



WEST OXFORDSHIRE
DISTRICT COUNCIL

West Oxfordshire District Council

Name and date of Committee	Lowlands Area Planning Sub-Committee Monday 15 June 2020
Report Number	Agenda Item No. 5
Subject	Planning Application No. 19/02809/FUL: Erection of 214 dwellings with associated landscaping, surface water attenuation and parking (amended description and plans); land south of Milestone Road, Carterton.
Wards affected	Carterton South
Accountable member	N/A
Accountable officer	Abby Fettes, Locality Lead – Development Management Tel: 01993 861684; Email: abby.fettes@westoxon.gov.uk
Summary/Purpose	To reconsider the above application following the resolution in March 2020
Annexes	Annex A : Report to the Sub-Committee on 16 March 2020 Annex B : Extract from additional representations report for 16 March 2020
Recommendation	That the application be refused for the reasons referred to in paragraph 3.6 below .
Exempt	No
Consultees/ Consultation	As specified in section 2 of the report

1. BACKGROUND

- 1.1. This application was considered by the Sub-Committee on 16 March 2020. At that point there was significant pressure for the applicants to meet a 31 March funding deadline from Homes England and the application was brought before members before Officers considered it was ready to be fully considered with all the relevant technicalities resolved.
- 1.2. At that meeting, the Sub-Committee resolved to delegate to officers, in conjunction with the Chairman, to approve the application, subject to no further technical objections, where officers deem it necessary for Sub-Committee input, any changes members may require of the design, and the necessary infrastructure contributions being secured (and/or reducing the amount of affordable housing in order to increase the contributions to an appropriate level).
- 1.3. Your officers consider that the County Council and Ecology objections specified in the following section are technical objections and Members should reconsider the application in light of these comments.
- 1.4. The report to the Sub-Committee meeting of 16 March is included at [Annex A](#) (beginning on [page 4](#)); and the relevant extract from the report of additional representations is included at [Annex B](#) (beginning on [page 22](#)).

2. TECHNICAL OBJECTIONS

- 2.1. The consultation responses referenced in paragraph 1.3 above are as follows:

Oxfordshire County Council

- On the basis that the applicant is unable to fund the required S106 financial obligations and / or S278 highway works, the county council objects to the application for the reasons outlined in the response below.
- The county council considers that a S106 agreement including an obligation to enter into a S278 agreement is required to mitigate the impact of the development plus planning conditions.
- In November 2019, the Education department responded to a previous version of this application, with 91% affordable housing, advising on the s106 contributions which would be required to mitigate its impact.
- The applicant has sought advice as to whether these contributions would be required for a 100% affordable scheme.
- The proposed amendment to 100% affordable housing would be expected to slightly increase the numbers of pupils generated.
- As previously advised, additional school capacity will be required in this area as a result of housing development.

Ecology

- The Biodiversity net gain calculation shows the total net % change to be -87.74%, with 42.21 habitat units lost. This is a significant loss in biodiversity units and I recommend that additional biodiversity measures are incorporated into the proposed scheme to ensure that there is no net loss but a net gain in biodiversity

3. MAIN POINTS

- 3.1. Officers consider that a policy compliant scheme as defined by policy CA2 of the West Oxfordshire Local Plan would be viable and able to bear all the costs of the obligations requested.
- 3.2. Whilst the proposed scheme would provide 100% affordable housing, it is a departure from the Local Plan and it would not contribute to the highways, education, health, sport or

public art infrastructure that is considered necessary to mitigate the impacts of this development.

- 3.3. Furthermore, the biodiversity net gain is at a significant deficit and we have yet to hear from the applicants how they intend to address the matter. Off-site mitigation will also be a significant financial cost.
- 3.4. In your officers assessment the implication for Highways and Education would be serious and would normally be sufficient to justify a recommendation for refusal. Similarly the requirement in the NPPF to secure net biodiversity gains from all developments has not been met and the applicants have not indicated how they seek to address this. Again, your officers would be concerned at the precedent that avoiding the net bio requirements would be claimed by other developers and undermine the purposes of this policy. This is particularly the case in that the usual way to compensate when on site mitigation is not possible is to make financial contributions for off-site improvements. However, again it appears that finances will not be available to cover this.
- 3.5. Members will need to decide whether a policy compliant scheme that can adequately address all of its mitigations/impacts and does not cause technical or other harms should be set aside in favour of a development that provides 100% affordable housing but is a departure from the plan and does carry technical and other precedent concerns.
- 3.6. Your officers consider that the application will not sufficiently mitigate against the impacts it will have on local infrastructure and would recommend refusal based on the following grounds:
 - It does not comply with the criteria of policy CA2: Land at Milestone Road
 - It does not comply with the general principles of policy OS2: Locating development in the right places - especially in relation to biodiversity
 - It does not comply with the general principles of policy OS4: High Quality Design - especially in relation to biodiversity
 - It does not comply with policy OS5: Supporting Infrastructure

4. FINANCIAL IMPLICATIONS

- 4.1. The loss of the S106 package means a loss of £4,811,781 towards highways improvements, education, health, sport and public art infrastructure.

5. LEGAL IMPLICATIONS

- 5.1. None at this point.

6. RISK ASSESSMENT

- 6.1. None at this point.

7. CLIMATE CHANGE IMPLICATIONS

- 7.1. The lack of biodiversity net gain will obviously impact climate change.

8. ALTERNATIVE OPTIONS

- 8.1. None at this point.

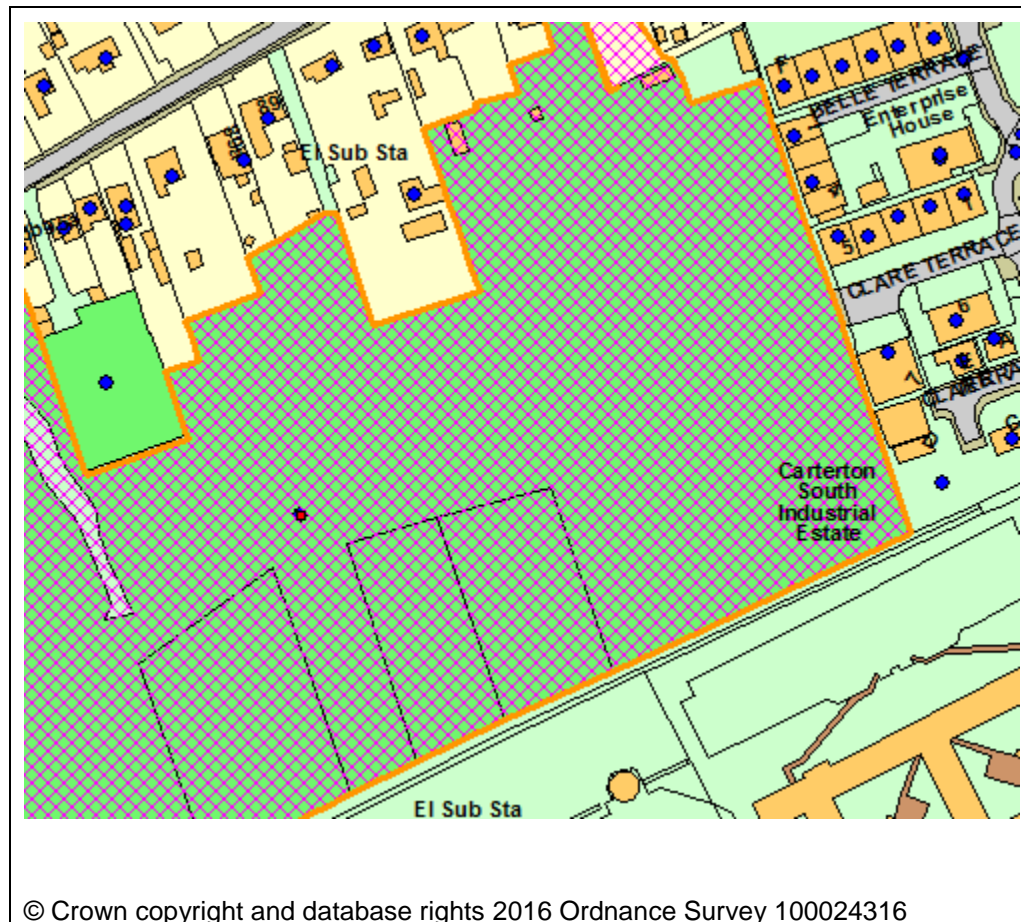
9. BACKGROUND PAPERS

- 9.1. These documents will be available for inspection at the Council Offices at Elmfield during normal office hours for a period of up to 4 years from the date of the meeting. Alternatively then can be viewed on the WODC website [https://www.westoxon.gov.uk/planning-building-links/planning-applications-\(1\)/](https://www.westoxon.gov.uk/planning-building-links/planning-applications-(1)/).

Extract from Additional Representations Report: 16 March 2020

Application Number	19/02809/FUL
Site Address	Land South of Milestone Road Carterton Oxfordshire
Date	4th March 2020
Officer	Abby Fettes
Officer Recommendations	Defer
Parish	Carterton Town Council
Grid Reference	427742 E 205940 N
Committee Date	16th March 2020

Location Map

**Application Details:**

Erection of 214 dwellings with associated landscaping, surface water attenuation and parking (Amended description and plans).

Applicant Details:

Partner Construction Ltd, C/O Agent.

I CONSULTATIONS

- | | | |
|-----|----------------------------------|---|
| I.1 | Major Planning Applications Team | Comments awaited. Reconsultation expires 20th March |
| I.2 | MOD - Landowner - Safeguarding | Comments awaited. Reconsultation expires 20th March |
| I.3 | MOD MOD (Brize Norton) | Comments awaited. Reconsultation expires 20th March |
| I.4 | WODC Env Health - Lowlands | <p>I note with interest the Drawings now released for the proposed dwellings. In terms of acoustic design, I see that acoustic trickle vents (37 dB Dn.e.w) and enhanced glazing reduction (38 dB Rw) details are stated on some of the drawings.</p> <p>I welcome these design considerations given the acoustic challenges of the site.</p> |

I have re-iterated my comments and advice of the 26 November 2019 below, which I do not propose to amend in light of the new drawings. For the avoidance of doubt, I do Not Object in principle to the 241 dwellings but acoustic comfort by appropriate design must be delivered. In this respect, I should flag to you the new 'Residential Design Guide ('Acoustic Ventilation and Overheating' by ANC/loA Jan 2020). I think this should naturally follow as an Informative (see below)

Comments and response of 26 November 2019:

I have undertaken a site visit and read professional noise report submissions from the applicant in relation to the design of new homes to address noise primarily from the adjacent MoD RAF Brize Norton base/aircraft movements and engine ground running. I also note the representation made by the latter organisation in relation to acoustic design of houses for this plot.

Recommended noise criteria limits and conditions for new dwellings for this site:

Acoustically treated trickle vents shall be incorporated into all habitable rooms (bedrooms and livingrooms) so as to provide a sound attenuation of 37 dB Dn,e,w

Acoustically treated glazing with a minimum sound reduction performance value of 38 dB Rw +Ct,r shall be incorporated into all bedrooms.

' Thermal double glazing with a sound reduction performance value of 30 dB Rw + Ct,r shall be installed for all other habitable rooms.

' Indoor ambient noise levels for new dwellings shall accord with British Standard BS. 8233:2014 'Guidance on sound insulation and noise reduction for buildings'

The indoor criteria are - bedrooms 30 dBA Leq and living rooms 35 dBA Leq (07:00-23:00hrs). For a reasonable standard in bedrooms at night, individual noise events should not exceed 45 dBLmax

' An acoustic barrier of height 2.6m shall be erected on the eastern boundary of the site adjacent the existing commercial business on Clare Terrace, Carterton. The barrier shall be imperforate, sealed at the base and have a minimum mass of 10kg/m³

' No dwelling shall be occupied until a pre-occupation validation noise survey has been carried out, in order to demonstrate that the noise mitigation measures that have been incorporated, are effectual in reducing external (aircraft) noise to the internal criteria levels and a certificate of compliance by an approved acoustic assessor has been submitted to the Local Planning Authority to demonstrate that the noise levels required under BS 8233:2014 have been achieved.

INFORMATIVE:

A new "ACOUSTICS VENTILATION AND OVERHEATING. Residential Design Guide (IoA/ANC) Jan 2020" is now available and should be considered for the design of these dwellings to prevent noise ingress and issues relating to overheating.

Comments awaited. Reconsultation expires 20th March

I.5 Major Planning
Applications Team

28th November 2019 response:

Highways

Objection for the following reasons:

- The application has failed to demonstrate safe and suitable access. Visibility splays and vehicle tracking is required, and the county council also requests an amendment to the type of junction proposed.
- The Transport Assessment is not robust does not assess the development's traffic impact.

Drainage

Objection

Key issues:

- Submission is not aligned with Local or National Standards nor best practice.
- Key information missing to enable a full technical assessment of the drainage, flood risk, SuDS usage for the proposal.

Education

No objection subject to:

- S106 Contributions as summarised in the tables below and justified in this Schedule. (totalling £4, 293,526)

Archaeology

No Objection.

3rd February response.

Highways

Objection for the following reasons:

- Further detailed vehicle tracking is required.
- The visibility splays shown at the proposed access junctions are insufficient.
- Further information is required on the traffic impact assessment.

Drainage

Objection

Key issues:

- No new information identified as having been submitted to address comments made under previous objection.
- Submission is not aligned with Local or National Standards nor best practice.
- Key information missing to enable a full technical assessment of the drainage, flood risk, SuDS usage for the proposal.

Local Member View (Cllr Handley)

The roundabout at junction of new homes and verge area on north side of milestone rd to be tarmacked and made into a footpath , via 106 type funding by the builders

- | | | |
|------|----------------------|--|
| I.6 | Conservation Officer | Design changes required before we can support |
| I.7 | WODC - Arts | Should this proposal be granted planning permission, then the Council would favour the following approach:
A contribution of £24,990 towards off-site artist-led activity in the vicinity of the site which engages the community. |
| I.8 | Wildlife Trust | No Comment Received. |
| I.9 | Environment Agency | The planning application site falls within 250m of a COMAH site. We have reviewed the application and have no comments to make. |
| I.10 | Biodiversity Officer | In summary, the following are required before a positive determination of the application: <ul style="list-style-type: none">- Southern boundary hedgerow and associated 2m buffer management proposals- Consideration of alternative site layout proposals to retain the southern boundary hedgerow within the public realm or a larger buffer- Back garden boundary form of enclosure along the southern edge of development to provide protection of the hedgerow and buffer area- Consideration of the use of a covenant for hedgerow protection- Biodiversity net gain details- Reptile survey and mitigation strategy |

- Great crested newt habitat assessment (and full survey) or confirmation as to whether the applicant will be joining the NatureSpace district licensing scheme
- Mitigation strategy for other protected species, including badgers, bats and nesting birds

I.11 ERS Env. Consultation Sites

While the information provided with the application goes some way to characterising the site it is not considered sufficient to negate the need for a pre-commencement contamination condition. It is noted that the former breakers yard in the west of the site does not appear to have been highlighted in the correct position on the exploratory hole location plan. The method for installing the ground gas monitoring points is not clear, it appears as though the monitoring wells were installed into trial pits. Section 8.3 of British Standard BS8576 indicates that it is preferable to install monitoring points into boreholes.

Given that further investigation may be necessary please consider adding a condition to any grant of permission.

I.12 WODC Env Health - Lowlands

I have no objection in principle to the residential development at this site.

I have undertaken a site visit and read professional noise report submissions from the applicant in relation to the design of new homes to address noise primarily from the adjacent MoD RAF Brize Norton base/aircraft movements and engine ground running. I also note the representation made by the latter organisation in relation to acoustic design of houses for this plot.

Recommended noise criteria limits and conditions for new dwellings for this site:

- Acoustically treated trickle vents shall be incorporated into all habitable rooms (bedrooms and living rooms) so as to provide a sound attenuation of 37 dB Dn,e,w
- Acoustically treated glazing with a minimum sound reduction performance value of 38 dB Rw +Ct,r shall be incorporated into all bedrooms.
- Thermal double glazing with a sound reduction performance value of 30 dB Rw + Ct,r shall be installed for all other habitable rooms.
- Indoor ambient noise levels for new dwellings shall accord with British Standard BS. 8233:2014 'Guidance on sound insulation and noise reduction for buildings'

The indoor criteria are - bedrooms 30 dBA Leq and living rooms 35 dBA Leq (07:00-23:00hrs). For a reasonable standard in bedrooms at night, individual noise events should not exceed 45 dBLmax

- An acoustic barrier of height 2.6m shall be erected on the eastern boundary of the site adjacent the existing commercial business on Clare Terrace, Carterton. The barrier shall be imperforate, sealed at the base and have a minimum mass of

10kg/m³

- No dwelling shall be occupied until a pre-occupation validation noise survey has been carried out, in order to demonstrate that the noise mitigation measures that have been incorporated, are effectual in reducing external (aircraft) noise to the internal criteria levels and a certificate of compliance by an approved acoustic assessor has been submitted to the Local Planning Authority to demonstrate that the noise levels required under BS 8233:2014 have been achieved. The measures incorporated in the design and construction and so certified, shall thereafter be retained.

I.13 Health And Safety Executive

No Comment Received.

I.14 WODC Housing Enabler

No Comment Received.

I.15 MOD MOD (Brize Norton)

1. Provision for surface water discharges:

Included below are the relevant extracts from the response from Ancala who manage the water and drainage for the MOD at RAF Brize Norton. As you will see the conclusion is that there could be a very small risk of increase in flooding arising from the proposals, but the conclusion from the RAF Brize Norton perspective is that has been appropriately mitigated by the developer. You may wish to flag to the developer that they will need to agree with Thames Water how the RAF Brize Norton site is accessed to provide the necessary connections within its boundary. We will also presume that Thames Water have responded separately to confirm that sufficient upgrades and capacity will be available, if not we would have additional concerns.

2. Noise:

Included below are the relevant extracts from the response from DIO's Subject Matter Expert. I'd draw your attention in particular to the recommendation that "acoustically treated glazing with a minimum sound reduction performance value of 38dB Rq should be incorporated into all bedrooms of the properties"; ... "the proposed ventilation for bedrooms should be incorporated into all habitable rooms"; ... consideration be given to extending the 2.3m acoustic fence along the length of the southern boundary; and ... "should permission be granted ... an informative is added" using the suggested wording below.

Since our Subject Matter Expert has commented, we have also obtained detailed information on the number of aircraft movements at RAF Brize Norton. The station records on the number of aircraft movements (each take-off and landing being counted as one movement) indicate that broadly the 474 counted in the July 2019 period chosen for the noise survey was similar to that for the June and August of this year. However, when compared to previous years it was approximately half the level that could be expected for this time of year (907 in July 18 and 863 in July 17). It is currently

envisaged that RAF Brize Norton will return to seeing the higher levels of movements seen in previous years. It should be noted that these movement records do not include some elements such as circuits / fly pasts; but have been chosen to ensure numbers are provided on a comparable basis.

Accordingly, noise modelling and mitigation levels should reflect the higher levels of movements expected rather than the low average recorded.

I.16 MOD - Landowner - Safeguarding

Obstructions and Aviation Safety

RAF Brize Norton hosts the RAF's largest station accommodating the Strategic and Tactical Air Transport forces as well providing support for overseas operations. In the interests of safety, the airspace above and around aerodromes is safeguarded to maintain an assured, obstacle free environment for aircraft manoeuvre.

The application site is within an area of protected airspace known as the transitional, inner horizontal and approach surface for RAF Brize Norton. The transitional, inner horizontal, approach and take off climb surfaces are required to be kept free of obstruction from tall structures to ensure that aircraft transiting to and from or circuiting the aerodrome can do so safely.

The site of the proposed housing development also occupies the statutory technical height safeguarding zones that serve to ensure air traffic approaches and the line of sight of transmitter/receivers navigational aids are not impeded.

In this case the proposed dwellings should be no higher than 10m above ground level in order to not infringe the aerodrome height and technical safeguarding criteria.

It is recognised that cranes are likely to be used in the construction of the development that forms the subject of this application. The construction process and specifically the use of cranes and other tall plant, has the potential to have a significant impact on aviation safety. In the event that consent is granted, a condition should require that the developer submits a Construction Management Strategy in order to minimise the risk to aviation safety. A suggested wording for that condition is provided below:

Submission of a Construction Management Strategy

No development shall commence until a construction management strategy has been submitted to and approved in writing by the Local Planning Authority, in consultation with MOD. The construction management strategy should include, but not be limited to, providing comprehensive details of the location (whether within or adjacent to the application site), type and dimensions of any plant or crane to be

utilised in the implementation of the development along with details of any obstacle lighting.

Development shall be carried out strictly in accordance with the details laid out in the approved construction management strategy (or any variation approved in writing by the Local Planning Authority) and shall be implemented for the duration of the construction period.

REASON: To ensure that construction work and construction equipment on the site and adjoining land does not obstruct air traffic movements or otherwise impede the effective operation of air traffic navigation transmitter/receiver systems.

Birdstrike

The MODs main concern relates to the creation of open water bodies, and the potential introduction of habitat that could attract or support flocking bird species deemed hazardous to aircraft safety.

The planning documents illustrate a sizeable attenuation pond to the south west of the proposed development, the applicant has provided assurance to the MOD this will be permanently dry and designed for the 1:30 year climate change (storm event) and water will dry down within 72 hours.

The proposed landscaping includes tree species such as Oak and Scots Pine, these are canopy forming trees which have the potential to attract and support arboreal and flocking birds deemed hazardous to aircraft safety. Therefore the MOD seek these species of tree be removed from the landscape plan.

There is also reference to berry bearing plant species, these also provide exploitable food source for flocking bird species deemed hazardous to aircraft safety. Therefore, the MOD require no more than 10% of the planting palette be berry bearing. To minimise the risk of birdstrike, a condition should be added requiring the submission and approval of a Bird Hazard Management Plan (BHMP). A suggested wording for that condition is provided below:

No development shall commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority, in consultation with MOD. The Bird Hazard Management Plan should contain, but not be limited to:

- Means of managing the site during construction. During construction it is anticipated the recently turned earth, and any imported material has the potential to expose preferred food sources for flocking birds; as well as create temporary ponding or puddling which may also be an attractant to bird species deemed hazardous to aircraft safety
- Details of the maintenance regimes proposed for planting and

managing landscaped areas to include the heights and species to be used (care should be taken to avoid a proliferation of berry bearing shrubs or plants and (reduce the planting palette by 10% and those species that provide ideal roosting or feeding environments for starlings, pigeons or corvids)

- Means of monitoring any standing water within the site, whether temporary or permanent to ensure the attenuation pond drains down within 72 hours

The development and operation of the site shall be carried out in strict accordance with the details laid out in the approved Bird Hazard Management Plan (or any variation approved in writing by the Local Planning Authority) and those requirements and activities set out in the Bird Hazard Management Plan shall be implemented, operated and complied with in perpetuity, or until RAF Brize Norton is no longer operational.

Reason: To minimise and mitigate the potential for development to attract and support birds of such species that could endanger the safe movement of aircraft and the operation of RAF Brize Norton.

Noise:

The MOD advises that the proposed development will be exposed to noise from aircraft activities at RAF Brize Norton, which some residents, when living on the development, may find disturbing. My colleagues in the DIO Town Planning section will be submitting separate representation on noise issues in respect of this application.

In summary, the MOD has no safeguarding objections to this application subject to the conditions requiring the housing to be no higher than 10m agl, the submission of a construction management plan and a bird hazard management plan as outlined above to ensure the application does not impact on the operation of RAF Brize Norton.

I would be grateful if you could confirm receipt of this letter and confirm that a relevant condition covering the MOD's requirements is included in any consent granted. You are reminded that under the provisions of Planning Circular 01/03:Safeguarding Aerodromes, Technical Sites and Military Explosive Storage Areas, should West Oxfordshire District Council resolve to grant planning permission contrary to MOD advice or to omit recommended conditions, notification should be provided to the MOD no less than 28 days prior to that decision being formalized.

I.17 Natural England

Thank you very much for this additional information; my main concern is not with flooding at Alvescot Meadows, but that water is not taken out of the catchment of the SSSI/Shill Brook so that the hydrological regime of the SSSI is maintained. Therefore it would be

helpful to understand whether the surface water sewer that will take run off discharges within the catchment of the Shill Brook or whether it will remove water from that local system elsewhere?

- I.18 WODC Planning Policy Manager No Comment Received.
- I.19 TV Police - Crime Prevention Design Advisor
- Although I do not wish to object to the proposals, I do have some concerns in relation to community safety/crime prevention design. If these are not addressed I feel that the development may not meet the requirements of;
- The National Planning Policy Framework 2018, Section 12 'Achieving well-designed places', point 127 (part f), which states that; 'Planning policies and decisions should ensure that developments... create places that are safe, inclusive and accessible... and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'. And;
 - HMCLG's Planning Practice Guidance on 'Design', which states that; 'Although design is only part of the planning process it can affect a range of objectives... Planning policies and decisions should seek to ensure the physical environment supports these objectives. The following issues should be considered: safe, connected and efficient streets... crime prevention... security measures... cohesive and vibrant neighbourhoods.'
- In addition, the Design and Access Statement (DAS) does not adequately address crime and disorder as required by CABE's 'Design and Access Statements- How to write, read and use them'. This states that DAS' should; 'Demonstrate how development can create accessible and safe environments, including addressing crime and disorder and fear of crime'.
- Therefore, to address these concerns and ensure that the opportunity to design out crime is not missed I request that the following (or a similarly worded) condition be placed upon any approval for this application;
- Prior to commencement of above ground works, an application shall be made for Secured by Design (SBD) accreditation on the development hereby approved. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until confirmation of accreditation has been received by the authority.
- I.20 WODC - Sports No Comment Received.
- I.21 Thames Water No Comment Received.
- I.22 WODC Env Services - Waste Officer No Comment Received.
- I.23 Oxford Clinical Commissioning Group NHS Oxfordshire Clinical Commissioning Group objects to this proposal unless there is additional investment in expanding local

- NHS primary medical care capacity. Primary care is at capacity in Carterton and requires additional infrastructure to provide capacity for population growth. OCCG's published formula for developer contributions to health infrastructure is dwellings x average occupancy x £360. We would seek a £189,216 contribution for this development. OCCG would allocate resources to expand existing mehealth facilities rather than create new standalone provision.
- 1.24 Town Council Carterton Town Council: welcomed the development but would like to see the flats moved further away from the bungalows in Milestone Road, as well as improvements to the junction and footpaths to address concerns over access and public safety.

2 REPRESENTATIONS

- 2.1 Over 30 letters of objection have been received and are summarised as follows:

Highways

- Exit/entrance to the houses it will create too much traffic on Milestone Road
- An alternative route should be made maybe onto Black Bourton Road
- Milestone Road and Corbett Road is already a rat run for the local RAF personal
- The two accesses for the number of houses is small and will cause problems to an already busy road
- There are no parking restrictions on Milestone and if cars are parked on either side of the street 2 cars cannot pass and extra traffic will only exasperate the traffic problems.
- The proposed access between 77/75 Milestone Road is not sufficient for the proposed number of homes and vehicles
- The speed limit is not widely obeyed on Milestone Road and the additional traffic could be a danger unless Highways standards are upgraded
- The A40 is a concern especially within increase of accidents in their due to added housing
- My children can't play outside due to the current amount of vehicles speeding up and down
- My car has been hit three times in the last few years and more cars will make it worse
- the noise levels would increase both day and night and change the whole character of the community
- The Road infrastructure, particularly the A40, cannot cope with traffic travelling into Oxford as it is and that's without Brize Meadow being fully populated
- have lived in Milestone Road for approximately 55 years & during that time have seen the volumes of traffic increase to dangerous levels
- Access to the towns two larger supermarkets will cause queuing traffic on Black Bourton Road
- The access from this development is onto Milestone Road this will cause traffic chaos to the southern side of town
- reference to the fact that the south side of Milestone Road has a footpath that extends its full length is equally misguided
- There are a number of areas where residents and visitors currently park half on the road and the path.

- the footpath actually becomes unusable in places because of this and therefore, parents with prams, disabled users, joggers and walkers are forced to walk in the road at various points

Principle

- This amount of houses will have a massive impact on the community and the local wildlife
- Unacceptably High Density. 219 homes represents a significant number of homes for the site
- Living immediately adjacent to the proposed development, i am horrified NOT to have not received, nor to my knowledge, any other properties in the immediate area, any details direct from WODC re the application
- There are too many homes being proposed for the site and no provision for self build. 5% of the developable plots are required to be self build.
- The density and lack of diversity in the housing options, combined with the proximity of the development to the RAF Base, will have an overall negative affect on the local neighbourhood, effectively creating a suburb of perceived lower quality housing
- Inclusion of at least 5% self build options would not only change the dynamics of the sight but also provide an alternative method for introducing diversity and community
- I for one have always wanted the opportunity to build locally and believe this provision should be included
- What was once a village has significantly increased into a town with the addition of Shilton Park, Swinbrook Park and Brize Meadows
- Its another attempt by greedy landowners and developers to make a quick buck at the expense of the community
- An ever increasing population need houses, but squeezing so many in is just ridiculous and greedy
- How many new housing developments do we need in Carterton?
- There are much more suitable areas around Carterton for a development of this size
- Large increase in housing developments in West Oxfordshire is also having a potential further impact in the current housing market
- Homes for sale in Carterton appear not to be selling quickly and the property prices are in some cases having to be drastically reduced to make them competitive
- Squeezing more in without the infrastructure already in place to support it is both foolhardy and unsafe both for the current residents and the potential residents who may end up in 'affordable' housing that does not provide the quality of life they were hoping for

Infrastructure

- Wonder if the people who grant these proposals take into consideration the infrastructure of the town?
- Schools are full to capacity and most Carterton residents are waiting sometimes more than three weeks for a Doctor's appointment
- If there were less houses more spaces to park (each house with 3 spaces) and building of doctors and park /childrens play ground it may be more appropriate to the area of town
- Increased strain on schooling, medical and dental care that needs to be accounted for
- How can increasing population numbers further be sustainable to the local community and existing residents access to services

- One bank machine to service the whole of Carterton and no bank, police station rarely staffed and lack of jobs for existing residents alone

Design

- Will the houses be built with the in keeping of the existing road as per I had to adhere to when construction of my house and of extensions as well as others I know on the road
- It seems its a development of squeeze them in to every space possible like most new estates these days, I suppose its all about the money for them, more they build more they make
- The proposed house types on the Milestone Road boundary are completely out of keeping with existing properties in the area, not least of all, plots 68/69/70/71/72 and 73 as well as plots 74/75/76/77/78 and 79.
- To put an ugly housing estate over looking these matured and well landscaped properties is completely out of keeping with the area
- If this area were to be developed it should be done within the style of the houses which it flanks. Bungalows, not high density housing and flats
- The layout and density of the proposed development is also inappropriate and not in keeping with the existing properties along Milestone Road

Residential amenity

- I have 2 windows on that elevation (1 ground and 1 first floor) both will have their privacy compromised
- The proposed construction would be approximately 1 metre from my boundary fence.
- Worried as to whether the strip of land next to our property Nr 89, is going to be used as a thoroughfare by the new residents, as our bedrooms are directly next to this piece of property
- The density and quantity is such that, in some cases there is the potential for loss of light, overshadowing, overlooking and loss of privacy of neighbouring properties and their boundaries.
- The development is also planned on the boundary of the RAF base and also an Industrial estate which I would imagine won't be very pleasant for residents
- Visual disturbance including light pollution caused by such a dense number of properties, their vehicles and street lighting.
- The light pollution along the south of Milestone Road is already high due to the light produced from the buildings situated on RAF Brize Norton running parallel to Milestone Road
- The houses are planned to be built much too close to existing properties.
- The noise from the airfield, although better than in previous years, is still too great to allow residents acceptable comfort.

Environment

- Significant concerns regarding the local environment from a wildlife habitat, surface water attenuation and run off

- Developing the area will result in the loss of a significant amount of green space, trees and the open aspect of the neighbourhood, removing the habitat for many species
- The local drainage system is already under significant strain and is not proving to be a sustainable drainage system
- Although there is provision being made for a pumping station, it will only serve to move the problem further downstream
- The current unpaved site significantly slows the rate at which surface water enters sewers and water courses and it significantly reduces the risk of downstream flooding in the Shill Brook and on RAF Brize Norton Air Base
- Flooding is a concern due to the constant increase of climate change
- If this development gets the go ahead you may as well say bye bye to what wildlife we have in the area
- Areas of the land have been exposed to 'serious' contamination by Japanese Knotweed and the area adjacent to Milestone Road is contaminated by the historic use as a 'scrap yard' as identified by previous planning applications.
- There is a lot of wildlife in that land, badger and fox sets also, and breeding red kites
- Am extremely concerned with flooding due to drainage and surface water!
- We already see rivers of water coming down the road (The Crescent) and down our drives during heavy rain with garages and gardens flooding
- One of our neighbours also required Thames water to come out to carry out a waste clean up operation in their back garden due to the drains overflowing washing human waste all over the garden!
- With the increase in climate change there is a danger of more frequent severe weather resulting in further flooding to our properties.
- This land is currently dense in trees, shrubs and other foliage which is habitat to and currently rich in many species of birds and wildlife.
- This planning proposal will remove this habitat entirely causing a decline in the population of birds and wildlife in the area; birds and wildlife which play a vital part in regenerating the local flora throughout Carterton
- Many existing trees along Milestone Road have been un-accounted for on this site plan which is a cause for concern
- The proposed development includes very little landscaping other than areas of allocated garden space which may or may not be retained as 'green space' by new residents
- it's been known for otters frequent the gardens in Milestone Road
- increase in housing developments in Carterton is reducing green space and areas to relax and enjoy themselves
- people have to travel further away from Carterton in order to enjoy green spaces
- Muntjac deer currently residing in this area

Other

- When we first moved into this property the Surveyor notified us of the high Radon levels on the property, and while this is a natural gas, the proposed houses are even nearer to the airfield so it is questionable as to whether the levels are acceptable
- we (the Town People) were told over a period of many years, the land was to be used as a burial ground - this would solve the already overcrowding of the cemetery in Black Bourton
- I understand that areas adjacent to the Airfield were subject to a covenant restricting future development - this dates back to the occupancy by the USAF

- Our suggestion would be to reduce the number of properties on the new proposed development, lessening the impact on the surrounding roads, town, infrastructure and local amenities. We suggest removing the strip of properties directly adjacent to the existing Milestone Road properties on the south side. In their place we would propose a wide buffer strip rich in green space, to include tall trees, shrubs, hedges and plant life which would retain some of the natural environment, bird and animal life as well as providing essential privacy for all effected residents of Milestone Road. It is our suggestion also that the properties along milestone road be adequately fenced off to the south side (with solid adequate height fencing) from any new development to retain privacy and security as well as reduce noise and light disturbance

2.2 One letter of support has been received from the landowner of 79-81 Milestone Road which forms the rest of the allocated site.

My first knowledge of this Planning Application was to see the formal notice fixed to the telegraph pole next to 75/77 Milestone rd. I happen to be the owner of 79/81 Milestone rd the former Doris Watts Care Home, which is in this allocated site, and was approved a planning consent on the 5th December 2011, planning reference No 11/1916/P/FP, but I was not consulted as part of this Application process by the owners! I am fully aware of the 'Rat-Run' and the increased traffic flow from this development, and would suggest that the following Highway improvements be provided by the Developers.

1. A wider Vision Splay for the access between 77-75 Milestone Road which will avoid vehicular accidents.
2. An offset mini roundabout, as a traffic calming measure.

Should land not be available at this location, then I am prepared to negotiate with the Developer and to provide items 1 & 2 to support improved Highways Infrastructure, as I have noted the comments that have been recorded so far by other Residents of Milestone Road.

The Benefits to this whole Community are indeed astounding, to make such an Affordable Housing provision considering the Housing Waiting List is truly commendable, and combined with true Conservative objectives, this Government have promised that all tenants in RSL/Housing Association Houses can have "Shared Ownership" giving our young families a chance to become homeowners and to contribute to our society with the distinct pride in eventually owning their own Homes.

However Highway matters are very important for the safety of our children, so with the improved suggestions by others, I am happy to contribute to this Allocated Site in a positive way, and it is only down to the Developer accepting the Highway advice as it comes from local knowledge of this part of Town, and from caring people.

3 APPLICANT'S CASE

3.1 The proposal is accompanied by a number of supporting documents which are available to view online. The Planning Statement submitted with the application is concluded as follows:

- The development plan for the purpose of this application is comprised of the West Oxfordshire District Council's Local Plan 2031 (adopted September 2018). The principle of

residential development in this location is established by Policy CA2 'Land at Milestone Road, Carterton' of the Local Plan which allocates the site for around 200 dwellings.

- It is considered that the proposals deliver an appropriate density (a density of 38 dwellings per hectare) on a scheme of high quality design and comply with the relevant policies in the adopted Local Plan. There are no material considerations which indicate that the application should not be determined in accordance with the development plan.
- In the context of the three dimensions to sustainable development: economic, social and environmental (listed in the NPPF) the proposal will:
 - provide jobs associated with the construction of new homes;
 - lead to additional expenditure in Carterton to the benefit of local services and facilities boosting their vitality and viability;
 - boost the supply of housing including 200 affordable homes;
 - reduce the need to travel by private car through providing residential development in a sustainable location; and
 - have excellent access to a range of services, facilities and public transport modes.
- In conclusion, the proposed development is in accordance with the relevant policies of the development plan as well as the National Planning Policy Framework. There are no insurmountable technical issues that should prevent permission being granted and therefore, it is respectfully requested that planning permission is granted without delay.

4 PLANNING POLICIES

CA2NEW Land at Milestone Road, Carterton

OS1NEW Presumption in favour of sustainable development

OS2NEW Locating development in the right places

OS3NEW Prudent use of natural resources

OS4NEW High quality design

OS5NEW Supporting infrastructure

H1NEW Amount and distribution of housing

H2NEW Delivery of new homes

H3NEW Affordable Housing

H4NEW Type and mix of new homes

H5NEW Custom and self build housing

EH2 Landscape character

EH3 Biodiversity and Geodiversity

EH4 Public realm and green infrastructure

EH5 Sport, recreation and childrens play

EH6 Decentralised and renewable or low carbo

EH7 Flood risk

EH8 Environmental protection

T1NEW Sustainable transport

T3NEW Public transport, walking and cycling

T2NEW Highway improvement schemes

T4NEW Parking provision

The National Planning Policy framework (NPPF) is also a material planning consideration.

5 PLANNING ASSESSMENT

Background Information

- 5.1 The proposal seeks full planning consent for 214 dwellings with associated landscaping, drainage and parking. The application has been amended in terms of the description (it was initially for 219 dwellings) and submitted drawings to address a number of consultee concerns.
- 5.2 The site is to the south of Milestone Road and immediately to the north of RAF Brize Norton. It was formally rear gardens to properties in Milestone Road but it is fenced off and is currently grassed over. The Carterton Mobile Home Park is to the west and Carterton Industrial Estate to the east of the site.
- 5.3 In terms of planning history, in 2012 committee considered a full planning application (12/1019/P/FP) for a 93 bed Extra Care unit and an outline application for the erection of residential development and formation of access road (12/1020/P/OP) and resolved to approve both but the legal agreements were never signed and the applications were finally disposed of.
- 5.4 Taking into account planning policy, other material considerations and the representations of interested parties your officers are of the opinion that the key considerations of the application are:

Principle

- 5.5 The site is allocated in the Local Plan 2031 under policy CA2 for around 200 houses on a slightly larger site area which included 79-81 Milestone Road. Unfortunately they have not come forward as a comprehensive scheme but we have to consider the scheme as submitted. The proposal is for a mix of 1-4 bed houses and apartments, ranging from single storey to three storey.
- 5.6 Policy CA2 requires that proposals for development should be consistent with the following:
- a) provision of a mix of house types and tenures including affordable housing in accordance with Policy H3 - Affordable Housing;
 - b) provision of satisfactory vehicular accesses from Milestone Road via a through road and appropriate pedestrian and cycle connections;
 - c) appropriate provision of and contributions towards essential supporting infrastructure, including the provision of supporting transport infrastructure, including mitigating the impact of traffic associated with the development; the provision of appropriate financial contributions towards LTP4 transport schemes; provision of appropriate public transport (services and infrastructure) serving the site; and provision of a comprehensive network for pedestrians and cyclists with good connectivity provided to adjoining areas and other key destinations.
 - d) development to take account of the height, scale and density of surrounding buildings;
 - e) where necessary, provision of noise mitigation measures to take account of potential noise from RAF Brize Norton
 - f) connection to the mains sewerage network which includes infrastructure upgrades where required including any necessary phasing arrangements.
 - g) demonstrate the use of renewable energy, sustainable design and construction methods, with a high level of energy efficiency in new buildings.

h) the developer will be required to set aside 5% of the developable plots for those wishing to undertake custom/self-build.

- 5.7 In terms of criteria a) the scheme is proposing 91% affordable provision which is significantly higher than the 35% sought by the policy. Because of this the proposal cannot bear all of the S106 contributions that have been requested by 3rd parties including the Oxfordshire Clinical Commissioning Group and OCC as they total £4,727,972. We have commissioned an independent viability assessment to consider what the scheme can bear in terms of contributions so we can balance the provision of affordable housing with the provision of infrastructure that is required for the additional 214 dwellings, effectively weighing up criteria a) and criteria c) of the policy above.
- 5.8 The applicants requested that the application be considered at the March committee as they are seeking grant funding which requires a planning permission by the end of March. Additional information was requested by the independent assessors on the 13th February and unfortunately the applicants did not respond for two weeks so there has been a delay in this assessment. Until the outcome of the assessment is known, officers are not in a position to make a recommendation.
- 5.9 In respect of criteria d) above, the initial scheme was not considered to be of a high enough quality in terms of its design and layout. Alternative schemes have been drawn up to address officer concerns and a final version was submitted on Friday 28th February. This has been readvertised and further consultations have been undertaken and the expiry date of that extended period is the 20th March. It is hoped officers may be able to update members further in the additional representations report but clearly the chances of being in a position to make a recommendation are slim, and it would normally be expected that a development of this scale would not be pushed through in advance of adequate consultation.

Conclusion

- 5.10 At the time of agenda preparation there are still key consultation responses outstanding on the amended plans and the viability assessment has not been received so the S106 package has yet to be finalised. Officers are therefore presenting the application in order that Members can advise as to whether there are any further key issues that they would wish the final report to address.
- 5.11 In light of these observations, having considered the relevant planning policies and all other material considerations, your officers do not consider that the proposed development is yet in a position to receive a recommendation and as such would advise that it is DEFERRED pending a full report and recommendation in due course.

6 RECOMMENDATION

The application is recommended for deferral to await the outcome of the viability assessment and the conclusion of the reconsultation period.

Extract from Additional Representations Report: 16 March 2020

Application Number	19/02809/FUL
Site Address	Land South Of Milestone Road Carterton Oxfordshire
Date	4th March 2020
Officer	Abby Fettes
Officer Recommendations	Defer
Parish	Carterton Parish Council
Grid Reference	427742 E 205940 N
Committee Date	16th March 2020

Application Details:

Erection of 214 dwellings with associated landscaping, surface water attenuation and parking (Amended description and plans).

Applicant Details:

Partner Construction Ltd
C/O Agent

Additional Representations:1.1 **OCC**

It is understood that the highways and drainage engineers have removed their technical objections but a formal consultation response has yet to be received from the County Council.

1.2 **MOD Safeguarding**

Comments have yet to be received on the amended plans

2 Additional Representations

2.1 A further letter from Harry Watts commenting:

Having now had the chance to fully read the updated Response from Oxfordshire County Council dated 3rd February 2020 in regard to Application No. 19/02809/FUL-2, I would make the following observations, as they relate not only to that Planning Application, but also to property which I own, and other properties which I have control over:

I specifically refer to the Report from Tim Peart - Interim Principle Transport Planner, dated 30th January 2020, and which forms part of the County Council's Representation dated 3rd February 2020.

Under the section of Tim Peart's Report, headed Key Points, the Interim Principle Transport Planner clearly states that there is a requirement for 'A raised table junction at the eastern site access and a traffic calming build out on Milestone Road are required' (3rd point).

In addition, under the section of Tim Peart's Report, headed Access, he clearly states that 'The visibility splays shown in the plan at Appendix 4 of the Supplementary information document at the site access junctions are insufficient for the speed of Milestone Road' (Paragraph 1).

Paragarph 1 goes on to state that since traffic speeds along Milestone Road have been recorded at 29.6mph, Visibility Splays of 2.4m x 43m are requird for the junctions, and not

2.4m x 25m as have been designed by the Applicant's Highway Consultants, as Milestone Road is a 30mph road, and not a 20mph road.

'Therefore visibility splays of 2.4m x 43m are required' (end of Paragraph 1).

With regard to the eastern access junction, through Paragraph 3 of the Access section of Tim Peart's Report, he outlines that 'I note that the applicant proposes a raised table junction in this location to provide traffic calming. This would be acceptable - provided appropriate visibility splays can be achieved.....'

Tim Peart goes on to outline in Paragraph 4 of the Access section that 'The application documents have not demonstrated that sufficient visibility splays can be achieved at the site access junctions and therefore I must object to the application'

Bearing all of the above in mind, I turn back to the Objection and comments made by Tim Peart with regard to the inadequate visibility splays being proposed for the eastern junction of the proposed development.

I draw your attention to Plan 1 attached to this Statement, where I have drawn on the 2.4m x 43m County Highways visibility splay requirements, to scale.

As can be clearly seen from Plan 1 attached to this Statement, the Visibility splays will need to cross Third Party land in the form of the front garden/areas of Nos. 75, 77, 79 and 81 Milestone Road, in order to be deliverable/achieved.

I am the Freehold owner of 79-81 Milestone Road, and have control over Nos. 75 and 77 Milestone Road, which I can purchase once a suitable and implementable planning application is achieved, in some form.

I have previously stated, and which is on public record, my Support for Application No. 19/02809/FUL, even though that Planning Application for 219 dwellings did not include 79-81 Milestone Road within the Red Line boundary, albeit part of the Milestone Road Housing Allocation for around 200 units outlined via Policy CA2 of the Adopted West Oxfordshire Local Plan (September 2018).

I have tried to contact the Applicant (Partner Construction Ltd) on several occasions in order to help with their Planning Application in any way that I could.

Now that Tim Peart has clearly stated the County Council's requirement for not only a raised table, but also the 2.4m x 43m visibility splays, I can help the Applicants (Partner Construction Ltd) to achieve this County Highways requirement, and am prepared to reach a fair and amicable financial settlement with the Applicant (Partner Construction Ltd) (for not only 79-81 Milestone Road, which I own, but also for 75, and 77 Milestone Road, which I have control over.

I would reiterate again that if the Applicants (Partner Construction Lts & IBIS) had included Nos. 77, 79 and 81 Milestone Road within their red line planning application boundary, as per the Policy CA2 Housing Allocation, then this matter of inadequate visibility splays would not have arisen.

Naturally things have now moved forwards into OCC accepting a visibility splay of 33m on Tims letter of the 10 March 2020, provided that the other Traffic Calming measures are put in place: Raised Table Calming Build outs.

The Transport Plan No . ITP-810-001 DATED 10TH March 2020 does not clearly show the Raised Table and Traffic Calming Build Outs on the main eastern access into the site which are required by OCC Highways , as far as I can tell.

3 Applicants case

3.1 The applicants agent has submitted the following statement:

Members will be aware that 91% of the homes to be provided through this scheme will be affordable. The funding for these affordable homes has been secured in principle via a Homes England grant, however this needs to be drawn down before 31 March 2020 in order to avoid losing the grant funding, and the applicant cannot draw down the funding unless planning consent has been secured in principle. Members should also be aware that the Council itself is also directing funding towards this site. At the time of writing this report, the recommendation by officers is that the application be deferred, but officers and the applicant have agreed to continue seeking to address the outstanding matters over the next week so that additional information, and if appropriate an amended recommendation, can be presented to members via a late items agenda update note before the day of the committee.

4 Planning update

4.1 At the time of the preparation of this report officers are being put under considerable pressure to bring this application forward for approval. However, there are a number of critical issues that at present are not been resolved or where the advice of a key consultee has yet to be received or where the necessary negotiation/arbitration has not occurred. Critically despite being advised as to the necessity to provide sufficient financial information (eg. Existing land values) for an independent viability assessment the applicants have only provided part of the information and much of it very late in the day. This viability assessment is required so a balance between the provision of affordable housing and contributions towards the necessary infrastructure can be found, in order for the proposal to comply with the infrastructure requirements set out in policy CA2. Whilst the provision of 91% affordable housing is welcomed, it needs to be demonstrated that this will not adversely impact existing infrastructure issues/shortages in the area. Officers also retain a number of design and amenity reservations that were raised at pre app stage last year and during the course of this application.

4.2 In these circumstances the recommendation would normally have been that the application was not in a position to be determined and as such should be deferred so that members could receive a full report where all the issues are properly balance and an informed decision could be made. The applicants are pushing for a determination at this meeting for the reasons set out in their case above.

4.3 In your officers consideration this leaves the following options:

a) the application be refused on the grounds it does not comply with the relevant policies (and following the presentation any other reasons that members consider necessary)

b) the application be deferred to await submission of all the relevant information and consideration in due course in the normal fashion

c) that members resolve to approve the application – albeit its not exactly clear what is being approved or what the S106 package would include

d) that members delegate authority to officers to approve the application- subject to no further technical objections, any changes members may require of the design, and the necessary infrastructure contributions being secured (and/or reducing the amount of affordable housing in order to increase the contributions to an appropriate level)

4.3 Officers will present the most up to date position at the meeting and seek guidance from members as to how they wish to proceed.