

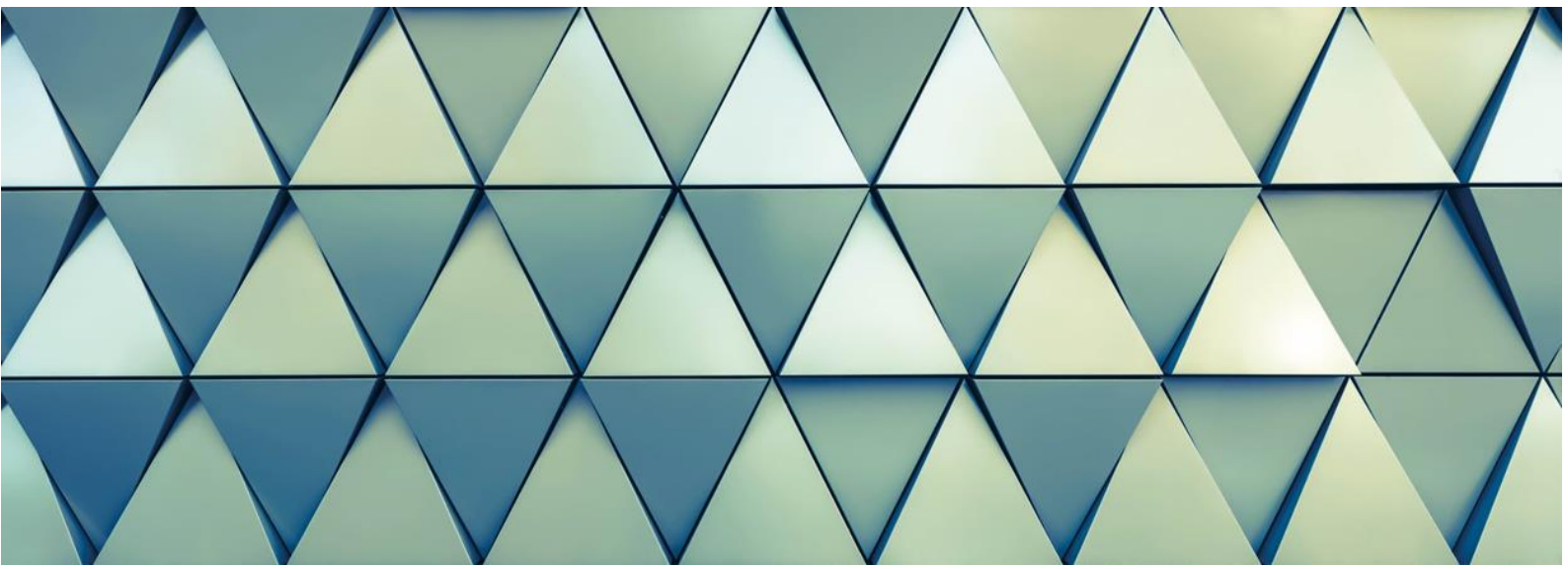
Land off Berry Hill Road, Adderbury

Planning Statement

including Affordable Housing Statement and Draft
Heads of Terms

on behalf of Hollins Strategic Land LLP

November 2017



Contact

Eastgate
2 Castle Street
Castlefield
Manchester
M3 4LZ

T: 0161 819 6570

Contents

1.0	Introduction	4
2.0	Application Site and Setting	6
3.0	Planning Policy	12
4.0	Planning Appraisal	23
5.0	Assessment of Planning Balance	37
6.0	Affordable Housing Statement and Draft Heads of Terms.....	43
7.0	Conclusions.....	44

1.0 Introduction

1.1 This Planning Statement has been prepared on behalf of Hollins Strategic Land LLP (“HSL”) by Nexus Planning to support an outline planning application on land off Berry Hill Road, Adderbury (“the site”).

The Proposed Development

1.2 The proposed development is for:

“Outline planning permission for up to 60 dwellings with associated landscaping, open space and vehicular access off Berry Hill Road.”

1.3 The application is submitted in outline form with all matters other than means of access reserved for consideration at a later date.

1.4 The key aspects of the proposed development can be summarised as follows:

- Up to 60 dwellings, at a mix of types and sizes;
- Affordable dwellings (35%)
- Vehicular and pedestrian access to the site off Berry Hill Road;
- Informal pedestrian links through open space and ecological enhancement areas and pedestrian connection to existing footpath to the east of the site;
- Substantial open space and landscaping buffers along the northern and western boundaries of the site;
- Amenity greenspace along southern boundary achieving development set back from Berry Hill Road;
- The retention of existing trees and hedgerows as far as possible and provision of new landscaping including significant new tree planting;
- Ecological mitigation and enhancement to ensure a net biodiversity gain.

Application Documentation

1.5 This Planning Statement has been prepared as part of a suite of plans and documents that form the planning application submission:

- Application Form and Certificates
- Design and Access Statement
- Location Plan
- Illustrative Masterplan
- Extended Phase 1 Habitat Survey Report
- Landscape and Visual Appraisal
- Transport Statement
- Flood Risk Assessment and Drainage Strategy
- Utility Statement
- Tree Survey
- Desk-based Geo-Environmental Assessment
- Topographical Study

Report Structure

1.6 The remainder of this Statement is structured as follows:

- Application Site and Setting;
- Planning Policy Considerations;
- Planning Appraisal;
- Assessment of Planning Balance;
- Affordable Housing Statement and Draft Heads of Terms; and
- Conclusions

2.0 Application Site and Setting

The Application Site

- 2.1 The application site ('the site') is adjacent to the south-west of the village of Adderbury, in the Adderbury, Bloxham and Bodicote ward. The site is approximately 4 hectares and is broadly rectangular in shape. The landform is generally flat with levels ranging between 110 and 98 metres AOD. The land falls away to the north towards Sor Brook. The site comprises predominantly agricultural land used for grazing and paddock land with some areas of hardstanding consisting of stables in the east of the site. There are also areas of scrubland on the site and boundary trees and hedgerows. The primary access into the site is currently via a field gate and track off Berry Hill Road to the south.
- 2.2 The northern boundary of the site is formed by a line of boundary trees beyond which is land associated with a pumping station. Sor Brook is located beyond this, approximately 100 metres to the north of the site boundary and accessible via a Public Right of Way. The eastern edge of the site is bound by a combination of hedges and trees beyond which is a Public Right of Way, an agricultural field and then the A4260. The southern boundary of the site is formed by Berry Hill Road. Along the southern boundary is a fence, line of trees and hedgerows and a ditch. The site lies to the immediate east of existing residential properties which front along Berry Hill Road.

Surrounding Area

- 2.3 The site is located adjacent to the existing built up area of Adderbury, to the south west of the village. Adderbury has a population of around 2,800 and benefits from a range of everyday facilities as described below.
- 2.4 To the immediate north of the site is an area of green space with a pumping station accessed via road 'The Leys'. Beyond this is Sor Brook, approximately 100 metres to the north of the site boundary. The centre of the village is concentrated in the vicinity of High Street, approximately 650 metres to the north east of the site. Part of the village is designated as a Conservation Area. The Conservation Area boundary lies approximately 120 metres to the west of the site at its nearest point.
- 2.5 To the west, the site boundary abuts existing residential properties which front onto Berry Hill Road and comprise the current edge of the settlement in this location. The properties in this area, along Berry Hill Road and St. Mary's Road, are characterised by a mixture of detached and semi-detached

properties of predominantly 20th century construction with no particular architectural merit. These are primarily two storey dwellings with some bungalows present.

- 2.6 To the south of the site, beyond Berry Hill Road, is an area of agricultural land and the A4260 Oxford Road towards the village of Deddington approximately 3 kilometres to the south. There is an agricultural field to the immediate east of the site separated by an intervening Public Right of Way. Further to the east of this is the A4260 Oxford Road and the Twyford Mill Estate, an area of employment land, approximately 100 metres to the east of the site.

Local Facilities

- 2.7 Adderbury village benefits from a range of everyday facilities and services as well as good public transport links to nearby destinations, including the major town of Banbury approximately 5 kilometres to the north.

Retail

- 2.8 There is a range of shops within walking distance of the site. The nearest convenience store to the site is the 'Taste Buds Food Shop' in Adderbury, which lies within 2000 metres walking distance of the site. Within Adderbury are a range of additional services, including a post office, a motor garage, a hairdresser, two public houses and Adderbury library. The centre of Adderbury is accessible via Berry Hill Road. The development will also link with the existing Public Right of Way to the north and east of the site which connects directly into the centre of the village, bringing the majority of local facilities within 800 metres walking distance of the site.
- 2.9 The higher order settlement of Banbury offers a wide range of retail and leisure services, including Castle Quay Shopping Centre and several supermarkets. Banbury town centre is located approximately 6.3 kilometres from the site to the north and is accessible via a 16 minute bus journey.
- 2.10 Adderbury therefore provides a number of local shops and services within walking distance of the site. It is well connected to surrounding towns offering a wide range of retail facilities and services.

Open Space

- 2.11 The site is located approximately 1190 metres from The Lucy Plackett Playing Fields to the north which provide formal recreation green space in the form of playing fields, a football pitch and a children's

play area. These can be accessed on foot in less than 15 minutes. In addition to this a children's play area associated with a recent residential development lies approximately 500 metres to the north-west of the site and is accessible in around 6 minutes on foot. Again, the Public Right of Way to the north west of the site provides an even more direct connection bringing the Playing Fields within 600 metres walking distance of the site.

2.12 Banbury Westend Lawn Tennis & Squash Club is approximately 1600 metres to the north of the site and is accessible through a 20 minute walk. This site provides outdoor sports provision for the residents of Adderbury and surrounding areas.

2.13 A number of footpaths in the surrounding countryside provide further opportunities for informal recreation.

2.14 The site therefore has good access to local open space and green space.

Employment

2.15 There are a number of sources of employment within an accessible distance of the site. Twyford Mill Estate, approximately 250 metres to the east of the site, provides employment opportunities. There is no footway link at present from Berry Hill Road to the employment area. It is proposed to implement a new footway link as part of the application proposals. Local services and amenities within the village and in nearby Banbury, including retail and leisure facilities such as pubs and restaurants, also provide local employment opportunities.

2.16 The site also has excellent access to regular public transport services to major employment destinations such as Oxford, Birmingham and London. Banbury station can be reached in under 30 minutes, or in 14 minutes by private car and offers 7 services per hour to Oxford, Birmingham and London.

2.17 The site is therefore well served by employment opportunities.

Education

2.18 Christopher Rawlings Church of England Primary School is located approximately 1750 metres to the north-west of the site or approximately a 21 minute walk. Further primary schools are located in the nearby villages of Bloxham, Deddington and King's Sutton.

2.19 The nearest secondary school to the site is The Warriner School in Bloxham which is located approximately 5.8 kilometres west of the site. Adderbury is also served by Route 1 of the Oxford Schools' Bus Partnership Ltd, which is operated by and runs from Middleton Cheney to Oxford. This allows children in the village to access a large number of schools, including Gosford School in Kidlington and d'Overbroeck's (Years 7-11 and Sixth Form), Oxford High School (Senior and Junior), Magdalen College School, Headington School and Rye St Antony.

Health

2.20 The Deddington Health Centre is located approximately 3.3 kilometres to the south of the site and is easily accessible by a 3 minute drive or in 13 minutes via the S4 bus route. A further health centre and dentist can be found in nearby Bloxham, with additional health facilities including opticians and pharmacies can be found in Banbury approximately 6 kilometres north of the site.

2.21 Horton General Hospital in Banbury is located approximately 6.1 kilometres to the north of the site and is the nearest hospital with accident and emergency facilities.

2.22 The site is therefore well placed for access to key health services.

Public Transport

2.23 Public transport is readily accessible from the site. The nearest bus stop is located approximately 400 metres to the north-west of the site at the junction of Horn Hill Road and Berry Hill Road. The Transport Statement demonstrates that the nearest bus stops to the site provide up to 2 services in peak periods to the higher order settlements of Banbury, Kidlington and Oxford City Centre. Banbury is just a 16 minute bus journey.

2.24 The proposals include provision for 400 metres of new footpath linking the site to the junction of Berry Hill Road and Horn Hill Road. This further enhances the accessibility of the site to the nearest bus stop and on to the centre of the village.

2.25 The most accessible train station to the site is Banbury train station approximately 7.5 kilometres away, which can be accessed by public transport in under 30 minutes, by cycle in approximately 25 minutes or in 14 minutes by private car. The station is served by the Chiltern Main Line and has 4 platforms, offering 7 services per hour to destinations such as Birmingham, Oxford and London.

2.26 Facilities at the station include 795 car parking spaces and 63 cycle storage spaces.

Summary

2.27 The site is located within walking distance of the everyday facilities and services in Adderbury. Banbury Town Centre is approximately 6 kilometres to the north and provides access to a greater range of retail, commercial and health services.

2.28 The application site is also well-served by modes of public transport, which provide regular connections to surrounding villages and higher order settlements of Banbury, Kidlington and Oxford. The train station in Banbury provides linkages further afield to destinations including London and Birmingham.

2.29 It is demonstrated that the site is in a highly sustainable, accessible location with realistic opportunities to access a range of essential and everyday facilities and services by non-car modes of travel. The site is therefore considered to be a highly appropriate location for residential development.

Planning History

2.30 The site has been used for agricultural purposes up to the present day and as such its planning history has largely been limited.

2.31 In 2006 an outline application for 5 no. detached dwellings, two terraces of 6 no. for affordable housing with new access, screened parking and an associated area (ref: 06/00712/OUT) for the portion of the site immediately facing onto Berry Hill Road was rejected by the Local Authority. It was subsequently dismissed on appeal (ref: APP/C3105/A/06/2032232) on the grounds it would be incompatible with the character of the existing dwellings and detrimental to the visual amenity of the area. The appeal proposal was for ribbon development fronting onto Berry Hill Road. It therefore took an entirely different form than the currently proposed development and was considered under a significantly different planning policy context both at the national and local level.

2.32 Section 4 of this Statement and the submitted Landscape and Visual Appraisal and Design and Access Statement describes how the application proposals have been carefully designed to respond to its context such that the development will represent an integrated extension to the existing settlement and avoid adverse impacts on the wider landscape.

Environmental Impact Assessment

2.33 Under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 the application proposals fall below the thresholds indicated under Column 2 of Development Type 10 (b) 'Urban Development Projects' in Schedule 2 at which Environmental Impact Assessment needs to be considered (i.e. if the proposal includes more than 150 dwellings or the overall area of the development exceeds 5 hectares). By virtue of the small scale nature of the application proposals and the evidence they will not give rise to any significant environmental impacts, it is considered that the proposals do not constitute EIA development.

3.0 Planning Policy

3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all planning applications to be determined in accordance with the development plan unless there are material considerations that indicate otherwise.

3.2 The currently adopted Development Plan for the area comprises the **Cherwell Local Plan (Part I) (2011-2031) (adopted July 2015)** and the saved policies of the **Cherwell Local Plan 1996 (adopted November 1996)**. In addition to this are the following important material considerations:

- National Planning Policy Framework (NPPF 2012);
- The Planning Practice Guidance (PPG);
- Partial Review of Cherwell Local Plan 2011-2031 (Part I)
- Emerging Cherwell Local Plan (Part II)
- Emerging Adderbury Neighbourhood Plan; and
- The Council's Evidence Base

National Planning Policy Framework

3.3 The Framework sets out the Governments planning policies and how these are expected to be applied. It confirms at **Paragraph 6** that the purpose of the planning system is to contribute to the achievement of sustainable development. It identifies at **Paragraph 7** that there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- **An economic role** – contributing to building a strong, responsive and competitive economy;
- **A social role** – supporting strong, vibrant and healthy communities;
- **An environmental role** – contributing to protecting and enhancing our natural and built historic environment.

3.4 **Paragraph 14** of the Framework sets out that at the heart of the Framework is a presumption in favour of sustainable development, which should be seen as golden thread running through both plan making and decision taking.

"For decision taking 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."*

3.5 **Paragraph 17** of the Framework sets out 12 core land-use principles. A number of these are directly relevant to this proposal, specifically the principle that every effort should be made to objectively identify and then meet the housing needs of an area (both urban and rural) and respond positively to wider opportunities for growth. The core principles set out that planning should:

- Be genuinely plan-led. Plans should be kept up-to-date and should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;
- Not simply be about scrutiny but increase be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

- Take account of the different roles and character of different areas;
- Contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework; and
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations that are or can be made sustainable.

3.6 The specific policies and considerations that relate to the core land use principles are outlined in the 13 Chapters of the Framework. The Chapters relevant to the application proposals are:

- Chapter 1 Building a strong, competitive economy;
- Chapter 4 Promoting Sustainable Transport;
- Chapter 6 Delivering a wide choice of high quality homes;
- Chapter 7 Requiring good design;
- Chapter 8 Promoting healthy communities;
- Chapter 11 Conserving and enhancing the natural environment;
- Chapter 12 Conserving and enhancing the historic environment.

3.7 **Paragraph 32** of the Framework states that '*Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe*'.

3.8 **Paragraph 47** of the Framework identifies a series of measures that local planning authorities should take to 'boost significantly the supply of housing...' namely:

- *"Use their evidence base to ensure that their Local Plan meets the full, objectively assessed need for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period"*

- *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;*
- *Identify a specific, developable sites or broad locations for growth, for years 6-10, where possible, for years 11-15;*
- *For market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain the delivery of a five-year supply of housing land to meet their housing target; and,*
- *Set out their own approach to housing density to reflect local circumstances."*

3.9 **Paragraph 49** goes on to state that residential applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up-to-date if the LPA cannot demonstrate a five-year supply of deliverable housing sites.

3.10 **Paragraph 50** states that a wide choice of high quality homes to create sustainable, inclusive and mixed communities should be delivered. **Paragraph 52** identifies that the supply of new homes can, in some instances, be best achieved via extensions to existing towns and villages.

3.11 **Paragraphs 186** and **187** encourage local planning authorities to approach decision taking in a positive way in order to foster the delivery of sustainable development. Local authorities should look for solutions rather than problems and decision-takers at every level should seek to approve applications for sustainable development where possible.

3.12 **Paragraph 215** states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the Framework. **Paragraph 216** states that from the day of publication, decision-takers may give weight to the relevant policies from emerging plans according to

the stage of preparation, the extent to which there are unresolved objections and the degree of consistency with the Framework.

Planning Practice Guidance

- 3.13 The Planning Practice Guidance supplements the National Planning Policy Framework and provides further guidance. Of particular relevance to the application proposals, section 20 of the PPG clarifies the requirement for local authorities to identify the objectively assessed housing needs for their area.

Local Development Plan

- 3.14 The currently adopted Development Plan for the area comprises the **Cherwell Local Plan (2011-2031)** (adopted July 2015) and the saved policies of the **Cherwell Local Plan** (adopted November 1996).

Cherwell Local Plan (Part I) (2015)

- 3.15 The Cherwell Local Plan was adopted in July 2015 and provides the long term vision and direction for future development in the district over the period 2011-2031.
- 3.16 **Policy PSD1** sets out how the Council will take a proactive approach to reflect the presumption in favour of sustainable development.
- 3.17 **Policy BSC1** establishes the district-wide housing distribution for the area based upon the findings of the Oxfordshire SHMA and sets an overall requirement of 22,840 dwellings in Cherwell District for the period 2011-2031. The majority of housing growth is directed towards Bicester and Banbury, which are the principal towns and economic centres in the district.
- 3.18 There are several 'village' policies in the Local Plan which are of relevance to the application site. **Policy Villages 1** categorises all the villages in the area according to size and service provision. The village of Adderbury is classed as a 'Category A' 'service village' at the top of the hierarchy, along with 23 other villages. The policy states that such settlements 'will be considered to be suitable for minor development in addition to infilling and conversions'. In assessing whether proposals constitute acceptable 'minor development', regard will be given to the size of the village and the level of service provision, the site's context within the existing building environment, whether it is in keeping with the character and form of the village, its local landscape setting and careful consideration of the appropriate scale of development.

3.19 **Policy Villages 2** then establishes a housing requirement of 750 houses to be built across the 'Category A' villages, in addition to windfalls and extant planning permissions for more than 10 dwellings as of 31 March 2014. The policy states that individual sites will be identified through the preparation of the Local Plan Part 2, Neighbourhood Plans or as a result of planning applications being submitted. The Policy states that in identifying and considering sites, particular regard will be given to the following criteria:

- Whether the land has been previously developed land or is of lesser environmental value
- Whether significant adverse impact on heritage or wildlife assets could be avoided
- Whether development would contribute in enhancing the built environment
- Whether best and most versatile agricultural land could be avoided
- Whether significant adverse landscape and impacts could be avoided
- Whether satisfactory vehicular and pedestrian access/egress could be provided
- Whether the site is well located to services and facilities
- Whether necessary infrastructure could be provided
- Whether land considered for allocation is deliverable now or whether there is a reasonable prospect that it could be developed within the plan period
- Whether land the subject of an application for planning permission could be delivered within the next five years
- Whether the development would have an adverse impact on flood risk.

3.20 **Policy PSD1** states that when considering development proposals, the Council will take a proactive approach reflecting the presumption in favour of sustainable development contained in the Framework. Where no policies are relevant to the application or are out of date at the time of making the decision, permission will be granted unless material considerations indicate otherwise, such as impacts outweighing potential benefits of the development or specific policies in the Framework indicating that development should be restricted.

3.21 **Policy BSC2** relates to the effective and efficient use of land and outlines housing density requirements in Cherwell. Development will be expected to be provided to a density of at least 30 dwellings per hectare unless there are *'justifiable planning reasons for lower density development'*.

3.22 **Policy BSC3** considers affordable housing and states that Cherwell has a high level need for affordable housing. For developments of 11 or more dwellings on this site provision of at least 35% of units as

affordable is expected. Financial contributions in lieu of on-site provision will only be acceptable in exceptional circumstances. Qualifying developments will be expected to provide 70% of the total as affordable/social rented dwellings and 30% as other forms of intermediate affordable homes.

3.23 **Policy BSC4** states that new residential development will be expected to provide a mix of homes to meet current and expected future needs with the aim of creating socially mixed and inclusive communities.

3.24 **Policy BSC10** sets out the Council's approach to encourage partnership between stakeholders to ensure that open space, sport and recreation provision of a sufficient quantity and quality is secured. Existing sites will be protected, existing deficiencies will be addressed and ensuring that new development proposals contribute to open space, sport and recreation provision. In determining the nature of the provision, the Council will consult with parish councils to ensure it meets local needs. **Policy BSC12** states the Council will encourage the provision of community facilities to enhance the sustainability of communities, whilst supporting the need to ensure built sports provision is in accordance with local standards of provision.

3.25 **Policy BSC11** details local standards of provision for outdoor recreation. Development proposals will be required to contribute to provision of open space for outdoor recreation and ensure its maintenance if the development is of a qualifying size. Where it is not possible to provide this provision on site, financial contributions towards suitable off site provision will be sought.

3.26 **Policy ESD1** establishes measures that will be taken to mitigate the impact development within the district will have on climate change. These measures will include distributing growth to the most sustainable locations, ensuring development seeks to reduce the need to travel and encourages where necessary sustainable travel options, ensuring developments are designed to reduce carbon emissions and use resources more efficiently and through the promotion of decentralised and renewable or low carbon energy where appropriate.

3.27 The adaptation measures utilised to achieve these goals include consideration of the known physical and environmental constraints when identifying locations for development, demonstrating design approaches that are resilient to climate change including use of passive solar design for heating and cooling. Additionally to minimise the risk of flooding sustainable drainage methods should be utilised and through the provision of on-site green infrastructure reduce the effects of the development on the microclimate.

- 3.28 **Policy ESD2** sets out Energy Hierarchy and Allowable Solutions that will be followed to achieve carbon emissions reductions. The energy hierarchy will include a. reducing energy use, b. Supplying energy efficiently and prioritising decentralised energy supply, c. making use of renewable energy and d. making use of allowable solutions.
- 3.29 **Policy ESD3** expands on this to encourage sustainable construction methods to incorporate sustainable design and construction technology to achieve zero carbon development through a mix of fabric energy efficiency, carbon compliance and allowable solutions in line with Government policy.
- 3.30 **Policy ESD6** states that the Council will manage and reduce flood risk through use of a sequential approach to development. This will include assessing development proposals according to the sequential approach and, if necessary, the exceptions test outlined in the Framework. Site specific flood risk assessments will be required for development proposals of 1 hectare or more or within 9 metres of any watercourse. Proposals should also demonstrate methods to effectively manage surface water on site and that development will not increase flood risk elsewhere.
- 3.31 **Policy ESD7** requires all development to use sustainable drainage systems (SuDS) for management of surface water run-off. If possible, SuDS should seek to reduce flood risk, reduce pollution and provide landscape and wildlife benefits. SuDS will require the approval of Oxfordshire Country Council.
- 3.32 **Policy ESD8** states how the Council will seek to maintain and enhance water quality through the avoidance of adverse effects of development on the water environment. Development will not be permitted if proposals would adversely affect surface or underground water quality.
- 3.33 **Policy ESD10** outlines how protection and enhancement of biodiversity and the natural environment will be sought in developments by the Council. When proposals for development are considered, a net gain in biodiversity will be sought by protecting, managing, enhancing and extending existing resources and where possible by creating new resources. The protection of trees will be sought and where possible the number of trees will be increased. Development will not be permitted if impacts emanating from it cannot be adequately mitigated against.
- 3.34 **Policy ESD13** states that where possible, especially in urban fringe locations, opportunities will be sought to secure the enhancement of the character and appearance of the landscape. Development will be expected to respect and enhance local landscape character, and where damage to local landscape character is unavoidable, adequate mitigation measures will be sought.

3.35 **Policy ESD15** pertains to respecting the existing character of the built and historic environment of settlements. Where development is in the vicinity of any distinctive natural or historic assets, new development will be expected to complement and enhance the character of its context through sensitive siting, layout and high quality design. Developments in the vicinity of such assets will be expected to complement the existing character area. This policy also establishes that all new development will be expected to meet high design standards.

3.36 **Policy ESD17** outlines how the Council will seek to maintain and enhance the existing green infrastructure network whilst ensuring that green infrastructure networks remain integral to the planning of new development. Proposals should maximise the opportunity to maintain and extend green infrastructure links to open space and the wider countryside beyond.

3.37 **Policy INF1** states development proposals will be required to demonstrate that infrastructure requirements can be met including the provision of transport, education, health, social and community facilities.

[Saved Policies of the Cherwell Local Plan 1996](#)

3.38 The following policies of the Cherwell Local Plan 1996 have been retained following the adoption of the Local Plan (2015) and are considered relevant to the application proposals.

3.39 **Policy H18** states that planning permission will only be granted for the construction of new dwellings beyond the built-up limits of settlements when it is essential for agricultural or other existing undertaking, the proposal meets the criteria set out in Policy H6 (rural exceptions sites) and the proposal would not conflict with other policies in this plan.

3.40 **Policy C8** states that sporadic development in the countryside will be resisted to retain its attractive, open, rural character.

3.41 **Policy C15** states that the Council will prevent the coalescence of settlements by resisting development in areas of open land, which are important in distinguishing them.

3.42 **Policy C28** states that control will be exercised over all new development to ensure that standards of layout, design and appearance are appropriate to the character of their context. In sensitive areas, such as Conservation Areas or areas of high landscape value development will be required to be of a high standard and the use of traditional local materials would be encouraged. **Policy C30** states that design

control will be exercised to ensure that new housing development is compatible with the appearance, character, layout, scale and density of existing dwellings in the vicinity. **Policy C33** states the Council will seek to retain any undeveloped gap of land which is important in preserving the character of the settlement.

- 3.43 **Policy ENV7 and ENV2** relate to ensuring adequate local amenity. **ENV12** relates to contaminated land.

Other Material Considerations

Cherwell Local Plan 2011-2031 (Part 2) – Development Management Policies and Sites

- 3.44 The Council are currently preparing the Part 2 Local Plan, which will sit alongside the Part 1 Local Plan, and will identify smaller, non-strategic sites for development and development management policies to support the strategic policies of the Part 1 Local Plan. The Council undertook an Issues Consultation on the Local Plan Part 2 from January to March 2016. The Plan is therefore at a very early stage.
- 3.45 The latest Local Development Scheme (LDS) (November 2017) for Cherwell anticipates that the next consultation will constitute an Options Consultation (Regulation 18) and take place July to August 2018. Submission to the Secretary of State is anticipated in June 2019 with Examination due in September to October 2019.

Partial Review of Cherwell Local Plan 2011-2031 (Part 1) – Oxford’s Unmet Housing Need

- 3.46 The Inspector conducting the examination into the Local Plan (2015) at Cherwell agreed to allow the Local Plan to proceed on the basis that the Council would undertake a Partial Review of the Local Plan once the unmet need from Oxford was apportioned. On the 26th September 2016, the Oxfordshire Growth Board agreed an apportionment of Oxford’s unmet housing need to the Oxfordshire districts, including 4,400 homes to Cherwell (2011-2031).
- 3.47 On the 17th July 2017, the Council launched a consultation on the Proposed Submission version of the Partial Review. The Proposed Submission plan seeks to direct the unmet need towards the part of Cherwell District most closely related to Oxford. It focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarnton and Begbroke, and up to Woodstock in West Oxfordshire and proposes the release of mostly Green Belt land to accommodate development.

3.48 The LDS (April 2017) anticipates the Partial Review will be submitted to the Secretary of State in March 2018, with Examination in March to October 2018.

Emerging Adderbury Neighbourhood Plan

3.49 A Neighbourhood Plan for Adderbury is currently under preparation and a draft Neighbourhood Plan was formally submitted to Cherwell District Council in May 2017. The Council have recently consulted on the Neighbourhood Plan as required under Regulation 16. The Neighbourhood Plan has not yet been subject to examination and as such, can only be afforded very limited weight.

Annual Monitoring Report 2016

3.50 The Annual Monitoring Report 2016 (dated March 2017) identified a 5.4 years supply for the five year period 2016-21, and 5.6 years for the five year period 2017-22. These calculations are based on the requirement set out in the Cherwell Local Plan Part 1, and the application of a 5% buffer in line with the provisions of paragraph 47 of the Framework. We appreciate the fact that land supply is a fluid argument but we must point out that the supply is marginal and vulnerable to shortfall should any delay on sites be forthcoming.

4.0 Planning Appraisal

4.1 This section considers the application proposal against the provisions of the development plan and other material considerations. In summary, it looks at the following:

- The **principle of development**:
 - Compliance with the Development Plan
 - Need for Housing
 - Suitability for Residential Development
- Other **material considerations**, including lack of tangible harm from the following technical matters:
 - Highways and Access
 - Ecology
 - Landscape and Visual Impact
 - Trees
 - Layout and Housing Mix
 - Flood Risk and Drainage
 - Ground Conditions
 - Utilities

The Principle of Development

Compliance with the Development Plan

4.2 In accordance with national policy, The Cherwell Local Plan 2011-2031 Part 1 (July 2015) seeks to boost significantly the supply of housing and direct development to sustainable locations. **Policy Villages 1** identifies Adderbury as a 'Category A' village, one of the most sustainable villages in the District. **Policy**

Villages 2 recognises that some growth needs to be directed to the rural area and seeks to deliver around 750 dwellings in the 'Category A' villages. This will principally involve the identification of sites of 10 or more dwellings within or outside the built-up limits of those villages. The Policy states that sites will be identified through the preparation of the Local Plan Part 2, through the preparation of Neighbourhood Plans and through the determination of applications for planning permission. It therefore explicitly anticipates that sites will come forward via the submission of planning applications outside of the site allocations or neighbourhood plan process. The 2016 AMR (March 2017) shows that out of the 750 dwellings distributed towards the 'Category A' villages, 571 have already been committed meaning there are a remaining 179 dwellings outstanding.

4.3 As recognised in several recent appeal decisions in the District¹, the Local Plan Part 1 does not set a limit as to what proportion of this 750 should be accommodated in each village or a phasing for its delivery. The principle of housing development outside of the existing settlement limits in Adderbury is therefore in compliance with this Policy of the Local Plan.

4.4 An Inspector conducting a recent appeal at Banbury Road, Finmere² (another 'Category A' village) recognised that in applying **Policy Villages 2**, '*judgements need to be applied on the suitability of each major housing proposal in Category A villages, based on the particular circumstances*' including whether the scale of development is appropriate to the size and facilities of the village and whether the proposal constitutes sustainable development. **Policy Villages 2** states that in identifying and considering sites, regard will be had to specific criteria. The below table assesses how the application proposals perform against these criteria, and is informed by the suite of accompanying technical surveys and reports.

Criteria set out by Policy Villages 2	Compliance of Application Proposals
<i>Whether the land has been previously developed land or is of lesser environmental value</i>	The site is part greenfield, part brownfield. It is not subject to any specific environmental designation. The site is framed in all

¹ APP/C2105/W/16/3158925 – Land west of Northampton Road, Weston on the Green – Decision Dated: 8th February 2017
 APP/C3105/W/17/3169168 – Heatherstone Lodge, Banbury Road, Finmere – Decision Dated: 14th June 2017

² APP/C3105/W/17/3169168 – Heatherstone Lodge, Banbury Road, Finmere – Decision Dated: 14th June 2017

	<p>directions by urban features and is extremely well-related physically to the existing settlement.</p>
<p><i>Whether significant adverse impact on heritage or wildlife assets could be avoided</i></p>	<p>The submitted Ecology Survey demonstrates that the habitats on site are widespread and of limited ecological value. The proposed scheme has been carefully designed to achieve a net biodiversity gain when compared to the existing situation.</p> <p>The Adderbury Conservation Area lies approximately 120 metres to the west of the site at its nearest point. There is limited intervisibility between the site and the Conservation Area due to the intervening field boundaries, vegetation, topography and railway embankment. The submitted Landscape Visual Appraisal sets out the principles for how a scheme can be successfully accommodated within the site and not cause undue harm to the landscape, landscape character or visual amenity of the surrounding area and wider countryside.</p>
<p><i>Whether development would contribute in enhancing the built environment</i></p>	<p>The Illustrative Masterplan shows how housing can come forward on the site in a manner which respects the character of the existing adjacent development and the edge of settlement location. In particular, a Green Infrastructure Network will be integrated throughout the development ensuring the development enhances the built environment. This is particularly so when compared to the nature of the existing development on site.</p> <p>A local character assessment of buildings will inform future built design proposals.</p>
<p><i>Whether best and most versatile agricultural land could be avoided</i></p>	<p>The established need to release greenfield land for housing development will inevitably require the development of some agricultural land. Much of the site is being used as paddocks and given the modest size of the site its development would not lead</p>

	to the loss of a significant amount of agricultural land such that should preclude development.
<i>Whether significant adverse landscape and impacts could be avoided</i>	The submitted Landscape and Visual Appraisal identifies that the site has an enclosed character with limited visibility from the wider landscape due to the mature hedgerows at the boundaries of the site, the topography of the surrounding area and intervening landscaping. The proposed landscape strategy includes retention and management of the existing hedgerows, ensuring the proposed residential development would be successfully accommodated within the site and would result in minimal change to landscape and visual receptors. The impact of development cannot be considered significant adverse.
<i>Whether satisfactory vehicular and pedestrian access/egress could be provided</i>	The submitted Transport Statement demonstrates that safe and suitable access/ egress can be achieved off Berry Hill Road. In addition, the scheme proposes to provide new footway links along Berry Hill Road and link with existing PROW routes and provide a safe pedestrian refuge to cross Oxford Road
<i>Whether the site is well located to services and facilities</i>	The site is within reasonable walking distance and a variety of routes exist to a range of everyday services and facilities within Adderbury It is also well served by public transport links to nearby higher order settlements, including Banbury town centre. Adderbury is one of the most sustainable of the 'Category A' villages and how the development will improve connections for new and existing residents through new footways.
<i>Whether necessary infrastructure could be provided</i>	The Illustrative Masterplan provides significant open space on the site.. A Section 106 Agreement will ensure sufficient contributions towards any infrastructure required to support the development. A new footway link along Berry Hill Road that will link to existing PROWs will ensure safe pedestrian movement

	around Adderbury. In addition, a pedestrian refuge on Oxford Road will be provided to allow for safe crossing over this road to nearby PROWs.
<i>Whether land considered for allocation is deliverable now or whether there is a reasonable prospect that it could be developed within the plan period</i>	The site is available, suitable, achievable and deliverable within the next five years, with regard to footnote 11 of Paragraph 47 of the Framework.
<i>Whether land the subject of an application for planning permission could be delivered within the next five years</i>	The site is available now, suitable, achievable and deliverable within the next five years, with regard to footnote 11 of Paragraph 47 of the Framework. There is nothing to prevent the site being delivered immediately upon receipt of the necessary consents.
<i>Whether the development would have an adverse impact on flood risk.</i>	The site is located within Flood Zone 1 and is therefore a suitable location for residential development. The submitted Flood Risk Assessment concludes that flooding from all sources is low and the site will not have an adverse impact on flood risk.

4.9 It is clear that the application proposals are in line with the specified criteria contained in **Policy Villages 2**. The excellent sustainability credentials of the proposed development are re-iterated in Section 5 in relation to paragraph 7 of the Framework and the social, environmental and economic dimensions of sustainability.

4.10 The 'Category A' villages comprise a wide range of settlements, encompassing both Kidlington with a population of 13,723 and Finmere with a population of 466. Of the 23 'Category A' villages, Adderbury is one of the largest. It is the third most well-served of the villages in terms of local facilities, benefitting from the 8 key services, plus a library.³ It also has the second largest existing population (2,819) surpassed only by Kidlington with 13,723. Indeed only 6 (including Adderbury) of the 23 villages have existing populations of over 2,000.

³ Addendum to Topic Paper 2: Housing Village Categorisation Update 2014

- 4.11 It is clear that Adderbury is a particularly suitable settlement to direct some of the 750 dwelling requirement towards. The 2016 AMR (March 2017) identifies that 117 dwellings have been permitted in Adderbury since 2011. This equates to just over 15% of the policy requirement for Category A villages. Given Adderbury is one of the largest and most sustainable settlements within the category however, it is wholly appropriate for it to take a larger share of the 750 allocation than most of the other villages. A similar position was advocated by the Secretary of State in a recent appeal decision⁴ where he determined it would be reasonable for Hook Norton to provide a relatively larger share of the 750 dwelling given its sustainability credentials.
- 4.12 The application proposes up to 60 dwellings in one of the highest order settlements with policy support for growth and on a sustainable site in a sustainable location and appropriate to the scale of the village. The proposals will deliver around 35% of the residual need (179 dwellings) as set by **Policy Villages 2**.
- 4.13 This Statement and the accompanying planning application documents confirm that there are no technical constraints which preclude the development of the site for housing and the proposed scheme represents sustainable development which would not result in any adverse impacts which would justify refusal of the application.
- 4.14 In light of this, the application site is an entirely appropriate site to help contribute towards the District's identified housing needs and can be brought forward in full accordance with the provisions of **Policy Villages 2** of the Local Plan (2015). Accordingly, the third bullet of paragraph 14 of the Framework applies and the development proposals should be approved without delay.
- 4.15 There is no tangible evidence that the infrastructure within the village does not have capacity to accommodate more growth such that further development would be unsustainable. Whilst at the time of submission the application proposals would be in conflict with Policy AD1 of the emerging Neighbourhood Plan, it is considered the harm from this conflict is limited. The reason for this is that there is no evidence that additional development in Adderbury could not be accommodated sustainably and the Neighbourhood Plan itself can only be afforded limited weight in the decision making process at this time. The provisions of the Local Plan therefore take precedence, carrying full weight and it has been demonstrated that the proposals fully accord with **Policy Villages 2** by virtue of addressing a housing requirement in a sustainable location on a suitable site.

⁴ APP/C3105/A/14/2226552 – Land at Sibford Road, Hook Norton – Decision Date: 7th December 2015

Need for Housing

- 4.16 The Council's latest position in relation to housing land supply is set out in the 2016 AMR (dated March 2017) which identifies the existence of 5.6 years for the five year period 2017-22. These calculations are based on the requirement set out in the Cherwell Local Plan Part 1, and the application of a 5% buffer. By the Council's own calculations therefore, the 5 year supply position is marginal at best.
- 4.17 Given the Part 2 Local Plan is still a considerable way off adoption, there will be continued pressure on the Council to release greenfield sites for housing development outside of the plan process in order to maintain a rolling 5 year supply.
- 4.18 The need to release more land for housing is compounded by the requirement for Cherwell to accommodate an extra 4,400 dwellings of Oxford's Unmet Need. As set out in Section 3, the Proposed Submission version of the Partial Review seeks to direct this additional development towards the part of the Cherwell District most closely related to Oxford. It focuses development on a geographic area extending north from Oxford to south Kidlington, along the A44 corridor to Yarton and Begbroke, and up to Woodstock in West Oxfordshire. It is proposed to release significant tranches of Green Belt land in this area to accommodate the additional development.
- 4.19 Hollins Strategic Land agree there is logic in directing a significant proportion of the 4,400 requirement close to where the need arises in Oxford. However, given the scale of the proposals on Green Belt, Hollins is concerned that those identified sites may not deliver the much needed homes as expected due to various reasons such as complexities in landownership and the onerous mechanisms required to release Green Belt land. A more balanced approach is required that allows for flexibility in the policy and look to suitable, available and deliverable sites outside of the Green Belt elsewhere in the District. As such there is risk that the Inspector may in fact consider exceptional circumstances do not exist to justify the proposed level of Green Belt release and look to alternative options such as accommodating an element of this unmet need elsewhere in the District.
- 4.20 In any event, with the south of the District being expected to accommodate either all or the majority of these additional 4,400 dwellings, directing the remaining of Cherwell's requirement towards some sustainable locations north of the Borough would help ensure a balanced distribution of growth across the District. This adds even further weight in support of the principle of additional housing growth in Adderbury.

Suitability for Residential Development

4.21 In accordance with footnote 11 of Paragraph 47 of the Framework, in order to be considered deliverable, a site should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. We set out below how the site meets the required tests of deliverability:

Available

4.22 Hollins Strategic Land has a direct interest in the land and is making the land available for development now. The land has been reviewed in the SHLAA and is known to be available now by a willing landowner and interested developer..

Suitable

4.23 The application site is considered to be a suitable location for housing development with regard to the following material considerations:

- The site is well-related to the existing settlement, with urban features in each direction. A well designed new housing development will be reflective of the settlement patterns, be sympathetic in terms of design and be well contained within the existing landscape features surrounding the site;
- Adderbury is one of most sustainable villages within Cherwell and is a highly suitable location to direct additional development towards. The site is within walking distance to the range of facilities within the centre of the village. It also benefits from public transport connections to nearby Banbury.
- Safe and appropriate vehicular access can be achieved off Berry Hill Road, and the submitted Transport Statement demonstrates the proposal will have negligible impact on the surrounding local highway network; and
- The proposals are supported by a set of technical assessments which demonstrate the suitability of the site for housing development in terms of ecology, and landscape,;
- The site is serviceable with connections to foul drainage sewer on Berry Hill Road and surface water drainage having the ability to connect by gravity to nearby watercourses at a controlled level.

Achievable

- 4.24 The suite of technical documents submitted with the application, demonstrate that the site is suitable and there are no environmental, physical, social or legal constraints that would restrict the development of the site for housing. The application proposals are therefore achievable.
- 4.25 The site is also within a high demand housing market area.

Other Material Considerations

Highways and Access

- 4.26 **Paragraph 32** of the Framework states that plans and developments should take account of whether the opportunities for sustainable transport modes have been taken up, 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. **Paragraph 32** states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are 'severe'.
- 4.27 A singular vehicular access to the development is proposed directly off Berry Hill Road, approximately midway along the site frontage. The Transport Statement demonstrates that adequate visibility splays can be achieved either side of the proposed access junction. The proposed access layout is shown in detail in drawing Ref: 1899-F01.
- 4.28 In accordance with good practice guidance and using the latest version of the TRICS database, the traffic impact of the development has been predicted. This outlines how the proposed development is forecast to generate a two-way total of approximately 31 trips in the AM peak hour period and 33 trips in the PM peak hour. The Transport Statement demonstrates that given the low increase in trips as a result of the proposals, the additional traffic can be accommodated safely on the local highway network and will have a minimal impact on its operation.
- 4.29 The Transport Statement also demonstrates that the site is in a sustainable, accessible location for residential development. The site provides real opportunities to travel by non-car modes to a range of essential and everyday destinations.

- 4.30 The development will also provide benefits to existing residents through provision of footways along Berry Hill Road connecting into the centre of the village, and east towards the Twyford Mill employment area, improving access and the safety for all pedestrians on Berry Hill Road.
- 4.31 In conclusion, the submitted Transport Statement demonstrates that the proposals will provide a development that is sustainable in transport terms. Its development will not give rise to any adverse impacts in respect of the local highway network or highway safety in the vicinity of the site such that in accordance with **Paragraph 32** of the Framework, there are no highways grounds which should prevent the site from coming forward for housing.

Landscape and Visual Impact

- 4.32 A Landscape and Visual Appraisal (LVA) has been prepared by Peter Brett Associates. This describes how the village of Adderbury had a nucleated settlement pattern, with residential development in the 20th and 21st century having expanded the village to the south-west and north-east. There are no landscape designations on or adjacent to the site. The Conservation Area and listed buildings are sufficiently separated by intervening vegetation and distance for there to be no discernible effects.
- 4.33 The LVA describes how the proposals would have limited visibility from local viewpoints, with views mainly limited to those from Berry Hill Road and two local footpaths due to intervening vegetation, topography and development.
- 4.34 A landscape strategy is proposed for the site, based on the following principles:
- Retaining and enhancing the western, northern and east site boundaries in their entirety;
 - Retaining most of the southern boundary along Berry Hill Road, and planting trees and hedges to replace those removed for access;
 - Keeping the south-east corner undeveloped and establish a new copse to assist with transition to open countryside;
 - Keeping development back from the northern part of the site to retain the integrity of the shallow valley feature and increase separation from the valley of the Sor Brook;
 - Producing an irregular edge to development, more in accordance with traditional settlement edge patterns; using materials and colours that are recessive in the landscape; and
 - Undertaking a comprehensive landscape scheme and management plan for the entire site

to ensure the future of the landscape of the site, including the existing trees and shrubs, any new planting and to encourage bio-diversity by grassland management.

- 4.35 Following the principles set out in the strategy, the proposed residential development would be successfully accommodated within the site and would result in minimal change to landscape and visual receptors. The proposed development would not cause undue harm to the landscape, landscape character or visual amenity of the surrounding area and wider countryside.
- 4.36 A previous appeal on the site (ref: APP/C3105/A/06/2032232) was dismissed on the grounds it would be incompatible with the character of the existing dwellings and detrimental to the visual amenity of the area. The appeal proposal comprised ribbon development fronting directly onto Berry Hill Road. It therefore took an entirely different form to the currently proposed development. In contrast to the appeal proposal, the submitted LVA and Design and Access Statement describes how the development now being proposed will integrate well with its surroundings, with extensive green infrastructure incorporated across the site to screen the development from wider views and ensure a soft new edge to the settlement.
- 4.37 The LVA sets out how the development proposals will accord with **Policy ESD13** of the 2015 Local Plan by respecting and enhancing local landscape character, and the character of the built and historic environment.

Ecology

- 4.38 A desk-top study and extended Phase 1 Habitat Survey has been carried out by REC Ltd. The survey and report show that the development proposals will have no adverse direct or indirect effect on statutory or non-statutory designated sites for nature conservation. The proposed development would result in the loss of common and widespread habitats, which have negligible ecological value.
- 4.39 In accordance with standard guidance, appropriate survey effort and assessment has been carried out to reasonably discount any adverse effects on protected species.
- 4.40 Incorporated into the proposals will be the opportunity to secure enhancements to the value of the site for fauna including roosting bats, nesting birds and general biodiversity by landscape planting and habitat creation, therefore achieving a net gain for biodiversity. Opportunities to enhance and improve

habitat connectivity through and around the site have been integral to the production of the Illustrative Masterplan, including the provision of open space and a woodland corridor to the east of the site.

- 4.41 Overall, the Assessment concludes that there are no ecological constraints which would preclude the development of the site for housing. In accordance with the principles of the Framework, the application proposals will incorporate measures to enhance the ecological interest and habitat connectivity of the site and achieve biodiversity gain through appropriate landscape planting and habitat creation. The net biodiversity gain represents a material benefit of the proposal.
- 4.42 The proposals therefore accord with **Policy ESD10** of the Local Plan Part 1 (2015) which outlines how protection and enhancement of biodiversity will be sought in developments, and when proposals are considered, a net gain in biodiversity will be sought. Furthermore, **Paragraph 118** of the Framework which states that developments should aim to conserve and enhance biodiversity by avoiding, adequately mitigating or, as a last resort, compensating for harm to the environment.

Trees

- 4.43 A tree survey has been undertaken by AWA Tree Consultants. The tree survey identified 56 items of woody vegetation, consisting of 43 individual trees and 13 groups of trees or hedges, with one tree of retention category 'U'; 6 trees retention category 'A', 13 trees retention category 'B', and the remaining 36 trees retention category 'C'. All are along or beyond the site boundary.
- 4.44 The most significant trees have been identified as the four mature Oaks (T40 to T43), along the northern boundary. AWA have assessed them as large historical trees of high arboricultural importance and with only minor defects. Other significant individual trees include a large Sycamore (T46), beyond the western boundary and a mature Oak near the south-eastern boundary (T22). The trees and shrubs along the southern boundary have been assessed as generally of lower arboricultural value.
- 4.45 No trees of significance will be removed to facilitate the development. Along the southern boundary one individual semi-mature tree (Field Maple T2), one Horse Chestnut (T3) and a 10m section of the unmanaged hedge group (Hawthorn G1) will require removal but they are all of low value, retention category 'C'. Accordingly, the development ensures the protection of existing trees as far as possible, in accordance with **Policy ESD10** of the Cherwell Local Plan (Part 1) (2015).

Layout and Housing Mix

- 4.46 **Paragraph 56** of the Framework identifies that the Government attaches great importance to the design of the built environment and that good design is indivisible from good planning.
- 4.47 The application is submitted in outline form, with matters of layout, scale, appearance and landscaping all reserved for consideration at a later date. As such, the masterplan layout is indicative only at this stage. It does however demonstrate that the proposed dwellings can be accommodated on the site in a manner which responds to the site's context appropriately, retaining existing natural features as far as possible and delivering biodiversity enhancements. This is in accordance with Policy **ESD13**, **ESD15** and **ESD17** of the Cherwell Local Plan. At reserved matters stage, it is anticipated that the detailed scheme will be developed in accordance with best practice design principles to ensure sustainable development is delivered. Regard will be had to the criteria set out under Local Plan **Policy Villages 2**.
- 4.48 It is proposed that the application will include provision for 35% affordable homes in accordance with Cherwell Local Plan **Policy BSC3**. This constitutes a significant material benefit of the proposals. The exact housing mix and tenure is a matter to be agreed at the reserved matters stage. It is anticipated this will come forward in accordance with **Policies BSC2** and **BSC4** of the Cherwell Local Plan which seek to ensure new development provides a mix of housing and affordable housing is well integrated.

Flood Risk and Drainage

- 4.49 The site is located wholly within Flood Zone 1, land considered to be at a low risk of flooding. Although Sor Brook is located 80 metres to the north of the site, the potential flood risk associated from this watercourse has been identified as low due to the difference in ground levels between the River and the site. In addition to this, the development site is considered to be at low risk from flooding associated with surface water, sewer, groundwater and artificial flood sources.
- 4.50 It is anticipated that infiltration is likely to provide a viable drainage solution for surface water run-off, however it is recommended that Soakaway Testing be undertaken to demonstrate that this will be a viable solution. This will be confirmed during detailed design following more detailed analysis of levels.
- 4.51 The foul water flows generated by the development are proposed to connect into the adjacent foul water sewer (375mm diameter) to the east of the site. The exact point of connection will be discussed and agreed with Thames Water.

- 4.52 The submitted Flood Risk Assessment demonstrates that the risk of flooding from all sources on the site is assessed to be low and the development will not increase the risk of flooding elsewhere, provided sustainable management options are considered, in accordance with the requirements of the Framework and Planning Practice Guidance. The proposals therefore accord with **Policies ESD6** and **ESD7** of the Cherwell Local Plan.

Ground Conditions

- 4.53 A desk-top geo-environmental assessment has been undertaken by Betts Geo Environmental Limited and accompanies the application. The risk from onsite made ground is considered to be low – moderate across the site in respect of ground gas and contamination, primarily due to the site not being previously developed. Further ground investigation is required to confirm exactly what remediation action is required to mitigate risk for contamination and ground gases, however this is likely to be minimal.

Utilities

- 4.54 UCML's Utility Study accompanies the application and provides a concise overview of the electricity, gas, clean water and telecommunications statutory infrastructure in the vicinity of the site.
- 4.55 The study confirms that all of the primary services are available adjacent to the site and can serve the proposed development. Some services cross the site, such as the overhead High Voltage 11kV apparatus, but these can be satisfactorily diverted or safeguarded as part of the proposed development through the adoption of standard procedures.

Summary

- 4.56 In summary, the submitted documents demonstrate there are no technical constraints which would preclude the proposed development and the site represents a deliverable housing site capable of coming forward within the next 5 years. Furthermore, the harm arising from the proposed development has been assessed and is not considered to outweigh the significant material benefits of the proposals for 60 new dwellings on the site.

5.0 Assessment of Planning Balance

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all planning applications to be determined in accordance with the development plan unless there are material considerations which indicate otherwise. Within this context, the weight to be attributed to any relevant development plan policies must be considered in accordance with **Paragraph 215** of the Framework, which requires decision-takers to give due weight to relevant policies in existing plans according to their degree of consistency with the Framework.
- 5.2 As a 'Category A' village, Adderbury is recognised in the adopted Local Plan (2015) as being one of the most sustainable settlements in the District and a suitable location to accommodate some of the identified housing requirement. Policy Villages 2 establishes a total requirement of 750 dwellings to be delivered across the 'Category A' villages and recognises that this will involve the development of sites outside of the built-up limits of those villages. As well as being identified through the Local Plan Part 2 and Neighbourhood Plans, the Policy explicitly recognises that sites can and will come forward via the submission of planning applications outside of the plan making process.
- 5.3 The Policy anticipates the suitability of housing proposals will be considered on a site-specific basis taking into account the sustainability of the site and proposed development. With regard to the following key points, this Statement and the accompanying supporting documents together demonstrate that Adderbury represents a highly suitable location to accommodate additional housing development and the application proposals represent sustainable development. Accordingly, the proposals are considered to fully comply with **Policy Villages 2** of the Local Plan (2015).
- As a 'Category A' village, Adderbury is recognised in the Local Plan as being a suitable location to direct additional housing. This Statement has described how by virtue of its size, numerous facilities and excellent public transport links to nearby Banbury, Adderbury is one of the most sustainable of all the 'Category A' villages. It is therefore a particularly appropriate settlement to accommodate a proportion of the 750 dwellings directed towards this tier in the settlement hierarchy.
 - Whilst there have been major housing schemes recently approved in Adderbury, there is no evidence that the infrastructure in the village is at a capacity such that an additional 60

dwellings (in the form of the application proposals) would amount to an unsustainable level of development.

- The delivery of new homes in the northern part of the Borough will help ensure a balanced distribution of growth across the District, given the Council's proposals to direct the entire 4,400 dwelling apportionment of Oxford's unmet need to the south of the Borough.
- This Statement and the accompanying documents demonstrate that the proposed development meets all of the criteria specified in **Policy Villages 2**.

5.4 Accordingly, it is submitted that the application proposals are wholly in accordance with the relevant policies of the adopted Development Plan such that, in accordance with Paragraph 14 of the Framework and the presumption in favour of sustainable development, the application should be approved without delay.

5.5 We go on below to outline the benefits that would arise from the scheme, and consider these against the limited adverse impacts of the proposal as part of the overall planning balance.

Benefits associated with the proposals

An Economic Role

5.6 The proposals would deliver a number of economic benefits to which significant weight should be given as part of the planning balance, including:

- Investment in construction with wider benefits for the construction supply chain;
- Both full-time and part-time jobs generated directly and indirectly through the construction of the scheme, over an estimated build period of under 2 years;
- Increased household expenditure in the area as a result of new residents;
- Additional Council Tax revenue per annum for Cherwell District Council;
- Additional New Homes Bonus for Cherwell District Council.

5.7 The economic benefits outlined above are directly associated with the implementation of the application proposals and would secure both short and long term economic benefits for both Adderbury and the wider regional economy. These are significant beneficial impacts in favour of the application proposals.

A Social Role

Supply of Housing Required to Meet the Needs of Present and Future Generations

- 5.8 In the context of the need to boost significantly the supply of housing as required by Paragraph 47 of the Framework, the delivery of around 60 homes at the application site will make a positive contribution towards meeting the identified housing requirement for the Cherwell rural area and maintaining a 5 year housing land supply. The pressure for the Council to continue to release sites in advance of the Local Plan Part 2 is evident given the fact that the 5 year supply position is only marginal at best and Cherwell's commitment to accommodate a proportion of Oxford's unmet need.
- 5.9 The provision of additional market housing is widely acknowledged as a key social benefit that should weigh significantly in favour of the proposals.

The need to deliver Affordable Housing

- 5.10 In accordance with the adopted Local Plan **Policy BSC3**, the proposed development would provide 35% affordable housing (equating to 21 dwellings). This will help to meet the substantial need that exists for the delivery of additional affordable housing in Cherwell in order to meet the net annual requirement of 264 affordable units per annum established in the latest 2014 SHMA.

Other social benefits

- 5.11 Other social benefits of the scheme include the incorporation of open space and enhancements to existing landscaping on site, including the potential to deliver play areas on site.
- 5.12 The additional population created by the development and their associated expenditure will also help to sustain and enhance existing local shops and services in Adderbury.
- 5.13 Finally, the new jobs created by the proposals, both permanent and temporary, bring social benefits as well as the economic ones previously mentioned due to new or increased income that can provide wider social opportunities such as access to new or better goods and services.
- 5.14 The Proposed Development is therefore considered to accord with the second dimension of sustainable development and will deliver significant social benefits, in particular through the delivery of affordable housing in an area of identified need.

An Environmental Role

5.15 From an environmental perspective the Framework requires development to contribute towards protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

5.16 The following provides a summary of the key ways the application proposals contribute positively towards this role:

- The application site is within a sustainable location, where there is an alternative to car travel through walking, cycling and public transport options.
- The pedestrian connectivity between the site and the surrounding area will be maximised by the creation of a pedestrian link to the existing footpath to the north east of the site – providing direct connectivity to the centre of the village.
- The proposals also provide for a new footway on the northern side of Berry Hill Road, delivering around 400 metres of additional footway to the local highway network, in addition to a new footway to Twyford Mill. This represents a material benefit to the wider population.
- In line with the Framework, the development will be located outside of the floodplain and will not result in a greater risk of flooding elsewhere.
- The proposals will have a positive ecological impact through a net biodiversity gain as a result of measure to enhance existing and create new habitats. These measures include additional native planting, the installation of bird and bat boxes and the creation of insect houses.
- The opportunity to enhance the habitat connectivity through and around the site will be enhanced through the proposed layout and the integration of a Green Infrastructure Network.
- The Indicative Masterplan provides opportunities for significant new tree planting.

5.17 The proposals will therefore bring environmental enhancements which weigh as a positive in respect of the environmental role of sustainable development.

Adverse Impacts associated with the Proposals

5.18 The following is a consideration of any adverse impacts of the proposals with reference to the three dimensions of sustainable development identified in paragraph 7 of the Framework.

Economic and Social Roles

5.19 Subject to the completion of a suitable Section 106 Agreement to mitigate any site specific infrastructure impacts, it is not considered that there are any adverse economic or social impacts associated with the application proposals.

An Environmental Role

5.20 In terms of environmental impact, the application site is not covered by any specific designations and the proposed development will not impact upon any nearby designated sites or landscapes, or features of acknowledged importance.

5.21 Whilst it is acknowledged there will be a slight adverse environmental impact through the loss of a field to built development, the Indicative Masterplan provides for substantial open space and landscaping buffers along the boundaries of the site which will mitigate any adverse and landscape and setting and ensure the proposal is well integrated into its surroundings.

Overall Planning Balance

5.22 When considering the principle of development, the proposals fully comply with the requirements of the development plan, specifically **Policy Villages 2** of the adopted Cherwell Local Plan Part 1 (2015).

5.23 It has been demonstrated that the application proposals would deliver a range of significant material benefits, most notably the contribution towards the provision of market and affordable housing in a highly sustainable and suitable location in Cherwell. In this context the proposals would make a positive contribution towards meeting identified housing needs and maintaining a 5 year housing land supply, which is marginal at best. This constitutes a significant material benefit, one which should be afforded additional weight in light of the doubts around the robustness of the supply position, as set out in Section 4, and the need for Cherwell to accommodate a proportion of Oxford's unmet need.

5.24 The emerging Adderbury Neighbourhood Plan has not been tested at Examination yet and can only be afforded very limited weight in the planning balance. It is acknowledged that the application

proposals would appear to conflict with the proposed strategy in the Submission Adderbury Neighbourhood Plan that restricts housing development outside of a defined settlement boundary. However, this proposed strategy is not considered justified or in general conformity with **Policy Villages 2** of the Cherwell Local Plan (2015) which specifically acknowledges the need for housing development outside of settlement boundaries in 'Category A' villages.

- 5.25 The site specific adverse impacts set out above are an inevitable consequence of accommodating housing growth to meet identified needs. It has been demonstrated from a landscape character and visual impact perspective that the delivery of housing in this location in the manner proposed will only have a minimal adverse impact as a result of significant green infrastructure proposed as mitigation.
- 5.26 Any other adverse environmental impacts will be mitigated through appropriate design, the retention of existing natural features as far as possible and a number of ecological and biodiversity enhancements have been identified and integrated into the Indicative Masterplan.
- 5.27 Accordingly, it is submitted that the proposals would bring significant, substantial benefits and would not give rise to any adverse impacts which would outweigh these benefits. The proposal constitutes sustainable development in line with Paragraph 7 of the Framework.
- 5.28 The application proposals are therefore in full accordance with the adopted Development Plan and the planning balance weighs heavily in favour of the approval of the application.

6.0 Affordable Housing Statement and Draft Heads of Terms

- 6.1 **Policy BSC3** of the adopted Local Plan requires new development to provide at least 35% affordable housing. The application proposals will accord with this requirement, equating to the provision of up to 21 dwellings on the site. The proposed mix and tenure split of the affordable properties will be a matter for determination at the Reserved Matters stage when it is anticipated a mix will be agreed with the Council based on evidence of identified need in Adderbury and the wider District.
- 6.2 It is anticipated that a draft set of Heads of Terms will be established and agreed upon during the process of the application addressing matters through a Section 106 Agreement, where it meets the tests of Regulation 122 of the CIL Regulations 2010. This is in accordance with **Policy INF1** of the Local Plan.

7.0 Conclusions

7.1 This Planning Statement has been prepared on behalf of Hollins Strategic Land in support of an outline application for:

“Outline planning permission for up to 60 dwellings with associated landscaping, open space and vehicular access off Berry Hill Road.”

7.2 The application is submitted in outline. All matters other than means of access are reserved for consideration at a later date.

7.3 The application site comprises 4 ha of part brownfield / greenfield land located outside of but contiguous with the current settlement envelope of Adderbury. This Statement demonstrates that for the following sound reasons, the site should be considered appropriate for residential development now:

- **Policy Villages 1** identifies Adderbury as a ‘Category A’ village and within this category, it is one of the most sustainable villages in the District. **Policy Villages 2** recognises that some growth needs to be directed to the rural area and accordingly distributes 750 dwellings towards the ‘Category A’ villages. The Policy anticipates that sites can and will come forward via the submission of planning applications outside of the site allocations or neighbourhood plan process. The 2016 AMR (March 2017) shows that there are 179 dwellings, out of the 750 allocated for rural areas, remaining to be identified;
- As one of the largest Category A villages well served by a wide range of facilities and services, including public transport links, Adderbury will be expected and indeed has the capacity to accommodate a greater proportion of housing growth than the other Category A villages over the plan period;
- Within this context, the application site represents an available, suitable, achievable and therefore deliverable housing site, capable of being developed within the next 5 years. The suite of technical documents submitted to support the application demonstrate there are no technical grounds which would preclude the development of the site for housing;

- The application proposals provide for a mix of dwellings which responds directly to local needs identified in the 2014 SHMA. This includes the provision of 35% affordable dwellings as required by Local Plan **Policy BSC3**.
- The Indicative Masterplan shows a high quality scheme that responds to the natural topography and existing landscaping of the site and integrates well with the existing character of Adderbury;
- The 5 year housing land supply position in the Borough is marginal at best, with the latest published position indicating only a 5.4 year supply and so there is a need to continue approving applications for new housing in order that a five year housing land supply can be maintained in the future.

7.4 This Statement demonstrates that the application site constitutes sustainable development, is an appropriate location to deliver new housing and that there are no adverse impacts arising from the proposal that would outweigh its many benefits. As such, the application should be considered favourably by the Council and approved without delay, in accordance with paragraph 14 of the Framework



**Land at Berry Hill Road,
Adderbury**

Planning Statement

on behalf of Hollins Strategic Land LLP

November 2017

London

Birmingham

Manchester

Thames Valley