

WEST OXFORDSHIRE DISTRICT COUNCIL

DEVELOPMENT CONTROL COMMITTEE:

THURSDAY 9TH OCTOBER 2014

REPORT OF THE HEAD OF PLANNING & STRATEGIC HOUSING

I4/0091/P/OP East Carterton, Carterton	
Date	20/01/14
Officer	Phil Shaw
Officer Recommendation	Grant, subject to the applicant first entering into a legal agreement
Parish	BRIZE NORTON
Grid Ref:	

APPLICATION DETAILS

Development comprising up to 700 houses, an employment area of 1.5 hectares (Use Classes B1 and B8, together with car showroom use which is Sui Generis), a local centre of 1.0 hectare (Use Classes A1 to A5, B1(a), C1, C2, C3, D1 and D2), a primary school with a site of 2.2 hectares, playing fields, allotments, informal open space, landscaping, drainage improvements and associated engineering works such as highways, cycleways and footways.

APPLICANT

Bloor Homes C/O Agent

THE SITE

The application site comprises 51.3 hectares of farmland to the east of the built-up area of Carterton, to the west of the main part of the village of Brize Norton and to the north of RAF Brize Norton. The site falls within the Parish of Brize Norton. It is bounded by Monahan Way to the west, Carterton Road and the Carterton Sports Pavilion and playing fields to the south and by Burford Road to the north. To the east is the security fence and large buildings of the RAF Tactical Medical Wing.

The site comprises farmland in five fields defined by hedgerows and by trees along Monahan Way. The land rises relatively steeply from Burford Road to a ridge in the northern part of the site and from there slopes gently down to the south eastern edge. A public right of way crosses the site from north-east to south-west between Burford Road and the playing fields.

THE APPLICATION

The application is in outline with the means of access as the only matter of detail to be determined at this stage. The accesses comprise two new road junctions on Monahan Way. The principal access would be to the existing Teasel Way roundabout with a secondary T junction further south between Bluebell Way and Lilac Way. Footpath and cycleway connections are proposed, including direct links from the development to the existing cycle route at Lilac Way and to the cycleway and footpath on Bluebell Way.

The proposed development consists of up to 700 dwellings including affordable housing; a local centre which is expected to include shops, a public house and associated overnight accommodation, small scale offices and extra care housing; an employment area with office, light industrial, trade counter and car showroom uses; a new primary school; public open space including an extension of the Kilkenny Lane Country Park, playing fields, play facilities and allotments. The application proposals also allow for other uses falling within Classes B8 (warehousing), A2 (financial and professional services), A3 restaurants and cafes), A5 (hot food takeaway), D1 (non-residential uses) and D2 (assembly and leisure).

The submitted Design and Access Statement indicates the expected areas to be devoted to the different proposed uses as follows:

Use	Area (ha)
Residential	21
Green infrastructure	22
Primary school	2.2
Employment	1.5
Local centre	1

An illustrative masterplan shows how the applicant envisages the development taking place based on technical assessments, discussions with Council officers and local consultations.

The masterplan shows built development concentrated within the central and western parts of the site with undeveloped areas to the north, east and south which would form an extension to the Kilkenny Lane Country Park and a buffer to the village of Brize Norton. The employment area, local centre and primary school would be located close to the western boundary and the proposed vehicular accesses from Monahan Way.

Accompanying the application is an Environmental Statement with the following sections:

- Site description
- Proposed development and land uses assessed
- EIA scoping, consultation, alternatives and scheme design
- Planning policy context
- Archaeology, heritage assets and the effect on the setting of Listed Buildings (with Report on Archaeological Geophysical Survey 2013 appendix)
- Flood risk and drainage (with Flood Risk Assessment and Drainage Strategy appendix)
- Ecology (with Extended Phase I Habitat Survey, Bat Survey, Water Vole and Otter Survey, Great Crested Newt Survey, Breeding Bird Survey and Winter Bird Survey appendices)
- Socio-economic effects
- Transport and access
- Air quality
- Noise
- Landscape and visual effects (with Arboricultural Assessment and Green Infrastructure and Biodiversity Management Plan appendices)

In addition, the application is accompanied by the following reports:

- Planning Statement
- Design and Access Statement
- Statement of Community Engagement
- Cultural Heritage Assessment
- Phase II Ground Investigation
- Appraisal of on and off site Infrastructure Services
- Transport Assessment
- Community Travel Plan
- Carterton Landscape Assessment 2009
- External Lighting

The original application was the subject of additional and revised details comprising an Employment Land Report; an Addendum to the Design and Access Statement; a revision of the description of development to include reference to CI (hotel) use for consistency with details in the supporting documentation, and a letter from the applicant responding to issues raised in representations.

The application proposals have been advertised as development that would not accord with the provisions of the adopted development plan.

PLANNING HISTORY

There are no previous relevant planning applications for the site but it has been the subject of detailed assessment and consultation through the emerging West Oxfordshire Local Plan (previously referred to as Core Strategy).

In November 2012 the site was identified in the draft Local Plan as an allocation for about 700 homes. The draft allocation of 700 homes was subsequently carried forward into the Local Plan Housing Consultation Paper (July 2014) consultation on which closed on 19 September 2014.

APPLICANT'S STATEMENT

A statement in support of the application proposals is attached as an Appendix to this report.

CONSULTATIONS

Brize Norton Parish Council

Objection. A detailed analysis of the application concludes that:

- Development in Brize Norton Parish is expressly excluded from the current Local Plan 2011 and the proposed development does not meet the core requirements of sustainable development in the NPPF. The NPPF cannot therefore take precedence over the Local Plan.
- 700 homes in this location are not required to improve local housing land supply which has committed development for more than 800 homes and a planned growth requirement of 601 to 2028. The planning benefits referred to in the Planning Statement (para 7.4) are not therefore relevant and are only required to meet the needs of the new housing.
- Experience of Shilton Park indicates that the alleged economic benefits are unlikely to materialise.
- Much of the evidence and conclusions in the submitted documentation cannot be relied upon and the whole basis of the application must be questionable. The five crossing points of Monahan Way will be a significant hazard to people crossing the road and an impediment to traffic flow that is not fully identified or assessed in the Transport Assessment.
- Monahan Way remains what it was originally designed to be, the boundary of the Carterton Urban Area – this is not recognised in the Kirkham Report.
- The Masterplan should be revised so that the linear country park becomes a proper woodland; to relocate the allotments to the south of the proposed development and to include additional pathways/cycleways through the boundary woodland to provide better links between the development and Brize Norton.
- West Oxfordshire is predominantly rural with significant employment more than 15 miles away with no direct reasonable transport connections. RAF Brize Norton is not an engine of employment growth and Shilton Park has not generated any significant growth in employment opportunities or retail spending in Carterton. New housing will not create employment. More than 50% of residents will out-commute, so the development is unsustainable.
- A review of employment opportunities concludes that West Oxfordshire is unattractive to business because of the poor road infrastructure; that the Savills report confirms this and states that there is no need to increase the supply of employment land; that the LEP forecast for jobs is extremely optimistic; that the major increase in employment (education and science) enterprises are outside West Oxfordshire; that any major development will increase commuting; and that even if the number of houses proposed in the reduced SHMA were built, current infrastructure would be stressed beyond breaking point.
- A review of traffic and transport data concludes that traffic flows through the village are high and speeding is a problem; that the estate will increase traffic in the village; that the applicant's traffic assessments confuse reducing congestion with reducing traffic flows and therefore making the village's roads safer; that traffic calming is essential at three entries to the village and that only the Monahan Way – Witney Road link can reduce traffic through the village.
- A review of noise assessments concludes that the site would be subject to noise levels between 50 and 77dB from Engine Ground Running at any time for up to 30 minutes; that the applicant's noise report is of poor quality and should be discounted; that average noise level data ignores periods when noise levels could be higher; that this is not the right location for a large housing estate.

If permission is granted:

- The proposed surface water drainage scheme should be implemented and demonstrably fit for purpose before significant development takes place.
- Foul drainage upgrades should be approved by Thames Water and completed before any occupation of the proposed development.

- Segregated cycle ways and footpaths from the development to Witney and to Brize Norton shall be constructed.
- The B4477 to Witney/Curbridge Road link should be constructed before significant development takes place to eliminate all construction traffic from the village.
- Contributions should be secured for village landscaping (£20K), drainage improvements (£20K), an extension to the Elderbank Hall for a meeting room, a new village sports pavilion, traffic calming measures such as three chicanes on roads entering the village and a possible tightening of the mini-roundabout next to the Parish Church.

Attached to the further response of the Parish Council is a 261 signature petition in support of propositions not wanting i) a large housing estate comprising 700+ dwellings to be built in the parish of Brize Norton, and ii) Brize Norton to be swallowed up and becoming part of a town.

It is understood that Members have also been separately contacted with a document entitled "Brize Norton- a community under threat"

Carterton Town Council

It is critical that the infrastructure of the town is improved to cope with the increase in residents resulting from 700 houses. The cumulative impact of all the proposed developments must also be considered. This is an opportunity to look at community infrastructure as a whole including employment, schools, health care, leisure and open spaces and other essential services. General observations:

- The employment area is too small: 10ha would be appropriate. The site should be designated for employment land only. Given noise issues and the proximity of the RAF base it would be more appropriate and would encourage complementary businesses.
- Provision of the B4477 to Witney/Curbridge Road link before development commences is essential to avoid gridlock with any funding shortfall negotiated with the MoD.
- WODC should consider formal transfer of the country park to the Town Council.
- A feasibility study of town centre highway issues is needed to inform a Town Centre Strategy.
- A feasibility study of affordable housing on sites owned by the Town Council is needed.
- The highest environmental standards should be secured to improve the energy efficiency of the housing stock, secure the replacement of any felled trees and with lit footpaths wide enough for wheel chairs and pushchairs.
- A site for a cemetery should be identified and provided or part funded.

Specific requirements are contributions to a Market Square initiative (£20K), town centre enhancements (20K), shop frontage improvements in Burford Road (£15K) and feasibility studies (£15K).

Minster Lovell Parish Council

Concern with the potential increase in traffic using Minster Lovell's roads. Supports the need for west facing slip roads onto the A40 at Minster Lovell to avoid years of heavy traffic using the Brize Norton Road. This road cannot accommodate two large vehicles and necessitates use of the footway to the detriment of the safety of residents and footway users.

Thames Water

Existing waste water infrastructure is not able to accommodate the needs of the development. A condition should therefore require a detailed drainage strategy. The developer is responsible for making proper provision for surface water and Thames Water will aim to provide mains water.

Environment Agency

No objection subject to conditions requiring compliance with the submitted flood risk assessment, approval of a scheme to provide four flood storage areas referred to in the assessment and a remediation scheme if contamination is found.

Natural England

No objection on grounds of statutory nature conservation sites. Comments on standing advice on protected species, local sites and the possible potential for biodiversity and landscape enhancements.

BBOWT

Holding objection on grounds of insufficient compensation for loss of habitat for farmland birds, inadequate assessment of otter activity on site, and the lack of contribution to enhancements of the Shill Brook Valley within the South Cotswolds Valleys Conservation Target Areas (CTA).

Thames Valley Police

Contributions sought to address the impact of the development on policing of the area totalling £77,610 for remote IT facilities, ANPR cameras, patrol car and PCSO vehicle.

Crime Prevention Design Advisor, Oxfordshire Neighbourhood Policing and Partnerships

No objection but concern that the Design and Access Statement does not address crime and disorder. Recommends a condition requiring details of measures to be incorporated in the development to demonstrate how Secured By Design accreditation will be achieved. Offers advice on design principles to be incorporated in a reserved matters application.

Ministry of Defence (MoD)

No safeguarding objection.

OCC

Supports the proposal in principle subject to various planning conditions and to the delivery of on-site and off-site infrastructure improvements and the provision of contributions to mitigate the potential impacts of the development and improve the safe accessibility of the site.

Proposed conditions relate to compliance with the access details, a construction management plan, the implementation of an amended travel plan, safeguarding, protecting and enhancing rights of way on the site, the implementation of an approved scheme of archaeological investigation, the implementation of off-site farmland bird mitigation measures and proposed on-site ecological mitigation measures and the provision of fire hydrants.

Off-site highway infrastructure requirements are signalisation of the existing priority arrangements of the A40 off-slip and on-slip with the B4477, bus stops on Carterton Road and gateway features on the western and southern entries to Brize Norton and at the northern end of the site frontage on Monahan Way.

Pedestrian and cycle infrastructure requirements are toucan crossings on Monahan Way with refuges at the Teasel Way roundabout; connections from the development to the existing footway/cycleway at the intersection of Monahan Way and Burford Road; new footway/cycleways along the eastern side of Monahan Way between the Norton Way and Teasel Way roundabouts and along the southern side of Carterton Road westwards from the proposed bus stops; a new footway connection from Norton Way to the Co-operative nursery, and upgrading the footpath along the northern side of Brize Norton Road en-route to the town centre to a footway/cycleway with a new toucan crossing east of Wycombe Way.

Infrastructure contributions are to the Carterton Strategic Transport Package (£1,578,297), to public transport comprising improvements to the S1/S2 bus services (£700,000), to the provision and maintenance of two electronic real time information displays at the bus stops (£20,000), to public rights of way in the vicinity (£55,000), the delivery of a one form entry primary school on a 2.2ha site (£5,129,000), contributions to the expansion of one or more SEN schools (£125,690), to library services (£153,085), waste management (£115,085), youth support services (£32,725), museum resource centre (£9,005), a fire station (£375,509), day care facilities (£170,500), to the Conservation Target Area and Country Park.

WODC: Environmental Health

Recommends a condition requiring sound insulation of buildings to ensure good day and night time internal noise standards.

WODC: Environmental Services: Landscape

Interested in managing country park extension but less interested in incidental open space. Encourages sustainable drainage and urges care in choice of species and location of structural landscaping to prevent long term nuisance to householders.

WODC: Housing Enabling Manager

Supports application which will enable the Council to meet its affordable housing targets and reduce the number of those in housing need still awaiting suitable housing (currently 300 households qualify for affordable housing in Carterton). Ideally the mix should be within the range of one bed apartments to four bedroom family houses.

WODC: Public Art

Requires a public art contribution of up to £140,000 for temporary public art and effective footpath signage.

WODC: Leisure Services

No objection subject to provision and maintenance of NEAP play area and MUGA on site (£397,769) and to contributions towards the Kilkenny Country Park (£45,000), improvements to Carterton Leisure Centre (£521,020) and the provision and maintenance of two football pitches (£314,300).

WODC Community Services: Waste Officer

Sets out bin and access requirements.

WODC Community Safety

The development would be beyond the 'walk to shop' range and would result in a considerable extra demand for parking in Carterton and Witney for which there are no planned improvements.

REPRESENTATIONS

The following is a summary of the principal matters raised in response to the application proposals. It is not practical to provide details of all of the submissions, some of which include very detailed, technical analyses particularly on matters of housing need, drainage and noise. However, all representations have been considered in full and are available for inspection.

Objections have been received in some 311 representations on the original submission and some 202 representations after receipt of supplementary details, on the following grounds:

Policy

The development would conflict with policies BE2, H2, H4, H7, NE1 and NE2 of the extant Local Plan 2011.

The development is unsustainable development in the countryside, where there is little local employment, few sustainable transport options, and where poor living conditions would be created, in conflict with the National Planning Policy Framework.

Traffic impact

Insufficient employment opportunities (particularly well paid jobs) would increase commuting traffic further clogging an overloaded road system and particularly congestion on the A40.

The Traffic Assessment's estimates of the proportion of traffic going to Oxford and 'other destinations' is likely to be an underestimate and the proportions using sustainable transport an overestimate.

Distance from the town centre would increase shopping traffic to Witney.

Very high traffic already exists at the junction of Carterton Road and Station Road and an existing problem of speeding traffic in Station Road.

Increased traffic through Brize Norton would worsen safety (including of children walking and cycling to the Primary School) and the state of the village roads and would increase pollution, greenhouse gases, vibration (and consequential building damage including to St Britius Church) and noise nuisance.

A better solution for the A40 than improvements to the junction at Minster Lovell Bridge would be to construct the link between Monahan Way and the Witney/Curbridge Road which could have modest upgrades.

The problem of dangerous manoeuvres at the Burford Road/Monahan Way junction would be exacerbated by locating the main access to the site on Monahan Way.

The 'Brize Norton village by-pass to address the c50% of traffic in the Witney direction using Curbridge Road is not now to be progressed.

The Monahan Way/Bluebell Way is already very busy.

Character and landscape issues

The proposal would destroy a buffer between Brize Norton and Carterton and cause a coalescence of the settlements, contrary to Local Plan policies NE1 and NE2 and the WODC Landscape Assessment 2009.

High density modern housing so close would be out of keeping with the character and setting of development in Brize Norton and its historic and listed houses and harm the separate identity of one of Oxfordshire's oldest village settlements, contrary to Local Plan Policy BE2.

The proposed Arts and Crafts style development would be out of keeping.

The development would be an island community beyond Monahan Way with no real attempt to 'dismantle' it. It is not a logical extension of Carterton.

A proper woodland belt around the development is needed.

Flooding and drainage

Would increase existing flood problems in Brize Norton.

An existing problem of flooding at the sewage works south of Brize Norton which can only get worse. Shilton Park was supposed to reduce flooding downstream but did not and SUDS will not prevent flash flooding.

It would affect the water table and potentially harm local listed buildings.

Cost of flood attenuation and damage makes the development unsustainable.

Attenuation ponds will only work if empty to start with.

Flood alleviation measures should be in place before any other development and a bond secured for future remedial work and compensation.

An attenuation pond opposite the Mason's Arms was identified by WODC engineers as needed but is only shown on the plans as a possibility.

Living conditions

Residents would suffer from noise, light pollution and aviation fuel smells/pollution particularly from proximity (750m) to RAF Brize Norton and the Aircraft Servicing Platform to the detriment of their health and well-being.

Noise complaints have grown since 2011 and will increase as more C130 and A400M aircraft are brought into service.

Average noise levels are not a good measure of its effect: what affects people are the maximum short noise period events which disturb sleep and cause enormous irritation.

Double glazing does not mitigate noise in gardens or inside in the summer when windows are open.

The prevailing winds increase the impact of noise and smells/pollution on the site.

The new community would not be integrated within Carterton, being located beyond Monahan Way.

The proposed school would cause noise and disturbance to residents of Bluebell Way.

The proposed recreational facilities will be a source of noise nuisance.

The development would affect views from existing properties, particularly properties on lower ground in Burford Road, and reduce their value.

Community facilities

A new primary school could adversely affect other primary schools and could cause the closure of Brize Norton Primary School.

The new housing would increase competition for places at Brize Norton Primary School.

Two local doctors' surgeries are already working to capacity and the nearest A&E and secondary health facilities are in hospitals on the east side of Oxford.

There is no nearby ambulance station or fire station.

New football pitches are not needed – a running track and tennis courts would be better.

Proposed employment area

There are many vacant units and this would increase the oversupply. The Local Plan Monitoring Report 2012/2013 showed 4.3ha of allocated employment land in West Oxfordshire and Ventura Business parks and commented that the market for premises in Carterton is slow.

The applicant's Employment Land report reinforces the fact that there is no prospect of new local employment for the future residents and that the development is therefore unsustainable.

Procedural

The pre-application consultation event took place in Carterton not Brize Norton and was flawed in other respects.

The technical reports are difficult to challenge.

The application plans do not show the RAF Medical Facility and the Aircraft Servicing Platform that are sources of noise and light pollution.

The application is premature in advance of the new Local Plan strategy. There is no overriding need for new housing to meet a five year land supply or a specific local need. It would therefore set a precedent for further development and a potential imbalance of housing and jobs.

Other options

Development to the west of Carterton would produce a more balanced town.

Dispersed smaller developments around the District would be preferable.

Development should be in or adjacent to Oxford where it is close to employment.

Witney and Carterton are too close to each other for major development to take place in both.

The need could be met within the built-up area of Carterton, especially the REEMA housing.

There has been sufficient growth at Carterton – a breathing space is required to consolidate and integrate Shilton Park and allow for infrastructure to develop.

A master plan for Carterton should identify this site for employment in an environment unsuitable for housing. It is the only site in the town that can accommodate a high quality business park.

Kilkenny Lane is a better location for housing.

Other matters

When Shilton Park was developed an assurance was given that no further development would be allowed to the east of Monahan Way.

The allotments would not be well placed to meet the existing need – would there be a parking facility?

The development would do little to boost the town centre

The development could be a target for terrorists because of its proximity to the air base.

Any planning permission should stipulate a pause of at least a year after 10% of the development is carried out for impacts to be monitored.

The Council had said that no further housing would be permitted after completion of Shilton Park

The Council has already decided that the site should be developed despite local opposition contrary to the spirit of localism and community governance reviews in the Governments Act 2007.

The results of a survey by the Brize Norton Action Group have been submitted. Of 84 respondents 98% oppose the proposed building of 700+ houses in the Parish; 98% considered that it would seriously affect the character of the village; 95% believed that Monahan Way should be the eastern limit of Carterton; 87% considered that the arrival of the C-130 Hercules has increased the level of nuisance of noise from the base; 100% considered that further development of Carterton would increase traffic in the village; 88% did not believe the developer's assurances that their plans would remove any risk of future flooding, and 92% agreed that future major housing developments should be located where there are the best job prospects.

Support has been received in some 151 representations on the following grounds in which in most respects the site is seen as preferable to development west of Carterton:

The site is close to employment at RAF Brize Norton and the business parks as well as to facilities such as the leisure centre, Broadshires Medical Centre, football pitches and the shops and community centre at Shilton Park.

The site is a logical extension of Shilton Park/Carterton

Further growth potential would be limited by major roads and a permanent buffer would be created to Brize Norton

It is suitable because most traffic from Carterton will travel in an easterly direction and would not need to go through the town and rat run through residential areas causing congestion and pollution

It provides an opportunity to extend the Kilkenny Country Park

The land is unattractive

The site has services and is economic and easy to develop and could bring new homes including affordable homes in a short timescale.

One representation expressed support in principle but commented on the small size of the Country Park extension and the inclusion of areas retained for agriculture and on the need to ensure satisfactory details of the green areas and biodiversity mitigation measures. A further representation has commented on the need for measures to mitigate the impact of increased traffic and traffic speeds in Brize Norton.

PLANNING ASSESSMENT

Taking into account the representations of the interested parties, planning policy and other material considerations, the main issues are considered to relate to:

- the principle of developing the site
- prematurity
- housing land supply
- landscape and visual impact and setting of Brize Norton
- the character and distinctiveness of the development
- the mix of uses
- the mix of housing including the provision of affordable housing
- access and travel
- drainage, pollution and flood risk
- heritage assets
- other infrastructure
- biodiversity
- living and working conditions on site and nearby.

These matters are considered below having particular regard to saved policies of the adopted West Oxfordshire Local Plan 2011 (LP), the Draft West Oxfordshire Local Plan 2012 (DLP), the West Oxfordshire Local Plan Housing Consultation Paper (July 2014), the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG).

The principle of developing the site

The first key consideration is whether large-scale residential development in this location is acceptable in principle.

With regard to the adopted Local Plan, the most applicable policy is Policy H7 which states that new dwellings will be permitted in service centres (such as Carterton) in the following circumstances:

- Infilling
- Rounding-off within the existing built up area
- The conversion of appropriate existing buildings
- On sites specifically allocated for residential development in the plan.

The application site is in the countryside where only restricted types of development are considered appropriate (Policy H4).

It also falls within a strategic gap/buffer area identified between Carterton and Brize Norton Village. Policy NE2 of the adopted Local Plan applies and states that only certain types of development will be considered appropriate.

As the site is not allocated for residential development, (in the adopted Local Plan) and the application proposals are not limited to development considered appropriate in Policies H4, H7 and NE2, the proposal represents a departure from the Local Plan and has been advertised as such.

It is relevant to note however that the Council is not currently able to demonstrate a 5-year supply of deliverable housing land. In this regard, Paragraph 49 of the NPPF is of relevance and states that, 'Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites'.

As such, the policies of the adopted local plan relating to the supply of housing (including Policy H4 and Policy H7) can only be given limited weight. The issue of housing land supply is considered in more detail later in the report. The implications of Policy NE2 are also addressed later in the report.

It is relevant to note at this point that the application site, although not allocated for residential development in the adopted Local Plan (2006) is the subject of a draft allocation for the provision of about 700 homes under Core Policy 31 of the Draft Local Plan - DLP (2012).

The DLP was published in November 2012 following several rounds of consultation in which the relative merits of expansion to the east, west, north and north west of Carterton were explored and debated. It was based on an overall housing target of 5,500 homes.

Having regard to a range of evidence and analysis, Officers concluded that on balance, land to the east of Carterton was to be preferred and the site was subsequently allocated in the DLP following the agreement of Cabinet on 17th October 2012 as the East Carterton Strategic Development Area (SDA).

Alternative options to the north, north west and west of Carterton were rejected.

The plan was subject to public consultation from 7th November until 19th December 2012.

Formal publication of the pre-submission draft Local Plan was planned for summer 2013 but deferred to take account of the Oxfordshire Strategic Housing Market Assessment (SHMA) published in April 2014. Taking account of the SHMA and other relevant evidence, the Council recently published a Local Plan Housing Consultation Paper which proposes to increase the housing target from the 5,500 homes set out in the DLP (2012) to 9,450 homes. The application site is identified for the provision of about 700 homes.

The period for comments closed on 19 September 2014. The comments received in relation to land to the east of Carterton have been subject to review by Officers and are not considered to raise any significant, new issues over and above those submitted in response to the 2012 DLP consultation and current outline planning application.

In terms of the weight that can be afforded to the emerging Local Plan, advice is provided in Paragraph 216 of the NPPF which states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan, the extent to which there are unresolved objections to relevant policies and the degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF.

In this instance the DLP is yet to be formally published and submitted and the allocation of land to the east of Carterton is the subject of a large number of outstanding objections. As such, the draft plan can only be given relatively limited weight.

Notwithstanding this, the fact that the site continues to be the subject of a draft local plan allocation clearly indicates that it is considered by the Council to be suitable in principle for mixed-use development to include around 700 homes.

Prematurity

The fact that the site is allocated in a draft Local Plan raises the issue of whether or not it would be 'premature' to determine the application prior to the Local Plan being adopted.

Specific advice on the issue of prematurity is set out in the Government's Planning Practice Guidance (PPG) which states that in the context of the NPPF and in particular the presumption in favour of sustainable development:

'Arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account.'

It goes on to state that:

'Such circumstances are likely, but not exclusively, to be limited to situations where both:

- a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood Planning; and*
- b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.'*

Importantly it states that:

'refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period'.

On this basis, in the current circumstances, Officers do not consider that it would be reasonable to refuse planning permission on the grounds of prematurity.

Housing Land Supply

One of the core principles in the NPPF is that planning should *'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth (paragraph 17).*

Paragraph 47 of the NPPF states that local planning authorities should:

'Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.'

Given the previous strong rate of housing delivery in West Oxfordshire, the 5% buffer is considered to apply.

Paragraph 49 of the NPPF goes on to state that:

'Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites'.

In the absence of a five-year supply of deliverable housing sites, Paragraph 14 of the NPPF applies and states that:

'At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For decision-making this means:

- *approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.*

Demonstration of an adequate 5-year housing land supply is therefore an important issue.

The Council published a 5-year housing land supply position statement in April 2014. This was calculated using a target of 541 homes per annum (based on the Government's household projections as adjusted through the Oxfordshire Strategic Housing Market Assessment) and took account of anticipated housing supply in the period 1st April 2014 – 31st March 2019.

When the overall 5-year requirement (3,091 homes) was set against anticipated supply (2,962 homes) it was evident that the Council was unable to demonstrate a 5-year supply of deliverable housing sites (4.7 years only).

Housing land supply is however in a constant state of flux and since April, a number of new planning permissions have been granted along with resolutions to grant permission subject to a legal agreement. An updated housing land supply position statement has therefore been prepared to reflect the situation as of the end of September 2014.

The updated statement considers likely housing delivery in the 5-year period 1st April 2015 – 31st March 2020. It is based on the same target of 541 homes per annum used in the April 2014 position statement

but the overall 5-year requirement has increased from 3,091 to 3,228 as a result of fewer than expected completions in 2013/14 and further anticipated under-supply in 2014/15 (307 homes only).

In terms of anticipated supply, this has increased slightly to 3,114. The increase since April 2014 is relatively modest because a number of the sites that have secured permission or resolution to grant permission since April were already included in the previous housing land supply calculation (e.g. Swinbrook Road, Carterton and Cromwell Park, Chipping Norton). The updated position statement also includes a lower windfall allowance to take account of potential double counting with the existing planning permissions on previously unidentified (windfall) sites.

Because the anticipated supply (3,114) remains below the 5-year requirement (3,228) the Council is currently unable to demonstrate a 5-year supply of deliverable housing sites (4.8 years only).

As such, Policy H7 and Policy H4 of the adopted Local Plan in this instance can only be afforded limited weight and in line with paragraph 14 of the NPPF, there is a presumption in favour of planning permission being granted unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- specific policies in the NPPF indicate development should be restricted

These issues are explored in the remainder of the report.

Given that the Council is currently unable to demonstrate a 5 year supply of deliverable housing sites, consideration must be given to the contribution that the application site might reasonably be expected to make towards the 5-year housing land supply in the period 2015 - 2020.

It is the case in West Oxfordshire that there are not enough previously developed 'brownfield' sites available to meet the identified housing requirement and that inevitably, some development on undeveloped Greenfield land such as the application site will be needed.

If outline permission were to be granted in line with the Officer recommendation, it is reasonable to assume that the first residential completions could take place in 2016/17. With an anticipated delivery rate of around 75 dwellings per year, between 2016 and 2020 the site is likely to deliver around 300 new homes.

Based on the Council's current 5-year supply assumptions and methodology this would be sufficient to demonstrate that the Council has in excess of a 5-year supply of deliverable housing land (5.3 years).

The ability to help deliver a five-year housing land supply is clearly an important material consideration in the determination of this application.

Landscape and visual impact and setting of Brize Norton

The application site is located within a designated strategic gap/buffer area between Carterton and Brize Norton Village. Policy NE2 of the adopted Local Plan (2006) applies and is set out in full below.

Policy NE2 – Countryside around Witney and Carterton

Only the following types of development are considered appropriate within the strategic gaps/buffer areas defined on the Proposals Map:

- a) buildings for agriculture or forestry that cannot be accommodated elsewhere;*
- b) recreational and community uses of an open nature appropriate to the countryside;*
- c) minor alterations and additions to existing buildings; and*
- d) the conversion of appropriate existing buildings.*

Development in the strategic gaps/buffer areas which would harm the rural character of an area or lead to the undesirable sprawl of a settlement will not be permitted.

The proposed development does not fall into any of the development types listed above and is therefore contrary to Policy NE2.

However, whilst that policy has been formally saved under the 2004 Planning and Compulsory Purchase Act (transitional arrangements) and remains part of the statutory development plan, it is important to

note that the policy was adopted in 2006 in the context of the housing requirement in place at that time (which was based on the former Oxfordshire Structure Plan). Since then there have been a number of important changes of circumstance including the publication of the NPPF and a desire to boost the supply of housing nationally.

The adopted Local Plan housing requirement is based on the Oxfordshire Structure Plans 2011 and 2016 with the requirement of the latter plan applied on a pro-rata basis to 2011. Importantly the end date of the Local Plan (2011) has now elapsed and the Oxfordshire Structure Plan upon which the housing requirement is based, no longer forms part of the statutory development plan. The housing requirement in place at the time Policy NE2 was adopted is therefore no longer relevant.

The DLP housing requirement was based on the South East Plan, applied on a pro-rata basis and proposed at 5,500 homes from 2011 – 2029 (306 per year). However, the South East Plan has now been revoked and new evidence of housing need has been published in the form of the Oxfordshire Strategic Housing Market Assessment (SHMA) which suggests a significant upward shift in the housing requirement is needed.

Further to the publication of the SHMA the Council undertook its own analysis and has recently published a Local Plan Housing Consultation Paper which proposes that the overall housing target increases from 5,500 homes to 9,450 homes with an increase in the Carterton area specifically from 1,850 to 2,450 homes.

Given that there is not enough previously developed (brownfield) land available to meet this increased housing target, some Greenfield development in sustainable locations will inevitably be needed.

It is important to consider Policy NE2 in light of the changing circumstances outlined above.

The key issue in relation to Policy NE2 is whether the proposed development would harm the rural character of Brize Norton or lead to the undesirable sprawl of Carterton. In this regard the two inter-related issues of landscape impact and coalescence are of fundamental importance and are explored in detail below.

Advice on landscape impact can be drawn from a number of studies including the West Oxfordshire Landscape Assessment – WOLA (1998) the Carterton Landscape Assessment (2009) and the Kirkham Report (2012). The applicant has also submitted their own landscape evidence.

The WOLA (1998) is a District wide landscape assessment developed to increase understanding of the landscape resources of the District, to assist with policy formulation and development management and to assist with the targeting of resources for enhancement and management.

The application site is identified as falling primarily within an open limestone wolds landscape type with the eastern part of the site falling within a semi-enclosed limestone wolds landscape type.

In broad terms, WOLA identifies that open limestone wolds landscapes are visually exposed and sensitive to development and that particularly strong landscape structures are needed to absorb development in more open landscapes. The report also highlights the visual sensitivity of semi-enclosed limestone wolds landscapes and suggests that development would need to be closely and sensitively integrated with existing buildings or within a strong landscape structure.

With specific regard to land east of Carterton, WOLA highlights the fact that this area comprises mostly gently rolling arable farmland, large rectilinear fields with a weak landscape structure. It also identifies the fact that the perimeter buildings, structure and boundary treatment of RAF Brize Norton adversely affect the landscape gap separating Carterton and Brize Norton village.

The report identifies high intervisibility, but highlights the fact that views east in and out of Carterton are dominated by the intrusive presence of the airfield. The report refers to the 'dreary' urban character of the approach road from the east (Carterton Road) which is affected by numerous intrusive urban elements.

In terms of key sensitivities and considerations, the report highlights the fact that there is a need to raise environmental quality throughout the whole area and ensure that new development strengthens landscape edges, a need to soften existing harsh urban edges and improve the landscape quality of the main approach from the east and a need to strengthen the landscape structure of farmland. The report also identifies a need to maintain a strategic gap between Carterton and Brize Norton village.

The Carterton Landscape Assessment (2009) was prepared by Amanda Hopwood Landscape Consultancy. The aim of the report was to update and expand the relevant sections of the West Oxfordshire Landscape Assessment (1998) in order to establish a sound evidence base for the emerging Local Plan (then referred to as 'Core Strategy').

The application site falls into an area designated as 'B1' in the 2009 landscape assessment. The assessment describes this area as a large-scale, open agricultural landscape. It states that *'the area constitutes the gap between busy and expanding Carterton and the relatively tranquil long-established settlement of Brize Norton and is part of the agricultural setting of the village'*.

It goes on to state that *'the area is the eastern end of a pronounced ridge with a generally weak landscape structure and high intervisibility; it is an important gap between Carterton and Brize Norton and a visual contrast to the large scale airfield development. Also that due to the sloping topography it would be difficult to screen any development effectively in views from higher ground'*.

It adds that *'more importantly, the settlement gap would be lost. The open agricultural fields are part of the setting of Brize Norton; there are strong historic links between rural villages and their agricultural hinterland, and the possible replacement of the fields within Area B1 even with a planted buffer would remove that visual and physical linkage. The area's importance as a gap between the two settlements was recognised in the West Oxfordshire Landscape Assessment (1998) and remains unchanged'*. The Hopwood report concludes that the area has high local and medium district landscape/visual importance; and high landscape/visual sensitivity.

To provide further evidence in support of the emerging Local Plan, additional landscape advice was commissioned from Kirkham Landscape Planning in 2012. Their report was published in November 2012 as part of the DLP consultation.

Importantly, unlike the previous 1998 and 2009 landscape assessments, the Kirkham report considers the landscape and visual impact of potential developments as promoted through concept drawings and master plans submitted by developers in response to the emerging draft Local Plan. This means it is able to provide a more informed judgement than the two previous studies which were not informed by the same level of detail.

It also reflects much of the substantial additional development that has taken place at RAF Brize Norton since 2009 and following the closure of RAF Lyneham.

The Kirkham report considered four different options to the east, north, north-west and west of Carterton. The four options were ranked 1 to 4, 1 having the least impact on the quality and character of the landscape, visual and settlement pattern.

The application site was ranked 2nd out of the 4 options considered. The site that was ranked 1st is now in part the subject of a resolution to grant permission subject to a legal agreement (North West Carterton – David Wilson Homes).

In relation to land to the east of Carterton, the Kirkham report highlights the following issues:

- It is the area that is already most influenced by urban elements
- The area has fewer important local landscape features
- The landscape buffer to Brize Norton can be protected
- It is the area that is most removed from the wider landscape
- The area is visually exposed
- Urban elements are already visually intrusive
- Development would not give rise to significant additional visual impact over and above that already in existence
- The site relates well to the town
- The setting of Brize Norton is already affected by the airbase
- The integrity of Brize Norton can be protected through a well-designed and robust landscape transition zone; and
- Development presents an opportunity for the creation of major Green Infrastructure.

The Kirkham report recommends from a landscape perspective that land to the east of Carterton is pursued further through the Local Plan process subject to revisions to the extent of development and the layout.

The report makes a number of recommendations as to how the important landscape, visual and townscape features of the area can be protected.

It concludes that provided a substantive landscape transition zone is retained next to Brize Norton, the site could be developed as an extension to the existing built form with the landscape character of the site already being influenced by both Carterton and the

RAF base.

It states that the site could be developed without harm to the wider landscape and identifies a potential capacity of between 500 – 750 dwellings.

Having reviewed all relevant information, Officers are confident that the application site can be developed without significant harm to the wider landscape. Whilst there will be a degree of harm, this will inevitably be the case with the development of any large greenfield site. In this case, where the area is already compromised by urban influences such as the air base, it is considered that the degree of harm will be relatively minor and is not enough to outweigh the other benefits of the proposal including housing land supply.

Officers are also confident that the integrity of Brize Norton village will be adequately safeguarded through the proposal due to the proposed extent of built development and the provision of extensive greenspace on the northern and eastern parts of the site which will continue to provide a buffer to the village, albeit at a reduced scale to that identified in the adopted Local Plan under Policy NE2.

On the basis of the above it is not considered that conflict with Policy NE2 represents a valid reason for refusal.

Character and distinctiveness

LP Policy BE2 requires new development to respect and, where possible, improve the character and quality of its surroundings and provide a safe, pleasant, convenient and interesting environment. Similarly, DLP Core Policy 4 requires new development to respect and contribute to local distinctiveness and, where possible, enhance the character and quality of its surroundings.

Whilst the application is in outline with most matters of detail reserved for subsequent approval, the submitted Design and Access Statement and Addendum (DAS) provide information on the intended layout of the site, shown in particular on an illustrative master plan. The DAS also illustrates how the character of different parts of the development would vary. The two key concepts are the close integration of the development with Carterton and a landscape led approach, with extensive use of green spaces.

These concepts are expressed principally by locating built development in the western part of the site with landscaped buffers to the north, east and south, by creating road junctions solely on the western boundary at Monahan Way and by laying out the development to facilitate pedestrian and cycle access to and from the existing built-up area of the town. The local centre, primary school and employment area would also be located on the western side of the development where they would be most conveniently located for use by existing residents of the town thereby facilitating integration of the new development within an extended town.

Legibility is provided by a clear hierarchy of roads each with different characteristics. The highest density of development would be along the primary access route which would comprise a loop between the two access points on Monahan Way. The lowest density of development would be along a rural edge to the open space areas to the north, east and south.

The suggested layout of perimeter blocks overlooking streets and public spaces and parking on-plot or on the street rather than in rear parking courts is considered to be compatible with the principle of designing out opportunities for crime.

Architectural detail would be a matter for consideration at reserved matters stage but designs based on the Arts and Crafts Movement as suggested in the Addendum to the Design and Access Statement could provide a distinctive character to the development and one that is compatible with existing development in the area.

Overall, it is considered that the fixed position of the vehicular accesses and the principles embodied in the DAS, together with the control which can be exercised at the reserved matters stage should result

in a development of appropriate character and distinctiveness that would comply with LP Policy BE2 and DLP Core Policy 4.

Mix of uses

DLP Core Policy 31 sets out the mix of uses that are considered appropriate to secure a comprehensive, sustainable community. In addition to about 700 homes it states that the development should include the provision of a new primary school, local shopping, community and leisure facilities in a local centre, greenspace including a long term buffer to Brize Norton to form an extension to Kilkenny Lane Country Park, allotments, public playing fields and associated changing room facilities.

The application proposes up to 700 houses together with an employment area, local centre, primary school, playing fields and informal open space with associated landscaping, drainage improvements and highways works. Approximately 20ha of Green Infrastructure is proposed, including an extension to Kilkenny Lane Country Park, playing fields, allotments, informal open space and fields retained for grazing without public access.

The application therefore includes all of the uses identified in DLP Core Policy 31 and the scale of the different uses is appropriate for the role they would play in supporting the residential development and providing a satisfactory green buffer to Brize Norton.

In particular, the scale of retail development in the local centre (up to 700 sq m including offices), which is envisaged to comprise a convenience store and several unit shops, is considered necessary to meet local community needs in accordance with LP Policy SH4 and would not therefore conflict with the 'town centre first' approach set out in LP Policy SH1 and the NPPF for more major retail development. Additionally, control would be exercised at the reserved matters stage.

The provision of additional employment land (1.5ha) would help to provide additional investment opportunities in Carterton and would contribute to greater self-containment by providing new employment in the town in accordance with DLP Core Objective CO8. The employment area would be sustainably located within walking and cycling distance of residential areas within the proposed development and the existing town. It would also form a logical complement to the existing business parks at Ventura Business Park and the West Oxfordshire Business Park.

The Council's Business Development Officer supports the provision of additional employment land on the site which he considers is necessary to allow the town's economy to grow in accordance with the Town Council's vision over the next few years. He has pointed out that the speed with which Ventura Park, the Zinc Building and Wesley House filled up as the recession finished demonstrates that there is a really strong demand from businesses in Carterton. The slow pace of development of the West Oxfordshire Business Park does not reflect a lack of demand but is more a reflection of the terms upon which it is available.

The extension of the Country Park would be of benefit to the development but also as an enhanced recreational facility of wider public benefit.

A planning obligation and planning conditions would ensure that the uses that are essential to support the proposed residential development are provided at an appropriate time. They will also be necessary to ensure that these parts of the development are designed and managed to adequately fulfil their functions.

Overall it is considered that the proposal provides for an appropriate mix of uses. In this respect it would represent a sustainable development that would accord with the NPPF and DLP Core Objective CO8 and Core Policy 31.

Housing mix including affordable housing

LP Policy H3 requires new housing developments of six or more dwellings to provide a mix of dwelling sizes and types including accommodation for the elderly and the disabled based on the housing needs of the area. In accordance with LP Policy H11 the Council would seek up to 50% affordable housing on housing developments on unallocated land and 30% affordable housing on allocated land in Carterton.

The application proposal includes 245 affordable units of which 130 are intended to be affordable rented, 55 shared ownership and 60 in the form of extra-care housing (intermediate tenure).

The overall proportion of affordable housing at 35% is consistent with the DLP Core Policy 8 consultation undertaken in December 2013 and the Local Plan Housing Consultation Paper (July 2014) which proposes a 35% target for Carterton.

The provision of extra-care housing is consistent with DLP Core Policy 31, which seeks the provision of at least one extra-care scheme as part of the development.

In terms of the mix of affordable housing it is understood that of the 245 affordable units, the proposed mix is as follows:

- 60 no. 1-bed flats (24%)
- 60 no. 2-bed houses (24%)
- 75 no. 2-bed flats (31%)
- 40 no. 3-bed houses (16%)
- 10 no. 4-bed houses (4%)

The DLP suggests that as a guide the Council will seek an overall mix of affordable housing in the following proportions:

- 65% one and two bedroom homes
- 35% three and four bedroom homes.

This is supported by the SHMA which suggests that the following mix of affordable homes should be sought:

- 1 bedroom (23.3%)
- 2 bedroom (43.7%)
- 3 bedroom (30.4%)
- 4+bedroom (2.6%)

Although these are guidelines only, it would appear that a higher proportion of larger units would better meet identified needs.

In terms of market housing it is understood that of the 455 market homes, the proposed housing mix is as follows:

- 67 no. 2 bed houses (15%)
- 23 no. 2 bed flats (5%)
- 114 no. 3 bed houses (25%)
- 251 no. 4+ bed houses (55%)

The DLP suggests that to create a more balanced housing stock, future market housing should be based on a split of 60% 1 and 2-bed properties and 40% 3 and 4+ bed properties.

A more recent assessment of need in the Oxfordshire Strategic Housing Market Assessment (SHMA), published in April 2014, suggests in relation to West Oxfordshire that the following mix of market housing is required:

- 1 bedroom (4.8%)
- 2 bedroom (27.9%)
- 3 bedroom (43.4%)
- 4+ bedroom (23.9%)

Again, whilst this is only a guideline, it suggests that the mix of market housing being proposed is too heavily weighted in favour of larger properties, particularly 4+ bed units and that a better mix of house types should be sought.

The precise mix of housing would be determined at the reserved matters stage and the proportion of affordable housing would need to be the subject of a planning obligation and may need to reflect viability considerations, but the applicant's illustrative figures give no reason to conclude that acceptable provision in accordance with the emerging Local Plan would not be secured.

A planning obligation, together with control at the reserved matters stage would secure an appropriate mix of market and affordable housing and phasing to secure a balanced approach to meeting housing needs. The development is therefore considered to be acceptable in terms of the housing mix and affordable housing provision.

Access and travel

The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and

decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

LP Policy BE3 requires development to make provision for the safe movement of people and vehicles and for increased use of public transport. Policy T7 requires proposals for major new development to include a Travel Plan.

Core Policy 31 of the DLP seeks the creation of a comprehensive, sustainable community which maximises links to the existing built-up area of Carterton. It also seeks supporting transport infrastructure, including proposals to mitigate the impact of traffic associated with the development, and incorporating a comprehensive network for pedestrians, cyclists and public transport with links to adjoining areas to include a contribution towards the potential provision of a new link road between the B4477 Brize Norton Road and the Witney/Curbridge Road.

The ES addresses the findings of the Transport Assessment and provides additional assessment on issues such as pedestrian amenity, driver stress and delay and accidents and safety. A comprehensive package of mitigation measures aims not just to accommodate the predicted level of vehicular traffic that will be generated by the proposed development, but to encourage a modal shift to more sustainable modes of travel.

The proposal includes a mix of uses which will provide easy access for residents of the development to local centre services, a primary school and recreation facilities and to employment opportunities in accordance with the DLP. The access road locations provide a reasonable basis for concluding that comprehensive public transport, footpath and cycleway routes could be provided on the site.

New pedestrian/cycle crossing facilities on Monahan Way would be provided to facilitate links to an existing foot/cycle way along the western side of Monahan Way and to employment, services and facilities in the rest of Carterton, many of which are within reasonable walking and cycling distances. The Local Highway Authority is satisfied that these proposals together with other off-site measures (including upgrading and widening of part of the footways on the north sides of Brize Norton Road and Upavon Road to footways/cycleways) would provide a good level of pedestrian and cycle accessibility.

The site is also very well served by public transport. It adjoins the routes of both the S1 and S2 bus services which provide regular connections to Witney and Oxford. The S1 service runs along the site's southern boundary (Carterton Road), whilst the S2 service runs along the site's western boundary (Monahan Way). There are two bus stops adjacent to the site on Monahan Way and the application proposes the provision of bus stops and shelters on Carterton Road. A financial contribution secured by a planning obligation is required to enhance the express S2 service from Carterton to Oxford to run every 20 minutes on weekdays and to secure the provision of real time information at all adjacent bus stops. The number 19 service, which operates with an hourly frequency, also serves Monahan Way, and provides an additional service to Witney, as well as serving Clanfield, Bampton, and Ducklington.

The submitted Community Travel Plan (CTP) proposes facilities, subsidies and promotion measures to promote the use of sustainable travel. The Local Highway Authority (LHA) is satisfied subject to its provisions being implemented, which can be secured by a planning condition.

The development would clearly generate significant private vehicle movements. Importantly, the LHA is satisfied that the siting and design of the accesses onto Monahan Way are acceptable and would provide appropriate capacity without undue delay or harm to highway safety. The additional traffic generated by the development would have an impact on the local highway network, but the LHA is satisfied that the submitted Transport Assessment is fair and appropriate. Its conclusions that several junctions will be close to capacity in future but not as a consequence of the proposed development are accepted although a contribution towards the Carterton Strategic Transport Package should be required to mitigate the cumulative impact. The LHA also seeks implementation of the applicant's proposals to introduce signalisation of the slip roads between the A40 and B4477 to address delays and potential hazards on the A40 during the afternoon peak.

The LHA has not identified the construction of a road link between the B4477 Brize Norton/Minster Lovell Road and the Witney/Curbridge Road as a priority requiring contributory funding. This reflects the findings of its recent report on options for improving access to Carterton, which concludes that the preferred route to be upgraded to A-road standard is the B4477 Minster Lovell Road and not the Curbridge Road. However, the development would not prejudice the construction of the link which could be funded through alternative sources including receipts from the Community Infrastructure Levy if priorities change.

Additional traffic would pass through Brize Norton although the location of the proposed vehicular access points on Monahan Way instead of Carterton Road would minimise these movements. The Transport Assessment concludes that less than 8% of development traffic would be likely to route via Station Road. This equates to 43 to 44 additional vehicle movements along Station Road during peak hour periods (and fewer at other times). Flows in Station Road would be increased by between 10% and 10.6% against future year 2028 base traffic flows and as such would have a 'less than slight' impact. Nevertheless, the developer proposes to introduce gateway features at the western (Carterton Road) and southern (Station Road) entries to the village to reinforce the village character to drivers. This is included in the list of mitigation measures required by the LHA.

With the completion of proposed mitigation measures, the ES concludes that the negative residual effects on four of the highway links, attributable to increases in traffic volumes will be negligible and will relate to existing road users and those living alongside radial routes to/from Carterton and the proposed site.

The LHA concludes that in transport terms the proposal accords with the NPPF and the Oxfordshire Local Transport Plan. It provides for sustainable transport modes, for safe access to the highway network and would not cause any significant delay.

Subject to the requirements of the LHA for financial contributions and off-site works and for conditions relating to the accesses, a Construction Phase Traffic Management Plan and implementation of the Community Travel Plan it is therefore considered that the development would have no unacceptably harmful effects in terms of access and travel. In these respects it would be sustainable and would accord with the NPPF, the PPG, LP Policy BE3 and DLP Core Policies 24 and 31.

Drainage, pollution and flood risk

The NPPF states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere.

LP Policy NE8 states that new development will not be permitted within areas at risk from flooding which is likely to impede the flow of water, result in loss of flood storage or increase the flood risk elsewhere. DLP Core Policy 31 requires the provision of appropriate flood mitigation measures on the site.

The site lies within Flood Zone 1 and does not have a history of groundwater or fluvial flooding. However, land to the south lies within flood zones 2/3 and land and properties nearby have been subject to flooding, notably in 2007. The submitted Flood Risk Assessment & Drainage Strategy (FRA) addresses on-site and off-site flooding and drainage issues.

The FRA recommends the raising of finished floor levels of properties on the site as a precaution against ground water flooding. It also explains that the developer proposes to fund improvements as necessary to reduce flooding. The measures include an attenuation facility to limit surface water discharge to 80% of the existing greenfield run-off rate for storms up to the 1:100 year + 30% climate

change event. This would complement improvements to the nearby Thames Water attenuation pond and new water storage areas upstream and adjacent to the site, adjacent to Highmoor Brook and near to the Kilkenny Lane/Burford Road junction.

The ES concludes that *'the implementation of mitigation measures will reduce any potential adverse impacts to negligible with no significant effects in the short or longer term. The implementation of an on-site SUDS drainage system and off-site flood alleviation works will have a moderate beneficial impact through a reduction in flood risk to surrounding areas such as Brize Norton and Bampton, which are known to have experienced flooding previously.'*

The Environment Agency has raised no objection to the development subject to conditions requiring compliance with the FRA and approval of a scheme to provide the four flood storage areas referred to in the assessment.

In terms of foul water disposal, a Sewer Impact Study (July 2013) by Thames Water concluded that there is inadequate capacity in the existing foul network to accept flows from the development. Three solutions are proposed, all of which involve disposal to the Carterton Waste Treatment Works with additional off-line storage upstream of the Halton Road Sewage Pumping Station to the south west of the site. The proposed foul water drainage arrangements would not therefore affect the pumping station at Brize Norton. These upgrading works would need to be funded by the developer if they are required before they are carried out to Thames Water's timetable.

Thames Water has raised no objection to the development subject to a condition requiring a detailed drainage strategy. The developer and TW have been in negotiation and a timetable for implementation of the necessary sewer and water treatment works has been set out that would ensure the works are undertaken prior to first occupation of any of the dwellings on site

Neither the Environment Agency nor Thames Water Utilities has objected on grounds of pollution of the water environment or the quality of water supplies or resources contrary to LP Policies NE7 or NE11.

In conclusion, the development would not be harmful in terms of flooding, pollution or drainage and would contribute to alleviating existing flooding problems. In these respects the development is considered to be acceptable.

Heritage assets

The Environmental Statement (ES) concludes that the development would have a slight but not significant impact on an area of 19th century enclosed landscape and a negligible adverse effect on archaeology subject to the excavation of a potential Roman road and the fencing-off of a ring ditch and ditched enclosure during construction.

The County Archaeologist has raised no objections subject to conditions relating to a scheme of investigation and there is considered to be no conflict with LP Policy BE13.

The ES also concludes that the development would have no physical effect on any listed building, but would have a minor impact on the setting of the Grade II* listed St Britius's Church in Brize Norton and a negligible effect on seven other listed buildings.

Paragraph 134 of the NPPF is therefore of relevance and states that:

'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 securing its optimum viable use.'

Your officers' view is that the relevant meaningful context in which the church – and any visual impact upon the church – should overwhelmingly be considered is the immediate context provided by the church's historic village setting, and physically defined by the buildings (and to a lesser extent the trees) that bound the space occupied by the church.

This is a fairly typical example of a church standing in the midst of the settlement it was built to serve; and while the church may not always have been enclosed by buildings to the extent we find it today, it has evidently stood within – rather than beyond or at a distance from – the historic settlement for several hundred years.

Consequently, views of the body of the church are largely contained by the village buildings; the only meaningful longer view of the church being a channelled view on the approach north up Station Road (the church is only partially revealed – and then only at the last minute – when approached from the north or west).

In terms of wider setting, the landscape surrounding the village is expansive and essentially flat (with an almost imperceptible fall from north to south). As a result, the village and its buildings appear in a number of views (including distant views) from the surrounding landscape. The body of the church, however, is not visible in distant views; only the top of the tower when the church becomes at all visible. A similar situation – of the tower or spire of the village church being visible in distant views into a settlement – pertains in countless other contexts, both within the District and beyond.

While the application site to the west of the church can be said to belong to the wider landscape context of the village, it does not belong in any meaningful way to the specific context of the church standing within the village in this instance. The application site does not achieve the status of relevant setting for the church simply because either a) a distant view of the church tower is possible from the application site; or b) the application site and the church tower are visible together in some views.

In summary, your officers do not consider that the application site has any meaningful relevance for the setting of the church or that the proposed development would be likely to cause material harm to the church or its relevant setting. In making that assessment the requirements of Paragraph 66(i) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to *have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses* are not relevant. Even were that not the case the harm to the setting of a listed building would be less than substantial and whilst considerable weight and importance should be attached to desirability of preserving the setting of the listed building in accordance with Section 66 (i) of the 1990 Act the extent of public benefits as set out elsewhere in this report are such that the balance would in your officers opinion lie with approval of the application.

Other infrastructure

LP Policies BE1 and DLP Core Policy 5 require new development to be supported by appropriate transport, service and community infrastructure. These policies are in line with paragraphs 69 and 70 of the NPPF. More specific requirements for the development of this site are contained in DLP Core Policy 31.

Thames Water has raised no objections in terms of supplying water to the development (LP Policy NE10).

The County Council and District Council officers have raised no objections to the proposed on-site infrastructure proposals, but have identified the need for other infrastructure principally in the form of off-site highway works and financial contributions to enhancing off-site facilities as set out above. These requirements include on-site provision of play facilities including a multi-use games area (MUGA) and public art in accordance with LP Policy TLC7.

Thames Valley Police have raised no objections subject to contributions towards the additional policing cost.

High speed broadband connections can be provided on site and secured by a planning obligation and conditions.

Brize Norton Parish Council and Carterton Town Council have requested contributions towards infrastructure, facilities and other matters as set out above. Of these, it is considered that contributions towards enhancements to Carterton town centre, traffic calming measures on the approaches to Brize Norton and the provision of a cemetery are necessary to make the development acceptable in planning terms and are directly related to the development. The funding of an extension to the Elderbank Hall in Brize Norton is similarly a justifiable requirement unless provision is made within the development for a community hall facility for its residents. However, there is no clear justification in terms of the statutory tests as set out in the Community Infrastructure Regulations (set out in full later in the report) for the other funding requests made by the Parish Council.

The developer has raised no objection in principle to providing or funding the identified infrastructure requirements which would be secured through planning conditions and a planning obligation. These

mechanisms would also ensure that specific infrastructure is provided at key points and that the community benefits are delivered as soon as possible.

Biodiversity

LP Policy NE13 states that in determining planning applications, the Council will seek to safeguard, maintain and enhance priority habitats and species within the District. Development proposals should include measures to mitigate any effects upon features of nature conservation value, including where appropriate the provision of compensatory habitats or management. Policy NE15 states that development that would have an adverse effect on a site supporting a specially protected species will not be permitted unless damage can be prevented by compliance with conditions or planning obligations.

DLP Core Policy 18 states that the overall biodiversity of West Oxfordshire shall be protected and opportunities to achieve a net gain actively pursued. Core Policy 31 requires contributions towards enhancing the Shill Brook Valley.

Paragraph 118 of the NPPF provides that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying principles including:

- if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
- opportunities to incorporate biodiversity in and around developments should be encouraged.

There are no statutory or non-statutory nature conservation designations on the site. Two Special Areas of Conservation are located some 18km from the site and there is a SSSI at Worsham Lane, 1.8km to the north at Worsham Lane. A meadow east of Brize Norton, 0.8km away, is a Local Wildlife Site. The ES identifies no effects on these areas.

The site principally comprises arable land with some hedgerows and the ES concludes that no habitats of value beyond the local level would be lost and no impacts on biodiversity (including impacts on skylarks which cannot be mitigated) were considered to be significant. Some biodiversity enhancements would also be secured through the establishment of green corridors through the development and new semi-natural habitats to the north, south and east.

The County Council's Ecologist Planner concludes that the arable areas of the site have little biodiversity value, but that the development would have a detrimental impact on farmland birds, particularly skylark and linnet which are Red Listed Birds of Conservation Concern. However, proposals for off-site mitigation overcome this concern in principle subject to satisfactory details, which would be secured by a planning condition. A contribution should also be made towards the Shill Brook Valley within the South Cotswolds Conservation Target Area in accordance with DLP Core Policy 18. Subject to these measures and the mitigation and enhancement measures proposed in the Environment Statement and subsequent submissions from the applicant's ecologist the County Council's Ecologist Planner raises no objections to the development.

It is therefore considered that subject to the recommended conditions and contributions, the development would be acceptable in terms of its effect on biodiversity and would accord with relevant LP and DLP policies and with the NPPF and PPG.

Living and working conditions in terms of noise, light and air quality

LP Policy H2 states that proposals for additional dwellings should not create unacceptable living conditions for existing and new residents.

DLP Core Policy 4 requires development of high quality design that provides a pleasant environment and does not harm living conditions in nearby properties.

One of the core planning principles in the NPPF is that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

With specific reference to **noise**, LP Policy BE19 states that planning permission will not be granted for:

- housing and other noise sensitive development if the occupants would experience significant noise disturbance from existing or proposed development;

- development including the use of land, if because of the noise it will create, the occupants of housing and other noise sensitive development would be exposed to significant noise disturbance, unless there is an overriding need for the proposal which cannot be met elsewhere.

The NPPF advises that local authorities should aim to avoid noise from giving rise to significant adverse effects on health and quality of life as a result of new development.

The PPG advises that local planning authorities' plan-making and decision taking should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

In line with the Explanatory Note of the Noise Policy Statement for England, this would include identifying whether the overall effect of the noise exposure (including the impact during the construction phase wherever applicable) is, or would be, above or below the significant observed adverse effect level and the lowest observed adverse effect level for the given situation.

Concern has been expressed from local people that future occupants of the proposed development would be adversely affected by aircraft noise from RAF Brize Norton (both in-flight and during engine testing on the ground). Whilst it is fully accepted that noise is an important material consideration for the site given the proximity of the airbase, there is no technical evidence to suggest that the noise issue is significant enough to prevent development from coming forward.

Two independent reports prepared in 2012 and 2013 (CI30 EGR Noise Assessment Technical Report AMEC (August 2012) and CI30 EGR Noise Exposure and Further Investigations AMEC (October 2013) by consultants on behalf of the MOD both demonstrate that whilst noise is a consideration, based on typical operational arrangements, the application site is not adversely affected by noise to such a degree that new housing development in this location would be inappropriate.

These findings are supported in a more recent noise report published in January 2014 (A Report on an Environmental Noise Survey of Aircraft Activity at RAF Brize Norton (Occupational and Environmental Medicine Wing Noise and Vibration Division)) which identifies a series of noise contours around RAF Brize Norton ranging from 72 decibels to 63 decibels. Notably, the application site falls outside the lowest of these noise contours.

The ES also considers the impact of noise from RAF Brize Norton but also from traffic on Monahan Way, from the proposed employment site and during construction on housing and the proposed primary school. Reference is made to baseline noise surveys and appropriate British Standards in reaching its conclusions.

The conclusions of the ES are that with respect to aircraft noise, recommended internal noise levels would be readily achieved with a standard building fabric and standard double glazing with trickle vents and that recommended external noise levels would also be achieved. In relation to the effect of road noise on the site, there may be a need for modest mitigation by distance, orientation, screening or enhanced fabric/glazing specifications. Noise controls from fixed plant associated with non-residential uses could safeguard nearby properties and the school could be designed to achieve satisfactory performance standards in Building Bulletin 93. Construction could cause a short term noise impact of moderate significance but for most of the time would be of minor or negligible significance. The effects could be controlled to acceptable levels by the adoption of best practice mitigation means and conditions limiting overall noise levels and/or hours of work.

Concerns have been expressed about the effect of noise and disturbance from traffic generated by the proposed development including the routing of additional vehicles through Brize Norton village. In support of the current application, the developer has prepared a detailed transport assessment which demonstrates that the majority of vehicular traffic would travel northwards towards the A40 along the B4477 Monahan Way. No vehicular access is proposed from the site onto Carterton Road and the number of vehicles expected to travel through Brize Norton village via Station Road would be relatively modest and insufficient to cause unacceptable living conditions in any existing residential property.

The Council's Environmental Health Officer has raised no objection to the development subject to conditions requiring the development to be carried out in a way that secures specified internal noise standards. In response to the particular concerns raised by Brize Norton Parish Council, he has pointed out that the use of average noise levels accords with national noise methodology; that the most southerly portion of the proposed development is no nearer to the airfield than the centre of Brize Norton village, so by implication would not be unduly affected by noise; and that he is satisfied with the applicant's noise report in terms of its methodology and conclusions.

In conclusion, whilst the development clearly would experience noise, particularly from Monahan Way and RAF Brize Norton it would not result in 'unacceptable living conditions' or 'significant noise disturbance' in conflict with LP Policies H2 or BE19 and would not have a 'significant adverse effect on health or quality of life' contrary to the NPPF.

A large number of respondents have also objected to the proposal on the basis that future occupants would be adversely affected by **light** pollution from RAF Brize Norton. Importantly however no technical evidence has been supplied to support this opinion.

The application includes an External Lighting Environmental Assessment which analyses the impact of lighting from RAF Brize Norton airbase and hangars. It concludes that lighting from these areas would have a negligible residual and cumulative impact on the application site. The site would not therefore be subjected to obtrusive light that would be unacceptable in line with current guidelines.

The Council's Environmental Health Officer has also raised no objection in this respect.

A large number of respondents have also objected to the application on the basis that residents of the development would be adversely affected by poor **air quality** in terms of pollution from aviation fuel linked to activities at RAF Brize Norton.

The ES identifies that the proposed development has the potential to cause air quality impacts at sensitive locations during construction and operational phases. These may include fugitive dust emissions associated with construction works and road vehicle exhaust emissions from traffic generated by the development during the operational phase. With the proximity of RAF Brize Norton there is the potential for elevated pollution levels. The assessment concludes that, provided good practice dust control measures are implemented, air quality impacts during construction will be negligible. While road traffic emissions associated with vehicles travelling to and from site may have an impact, the modelling indicates no exceedences of the annual mean AQLV (Air Quality Limit Values) for Nitrogen Dioxide or particulate matter across the site and negligible impacts at all sensitive receptor locations within the vicinity of the site.

The Council's Environmental Health Officer has raised no objection on grounds of air quality but points out that the national air quality strategy requires councils to annually assess air pollution from seven pollutants that do not include kerosene, so no measurements or assessment are made for this compound. However, there are existing residential properties close to the airfield and no evidence has been submitted to suggest that they do not enjoy good living conditions.

In summary, it is considered that the development would provide acceptable living and working conditions in terms of noise, light and air quality and subject to control of the layout and design of the development at reserved matters stage would secure a good standard of amenity for existing and future occupiers in accordance with the NPPF, the PPG and relevant LP and DLP policies.

Other matters

DLP Core Policy 31 requires the development to demonstrate a high standard of sustainable design and construction methods, with a high level of energy efficiency in new buildings including the achievement of at least Code Level 4 of the Code for Sustainable Homes (the Code). DLP Core Policy 3 also sets out standards for non-residential buildings although these are not formally adopted and the application proposals are not specific about the performance of buildings on the site. The Code is also currently the subject of a Government review. In these circumstances it is considered that the issue could be addressed by a condition requiring details of measures to minimise water and energy use and maximise the proportion of energy from renewable sources. The acceptability of these details would be assessed in the context of any national and local standards applicable at the time.

LP Policy BE20 states that development which would adversely affect safety near safeguarded airfields will not be permitted and concerns have been expressed that the proposed flood water attenuation ponds could attract water birds which would constitute a hazard to aircraft at RAF Brize Norton. However, these would not comprise permanent water storage areas and could be designed in accordance with recommendations within guidance provided by the MoD to minimise their attractiveness to water birds. Furthermore, the MoD has not raised any objections on these grounds and the development is not therefore considered to be unacceptable in this respect or to conflict with Policy BE20.

LP Policy BE2 (g) requires the use of good design to help reduce the opportunities for crime. The Design and Access Statement and Addendum as clarified by a letter from the applicant's agent are considered to incorporate principles that are compatible with measures to minimise opportunities for crime. However, this can be secured by control at the reserved matters stage and by a planning condition requiring measures that would enable the development to gain Secured by Design accreditation.

CONCLUSION

Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The application site is not allocated for development in the adopted Local Plan and the proposed development does not accord with policies for the location of new housing (Policies H4 and H7).

The proposed development would take place within a strategic gap around Carterton in conflict with LP Policy NE2.

However, there are a number of material considerations in this case.

Paragraph 49 of the NPPF states that, '*Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites*'.

The Council is unable to demonstrate a 5-year housing land supply. The policies for the supply of housing in the Local Plan are not therefore up-to-date.

The NPPF introduces a presumption in favour of sustainable development. For decision making this means (paragraph 14) '*that where the development plan is absent, silent or relevant policies are out of date, granting permission unless:*

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate development should be restricted.*

One of the core planning principles in the NPPF is that every effort should be made objectively to identify and then meet the housing needs of an area. Considerable weight should therefore be attached to meeting the identified need for housing.

The new draft Local Plan, which seeks to meet the identified housing need, allocates the site for up to 700 houses. The allocation can in itself only be accorded limited weight, but it does reflect the Council's emerging policy position and the development would make a significant contribution to meeting the overall need for new housing. This is an important material consideration that must be weighed in the overall 'planning balance' against any potential harm caused by the development.

There are not enough previously developed 'brownfield' sites available to meet the identified housing need. Inevitably that will require some development on undeveloped Greenfield land and on land allocated in the new draft Local Plan. The release of Greenfield land in the meantime to meet the shortfall in the 5 year land supply is not considered to be unacceptable on grounds of prematurity.

The need for additional housing necessitates careful consideration of the weight to be given to Policy NE2, which effectively precludes the development of Greenfield land beyond the built-up areas of Carterton and Witney.

The conflict with Policy NE2 needs to be considered in the context of the need for housing on Greenfield land and the Kirkham report and officers' views that the harm to the landscape and setting

of Brize Norton would be limited. The site is suitable for development and a retained landscape buffer would mitigate its impact.

The development would cause no material harm to the setting of St Britius's Church, but even were it considered that there were some limited harm this would be outweighed by the significant contribution to the supply of housing.

In addition, the development would offer benefits in terms of contributing to the alleviation of existing flooding problems in the area and extending the country park.

Subject to control exercised through a planning obligation and planning conditions the development would be sustainable and cause no other material harm.

Overall, it is considered that the adverse impacts of permitting the development in terms of the harm to the local landscape and setting of Brize Norton would not significantly and demonstrably outweigh the benefits in terms of a significant increase in the supply of new housing to meet identified needs in a sustainable location together with the local benefits of reducing the risk of flooding and extending the country park when assessed against the policies in the NPPF taken as a whole.

It is therefore recommended that outline planning permission is granted.

The permission should be subject to conditions and to the prior completion of a satisfactory planning obligation, which will need to comply with Regulation 122(2) of the Community Infrastructure Regulations 2010 (as amended) and paragraph 204 of the NPPF which state that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:-

- a. Necessary to make the development acceptable in planning terms
- b. Directly related to the development, and
- c. Fairly and reasonably related in scale and kind to the development.

Your officers are satisfied that the infrastructure requirements set out in the recommendation would satisfy these tests although the levels of financial contributions requested by consultees reflect their assumptions about the number and mix of dwellings. The precise sums sought may therefore need to change as dwelling details become clearer and to ensure that they do fairly and reasonably relate to the completed development.

RECOMMENDATION

Grant outline planning permission subject to:

1) the applicant first entering into a S106/278 agreement to secure:

- the provision, specification and phasing of on-site infrastructure including a primary school, recreation and play facilities, open space (including SUDS), allotments, shops, public art and high speed broadband.
- the adoption/maintenance of public facilities including free public use in perpetuity of local centre car park.
- the provision of or contributions towards off-site public transport, road improvements (including traffic calming), cycle and pedestrian facilities, special education and day care facilities, library services, strategic waste management, museum resource centre, integrated youth support services, a fire station, South Cotswolds Conservation Target Area, country park, recreation, police service, public art, a community hall/meeting facility, a cemetery and enhancements to Carterton town centre.
- the delivery of an appropriate mix of housing sizes and types including affordable housing, extra care housing and their phasing.

2) the following conditions:

- I. The following (stage 1) reserved matters and other details shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved details:
 - Internal access roads comprising the strategic (primary) roads and off-road pedestrian and cycle paths to accord with the hierarchy in the submitted DAS

- the layout of the whole site in terms the distribution of land uses to accord with the principles and areas to be devoted to different uses in the DAS and the detailed layout of areas of strategic public open space, allotments, and structural landscaping etc
 - the landscaping (including the design and appearance of any buildings and structures) of the areas of public open space, allotments, structural landscaping areas and all off-road pedestrian and cycle paths
 - the phasing of development
 - a strategy for the drainage of foul and surface water for the whole site and details of drainage of areas of public open space, allotments, structural landscaping areas and land associated strategic roads and all off-road pedestrian and cycle paths.
 - a Site Wide Design Code, including the location of landmark buildings
 - the location of fire hydrants.
2. In submission of the above stage 1 details:
- the access details shall include any associated structures including bus stop locations and waiting facilities
 - the landscaping details shall include all changes in ground levels, ground surfaces including the planting of flowers, grasses, shrubs and trees, all means of enclosure, litter and dog bins, seating, signage, play equipment, measures to mitigate the effects of the development on ecology and enhance biodiversity in accordance with the Environmental Statement, and a Landscape and Biodiversity Management Plan including long term design objectives, management responsibilities and maintenance schedules
 - external lighting shall be specified.
3. The following (stage 2) reserved matters and other details shall be submitted to the Local Planning Authority no earlier than the submission of the stage 1 application and the development shall be carried out in accordance with the approved details:
- all means of vehicular, cycle and pedestrian access except as approved by the outline permission or as part of the stage 1 application
 - the layout of the site to accord with parameters in the DAS
 - the scale and appearance of buildings to accord with 'scale' parameters in the DAS
 - the uses to which each building/parcel will be put and the dwellings which are to comprise affordable housing
 - the landscaping of the site
 - the details of foul and surface water drainage except in those areas where details have been approved as part of the stage 1 application
 - the details of the broadband connections and CCTV provision
 - the detailed siting and specifications of fire hydrants.
4. In submission of the above stage 2 details:
- the layout of the site shall include provision for the parking of cars and cycles, waste storage and collection points and disabled access to reflect the principles in the DAS
 - the scale and appearance of the building shall include details of measures to minimise water and energy use and maximise the use of use of energy from renewable sources; measures to gain Secured by Design accreditation, and venting/extraction of any A3 or A5 premises
 - the landscaping of the site shall include all changes in ground levels, ground surfaces including planting of shrubs and trees, all means of enclosure, external lighting, measures to mitigate the effects of the development on ecology and to enhance biodiversity in accordance with the Environmental Statement and measures and responsibilities for the future management of those areas.
5. Application for approval of the reserved matters shall be made to the Local Planning Authority before a) the expiration of 10 years from the date of this permission and (b) development shall be begun before the expiration of 12 years from the date of this approval or 2 years of the approval of the last of the reserved matters; whichever is the later.
6. A Site Waste Management Plan and a Construction Environmental Management Plan and site practices protocol shall be submitted to and approved in writing by the Local Planning

- Authority before development commences. The development shall be undertaken in accordance with the approved details.
7. The means of access that are approved in detail by this permission shall be laid out and constructed in accordance with details contained in the application and with detailed specifications which shall be submitted to and approved in writing by the Local Planning Authority.
 8. No development shall take place on any phase of the development until all details referred to in Conditions 1 and 2 for that phase have been approved in writing by the Local Planning Authority.
 9. The development shall be carried out in accordance with the submitted Flood Risk Assessment as revised by the information contained in the email from Cole Easton dated 24 February 2014 and the proposed mitigation measures to limit the surface water run-off generated by all storm events up to and including the critical 1 in 100 year plus 30% storm, so that it will reduce the run-off from the undeveloped site in accordance with revised Table 4.1 and not increase the risk of flooding off-site. The mitigation measures shall be fully implemented prior to occupation of the development and in accordance with the proposed timing/phasing arrangements unless otherwise agreed in writing by the Local Planning Authority.
 10. Development shall not commence until details of the provision of four flood storage areas in accordance with Section 3 of the submitted Flood Risk Assessment have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented and thereafter maintained in accordance with the proposed timing/phasing arrangements unless otherwise agreed in writing by the Local Planning Authority.
 11. Development shall not commence until a drainage strategy detailing any on and off-site works has been submitted to and approved in writing by the Local Planning Authority. No discharge of foul or surface water from the site shall be made to the public system until the drainage works referred to in the strategy have been completed.
 12. If during development contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing by the Local Planning Authority) shall be carried out until a remediation strategy has been submitted to and approved in writing by the Local Planning Authority. The remediation works shall be carried out in accordance with the approved details.
 13. All trees and hedges which are shown on the applications for approval of reserved matters to be retained shall be protected during development operations in accordance with details agreed in writing by the Local Planning Authority and shall be retained until 3 years from the completion of the development and any trees and/or hedge plants which die, are removed or become seriously damaged or diseased within that period shall be replaced in the next planting season with others of a similar species.
 14. The scale of the proposed local centre (office and shop) uses shall not exceed the parameters set out in the application.
 15. Before development commences, the proposed means of access between the land and the existing highway at Monahan Way shall be formed, laid out and constructed strictly in accordance with the Local Highway Authority's specifications.
 16. Before development commences, a Construction Phase Traffic Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved Plan shall be implemented in full during the entire period of construction works.
 17. Before development commences, an amended Community Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The provisions of the approved Plan shall be carried out.
 18. Before first occupation of any building, the vehicular and pedestrian accesses, driveways and turning areas, vehicle and cycle parking facilities that serve that building shall be constructed, laid out, surfaced and drained in accordance with specification details that have been submitted to and approved in writing by the Local Planning Authority.

19. Before the construction of any building commences, details of sound insulation measures that demonstrate that 'good' day and night noise standards in accordance with BS8233:1999 will be achieved shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved measures.
20. No materials, plant, temporary structures or excavations of any kind shall be deposited/undertaken on or adjacent to the public right of way that may obstruct or dissuade the public from using the public right of way during development operations and no vehicular access shall be taken at any time along or across the right of way except in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.
21. No development shall take place until a programme of archaeological work has been carried out in accordance with a written scheme of investigation that has been submitted to and approved in writing by the Local Planning Authority.
22. The development shall be carried out in accordance with the mitigation and enhancement measures set out in the Environmental Statement and subsequent submissions from the applicant's ecological consultant unless otherwise agreed in writing by the Local Planning Authority.
23. Off-site farmland bird mitigation measures shall be carried out in accordance with details, including phasing proposals, which have been submitted to and approved in writing by the Local Planning Authority before development commences.

22nd September 2014
L 140922 RAS LetterofSupport



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Dear Mr Shaw

**Report to Development Control Committee on 9th October 2014
Land at East Carterton
Letter in support of Application 14/0091/P/OP
On behalf of Bloor Homes and Christ Church**

Savills acts on behalf of Bloor Homes and Christ Church in relation to the current outline planning application for 700 homes and other associated uses on land east of Monahan Way and north of Carterton Road between Brize Norton and Carterton. This letter seeks to set out a summary of the key reasons why land at East Carterton is considered to be preferable to other options for major development to the north and west. It is recommended that Members of the Committee resolve to grant planning permission for the East Carterton proposals subject to a Section 106 planning obligation.

The assessment of the most appropriate location for major new development in Carterton has been on-going since work started on the review of the current adopted local plan (formerly the Core Strategy). The presence of RAF Brize Norton to the south of Carterton has ruled out land to the south as an option for future development. Land to the north of Carterton has been discounted due to factors such as its poor relationship to the built up area, landscape impact and inadequate road infrastructure.

This has resulted in the two main options being land to the east of Carterton which is the subject of this current application and land to the west of Carterton which is the subject of a current outline planning application by Crest Nicholson and the West Carterton Land Trust for 1,000 homes and other associated uses (Reference 14/0482/P/OP).

The recent District Council Housing Consultation, the period of which closed on 19th September 2014, referred to the relative merits of the two options to the east and west. Page 60 of that Housing Consultation Paper describes the West Carterton proposal as representing 'a significant incursion into open countryside having a significant landscape impact'. It adds that 'the site is not well related to the existing built up area, being physically separated by the Shill Brook Valley and existing pedestrian and cycle access is poor'.

The proposal for a Strategic Development Area at East Carterton is supported in the Housing Consultation Paper, stating on Page 48 that it represents the 'most sustainable opportunity for the expansion of Carterton'. In brief, the proposal at East Carterton is a well related extension to the existing built up area which is well related to existing road and drainage infrastructure. In contrast, the proposal at West Carterton is very poorly related to the existing built up area and would represent a major incursion into open countryside.

The land east of Monahan Way and north of Carterton Road maintains a significant gap between the edge of Brize Norton village and the new development. This major area of public open space has been offered to Brize Norton Parish Council for future management and maintenance.



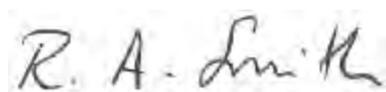
The land east of Monahan Way is well located for existing bus services (S1 and S2). The majority of additional traffic in the morning peak period is expected to travel towards the A40 junction at Minster Lovell and the site is well located for traffic heading towards Witney and Oxford. The site is surrounded by existing development such as hangars associated with RAF Brize Norton and existing housing i.e. it is not part of a much wider area of open countryside such as land to the west of Carterton. It adjoins existing road and drainage infrastructure allowing housing development to start quickly and contribute to boosting housing land supply in the District and to assist the Council in resisting planning appeals elsewhere.

The issues which have formed the basis of the principal objections are also set out in the Housing Consultation Paper, namely noise, light pollution and air pollution from RAF Brize Norton, flood risk, foul drainage, traffic impact and landscape impact. Bloor Homes and Christ Church have commissioned technical reports to address these issues which have resulted in recommendations of no objection from statutory consultees such as the County Council, Thames Water, the Environment Agency and the District Council Environmental Health Officer. Bloor Homes and Christ Church have engaged extensively with Brize Norton Parish Council and Carterton Town Council to explain the proposals and to discuss possible Head of Terms of the Section 106 Planning Obligation. These provide for contributions for an extension to Elderbank Hall and traffic calming in Brize Norton village, together with a contribution for the enhancement of Carterton town centre and a contribution towards a new cemetery for Carterton.

Similar discussions with the District Council and the County Council have resulted in broad agreement on wide range of Section 106 heads of terms including matters such as contributions to highway improvements such as upgrading the B4477 to the A40 junction, a contribution to a new fire station for Carterton, educational provision such as a new primary school, 35% affordable housing including an Extra Care facility and recreational provision such as a contribution to Phase Two of the Carterton Leisure Centre and additional playing field provision. The proposed drainage works include the provision of off-site and on-site surface water balancing ponds and other attenuation measures to reduce the current level of flood risk in Brize Norton. Such works will also include improvements to the foul drainage network to provide capacity for the new housing development on land east of Monahan Way. Other planning benefits include an extension to the Kilkenny Lane Country Park and provision of allotments with facilities to serve both existing and new residents. The proposals also include employment land and local shopping facilities to meet the needs of the local residents in Carterton and Brize Norton..

The design proposals as set out in the Addendum to the Design and Access Statement demonstrate the commitment of Bloor Homes to a high quality of urban design in which all houses have adequate parking and an adequate garden. The outline application for East Carterton provides a wide range of planning benefits for Carterton and Brize Norton. In landscape and transport terms, it is preferable to land to the west of Carterton. It can contribute more than 300 annual housing completions in the five year period which will improve the District Council's five year housing land position to help resist planning appeals in other locations. Members of the Development Control Committee are respectfully requested to support the East Carterton planning application.

Yours sincerely



Roger Smith
Head of Planning

cc. S Roberts / B Blincoe – Bloor Homes
W Benbow – Christ Church c/o Savills