

Item No.	Application No. and Parish	8/13 Week Date	Proposal, Location and Applicant
(1)	16/03061/OUTMAJ Hungerford Town Council.	15 February 2017	Outline application for approximately 100 dwellings, public open space and landscaping. Access onto A338. Matters to be considered; access only. Land to the south of Priory Road, Hungerford. Cala Management Ltd and Wates Developments.

To view the plans and drawings relating to this application click the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=16/03061/OUTMAJ>

Ward Member(s):

Councillor Hewer
Councillor Podger

Reason for Committee determination:

The Council has received well in excess of 10 letters of objection.

Committee Site Visit:

30th March 2017.

Recommendation.

The Head of Planning and Countryside be authorised to GRANT conditional planning permission, subject to the first completion of a s106 planning obligation.

Contact Officer Details

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1. Site History

15/03186/screen - EIA Screening Request. Not required. Date - November 2015.

2. Publicity of Application

Site notice displayed 29th November 2016. Expiry 20th December 2016.
Amended plans notices. Erected 2nd March 2017. Expiry 16th March 2017.
Advertised as a Departure.

3. Consultations and Representations

Hungerford Town Council.

Objection. The Town Council feels very strongly that the application should be refused. The application is premature since the Inspector has not finally pronounced upon the allocation in the HSADPD. Too much of the field is being developed. Original plans for 119 dwellings - too many in regard to the overall allocation. The site location is the worst for the town in terms of traffic impact on the High Street at peak periods. Accident risk, economic damage to shops. In addition the highest impact on AONB landscape and no exceptional circumstances have been shown to permit a major site such as this in the AONB. Alternative sites exist within the town itself. To permit the application would be thus contrary to the NPPF. Infrastructure impact on services such as the schools and surgeries. Flooding concerns.

Amended plans. Maintain their strong objection. Although the number of dwellings has fallen, this will still mean a considerable and harmful impact on traffic flows/congestion at peak periods in the High Street. The proposed mitigating measures will make little difference. The possible alternative route through Charnham Park is not supported by the Council. Brown field sites can still come forward in the Town e.g. Oakes Bros for 32 dwellings.

Highways

The proposal is generally acceptable with regards to access and layout. The site is within good proximity to schools. There will be an impact on junctions along the A338 through Hungerford, especially the A4 Charnham Street / A338 Bridge Street junction. However highway officers have put forward some potential solutions. Conditions recommended. Plus s278 works. Nil s 106.

Environmental Health

Conditional permission is recommended.

Fire and Rescue

Additional hydrants are required on the site. Condition accordingly.

Planning Policy

The application complies in principle with the policy designation of HSA19 in the HSADPD. The Inspector at the Local Plan Inquiry has not raised any fundamental objections to the site allocation and so, in principle, the application is acceptable and complies with the Council's Local Plan. Assuming all technical objections are overcome, approval is consistent with policy.

Housing

Support – up to 40 units of affordable housing is required via the application of policy CS6 in the Core Strategy at 40% of the proposed 100 dwellings. Obtain via s106 obligation. Homes should

be built to lifetime homes standard. 30% should be shared equity, 70% for social rent. Homes should be pepper potted through the application site. There is a very high demand for such housing in the parish and surrounds.

AONB Unit	Objection. The application if approved will harm the AONB landscape to its overall detriment. Contrary to the NPPF. The presumption in favour of sustainable development does not apply to the AONB, in their view. Other alternative sites should be considered.
Ward Member [Cllr. Podger].	Cannot support the application at the present time as the Inspector has not reported his conclusions of the HSADPD so to determine the application now would be premature. The decision should be deferred, accordingly.
Tree Officer	Conditional permission is recommended.
Waste Management	No objections. Conditional permission. It is understood that at this stage layout is not being considered. Layout must be satisfactory at the reserved matters stage.
Ramblers Association.	Objection. The site is in the AONB. Hungerford FP No. 31 traverses the site and users will be adversely affected. The route is very popular locally. Long distance views will be disrupted.
Rights of Way.	Similarly strong objections to the application, but understand that the site is allocated in the HSADPD.
CPRE Berkshire Branch.	Objection to the application. Not in conformity with the NPPF. No exceptional justification for major development in the AONB nor with section 85 of the CROW Act 2000. Believed to be contrary to Council Local Plan e.g. ADPP5. Significant harm to landscape will occur and loss of long distance views. Alternative housing sites should be found in the District outside the AONB.
Thames Water	Currently there are outstanding concerns about the capacity of the local waste network to accommodate the additional dwellings and the same applies to water supply. Grampian conditions to be applied should the application be approved to resolve these issues. No concerns re. surface water run off.
Education	In terms of impact on local schools, CIL alone will be adequate to mitigate the education impact, i.e. no s106 required.
Natural England	No objection. Do not consider that the application will harm the purpose behind the designation of the AONB. Council decision should be guided by the advice in para 115 of the NPPF.
SUDS	Details requested via amended plans. Comments awaited on the revised plans.

Public Open Space No objections. The proposed two plays areas can be adopted with a commuted maintenance sum of £68,200. Combine into s106, if approved. Sufficient public open space on site for the number of dwellings proposed.

Public Representations 111 objections received at the time of writing this report. Concerns based upon prematurity, application for further housing not required, alternative sites in the town are available, wrong side of the town, very poor access via High Street, impact on local services and infrastructure, impact on schools, impact on local landscape, loss of views, impact on local footpath, flooding problems. Loss of pleasant open space. Why build in the AONB? Contrary to local and national policy. Other roads through town will be come rat runs. Traffic congestion and danger will result. Parking in town will be impacted as will local businesses. The planting around the site will not mitigate the visual impact that will arise. Damaging effect on local wildlife. Increase in light pollution.

One petition submitted in addition. 148 objections, 6 in support and 1 no preference. Submitted via HTC. Similar issues to the above.

NB - for clarity the above includes the additional objections to the amended plans re consultation.

12 letters of support to the application. It will provide much needed additional housing [including affordable] in the town. It is a good location for the main secondary school. Will assist the town economy. Acceptable impact upon local AONB landscape. Traffic impact in the town will be acceptable. Will revitalise the town for younger people who could now afford to live in the area. The alternative sites in the town are not acceptable to be built upon.

4. Policy Considerations

National Planning Policy Framework 2012.
National Planning Practice Guidance 2014.
West Berkshire Core Strategy 2006 to 2026.
HSADPD November 2015. Policies GS1 and HSA19 – Land east of Salisbury Road.
Policies ADPP1, ADPP5, CS1, CS4, CS6, CS13, CS14, CS16, CS18, and CS19.

5 Description of development.

- 5.1. The application site comprises open fields immediately to the south of the built up area and settlement boundary of Hungerford, on a site to the east of Salisbury Road - the A338. The site area is 7.12ha in extent within the defined red line plan as submitted on the amended drawings in March 2017. For clarity, the original application submitted in 2016, indicated 119 dwellings to be constructed on the site, but, at the behest of the case officer, this was amended down to approximately 100 dwellings - in order to be consistent with the wording of the policy allocation by the Council. As noted above, these revised plans have been re-consulted upon last month, and hence the slight delay in progressing the application since its registration / validation last year. If the application is approved one of the officer recommended conditions is that no more than 100 dwellings can be built out on the site via any reserved matters application subsequently submitted.
- 5.2. Again for clarity, the sole matter for the Committee to determine at this juncture in the outline application is the means of access to the A338 in the west and other pedestrian

routes through the site. However, should planning permission be granted, that will be for the 100 dwellings, with matters of appearance, landscaping, layout and scale to be determined at the subsequent reserved matters stage.

- 5.3. Notwithstanding, in terms of the submitted detail, a notional layout plan has been submitted by the applicants, indicating how the 100 units can be accommodated on site. There will be a meandering central spine road for the access, with two local areas of play noted, with associated landscaping belts to the south and the west alongside the A338. The land lying between the red line application site and the shelter belt to the south will remain as open agricultural land. In addition the existing footpath “splitting” the site on a north /south axis will be retained with access into the northern estate retained. There is to be a new pedestrian access into the John O Gaunt School to the east. The road access onto the A338 will be via a major new roundabout, paid for by the Developer. On the eastern edge there is to be a new footway linking into the north i.e. widened.
- 5.4. In terms of the types of housing proposed, it is envisaged that of the 60 market houses, 4 will be 2 bed, 24 will be 3 bed and 32 4 bed plus. Of the 40 affordable units, 5 will be 1 bed, 28 will be 2 bed, 7 will be 3 bed and nil 4 bed plus. These will be “pepper potted” through the site, to be agreed at a later stage. In addition, although not shown it is anticipated that the on site parking will be in accord with policy P1 in the as approved [but not yet adopted] HSADPD. This will ensure there is no potential for any off-site parking pressures.
- 5.5. Finally, in accord with the Town and Country [Environmental Impact Assessment] Regulations of 2011, as amended, on 30th November 2015, the Council informed the applicant that NO Environmental Statement was required to accompany a planning application for 100 dwellings on the site, notwithstanding the location in the AONB.

6. Consideration of the application.

The application will be examined under the following headings/issues.

- 6.1 - Planning policy.
- 6.2 - Access /highways matters.
- 6.3 - Landscape/visual impact.
- 6.4 - Other issues.

6.1. Planning policy.

6.1.1 Section 38 [6] of the Planning and Compulsory Purchase Act of 2004 requires Planning Authorities to determine planning applications in accord with the Development Plan unless material considerations indicate otherwise. The Committee will know that, not only is the West Berkshire Core Strategy [CS] now been adopted for almost 5 years, since 2012, but the HSADPD of November 2015 is itself now nearing adoption, once the Inspector’s final report is received.

6.1.2 In the CS, the first relevant policy is ADPP1 which notes, inter alia, that most new development [including housing] will be within or adjacent to existing settlements. In this case the allocated site is clearly adjacent the settlement boundary of Hungerford. The latter is also identified as being one of the Rural Service Centres where the majority of new housing will take place after the principal urban areas. It is apposite to note that whilst 74% of the District area is designated as AONB, only 29% of the population live in that area, and only 19% of the overall housing provision has been located in the AONB. This fact is important having regard to the concerns of some objectors about the need to avoid any further housing in the AONB which is clearly not sustainable. This theme is emphasised in policy ADPP5 which examines policies in the AONB. Indeed bullet point 4 in the policy text notes that, in the western part of the AONB, new development will be focussed on Hungerford as being the most sustainable location. This is due to the good road links, the

presence of the rail line, and the opportunities for employment, shopping and education in the town, being self evident. The capacity for future growth on the edge of the town has been assessed, and this has consequently resulted in the allocation under HSA19.

- 6.1.3 In the environment section under ADPP5, the following is relevant in terms of the final location of this new housing site: the historic character of the medieval burgage plots will be protected, as will the Kennet and Avon canal, Portdown Common, Freemans Marsh, and the River Kennet itself. This by definition leaves little room elsewhere to allocate any substantial sites, other than the current site in question. It is noted that HTC consider sufficient brown field sites are / will be available in the future to accommodate a similar number of dwellings over the plan period to 2026, within the Town confines, but the Council disagrees with this view point in the light of no such large available sites coming forward.
- 6.1.4 The next most relevant policy is CS1 corresponding to the future delivery of new homes across the District, in order to meet intrinsic and external demand, in accord with wider Government policy as set out in the NPPF of 2012 and the NPPG of 2014. It notes [inter alia] that new homes will be primarily developed upon a range of options, with land allocations being the “last” option. This is only in recognition of the fact that given the high demand for housing in West Berkshire, in common with virtually all of the South East Planning Authorities, it is not sufficient to simply allow continued infilling on brown field sites for example to meet this inherent demand: new green field sites must also be found. This need has become even more pressing since the CS adoption in 2012, given that the “agreed” annual housing requirement of 665 net additional dwellings pa is now recognised. The original figure in the CS was 525 dwellings. This places in suitable context the level of allocation on this site, i.e. less than one sixth of the District annual need.
- 6.1.5 Policy CS4 considers in more detail the housing type and mix to be promoted in applications. Strictly speaking this is not relevant to this outline application, as this will be detailed matter for the reserved matters stage. However the applicants have helpfully indicated the notional split of dwelling types proposed as identified above. Officers conclude that the variations noted are consistent with the purpose of policy CS4 in meeting the varied local demand for housing. In addition the site allocation has a very low density of housing [i.e. 14 per ha gross] which is in recognition of the rural character of the site. This is the lowest density range noted in the policy i.e. below 30 units per ha. It could be argued that this does not make the best use of land, but the allocation recognises the AONB location on open down land.
- 6.1.6 Policy CS6 considers the provision of affordable housing. On green field sites the level will be 40% i.e. 40 dwellings in this case. The applicants have not prayed in aid any possible viability constraints, given the nature of the application site, so, should this application be approved the s106 obligation will secure the affordable units in perpetuity, in accord with policy CS6. Given the high level of local demand for such housing [534 on the Common Housing Register for the Town], and the fact that the District need for additional affordable homes is set at a net gain of 160 units pa, it is clear that the provision of 40 affordable dwellings is a substantial planning gain to be balanced in the permission [or otherwise] of this application.
- 6.1.7 Policy CS11 sets out the agreed hierarchy of centres across the District. Hungerford is a town centre, one below major town i.e. Newbury. The policy seeks to retail the vitality and viability of such centres. It is apparent that the introduction of 100 additional dwellings into the town catchment, which means approximately 247 people, will improve local trading demand and so be consistent with the policy identified.
- 6.1.8 Policy CS13 relates to transport and highways matters. This issue will be considered in more detail in the transport section to this report. In addition, policy CS16 relates to flooding issues. Whilst the required report has been submitted by the applicants, it is anticipated that there will be no flooding or SUDS issues, and this is recognised in the consultee responses.

Similarly, in regard to policy CS17 [Biodiversity] Natural England have no ecological or indeed other objections to the development of this open agricultural land. Policy CS18 relates to green infrastructure and the need to protect it where possible. Under the definitions of such GI in the Plan, it is noted that [inter alia] amenity green space is included. The application site has been apparently used as informal open space by the local community for dog walking etc. Unless on the designated rights of way this is not “legal” per se with no “de jure” access being in place, although clearly the landowner has allowed it. It is accordingly difficult to argue under this policy that the loss of GI will occur, although clearly open land will be lost. The existing public footpath however will certainly remain in place and be protected - and not diverted. Finally policy CS19 is pertinent to the landscape impact issues arising. The site lies in a prominent location in the AONB so this is an important topic, to be examined later.

6.1.9 Finally, policy HSA19 in the submitted HSADPD of 2015, upon which the Council has since consulted upon and held a Public Inquiry, is relevant to the submitted application detail. The principal points to note are as follows.

1 - Site to be accessed off the A338.

2 - Woodland buffer to the north to be retained and the buffer to the west also with new landscaping strip to the south planted up.

3 - Retention of the existing footway. Links to the school to be set up.

4 - The submission to be informed by a Landscape Visual Impact Assessment, and Historic / Archaeological report. Retention of existing open views where possible/feasible.

Officers consider that the applicants, in their submission, have satisfactorily achieved the above criteria. One point of note however is that the application site is now just over 7ha whilst in the policy it notes 5.7 ha. This is clearly an increase of 1.3ha, but this means that the associated public open space can be incorporated into the scheme and, at the same time, a lower overall housing density achieved on the site, so fully respecting the character of the development to the north. Also - see point 5 below.

5 - One further point which the Inspector has raised is the potential possibility of allotments being provided on the application site. Given that this application is at outline stage only, with no layout being approved as yet, it is expected that this option can be explored at the subsequent reserved matters stage. An informative can be placed on any permission to this effect.

6.2 Access and Highway matters.

6.2.1. The proposed development of 100 houses has been accompanied with a Revised Transport Assessment (TA). Vehicular access will be provided onto the A338 Salisbury Road via a new roundabout junction. Final details of the roundabout will be approved during detailed design. It is proposed to relocate the 30 mph speed limit further to the south. An emergency access is also provided onto Salisbury Road to the north of the vehicular access.

6.2.2. Pedestrian routes include footways onto Salisbury Road, via the existing Public Right Of Way footpath 31 Hungerford connecting the site to Priory Road and an additional footpath that will link directly into the John O’Gaunt School. The link to the school will open only during school opening and closing times. There are bus stops in nearby Priory Road connecting the site to the town centre, Newbury and Marlborough.

6.2.3 Car parking and cycle storage will comply with standards set by West Berkshire Council and be subject to a reserved matters planning application.

6.2.4. To project expected traffic levels to and from the proposal, the Trip Rate Information Computer System (TRICS) has been used. TRICS is a UK wide database of traffic surveys from many different land uses including residential. This is a very standard approach. Most houses within the development will be in possession of circa 2 cars per house on average. It must be stated that future residents do not all travel to and from their homes at once, but

will do so spread over a period of two or three hours. The hours of 08.00 to 09.00 and 17.00 to 18.00 will be the busiest. The following rates are projected:

During the AM 08.00 to 09.00 peak travel period 0.409 vehicle movements per house are projected

During the AM 17.00 to 09.00 peak travel period 0.526 vehicle movements per house are projected

6.2.5. There rates were confirmed by surveys of the nearby Kennedy Meadow where rates of 0.42 and 0.70 were recorded. Members may also recall surveys recently completed by Council Highway Officers at Yates Copse and Harrington Close on the northern outskirts of Newbury where rates of between 0.37 and 0.65 were recorded. The projected AM rates are quite low for the proposal, but then the site is in close proximity to schools that would result in lower car journeys. The following traffic levels can be expected to and from the development of 100 residential units:

AM Peak 08.00 to 09.00			PM Peak 17.00 to 18.00		
Arrive	Depart	Total	Arrive	Depart	Total
7	34	41	35	18	53

Projected traffic generation

6.2.6. Traffic has been distributed using the census 2011 data, which again is a very standard approach. 96% of traffic is projected to travel to and from the site via the A338 through Hungerford. Highways do suspect that some traffic will travel via Hungerford Common, but for traffic modelling purposes within the centre of Hungerford, the 96% does provide a worse case scenario.

6.2.7. Traffic surveys were undertaken during March 2016 and included the following junctions:

- A338 Salisbury Road / Kennedy Meadow
- A338 High Street / Bridge Street / Church Street
- A338 High Street / Park Street
- A4 Charnham Street / A338 Bridge Street

6.2.8. To assess the impact of the additional traffic models of all of the junctions listed above Junction 8 software developed by the Transport Research Laboratory was used. Using traffic count and traffic queue data, a 2016 year base model is created. The model is validated by ensuring that it compares well to the survey data. 2021 year models are then provided by adding on additional traffic growth to create 2021 base models. Finally models are created that include the development.

6.2.9 By 2021 with the development, it is projected that the A338 Salisbury Road / Kennedy Meadow Roundabout will work well within capacity, the A338 High Street / Bridge Street / Church Street mini roundabout will be near, but not over capacity and the A338 High Street / Park Street mini roundabout will remain within capacity. Of greater concern is the A4 Charnham Street / A338 Bridge Street mini roundabout.

6.2.10. The following traffic modelling results are produced for A4 Charnham Street / A338 Bridge Street mini roundabout:

	2021 without development		2021 with development	
	Traffic flow capacity	Maximum length of traffic queues	Traffic flow capacity	Maximum length of traffic queues
A4 Charnham Street (East)	0.78	4	0.78	4
A338 Bridge Street	0.85	6	0.88	8
A4 Charnham Street (West)	1.02	40	1.05	57

AM peak 08.00 to 09.00

	2021 without development		2021 with development	
	Traffic flow capacity	Maximum length of traffic queues	Traffic flow capacity	Maximum length of traffic queues
A4 Charnham Street (East)	0.87	7	0.89	8
A338 Bridge Street	0.96	16	0.98	23
A4 Charnham Street (West)	0.85	6	0.86	6

PM peak 17.00 to 18.00

Notes: traffic queue lengths in passenger car units. 1 passenger car unit is 1 car. Larger vehicles have greater values. Traffic flow capacity or Ratio to Flow Capacity. Values less than 0.85 are preferred to give some residual capacity. A value above 1.0 indicates over capacity.

6.2.11. According to the traffic model, there will already be a traffic congestion issue by 2021 without the development. This will be made even worse by the development. This could be considered as “severe” under paragraph 32 of the NPPF.

6.2.12. What would assist is to move the stop line of the A4 Charnham Street forward to improve visibility up the A338 Bridge Street, but this will offer only a marginal improvement. The applicant’s highway consultants tested the provision of traffic signals at the junction, but such a solution would actually significantly increase the length of traffic queues. A further option could be to divert the A4 around through Charnham Park, but this would need to be a decision that the Council would need to make outside of this planning application, and it is accepted that some businesses along Charnham Street may not be in favour. A preferred option could be to provide Visual Message Signing (VMS) that could activate during times of congestion to divert traffic around Charnham Park.

6.2.13. Along with the moving of the stop line mentioned above and the VMS, highway officers consider that there is a potential solution on offer that would be funded by the developer through CIL. On this basis highway officers will not be raising objection.

6.2.14. Other items that could be funded via CIL could be:

- a. remarking the following with a more resin based paint for greater longevity:
 - Mini-roundabout at the junction of High Street / Church Street;
 - Mini-roundabout at the junction of High Street / Park Street;
 - Zebra crossing on High Street, between Park Street and Church Street;
 - Zebra crossing on High Street, between Everland Road and the canal bridge.
- b. Redesign of the Kennedy Meadow access roundabout on Salisbury Road to reduce speed of traffic passing through;
- c. Improved pedestrian crossing facilities over the A338 Salisbury Road within the vicinity of the site;
- d. Potential improvements to parking in town centre.
- e. Additional cycle facilities at Hungerford train station

6.2.15. A Section 278 Agreement will be required for the following improvements::

- a. Amended junction arrangement at the mini-roundabout at the A4 Charnham Street / A338 Bridge Street mini roundabout to move the stop line forward on the A4 Charnham Street west arm;
- b. Widen the existing footway on Salisbury Road, across the site frontage, to two metres, extending north to the Kennedy Meadow junction with possible lighting;
- c. Improvements to the footway link with Priory Road, including an all-weather surface and lighting.

- 6.2.16 There will be a Travel Plan that will encourage more walking, cycling by residents to and from the development. This will be secured by condition
- 6.2.17 Taking all the above into consideration highways officers will not be recommending refusal to the revised scheme for 100 dwellings , but will be recommending conditional permission with associated s278 works .

6.3 Landscape and Visual Impact.

- 6.3.1 It is apparent that the application site is green field, lies outside any defined settlement boundary, and lies in the North Wessex Downs AONB, a nationally designated landscape identified in the NPPF and many other planning documents. Accordingly in “normal” circumstances, the Council would not be considering the development of the site for new housing, or indeed any other form of new build, unless exceptional reasons arise. The Committee, in determining this application need to consider the planning balance having regard to the undoubted visual and landscape harm which will result from the scheme, should it be permitted. Officers do not resile from the fact that such harm will occur, as in fact do the applicants own landscape consultants in arriving at their own conclusions. It is the extent of this harm, having regard to the landscape mitigation to be put in place / has already been put in place, which is the important test.
- 6.3.2 In accordance with policy HSA19, the applicants have submitted a comprehensive Landscape and Visual Impact Assessment [LVIA]. This concludes as follows - in summary:

1 - Due primarily to the visual containment of the site, by topography and trees, it is considered that the effect of the scheme on landscape and visual receptors should not form a reason to reject the application.

2 - It is assessed that the level of effect on the local landscape character will be major / moderate, which however will be confined to the boundaries of the site itself. Moderate impacts will be identified up to 1km distant from the site however.

3 - The level of the effect on the local character is not in itself surprising: the conversion of any green field site to housing by definition will cause significant change which, in terms of perception, will “automatically” cause visual harm, i.e. adverse impact.

4 - Having noted that, the effects on local character will be localised and contained largely within the red line site.

5 - With respect to any impacts upon local visual amenity, there will be an adverse effect on users of the footpath [prow] as has been identified by the Council’s Rights of Way Officer (see above). In addition there will be loss of open views for residents living to the south of the Town, so the effects will be significant. It is important for Members to recall that no person has an automatic right to a view in planning legislation/guidance.

6 - Given the local separation and low density of the scheme, the above effects will not be so overbearing as to merit rejection of the scheme.

7 - In relation to policy compliance, the applicants, notwithstanding the above, consider that the scheme will comply with ADPP5 in the Core Strategy, and nor does it conflict with Policy CS19. This is because of the discrete local impact, which will only be experienced at the immediate settlement level and will not have a wider adverse impact upon the wider AONB character.

8 - The scheme complies with policy HSA19 in the HSADPD, as the applicant has complied with the stated criteria in that policy.

6.3.3 The officers, in arriving at their recommendation to approve this application, are required to examine the above conclusions, in the light of the objection from the AONB unit, and indeed the many objections from the local residents. In summary the AONB unit consider that there will be harm to the area, and no exceptional circumstances have been promoted by the LPA in allocating this site for further housing. In doing so the Unit prays in aid the advice in paragraphs 115 and 116 of the NPPF, stating that the presumption in favour of development does not apply in AONBs, as required in paragraph 14 of the NPPF. Accordingly, since great weight should be applied to the conservation and enhancement of the AONB landscape quality, in determining applications, the Unit considers that it follows that, if harm will arise, applications should be refused.

6.3.4 What the AONB unit do not do, is to apply the appropriate balancing exercise: the Council accept that there will be a degree of visual harm and impact, BUT, this has to be measured against the other benefits accruing. These are significant i.e. the provision of 40 affordable dwellings and the provision of a further 60 market dwellings to meet local and wider demand for such housing across the District, but in particular to serve the needs of the western sector around the Hungerford catchment – in the interests of the sustainability principles espoused within the NPPF.

6.3.5 In terms of examining the precise detail of the impacts the following is relevant. The application site is surrounded on two boundaries by existing built form - being housing to the north and the Community College to the east. Secondly, as Members will have noted from the site visit, there is a strong natural buffer strip to the south and west, already planted up, which will mature over time. This will assist in mitigating the impact of the development. In addition, around Sanham Green to the south east of the site, a larger block of woodland will screen views from this aspect, although it is acknowledged that this land is not in the applicants control.

6.3.6 On the negative side, it is acknowledged that the new roundabout to the west on the A338 will by definition, due to the required street lighting, have an adverse impact as does the present roundabout serving Kennedy Meadow to the north. In addition the application site is elevated in relation to surrounding countryside, being a plateau site, so the wider impact will be greater from the south, in terms of much longer distance views. Notwithstanding the boundaries mentioned, views of the roofscape of the housing will be visible, much as Kennedy Meadow is now - bearing in mind this was a past allocation for housing in the former Local Plan.

6.3.7 Taking all the above factors into full consideration, and having regard to the policy background for major new development in the AONB, the officers conclude that, on balance, the impact will be acceptable, taking into consideration the policy allocation and the wider benefits identified.

6.4 Other issues.

6.4.1 Policy CS5 in the adopted Core Strategy seeks to ensure that all new development impacts will be mitigated, in terms of local infrastructure, facilities, and services. A number of local objectors are concerned about this issue, and this is a legitimate concern. However the Education Section have clearly stated that CIL will be sufficient to mitigate the impact on the local primary school, which is understood to be under pressure in terms of capacity, although the Community College does have capacity. Flooding has been raised by some objectors and a response from the EA will be on the update sheet.

7. **Conclusion**

7.1.1 The 2004 Act makes it clear that all planning applications must be determined in accord with the Development Plan unless material considerations indicate otherwise. In addition, the NPPF stipulates that all applications should be measured against the three golden threads of

economy, environment and social impacts. In terms of the environmental impacts, officers do not resile from the view that there will be local visual harm, and a degree of contained harm to the local AONB landscape arising. There will also inevitably be a degree of traffic harm, particularly during peak periods, as identified in the transport section. In terms of the social impacts, there will be a degree of increased pressure on local facilities such as Doctors Surgeries and the primary school, but this needs to be balanced against the clear advantage of the 40 additional affordable homes in the community. Finally, in economic terms, there will be a clear benefit, not only during the construction phase creating many jobs, and demand for building materials, but also by the additional spending of the 100 additional households created – circa 247 occupants. The latter of course will be long term, not short term. In addition, officers do not consider that the determination of this application is premature in any way, as the Planning Inspector has not indicated any fundamental objection to the allocation, and indeed the Council has already approved a number of allocated sites last year e.g. Coley Farm in December 2016.

7.1.2 Taking all the above into account, having regard to the strong reasons to approve the application, the development is recommended for approval, subject to the conditions noted below and the relevant s106 obligation being first completed.

7.1.3 For information, as with the other allocated sites already determined by the Council, should the Committee be minded to refuse the application, the matter will automatically be referred up to the District Planning Committee for decision by the Development Control Manager, under his delegated authority in the Council constitution. This is because a refusal would be clearly contrary to adopted Council policy irrespective of whether or not the Inspector has published his final report at the time of this meeting.

8. Recommendation:-

The Head of Planning and Countryside be authorized to GRANT Conditional Planning Permission subject to the first completion of a s106 planning obligation. That obligation to deliver the 40% affordable homes, the public open space commuted sum [£68,200] and the relevant s278 highways works.

CONDITIONS

Time limit

1. The development hereby permitted shall be begun on or before whichever is the later of the following dates:-

1 - 3 years from the date of this decision

2 - the expiration of 2 years from the date of the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter approved.

Reason: to clarify the permission in accord with the advice in the DMPO of 2015.

Reserved matters

2. Full details of the external appearance of the housing, the scale, the layout and the landscaping of the site, the ('reserved matters') shall be submitted to the Local Planning Authority not later than the expiration of 3 years beginning with the date of this permission, and shall be approved in writing by the Local Planning Authority before any building or other operations start on site. This condition shall apply irrespective of any indications as to the reserved matters which have been given in the submitted application and the development shall be carried out in strict accordance with the approved details.

Reason: The application is not accompanied by sufficient details of the reserved matters to enable the Local Planning Authority to give proper consideration to those matters and such consideration is required to ensure that the development is in accordance with the advice in the DMPO of 2015.

Drainage strategy

3. Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed"

Reason: The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community, in accord with policy CS14 in the West Berkshire Core Strategy 2006 to 2026.

Hours of working.

4. The hours of work for all contractors for the duration of the site development shall unless otherwise agreed by the Local Planning Authority in writing be limited to:

7.30 am to 6.00 p.m. on Mondays to Fridays 8.30 am to 1.00 p.m. on Saturdays and NO work shall be carried out on Sundays or Bank Holidays.

Reason: In the interests of the amenities of neighbouring occupiers in accord with policy CS14 in the West Berkshire Core Strategy 2006 to 2026.

Highways layout.

5. The detailed layout of the site shall comply with the Local Planning Authority's standards in respect of road and footpath design and vehicle parking and turning provision. The road and footpath design should be to a standard that is adoptable as public highway. This condition shall apply notwithstanding any indications to these matters which have been given in the current application. All the required s278 and s38 agreements shall be completed prior to the first occupation of any dwelling.

Reason: In the interest of road safety and flow of traffic, and waste disposal. . This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

CMS

6. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. The statement shall provide for:

- (a) The parking of vehicles of site operatives and visitors
- (b) Loading and unloading of plant and materials
- (c) Storage of plant and materials used in constructing the development
- (d) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing
- (e) Wheel washing facilities
- (f) Measures to control the emission of dust and dirt during construction
- (g) A scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: To safeguard the amenity of adjoining land uses and occupiers and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policies CS5 and CS13 of the West Berkshire Core Strategy (2006-2026), Policy TRANS 1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

Fire hydrants

7. No development shall commence until details of fire hydrant provision on the site has been submitted and agreed with the LPA. The development must be carried out in strict accord with this scheme prior to any dwelling occupation.

Reason: To protect public safety in accord with the advice in the NPPF of 2012.

Suds.

8 No development shall take place until details of sustainable drainage measures to manage surface water within the site have been submitted to and approved in writing by the Local Planning Authority. These details shall:

- a) Incorporate the implementation of Sustainable Drainage methods (SuDS) in accordance with the Non-Statutory Technical Standards for SuDS (March 2015), the SuDS Manual C753 (2015) and West Berkshire Council local standards;
- b) Include and be informed by a ground investigation survey which establishes the soil characteristics, infiltration rate and groundwater levels;
- d) Include a drainage strategy for surface water run-off from the site;
- e) 1. Include attenuation measures to retain rainfall run-off within the site and allow discharge from the site to an existing watercourse at no greater than Greenfield run-off rates;
- f) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
- g) Include run-off calculations, discharge rates, infiltration and storage capacity calculations for the proposed SuDS measures based on a 1 in 100 year storm +30% for climate change, plus a stress test for the affect of a 40% increase;
- i) Include flood water exceedance routes, both on and off site; Include flow routes such as low flow, overflow and exceedance routes;
- j) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
- k) Ensure any permeable paved areas are designed and constructed in accordance with manufacturers guidelines.
- l) Ensure any permeable areas are constructed on a permeable sub-base material such as Type 3 or reduced fines Type 1 material as appropriate;
- m) Include details of how the SuDS measures will be maintained and managed after completion. These details shall be provided as part of a handover pack for subsequent purchasers and owners of the property/premises;
- n) Include a management and maintenance plan for the lifetime of the development. This plan shall incorporate arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a residents' management company or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime;
- p) Include a Contamination Risk Assessment [if required] for the soil and water environment (assessing the risk of contamination to groundwater, develop any control requirements and a remediation strategy);
- r) Apply for an Ordinary Watercourse Consent in case of surface water discharge into a watercourse (i.e stream, ditch etc)
- v) Attenuation storage measures must have a 300mm freeboard above maximum design water level. Surface conveyance features must have a 150mm freeboard above maximum design water level;

- w) Any design calculations should take into account an allowance of an additional 10% increase of paved areas over the lifetime of the development;
- x) Written confirmation is required from Thames Water of their acceptance of the discharge from the site into the surface water sewer and confirmation that the downstream sewer network has the capacity to take this flow;
- y) Details of catchments and flows discharging into and across the site and how these flows will be managed and routed through the development and where the flows exit the site both pre-development and post-development must be provided.

The above sustainable drainage measures shall be implemented in accordance with the approved details before the dwellings hereby permitted are occupied in accordance with a timetable to be submitted and agreed in writing with the Local Planning Authority as part of the details submitted for this condition. The sustainable drainage measures shall be maintained in the approved condition thereafter.

Reason: To ensure that surface water will be managed in a sustainable manner; to prevent the increased risk of flooding; to improve and protect water quality, habitat and amenity and ensure future maintenance of the surface water drainage system can be, and is carried out in an appropriate and efficient manner. This condition is applied in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy (2006-2026), and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-condition is necessary because insufficient detailed information accompanies the application; sustainable drainage measures may require work to be undertaken throughout the construction phase and so it is necessary to approve these details before any development takes place.

Access

9 No development shall take place until details of the proposed access into the site has been submitted to and approved in writing by the Local Planning Authority. As a first development operation, the vehicular, pedestrian/cycle access and associated engineering operations shall be constructed in accordance with the approved drawings.

Reason: To ensure that the accesses into the site are constructed before the approved dwellings are occupied in the interest of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026).

Amended plans

10 The development must be carried out in strict accord with the amended application form and plans submitted on the 1st March 2017 - plan number 15-917-001-K refers. In addition this permission shall ensure that no more than 100 dwellings in total shall be constructed on the application site.

Reason: To clarify the planning permission, in accord with the advice in the DMPO of 2015 and the advice in policy HSA19 in the Council HSADPD of November 2015.

Water impact studies.

11 No development shall commence until an impact study of the existing water supply infrastructure has been submitted to and approved in writing by the Local Planning Authority, in concert with Thames Water.

Reason: To ensure sufficient future water supply to the prospective residents on the application site, in accord with the advice in the NPPF of 2012.

12 Access –footway.

No development shall take place until details of a two metre wide footway to be constructed on the east side of Salisbury Road, along the site frontage and northwards to the Kennedy Meadow junction has been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until the footway/cycleway has been provided in accordance with the approved scheme and any statutory undertaker's equipment or street furniture located in the position of the footway/cycleway has been re-sited to provide an unobstructed footway/cycleway.

Reason: In the interest of road safety and to ensure adequate and unobstructed provision for pedestrians and/or cyclists. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

13 Cycle storage

No development shall take place until details of the cycle parking and storage space have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until the cycle parking and storage space has been provided in accordance with the approved details and retained for this purpose at all times.

Reason: To ensure that there is adequate and safe cycle storage space within the site. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

14 Section 278

By completion of the 50th dwelling, the following works shall be provided by the developer through a Section 278 Agreement:

- a. Amended junction arrangement at the mini-roundabout at the A4 Charnham Street / A338 Bridge Street mini roundabout to move the stop line forward on the A4 Charnham Street west arm;
- b. Widen the existing footway on Salisbury Road, across the site frontage, to two metres, extending north to the Kennedy Meadow junction with possible lighting;
- c. Improvements to the footway link with Priory Road, including an all-weather surface and lighting

Reason: In the interest of road safety and to ensure adequate and unobstructed provision for pedestrians and/or cyclists, and mitigating traffic impact. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

15 Travel Plan.

No development shall take place until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall be implemented from the development first being brought into use. It should be reviewed and updated if necessary within 6 months of first implementation. After that the Travel Plan shall be annually reviewed and updated and all reasonable practicable steps made to achieve the agreed targets and measures within the timescales set out in the plan and any subsequent revisions.

Reason: To ensure the development reduces reliance on private motor vehicles and provides the appropriate level of vehicle parking. This condition is imposed in accordance with the National

Planning Policy Framework (March 2012), Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007)

Waste disposal

16 No development shall take place until details of the provision for the storage of refuse and recycling materials for the dwellings hereby approved have been submitted to and approved in writing by the Local Planning Authority. The dwellings shall not be occupied until the refuse and recycling facilities have been provided in accordance with the approved details and shall be retained for this purpose thereafter.

Reason: To ensure that there is adequate and safe refuse/recycling facilities within the site. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and Supplementary Planning Document Quality Design (June 2006).

INFORMATIVE:

- 1 This decision has been made in a positive way to foster the delivery of sustainable development having regard to Development Plan policies and available guidance to secure high quality appropriate development. In this application whilst there has been a need to balance conflicting considerations, the local planning authority has worked proactively with the applicant to secure and accept what is considered to be a development which improves the economic, social and environmental conditions of the area.
- 2 The development hereby approved results in a requirement to make payments to the Council as part of the Community Infrastructure Levy (CIL) procedure. A Liability Notice setting out further details, and including the amount of CIL payable will be sent out separately from this Decision Notice. You are advised to read the Liability Notice and ensure that a Commencement Notice is submitted to the authority prior to the commencement of the development. Failure to submit the Commencement Notice will result in the loss of any exemptions claimed, and the loss of any right to pay by instalments, and additional costs to you in the form of surcharges. For further details see the website at www.westberks.gov.uk/cil
- 3 This Decision Notice must be read in conjunction with the terms of a Legal Agreement of the ****. You are advised to ensure that you have all the necessary documents before development starts on site.
- 4 The Council will explore the potential for new allotments within the application site during the consideration of the reserved matters application to be submitted.

DC