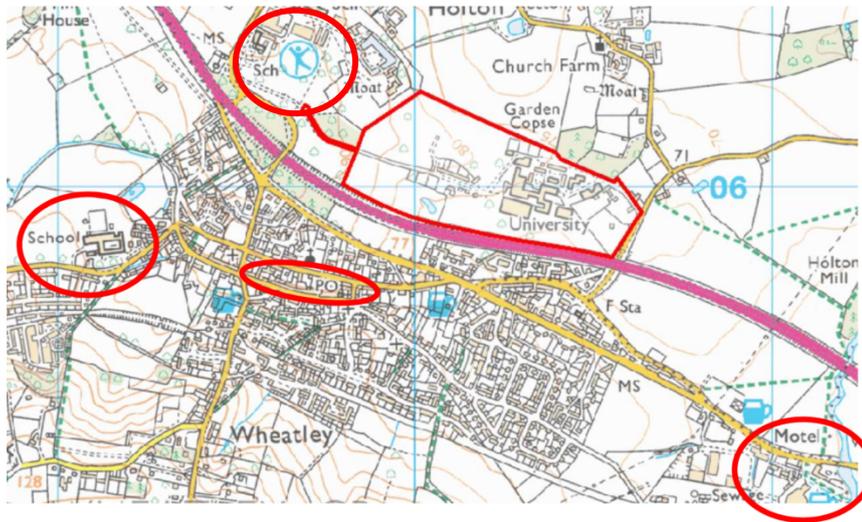
Paragraph 102 sets out that transport issues should be considered from the earliest stages of development proposals so that opportunities to promote walking, cycling and public transport use are identified and pursued, and this is reinforced in paragraphs 108 and 110 of the Framework:

- a) appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;*
- b) safe and suitable access to the site can be achieved for all users; and*
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*

*Applications for development should:*

a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas;

- 6.4ii The development site is located to the north of the A40 in Holton Parish. The site is currently connected by road to Wheatley by the Holloway bridge (west) and the A40 underpass (east). The key facilities and services within Wheatley and Holton include Wheatley Park School and the Park Sports Centre (north-west), Wheatley Primary school, John Watson School and nursery (west), and Wheatley High Street (central), and employment sites / Asda superstore (east).



Given the relationship between the site, the A40 and Wheatley village, there is a need for careful consideration to be given to creating strong links to services, improving walking routes and creating a new sustainable community; not only to avoid the sense of detachment from the rest of the village, but also to provide walking and cycling routes that are attractive, connected and useable, thereby reducing reliance on private transport.

In its current use as a university campus there is only a low level dependence on local services, there are limited numbers of people residing on the site, and a self-containment that is appropriate to the use. The introduction of 500 households on the site would significantly change the nature of the use, requiring much improved connectivity and integration with Wheatley and Holton, and increasing the footfall on existing walking routes. There would be a greater reliance on services in Wheatley, primarily to the west and east. While the footways already exist, there are poor connections along the route, for example, narrow pavements which will be under greater pressure with increased usage, and a lack of dropped kerbs at key points interrupting a 'continuous route' and compromising highway safety.

- 6.4iii For these reasons, and with a specific focus on improving links to the west and east, Oxfordshire County Council highways officers, as the highways authority, require a package of pedestrian links and highways improvements, set out in section 6.10i of the report and the Appendices.

The works required are as a direct result of the development being proposed, the scale of the development, its change in use, and the need for improved connectivity to key services and facilities. The works in isolation are relatively small-scale, but as a package would help to provide connected and usable walking and cycling routes, and reduce footfall-pressure generated by the development.

None of the works constitute strategic highways or transport projects, which may otherwise be captured under the CIL contributions generated by the site. In all cases, the works constitute *'site specific transport infrastructure including works necessary for vehicle, cycle and pedestrian access and public transport on or adjacent to the site as a result of development, including mitigation works remote from the development site where the need for such works is identified in a Transport Assessment.'* As set out in the South Oxfordshire CIL Reg 123 list, these types of works are to be secured through a S106 or S278 agreement or conditions.

6.4iv **Public transport**

6.5 The University is currently served by the U1 and U5 BROOKES bus service, which enters the site. There is a bus turnaround facility towards the eastern end of the site, which allows buses from Oxford to access the site from Waterperry Road, to lay-over and then return to Oxford as scheduled.

Paragraph 110 of the revised NPPF highlights that development should: *'give priority [...] - so far as possible - to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use'*

The County highways officers have highlighted the importance of designing in measures to allow a bus to enter the site to provide alternative means of transport, to provide sustainable links to services and employment, and to serve the needs of less mobile households. To ensure this is a viable and achievable route for service providers, the internal design should facilitate buses terminating from both the west (from Holloway Road) or from the east (from Waterperry Road), in addition to permitting a 'through' bus route from east to west, and vice versa. In addition, there should also be provision for buses to turn within the site, either as a turning loop, or to use secondary road as a bus loop – this may require temporary arrangements as various phases of development are completed.

While the detail of the bus routes has not been provided at outline stage, access points (east and west of the site) form part of the outline matters, and an illustrative layout has been provided to show that secondary routes could be accommodated within the site to allow a bus to turnaround. On this basis, sufficient information has been provided to demonstrate public transport links can be provided into and through the site, and even if minor highways revisions are required at detailed stage, there is space on-site to secure a public transport scheme.

6.6 **Historic setting and heritage assets**

Holton Park house (now school) and moat is classified as a Grade II listed building, located close to the boundary of the development site. While there are no listed buildings on-site, the application site formed the enclosed deer park to Holton Park from the 12th century onwards, with some landscape features remaining legible on the site and further to the south. There is also a small earthwork within the site (the SAM) which is all that remains of historic built form within the application area, although evidence of medieval agricultural use of the site in the form of ridge and furrow has been identified using aerial photography and LIDAR.

All other construction is C20 in date and consists of sports fields and courts, areas of hardstanding for roadways and parking, cottages associated with the military use of the site and university buildings dating from the 1960s onwards.

*The revised Framework sets out that:  
Paragraph 193. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and*

*the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

*196. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*

This is drawn through to the Development Plan. Policy CON5 of the SOLP states that: *Proposals for development which would adversely affect the setting of a listed building will be refused.*

Chapter 12 of the submitted Environmental Statement and the supporting built heritage report acknowledge that the open areas of the site contribute significantly to the setting of designated heritage assets, particularly Holton Park, and to the open character of the existing site which is a key element of the Grade II listed building's historic setting.

In order to respond positively to the important heritage setting, the proposed dwellings have been moved south of the track, with tree planting introduced that reinforces the retained historic planting and the former parkland planting of the site. The proposal has reduced the density of development to the west of the site which goes some way to preserving the historic parkland setting of Holton Park and the scheduled monuments and mitigating part of the impact.

Historic England and the Conservation Officer have concerns that there will still be a considerable compromise to the historic relationship of Holton Park with its former deer park, and an erosion of the understanding of the rural context of the Scheduled Monument. Both officers consider the harm to be less than substantial but of moderate impact, but also recognise that some improvements have been made to the scheme since the original application. In applying the heritage test set out in paragraphs 193 to 196 of the NPPF, this level of harm would be 'less than substantial'. The heritage and other public benefits from the development would have to be shown to clearly outweigh any harm.

In assessing the overall impact on the heritage assets on the site, and on adjacent land, the planning officer acknowledges that although there would be some harm because of change in character to the western part of the site, the retained open space, landscaping and tree scheme, loosening of density through revised plans, removal of tennis courts and car park, and the introduction of visual corridors through to the listed building, contribute positively to retaining the historic setting. These measures would retain the parkland character that is so significant to the setting of the listed building and scheduled monument, and retain a buffer area to allow for a better understanding of the setting of the heritage assets and their heritage significance.

The public benefits set out in section 6.3iv in relation to Green Belt considerations, are also relevant to outweighing the 'less than substantial' harm in heritage terms:

- The site constitutes previously developed land, which is available for redevelopment because the University's long-term business strategy is to consolidate its facilities away from the Wheatley site. This site is therefore a more appropriate development location than other greenfield land located close to areas of heritage importance.
- The existing 10-storey tower is highly prominent, and the removal of the building would result in an improvement to the setting of the listed building, parkland setting and scheduled monument.
- The redevelopment of the site will provide residential development and help meet the housing needs identified across the district. Subject to the outcome of the vacant building credit review, the proposal would deliver 40% affordable housing, amounting

to 200 affordable units across the site, thereby contributing towards an identified affordable housing need.

For these reasons, and having had careful regard to the ‘less than substantial’ harm, there are insufficient grounds to insist on further revisions, a larger retention of open space or a reduction in unit numbers, on heritage grounds. The location of the residential development (particularly on the western edge), by virtue of the revised layout, would not adversely affect the historic significance to a degree that would warrant refusal, and would not conflict with the Framework or Development Plan in terms of heritage and conservation policy.

#### 6.7 **Landscaping and tree retention**

Policy C9 of the SOLP plan states that:

*Any development that would cause the loss of landscape features will not be permitted where those features make an important contribution to the local scene, and/or provide all or part of an important wildlife habitat and/or have important historical value. Where features are retained within the development site, conditions will be used to ensure that they are protected during development and have sufficient space to ensure their survival after development.*

The vast majority of the trees and tree groups within this site are protected by a tree preservation order and collectively form a dominant feature of the site. The original layout resulted in a considerable number of trees of landscape value being removed from the site.

Further to advice from the Tree Officer, a series of updated tree surveys and information has been provided, to retain a greater proportion of the trees of particular note, and to underpin the revised illustrative layout. The amended illustrative layout presents an improvement on the previous scheme.

In addition, a condition will be required to incorporate a suitable replacement planting scheme into the new development, and a landscape management strategy and comprehensive landscaping scheme. This will need to include a robust replanting / mitigation scheme, as well as tree protection measures, to offset the tree loss across the site, to deliver a sympathetic landscaping scheme as currently experienced on the site and to provide an integrated settlement boundary on the edge of Wheatley.

#### 6.8 **Environmental impact and residential amenity**

Policies EP1 – EP8 of the SOLP are concerned with the management of environmental factors and the safeguarding of the amenity of nearby occupants. Specific considerations include impact as a result of the development, or the construction process, which give rise to: noise, air quality, light spill, dust, odour or risk of contamination, or require careful management of surface / foul water.

The illustrative site layout indicates a bund and noise mitigation fencing along the southern edge of the site and the A40, to safeguard the amenity of dwellings closest to this part of the site. There is sufficient space for a bund to be accommodated on-site, subject to the detail being provided at detailed stage. In addition, a noise mitigation strategy will be required for the site, to set out the measures and design features to be incorporated into the development – to be secured by condition.

#### 6.9 **Housing mix and affordable housing**

6.9i The revised NPPF requires schemes with a net gain of 10 or more homes to provide 40% of the total number of dwellings on the site as affordable housing. For a site of 500 units this

would equate to 200 affordable homes of which 75% (150) should be for rent and 25% (50) should be for shared ownership.

In general, it is anticipated that the mix of affordable housing should reflect the significant demand for two-bedroom units for both rented and shared ownership tenures with a reduction in one-bedroom accommodation and an adjustment to the number of larger homes.

The table below sets out a mix for 200 affordable housing units across both Affordable Rent and Shared Ownership. Based on indicative plans submitted by the applicant, the level of affordable housing and mix can be accommodated on the site. Further detail will be required at the reserved matters stage to demonstrate the affordable housing can be provided within an appropriate layout across the site, and in a manner that avoids clustering.

	1 bed	2 bed	3 bed (5 person)	3 bed (6 person)	4 bed (6 person)	Total
<b>Affordable</b>	20	84	30	12	4	150
<b>Shared</b>		35	15			50
<b>Market housing</b>	300 units - in conformity with SHMA mix					300
						500

6.9ii **Vacant Building Credit**

To incentivise development of brownfield sites containing vacant buildings, the Vacant Building Credit (VBC) was introduced by the Government in 2014 and is included in the recently updated NPPF which states “To support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount”.

When considering how to apply the VBC local planning authorities should have regard to the intention of national policy and in doing so, it may be appropriate for them to consider whether:

- the building is not in use at the time the application is submitted;
- the building is not protected for alternative land use;
- the building has been made vacant for the sole purposes of re-development; and
- the building is covered by an extant or recently expired planning permission for the same or substantially the same development.

In respect of this particular submission, the Strategy and Development Officer has scrutinised the case put forward by the applicant and negotiations are ongoing to establish whether the proposal is eligible for a reduction in affordable housing through the Vacant Building Credit Route; and if so, to what degree the 40% provision would be reduced (in accordance with the VBC criteria).

**The finalised affordable housing figures and mix will be reported as a verbal update at Planning Committee on 28 November 2018.**

6.10 **Sports and leisure provision**

6.10i Paragraph 97 of the revised NPPF clearly indicates that:

*Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*

*c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*

Policy CF1 of the SOLP states that:

*‘Proposals that result in the loss of a recreation facility or an essential community facility or service, through change of use or redevelopment, will not be permitted unless:*

- (i) suitable alternative provision is made for the facility (or similar facilities of equivalent community value) on a site elsewhere in the locality, or*  
*(ii) in the case of recreational facilities, it is not needed, [...]*

In addition, the South Oxfordshire Playing Pitch Strategy (February 2018) shows that all currently used playing field sites require protection and therefore cannot be deemed surplus to requirements because of shortfalls now or in the future.

- 6.10ii The Sports and Leisure team have reviewed the current facilities on-site and provided a sports needs assessment for the Oxford Brookes site in the context of district sports provision, as well as carrying out consultation with local sports providers and clubs.

The following facilities exist on the Wheatley University site:

- 3 full size football pitches
- 8 outdoor tennis courts
- 1 cricket pitch
- 2 five-a-side AGP football pitches
- 1 Lacrosse pitch
- 1 American football pitch
- 1 sports pavilion

The Sports Facility Calculator (SFC), developed by Sport England, has been used to quantify how much additional demand for the key community sports facilities (swimming pools, sports halls, indoor bowls and artificial grass pitches) is generated because of new growth, linked to specific development locations.

- 6.10iii Having regard to the proposal, there is space on-site to compensate for the loss of some pitches by providing: a flat green bowls lawn, cricket pitch, running route and pavilion. In addition, and as mitigation for the loss of existing pitches, contributions have been secured to deliver off-site provision for the following facilities: Artificial Grass Pitch (AGP), tennis courts and 2-year sports development post directly connected with sports facilities provided through the development, and to facilitate integration and growth of clubs using the facilities. The facilities will also be accompanied by ten year maintenance and sinking fund contributions (based on Sport England Facility Costs), and all contributions will be index linked.
- 6.10iv The requirements are all directly associated with the redevelopment of the site, and the preferred option would be for direct replacement on-site. As this is not compatible given the space available on-site, an agreement has been reached to deliver a mix of on-site and off-site facilities to account for the full level of mitigation. This accords with policies CS11 and CSR3 of the SOCS policy, and policies CF1 and R7 of the SOLP, as without these off-site replacement facilities, there would be a significant loss of essential recreation facilities in the local area. The on-site and off-site mitigation is to be secured by legal agreement is set out in section 6.10i of the report.

6.11 **Financial contributions and legal agreements**

6.11i **Obligations**

Heads of terms have been drawn up in preparation for securing the site and financial requirements generated by the development. The requirements requested by the Housing Development Team, the County Highways Team, the Sports and Leisure Team, and as listed in the South Oxfordshire 'S106 financial contributions and fees' schedule, are as follows. All financial contributions are to be index linked:

Affordable Housing	<ul style="list-style-type: none"> <li>• Delivery of affordable housing on-site</li> <li>• For a site of 500 units this would equate to 200 affordable homes of which 75% (150) should be for rent and 25% (50) should be for shared ownership.</li> </ul> <p><b>The finalised affordable housing figures and mix will be reported as a verbal update at Planning Committee on 28 November 2018.</b></p>																		
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Highway works	<p>As indicated on street view plans in the Appendices:</p> <ol style="list-style-type: none"> <li>1. Financial contribution to cover footpath improvement works over bridge, and zebra crossing over Holloway Road</li> <li>2. Redesign of Park Hill/London Road/Holloway Road roundabout</li> <li>3. Dropped kerb and tactile paving crossing over Gardiner Close.</li> <li>4. Build out on the northern side of Church Road, with dropped kerbs and tactile paving.</li> <li>5. Dropped kerb / tactile paving crossing over the High Street</li> <li>6. Widen the footway on the northern side of Littleworth Road (approximately 100m), plus dropped kerbs / tactile paving crossings</li> <li>7. Footway / cycleway improvements from northern end of A40 overbridge to Holton Turn, including dropped kerbs and cycle lane.</li> <li>8. Improvements to the crossing points at the B4027 (Wheatley Road) and Church Hill (Forest Hill turn), to include resurfacing of the cycleway and signage.</li> <li>9. Widen footway along western side of Waterperry Road from site access to junction with Old London Road</li> <li>10. Provision of street lighting along A40 underpass and Old London Road.</li> <li>11. Pedestrian/cycling crossing facility across Waterperry Road and footway along the northern side of Old London Road</li> <li>12. Widen footway on northern side of London Road, plus provide crossing.</li> <li>13. Widen existing footway along northern side of Old London Road from junction with Waterperry Road, plus dropped kerbs / tactile paving crossings</li> <li>14. Relocate the zebra crossing on London Road to the west of Anson Close</li> </ol>																		

	15. Signage at the eastern access to the site that informs cyclists of the National Cycle Network/Sustrans Route 57
Public transport contribution	<ul style="list-style-type: none"> <li>• £720,000</li> <li>• Towards one additional bus in the commercial fleet on an eight-year pump priming basis.</li> </ul>
Travel Plan Monitoring	<ul style="list-style-type: none"> <li>• £2040</li> </ul>
Open space and play provision	<ul style="list-style-type: none"> <li>• On-site delivery of open space and play provision in accordance with the Green Infrastructure Parameter Plan dwg 7590-L-19 Rev F, and in conformity with policy R2 and R6 of the SOLP, clarified as follows: <i>'The amount of land required for informal recreation use will be about 10% of the total site area and in larger developments the percentage is likely to be higher than this, where a public space network is required to fulfil multiple functions as well as informal recreation.'</i></li> </ul>
Sports and leisure provision	<p>Costs are for ten-year maintenance and sinking fund contributions (based on Sport England Facility Costs). All financial contributions are to be index linked.</p> <p>The bowls lawn, cricket pitch and pavilion will require outline specifications to be drawn up and attached to the s106 agreement. Prior to reserved matters, detailed specification will be required, which will incur a fee towards commissioning a suitable body to prepare the specification, assess construction of the project, and sign off compliance with sports standards.</p> <ul style="list-style-type: none"> <li>• Flat Green Bowls On-site provision and annual maintenance: 6.3% annual maintenance – (£145k x 6.3% x 10 years = £91,350)</li> <li>• Cricket On-site provision and annual maintenance: One pitch with two lane net facility to current Sport England and ECB standards 4.9% annual sinking fund and 15.3% annual maintenance – (£285k x 4.9% x 10 years = £39,650, £285k x 15.3 x 10 years = £436,050)</li> <li>• Running route On-site provision with way-markers</li> <li>• Pavilion <ul style="list-style-type: none"> <li>– Provision of two changing room facility to meet Sport England and English Cricket Board current standards</li> <li>– Community room (to be able to accommodate a Short Mat bowls green)</li> <li>– Sufficient storage to accommodate each element of use, i.e. cricket, bowls (short and flat green) and community use.</li> <li>– Sinking fund and annual maintenance: 0.3% annual sinking fund and 0.6m annual maintenance –</li> </ul> </li> </ul>

	<p>(£255k x 0.3% x 10 years = £7,650, £255k x 0.6% x 10 years = £15,300)</p> <ul style="list-style-type: none"> <li>• Artificial Grass Pitch (AGP) Financial contribution of £900,000 to cover the construction of a full size, flood lit, artificial grass football pitch with rugby 'shock pad', maintenance and a sinking fund for 25 years.</li> <li>• Tennis Courts Financial contribution of £355,000 to cover off-site delivery and sinking fund annual maintenance</li> <li>• Development Post Financial contribution of £90,000 to cover a 2-year sports development post directly connected with sports facilities provided through the development, and to facilitate integration and growth of clubs using the facilities</li> </ul>
Public art	<ul style="list-style-type: none"> <li>• On-site delivery, in accordance with D12 of the SOLP and SODC 'S106 financial contributions and fees'. This equates to on-site provision to value of approximately £300 per dwelling.</li> </ul>
Street naming, waste collection, and legal agreement monitoring fees	<ul style="list-style-type: none"> <li>• £91,700 (Based on 500 unit scheme)</li> </ul>
Monitoring	<p>Figure to be agreed in accordance with the South Oxfordshire 'S106 financial contributions and fees' schedule, once number of triggers known:</p> <ul style="list-style-type: none"> <li>• Affordable housing monitoring / admin</li> <li>• Recording and Reporting</li> <li>• Financial Monitoring (per financial contribution / trigger): admin / monitoring each time and element is paid / adding to system / management sign off / financial processing</li> <li>• On site provision per open space, play area:</li> <li>• Play space</li> <li>• On site provision of buildings, per inspection (pavilion)</li> <li>• Transfer of land: sports facilities, pavilion, open space</li> </ul>

- 6.11ii I consider that these contributions / obligations accord with policy CS11 and CSR3 of the SOCS, which requires new development to be supported by appropriate on and off-site infrastructure and services, and to resist the loss of community facilities. The addition, the measures accord with policy CF1 of the SOLP, which safeguards recreation and essential community facilities or services, and secures the provision of alternative facilities (or similar facilities of equivalent community value) on a site elsewhere in the locality. The requirements accord with the relevant tests in paragraph 56 of the revised NPPF as they are necessary to make the development acceptable in planning terms, are directly related to the development, and are fair and reasonably related in scale and kind to the development.

6.11iii **Community Infrastructure Levy**

The council adopted a Community Infrastructure Levy (CIL) on 1 April 2016. With the exception of the affordable housing, any new build floor space is CIL liable at a rate of £170.73 per sqm (as per indexing figure January 2018). The floor area would be calculated at reserved matters stage, when the details of the development are provided.

The infrastructure requirements for the development site specifically relate to education and health care. The county council has confirmed that the current primary school could accommodate the increase associated with 500 households, and the Clinical Commissioning Trust has requested a contribution to allow the health care centre to be reconfigured, thereby providing additional consultation rooms. The mechanism for securing funding for education and health care is through CIL. Residential development constitutes a type of development that would be liable for CIL, and subject to the funding being drawn down, there is a funding route to address the identified infrastructure requirements.

Under the CIL regulations, the Parish Council receive a proportion of CIL money; 15 percent without an adopted Neighbourhood Plan, or 25 percent of the CIL money collected from the development if the Neighbourhood Plan is already adopted. The Parish Council could choose to spend their proportion of CIL money on infrastructure projects that are priorities for the local community or could contribute towards strategic infrastructure.

6.12 **Environmental Impact Assessment**

The proposed development is classified as schedule 2 development: 10(b) – Urban development projects. The development exceeds the EIA threshold of 150 dwellings and the development site area exceeds 5 hectares. The local planning authority issued a scoping opinion in March 2017 (reference P16/S3686/SCO) to confirm that the development constituted EIA development and to establish the likelihood of significant environmental impacts that would need to be covered in the form of an Environment Statement (ES).

Sufficient information was submitted with the planning application in January 2018 to fully assess the environmental impact. At the point revisions to the scheme were submitted (October 2018), an EIA addendum was also provided to cover any impact associated with the changes and to evaluate any change in impact since originally submitted at the beginning of the year. The level of detail in the addendum was appropriate to the proposed revisions and a new ES was therefore not required.

7.0 **CONCLUSION**

7.1 Your officer recommends that outline planning permission is granted because the proposed development is considered to be acceptable for the following reasons:

7.1i The development site at Oxford Brookes campus (Wheatley) is located outside the built limits of a settlement, where large-scale development would not normally be appropriate. However, policies CSEN2 and CSEM5 of the South Oxfordshire Core Strategy recognise the site as being previously development where redevelopment may be acceptable, subject to according with national and Development Plan policies, specifically Green Belt policy, and responding positively to the site constraints and characteristics of the surrounding area.

7.1ii By virtue of the volume of built form currently on-site, in comparison to the proposed level of development, the proposal would not have any greater impact on the openness of the Green Belt than existing development. The replacement buildings would be less prominent and smaller in scale than those previously associated with the education blocks, and the dispersal across the site would achieve a more spacious and open character than existing. The level of development and spread across the site would not cause 'substantial harm' to openness and would contribute to 'meeting an

identified affordable housing need within the area of the local planning authority’. There are public benefits delivered by the proposal that would amount to very special circumstances for development in the Green Belt.

- 7.1iii The development extends into the western part of the site towards listed buildings on the adjacent site, parkland setting and a scheduled monument. The layout would represent ‘less than substantial harm’ in heritage terms, and there are public benefits delivered by the proposal that would contribute positively in outweighing the harm.
- 7.1iv Subject to the delivery of off-site highways and pedestrian improvement works, the development represents sustainable development with bus, walking and cycling routes to key services and facilities, making provision for the increased footfall directly resulting from the increase in households who would be residing on the site.
- 7.1v The outline scheme, parameter plans and illustrative layout have demonstrated that a scheme of 500 units can be accommodated on the site without compromising the landscaping and trees, which form an important characteristic of the site and edge of village setting. Suitable conditions would secure replacement landscaping and planting to assist in integrating the development into the edge of settlement location.
- 7.1vi Subject to the delivery of on and off-site sports and leisure provision, the development would not result in the loss of essential community facilities or sports pitches in the local area. In addition, the obligations set out in the report, to be secured through legal agreement, and as required by the CIL schedule, provide a suitable mechanism to secure on-site delivery and financial contributions towards key infrastructure. The requirements accord with the relevant tests in paragraph 56 of the revised NPPF as they are necessary to make the development acceptable in planning terms, are directly related to the 500 unit residential development, and are fair and reasonably related in scale and kind to the development.
- 7.1vii In conclusion, very special circumstances exist to that demonstrate that the principle of residential development in the Green Belt is acceptable. In addition to being a previously developed site, an increase in openness achieved by the flattening and wider dispersal of buildings, demonstrates the proposal would not have any greater impact on the openness of the Green Belt than existing development. Revisions to the layout and parameter plans have resulted in a scheme that responds appropriately to the site constraints and areas of importance within the site. There are public benefits and on-site mitigation delivered through the proposal, which outweigh the identified ‘less than substantial harm’ to the heritage significance, as well as on and off-site infrastructure secured through the legal agreement. On this basis, the development accords with the revised National Framework and the Development Plan, and officers recommend approval of the outline planning permission.

## 8.0 **RECOMMENDATION**

**To authorise the head of planning to grant planning permission subject to:**

### **A. The completion of a s106 agreement securing:**

- 1. Affordable Housing**
- 2. Highway works**
- 3. Public transport contribution**
- 4. Travel plan monitoring**
- 5. Open space and play provision**
- 6. Sports and leisure provision**
- 7. Public art**

8. Street naming, waste collection, and legal agreement monitoring fees
9. Monitoring / compliance fees

**B. Subject to the following conditions:**

1. Commencement - Outline with Reserved Matters  
[appearance, landscaping, layout, scale]
2. In accordance with parameter plans
3. Outline – up to 500 residential units
4. Phasing to be agreed
5. Site wide masterplan, updated with each RM
6. Market split - in general conformity with SHMA
7. Construction Traffic Management Plan
8. Existing vehicular accesses
9. Details of visibility splays
10. Off-site highway works (details to be submitted)
11. Travel plan
12. Construction Method Statement
13. Hours of construction
14. Archaeological working brief
15. Archaeological watching brief and findings report
16. Biodiversity enhancement plan
17. Biodiversity enhancement plan - compliance
18. Landscaping scheme
19. Tree protection
20. Drainage
21. Contaminated Land – remediation works
22. Contaminated Land – completion of works
23. Noise mitigation strategy, including details of bund
24. Lighting scheme
25. On-site provision of open space / play space
26. Play strategy to confirm detail
27. Detailed specification of sports / leisure provision and pavilion prior to RM stage

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