

Overview Report:

Introduction

This report has been provided to assist members in the consideration of reports relating to major planning applications for development at settlements in the district. The report summarises the policy framework for the assessment of each development proposal for members consideration in addition to the detailed report relating to each individual application.

The planning policy position and the approach to be taken in the determination of the application

- 1.1 The starting point for decision making is the development plan, i.e. the adopted Aylesbury Vale District Local Plan (and any 'made' Neighbourhood Plans as applicable). S38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG) are both important material considerations in planning decisions. Neither change the statutory status of the development plan as the starting point for decision making but policies of the development plan need to be considered and applied in terms of their degree of consistency with the NPPF.

The Development Plan

- 1.2 The overall strategy of the Aylesbury Vale District Local Plan (AVDLP) is to seek to concentrate the majority of growth (65% housing and employment) at Aylesbury with the remaining 35% in the rural areas. The latter was to be concentrated at a limited number of settlements. Insofar as this overall strategy is one which is based on the principle of achieving sustainable development, it is considered that this is still in general conformity with the NPPF.
- 1.3 Policies RA13 and RA14 relating to the supply of housing district wide, and BU1 in respect of Buckingham, are now out of date given that these identified housing targets for the plan period up to 2011. Development proposals on sites are to be considered in the context of policies within the NPPF which sets out the presumption in favour of sustainable development at paragraph 14.
- 1.4 A number of general policies of the AVDLP are considered to be consistent with the NPPF and therefore up to date so full weight should be given to them. Consideration therefore needs to be given to whether the proposal is in accordance with or contrary to these policies. Those of relevance are GP2, GP8, GP35, GP38 - GP40, GP59, GP84, GP86, GP87, GP88 and GP94.
- 1.5 It is considered that policy GP35 is consistent with the policies of the NPPF and is applicable to an outline proposal which is a view supported by the Secretary of State's recent appeal decision at Glebe Farm, Winslow (ref 13/01672/AOP) and also by the Secretary of State and Inspector in considering the schemes subject to the conjoined Inquiry (Hampden Fields/Fleet Marston and Weedon Hill North).

Withdrawn Vale of Aylesbury Plan

- 1.6 Following hearing sessions in December 2013, an independent planning Inspector in his letter dated the 7 January 2014 recommended the Vale of Aylesbury Plan Strategy to be withdrawn. The Inspector raised a number of concerns including the level of housing and jobs planned for and whether there had been close enough working with neighbouring authorities to fulfil the 'duty to co-operate'. Therefore the policies of the emerging VAP can no longer be given any weight.
- 1.7 However, the evidence base remains relevant although it will require updating and reviewing to ensure that it provides the most up to date information on the housing and employment needs of the district. Of particular relevance are the Strategic Housing Land Availability Assessment (SHLAA) (2013) and the Settlement Hierarchy Assessment. These will be considered later in the report.

National Planning Policy Framework

- 1.8 The most up to date national policy is set out in the NPPF published in March 2012. At the heart of the NPPF is the presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking.
- 1.9 The NPPF states that there are three dimensions to sustainable development: economic, social and environmental. They are not to be undertaken in isolation, because they are mutually

dependant. Therefore, to achieve sustainable development economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.

1.10 Paragraph 17 sets out the core planning principles. It sets out 12 core planning principles which should underpin decision taking, which in summary state that planning should:

- be genuinely plan-led, empowering local people to shape their surroundings through succinct up-to-date plans setting a positive vision for the future of the area;
- be a creative exercise to improve and enhance the places in which people live their lives;
- proactively drive economic growth to deliver homes, business and infrastructure and that every effort should be made to objectively identify and then meet the housing, business and other development needs of an area and respond positively to wider opportunities for growth, take account of market signals and set out a clear strategy for allocating sufficient land suitable for development;
- seek a high quality of design and a good standard of amenity.
- take account of the different roles and character of different areas, including recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
- support the transition to a low carbon future;
- contribute to conserving and enhancing the natural environment and reduce pollution, allocating land for development based on a preference for land of lesser environmental value;
- encourage effective use of brownfield land;
- promote mixed use developments and encourage multiple benefits from the use of land;
- conserve heritage assets in a manner appropriate to their significance;
- actively manage patterns of growth to make fullest use of public transport, cycling and walking and focus significant development in locations which are or can be made sustainable; and
- take account of and support local strategies to improve health, social and cultural wellbeing for all and deliver facilities to meet local needs.

1.11 The Government's view of what "sustainable development" means in practice is to be found in paragraphs 18 to 219 of the NPPF, taken as a whole (paragraph 6).

1.12 The presumption in favour of sustainable development in decision-taking is explained at paragraph 14 of the NPPF. It means, unless material considerations indicate otherwise:

- 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 the NPPF taken as a whole; or
 - specific policies in the NPPF indicate development should be restricted.

1.13 Local planning authorities are charged with delivering a wide choice of high quality homes and to boost significantly the supply of housing by identifying sites for development, maintaining a supply of deliverable sites and to generally consider housing applications in the context of the presumption in favour of sustainable development (paragraphs 47-49). NPPF paragraph 49 states that "*Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*" The issue of housing supply is considered in more detail below.

1.14 The NPPF sets out the means to delivering sustainable development. The following sections and their policies are also relevant to the consideration of all proposals:

- Building a strong competitive economy
- Promoting sustainable transport

- Delivering a wide choice of high quality homes
 - Requiring good design
 - Promoting healthy communities
 - Conserving and enhancing the natural environment
 - Conserving and enhancing the historic environment
- 1.15 The NPPF sets out that transport policies have an important role to play in facilitating sustainable development and in contributing to wider sustainability and health objectives and that encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.
- 1.16 Paragraph 32 of the NPPF explains that decisions should take account of whether:
- a) The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure
 - b) Safe and suitable access to the site can be achieved for all people Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.
 - c) Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe
- 1.17 The NPPF superseded all national policy contained in the former Planning Policy Guidance Notes (PPG's) and Statements (PPS's). On 6th March 2014 the Planning Practice Guidance (PPG) suite was published online to replace and update a number of previous planning practice guidance documents which were consequently cancelled. The PPG is therefore also of relevance when assessing the scheme.

Local Supplementary Documents & Guidance

- 1.18 Local guidance relevant to the consideration of this application is contained in the following documents :
- Affordable Housing Supplementary Planning Document (November 2007)
 - Supplementary Planning Guidance on Sport and Leisure Facilities (August 2004)
 - Sport and Leisure Facilities SPG Companion Document Ready Reckoner (August 2005)
 - Five year housing land supply position statement (July 2015)
 - Affordable Housing Policy Interim Position Statement (June 2014)
- 1.19 Those documents which have been the subject of public consultation and the formal adoption of the Council can be afforded significant weight insofar as they remain consistent with the policies of the NPPF.

Housing supply

- 1.20 Paragraph 47 refers to the importance of identifying a five years supply of sites to assist in significantly boosting the supply of housing. Where the Council cannot demonstrate a 5 year housing land supply there is a presumption in favour of sustainable development in line with the NPPF and the absence of an NPPF compliant 5 year supply would add to the weight attached to the benefit arising from the contribution made to the supply of housing and boosting the delivery of housing generally. Having an understanding of supply is also key to fulfilling the NPPF requirement to demonstrate the expected rate of housing delivery and how housing targets will be met.
- 1.21 In the absence of a figure for the Full Objective Assessment of Need which will emerge through the plan making process which will also need to consider potential unmet needs from authorities within the Housing Market Area and from adjoining authorities not within the Housing Market Area, an interim approach has been taken as is published in the Five year housing land supply position statement. This is regularly updated and the latest version is dated July 2015. This version uses the proposed Full Objectively Assessed Need (FOAN) identified in the Aylesbury Vale Housing and Economic Development Needs Assessment (HEDNA)(July 2015) which has

been prepared in the preparation of the Vale of Aylesbury Local Plan (VALP). This supersedes the previous position statement (May 2015) using DCLG 2012 household projection figures as a starting point which was the best available information at that time. Now the work on the Aylesbury Vale HEDNA has been completed and the study published, this represents the most appropriate need requirement figure as it considers the district's own objectively assessed needs. Based on the findings of the Aylesbury Vale HEDNA, the housing supply for the five year period 2015-2020 has been calculated as 3.1 years, falling to 2.7 years for the 2016-2021 period (as at July 2015 position statement) which is below the five year supply. This position assumes a 20% buffer is applied (rather than 5%) related to underdelivery and applies a 10% discount on the supply which were adjustments recommended as necessary by the Inspector in the recent appeal decision at Chapel Drive, Aston Clinton as well as by the Inspector in considering the conjoined appeals (Hampden Fields/Fleet Marston/Weedon Hill North).

Neighbourhood planning

1.22 Paragraph 183- 185 of the NPPF states:

183. Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:

- set planning policies through neighbourhood plans to determine decisions on planning applications; and*
- grant planning permission through Neighbourhood Development Orders and Community Right to Build Orders for specific development which complies with the order.*

184. Neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area and ensure that an up-to-date Local Plan is in place as quickly as possible. Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies.

185. Outside these strategic elements, neighbourhood plans will be able to shape and direct sustainable development in their area. Once a neighbourhood plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies in the Local Plan for that neighbourhood, where they are in conflict. Local planning authorities should avoid duplicating planning processes for non-strategic policies where a neighbourhood plan.

Further advice is given at paragraph 198 :

... Where a planning application conflicts with a neighbourhood plan that has been brought into force, planning permission should not normally be granted.

Prematurity

1.23 Government policy emphasises the importance of the plan led process, as this is the key way in which local communities can shape their surroundings and set out a shared vision for their area. It also emphasises its importance to the achievement of sustainable development.

1.24 Current Government policy on prematurity is contained in the PPG published in March 2014, which states:

".. in the context of the Framework and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission

would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

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

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process."

Conclusion on policy framework

- 1.25 In considering each individual report, Members are asked to bear in mind that AVDLP (and any 'made' Neighbourhood Plans as applicable) constitutes the development plan. The emerging VALP will gather increasing weight as it moves forward but has not yet reached a stage at which it could be afforded weight in decision-taking nor at which a refusal on grounds of prematurity could be justified. The Council can not currently demonstrate a 5 year supply of housing land based on the interim housing land supply calculation.
- 1.26 In the light of this position each report advises Members on whether, in accordance with paragraph 14 of the NPPF, the adverse impact of granting permission, would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole.

Whether the proposals would constitute a sustainable form of development

- 1.27 Each report examines the relevant individual requirements of delivering sustainable development as derived from the NPPF which are:
 - **Build a strong competitive economy and deliver a wide choice of high quality homes**
 - **Promoting sustainable transport**
 - **Conserving and enhancing the natural environment**
 - **Conserving and enhancing the historic environment**
 - **Promoting healthy communities**
 - **Good Design**
 - **Meeting the challenge of climate change and flooding**
- 1.28 These are considered in each report and an assessment made of the benefits associated with each development together with any harm that would arise from a failure in meeting these objectives and how these considerations should be weighed in the overall planning balance.

Building a strong, competitive economy / Ensure the vitality of town centres / Delivering a wide choice of high quality homes

- 1.29 Members will need to assess whether the development would will support the aims of securing economic growth, but also that this would be achieved in a sustainable way.
- 1.30 Members will also need to consider whether each development proposal provides for a mix of housing based on current and future demographic trends, markets and community needs, of an appropriate size, tenure and range including the provision of affordable housing. Key to the consideration of this point is the use of locally based housing targets and the Council's ability or otherwise to demonstrate a 5 year supply of housing land against those targets

Promote sustainable transport

- 1.31 It is necessary to consider whether these developments are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised, taking account of the policies in the NPPF. It will also be necessary to consider whether the mix of uses provides opportunities to undertake day-to-day activities including work on the site, with key facilities located within walking distance of most properties, and to ensure that the opportunities for sustainable transport modes have been taken up. It will be necessary to consider whether they would support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. The development will also need to ensure that safe and suitable access to the site can be achieved for all people, and that improvements can be undertaken that effectively limit the impacts albeit that development should only be refused on transport grounds where the residual cumulative impacts are severe.
- 1.32 The promotion of sustainable transport is a core principle of the NPPF and patterns of growth should be actively managed to make the fullest possible use of public transport, walking and cycling and to focus significant development in locations which are or can be made sustainable.

Conserving and enhancing the natural environment

- 1.33 Members will need to consider how the development proposals contribute to and enhance the natural and local environment through protecting and enhancing valued landscapes and geological interests, minimising impacts on biodiversity and providing net gains where possible and preventing any adverse effects of pollution.
- 1.34 By their very nature, the majority of extensions of a settlement will result in development in the open countryside given that they are generally outside the built limits of the existing settlement. However, the actual and perceived extent to which they 'intrude' into the open countryside will vary and this will need to be assessed having regard to visibility and other physical factors.
- 1.35 In general, it will be important to ensure that the individual setting and character of each settlement is not adversely affected by the outward expansion of the town or village. This will necessarily involve individual assessments of the effects on the specific character and identity of each settlement, but will not necessarily be adverse simply as a result of a decrease in physical separation as any impacts may be successfully mitigated.
- 1.36 Members will need to consider the overall impact of each development assess the ability of the proposed development to be successfully integrated through mitigation.

Conserving and enhancing the historic environment

- 1.37 An assessment will need to be made of how the development proposals sustain and enhance the significance of heritage assets and the positive contribution that conservation of assets can make to sustainable communities as well as the need to make a positive contribution to local character and distinctiveness.
- 1.38 The effects of specific developments will need to be assessed having regard to the site characteristics, specific impacts and ability to successfully mitigate. The Committee will need to consider the significance of any heritage assets affected including any contribution made by their setting. When considering the impact on the significance, great weight should be given to the asset's conservation.

Promoting healthy communities.

- 1.39 In facilitating social interaction and creating healthy, inclusive communities the proposals should aim to achieve places which enable communities to integrate and come together, including through mixed use developments and strong neighbourhood centres and active streets; safe and accessible environments and developments.
- 1.40 This should include the provision of sufficient choice of school places, access to high quality open spaces and opportunities for sport and recreation and the protection and enhancement of public rights of way. This should in particular address the need to sufficient green infrastructure which provides value in many ways.
- 1.41 It will therefore be necessary to consider how each scheme addresses these issues.

Good Design

- 1.42 The NPPF states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Development should function well and add to the overall quality of the area, establish a strong sense of place, optimise the potential of the site to accommodate development and provide for an appropriate mix of uses, respond to local character and history, create safe and accessible environments which are visually attractive.
- 1.43 The size of the developments is such that it is important that there is a cohesive design approach and layout plan that demonstrates the above and Members will need to consider whether these issues have been dealt with satisfactorily.

Meeting the challenge of climate change

- 1.44 Developments will need to demonstrate resilience to climate change and support the delivery of renewable and low carbon energy which is seen as central to the economic, social and environmental dimensions of sustainable development.
- 1.45 This will not only involve considerations in terms of design and construction but also the locational factors which influence such factors. Development should be steered away from vulnerable areas such as those subject to flood risk whilst ensuring that it adequately and appropriately deals with any impacts arising.

S106 / Developer Contributions

- 1.46 An assessment is required to conclude whether each proposal will be a sustainable development and that any adverse impacts can be satisfactorily addressed through appropriate mitigation. This will include on and off site provision of infrastructure and facilities to provide for the needs of the residents as well as providing for any specific site specific mitigation.

Overall planning balance

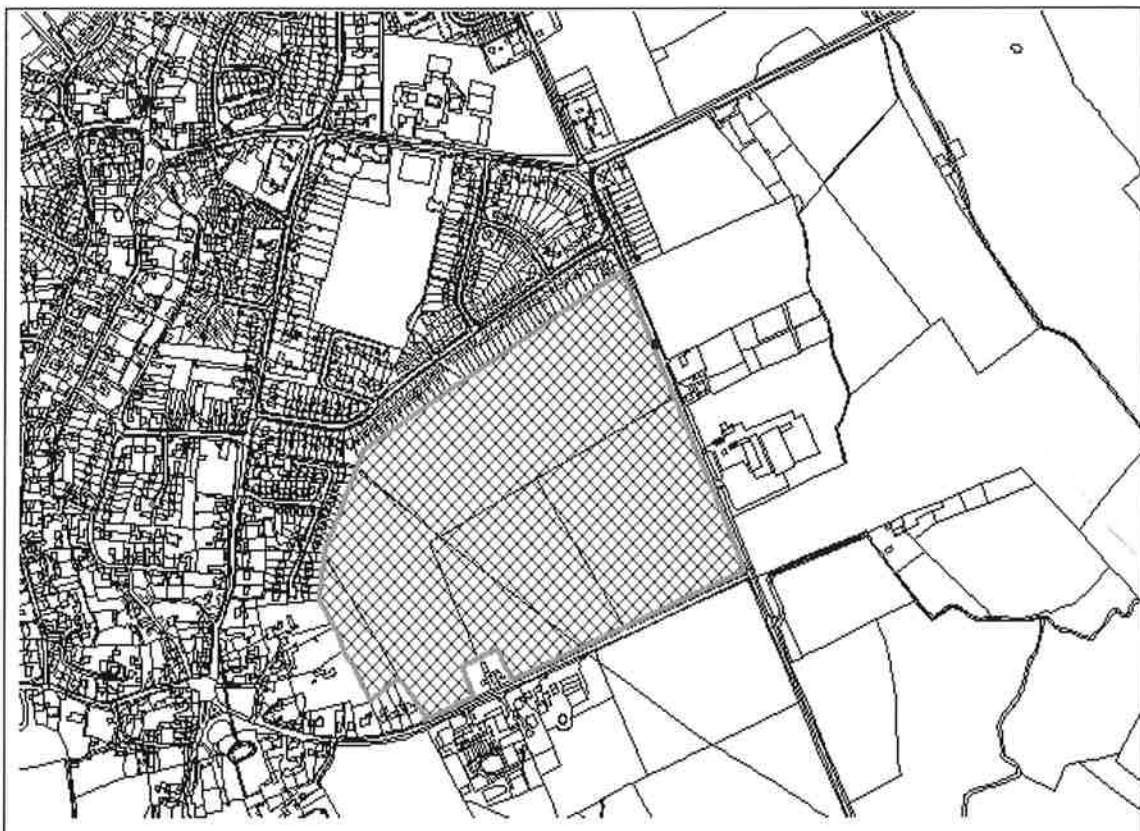
- 1.47 All of these matters, including housing land supply will need to be taken into account in striking an overall planning balance..

Conclusions

- 1.48 The concluding paragraphs of each report, where Members are asked to either reach a view on how they would have decided or can determine an application, will identify whether the proposed development is or is not in accordance with the development plan, and the weight to be attached to any material considerations. The planning balance will then be set out, leading to a recommendation as to whether permission would have been, or should be, granted (as the case may be), and the need to impose conditions or secure planning obligations or if permission would have been, or should be refused, the reasons for doing so.

14/02666/AOP

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REFERENCE NO	PARISH/WARD	DATE RECEIVED
14/02666/AOP		10/09/14
<p>OUTLINE PLANNING APPLICATION FOR THE CONSTRUCTION OF 280 NO.DWELLINGS, INCLUDING 35 NO. AGE - RESTRICTED DWELLINGS, WITH ASSOCIATED GARAGES, PARKING, ESTATE ROADS, FOOTWAYS, PEDESTRIAN LINKAGES, PUBLIC OPEN SPACE, BURIAL GROUND, COMMUNITY SPORTS FACILITY, STRATEGIC LANDSCAPING, DRAINAGE AND OTHER ASSOCIATED WORKS.</p> <p>LAND AT HADDENHAM GLEBE STANBRIDGE ROAD</p> <p>LIGHTWOOD STRATEGIC LTD</p> <p>STREET ATLAS PAGE NO. 41</p>	<p>BUCKINGHAM</p> <p>The Local Members for this area are: -</p> <p>Councillor Brian Foster</p> <p>Councillor Mrs J Brandis</p> <p>Councillor Andrew Douglas-Bate</p> <p>Adj CA, SLB</p>	01

1.0 The Key Issues in determining this application are:-

- (a) the extent to which the proposed development accords with the development plan
- (b) consideration of any material considerations;
- (c) The Neighbourhood plan in relation to the principle of development as a material consideration
- (d) the planning balance.

The recommendation is that Members resolve that, had they been in a position to determine the application, they would **GRANT** permission.

2.0 INTRODUCTION

- 2.1 The application was considered by Strategic Development Management Committee at its meeting on 28th January 2015 when Members agreed that the application be deferred and delegated for approval subject to the completion of a section 106 agreement in respect of securing on-site affordable housing provision, on-site age-restricted dwellings, on-site open space and play provision and maintenance, financial contributions towards off site leisure, education and a sustainable transport scheme and the provision and monitoring of a travel plan; any permission to be subject to such conditions as are considered appropriate; or if an agreement is not completed, for the application to be refused by Officers for reasons considered appropriate.
- 2.2 On 29th January 2015 the Department for Communities and Local Government (DCLG) issued a holding direction under Section 77 of the Town and Country Planning Act 1990 to enable the Secretary Of State to consider whether the application should be referred to him for determination. On 27th March 2015 the DCLG directed that the application was to be called-in and that the Secretary of State would determine the application. A Public Inquiry is to held over a period of four days from 24th November 2015 and the Secretary of State wishes to be informed of the following matters relating to the application:
- It's consistency with the development plan and emerging Neighbourhood

Plan for the area

- Policies in the NPPF on delivering a wide choice of high quality homes, in particular those set out in paragraph 50 on delivering a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities; and
- Any other matters the Inspector considers relevant.

2.3 Members are advised that a section 106 agreement was completed on 17th March 2015 covering the matters necessary for a planning permission to be issued. However, since the agreement was completed changes have been made to the CIL regulations, which now require the S106 to specify the projects to which the financial contributions would be put. As such a deed of variation to the S106 is being progressed which will identify the appropriate projects.

2.4 Since the application was called-in there has been a material change in circumstances which requires further consideration by the Strategic Development Management Committee, namely the progress of the emerging neighbourhood plan.

2.5 A copy of the original report and corrigenda paper and the latest overview report setting out the policy context and NPPF advice, are attached and Members are requested to also have regard to the content of these reports in considering this application and the updated information in this report.

3.0 CONCLUSION & RECOMMENDATION

3.1 This report has had regard to the matters considered and supported in principle by SDMC in January 2015. In addition, it concludes that significant weight ought now to be attached to the Haddenham Neighbourhood Plan ("HNP") and also the now increased shortfall in the five year housing land supply across the district. Weighing all factors in the planning balance, including the two additional factors identified above, the planning officers conclude that the decision is finely balanced. However, the applicable test under paragraph 14 where there is no five year housing land supply and thus policies relevant for the supply of housing are to be considered out of date, is that planning permission should be granted unless any adverse impacts of

doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF as a whole. That would not be the case here and so planning permission ought to be granted.

- 3.2 Consequently, it is recommended that the SoS be advised that had Members been in a position to determine the application, they would have granted permission, subject to the completion of a deed of variation in respect of the S106 agreement.

4.0 UPDATE

NPPF advice on neighbourhood plans

- 4.1 The previous report did not set out in detail the NPPF advice on neighbourhood plans as the plan was at a very early stage in the process. Paragraph 183- 185 of the NPPF states:

“183. Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:

- set planning policies through neighbourhood plans to determine decisions on planning applications; and*
- grant planning permission through Neighbourhood Development Orders and Community Right to Build Orders for specific development which complies with the order.*

184. Neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area and ensure that an up-to-date Local Plan is in place as quickly as possible. Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies.

185. Outside these strategic elements, neighbourhood plans will be able to shape and direct sustainable development in their area. Once a neighbourhood plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies in the Local Plan for that neighbourhood, where they are in conflict. Local planning authorities should avoid duplicating planning processes for non-strategic policies where a neighbourhood plan is in preparation”.

- 4.2 Further advice is given at paragraph 198:

Where a Neighbourhood Development Order has been made, a planning application is not required for development that is within the terms of the order. Where a planning application conflicts with a neighbourhood plan that has been brought into force, planning permission should not normally be granted.

- 4.3 The advice set out in the overview report to the SDMC in March 2015 on prematurity is no longer relevant given that the HNP now forms part of the development plan.

Additional matter (1): the HNP

- 4.4 At the meeting on 28th January 2015, the Committee report advised that the neighbourhood plan had been submitted to the Council as a pre-submission consultation document and following the consultation period finishing on 17th January 2015, the submission version of the neighbourhood plan was received by the Authority on 27th January 2015 with the consultation period finishing mid March 2015. Members were advised that at that time, the HNP could only be afforded limited weight as it had not been through the consultation procedure. It was noted at the time of consideration by committee that in the submission consultation document a smaller site than that originally identified was shown to be allocated, it having been reduced from 85 to 50 dwellings as part of the submission HNP.

- 4.5 The position with the HNP has now changed. It has now been made (11th September 2015) and it therefore forms part of the Development Plan. Thus its policies attract full weight.

The policies of the HNP

- 4.6 The HNP, which covers the period 2013-2033, outlines the vision for Haddenham as:

“A well-designed, well-connected village that is a pleasant and vibrant place to live and work; a busy active and dynamic community with a shared purpose and direction, a sense of history, and a strong community spirit that is valued by residents.”

- 4.7 The HNP states that without an objectively assessed housing need, the household projections set out by the DCLG (Department of Communities and Local Government) are recognized as an appropriate starting point for estimating overall housing need. Based on this Haddenham would expect its share of housing demand to equate to 529 houses representing a further 414 new properties in addition to the 115 dwellings already delivered since 2013 or with planning permission. This significantly exceeds the historic norms for completed houses, which equates to 220 properties over the period of the plan but does not reflect unsatisfied demand for properties. AVDC are undertaking work on producing a Housing and Economic Development Needs Assessment (HEDNA) for Aylesbury Vale and also a joint HEDNA with Wycombe And Chiltern Districts which when published will supersede the Aylesbury Vale HEDNA. The calculated requirement uses a 3.8% vacancy rate for dwellings (as used in the HEDNA). A planning figure of 430 properties over the remaining period of the plan is, in these circumstances, considered by the HNP to be a reasonable 'interim' figure. Together with those houses in build or with approved permission this represents a total contribution of 545 properties towards the total District requirement.
- 4.8 The HNP has been drafted with the aim of setting out policies which will ensure that Haddenham develops and grows in a way that is economically, socially and environmentally sustainable, and which improves the communities that the residents live in. Policies in the neighbourhood plan

address the following matters:

- An additional 430 dwellings, excluding commitments
- Demonstration that there is adequate wastewater and water supply for development
- Provision of affordable housing
- High quality development
- Accordance with car and cycle parking standards
- Improved walking environment and cycle, and other non-car modes of transport, storage
- Provision of play facilities
- Protection of local green space designations
- Protection of community amenities
- Redevelopment of recreation ground pavilion
- Redevelopment at Banks Park (with no net loss of retail uses)
- Enhancement, protection and provision of new natural environment habitats, trees and hedgerows

4.9 With regards to housing, the following policies of the HNP are relevant:

Policy HD1: Spatial Strategy

The Neighbourhood Plan supports sustainable growth. To achieve this, Policies HD2 – HD6 allocate specific development sites in the Neighbourhood Area. If essential to meet an agricultural or other specific need, a new dwelling shall be sited within, or immediately adjacent to, an existing group of dwellings suitably located to serve the purpose, unless it can be shown that there is an over-riding requirement why it must be built elsewhere.

Policy HD2: Airfield Allocation

The Neighbourhood Plan allocates approximately 26 hectares of land on the airfield, as shown at Figure 14, for mixed-use development. Planning permission will be granted where an application:

- Provides up to 300 dwellings, including provision for 64 units of specialist housing for older people;
- Reallocates the remaining employment allocation of 4.85ha as originally proposed under Policy HA.1 of AVDLP within the Policy area

- Provides a multi-use community facility to support sporting activities and nursery provision;
- Re-provides the existing sports pitches and consolidates them as an integral part of the design with security of tenure of the existing lease to permit follow-on investment;
- Provides a safe and attractive pedestrian and cycle access to link into the existing network into the core of the village (potentially through the Business Park to Townsend and Fort End);
- Protects gliding on the airfield with the re-provision of airfield facilities where necessary.

Policy HD3: Dollicott Housing Allocation

The Neighbourhood Plan allocates land at Dollicott in two parts.

HD3a: allocates up to 1.7 hectares of land on Dollicott (HNP/003) for residential development. Planning permission will be granted where an application:

- Provides either up to 50 **Extra Care** dwellings distributed in separate buildings (rather than a block) or a residential scheme of up to 25 dwellings;
- Conserves or enhances the setting of the Conservation Area and adjacent listed buildings through careful design to reflect the local character of the area, incorporating a mix of different forms and styles of individual dwelling, with a clear visual relationship with Dollicott;
- Protects open views out of the village from Dollicott;
- Provides vehicular access through the airfield site rather than onto Dollicott. If this is demonstrably not viable, development must implement the recommendations of a traffic impact assessment to limit the vehicular impact through Townsend Green and onto both Fort End and Rudds Lane.
- Provides effective safe and attractive pedestrian and cycle connection(s) into the core of the village and through the Business Park to the airfield playing fields and open space.

HD3b: allocates 0.32 hectares of land on Dollicott (HNP/002) for residential development that does not exceed 10 dwellings.

Policy HD4: Station Road Housing Allocation

The Neighbourhood Plan allocates 0.32 hectares of land for residential development at Station Road. Planning permission will be granted where the application:

- Provides up to 10 dwellings;
- Protects the existing significant trees;
- Conserves or enhances the setting of the Conservation Area and adjacent listed buildings; and
- Provides effective safe and attractive pedestrian and cycle connection(s) into the core of the village.

Policy HD5: Glebe Housing Allocation

The Neighbourhood Plan allocates 2.8 hectares of land on the Glebe Land, between the rear of Willis Road and the hedge line in the field for residential development. Planning permission will be granted where an application:

- Provides up to 85 dwellings;
- Has a design and layout, including lower density and a maximum of 2 storey at the site edge to provide a graduated transition from the village to open countryside;
- Has specific treatment of open space to provide open views out of the village;
- Provides effective safe and attractive pedestrian and cycle connection(s) into the core of the village;
- Includes the implementation of a traffic impact assessment to manage traffic into the core of the village and limit the vehicular impact onto Woodways and Thame Road.
- Allocates land for the provision of a multi-denominational / civil burial ground.

Policy HD6: South Lower Road Housing Reservation

The Neighbourhood Plan reserves 1.43 hectares of land for residential development for up to 43 dwellings (10% of the total allocation), for release on 1 April 2024 if the HD2 – HD5 sites are not delivered before 1 April 2024 or if the VALP requires further housing for Haddenham. Planning permission will be granted where the application:

- Protects open views into and out of the village;
- Provides at least a 12 metre buffer zone from top of bank to the river.
- Includes the implementation of a traffic impact assessment to manage traffic into the core of the village and limit the vehicular impact onto Woodways and Thame Road; and
- Provides effective, safe and attractive pedestrian and cycle connection(s) into the village core.

Policy HD7: Infill Development

Plot sub-division and the conversion of bungalows into two-storey dwellings, will be permitted if it can be demonstrated to be of a scale, density and form, and retain a garden size, which is in keeping with adjacent and nearby dwellings and other buildings.

Policy HD8: Affordable Homes

Provision will be sought for at least 35% affordable homes on sites of 15 or more dwellings. Residential developments of between 10 and 14 dwellings gross should include at least 20% of dwellings as affordable onsite.

4.10 Other non-housing allocation policies relevant to the application site are:

Policy HD9: Water and Waste

Developers will be required to demonstrate that there is adequate wastewater and water supply capacity both on and off the site to serve the development and that it would not lead to problems for existing or new users.

Policy HD10: Design Principles

New developments must be of high-quality architectural design to meet the mixed character of the village, with a balanced mix of predominantly 2, 3 and 4-bed high-specification housing stock, which protects and enhances the amenity of nearby residents. Specifically, the Neighbourhood Plan supports development proposals which will:

- Retain, protect or enhance the historic character of the village with its “narrow winding lanes connecting a series of greens and ends”, the existing green and

blue spaces in the village, the view of the village from its main approaches and the views out across open countryside from within the village.

- Provide a well-designed mixed-density development with a strong sense of place, appropriate materials, design features and landscaping. Incorporate 24.7 sq m of accessible public open space per new resident to support Green Infrastructure provision (unless deemed unnecessary by the Parish Council because of existing provision/audit data); this space should be able to be adapted flexibly to meet the needs of a range of future uses.
- Provide efficient and high-quality mixed-tenure (social and affordable) housing or plots for self-build or community build projects to provide low cost dwellings for first-time buyers and/or those on a lower income.
- Provide sheltered, supported or extra care dwellings designed to meet 'Lifetime Homes' standards (or subsequent appropriate standards) to meet the needs of disabled people, older residents and those with greater needs.
- Demonstrate how it responds and contributes to the defining characteristics of the village and enhances the conservation area; including avoiding buildings of more than two and a half storeys (and not exceeding 3 storeys); by providing garden plots and; by providing external features reflecting the mixed characteristics of the village and textures sympathetic to the whitewashed walls that are so prominent a feature of the village and its conservation areas.
- Provide a contribution towards the promotion of a healthy lifestyle through maximising safe pedestrian and cycle access between new developments and linking into existing or proposed routes to the "core" of the village and out to neighbouring settlements. Designs should incorporate well-designed traffic management schemes to minimise vehicle movements through the village and provide access to public transport routes.
- Provide street lights which balance the requirement to provide safe routes and a feeling of safety during dark hours with the need to avoid "urbanizing" many of the village streets and paths; this includes design features which prevent ambient light (above 45° to the ground) and provides lights that can be switched on and off.
- Supports the intent of the AVDC Public Art Strategy.

Policy TGA1: Car and Cycle Parking Standards

All new housing developments, including every residential unit created by property sub-division, are to meet minimum parking standards through allocated on-site car parking spaces; where this not possible for 1 or 2-bed properties, communal parking is permitted. Accessible bicycle storage must be provided in either individual or communal storage for all properties.

- Residential development that provides less than the required standards will only be considered acceptable in circumstances where there are areas of high accessibility, or for specific types of residential development that create a lower demand for parking. In these circumstances, applicants will be required to demonstrate that the car parking and cycle provision would not have an adverse impact on the surrounding area.
- Residential Developments will be expected to take account of the demand for visitor parking and provide spaces accordingly. In areas where over 50% of the spaces are allocated, an extra 0.2 spaces per dwelling should be provided.
- On-street parking is permitted only in locations where the streets are sufficiently wide to permit parking and two-way traffic flow. Development which incurs the loss of off-street parking spaces with an associated spill-over into on-street parking will only be permitted if it meets this standard and the unallocated space provision requirement.
- Allocated parking must not use tandem parking for more than 2 cars.
- Garages will not normally count towards overall parking provision. Garages will only count towards overall parking provision where developers can demonstrate that they represent the only means of parking a car. In such cases, garages must have a clear, unobstructed internal dimension of 6m x 3m, must have functional entrances and with sufficient space provided for the opening and closing of garage doors.
- In shared / unallocated car parking provision, 10% of all parking spaces in residential developments must be 3.6m wide to accommodate the needs of young families and the disabled users.

Policy TGA2: On-site Walking and Cycling

The provision of easily accessible storage for cycles, wheelchairs, electric vehicles and baby buggies and the incorporation of dual-use routes wide enough for two buggies that provide effective, safe and attractive cycle and pedestrian

connections and access to the existing village walking and cycling networks will be supported.

Policy TGA3: Cycle and Pedestrian Networks

Contributions will be sought from new developments to fully fund the design and delivery of a cycle route between Thame and the Haddenham and Thame Parkway station.

Policy CES1: Play Facilities

Where appropriate, new developments are to include play facilities for young people as an integrated provision of play facilities in the village, provided the facilities will not have a detrimental effect on the amenities of local residents, but maintain natural surveillance. Play facilities are to be established with appropriate long-term arrangements for their management to ensure that they remain high quality, safe, and relevant to children in the village. This will include financial contributions or other means to support initial costs and

Policy SRL3: Enhancing, Protecting and Providing new Natural Environment Habitats, Trees and Hedgerows

Proposals impacting on trees, other than those of poor quality, should be accompanied by a Tree and Hedgerow Survey and demonstrate an approach in accordance with national best practice, as set out in BS5837.

Landscaping proposals should include native species and habitats that respect the distinctive local landscape character and should seek to demonstrate a net gain in biodiversity in accordance with the Defra Biodiversity Impact Calculator.

- Whenever possible, all new buildings must provide integrated Swift nesting features.
- Proposals requiring the provision of ecological information should demonstrate that they have taken BS42020 into account.
- Development adjacent to watercourses must retain a minimum natural habitat buffer of 12m.

- 4.11 There are other detailed relevant policies relating to protecting community amenities (HWS2), redevelopment of the recreation ground pavilion (SLR1), redevelopment at Banks Park (SLR2) and retaining the retail arcade (RBJ1).

Other saved non-housing allocation policies of the Aylesbury Vale District Local Plan also remain material to the consideration of the application. These policies include GP2, GP8, GP35, GP's 38 – 40, GP45, GP53, GP59, GP84, GP86, GP88 and GP94 and are evaluated in detail in the January 2015 report.

NPPF and Housing Land Supply update

- 4.12 The position on the housing land supply has changed since the previous report to committee and therefore members are provided with an updated position for consideration. When the January report was considered by SDMC it was reported that the Council was not able to demonstrate a fully NPPF compliant five year housing land supply and that therefore under paragraph 49 of the NPPF relevant policies for the supply of housing are deemed to be out of date. In this context paragraph 14 of the NPPF states that for decision-taking this means that (unless material considerations indicate otherwise) approving development proposals that accord with the development plan without delay; and where a development plan is absent, silent or relevant policies are out of date, granting planning permission unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole, or specific policies in the Framework indicate development should be restricted.
- 4.13 For the purposes of calculating the five year housing land supply, an interim approach has been taken to use the emerging findings from the Housing and Economic Development Needs Assessment (HEDNA) which has been prepared to inform the emerging Vale of Aylesbury Local Plan (VALP). This approach is explained in the latest five year housing land supply position statement (July 2015) and supersedes the previous interim approach of using DCLG household projection figures as a starting point since it is considered to represent a more robust assessment of the District's housing need, albeit has yet to be tested and moderated. The HEDNA conclusions indicate a figure for the objectively assessed need (OAN) for the district of 1,326 pa, significantly in excess of the figure previously used on an interim basis.
- 4.14 Based on the findings of the HEDNA, the housing supply for the five year period 2015-2020 has been calculated as 3.1 years, falling to 2.7 years for the 2016-2021 period (as at July 2015 position statement). This position assumes

a 20% buffer is applied (rather than 5%) related to under-delivery and applies a 10% discount on the supply to reflect any uncertainty over estimated delivery rates/delays which were adjustments recommended as necessary by the Inspector in the recent appeal decision at Chapel Drive, Aston Clinton. A 5% buffer or lower discount rate would not affect the overall conclusion that there is currently no five year housing land supply.

- 4.15 Accordingly, the five year supply situation is reduced on the basis of the latest HEDNA figures than when the committee last met. It remains the case that the provision of an additional 280 dwellings would make a significant contribution to the housing supply shortfall and is a benefit to which significant weight should be given and that greater weight can be applied to the provision of housing than as previously reported to Committee. This is the approach that was taken at a recent inquiry on land east of Watermead at Aylesbury.

Implications of absence of five year housing land supply

- 4.16 As explained above, in the absence of a five year housing supply, relevant policies for the supply of housing in the development plan are deemed out of date (paragraph 49 of the NPPF). Therefore relevant housing supply policies in the AVDLP and the HNP (despite it having been only recently made) should be considered out of date and, unless material considerations indicate otherwise, planning permission ought to be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, in accordance with paragraph 14 of the NPPF. The decision maker in such circumstances still must decide the weight to be given to the out of date policies although clearly the steer from national policy is that the weight will be lower and perhaps materially so. We address this below.

5.0 FURTHER EVALUATION

- 5.1 This section addresses the main issues identified above.

(a) Development Plan:

- 5.2 As the previous overview report advises the AVDC relevant policies for the supply of housing district wide, are now out of date given that these identified housing targets for the plan period up to 2011 and the lack of a 5 year housing

supply under paragraph 49 of the NPPF. Relevant policies for the supply of housing in the HNP are also to be taken as out of date – these are Policies HD1-HD6 as referred to above.

- 5.3 The other non housing supply policies in AVDLP and HNP referred to above are dealt with in the following sections of the report, including the extent to which the proposal accords.

(b) Material considerations

Whether the proposal would constitute a sustainable form of development

Context

- 5.4 Central to the advice in the NPPF is that new development should be sustainable. In the previous report it was established that only if a development is sustainable does it benefit from the presumption of favour set out in paragraph 14. The report tested the development against the relevant criteria in paragraphs 18 to 219 of the NPPF and concluded that the development was sustainable. Haddenham is identified within AVDLP as one of the four largest settlements in the District (the others being Buckingham, Winslow and Wendover) and, with a broad range of facilities, it acts as a local centre for many of the smaller villages in the area. Haddenham is considered to be a strategic settlement and a focus for growth, along with the other strategic settlements, which together are anticipated to take the majority of growth in the district. These and other matters listed in the report all remain relevant and material to the consideration of this application. The site is located adjacent to the settlement and it is considered that the site is in a sustainable location which must weigh in favour of the grant of planning permission.

Building a strong competitive economy

- 5.5 Whilst the proposed development would not provide any additional employment land which would weigh in its favour, it is acknowledged that the construction of the development in itself would contribute to the economy of the area and so too would the resultant population growth in supporting local businesses, facilities and services. It is considered that this benefit should be accorded limited weight.

Delivering a wide choice of high quality homes

- 5.6 HNP Policy HD5 allocates 2.8ha of land, in the northern part of the application site, for the residential development of up to 85 dwellings, including the allocation of land for the provision of a multi-denominational/civil burial ground.
- 5.7 The previous assessment advised that the District cannot currently demonstrate a 5 year housing land supply. This remains the case and the amount of supply has now been reduced to 3.1 years. Therefore not only would the benefits of delivering housing growth and the contribution 280 dwellings would make to bolster the supply of houses within the District represent a material benefit to the scheme to which significant weight should be attached, but the development would also provide a range of quality housing types and sizes which would be a significant benefit of the scheme.
- 5.8 With respect to the above, Policy HD10 (Design Principles) of the HNP states, amongst other things, that development must be of a high quality design with a balanced mix of 2, 3 and 4-bed high-specification housing stock with mixed tenure, all of which should meet 'Lifetime Home Standards' or subsequent appropriate standards. The tenure of the development has been addressed through the legal agreement and this is discussed in more detail below. Other issues in relation to the private housing types to be provided are properly dealt with at reserved matters stage. The proposal therefore can accord with emerging policy HD10 in this respect.
- 5.9 In terms of affordable housing provision, the requirements of Policy HD8 states that provision will be sought for at least 35% affordable homes on sites of 15 or more dwellings. The Council's adopted SPG on affordable housing and saved Policy GP2 of AVDLP requires 20-30% provision. Through the completed S106, 35% affordable housing has been secured. Previously at Committee Members were advised that the contribution of the proposal towards the provision of affordable housing was a benefit to which considerable weight should be put in the overall planning balance given that it exceeded the level required by relevant policy at that time. However, the policy of the HNP now takes precedence as set out in NPPF para. 184 and the proposal thus accords but does not exceed the required level. However, given that there remains a high demand / need for affordable housing within the

district, it is considered that this is a benefit to which significant weight should be attached.

Promoting sustainable transport

5.10 The previous report set out in detail the County Highway comments which concluded that there were no highway objections to the proposed development. The proposal includes a financial contribution towards an improved bus service, which would serve the site (with regular real time passenger equipped bus stops on site), and towards the cycleway/footway link between Haddenham Parkway Station and Thame secured via the S106. In addition footpaths in the proximity of the site are to be upgraded and these matters are also stipulated within the S106. These works would include improved connections with existing footpaths on Stanbridge Road and Aston Road and the resurfacing of Public Footpath 4 between the site and Churchway and also into the site. The DAS submitted with the application indicates that cycle storage would be provided on site and that in terms of parking, spaces would be conveniently located and distributed efficiently and it continues to be the case that adequate provision could be provided on site and assessed as part of any future reserved matters application. It is considered that the development continues to accord with the NPPF with regards to promoting sustainable transport as previously advised.

5.11 The HNP policies HD10 (Design Principles), TGA1 (Car and Cycle Parking Standards), TGA2 (On-site Walking and Cycling) and TGA3 (Cycle and Pedestrian Networks) are considered to have been adequately addressed or are capable of being addressed in any future reserved matters application and as such it is considered that the development would accord with these policies in respect of this issue. As previously advised, the weight to be attributed to this impact is considered neutral.

Conserving and enhancing the natural environment

5.12 The previous report acknowledged that the development would have a significant impact upon the character and appearance of the site itself and its immediate environs given that it would represent the development of an entirely greenfield site. However, the site is quite well contained being

bounded on the north-west, west and south-west by existing development and by the highways (along which are mature hedgerows) to Aston Road and Stanbridge Road. As such it was considered that the impact of the development on the wider landscape would be relatively localized, particularly when also taking into account the pockets of woodland nearby and mature boundary hedging and the relative flatness of this part of the landscape. In addition the site would be seen against the back-drop of the existing built development comprising the village such that it would not appear overly intrusive or an obtrusion into the open countryside and would be seen as a 'rounding-off' of the existing form of the settlement. The previous Committee report concluded by stating that the proposal would have an impact on the natural environment comprising the site itself and its immediate environs, but that the impact upon the wider landscape would be limited and therefore this impact should be afforded moderate negative weight in the planning balance.

Given the above, whereby the scheme would not have a significantly harmful impact on landscape character and would relate well to the context of its setting in terms of the physical characteristics of the site and its surroundings, it would therefore comply with AVDLP policy GP35 and with the NPPF.

- 5.13 Policy HD10 of the HNP, amongst other things, seeks to retain, protect or enhance the view of the village from its main approaches and views out across open countryside from within the village. In this respect it is noted that the HNP at figure 7 (Objectives Map) does identify a view in/out along the southern boundary. The view towards the village (looking west) will be over the southern part of an area of extensive open space in this part of the site; the view looking south mainly extends over the adjoining land to the south of Aston Road, which is unaffected by the proposal and from the site itself, this view will be obtained from a further area of open space. From the north-west, as one enters the site along the public footpath from Churchway whilst the development will be immediately apparent to the south-east, views of the open countryside to the south across the open space will be retained. In addition, distant views of the Chilterns escarpment will not be affected. In approaches along Stanbridge Road and Aston Road, the retained roadside hedge will have the effect of screening much of the development, which is shown in the

illustrative masterplan to be set back from these boundaries behind landscaped open space. Policy HD5 requires the development to have a graduated transition from the village to the open countryside and to have specific treatment of open space to provide open views out of the village. As noted above, the illustrative masterplan demonstrates how such a layout could be achieved and therefore it is considered that the development would accord with the aims of the HNP policies in this regard.

Agricultural Land

- 5.14 The application site has two areas which are of Grade 3a (good quality) agricultural land (to the north corner and south-east corner) with the remainder of the site being grade 3b (moderate quality). Members were previously advised that the loss of this grade of agricultural land is a factor which should be afforded moderate negative weight in the overall planning balance and this is unchanged. There are no specific policies in the HNP relating to the loss of the best and most versatile agricultural land and indeed the housing allocation of 85 dwellings on the Glebe site (policy HD5) is on an area of Grade 3a land.

Trees and hedgerows

- 5.15 Whilst landscaping is a reserved matter, the illustrative layout plan indicates that hedgerows of moderate quality would be retained and reinforced with planting and where hedgerows of lesser quality would be removed, their loss would be mitigated by the additional planting as part of the landscape scheme. On this basis the previous Committee report advised that the proposal would be in accordance with policies GP39 and GP40 of the AVDLP and with the NPPF and that this factor should be afforded neutral weight in the planning balance. Policy SRL3 of the HNP states that proposals impacting on trees, other than those of poor quality, should be accompanied by a survey to demonstrate an approach in accordance with BS5837. Reports and surveys were submitted with the application to address this matter and therefore the application is considered to accord with this policy and for the reasons discussed above, the application is considered to be acceptable on these grounds.

Biodiversity

- 5.16 The reports and surveys submitted identified that the habitats on the site were limited such that the site, whilst being used for foraging and by nesting birds, would not be of sufficient quality for other important wildlife habitats. The ecological enhancements could be considered to generate net ecological gains on site subject to further detail being submitted along with management plans and this detail could be secured as part of any further reserved matters application. On this basis the development was considered to accord with the NPPF and the Committee report advised that this factor should be afforded neutral weight in the planning balance. Policy SRL3 of the HNP requires, whenever possible, all new buildings to provide Swift nesting features and for proposals requiring the provision of ecological information to demonstrate that they have taken BS42020 into account. It is considered that the development would accord with the aims of this part of emerging Policy SRL3.

Conserving and enhancing the historic environment

- 5.17 The site is located adjacent to the Haddenham Conservation Area (which is to the south-west boundary of the site) and a number of listed buildings (also to the south-west). In the corrigendum to the previous Committee report, it was considered that given the level of screening, mitigating landscaping and open spaces that are indicatively shown in between the proposed development and the listed buildings and conservation area, it is unlikely that the development on the site would affect the significance of the listed buildings or conservation area with the actual detail being part of a reserved matters application. As such there would be no harm to the setting of the listed buildings and the proposal would preserve the character and appearance of the conservation area and as such the proposal would not conflict with the objectives of Section 66 and Section 72 of The Planning (Listed Building and Conservation Areas) Act 1990. In addition the impact of increased traffic generation on the character and appearance of the heritage assets was considered and no harm was found to be caused.
- 5.18 Archaeological remains dating to the prehistoric, Saxon and medieval to post-medieval period were recovered following a geophysical survey and trial trenching and the development is likely to impact on these buried

archaeological features without suitable mitigation. The previous committee report recommended the imposition of a condition which would require the developer to secure appropriate investigation, recording, publication and archiving of the results and this would also include a watching brief on the soil stripping. Such mitigation would effectively offset any harm and on this basis the development was considered to accord with Policy GP59 of the AVDLP and with the NPPF.

5.19 Overall, subject to an appropriate design and layout being considered at the reserved matters stage and subject to appropriate conditions, the proposal would not adversely affect heritage assets and the development would accord with policy GP59 of the AVDLP and with the NPPF and this matter was therefore given neutral weight in the planning balance in the previous committee report.

5.20 Policy HD10 of the HNP requires new developments to, amongst other things, demonstrate how they respond and contribute to the defining characteristics of the village and enhance the conservation area and by providing external features reflecting the mixed characteristics of the village and textures sympathetic to the wicket walls that are so prominent a feature of the village and its conservation area. Having regard to the above paragraphs on this matter it is considered that the proposal would be in accordance with this policy.

It is noted that this issue is of particular concern to the Parish Council and that in their response, they highlight similar concerns expressed by the Local Plan Inspector in 2002 when a part of the site was considered as an allocation at that time. However, that site appears to coincide with the area of open space to be provided in the western part of the site and thus the impact on the conservation area will be very different. In particular, the current proposal will ensure that open land will be retained around the Conservation area, which whilst not actually in agricultural use, will nevertheless enable views to be retained to and from the conservation area. Furthermore, there would not be a 'suburbanisation' of Aston Road due to the siting of the built development away from the road frontages and towards the eastern part of the site.

Promoting healthy communities

- 5.21 For the reasons set out in the previous report overall it is considered that the development would adequately address the aims of the NPPF to achieve healthy communities and the requirements of AVDLP policies GP45, GP86-88 and GP94. It would also accord with the emerging HNP policies HD10 (Design Principles) and CES1 (Play facilities). As previously advised to Members, this benefit should be given neutral weight in the overall planning balance.

Good design

- 5.22 As stated previously the application at this stage seeks only outline planning permission for the construction of up to 280 residential units. At this stage, only approval of means of access is being sought. Having regard to the proposed number of dwellings and the residential developable area of the site (including the retirement homes) at 10.17ha, this equates to a density of approximately 28 dwellings per hectare (not 26 dw/ha as set out in paragraph 5.4 of the previous Committee report). Given the transitional edge of village location of the site and the areas of open space indicated, this density is considered to be acceptable and in keeping with that adjacent. The DAS indicates that the proposed building heights would be up to two-storey in height with some two and a half storey development to provide focal points and in addition there would be some landmark buildings to improve legibility. This scale of development would not be unacceptable in this location having regard to the character of residential development adjacent to the site and mitigating landscaping factors.
- 5.23 With careful attention to detail and the layout and boundary treatments for the scheme as part of any future reserved matters application, it is considered that the development would be in keeping with the existing settlement pattern and identity. Landscaping, as a reserved matter, would be of critical importance to ensure the satisfactory development of this site. It is considered that the proposal could be designed such as to form a coherent and congruous extension to the village without any significant detriment to the existing character and identity of the wider village (taking into account the existing physical and visual containment of the site) in accordance with policy GP35 of

AVDLP and NPPF advice in respect of good design. As such, accepting that the development would alter the character of sections of Stanbridge Road and Willis Road given that the site currently has an agricultural, greenfield appearance, it is considered that this factor should only be attributed limited negative weight in the planning balance.

- 5.24 It is considered that subject to the acceptable detail contained within a reserved matters application, and based on the illustrative details provided, that the development would not be in conflict with the design aims set out in policies HD5 (Glebe Housing Allocation) and HD10 (Design Principles) of the HNP.

Other matters:

- 5.25 The impact on drainage and flooding, residential amenity and Section 106 remain unchanged in the assessment and there is no conflict with AVDLP or the emerging HNP.

(c) The neighbourhood plan in relation to the principle of development as a material consideration

- 5.26 The HNP now forms part of the development plan to which weight should be given (paragraph 216 of the NPPF). Having regard to the status of the HNP Officers consider that the starting point would be to give the plan full weight. However, this is before considering the effects of paragraph 49. Members are also referred to paragraphs 183-185 and 198 of the NPPF which have been set out in paragraphs 4.1-4.3 of this report.
- 5.27 The HNP allocates part of the application site for housing development and policy HD5 refers. This policy states that the 2.8ha site should provide up to 85 dwellings (and a burial ground) but the plan does not place a maximum number of houses than can be built during the plan period and therefore is not seeking to place a "cap" on the overall level of growth at Haddenham. As HD5 is a policy allocating residential land within the boundary settlement area over the plan period it should be regarded as a housing supply policy and as such whilst it is a very recently adopted policy it is deemed out of date by paragraph 49 of the NPPF. This does not mean that the policy (and any other policies in

the same situation) should be disregarded as explained above, the decision maker ought to determine the weight to be applied to the policy and any conflict with it.

- 5.28 The scale of development proposes an additional 195 dwellings above the 430 dwellings anticipated by the plan and would represent a 45% increase in the number of new dwellings. Policy HD6 does allow for a contingency for a reserved allocated site for 43 dwellings, South Lower Road Housing Reservation, if the HD2-HD5 sites are not delivered before 1 April 2024 or if the VALP requires further housing for Haddenham.
- 5.29 This conflict with the HNP housing spatial strategy could be regarded as significant. However, the initial draft Housing and Economic Development Needs Assessment (HEDNA) work is a material consideration and has increased predicted housing need in Aylesbury Vale by more than 30% compared to previous estimates. This is likely to have implications for the level of growth assessed in the HNP, and the village is likely to have to take additional growth.
- 5.30 It is noted that the HNP objectives include to maintain and improve village spirit, to develop sustainably and retain a village focus; this development whilst representing an increase in the envisaged growth of the village, would not necessarily be contrary to these objectives. In addition, the HNP notes that it does not offer the level of infrastructure of the other strategic settlements in the district, with limited shopping, no real central focus or centre and no secondary school and that therefore all new growth will necessarily generate significant journeys out to other settlements. However, this development will include provision to improve bus services and links to the village centre and station so as to maximize the use of sustainable transport options.
- 5.31 When considering the Haddenham Glebe site, a smaller site than that put forward as part of this application at Haddenham Glebe, was considered by the HNP for the provision of 85 dwellings and a burial ground. The Parish Council in the site assessment report considered that the larger site would be

unsuitable and unacceptable if developed as a whole. They considered that such a scale of development (at between 224 and 400 homes) would have a negative effect on the conservation area and on traffic and access that would not be capable of being mitigated with measures in a policy that could overcome these disadvantages. The Parish considered that by dividing the larger site into three and increasing the chosen site to 85 dwellings, that the policy will have positive effects on housing supply without undermining the character of the village or the conservation area or creating traffic problems that cannot be effectively mitigated. Each of these issues has been considered in detail in both the previous report and above, having regard to the detailed documentation to support the application and consultee responses. In these respects, the conclusions in the officer's report remain at odds with the HNP assessment of the suitability of the site.

- 5.32 There is no reason why this site could not be delivered within the next five year period, thus making a significant contribution to the district wide 5 year supply, which must be afforded considerable weight in favour of development in the planning balance.

Weight to be given to the HNP and conflict with its policies

- 5.33 The government has placed great emphasis of the benefits of neighbourhood planning in the planning system which *"gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need"*. The plan has now been made and forms part of the adopted development plan to which S38(6) of the Act applies.
- 5.34 However, the Government saw fit to deem housing land supply policies out of date where there is no five year housing land supply as a result of the importance of providing more homes. Again, this is a material consideration of great importance. Thus whilst being a newly adopted policy, HD5 and others relevant to the supply of housing are to be considered out of date.
- 5.35 It is the Planning Officer's view that whilst full weight must be given to the

HNP, as a result of the lack of five year housing land supply and the fact that the housing supply policies are considered to be out of date, the weight to be applied to the HNP housing policies must be reduced.

Conclusions on the planning balance

- 5.36 The question therefore is whether or not the development of this site would represent sustainable development and thus benefit from the presumption in favour, and whether the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.
- 5.37 The District cannot currently demonstrate a 5 year housing land supply. The benefits of delivering housing growth and the contribution 280 dwellings would make to bolster the supply of houses within the District is a material benefit to the scheme to which significant weight should be attached. The proposals would also make a 35% contribution towards affordable housing for which there is a need in the district and this is also a benefit to which significant weight should be attached.
- 5.38 Compliance with some of the core planning principles of the NPPF has been demonstrated in terms of promoting healthy communities, and infrastructure provision through education, open space and highway contributions and improvements which have been secured in a Section 106 agreement(s). These matters do not represent benefits to the wider area, with the exception of the country park which would benefit the wider community, but demonstrate an absence of harm to which weight should be attributed neutrally.
- 5.39 The development would have some benefits in the contribution to the economy in the construction of the development in itself, which should be accorded limited weight.
- 5.40 The above assessment has also concluded that whilst the proposal would impact on the natural environment, the site specific characteristics provide sufficient

physical and visual containment to the site, and it is not considered that the development would unacceptably intrude into the open countryside such that this factor should only be afforded moderate negative weight. There would also be loss of greenfield land which comprises of a small proportion of the Best and Most Versatile Agricultural Land which should be attributed limited negative weight. Sufficient mitigation could be provided in respect of archaeology and attenuation measures in respect of flooding to adequately address these matters such that they should be afforded neutral weight in the planning balance. In addition, the limited localised harm to the rural, village-edge street scenes of the adjacent development should be afforded limited negative weight.

5.41 It is considered that the proposed illustrative layout, as included within the indicative masterplan, adequately reflects the historic grain and pattern of Haddenham village, and that the design as it stands adequately mitigates against any potential harm that might be caused by development on this site. The proposal will therefore preserve the setting of the identified listed buildings and the Conservation Area by virtue of the use of extra planting and areas of open space to provide separation and screening between the historic buildings and the new development. Whilst there will need to be detailed consideration of the design at later stages, it is considered that the proposal has demonstrated that it is possible for development on this site to be sympathetic to and preserve the character and appearance of the Conservation Area and setting of the listed buildings. In these respects it is considered that there is no conflict with the relevant policies of both the AVDLP and the HNP.

5.42 However, the conflict with the housing strategy in the adopted HNP, in terms of scale and distribution, is a very important consideration given the government and AVDCs commitment to promoting a locally led development strategy. However, policy HD5 (and all site specific housing allocation policies) is recognised as being out of date in terms of both paragraph 49 and 14 and thus the weight to be accorded to it is reduced. In addition, the updated HEDNA has identified an increased level of need for housing in the district, which in turn is likely to increase the level of growth to be accommodated in the strategic settlements such as Haddenham. Furthermore, the above

assessment demonstrates that the additional numbers of housing proposed, over and above that allocated in the HNP, would not harm the special historic character of the village nor over-burden its facilities or amenities. Appropriate provision will be made to improve sustainable means of transport so as to minimize the need for journeys by car.

5.43 Weighing all the above factors into the planning balance, the NPPF as a whole, all relevant policies of the AVDLP and the HNP and supplementary planning documents and guidance, in applying paragraph 14 of the NPPF, it is considered that this is very much a balanced judgement. In view of the fact that this is balanced the adverse impacts would not significantly and demonstrably outweigh the benefits in that balance and there is therefore a presumption in favour of this as a sustainable development.

5.44 Consequently it is recommended that Members resolve that, had they been in a position to determine the application, they would **GRANT** permission, subject to a deed of variation in respect of the S106 agreement.

Case Officer: Sue Pilcher	Telephone No:01296 585413
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Overview Report:

Introduction

This report has been provided to assist members in the consideration of reports relating to major planning applications for development at settlements in the district. The report summarises the policy framework for the assessment of each development proposal for members consideration in addition to the detailed report relating to each individual application.

The planning policy position and the approach to be taken in the determination of the application

- 1.1 The starting point for decision making is the development plan, i.e. the adopted Aylesbury Vale District Local Plan. S38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG) are both important material considerations in planning decisions. Neither change the statutory status of the development plan as the starting point for decision making but policies of the development plan need to be considered and applied in terms of their degree of consistency with the NPPF.

The Development Plan

- 1.2 The overall strategy of the Aylesbury Vale District Local Plan (AVDLP) is to seek to concentrate the majority of growth (65% housing and employment) at Aylesbury with the remaining 35% in the rural areas. The latter was to be concentrated at a limited number of settlements. Insofar as this overall strategy is one which is based on the principle of achieving sustainable development, it is considered that this is still in general conformity with the NPPF.
- 1.3 Policies RA13 and RA14 relating to the supply of housing district wide, and BU1 in respect of Buckingham, are now out of date given that these identified housing targets for the plan period up to 2011. Development proposals on sites are to be considered in the context of policies within the NPPF which sets out the presumption in favour of sustainable development at paragraph 14.
- 1.4 A number of general policies of the AVDLP are considered to be consistent with the NPPF and therefore up to date so full weight should be given to them. Consideration therefore needs to be given to whether the proposal is in accordance with or contrary to these policies. Those of relevance are GP2, GP8, GP35, GP38 - GP40, GP59, GP84, GP86, GP87, GP88 and GP94.

Withdrawn Vale of Aylesbury Plan

- 1.5 Following hearing sessions in December 2013, an independent planning Inspector in his letter dated the 7 January 2014 recommended the Vale of Aylesbury Plan Strategy to be withdrawn. The Inspector raised a number of concerns including the level of housing and jobs planned for and whether there had been close enough working with neighbouring authorities to fulfil the 'duty to co-operate'. Therefore the policies of the emerging VAP can no longer be given any weight.
- 1.6 However, the evidence base remains relevant although it will require updating and reviewing to ensure that it provides the most up to date information on the housing and employment needs of the district. Of particular relevance are the Strategic Housing Land Availability Assessment (SHLAA) (2013) and the Settlement Hierarchy Assessment. These will be considered later in the report.

National Planning Policy Framework

- 1.7 The most up to date national policy is set out in the NPPF published in March 2012. At the heart of the NPPF is the presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision-taking.
- 1.8 The NPPF states that there are three dimensions to sustainable development: economic, social and environmental. They are not to be undertaken in isolation, because they are mutually dependant. Therefore, to achieve sustainable development economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.
- 1.9 Paragraph 17 sets out the core planning principles. It sets out 12 core planning principles which should underpin decision taking, which in summary state that planning should:
- be genuinely plan-led, empowering local people to shape their surroundings through succinct up-to-date plans setting a positive vision for the future of the area;
 - be a creative exercise to improve and enhance the places in which people live their lives;
 - proactively drive economic growth to deliver homes, business and infrastructure and that every effort should be made to objectively identify and then meet the housing, business and other development needs of an area and respond positively to wider opportunities for growth, take account of market signals and set out a clear strategy for allocating sufficient land suitable for development;
 - seek a high quality of design and a good standard of amenity.
 - take account of the different roles and character of different areas, including recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
 - support the transition to a low carbon future;
 - contribute to conserving and enhancing the natural environment and reduce pollution, allocating land for development based on a preference for land of lesser environmental value;
 - encourage effective use of brownfield land;
 - promote mixed use developments and encourage multiple benefits from the use of land;
 - conserve heritage assets in a manner appropriate to their significance;
 - actively manage patterns of growth to make fullest use of public transport, cycling and walking and focus significant development in locations which are or can be made sustainable; and
 - take account of and support local strategies to improve health, social and cultural wellbeing for all and deliver facilities to meet local needs.
- 1.10 The Government's view of what "sustainable development" means in practice is to be found in paragraphs 18 to 219 of the NPPF, taken as a whole (paragraph 6).

- 1.11 The presumption in favour of sustainable development in decision-taking is explained at paragraph 14 of the NPPF. It means, unless material considerations indicate otherwise:
- 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 the NPPF taken as a whole; or
 - specific policies in the NPPF indicate development should be restricted.
- 1.12 Local planning authorities are charged with delivering a wide choice of high quality homes and to boost significantly the supply of housing by identifying sites for development, maintaining a supply of deliverable sites and to generally consider housing applications in the context of the presumption in favour of sustainable development (paragraphs 47-49). NPPF paragraph 49 states that "*Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*" The issue of housing supply is considered in more detail below.
- 1.13 The NPPF sets out the means to delivering sustainable development. The following sections and their policies are also relevant to the consideration of all proposals:
- Building a strong competitive economy
 - Promoting sustainable transport
 - Delivering a wide choice of high quality homes
 - Requiring good design
 - Promoting healthy communities
 - Conserving and enhancing the natural environment
 - Conserving and enhancing the historic environment
- 1.14 The NPPF sets out that transport policies have an important role to play in facilitating sustainable development and in contributing to wider sustainability and health objectives and that encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.
- 1.15 Paragraph 32 of the NPPF explains that decisions should take account of whether:
- a) The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure
 - b) Safe and suitable access to the site can be achieved for all people Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.
 - c) Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe
- 1.16 The NPPF superseded all national policy contained in the former Planning Policy Guidance Notes (PPG's) and Statements (PPS's). On 6th March 2014 the Planning Practice Guidance (PPG) suite was published online to replace and update a number

of previous planning practice guidance documents which were consequently cancelled. The PPG is therefore also of relevance when assessing the scheme.

Local Supplementary Documents & Guidance

1.17 Local guidance relevant to the consideration of this application is contained in the following documents :

- Affordable Housing Supplementary Planning Document (November 2007)
- Supplementary Planning Guidance on Sport and Leisure Facilities (August 2004)
- Sport and Leisure Facilities SPG Companion Document Ready Reckoner (August 2005)
- Five year housing land supply position statement (October 2014)
- Affordable Housing Policy Interim Position Statement (June 2014)

1.18 Those documents which have been the subject of public consultation and the formal adoption of the Council can be afforded significant weight insofar as they remain consistent with the policies of the NPPF.

Housing supply

1.19 Paragraph 47 refers to the importance of identifying a five years supply of sites to assist in significantly boosting the supply of housing. Where the Council cannot demonstrate a 5 year housing land supply there is a presumption in favour of sustainable development in line with the NPPF and the absence of an NPPF compliant 5 year supply would add to the weight attached to the benefit arising from the contribution made to the supply of housing and boosting the delivery of housing generally. Having an understanding of supply is also key to fulfilling the NPPF requirement to demonstrate the expected rate of housing delivery and how housing targets will be met.

1.20 In the absence of a figure for the full objective assessment of need which will emerge through the plan making process, an interim approach has been taken to use the latest 2011 Interim Household Projections published by the Department for Communities and Local Government in April 2013 to calculate the housing supply. This approach is considered to be consistent with the PPG and the Government therefore clearly intends that this should be a material consideration in the decision making process although the weight to be attributed to them takes account that the figures have not been tested, or moderated against relevant constraints. However, as part of the preparation of VALP, the emerging findings from the Housing and Economic Development Needs Assessment (HEDNA) have been published. These figures align closely with the DCLG projections identifying a similar requirement which means the interim figure attracts more weight when calculating the five year supply position. Based on these projections, the housing supply for the five year period 2014-2019 has been calculated as 4.3 years (as at October 2014 position statement) which is below the five year supply although is nonetheless relatively healthy. This position assumes a 20% buffer is applied (rather than 5%) related to underdelivery and applies a 10% discount on the supply which were adjustments recommended as necessary by the Inspector in the recent appeal decision at Chapel Drive, Aston Clinton.

Prematurity

1.21 Government policy emphasises the importance of the plan led process, as this is the key way in which local communities can shape their surroundings and set out a

shared vision for their area. It also emphasises its importance to the achievement of sustainable development.

- 1.22 Current Government policy on prematurity is contained in the PPG published in March 2014, which states:

".. in the context of the Framework and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

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

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process."

Conclusion on policy framework

- 1.23 In considering each individual report, Members are asked to bear in mind that AVDLP constitutes the development plan. The emerging VALP will gather increasing weight as it moves forward but has not yet reached a stage at which it could be afforded weight in decision-taking nor at which a refusal on grounds of prematurity could be justified. The Council can not currently demonstrate a 5 year supply of housing land based on the interim housing land supply calculation.
- 1.24 In the light of this position each report advises Members on whether, in accordance with paragraph 14 of the NPPF, the adverse impact of granting permission, including prejudice to the VALP would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole.

Whether the proposals would constitute a sustainable form of development

- 1.25 Each report examines the relevant individual requirements of delivering sustainable development as derived from the NPPF which are:
- **Build a strong competitive economy and deliver a wide choice of high quality homes**
 - **Promoting sustainable transport**
 - **Conserving and enhancing the natural environment**
 - **Conserving and enhancing the historic environment**
 - **Promoting healthy communities**
 - **Good Design**
 - **Meeting the challenge of climate change and flooding**

- 1.26 These are considered in each report and an assessment made of the benefits associated with each development together with any harm that would arise from a failure in meeting these objectives and how these considerations should be weighed in the overall planning balance.

Building a strong, competitive economy / Ensure the vitality of town centres / Delivering a wide choice of high quality homes

- 1.27 Members will need to assess whether the development would will support the aims of securing economic growth, but also that this would be achieved in a sustainable way.
- 1.28 Members will also need to consider whether each development proposal provides for a mix of housing based on current and future demographic trends, markets and community needs, of an appropriate size, tenure and range including the provision of affordable housing. Key to the consideration of this point is the use of locally based housing targets and the Council's ability or otherwise to demonstrate a 5 year supply of housing land against those targets

Promote sustainable transport

- 1.29 It is necessary to consider whether these developments are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised, taking account of the policies in the NPPF. It will also be necessary to consider whether the mix of uses provides opportunities to undertake day-to-day activities including work on the site, with key facilities located within walking distance of most properties, and to ensure that the opportunities for sustainable transport modes have been taken up. It will be necessary to consider whether they would support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. The development will also need to ensure that safe and suitable access to the site can be achieved for all people, and that improvements can be undertaken that effectively limit the impacts albeit that development should only be refused on transport grounds where the residual cumulative impacts are severe.
- 1.30 The promotion of sustainable transport is a core principle of the NPPF and patterns of growth should be actively managed to make the fullest possible use of public transport, walking and cycling and to focus significant development in locations which are or can be made sustainable.

Conserving and enhancing the natural environment

- 1.31 Members will need to consider how the development proposals contribute to and enhance the natural and local environment through protecting and enhancing valued landscapes and geological interests, minimising impacts on biodiversity and providing net gains where possible and preventing any adverse effects of pollution.
- 1.32 By their very nature, the majority of extensions of a settlement will result in development in the open countryside given that they are generally outside the built limits of the existing settlement. However, the actual and perceived extent to which they 'intrude' into the open countryside will vary and this will need to be assessed having regard to visibility and other physical factors.
- 1.33 In general, it will be important to ensure that the individual setting and character of each settlement is not adversely affected by the outward expansion of the town or village. This will necessarily involve individual assessments of the effects on the specific character and identity of each settlement, but will not necessarily be adverse simply as a result of a decrease in physical separation as any impacts may be successfully mitigated.

- 1.34 Members will need to consider the overall impact of each development assess the ability of the proposed development to be successfully integrated through mitigation.

Conserving and enhancing the historic environment

- 1.35 An assessment will need to be made of how the development proposals sustain and enhance the significance of heritage assets and the positive contribution that conservation of assets can make to sustainable communities as well as the need to make a positive contribution to local character and distinctiveness.
- 1.36 The effects of specific developments will need to be assessed having regard to the site characteristics, specific impacts and ability to successfully mitigate. The Committee will need to consider the significance of any heritage assets affected including any contribution made by their setting. When considering the impact on the significance, great weight should be given to the asset's conservation.

Promoting healthy communities.

- 1.37 In facilitating social interaction and creating healthy, inclusive communities the proposals should aim to achieve places which enable communities to integrate and come together, including through mixed use developments and strong neighbourhood centres and active streets; safe and accessible environments and developments.
- 1.38 This should include the provision of sufficient choice of school places, access to high quality open spaces and opportunities for sport and recreation and the protection and enhancement of public rights of way. This should in particular address the need to sufficient green infrastructure which provides value in many ways.
- 1.39 It will therefore be necessary to consider how each scheme addresses these issues.

Good Design

- 1.40 The NPPF states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Development should function well and add to the overall quality of the area, establish a strong sense of place, optimise the potential of the site to accommodate development and provide for an appropriate mix of uses, respond to local character and history, create safe and accessible environments which are visually attractive.
- 1.41 The size of the developments is such that it is important that there is a cohesive design approach and layout plan that demonstrates the above and Members will need to consider whether these issues have been dealt with satisfactorily.

Meeting the challenge of climate change

- 1.42 Developments will need to demonstrate resilience to climate change and support the delivery of renewable and low carbon energy which is seen as central to the economic, social and environmental dimensions of sustainable development.
- 1.43 This will not only involve considerations in terms of design and construction but also the locational factors which influence such factors. Development should be steered away from vulnerable areas such as those subject to flood risk whilst ensuring that it adequately and appropriately deals with any impacts arising.

S106 / Developer Contributions

- 1.44 An assessment is required to conclude whether each proposal will be a sustainable development and that any adverse impacts can be satisfactorily addressed through appropriate mitigation. This will include on and off site provision of infrastructure and

facilities to provide for the needs of the residents as well as providing for any specific site specific mitigation.

Overall planning balance

- 1.45 All of these matters, including housing land supply will need to be taken into account in striking an overall planning balance..

Conclusions

- 1.46 The concluding paragraphs of each report, where Members are asked to either reach a view on how they would have decided or can determine an application, will identify whether the proposed development is or is not in accordance with the development plan, and the weight to be attached to any material considerations. The planning balance will then be set out, leading to a recommendation as to whether permission would have been, or should be, granted (as the case may be), and the need to impose conditions or secure planning obligations or if permission would have been, or should be refused, the reasons for doing so.



REFERENCE NO

PARISH/WARD

DATE RECEIVED

14/02666/AOP

HADDENHAM

10/09/14

OUTLINE PLANNING
APPLICATION FOR THE
CONSTRUCTION OF 280
NO.DWELLINGS, INCLUDING 35
NO. AGE - RESTRICTED
DWELLINGS, WITH ASSOCIATED
GARAGES, PARKING, ESTATE
ROADS, FOOTWAYS,
PEDESTRIAN LINKAGES, PUBLIC
OPEN SPACE, BURIAL GROUND,
COMMUNITY SPORTS FACILITY,
STRATEGIC LANDSCAPING,
DRAINAGE AND OTHER
ASSOCIATED WORKS.
LAND AT HADDENHAM GLEBE
STANBRIDGE ROAD

The Local Members for this
area are: -

Councillor Brian Foster

Councillor Mrs J Brandis

Councillor Andrew Douglas-
Bate

Adj CA, SLB

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LIGHTWOOD STRATEGIC LTD

STREET ATLAS PAGE NO. 127

1.0 The Key Issues in determining this application are:-

a) The planning policy position and the approach to be taken in the determination of the application.

b) Whether the proposal would constitute a sustainable form of development.

- Building a strong competitive economy
- Delivering a wide choice of high quality homes
- Promoting sustainable transport
- Conserving and enhancing the natural environment
- Conserving and enhancing the historic environment
- Promoting healthy communities
- Good Design
- Meeting the challenge of climate change and flooding

c) Impact on residential amenities.

d) Developer contributions

The recommendation is that the application be **DEFERRED** and **DELEGATED** to Officers for approval following the completion of the publicity period and subject to the completion of a legal agreement.

2.0 CONCLUSION AND RECOMMENDATION

- 2.1 The assessment of this application has concluded that whilst the site is at the edge of the settlement and comprises of greenfield land, its specific characteristics provide some physical and visual containment to the site, and it is not considered that the development would unacceptably intrude into the open countryside.
- 2.2 Furthermore, weighing all the relevant factors into the planning balance, and having regard to the NPPF as a whole, all relevant policies of the AVDLP and supplementary planning documents and guidance, in applying paragraph 14 of the NPPF, it is considered that the adverse impacts would not significantly and demonstrably outweigh the housing and economic benefits of the proposal.
- 2.3 It is recommended that the application be **DEFERRED AND DELEGATED** to Officers for approval following completion of the publicity period and subject to no new material comments being received and following the completion of a Section 106 planning obligation agreement in respect of securing on-site affordable housing provision, on-site age-restricted dwellings, on-site open space and play provision and maintenance, financial contributions towards off site leisure, education and a sustainable transport scheme and the provision and monitoring of a travel plan; any permission to be subject to such conditions as are considered appropriate. Or if an agreement is not completed, for the application to be refused by Officers for reasons considered appropriate.

3.0 INTRODUCTION

- 3.1 The application needs to be determined by committee as the Parish Council has raised material planning objections and confirms that it will speak at the Committee meeting.

4.0 SITE LOCATION AND DESCRIPTION

- 4.1 The site comprises 22ha of agricultural land (Grade 3a and 3b arable and grassland) to the south-east of the existing residential edge of Haddenham, to the north of Aston Road and the Wildlife Hospital and to the west of Stanbridge Road and the Garden Centre. The site appears generally flat with hedgerows to the boundaries and within the site forming the old field boundaries. A public footpath runs around the north-western boundary of the site, to the rear of the Wallis Road properties and another footpath crosses the site diagonally from the Aston Road to the footpath to the north-west which leads through to Churchway. A group of trees to the south-west boundary within the garden of 7 Aston Road are protected by a TPO. An oil pipeline also crosses the south-eastern corner of the site.
- 4.2 Adjoining the far western boundary of the site is the Haddenham Conservation Area and the listed buildings of Long Farthings, The Old Vicarage and 21 Church End. St Mary's Church, a Grade I listed building lies further to the south-west. The wider surrounding land to the south and east comprises agricultural land.
- 4.3 The development proposal has been accompanied by a Design and Access Statement, Sustainability Statement, Landscape and Visual Impact Assessment, Transport Assessment, Travel Plan, Lighting Statement, Affordable Housing Statement, Utilities Statement, Statement of Community Involvement, Noise Impact Statement, Housing Land Supply Statement, Heritage Statement, Ecological Assessment, Tree Survey and Arboricultural Implications Assessment, Flood Risk Assessment and Drainage Strategy.

5.0 PROPOSAL

- 5.1 This is an outline proposal with only means of access to be determined at this time. There would be two vehicular access points for the site, off Stanbridge Road and Aston Road.
- 5.2 The scheme has been amended since originally submitted and now proposes up to 280 dwellings and to include up to 35 retirement properties. Originally up to 350 dwellings and up to 45 dwellings were proposed. The amendments have been submitted following further discussions between the applicants and stakeholders and with the Neighbourhood Planning Team.
- 5.3 A burial ground is indicated to the south-west side of the site (1ha) with community sports facilities and open space (10.9ha) provision. The areas of open space indicate the provision of a LEAP (Local Equipped Area for Play) and two LAPs (Local Area for Play), a country park between the burial ground and the residential development and nature reserve to the east corner of the site adjacent to the junction of Aston Road with Stanbridge Road. Potential drainage attenuation is also shown in this area.

5.4 The proposed development represents a density of 26 dwellings per hectare. The DAS explains that this would allow for the formation of differing densities across the development including higher density towards the existing urban areas and lower densities near landscape sensitive areas. A range of dwellings are proposed across the site with varying sizes and tenures, in addition to the retirement homes. With regards to affordable housing, 35% provision is proposed.

5.5 As part of the proposals the applicants are seeking to fund a second bus to supplement the current 111/112/113 services to give the Haddenham Glebe site a regular bus service (approx. 07:00 – 19:00 Monday to Friday) and 08:00 – 17:00 on Saturdays.

6.0 RELEVANT PLANNING HISTORY

6.1 There is no planning application history of any particular relevance to the determination of this planning application. A screening opinion has been provided outlining that an Environmental Impact Assessment would not be required.

7.0 PARISH COUNCIL COMMENTS

7.1 Haddenham – Oppose the application. Please see the appendix for their full comments on the original and amended applications.

8.0 CONSULTATION RESPONSES

8.1 Housing – Proposals for affordable housing are in line with policy requirements and would support the proposed provision. Require a good mix of property types and sizes between 1-4 bedrooms with a higher proportion of 1 and 2 bedroom properties in line with demand, affordable housing should not be distinguishable from market housing and provided in clusters of no larger than 15 dwellings.

8.2 Environmental Health – The noise mitigation measures outlined in the Noise Impact Assessment Report must be carried out. Key source of noise is from road traffic using Stanbridge Road and the potential traffic impact is limited to front gardens and front habitable rooms of a limited number of proposed dwellings and these dwellings will require appropriate mitigation measures. Recommend condition regarding securing appropriate mitigation measures.

8.3 Biodiversity – The Ecological Assessment submitted is an accurate account of the features of ecological importance on this site. Recommendations in the report will need to be adhered to. The ecological enhancements listed in the report could be considered to generate net ecological gains on site subject to the enhancements being definitive and further details being given for the floral enhancements along with detailed management plans.

8.4 Education – A financial contribution would be required to provide additional primary, secondary and special school facilities arising from the proposed development.

8.5 Contaminated Land Officer – The proposed redevelopment requires a desk study and, if appropriate, a site investigation to be undertaken. Recommend conditions.

8.6 Archaeology – An archaeological geophysical survey and trial trenching have been undertaken and remains dating to the prehistoric, Saxon and medieval to post-medieval periods were recovered. A sub-rectangular pit and associated post holes were found in the south-western part of the site. The form of the feature suggests that it is the remains of a sunken-featured building of early-middle Saxon date. Pottery, fragments of loom-weights, a fragment of a spindle whorl and a bone pin were among the artefacts recovered from the feature. A pit containing Saxon pottery of similar date was also found further to the west within the site. A single ditch of possible Bronze Age date was recorded in the north-eastern part of the site. No other features of this date were present. Three parallel ditches in the western part of the site could be of prehistoric date although no dating evidence was recovered from them. It is concluded that the proposed development is likely to impact on buried archaeological features from a number of periods. If planning permission is granted for this development then it is likely to harm a heritage asset's significance so a condition should be applied to require the developer to secure appropriate investigation, recording, publication and archiving of the results in conformity with NPPF paragraph 141. This would also include a watching brief on the soil stripping to help ensure adequate mitigation.

8.7 Environment Agency – No objection at this outline stage. Recommend condition to ensure that flooding will be prevented by ensuring the satisfactory storage of/disposal of surface water from the site.

8.8 Highways – The junctions and visibility splays are in compliance with Manual for Streets 2 and can be achieved within land in the control of the Highway Authority and/or the Applicant. This layout is acceptable. Details of the internal roads, footways and cycleways are to be determined as part of any future application, however the Applicant should note that the layout will need to conform to current standards within Manual for Streets and tracking drawings should also indicate, where applicable, how refuse vehicles and buses can be accommodated. From a traffic generation perspective, the trip rates and trip distributions are acceptable. Capacity assessments of affected junctions indicate that there is adequate capacity to take into account the proposed development traffic. Site accessibility is considered within the TA and offsite footway provisions have been identified to promote and increase walking within the vicinity. The proposed additional footway connections, which had previously been requested, are:

- A 2m wide connection on the western side of Stanbridge Road, extending from the development access to existing footway network, indicated on plan 6.1B within the TA.
- A 2m wide footway connection on the northern side of Aston Road, extending from the development access to the St Mary CoE School, indicated on plan 6.2 within the TA.

From a cycling perspective, there are no cycleways proposed within Haddenham itself. However on a wider scale, BCC have been working with Oxfordshire County Council to secure a cycleway/footway link between Haddenham Parkway Station and Thame, some 5km away to the west. Thame is a destination in its own right and provides employment and leisure facilities attractive to residents of Haddenham. It also provides the nearest secondary school to the proposed development, which at present is not accessible by cycle, as there is no safe cycleway link. A suitable contribution to the cycleway/footway link would provide a viable alternative to the private car and could be secured as part of a Section 106 Agreement.

It is important that residents at this site are encouraged to use public transport and accordingly the TA refers to alternative modes of travel from the private car. To this end, the Applicant has agreed in principle to make a financial contribution to re-route a bus service to serve the site which should be secured as part of a legal agreement. Whilst there are existing bus stops on Woodways, which are within an acceptable walking distance for a proportion of the residents within the proposed development, additional suitably positioned real time passenger equipped bus stops within the development site will allow all residents to be within an acceptable walking distance to a quality bus service. In addition this application should clearly identify how pedestrian and cycle connections between the site and the public highway will be provided. It is essential that the non-car accessibility requirements of the site are met, otherwise the development will become isolated and car dominated, contrary to policy.

In summary, the traffic impact implications of the development are acceptable, subject to the resolution of the public transport provisions and the Thame to Haddenham cycleway link contributions and subject to conditions.

- 8.9 Travel Plan Officer – Further details and clarification required in respect of the Travel Plan Coordinator, car sharing, cycle parking, public transport forming part of welcome packs, reduce single occupancy rate of cars by 10%, annual surveys for five years, community sports facility should have its own travel plan, capacity in local amenities and on local buses.
- 8.10 English Heritage – Do not wish to offer any comments. The application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice.
- 8.11 Historic Buildings Officer - The proposed layout, as included within the indicative masterplan, adequately reflects the historic grain and pattern of Haddenham village, and that the design as it stands adequately mitigates against any potential harm that might have been caused by development on this site. The proposal will therefore preserve the setting of the identified listed buildings and the Conservation Area by virtue of the use of extra planting and areas of open space to provide screening between the historic buildings and the new development. There will need to be detailed consideration of the design at later stages, but in principle the proposal has demonstrated that it is possible for development on this site to be sympathetic to the character and appearance of the Conservation Area, and to mitigate any potential harm that might be caused by development on

this site.

The alterations to the scheme provide a much larger landscape buffer between the development and the historic core of the village and the layout appears to increase permeability around the site although there is still little vehicular connection with the surrounding built areas. The amendments do not considerably alter the impact that the scheme will have upon the listed buildings and conservation area within Haddenham, but does provide a wider area of green space adjacent to the heritage assets, which will reduce the visibility of the new homes from these areas. It is still considered that the design, as proposed, will not harm the significance of the adjacent heritage assets.

- 8.12 Landscape Officer – Discussions were had with the Landscape Officer who provided verbal comments on the development. It is considered that there is a high magnitude of impact on a medium sensitivity receptor (the site) which would equate to a high/medium adverse significance of effect. In respect of the wider landscape it is considered that there would be a medium magnitude of impact (given the relatively flat nature of this part of the vale) on a medium sensitivity receptor (the wider landscape) which would equate to a medium adverse significance of effect. Overall it could be considered that there is a significant impact taking into account the high impact on the greenfield site itself.

9.0 REPRESENTATIONS

- 9.1 168 letters/emails of objection have been received, with an additional 48 letters/emails in respect of the amended plans, making the following comments:

- detrimental effect on rural character
 - should develop brownfield sites first
 - not a sustainable site, insufficient local employment available
 - these houses on top of the 160+ houses being built elsewhere would be detrimental to the village
 - loss of productive agricultural land
 - Further houses are not needed
 - more appropriate locations elsewhere for development, such as the airfield
 - pre-empted the neighbourhood plan, lack of adherence to Neighbourhood Plan is abuse of local wishes
 - lack of meaningful engagement with local people
 - Planning Inspector (Inquiry Report 2002 into the draft AVDLP) recommended deleting housing on the Aston Road site for 100 dwellings
 - retirement homes are not conveniently located to the village amenities
 - illustrative layout does not reflect character of Haddenham
 - increased flooding, site and adjacent ditches and roads have already suffered from flooding, insufficient detail provided
 - adverse impact on existing foul drainage
 - has the route of the oil pipeline been taken into account
 - adverse effect on views of church and heart of traditional village
 - quiet rural setting will be destroyed
 - proposed development with limited viewpoints of church would be unacceptable
 - adverse impact on conservation area with its landscape setting being affected and views lost
 - development would be unrelated to the rest of the village and would be out of proportion with it
-
- limited pedestrian and cycle access into the village
 - need footpath to garden centre
 - adverse impact on character of footpaths
 - adverse impact on wildlife and their habitats
 - increased light pollution
 - Adverse impact on existing residential amenities, loss of outlook, noise from use of sports facility
 - unacceptable additional traffic on overcrowded rural roads and village will lead to congestion and accidents
 - will lead to increased parking near station on already heavily parked roads
 - speed limit to high near site

- traffic surveys should be undertaken at all times, not just holiday period, traffic generation has been underestimated
- this part of the village is not accessible to public transport
- Arriva bus served not to change to serve site
- increased pedestrian movements along Aston Road with no room for footpaths
- no additional village amenities provided and existing facilities will be overwhelmed
- pressure on school places
- strain on doctor's surgery, already oversubscribed
- consultation period for amended plans unacceptable over Christmas period
- reduction in number of houses will not solve any of the problems development would create
- reduction in number of houses would still mean a breach of the village limit and it would be difficult to resist future proposals
- the provision of the burial ground was welcomed but it should be bigger
- lack of adequate access and parking shown for burial ground
- conflict between people visiting the burial ground and possible noisy uses at the sports facility

9.2 Letter received from the Council for the Protection of Rural England making the following comments:

- Excessive increase in housing
- unfair public consultation
- site not conveniently located for railway, bus routes and the A418
- need to consider the impact on infrastructure of Haddenham
- issues of size and position are material issues which must be considered

9.3 Letter received from Haddenham Village Society objecting on the following grounds:

- development being rushed through ahead of Neighbourhood Plan
- developments from Haddenham should be considered together
- loss of agricultural land
- Adverse impact on conservation area
- development would generate significant traffic through the conservation area harming its character
- insufficient pedestrian and cycle links, lack of safe footpath to St Marys school
- layout is not reflective of Haddenham
- would result in increased on-street parking
- there should be adequate archaeological investigations
- Arriva would not entertain re-routing of bus route
- lack of access to burial ground
- provision of open space is welcome but provision of sports ground requires more engagement with the community

9.4 Letter received from Aylesbury and District Ramblers making the following comments:

- struggle to understand why it is necessary to re-route the footpath
- Neither object nor condone the diversion at present and will consider when an application is made to formally divert the path

9.5 A letter has been received from Rt Hon John Bercow MP making the following comments:

- A large scale development would fundamentally change the character of Haddenham contrary to the NPPF
- Increase of housing of this scale would be totally inappropriate
- Lack of facilities for the area, full schools
- Houses would exacerbate the existing congestion problem and would make the situation more dangerous to pedestrians and pupils

10.0 EVALUATION

10.1 The main issues for Committee in determining this application are:

a) The planning policy position and the approach to be taken in the determination of the application.

b) Whether the proposal would constitute a sustainable form of development.

- **Build a strong competitive economy**
- **Deliver a wide choice of high quality homes**
- **Promoting sustainable transport**
- **Conserving and enhancing the natural environment**
- **Conserving and enhancing the historic environment**
- **Promoting healthy communities**
- **Good Design**
- **Meeting the challenge of climate change and flooding**

c) Impact on residential amenities.

d) Developer contributions.

The planning policy position and the approach to be taken in the determination of the application

10.2 Members are referred to the Overview Report before them in respect of providing the background information to the policy framework when coming to a decision on this application. The application should be considered in the context of paragraph 14 of the NPPF whereby there is a presumption in favour of granting planning permission unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits.

Whether the proposal would constitute a sustainable form of development

10.3 The Government's view of what 'sustainable development' means in practice is to be found in paragraphs 18 to 219 of the NPPF, taken as a whole (paragraph 6). It is only if a development is sustainable that it would benefit from the presumption in paragraph 14 of the NPPF. The following sections of the report will consider the individual requirements of sustainable development as derived from the NPPF and an assessment made of the benefits associated with the issues together with any harm that would arise from the failure to meet these objectives and how the considerations should be weighed in the overall planning balance.

10.4 The NPPF promotes sustainable development and encourages consolidation of smaller rural settlements where it will enhance or maintain the vitality of rural communities. Within the AVDLP Haddenham is identified as one of the four largest rural settlements in the District (the others being Buckingham, Winslow and Wendover) and with a broad range of facilities which acts as a local centre for many of the smaller villages in the area. Haddenham is considered to be a strategic settlement and a focus for the majority of growth, along with the other strategic settlements and Aylesbury, since it benefits from a number of key facilities and amenities including a parade of shops including a local convenience store and other shops throughout the settlement, a business park and other employment/industrial units, railway station, bus service, medical centre, First School and Junior School, St Mary's First School, day nursery, library, village hall, church and public houses, amongst others. On this basis and given the location of the site adjacent to the settlement, it is considered that the site is sustainable and appropriate for accommodating residential development in this regard.

Build a strong competitive economy

10.5 The Government is committed to securing and supporting sustainable economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.

10.6 It is considered that there would be economic benefits in terms of the construction of the development itself and the resultant increase in population contributing to the local economy. It is therefore considered the economic benefits of the scheme should be afforded limited weight in the overall planning balance.

Deliver a wide choice of high quality homes

- 10.7 There is no reason that the site could not be delivered within the next five year period making a contribution to housing land supply which would be a benefit to which considerable weight should be given, in accordance with paragraphs 47 and 49 of the NPPF. The Haddenham Glebe site has been considered as part of the Strategic Housing Land availability Assessment 2013 however, a full assessment must be carried out to consider the impact of the development.
- 10.8 The Neighbourhood Plan was submitted to the Council as a Pre-submission Consultation Document on the 6th December 2014 with the consultation period running for a period of six weeks (finishing on 17 January). At this time the Plan holds little weight and will only hold significant weight once the Plan itself has been through the consultation process with AVDC. On this basis there are no grounds on which to base a prematurity argument and there would be no justification on these grounds to withhold permission for the development sought.
- 10.9 For Members information, the Neighbourhood Plan does identify the northern section of the application site as a housing allocation for no more than 50 dwellings with a design and layout to include a lower density at the site edge and a maximum of two storeys. Such development should have open space to provide open views out of the village, provide effective safe and attractive pedestrian and cycle connections into the core of the village and include a transport management plan to connect into the core of the village and limit the vehicular impact onto Woodways and Thame Road. In addition it should integrate a 0.18ha burial ground.
- 10.10 In respect of affordable housing the scheme provides for 35% of the total to be affordable units (equating to 32 dwelling). This provision would be above the policy requirement of 20-30% set out in the adopted SPG and AVDLP policy GP2 which is also considered to be a considerable public benefit to the scheme.
- 10.11 It is considered the proposal would make a worthwhile contribution towards the supply of deliverable housing land and that the development would assist towards meeting the area's affordable housing needs. Both these factors are considered to be benefits of considerable weight in the overall planning balance.
- 10.12 An application has also been received on the Haddenham Airfield site (14/03289/AOP) which is an outline application (with access to be considered and all other matters reserved for subsequent consideration) for the erection of up to 233 residential dwellings, provision of 4.85 hectares of employment land (B1, B2 and B8), relocation and extension of existing playing fields with new community pavilion and associated car parking, a retail convenience store, 64 bed care home, relocation of existing glider hanger, provision of open space and landscaping, creation of new pedestrian and cycle links and associated works of supporting infrastructure including new vehicular access points from Pegasus Way. Members are advised that whilst this application is also currently under consideration, the determination of this application for Haddenham Glebe cannot be held in abeyance or delayed so that it is determined alongside the airfield application but must be determined on its own planning merits in accordance with all relevant policies and guidance.

Promoting sustainable transport

- 10.13 It is necessary to consider whether the proposed development is located where the need to travel will be minimised, the use of sustainable transport modes can be maximised and that safe and suitable access can be achieved. As noted above, Haddenham is considered to be a sustainable location for development given the level of services and facilities it offers, its proximity to large service centres and employment areas and its existing public transport provision.
- 10.14 The main access points into the site would be via Aston Road and Stanbridge Road with these routes leading to private drives and lower category routes and shared spaces. Consideration has been given to the layout of the development, although this is a reserved matter for future determination. Key nodal spaces have been identified which would help to calm traffic and could be defined through a change in surface material and/or raised tables. It is suggested that the routes could meander through the site which would also assist in reducing vehicle speeds. In addition, pedestrian and cycle links are indicated and attention would be paid to surface quality and to ensure that these routes are suitably overlooked and with appropriate signage.

- 10.15 The County Council is satisfied that visibility from the access points would be acceptable and that there is capacity at the local junctions to accommodate the traffic associated with the development. There is a need to ensure that the residents are encouraged to use public transport and discussions have been taking place in respect of a bus route serving the development and the applicants have agreed to make a financial contribution towards such a service which could be secured as part of a S106 agreement. As part of the proposals the applicants are seeking to fund a second bus to supplement the current 111/112/113 services to give the Haddenham Glebe site a regular bus service (approx. 07:00 – 19:00 Monday to Friday and 08:00 – 17:00 on Saturdays). In addition real time passenger equipped bus stops will be required within the development. Furthermore footpaths in the proximity of the site are to be upgraded including a 2m wide connection on the western side of Stanbridge Road and one to the northern side of Aston Road. Cycle storage is proposed on the site, although the details would have to be considered as part of a future detailed scheme. A suitable contribution towards the cycleway/footway link between Haddenham Parkway Station and Thame would also be appropriate.
- 10.16 In respect of parking provision, the DAS indicates that parking would be conveniently located and distributed efficiently. Courtyard parking is referred to and the normal preference of the Authority would be to avoid any large areas of courtyard parking given concerns of adequate surveillance and integration with a particular layout of a scheme. However, the DAS does state that such areas would only serve a few units and that they would have good surveillance from dwellings. As layout is a reserved matter this matter would have to be assessed at a future time but the applicants have been made aware of the Authority's concerns in this regard. The DAS does advise that the majority of parking would be provided on-plot and generally to the side of dwellings within parking bays or within garaging and that disabled parking would also be provided through larger spaces. It is considered that a scheme could be designed to accommodate sufficient car and cycle parking provision such that it could accord with the Council's standards identified in the Supplementary Planning Guidance 1: Parking Guidelines. Whilst the concerns regarding the pressure for on-street parking in the vicinity of the station are noted, with the train station being some 1.8km from the site, this is still within walking distance and the site is well connected to the village, with the existing footpaths being retained. The use of cycles is also to be promoted for future occupiers. On this basis it is considered that it would be difficult to justify refusing the development on the grounds of the possibility of increased on-street parking near the station.
- 10.17 On balance, it is therefore considered the site is sustainably located and the proposal would not adversely impact on highway safety or convenience and therefore this factor should be afforded neutral weight in the planning balance.

Conserving and enhancing the natural environment

- 10.18 In terms of the impact on the landscape, proposals should use land efficiently and create a well-defined boundary between the settlement and countryside. Permission will not be granted for development that impairs the character or identity of the settlement or the adjoining rural area. Regard must be had to how the development proposed contributes to the natural and local environment through protecting and enhancing valued landscapes and geological interests, minimising impacts on biodiversity and providing net gains where possible and preventing any adverse effects of pollution, as required by the NPPF.

Landscape

- 10.19 The proposed development would comprise of the development of an entirely greenfield site and therefore it is inevitable that the proposed development would have a significant impact upon the character and appearance of the site itself and its immediate environs. The visual impact of the proposal would be most apparent from public vantage points along Stanbridge Road and Aston Road and from the footpaths running through the site and from private vantage points, particularly in properties off Aston Road, Wallis Road, Stanbridge Road and The Gables. The character of the site would alter significantly from that of an open field to a residential development, albeit with large areas of open space and the burial grounds, so it is clear there would be a loss of the landscape character. It is noted that it is proposed to include areas of open space to south-east of the site on the corner of Aston Road and Stanbridge Road and also between the residential development and the existing built-up part of Haddenham to the west and south which it is considered would provide some mitigation but would not mitigate significantly against the overall effect on the site and immediate environs.

- 10.20 It is considered the proposed development would extend the village into open countryside but that the site is quite well contained being bounded to the north-west, west and south west by existing development and by the highways (along which are mature hedgerows) to Aston Road and Stanbridge Road. It is considered that the impact of the proposed development upon the wider landscape would therefore be relatively localised. Views of the development and its impact on the wider countryside would be limited by the factors discussed above and by pockets of woodland and mature boundary hedging and the relative flatness of this part of the landscape. In addition the site would be seen against the back-drop of the existing built development comprising the village such that it is not considered it would appear overly intrusive. Given the degree of physical containment provided by the existing development adjacent to the site, it is considered the proposal would not appear as such a significant obstruction into the open countryside but as a 'rounding-off' of the existing form of the settlement.
- 10.21 Having regard to the above, whilst there would inevitably be some harm to landscape character from the development of a greenfield site, it is not considered to be considerable in this instance. The Landscape and Visual Impact Assessment (LVIA) submitted with the application considers that magnitude of impact on landscape character will be medium and along with medium sensitivity the development would result in a moderate adverse effect at site level. It considered that longer distance views are well contained and limited by vegetation and landform. Therefore the magnitude of the impact on the wider area of Haddenham Vale (as defined in the Aylesbury Vale Landscape Character Assessment 2008) will be low and along with a medium sensitivity, the development would result in a minor adverse effect on the wider Haddenham Vale.
- 10.22 In considering the conclusions of the LVIA in respect of the impact on the site and to the immediate surroundings and given that it is an existing greenfield site, the Council's Landscape Officer considers that there is actually a high magnitude of impact on a medium sensitivity receptor (the site) which would equate to a high/medium adverse significance of effect. In respect of the wider landscape it is considered that there would be a medium magnitude of impact (given the relatively flat nature of this part of the vale) on a medium sensitivity receptor (the wider landscape) which would equate to a medium adverse significance of effect. Overall it could be considered that there is a significant impact (taking into account the high impact on the site itself) but this must be weighed in the planning balance and the matters referred to elsewhere in this report.
- 10.23 On the basis of this assessment, it is therefore considered the proposal would have an impact on the natural environment compromising the site itself and its immediate environs but that the impact upon the wider landscape would be limited and therefore this impact should be afforded moderate negative weight in the planning balance.

Agricultural land

- 10.24 Paragraph 112 of the NPPF advises that Local Planning Authorities should take into account the economic and other benefits of the best and most versatile agricultural land (Grades 1, 2 and 3a) and, where significant development of agricultural land is demonstrated to be necessary, Local Planning Authorities should seek to use areas of poorer quality land in preference to that of a higher quality. There is no definition as to what comprises 'significant development' in this context but the threshold above which Natural England are required to be consulted in respect of the impact on the best and most versatile (BMV) land has been set at 20 hectares. The application site is 22 hectares in size with the majority of the site being Grade 3b (moderate quality) but with two areas to the north corner and south-east corner being Grade 3a (good quality); therefore with the loss of BMV land being significantly less than 20 hectares it has not been necessary to consult with Natural England. The site does have some current agricultural use for crop growing and the proposal would result in the loss of the entirety of the site from agricultural production and this loss of some of the best and most versatile agricultural land (albeit at the lower end of the scale and not making up the larger proportion of the site) is considered to be a factor that should be afforded moderate negative weight in the overall planning balance.

Trees and hedgerows

- 10.25 Policies GP39 and GP40 of the AVDLP seek to preserve existing trees and hedgerows where they are of amenity, landscape or wildlife value. Within the site there is one category B tree and a section of hedgerow within the site and sections along Stanbridge Road and Aston Road are considered to be category B hedgerows of moderate quality. The illustrative layout plan indicates that these hedgerows would be retained and reinforced with planting. In addition there would be a significant amount of planting within the site itself and in the area of the open spaces. The loss of the lesser

quality hedgerow within the site would therefore be suitably mitigated by the additional planting as part of the proposed landscaping scheme. Landscaping is a reserved matter with the detailed scheme to be agreed at a later stage which would be expected to include a comprehensive scheme of new planting to provide appropriate mitigation and compensation for any loss and to identify trees and hedges to be retained and include details for protecting those trees and hedges. It is therefore not considered the proposal would have any adverse impact on trees or hedgerows in accordance with GP39 and GP40 and relevant NPPF advice and this factor should therefore be afforded neutral weight in the planning balance.

Biodiversity

- 10.26 Paragraph 109 of the NPPF requires new development to minimise impacts on biodiversity and provide net gains in biodiversity where possible. The development has been accompanied by an Ecological Assessment which included details and results of a survey carried out. With regard to protected species, low level bat activity was found across the site with activity being significantly higher in close proximity to the residential gardens adjacent to the site and there was considered to be no potential or no obvious potential for bat habitats on the site. No reptiles were found on site. The surveys identified a total of 23 bird species, including four on the amber list and six on the red list of Schedule 1 of the Wildlife and Countryside Act 1981, and there was also evidence of nesting birds. In summary, the surveys identified that the key habitats on the site comprise poor semi-improved grassland, species poor hedgerows and arable land. Given these limited habitats, it is likely that the site is used for foraging and by nesting birds but would not be of sufficient quality for other important wildlife habitats.
- 10.27 The Council's Biodiversity Officer has advised that the Ecological Assessment is an accurate account of the features of ecological importance on this site and that the ecological enhancements could be considered to generate net ecological gains on site subject to some further detail being submitted along with management plans. These could form part of any future detailed application and be secured by condition along with further landscaping detail and tree/hedge protection as discussed above. It is therefore considered the proposal would not have a detrimental impact on biodiversity as there would be appropriate mitigation, there are no protected habitats that have been identified and as such the development would be in accordance with the NPPF and this factor should therefore be afforded neutral weight in the planning balance.

Conserving and enhancing the historic environment

- 10.28 The site is adjacent to the Haddenham Conservation Area, a number of listed buildings and archaeological remains have also been found.
- 10.29 The Planning (Listed Building and Conservation Areas) Act 1990 sets out a duty at s66 to preserve the setting of Listed Buildings and at s72 to preserve or enhance the character and appearance of Conservation Areas to which special regard has been had in the consideration of this application.
- 10.30 With regard to designated heritage assets such as Listed Buildings and Conservation Areas paragraph 132 of the NPPF also states that: "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.". Given the conclusions below it is considered that the proposals would accord with the NPPF and in particular paragraph 132.
- 10.31 *Impact on listed buildings:* With regard to the setting of the adjacent and nearby listed buildings (and in particular, nos 20, 21 and 22 Church End and No.3 Aston Road and the Grade 1 Church of St Mary's), at present the identified listed buildings on Church End/Aston Road have an outlook over undeveloped agricultural land. These existing views are framed and partially obscured by trees within the curtilage and along the boundaries of their plots, and so the impact will vary depending upon existing screening. The Church tower is an important local landmark, visible from a number of places in and around Haddenham. The Heritage Statement submitted with the application references glimpsed views of the Church Tower across the site such as from Stanbridge Road. The development of this site could potentially obscure views of the tower from Stanbridge Road, and is likely to alter views from and of, and the setting of, the other identified listed buildings. This would have the potential to cause some harm to the setting of these buildings. However, given the level of

screening and open spaces proposed, it is unlikely that development on the site could so affect the significance of the listed buildings as to amount to substantial harm to their architectural and historic interest. As such, it is considered that the identified potential harm could, at worst, amount to less than substantial harm to the listed buildings. Therefore subject to the detailed design that would come forward as part of the reserved matters, at this outline stage it is considered that the proposals could come forward without harming the adjacent Listed Buildings or their settings which are designated heritage assets.

- 10.32 Special regard has been given to the statutory test of preserving the setting of the listed building under section 66 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the setting of the listed building would be preserved, and so the proposal accords with section 66 of the Act. In addition, less than substantial harm would be caused to the significance of the heritage asset in NPPF terms, subject to a suitably detailed reserved matters scheme which addresses the importance of the heritage assets, and as such the proposal accords with guidance contained within the NPPF.
- 10.33 The above conclusions in respect of the impact on adjacent heritage assets have also included an assessment of the impact of increased traffic generation on the character and setting of the assets. Whilst there is no specific legislative protection that applies to Highways by virtue of being within Conservation Areas over and above those that apply generally, it is considered that the traffic generated, much of which may travel towards Aylesbury away from the village, would result in less than substantial harm to the importance of the heritage assets.
- 10.34 *Impact upon the character and appearance of the Conservation Area:* The site is adjacent to the Conservation Area which abuts part of the south-west boundary (with the residential element of the development being indicated on the illustrative plan as being some 180m away from the boundary). The Conservation Area was comprehensively reviewed in 2008 and does not identify any key views across the site specifically but clearly the site forms an important element of the setting of the Conservation Area. It is considered that development on the site would affect the setting of the Conservation Area and could have the potential to cause harm to the character and appearance of the Conservation Area. However, the Council's Historic Buildings Officer considers that it is unlikely that development on the site could so affect the character of the area as to amount to substantial harm. This is on the basis of the indicative layout plan which illustrates areas of open space and mitigating landscaping, including extra planting along the western edge of the site. Whilst the amended layout plan is only illustrative, it is considered that the proposed layout adequately reflects the historic grain and pattern of Haddenham village. On this basis it is considered that the identified potential harms could, at worst, amount to less than substantial harm to the Conservation Area and that a sufficiently detailed reserved matters scheme could adequately address the importance of the heritage asset.
- 10.35 Special attention has been paid to the statutory test of preserving or enhancing the character or appearance of the conservation area under section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, which is accepted is a higher duty. It has been concluded that the development would preserve the character and appearance of the conservation area, and so the proposal accords with section 72 of the Act. In addition, less than substantial harm would be caused to the significance of the conservation area and as such this outline proposal accords with guidance contained within the NPPF.
- 10.36 *Impact upon archaeological remains:* An archaeological geophysical survey and trial trenching have been undertaken and remains dating to the prehistoric, Saxon and medieval to post-medieval periods were recovered. Given the results and findings of the survey it is concluded that the proposed development is likely to impact on buried archaeological features from a number of periods and as such the development could harm archaeological historic assets without appropriate mitigation. It is considered that suitable mitigation would be the imposition of a condition which would require the developer to secure appropriate investigation, recording, publication and archiving of the results and this would also include a watching brief on the soil stripping. Such mitigation would effectively offset any harm of displacing archaeological remains within the site by securing proper archaeological investigation and recording that would otherwise been highly unlikely to have taken place. On this basis the development would accord with policy GP59 of AVDLP and with the aims of the NPPF and as such this aspect should be afforded neutral weight in the planning balance.
- 10.37 A number of objections to the scheme have been received in respect of the impact on the historic environment and reference has been made to previous policy documents (Local Plan Examination 2002, Inspector's report) which have concluded that there would be harm to the conservation area

and setting of listed buildings and that as such the development of this site could not be supported. However, much has changed since this time, not least the introduction of the NPPF in 2012 (which supports the presumption in favour of sustainable development) and the latest position in respect of housing supply for the District. As Members are aware, each planning application must be considered on its planning merits, having regard to current policy and guidance and it is on this basis that the application has been assessed.

- 10.38 In summary, subject to an appropriate design and layout being agreed at reserved matters stage and an appropriate condition to secure the required archaeological work, it is considered the proposal would not adversely impact on heritage assets and that it would be in accordance with GP59 of the AVDLP and advice contained in the NPPF and that this element should therefore be afforded neutral weight in the planning balance.

Overall conclusion on heritage impact

- 10.39 The proposals, subject to the detailed design which can be secured at the reserved matters stage, would preserve the adjoining Listed Buildings and their setting and preserve the character and appearance of the Conservation Area and which are both designated heritage assets. Furthermore regard must be had when weighing the planning balance that there will be benefits to the wider public and community in terms of the open space that would be created. Subject to condition, there would also be no harm to the archaeological remains which are undesignated heritage assets.

Promoting healthy communities

- 10.40 Policies GP86-88 and GP94 seek to ensure that appropriate community facilities are provided arising from a proposal (e.g. school places, public open space, leisure facilities, etc.).
- 10.41 The proposed development would make provision for 10 hectares of public open space and green corridors and including the play areas and the community sports facility, which, whilst required to meet the needs of the development itself, would also offer a wider public benefit and community use which should be considered a benefit to the scheme. In addition, the developer would be required to make a financial contribution to off-site leisure provision which would need to be secured by a legal agreement.
- 10.42 County Education have requested a financial contribution to make provision for additional primary, secondary and special school facilities arising from the development and this would be secured by legal agreement.
- 10.43 Concerns have been raised by objectors regarding the capacity at the local doctors surgery. Whilst no response has been received from the consult approach to NHS England, it is understood that there is capacity at the surgery. It is therefore considered there is adequate provision in the area such as not to warrant refusal of the application on grounds of lack of access to such facilities.
- 10.44 Haddenham is considered to offer access to a number of key facilities and is in relatively close proximity to Aylesbury and Thame where most other facilities are also readily accessible such that it is considered the proposed development could be sustainably accommodated and integrated without any harmful impact on the existing community.
- 10.45 Overall it is considered that the development would adequately address the aims of the NPPF to achieve healthy communities and the requirements of AVDLP policies GP86-88 and GP94. As such, it is considered this factor should be afforded neutral weight in the planning balance.

Good design

- 10.46 Whilst this is an outline scheme and the layout of the proposal is a matter for future determination, the proposed development could be considered to amount to a 'rounding-off' of the form of the village itself given the existing residential development of Willis Road to the north and that to the west of the site which provides some degree of physical and visual containment of the site. In addition there are the garden centre buildings and the adjacent farm on the opposite side of Stanbridge Road and the Wildlife Hospital Buildings and Church Farm buildings on the opposite side of Aston Road. Furthermore the site is quite well defined by existing mature hedgerow along the eastern and southern boundaries of the site. It is considered the proposed development would be well-related to the existing established settlement pattern and would not comprise a sprawling form obtruding in to the surrounding countryside but would maintain the built form in the locality. As such, it is considered the proposed development would serve to consolidate the existing settlement pattern.

- 10.47 The density of the proposed development would be approximately 26 dwellings per hectare across the site. It is not considered this density would be incongruous with the existing densities of development in the vicinity of the site. Whilst it is noted the site is at the village edge where densities would generally decrease, the indicative layout provides for areas of open space to the 'outer' edges of the site, and the retention of mature hedgerows along the east and south boundaries, which it is considered would serve to provide a transition and buffer area to the open countryside beyond. Whilst the DAS envisages that there would be a permeable layout with streets defined by the building layout so that buildings rather than roads dominate, the detailed layout would be considered at the reserved matters stage with scope to provide a variation of densities across the site area in keeping with its setting. The DAS provides some indication that the residential development at the edges of the site would be up to two storeys in height and that the remainder of the internal development would be predominantly two-storey with some two and a half storey development to provide focal points and in addition there would be some landmark buildings to improve legibility. This scale of development would not be unacceptable in this location having regard to the character of residential development adjacent to the site and the mitigating landscaping factors. Character areas for the housing (Spine Road, Open Space Edge and Core Housing) would be identified to help achieve a sense of place through their design elements. It is considered that with careful attention to detail and the layout and boundary treatments for the scheme that any future detailed proposals could appear in keeping with the existing settlement pattern and identity.
- 10.48 The proposed development would alter the character of the sections of Stanbridge Road and Willis Road given that the site currently has an agricultural, greenfield appearance. This street scene would be significantly altered to one of a street within the built development of a village rather than on the edge. However, these impacts would be inherently localised and it is considered they could be mitigated through good design principles and landscaping which can be controlled through reserved matters.
- 10.49 At this stage, the matters of the detailed appearance, layout and scale of the proposed development are reserved for approval at a later date and it is therefore not possible to make detailed assessments relating to the design and appearance or other matters such as the lighting of the scheme, but these can be considered fully at reserved matters stage. On the basis of this assessment, it is therefore considered the proposal could be designed such as to form a coherent and congruous extension to the village without any significant detriment to the existing character or identity of the wider village in accordance with GP35 of AVDLP and NPPF advice in respect of good design. The impacts of the development upon the village character would be localised in the context of the streetscene and the immediate locality of the site such that it is considered this factor should be attributed only limited negative weight in the planning balance.

Meeting the challenge of climate change and flooding

- 10.50 The development site is located within Flood Zone 1 and is considered to be at low risk of flooding. It is not considered that the proposed development would materially increase or exacerbate flood risk on the site nor in the wider locality. The surface water drainage strategy proposes a system of attenuation where the rate of runoff would be reduced from the existing greenfield runoff rate, thereby reducing the flood risk elsewhere as a result of the development. Ground conditions are not conducive to infiltration methods and therefore a system of attenuation/storage is proposed which would have outlets into the existing public sewerage system but this drainage strategy is proposed to be reviewed as part of any future detailed design of the system. The Environment Agency have also raised no objections to the proposal in respect of flood risk subject to the imposition of a suitable condition to ensure the appropriate storage and/or disposal of surface water.
- 10.51 The proposed dwellings would be required to be constructed to modern standards of design and sustainability to accord with current building regulations.
- 10.52 As such, it is considered the proposed development would be resilient to climate change and flooding in accordance with the NPPF and this factor should therefore be afforded neutral weight in the planning balance.

Impact on residential amenities

- 10.53 At this stage, the matters of the detailed appearance, layout and scale of the proposed development are reserved for approval at a later date and it is therefore not possible to make detailed assessments relating to the direct impacts the new houses would have on existing neighbours or one another (or indeed the impact that other matters such as the landscaping proposals or lighting of the

site may have). However, the indicative details submitted show development of no more than 2.5 storeys in height with a majority of two storey dwellings and a layout that provides for spacing between existing neighbouring properties and the proposed new houses. Whilst it is apparent that the proposed development would alter views from properties neighbouring the site, private views such as this are not a material planning consideration and cannot be protected. Some comments have been received in respect of the noise generated by the use of the sports facility and also the relationship between the burial ground and what could be a noisy use of the sports facility. However, with suitable fencing and landscaping and subject to an appropriate layout and scale, it is not considered the proposed development would result in any unacceptable noise generation that would be so unacceptable to justify the refusal of the development on these grounds. Nor would the development unduly impose on the outlook from or result in any significant loss of light, privacy or overshadowing to existing neighbouring properties.

- 10.54 With regards to the amenities of future occupiers of the development, it is considered that the scheme could be designed at the detailed stage to ensure that there would be adequate levels of amenity retained between dwellings. The site does front Stanbridge Road and traffic along this road has been identified as a key noise source which would require mitigation for those dwellings and their gardens adjacent to Stanbridge Road, such as the installation of acoustic fencing and trickle ventilation to windows. This could be reasonably secured by condition or provided in details submitted with any future reserved matters application.
- 10.55 Having regard to the above, it is considered that the proposal would accord with policy GP8 of AVDLP and this factor should be afforded neutral weight in the planning balance.

Developer contributions

- 10.56 County Education have requested a financial contribution to provide additional primary, secondary and special school facilities arising from the proposed development in line with GP94 of the AVDLP. Similarly, Leisure have requested a financial contribution towards off-site leisure provision in accordance with GP88 of AVDLP. In addition, County Highways have requested financial contributions towards the cycleway/footway link between Haddenham and Thame, the provision of a bus service for the site and provision of real-time passenger equipped bus stops within and nearby the site and the implementation and monitoring of the travel plan for the development to promote sustainable transport in accordance with NPPF advice.
- 10.57 It is considered that such requirements (subject to further clarification in respect of the sustainable transport scheme) would accord with The Community Infrastructure Levy (CIL) Regulations 2010. Regulation 122 places into law the Government's policy tests on the use of planning obligations. It is now unlawful for a planning obligation to be taken into account as a reason for granting planning permission for a development of this nature if the obligation does not meet all of the following tests; necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development.
- 10.58 In the context of this application the development is in a category to which the regulations apply. The requirement for a financial contribution towards all of the above named measures, if the proposals were to be supported, would need to be secured through a Planning Obligation Agreement. These are necessary and proportionate obligations that are considered to comply with the tests set by Regulation 122 for which there is clear policy basis either in the form of development plan policy or supplementary planning guidance, and which are directly, fairly and reasonably related to the scale and kind of development.

Conclusions on the planning balance

- 10.59 The application has been evaluated against the extant Development Plan and the NPPF and the report has assessed the application against the core planning principles of the NPPF and whether the proposals deliver sustainable development. Paragraph 14 of the NPPF requires that where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole. With regards to the Neighbourhood Plan, as discussed above, at this time the Plan holds little weight and it will only hold significant weight once the Plan itself has been through the consultation process with AVDC. On this basis there are no grounds on which to base a prematurity argument and there would be no justification on these grounds to withhold permission for the development sought.

- 10.60 The development would make a contribution to the housing land supply which, in the context of the Council currently being unable to demonstrate the 5 year housing land supply, is a benefit to be attributed considerable weight in the planning balance. In addition, it would make a significant contribution to affordable housing provision in the locality which should also be attributed considerable weight in favour. There would also be economic benefits in terms of the construction of the development itself and those associated with the resultant increase in population on the site to which limited weight should be attached. The scheme would also make provision for public open space, a community sports facility and equipped play facilities which would have wider public benefits, which overall are considered to amount to a benefit of limited weight.
- 10.61 Compliance with some of the other core planning principles of the NPPF have been demonstrated in terms of promoting sustainable transport, preserving residential amenities and promoting healthy communities. However, these matters do not represent benefits to the wider area but demonstrate an absence of harm to which weight should be attributed neutrally.
- 10.62 The above assessment has also concluded that whilst the proposal would impact on the natural environment, the site specific characteristics provide sufficient physical and visual containment to the site, and it is not considered that the development would unacceptably intrude into the open countryside such that this factor should only be afforded moderate negative weight. There would also be loss of greenfield land which comprises of a small proportion of the Best and Most Versatile Agricultural Land which should be attributed limited negative weight. Sufficient mitigation could be provided in respect of archaeology and attenuation measures in respect of flooding to adequately address these matters such that they should be afforded neutral weight in the planning balance. In addition, the limited localised harm to the rural, village-edge street scenes of the adjacent development should be afforded limited negative weight.
- 10.63 It is considered that the proposed layout, as included within the indicative masterplan, adequately reflects the historic grain and pattern of Haddenham village, and that the design as it stands adequately mitigates against any potential harm that might have been caused by development on this site. The proposal will therefore preserve the setting of the identified listed buildings and the Conservation Area by virtue of the use of extra planting and areas of open space to provide screening between the historic buildings and the new development. Whilst there will need to be detailed consideration of the design at later stages, it is considered that the proposal has demonstrated that it is possible for development on this site to be sympathetic to the character and appearance of the Conservation Area, and to mitigate any potential harm that might be caused by development on this site.
- 10.64 Weighing all the above factors into the planning balance, and having regard to the NPPF as a whole, all relevant policies of the AVDLP and supplementary planning documents and guidance, in applying paragraph 14 of the NPPF, it is considered that the adverse impacts would not significantly and demonstrably outweigh the benefits.

11.0 WORKING WITH THE APPLICANT/AGENT

- 11.1 In accordance with paragraphs 186 and 187 of the National Planning Policy Framework, the Council, in dealing with this application, has worked in a positive and proactive way with the Applicant and has focused on seeking solutions to the issues arising from the development proposal. In this case, the applicant/agent was informed of the issues arising from the proposal and given the opportunity to submit additional information in order to address those issues prior to determination. The applicant/agent responded by submitting additional information which was found to be acceptable and approval is recommended.

Case Officer: Mrs Sue Pilcher

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HADDENHAM PARISH COUNCIL

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6th November 2014

Planning Application 14/02666/AOP - Land at Haddenham Glebe

Haddenham Parish Council OPPOSES this planning application for the following reasons:

1. AVDC will be aware that Haddenham Parish Council started work on its Neighbourhood Plan (NP) in 2013 and originally proposed to undertake its own site allocations review; at that time the draft VAP included 100 homes for Haddenham. The subsequent rejection of the VAP has left Haddenham exposed to major planning applications by developers taking advantage of the absence of strategic direction. Initially AVDC advised against the NP undertaking its own housing allocation and sites review, but more recently it has become apparent that NPs are being given weight by planning inspectors and by the Secretary of State in advance of adoption of a Local Plan.
2. AVDC will be aware that the PC met AVDC in July to express the extensive public concern about the potential combined impact of about 750 homes across the 3 principal sites in the SHLAA (including Aston Road), let alone the cumulative 1000-plus homes potentially indicated by sites in the recently published HELAA exercise. The PC has therefore determined to press on with its NP and to include a sites assessment and housing allocation review. This is well underway with a view to submitting the draft NP to AVDC in January 2015. As part of this work the NP team has held meetings with the developers of all 3 principal sites in the SHLAA who are known to be preparing planning applications to establish their intentions and consider their proposals. Public consultation conducted so far in relation to the three SHLAA sites has shown a majority preference for a significant part of future development taking place on the airfield site near the station. At this stage we are clear that there is limited public support for a large development at Aston Road. Those who did support Aston Road were under the impression that doing so might persuade Arriva to reinstate the 280 bus service to the south end of the village, but this seems most unlikely to happen (see para. 14 below). The PC Planning Committee meeting which considered the current planning application was one of the best attended in years, and, along with the representations already made to AVDC, shows the extent of public concern about this proposal.
3. The PC believes that the present application has been submitted deliberately to undermine the NP. Significantly there is no mention of the NP in the applicant's "Planning" document, so clearly the NP is not seen as a relevant matter. By contrast both the other developers of the SHLAA sites expressed willingness to work in tandem with the NP process. Unlike the other two developers, the present applicant has not sought to present to the full Parish Council or its Planning Committee. The present developer did not take up our suggestion to hold a residents' workshop event to work up a master plan – in contrast to the airfield site developer which held a 3 day

"planning for real" event including a site inspection. However because of this application, both of the other developers have indicated to the PC that they now feel that they have little choice but to submit their own applications rather than await the NP. This potentially could fatally harm the NP process and all the work entailed.

4. Accordingly the PC urges AVDC to reject or defer this application on grounds of prematurity. AVDC should insist that all 3 sets of proposals must be considered together so that a balanced view can be taken about growth in Haddenham taking account of the emerging Neighbourhood Plan.
5. The PC accepts it will have an allocation in principle. It further accepts that this allocation will be more than the 100 homes proposed in the failed VAP. However there has to be a reasonable limit to Haddenham's ability to absorb growth. Despite its population size, in both its built form and service functions, Haddenham is a village, not a town. It has very limited shopping, has no real central focus, and no secondary school. The large industrial/business park allocated in last adopted Aylesbury Vale District Plan has seen a limited take-up of plots. So all new development will necessarily generate significant daily out-migration in terms of journeys to work, for the majority of shopping, and for all school journeys by secondary school age children and young people. This is a major sustainability issue. It was why the Inspector in reviewing the evidence of the last adopted Aylesbury Vale District Plan wrote in 2002:

"I am not persuaded that Haddenham presently possesses the character or range of facilities to satisfactorily absorb a significant amount of additional residential development" (Cover letter to Report part 2 in rejecting 100 homes at Aston Rd).

Since then there has been no material change to Haddenham's range of facilities which would alter this conclusion.

6. Turning to the site itself, Aston Road was originally included in the draft of the last adopted Aylesbury Vale District Plan as a development site for 100 homes (in an earlier version the figure was 300). The site was later excluded at public inquiry by the Planning Inspector in 2002 on several grounds, but particularly on heritage issues. The Inspector's findings in Ch. 9 of his report amounted to a thorough and comprehensive rebuttal of this site. Although the national policy framework has changed, the material site assessment issues are just as valid today. Because of that rebuttal the site was deleted from the Plan; AVDC's Forward Planning Officer at the time commented that this site would be most unlikely to be promoted again. Yet the current proposal is for 350 homes.
7. Heritage: effect on CA and surrounding countryside. The NPPF is strong on heritage and on the concept of harm to heritage, and essentially re-states pre-NPPF advice. Because of its special character, Haddenham's Conservation Area (CA) was one of the first declared by AVDC in 1971, and the development site is close to the most recognised part of the CA at Church End. The CA was one of only two selected for recent comprehensive study and review: so it is very significant in heritage terms within Aylesbury Vale and indeed regularly features in AVDC's own literature. AVDC's attention is particularly drawn to paras 9.1.25 to 9.1.33 in the Inspector's 2002 report which are reproduced in full in the comments by Mr & Mrs Nash of 20 Church End, Haddenham. In particular the Inspector concludes:

9.1.28 Approaching Church End on Aston Road the proposed development would make a significant impact, such that it would suburbanise, and thereby totally change, the approach to Church End

9.1.29 The perception of the historic core of the CA in its landscape setting would be concealed and the present views lost

9.1.30 These views would suffer maximum visual impact from the development. Development would dominate the foreground and these views, which presently provide an impressive contextual setting for the historic heart of the settlement, would be eliminated.

9.1.33 In my opinion the visual impact in this location would be excessive, resulting in the destruction of some of the most characterful views of the most important part of the Haddenham CA. For these reasons alone development on the Aston Road site should be resisted. The fact that it would be impossible to integrate the proposed development with the rest of the village, creating a text-book example of the worst kind of village expansion, strengthens my resolve to resist development of this site.

8. The applicant acknowledges that the site adjoins the CA at Church End in its "Heritage" document. No serious attempt has been made to address the substantive issues raised by the Inspector in 2002. The applicant suggests at Church End the CA has already been enveloped by development. This is not correct. In fact the CA to the south and predominantly to the east is bounded by agricultural land and open country with access via a country lane (Aston Rd). This development will entirely envelop the CA to the east, and will sub-urbanise the whole approach to it.
9. The PC considers that the proposals amount to serious harm and should be dismissed accordingly.
10. **Site Sustainability and Traffic Impact.** The site is poorly related to the main village services, particularly the two primary destinations of the railway station and the business parks on Thame Road and Pegasus Way. These are both more than one mile away. This is beyond the walking threshold for most people. The majority of these homes will be marketed at commuters. Inevitably most will drive to the station either via Church End or via Woodways both have primary schools en route with congestion and danger to children and pedestrians at peak times. One of the PC's biggest current issues is all day commuter parking in residential roads near the station to avoid station car park fees. Because of its distance from the station, this development will exacerbate the problem with yet more roads experiencing unwanted all day parking. By contrast, both the other development sites in the SHLAA are within walking distance of both the station and the principal employment areas.
11. Other village amenities including the few central shops on Banks Road, the village hall, library, junior school and health centre are potentially within reasonable walking distance for most people. However the poor pedestrian linkages are likely to dissuade many, especially the elderly and those with children, from making the journey on foot. Moreover as explained in para. 5 above, the limited range of services available make accessibility and car use more of an issue than in other comparably-sized settlements. The Inspector in 2002 recognised these limitations of the Aston Road site at paras. 9.1.37 and 9.1.38 of his report.
12. Impact monitoring was carried out in the summer holiday and contrary to advice to carry out during period of normal activity

Parish Council Office hours 8.30 – 12.30 Monday- Friday

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www.haddenham-bucks-pc.gov.uk

13. Access Issues. Although an outline application, it does not reserve access issues. Yet a number of access issues are not addressed including:

- No access is shown to the proposed burial ground;
- No access is shown to the proposed sports area;
- A new footpath is shown along the northern edge of Aston Road. Aston Road would not appear wide enough to accommodate a footpath; this will entail the destruction of an attractive verge, which in part borders a listed wychert wall, and sub-urbanise and the whole approach to Church End. The footpath will end by the staff access to St Mary's School, with no safe means of continuing to the childrens' and parents' access which is via St Mary's churchyard (an access defined in the permissions for the building of St Mary's School);
- It is unclear what arrangements will be made in relation to an aviation supply pipeline underneath the site.

14. Bus. The applicant has stated that Arriva will route the 280 through the development. Arriva withdrew its 280 service from Church End a few years ago, and as recently as October 2014 informed a meeting in the village that it has no plans to re-instate the service to the south end of the village.

Recommendations to AVDC

1. The PC believes AVDC should reject or defer this application on grounds of prematurity given that work on the Neighbourhood Plan is well advanced
2. AVDC should insist that all 3 sets of current proposals must be considered together so that a balanced view can be taken about growth in Haddenham taking account of the emerging Neighbourhood Plan
3. The PC believes that there are other more sustainable, accessible and better integrated sites within the village likely to have higher priority in the emerging Neighbourhood Plan, and does not wish to see such a large number of houses on this particular site
4. The PC believes that the proposals amount to serious harm in terms of their heritage impact and should be dismissed accordingly

Yours sincerely



Mrs Sue Gilbert
Clerk to Haddenham Parish Council

Haddenham Parish Council

Comments on Amended Planning Application 14/02666/AOP - Land at Aston Rd – January 2015

HPC OPPOSES:

Consultation Process

1. The Parish Council is very concerned about the haste in processing the amended application. The amendments were entered on AVDC's web site on 24th December 2014, Christmas Eve, with a closing date for public comment of 6th January 2015. This is a major amendment to a significant application. AVDC is well aware of the extent of public concern about this application. The community is at a loss to understand why such an amendment is regarded as "minor". The limited consultation period coinciding with the holiday period was not acceptable.

Neighbourhood Plan

2. The PC believes that in terms of timing, this application has been submitted deliberately to undermine the NP. Significantly there is no mention of the NP in the applicant's "Planning" document, so clearly the NP is not seen as a relevant matter. By contrast both developers of the other SHLAA sites (Lands Improvement and Cala Homes) expressed willingness to work with the NP process. Unlike them, the applicant has not sought to present to the full Parish Council or its Planning Committee, and declined to take up our suggestion to hold a residents' workshop event to work up a master plan. By contrast Lands Improvement held a 3 day "planning for real" event including a site inspection, and have spent time in the village meeting local interest groups. The applicant has not followed up our suggestion to hold a further event to publicise the amended proposals. Consultation has been seen as giving information rather than any significant involvement.
3. The proposed development does not accord with the Parish Council's draft Neighbourhood Plan (NP), which includes an allocation of up to 50 homes on the north east corner of this site and in the second half of the plan period only. The draft NP is the subject of public consultation until 20th January 2015, when it will be submitted to AVDC. The NP includes provision for 430 homes overall in Haddenham along with site assessments and allocations. The PC has done all that the Government has asked; the PC and the wider community have invested considerable time and resources in the process; and the PC now expects AVDC's support.
4. AVDC is reminded that at a workshop in March 2012 for Parish Councils we were advised by AVDC staff that there was no point in undertaking a NP because there would soon be a new Local Plan in place, and that AVDC would then help Parishes with housing allocations to carry out site assessments and local consultation on priorities. Following the collapse of the Local Plan a year ago, the PC was advised by AVDC in February 2014 not to undertake a site allocation and assessment. The PC accepted the advice and proceeded with its NP, but without allocating housing. The PC queried this advice at a meeting with AVDC in summer 2014 by which time it had become apparent that NPs were being given weight by planning inspectors and by the Secretary of State in advance of adoption of a Local Plan. Since then the PC has proceeded to undertake a housing allocation and sites assessment exercise. We are where we are with the timing of the NP as a direct result of following AVDC's fluctuating advice.

5. Government advice, amplified by a succession of recent appeal decisions, should give AVDC confidence to reject this application. Planning Practice Guidance (Ref ID: 41-007-20140306) advises what weight can be given to an emerging NP when determining planning applications and states: *"decision makers should respect evidence of local support prior to the referendum when seeking to apply weight to an emerging neighbourhood plan"*. It goes on to say that the test should be the quality and effectiveness of the consultation statement submitted with the neighbourhood plan. This will be with AVDC shortly after 20th January, and will demonstrate the extent of public engagement with the NP process.
6. Planning Practice Guidance (Ref ID: 21b-014-20140306) advises in what circumstances it might be justifiable to refuse planning permission on the grounds of prematurity. It seems to the PC that our situation triggers the exceptional circumstances for such justification, namely: (a) the development is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by pre-determining decisions about the scale, location or phasing of new development that are central to an emerging Neighbourhood Plan, and (b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.
7. A number of recent decisions show the Government's commitment to reinforcing the above advice and supporting emerging Neighbourhood Plans:
 - In September 2014 at Hurstpierpoint, West Sussex the Secretary of State dismissed an appeal for 81 dwellings (APP/D3830/V/14/2211499). One of the main considerations was the emerging NP which, like Haddenham, had only just finished its Regulation 14 consultation and had been submitted to the local planning authority under Regulation 15. At para 10 of the decision letter the Secretary of State concludes: *"at the time of the inquiry into this case, the Inspector concluded that only little weight could be afforded to the NP proposals. However since that time the submission version of the NP has completed its public consultation and has now been submitted to the Council for examination. Therefore, although the NP has yet to complete its assessment ..., the terms of the Framework and the guidance mean that it can now be given more weight than when the Inspector was considering it"*.
 - In October 2014 the Secretary of State refused plans for 350 homes at Devizes, Wiltshire, placing greater weight on an emerging NP than on the local council's lack of a 5 year land supply.
 - In December 2014 the Secretary of State rejected an Inspector's recommendation to approve plans for up to 100 homes for a site at Rolleston on Dove in East Staffordshire after concluding that the proposal would *"undermine"* an emerging Neighbourhood Plan (and notwithstanding a *"substantial shortfall in the council's 5 year land supply"*). The decision letter said *"the effect of granting permission would undermine the neighbourhood planning process"*, and that the Secretary of State gave *"considerable weight to the opportunity which the neighbourhood plan process gives to local people to ensure they get the right type of development for their community"*. It concluded *"to allow this appeal in advance of the NP progressing to referendum would represent a large scale development that is not in a location that is explicitly provided for by the NP"*.
 - In January 2015 plans for up to 35 homes on farming land in a Cheshire village were refused by the Secretary of State because of conflict with an emerging NP to which

“significant weight” was given. Also relevant in this case was that weight given to “environmental harm” to the landscape character and appearance of the countryside and to the setting and heritage significance of a nearby listed building (see the PC’s comments on heritage below).

Site Specific Comments

8. Turning to the site itself, Aston Road was originally included in the draft of the last adopted Aylesbury Vale District Plan as a development site for 100 homes (in an earlier version the figure was 300). The site was later excluded at public inquiry by the Planning Inspector in 2002 on several grounds, but particularly on heritage issues. The Inspector’s findings in Ch. 9 of his report amounted to a thorough and comprehensive rebuttal of this site. Although the national policy framework has changed, the material site assessment issues are just as valid today, as shown in the draft NP’s own assessment. Because of the Inspector’s rebuttal, the site was deleted from the last District Plan; indeed AVDC’s Forward Planning Officer at the time commented that this site would be most unlikely to be allocated again by AVDC.
9. **Heritage: effect on CA and surrounding countryside.** The NPPF is strong on heritage and on the concept of harm to heritage, and essentially re-states pre-NPPF advice. Because of its special character, Haddenham’s Conservation Area (CA) was one of the first declared by AVDC in 1971, and the development site is close to the most recognised part of the CA at Church End. The CA was one of only two selected for recent comprehensive study and review: so it is very significant in heritage terms within Aylesbury Vale and indeed regularly features in AVDC’s own literature. In 2002 the Inspector concluded:

9.1.28 Approaching Church End on Aston Road the proposed development would make a significant impact...such that it would suburbanise, and thereby totally change, the approach to Church End

9.1.29 The perception of the historic core of the CA in its landscape setting would be concealed and the present views lost.

9.1.30 These views would suffer maximum visual impact from the development. ...Development would dominate the foreground and these views, which presently provide an impressive contextual setting for the historic heart of the settlement, would be eliminated.

9.1.33 In my opinion the visual impact in this location would be excessive, resulting in the destruction of some of the most characterful views of the most important part of the Haddenham CA. For these reasons alone development on the Aston Road site should be resisted. The fact that it would be impossible to integrate the proposed development with the rest of the village, creating a text-book example of the worst kind of village expansion, strengthens my resolve to resist development of this site.

10. The applicant acknowledges that the site adjoins the CA at Church End in its “Heritage” document. No serious attempt has been made to address the substantive issues raised by the Inspector in 2002. The applicant suggests at Church End the CA has already been enveloped by development. This is not correct. In fact the CA to the south and predominantly to the east is bounded by agricultural land and open country with access via a country lane (Aston Rd). This development will largely envelop the CA to the east, and will sub-urbanise the whole approach to it.

11. **Site Sustainability and Traffic Impact.** The site is poorly related to the main village services, particularly the two primary destinations of the railway station and the business parks on Thame Road and Pegasus Way. These are all more than one mile away, and beyond the walking threshold for most people. The majority of these homes will be marketed at rail commuters. Inevitably most will drive to the station either via Church End or via Woodways: both have primary schools en route with congestion and danger to children and pedestrians at peak times. One of the PC's biggest current issues is all day commuter parking in residential roads near the station to avoid station car park fees. Because of its distance from the station, this development would exacerbate the problem with yet more roads experiencing unwanted all day parking. Residents will then look to the PC for resolution.
12. Other village amenities including the few central shops on Banks Road, the village hall, library, junior school and health centre are potentially within reasonable walking distance for most people. However the poor pedestrian linkages are likely to dissuade many, especially the elderly and those with children, from making the journey on foot and instead they will use the car.
13. Impact monitoring was carried out in the summer holiday and contrary to advice to carry out during period of normal activity.
14. **Access Issues.** Although an outline application, it does not reserve access issues. Yet a number of access issues are not addressed:
 - No access is shown to the proposed burial ground;
 - No access is shown to the proposed sports area;
 - A new footpath is shown along the northern edge of Aston Road. Aston Road would not appear wide enough to accommodate a footpath without the destruction of an attractive and privately-owned verge, which in part borders a listed wychert wall, and would sub-urbanise and the whole approach to Church End. The footpath will end by the staff only access to St Mary's School, with no safe means of continuing to the childrens' and parents' access which is via St Mary's churchyard (an access defined in the permissions for the building of St Mary's School);
 - It is unclear what arrangements will be made to mitigate any hazards arising from the presence of an aviation supply pipeline underneath the site.
15. **Bus.** The applicant originally stated that Arriva will route the 280 through the development. Arriva withdrew its 280 service from Church End a few years ago, and as recently as October 2014 informed a meeting in the village that it has no plans to re-instate the service to the south end of the village. The PC understands that the developer now intends providing short term temporary commuted sum subsidy to a little used service of doubtful long term benefit. The PC would prefer any such subsidy to be used to help establish a community bus service.

Recommendations to AVDC

1. The PC believes AVDC should reject this application as the proposal is contrary to the emerging Neighbourhood Plan.
2. The PC does not wish to see such a large number of houses on this particular site,

and the NP identifies other sites as having higher priority.

- 3. The PC believes that the proposals would cause serious harm in terms of heritage, traffic, local sustainability and access issues, and should be dismissed accordingly.**

OUTLINE PLANNING APPLICATION FOR THE
CONSTRUCTION OF 280 NO. DWELLINGS,
INCLUDING 35 NO. AGE - RESTRICTED DWELLINGS,
WITH ASSOCIATED GARAGES, PARKING, ESTATE
ROADS, FOOTWAYS, PEDESTRIAN LINKAGES,
PUBLIC OPEN SPACE, BURIAL GROUND,
COMMUNITY SPORTS FACILITY, STRATEGIC
LANDSCAPING, DRAINAGE AND OTHER
ASSOCIATED WORKS.
LAND AT HADDENHAM GLEBE STANBRIDGE ROAD
HADDENHAM BUCKINGHAMSHIRE

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SUBSTITUTED PARAGRAPHS 10.28-10.35*Conserving and enhancing the historic environment*

- 10.28 The site is adjacent to the Haddenham Conservation Area, a number of listed buildings and archaeological remains have also been found.
- 10.29 The Planning (Listed Building and Conservation Areas) Act 1990 sets out a duty at s66 to preserve the setting of Listed Buildings and at s72 to preserve or enhance the character and appearance of Conservation Areas to which special regard has been had in the consideration of this application.
- 10.30 With regard to designated heritage assets such as Listed Buildings and Conservation Areas paragraph 132 of the NPPF also states that: "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.". Given the conclusions below it is considered that the proposals would accord with the NPPF and in particular paragraph 132.
- 10.31 *Impact on listed buildings:* With regard to the setting of the adjacent and nearby listed buildings (and in particular, no.s 20, 21 and 22 Church End and No.3 Aston Road and the Grade 1 Church of St Mary's), at present the identified listed buildings on Church End/Aston Road have an outlook over undeveloped agricultural land. These existing views are framed and partially obscured by trees within the curtilage and along the boundaries of their plots, and so the impact will vary depending upon existing screening. The Church tower is an important local landmark, visible from a number of places in and around Haddenham. The Heritage Statement submitted with the application references glimpsed views of the Church Tower across the site such as from Stanbridge Road. The development of this site could potentially obscure views of the tower from Stanbridge Road, and is likely to alter views from and of, and the setting of, the other identified listed buildings. However given the level of screening and open spaces that are indicatively shown in between the proposed development and the Listed Buildings, it is unlikely that development on the site would affect the significance of the Listed Buildings. While it is acknowledged that the application is in outline form at present, such matters would come forward and be controlled as part of the detailed design at the reserved matters stage. As such it is considered that the proposals would not harm the adjacent Listed Buildings or their settings which are designated heritage assets. As there would be no harm the proposal would not conflict with the objectives of section 66 of The Planning (Listed Building and Conservation Areas) Act 1990.
- 10.32 *Impact upon the character and appearance of the Conservation Area:* The site is adjacent to the Conservation Area which abuts part of the south-west boundary (with the residential element of the development being indicated on the illustrative plan as being some 180m away from the