

Item No 01:-

16/02360/OUT (CT.9143/B)

**Land To The South Of Love Lane
Cirencester
Gloucestershire**

Item No 01:-

Outline application for the erection of up to 88 dwellings, new vehicular access off Park Way, erection of a new purpose built school hall and provision of a solar park (resubmission) at Land To The South Of Love Lane Cirencester Gloucestershire

Outline Application 16/02360/OUT (CT.9143/B)	
Applicant:	Great Gable Ltd
Agent:	Hunter Page Planning
Case Officer:	Mike Napper
Ward Member(s):	Councillor Shaun Parsons
Committee Date:	10th August 2016
RECOMMENDATION:	REFUSE

Main Issues:

- (a) Residential Development Outside a Development Boundary
- (b) Sustainability of Location
- (c) Landscape Impact
- (d) Impact upon Heritage Assets
- (e) Highway Impact
- (f) Community Benefits

Reasons for Referral:

Officers consider that it is appropriate for the Members of the Planning and Licensing Committee to determine this major application in order to assess the complex balance of potential benefits and identified disbenefits of the proposals. This is a duplicate application of the preceding Schedule item, which is now the subject of an appeal. As the Council is not now able to determine the appeal application, the submission of the duplicate application provides an opportunity for the Committee to itself make a decision regarding the same proposed development.

1. Site Description:

The site is located to the east of the Spratsgate Lane and is adjacent to the southern edge of Cirencester, adjoining the town's Development Boundary, as defined within the current Cotswold District Local Plan. The site is not within the Cotswolds AONB and has no other landscape designation. The area is located immediately to the south-west of the existing Love Lane industrial estate and to the west of Siddington Primary School, bordering the school grounds. The site comprises approximately 10.86 hectares (ha) of pastoral land. The site is bounded by a wide belt of early mature plantation woodland to the western and northern boundaries and a native hedgerow to the school perimeter and Park Way road. The applicant site is subject to a Tree Preservation Order (TPO) to protect the woodland area and five individual trees, although the serving of the TPO is currently the subject of an appeal.

Major visual features are the High Tension power lines and pylons which cross the site in an east-west direction to the north of the site. In terms of topography the site itself is relatively flat and the surrounding context slopes down gently towards the River Churn. A pond adjoins the western boundary of the school.

Additionally, a high pressure gas main/gas valve compound lies to the west of the site on Spratsgate Lane. The route of the high pressure pipeline does not cross the application site, but runs north - south alongside Spratsgate Lane. An intermediate pressure pipeline does, however, cross the site from the compound running east - west, approximately across the middle of the site.

There are nearby Grade II listed buildings, including the Old Rectory, School House, and Barton Farmhouse along with its associated curtilage listed historic agricultural buildings to the south and east of the application site. The Local Planning Authority is statutorily required to have special regard to the desirability of preserving their setting, in accordance with Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

The site is accessed from a single field gate to the south, off Park Way, a narrow country road that leads from Spratsgate Lane to the west, which runs north-south parallel to the application site, to the centre of Siddington village. There is also an access via the Gas Valve Compound off Spratsgate Lane. There are a number of Public Rights of Way (PROWs) that cross the wider countryside and the nearest follows the boundary of the school grounds to the east.

2. Relevant Planning History:

15/05165/OUT Outline application for the erection of up to 88 dwellings, new vehicular access off Park Way, erection of a new purpose built school hall and provision of a solar park: Appeal against non-determination now lodged (please see following Schedule item).

3. Planning Policies:

NPPF National Planning Policy Framework
 LPR02 Renewable Energy
 LPR03 Higher Quality Agricultural Land
 LPR05 Pollution and Safety
 LPR09 Biodiversity, Geology and Geomorphology
 LPR10 Trees, Woodlands and Hedgerows
 LPR12 Sites of Archaeological Interest
 LPR19 Develop outside Development Boundaries
 LPR21 Affordable Housing
 LPR24 Employment Uses
 LPR38 Accessibility to & within New Develop
 LPR42 Cotswold Design Code
 LPR43 Provision for the Community
 LPR45 Landscaping in New Development
 LPR49 Planning Obligations & Conditions

4. Observations of Consultees:

Highways Officer: No objection, but conditions to be formulated on receipt of additional information (please see letter attached dated 01.06.16).

Health & Safety Executive: Currently advise against the development, but the applicant's response to this objection is currently being re-assessed and an update will be provided at the Committee Meeting.

National Grid: No objections.

Water Company: No objection - *"Following initial investigation, Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application. Should the Local Planning Authority look to approve the application, Thames Water would like the following 'Grampian Style' condition imposed. "Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by,*

the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed". Reason - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community. Should the Local Planning Authority consider the above recommendation is inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Control Department (telephone 0203 577 9998) prior to the Planning Application approval.

Surface Water Drainage - With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.

Water Comments - The existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development. Thames Water therefore recommend the following condition be imposed: Development should not be commenced until: Impact studies of the existing water supply infrastructure have been submitted to, and approved in writing by, the local planning authority (in consultation with Thames Water). The studies should determine the magnitude of any new additional capacity required in the system and a suitable connection point. Reason: To ensure that the water supply infrastructure has sufficient capacity to cope with the/this additional demand.

Thames Water recommend the following informative be attached to any planning permission: There is a Thames Water main crossing the development site which may/will need to be diverted at the Developer's cost, or necessitate amendments to the proposed development design so that the aforementioned main can be retained. Unrestricted access must be available at all times for maintenance and repair.

Thames Water recommend the following informative be attached to any planning permission: There are large water mains adjacent to the proposed development. Thames Water will not allow any building within 5 metres of them and will require 24 hours access for maintenance purposes.

Supplementary Comments - Waste: Thames Water met with the developer on 21st April 2016 to discuss the drainage proposals. This meeting proved productive and Thames Water are broadly supportive of the drainage proposals to provide a relief sewer. We have requested that a 'Grampian Style' condition be imposed to provide us with the opportunity to agree the detail and delivery mechanism with the developer once there is certainty that the development will go ahead. It is understood that surface water will be disposed of via SuDS. Thames Water would like to commend the developer for adhering to the disposal hierarchy and not proposing to connect surface water to the public network."

Lead Local Flood Authority: No objection, subject to conditions in respect of i) submission of details of surface water Drainage Strategy, ii) details of SUDS maintenance plan and iii) details of groundwater table.

Glos County Council Economic Development & Strategic Planning: No objection, subject to financial contributions of £135,949 towards Primary school shortfall at Siddington School of 11 places, and £248,794 towards Secondary school shortfall at either Kingshill or Deer Park Schools of 13.2 places, together with local library contribution of £17,248.

Glos Constabulary Crime & Design Officer: Raises serious concerns with regard to personal safety of users of the proposed footpath and covered environmental shelter, which should be omitted from the proposals, and capacity for the Spratsgate Lane/Park Way and junction and new site access to cope with increased traffic.

Housing Strategy Officer: Having regard to Local Plan Policy 21, there is an identified local need for 50% Affordable Housing provision of which two-thirds should be for rent (with 4-bed houses or larger being for social rent) and one third for subsidised low-cost home ownership. If a lower percentage is proposed, the applicant will need to provide a full viability assessment demonstrating why 50% is not feasible.

Tree Officer: No objection, subject to conditions.

Biodiversity Officer: No objection, subject to a condition requiring Construction Environmental Plan and Landscape & Environmental Management Plan.

Landscape Officer: Views incorporated within Officer's Assessment.

Conservation & Design Officer: Views incorporated within Officer's Assessment.

County Archaeologist: No objections, following archaeological investigation works.

Environmental Protection Officer: No objection, subject to conditions regarding potential ground contamination.

Neighbourhood Services Officer: No objection.

5. View of Town/Parish Council:

Siddington Parish Council: Objects (please see letter attached dated 18.07.16).

Cirencester Town Council (neighbouring parish): General comments - "For the purposes of the Local Plan's Development Strategy, Cirencester is considered to include the developed parts of adjacent parishes that abut, and are effectively part of, the built-up area of the town, such as Kingshill Meadow and Siddington Road/North Hill Road (except the area around Siddington Primary School [which is the subject of this planning application] and The Old Rectory). All of Love Lane Industrial Estate is considered to fall within Cirencester.

Noting the above, it is recommended that Cotswold District Council should treat this site as a strategic site as it immediately adjoins the Cirencester Strategic Site.

Members had no objection to the revised application."

Somerford Keynes Parish Council (neighbouring parish): Objects - "1. The Parish Council supports the objections in principle and particular submitted by Siddington Parish Council, but in addition, wishes to make the following points which impact upon the residents of Somerford Keynes Parish:

2. Our primary concern is with the effect of this proposed development on the dispersal of surface water which is likely to be directed via the County Ditch towards Somerford Keynes. This has been a cause of flooding in Somerford Keynes in the recent past both in and around existing dwellings. There is such concern within the community about flooding that a Community Proposal is included in the emerging Neighbourhood Development Plan addressing the impact of extra-Parish developments on water flow within the Parish boundaries.

3. An associated concern is the provision for sewage processing. The Shorncliffe Works of Thames Water already discharge onto land which floods a Public Right of Way, regularly making

it impassable. Placing additional demands upon Shorncote plant can only exacerbate this problem.

4. The roads surrounding this development are all important thoroughfares for the residents of Somerford Keynes and are heavily used already. Park Way is a narrow country lane and there appears to be no proposals for improvement to cope with the inevitable increase in traffic. Additionally, traffic turning right out of the proposed development into Park Way will follow that narrow lane, with a sharp and potentially dangerous, bend then have to access a main thoroughfare from a narrow junction that already carries considerable traffic. We do not believe that the interests of road safety would be served by increasing the number of vehicular movements in that location."

South Cerney Parish Council: Objects - "South Cerney Parish Council wishes to re-iterate its comments made for the previous application for this site, namely:

The Parish Council expresses its concern at this proposal's impact on local infrastructure, particularly sewerage capacity. The Parish Council broadly supports Siddington Parish Council's views on this and would also like to see further studies undertaken on the impact the development would have downstream at the sewage works at Shorncote, which already experiences flooding issues."

6. Other Representations:

7 Third Party letters of Objection: i) inappropriate access and increased traffic on a road unsuitable in character for increased traffic;
 ii) lack of footpath provision from site access along Park Way;
 iii) additional traffic generated as a result of the development would increase congestion and highways safety risks at Park Way/Ashton Rd junction;
 iv) any potential development at the Primary School should be dealt with separately and on its own merits, which would need to include assessment of the provision of suitable access to it and parking;
 v) CDC can demonstrate a five year housing land supply, which negates the economic and social benefits of the proposals;
 vi) the length of the proposed access would cause environmental harm;
 vii) the proposed footpath and cycle links would only provide benefit for occupants of the development, rather than to the wider community;
 viii) the proposed link to Spratsgate Lane would need to be lit, which would be harmful to the character, arboricultural and ecological character of the woodland;
 ix) improvements to the Primary School could be met by the Local Education Authority through contributions required as a result of other existing and proposed developments and the impact on access would be a net detriment to the safety of pupils;
 x) the proposed development would be remote from services and facilities and without deliverable and safe pedestrian routes.

CPRE: Objects i) the site appears as open countryside divorced from the town and connected to the agricultural land beyond. Development of the site would therefore be an encroachment into the open countryside, thereby suburbanising it. The proposed landscaping would not screen the development for at least 20 years; ii) the emerging Local Plan now has some weight and demonstrates that CDC can demonstrate that its housing supply needs can be met. Consequently, there is no need for further allocations within the Plan period.

7. Applicant's Supporting Information:

Planning Statement
 Design & Access Statement
 Illustrative Layout
 Transport Assessment
 Arboricultural Report

Illustrative Landscape Masterplan
 Flood Risk Assessment & Drainage Strategy
 Phase 1 Ecological Survey
 Ecological Mitigation Strategy
 Ground Investigation Report
 Heritage Assessment
 Landscape & Visual Appraisal
 Statement of Community Involvement
 Waste Minimisation Statement
 Archaeological Evaluation

8. Officer's Assessment:

The Proposals

The applicant seeks Outline permission for i) the erection of up to 88 dwellings, including 50% Affordable housing (28 social rented and 16 intermediate dwellings); ii) provision of a new vehicular access off Park Way, the associated closure of the existing Park Way field access and other highways-related works; iii) new pedestrian and cycle links to Spratsgate Lane and Siddington village; iv) provision of a solar panel park of approx. 0.4 ha at the northern point of the site where it adjoins the Love Lane industrial estate; v) works to Siddington Primary School, including new vehicular and pedestrian access from the proposed access road, the erection of a new school hall, and provision of new outdoor teaching facilities; vi) ecological enhancement works; vii) strategic landscaping; and viii) associated infrastructure, including the provision of new foul drainage infrastructure.

The proposed development would also be subject to the Government's 'New Homes Bonus' scheme, although this has not been regarded as a material planning consideration in the Officer Recommendation.

As the application is made in Outline form, all matters of detail, other than the provision of the proposed new access, are reserved for future consideration. A copy of the illustrative layout and proposed access are attached to this report, together with a copy of the Agent's Planning Statement. If Members wish to source any of the other supporting information, it can be accessed via the Council's website or the Case Officer.

As has been stated earlier in this report, this application is a duplicate of the proposals the subject of the preceding Schedule item. An appeal against non-determination has been made in respect of the latter application and therefore the purpose of this second application is to allow the Committee to make its own determination of the proposed development.

(a) Residential Development Outside a Development Boundary

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that 'If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.' The starting point for the determination of this application is therefore the current development plan for the District which is the Cotswold District Local Plan 2001-2011.

The application site is located outside a Development Boundary as designated in the aforementioned Local Plan. Development on the site is therefore primarily subject to Policy 19: Development Outside Development Boundaries of the current Local Plan. Criterion (a) of Policy 19 has a general presumption against the erection of new-build open market housing (other than that which would help to meet the social and economic needs of those living in rural areas) in locations outside designated Development Boundaries. The provision of the open market dwellings proposed in this instance would therefore typically contravene the guidelines set out in Policy 19. Notwithstanding this, the Council must also have regard to other material considerations when reaching its decision. In particular, it is necessary to have regard to

guidance and policies in the National Planning Policy Framework (NPPF). Paragraph 2 of the NPPF states that the Framework 'is a material consideration in planning decisions.'

The NPPF has at its heart a 'presumption in favour of sustainable development'. It states that 'there are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles'. These are an economic role, whereby it supports growth and innovation and contributes to a strong, responsive and competitive economy. The second role is a social one where it supports 'strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations'. The third role is an environmental one where it contributes to protecting and enhancing the natural, built and historic environment.

Paragraph 8 of the NPPF states that the three 'roles should not be undertaken in isolation, because they are mutually dependent'. It goes on to state that the 'planning system should play an active role in guiding development to sustainable solutions.'

Paragraph 47 of the NPPF states that Councils should identify a supply of deliverable sites sufficient to provide five years' worth of housing. It also advises that an additional buffer of 5% or 20% should be added to the five year supply 'to ensure choice and competition in the market for land'. In instances when the Council cannot demonstrate a five year supply of deliverable housing sites Paragraph 49 states that the 'relevant policies for the supply of housing should not be considered up-to-date'.

In instances where the development plan is absent, silent or relevant policies are out-of-date, the Council has to have regard to Paragraph 14 of the NPPF which states 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 this Framework taken as a whole; or
- specific policies in the Framework indicate development should be restricted.'

The land supply position has recently been considered at two Public Inquiries. The Inquiries in question relate to proposals to erect up to 90 dwellings on Land to the east of Broad Marston Road, Mickleton (APP/F1610/A/14/2228762, CDC Ref 14/02365/OUT) and up to 71 dwellings on land to the south of Collin Lane, Willersey (APP/F1610/W/15/3121622, CDC Ref 14/04854/OUT).

In relation to the Mickleton decision the Planning Inspector stated 'I consider that a 5-year supply of deliverable housing land is demonstrated.' He stated 'the agreed supply of housing would be sufficient to satisfy the 'objectively assessed housing need' of 380dpa over almost the next 9 years'. The Inspector also stated that he considered that the Council was no longer a persistent under deliverer of housing and that 'it is thus inappropriate to apply the 20% buffer now.' In the case of the Willersey application the Inspector agreed that a 5% buffer was appropriate and that the 'LPA can reasonably show a 7.63 year supply of deliverable housing land.'

Since the issuing of the above appeal decisions, the Council has also reviewed the Objectively Assessed Need (OAN) for housing in Cotswold District. The review indicates an increase in the housing requirement for the District from 7,600 to 8,400 dwellings over the period of the emerging Local Plan (2011-2031). In order to meet this additional requirement, the Council will need to increase supply from 380 to 420 dwellings per annum. Whilst this increase has an impact on the Council's 5 year supply recent completion rates have been in excess of the 420dpa figure meaning that the Council can still demonstrate a supply in excess of 7 years. It is therefore considered that the Council can demonstrate a robust 5 year supply of deliverable housing land in accordance with Paragraph 49 of the NPPF. In such circumstances, Officers consider that the adopted Local Plan policies that cover the supply of housing (eg Policy 19) are not automatically out of date in the context of Paragraph 49. Notwithstanding this, it does remain pertinent for a decision maker to consider what weight should be attributed to individual Local Plan policies in accordance with Paragraph 215 of the NPPF. Paragraph 215 states that 'due weight should be

given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the framework, the greater the weight they can be given). There will therefore be instances where new open market housing outside existing Development Boundaries can constitute sustainable development as required by the NPPF. The blanket ban on new open market housing outside such boundaries is therefore considered to carry little or no weight when assessed against Paragraph 215. In the Mickleton appeal previously referred to, the Inspector considered that Policy 19 was 'time-expired, conforms to a superseded strategy, fails to reflect the advice in the Framework (NPPF) in severely restricting rather than significantly boosting the supply of housing and conflicts with the emerging strategy.' He considered that Policy 19 'can only be regarded as out of date.' The Inspector in the Willersey case reached the same conclusion. In light of these opinions Officers consider that Policy 19 is out of date in the context of the NPPF and as such the tests set out in Paragraph 14 are applicable when determining this application.

In addition to the above, it must also be noted that, even if the Council can demonstrate the requisite minimum supply of housing land, it does not in itself mean that proposals for residential development outside existing Development Boundaries should automatically be refused. The 5 year (plus 5%) figure is a minimum not a maximum and, as such, the Council should continually be seeking to ensure that housing land supply stays above this minimum in the future. As a result there will continue to be a need to release suitable sites outside Development Boundaries identified in the current Local Plan for residential development. If such sites are not released, the Council's housing land supply will soon fall back into deficit. At an appeal for up to 15 dwellings in Honeybourne in Worcestershire (APP/H1840/A/13/2205247) the Planning Inspector stated 'the fact that the Council do currently have a 5-year supply is not in itself a reason to prevent other housing sites being approved, particularly in light of the Framework's attempt to boost significantly the supply of housing.' In relation to an appeal relating to a proposal for 100 dwellings in Launceston in Cornwall dating from the 8th April 2014 (APP/D0840/A13/2209757) the Inspector stated (Para 51) 'Nevertheless, irrespective of whether the five-year housing land supply figure is met or not, NPPF does not suggest that this has to be regarded as a ceiling or upper limit on permissions. On the basis that there would be no harm from a scheme, or that the benefits would demonstrably outweigh the harm, then the view that satisfying a 5 year housing land supply figure should represent some kind of limit or bar to further permissions is considerably diminished, if not rendered irrelevant. An excess of permissions in a situation where supply may already meet the estimated level of need does not represent harm, having regard to the objectives of NPPF.' In August 2015 a Planning Inspector in allowing a scheme for 32 dwellings near Pershore in Worcestershire (APP/H1840/W/15/3005494) stated 'it is agreed between the parties that the Council can demonstrate a 5 year supply of deliverable housing sites as required by paragraph 47 of the Framework. Under these circumstances, the decision-taking criteria contained in paragraph 14 of the Framework are not engaged. Whilst this is so, the Framework seeks to boost significantly the supply of housing and the ability to demonstrate a 5 year housing land supply should not be seen as a maximum supply. Regardless of such a supply being available, the Framework advocates a presumption in favour of sustainable development and the application must be considered in these terms.'

It is also evident that the continuing supply of housing land will only be achieved, prior to the adoption of the new Local Plan, through the planning application process. Allocated sites in the current Local Plan have essentially been exhausted. In order to meet its requirement to provide an on-going supply of housing land, there will remain a continuing need for the Council to release suitable sites outside Development Boundaries for residential development. It is considered that the need to release such sites represents a material consideration that must be taken into fully into account during the decision making process.

Notwithstanding the current land supply figures it is necessary to have full regard to the economic, social and environmental roles set out in the NPPF when assessing this application. These issues will be looked at in more detail in the following sections.

(b) Sustainability of the Location

The application site, in part, adjoins the Development Boundary of Cirencester to north. Cirencester is and, under the emerging Local Plan will remain, "the main focus of additional housing and employment growth", as expressed within the 'Local Plan 2011-2031: Submission Draft Reg. 19' document of June 2016. The Reg. 19 document comprises the consideration of representations received following the Reg. 18 (Development Strategy and Site Allocations) consultation process and updated evidence preparatory to submission for the Local Plan Inquiry stage. The document goes on to state (para. 7.1.1.1.1) that "About 25% of the District's population lives in Cirencester. A third of all employment is based in the town, and it is listed in the top 200 retail centres in the UK." Cirencester is therefore clearly a sustainable location for new-build housing development in terms of the availability of services and facilities. In this context, the Reg. 19 document states (para. 7.1.1.1.4) that "Cirencester is considered to include the developed parts of adjacent parishes that abut, and are effectively part of, the built-up area of the town." It goes on to state that "These include Kingshill Meadow; Siddington Road/North Hill Road (except the areas around Siddington Primary School and The Old Rectory) and all of the Love Lane Industrial Estate."

In terms of delivering the development strategy for Cirencester and having considered constraining factors, such as the close proximity of the Cotswold AONB boundary to the town edges, the Reg. 19 document proposes the allocation of a single large (120 ha) mixed use strategic site (Strategic Policy S2) south of Chesterton, abutting Spratsgate Lane to the east, which is planned to deliver up to 2350 dwellings and 9.1 ha of Use class B1, B2 and B8 employment land. The easternmost boundary of the strategic site would be opposite the application site the subject of this report. Members will be aware that an outline application for the strategic site has now been submitted.

The application site the subject of this application has not been allocated within the Reg. 19 document, although it was put forward for consideration as published within the Strategic Housing Land Availability and Strategic Economic Land Availability Assessment (May 2014). The site assessment commentary (SD_9D) states that it is "Unsuitable - Development would erode the gap between Siddington and Cirencester, leading to coalescence. In addition, there are major sewage infrastructure capacity issues within Siddington that could make development unviable. The site is also predominantly within the gas pipeline buffer zone. Although the gas pipeline could be relocated, this would take time to implement." The site is therefore shown as not currently deliverable.

The village of Siddington, which lies to the east of the application site, is not proposed as one of the District's 17 most sustainable settlements within the Reg. 19 document. The latter Principal Settlements were selected on the basis of their social and economic sustainability, including accessibility to services and facilities. By definition, therefore, Siddington is considered to lack the services and facilities necessary to sustain major growth over the emerging Local Plan period. Nevertheless, the village does contain a shop, primary school and public house, and is relatively close to employment opportunities at Love Lane.

It is important to reiterate the policy within the NPPF to "boost significantly the supply of housing and the ability to demonstrate a 5 year housing land supply should not be seen as a maximum supply." This is reinforced in the Government's Planning Practice Guidance which states:-
 "It is important to recognise the particular issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the broader sustainability of villages and smaller settlements. This is clearly set out in the National Planning Policy Framework, in the core planning principles, the section on supporting a prosperous rural economy and the section on housing. A thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship. Rural housing is essential to ensure viable use of these local facilities."

It goes on to say that "all settlements can play a role in delivering sustainable development in rural areas and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence."

Taking account of all of the above in the assessment of the current application, the applicant has confirmed that the proposal is for an urban extension to Cirencester, rather than being an extension of Siddington village (please see agent's letter attached in full dated 25.03.16). In light of this, the applicant contends that the links to the high level of services and facilities provided within Cirencester would be accessible by means other than the private car, being conveniently located for pedestrians and cyclists within 1 km of the site principally via the existing public footpath to Love Lane, a continuation of Coach Road immediately to the east of the application site, that would be upgraded, where not in Third Party ownership, to an adoptable cycle/footpath link. The applicant also refers to existing public bus services that operate along Siddington Road (approx. 650m from the application site) and Somerford Road. A draft Travel Plan has been submitted and which could be secured by legal agreement, which would encourage the use by residents of alternatives to the private car. A proposed cyclepath link to Spratsgate Lane has been the subject of objection from both the Highways Officer and Crime and Design Officer. Consequently, it has been shown indicatively by the applicant as being potentially deliverable in the event that a link could be beneficially provided to the strategic site at Chesterton.

The Highways Officer has confirmed his satisfaction regarding the accessibility to services and facilities in accordance with the guidance provided by 'Manual for Streets' (please see letters dated 02.02.16 and 01.06.16), subject to details being approved to ensure delivery of an improved cycle/footpath link along Coach Road (Route A in his letters). These would include walking distances of 2km to secondary education (Deer Park School), although the most convenient route with footways would be 3km, and 1.7km to Cirencester Hospital, although guidance normally suggests a maximum distance of 1.2km. The Highways Officer (and Crime & Design Officer) currently object to the potential cycle/footpath link to Spratsgate Lane).

Notwithstanding the Highways Officer's satisfaction regarding the accessibility of the site, officers remain concerned that distances and routes to the full range of services and facilities that would be reasonably necessary for residents of the proposed development would not be so attractive to users that they would be readily used to a degree that would demonstrate the sustainability of the location and its integration with the town. The location of the proposed development is considered to be incongruous insofar as it would create an isolated residential enclave that would relate poorly to existing large-scale residential areas of the town and the overall pattern of development.

The applicant has made reference to the close proximity of the Chesterton strategic site, which includes the strip of land between Spratsgate Lane and the western boundary of the application site, and the 'rounding off' effect of the proposed development in relation to it. It should be noted, however, that in parameter plans submitted with the pending strategic site application, the strip of land in question is allocated as employment land, rather than residential, due to the location of the main gas pipeline, which would still leave the proposed development unattached to any significant residential area. In terms of 'rounding off', the land defined by the strategic site allocation is itself intended to comprise the completion of the town edge and the new Development Boundary, whilst retaining an undeveloped buffer to the east of the disused railway line to avoid coalescence with Siddington village.

Officers are therefore concerned that the proposed development would not meet the social dimension of the NPPF, which is one of the three central considerations of achieving sustainable development. Para. 7 of the NPPF defines the social role as "supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being." Para. 56 states that "The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good

planning, and should contribute positively to making places better for people." Para. 58 states that "Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping."

Para. 61 goes on to state that "Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment."

Consequently, officers conclude that the application fails to accord with the objectives within the NPPF, in significantly boosting the supply of housing, to also deliver good design.

(c) Landscape Impact

Paragraph 17 of the National Planning Policy Framework states that the planning system should recognise the intrinsic character and beauty of the countryside.

Policy 19 of the Local Plan states that development appropriate to a rural area will be permitted, provided that the proposal relates well to existing development. It should be noted, however, that this policy is considered now to be out-of-date, having regard to the policies of the NPPF and should therefore be afforded little weight.

Policy 42 states that development should be environmentally sustainable and designed in a manner that respects the character, appearance and local distinctiveness of the Cotswold District.

Policy 45 of the Local Plan states that high standards of appropriate landscaping should be required in all developments and any attractive, existing landscape features, such as trees, hedgerows and other wildlife habitats should be retained and integrated into all landscaping schemes.

The submitted Landscape and Visual Appraisal (LVA), dated November 2015, concludes that the urbanising features to the southern settlement boundary of Cirencester contribute to the character of the application site, making the site less sensitive to development and that mitigation planting would further enhance the scheme. The report concluded that the introduction of 88 dwellings would present slight visual and landscape effects.

Officers, however, largely disagree with the conclusions drawn from the LVA. While the industrial estate is located on adjoining land and HT power lines occupy the northern extents of the site, the existing plantation provides a level of screening. This belt of vegetation creates a strong visual break between the industrial estate and the open countryside beyond. Officers consider that this boundary vegetation and the alignment of the dismantled railway provide an effective and distinctive settlement boundary to Cirencester.

The site is visually more related to Siddington, whereby development to the edge of the village is limited to scattered individual dwellings and farmsteads. It is considered that the addition of 88 dwellings along with access from Park Way will have an urbanising effect. Although at this stage the proposed access works are relatively low-key, this also has the potential to impact on the appearance and character of the Park Way road, with future pressure to potentially widen or

remove existing hedgerows to accommodate visibility splays and introduce suburban features such as kerbs and traffic calming. Whilst a belt of vegetation has been planted to the south of the proposed dwellings this will take time to establish and the proposed scheme will appear visually prominent in views from Park Way and the PROW to the east of the site, particularly with the eye drawn to the movement of cars across the land.

Despite being illustrated as a very low-key access, this road would still be the access for a substantial area of housing. The new access would also inevitably have more presence than a modest field entry and access track or very small lane, with visibility splays, markings and, of course, the much increased traffic movements. This would detract from the rural character of the area. It is not just the roadway itself, but also the inclusion of the tract of land west of this that would weaken the agricultural appearance of this location. However, carefully designed, managed public open space is treated and used in an entirely different way to agricultural open countryside, and results in a more urbanised appearance.

The village of Siddington lies just south-east of the site and paragraph 7.1.15 of the supporting text in the current Local Plan states that "the band of countryside separating the village from Cirencester is very important in helping to maintain Siddington's separate identity". Additionally the study for SHLAA sites by White Consultants, dated August 2015 concluded that the site has high/medium landscape sensitivity. Officers consider the application site to remain very important in providing a landscape buffer between the two settlements, which is confirmed in the current Reg. 19 document (para. 7.1.1.1.4) quoted earlier.

In terms of proposed planting, the submitted Illustrative Landscape Masterplan indicates a large proportion of the site allocated as public open space to the south-west corner. Clearly it is important to provide high quality open space within a residential scheme. However, this should be readily accessible and should be a safe environment for users. Officers would be concerned that the area allocated to the south-west corner would lack surveillance and could promote anti-social behaviour. In addition to this, while the matrix of woodland, orchard and meadow grass will provide a positive bio-diversity enhancement, it is considered that this area is likely to become manicured and would appear inappropriate in a characteristically rural, conspicuous location.

Consequently, officers feel that the proposals fail to accord with the environmental sustainability objectives of the NPPF and Local Plan policies 42 and 45.

(d) Impact upon Heritage Assets

There are nearby listed buildings including the Old Rectory, School House and Barton Farmhouse, along with its associated curtilage listed historic agricultural buildings. The Local Planning Authority is statutorily required to have special regard to the desirability of preserving their setting, in accordance with Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

Section 12 of the National Planning Policy Framework requires that Local Planning Authorities should take account of the desirability of sustaining or enhancing the significance of heritage assets. Para. 132 states that when considering the impact of the proposed works on the significance of a designated heritage asset, great weight should be given to the asset's conservation. It also states that significance can be harmed through alteration or development within the setting. Para. 133 states that:- "Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use."

Para. 134 goes on to state that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use."

Section 7 of the NPPF requires good design. Paragraph 58 states that decisions should ensure that developments function well in the long term and add to the overall quality of an area; establish a strong sense of place, creating attractive and comfortable places; and respond to local character and history. Paragraph 60 states that local distinctiveness should be promoted or reinforced, and Paragraph 61 that development should address connections between people and places, with the integration of new development into the built and historic environment.

Within the Core Planning Principles of the NPPF, at Paragraph 17, it is stated that planning should take account of the different roles and character of different areas, promoting the viability of our main urban areas, protecting the Green Belts around them, and recognising the intrinsic character and beauty of the countryside. There is no Green Belt designation around Cirencester, but the principles of taking account of the character of built areas and the surrounding landscape apply here.

Policy 19 states that outside development boundaries proposals should not cause significant harm to existing patterns of development, including the key characteristics of open spaces in a settlement. This policy is, however, considered to be out-of-date having regard to the housing policies of the NPPF and should therefore be afforded little weight.

Policy 42 of the Local Plan requires that development should be environmentally sustainable and designed in a manner that respects the character, appearance and local distinctiveness of the Cotswold District with regard to style, setting, harmony, street scene, proportion, simplicity, materials and craftsmanship.

The proposed development includes a solar array to the far north of the site, adjacent to existing commercial units at Love Lane, and separated from views from the south by existing woodland. There are no objections to this element in respect of its impact upon local heritage assets.

In terms of the impact of the proposed dwellings, officers agree that the Old Rectory to the east of the proposed new housing has (and was probably always intended to have) a relatively secluded setting, especially in this direction. Its garden front opens on views to the east. But to the west trees enclose its entrance and it does not have a very direct relationship to the school or the site beyond.

The setting of the school itself would be affected, but this C19 building is a non-designated heritage asset, the significant elements of which would not be physically affected by the proposals. Its setting has already been altered by more modern structures and there are not concerns over the new housing in this respect. The potential siting of the new school hall would not be of concern to officers.

School House on the corner to the south, adjacent to Barton Farm, would to some extent be affected by the proposed development. Part of its setting and significance derives from its village edge location and rural surroundings.

The greater impact would be on Barton Farm itself. As described above, this complex consists of farmhouse and historic agricultural buildings (curtilage listed), as well as some more modern farm structures. The setting of historic farms is very important to their significance. Much of that significance derives from the agricultural surroundings and rural backdrop, as there is such a strong visual and functional relationship between buildings and land. It is typical that farms fall on the edge of settlements, and here Barton Farm is one of the outlying buildings of Siddington village. The approach to the farm along Park Way, views from the lanes in the vicinity, and views from within the complex and the surrounding land all contribute to the setting in which the listed buildings are experienced.

The new housing to the north-west would be perceived in relation to Barton Farm. The masterplan is slightly misleading in showing the 'existing structural' tree belt as fairly mature. This is recently planted. The houses would initially, and for some time, be perceived in views. So instead of open rural views a town edge would be seen, altering the character of Barton Farm's wider setting.

For the above reasons, officers consider the proposed development would be harmful. In terms of heritage impacts, the housing and access would detract from the setting of Barton Farm, and would therefore diminish its significance as a designated heritage asset. There would be harm. This would not be substantial, but has to be weighed against the public benefits in this case.

(e) Highways Impact

The issue of the accessibility of the site has been discussed under section (b) of this report, including the Highways Officer's assessment of it. This section will therefore deal with the highway safety impacts of the development proposals.

Section 4 of the NPPF deals with promoting sustainable transport. In relation to proposed developments that generate significant amounts of traffic movements, para. 32 requires that decisions should take account of opportunities for sustainable transport modes, safe and suitable access for all people and improvements to limit the impact of developments. It states, however, that "Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe."

Para. 34 requires that "Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas." Para. 35, inter alia, states that developments should be designed to give priority to pedestrian and cycle movements and to "create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones."

Local Plan policies 38 and 39 are consistent with the highway provisions of the NPPF in seeking sustainable, safe and suitable accessibility to and within developments and the provision of appropriate levels and forms of on-site parking.

The application site is located to the South west of Cirencester and to the west of the village of Siddington. The site is bordered by class 3 Park Way to the south, Spratsgate to the west and the class 4 Coach Road to the east. Coach Road provides the current vehicular and pedestrian access to Siddington Primary School and a small amount of dwellings to the north. The lane is single working with some provision for passing and traffic calming measures. The highway has no pedestrian facilities or street lighting. The northernmost end continues into a private lane with a public right of way (PROW) access to the Love Lane Industrial Estate. The character of Park Way is a single lane two-way class 3 highway. There are two priority junctions at each end of Park Way with a small section of footway present towards the east connecting Siddington with Coach Road. Park Way has a 30mph zone up until a point 160m west of Coach Road whereby the speed limits changes to the national speed limit of 60mph. The western end of Park Way is typically rural in appearance with verges, hedgerows and no pedestrian facilities.

Spratsgate Lane is a single carriageway, two-way class 3 highway subject to a 60mph speed limit, which has no pedestrian facilities or street lighting and is rural in nature. The highway is regarded as a part of national cycle route 45 and provides access to Cirencester. The Ashton Road/Siddington Road (the village road) is located to the east of the development site and is accessed via a priority junction from Park Way. The highway is subject to a 30mph speed limit and features street lighting and pedestrian provisions.

The applicant has submitted a full Transport Assessment as part of the supporting information and has provided additional information in response to queries raised by the Highways Officer,

including accident records. A copy of the Highways Officer's two letters (dated 02.02.16 and 01.06.16) providing his detailed response are attached to this report and explains his conclusion that the development overall would not have a significant impact upon the local highway network and that, therefore, its residual cumulative impact would not be severe, having regard to para. 32 of the NPPF. His conclusion includes his assessment that "The lane [Park Way] is perceived to be narrow, which in itself acts as a means of slowing vehicles down. Widening of Park Way, other than the small section required for the access may result in increased vehicle speeds. Furthermore, the proposed re-profiling of the hedgerow to improve forward visibility around the bend south west of the access may encourage greater speed as drivers can see further ahead. It is therefore agreed to keep the hedgerow in its current location. MfS [Manual for Streets] states that reducing forward visibility is a means of reducing speed. Furthermore, the improvements would not be required in order to make the development acceptable and would not pass the tests of planning conditions; moreover there have been no recorded personal injury collisions along Park Way and in particular the bend south west of the access. This suggests, although narrow and perceivably not ideal, that there are no inherent safety issues with the [Park Way] highway layout which would require improvements to be undertaken or mitigated for by the development."

On this advice, officers raise no objection to the proposals in terms of highway safety.

(f) Community Benefits

At the heart of the NPPF is the presumption in favour of sustainable development that, when it can be demonstrated as being sustainable, should be permitted without delay. This is a 'golden thread' that runs through the document and is relevant to the requirement for local planning authorities to boost significantly the supply of housing. As has been explained in section (a) of this report, the fact that the Council can demonstrate a 5 year housing land supply for the emerging Local Plan period should not be considered a barrier to approving other sites as they come forward where it can be demonstrated that they also sustainable. In this context, the opportunity afforded by the current application to add to a continual supply of housing is important and should clearly be considered a planning benefit, particularly in respect of the delivery of Affordable Housing.

The applicant also proposes other benefits over and above policy requirements to be assessed in the balance of the determination of the application. Officers' response to each of the benefits is undertaken as follows.

Affordable Housing

In providing a continuous housing supply, the NPPF requires the delivery of a wide choice of homes (para. 50) to create sustainable, inclusive and mixed communities. This should be achieved by

- planning for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identifying the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, setting policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

The current Local Plan Policy 21 requires the provision of up to 50% Affordable Housing where a need can be demonstrated. Policy H2 (Affordable Housing in Principal Settlements) of the Reg. 19 Submission Draft document for the emerging Local Plan proposes up to 40% on non-'brownfield' sites. The latter percentage is that sought in respect of the draft strategic site policy

(Policy S2). Policy 21 of the current Local Plan is the development plan policy for determining applications at present due to the status of the emerging Local Plan.

The applicant has confirmed preparedness to comply with the policy requirement, but is currently dissatisfied with the 50% provision being requested and asks the Council to refer to the work undertaken for the purposes of providing the evidence base for the emerging Local Plan and, on this basis, suggests that the affordable housing requirement is only 34%. Due to the fact that the Reg. 19 policies, and the evidence supporting them, have yet to be tested, officers are nevertheless applying the requirements of Policy 21 in assessing current applications.

Notwithstanding the applicant's position, in accordance with the Local Plan policy, the Council would therefore expect 50% provision of affordable housing in this instance based on need and subject to viability. If it is being proposed that less than 50% of the homes will be affordable on this development, the applicant should provide a full viability assessment demonstrating why this is not feasible. No such viability assessment has been provided to date. As such, the Housing Enabling Officer's comments are as follows:-

"We consider different sources of information when assessing need. A recent search of Gloucestershire HomeSeeker, the housing register, has shown that 285 households with a connection to Cotswold district are registered for rented affordable housing in Siddington. At least 38 of these households also have an identified relevant local connection with the parish of Siddington. However, it is important to remember that the Housing Register provides a snapshot view of the current need for rented accommodation only. These figures will slightly underestimate the number of people with connections because some households will have family and work connections which will not have been identified by this search.

The district wide Housing Needs Assessment (HNA November 2009) found an annual requirement for 535 additional affordable housing units in Cotswold District however the updated Strategic Housing Market Assessment (March 2014) states the annual requirement has now risen to 574 additional affordable housing units. The parish of Siddington is in the South Cerney sub-area of the HNA and was assessed as having a gross annual need for 84 affordable homes. In accordance with the latest district wide Housing Needs Assessment we would normally be seeking the following mix:

25% x 1 bedroom
45% x 2 bedrooms
20% x 3 bedrooms
10% x 4 or more bedrooms

In accordance with our current Supplementary Planning Document (SPD) two-thirds of the affordable homes should be for rent, with the larger houses of 4 bedrooms or more being social rent properties. The remaining third should be subsidised low cost home ownership. In accordance with the findings of the HNA we prefer the 2 bedroom units to be houses rather than flats. We also prefer the shared ownership properties to be 2 or 3 bedroom units. The details of tenure, number of bedrooms and size of units should be included in the negotiated S106 agreement. The District Council's Affordable Housing Supplementary Planning Document contains a template for this document. This includes the following requirement in relation to the size of homes to be provided:

one bedroom 2 persons flats of not less than 45 sq. metres;
two bedroom 3 persons flats of not less than 55 sq. metres;
two bedroom 3 persons bungalows of not less than 65 sq. metres;
two bedroom 4 persons houses of not less than 75 sq. metres;
three bedroom 5 persons houses of not less than 85 sq. metres;
four bedroom 6 persons houses of not less than 95 sq. metres;
Having regard to existing stock and current needs information we would suggest the following mix for this development based on 50% of 88 units:

Rent:

12 x 1 bed 2 person house/flat
 10 x 2 bed 4 person houses
 4 x 3 bed 6 person houses
 2 x 4 bed 7 person houses (let at social rent level)
 1 x 5 bed 9 person house (let at social rent level)
 Shared ownership:
 10 x 2 bed 4 person houses
 5 x 3 bed 5 person houses

The development should be tenure blind, with the affordable homes distributed evenly across the site, and should comply with all of the other requirements of the affordable Housing Supplementary Planning Document (SPD). The local connection cascade as set out in the S106 template within the SPD would apply. The affordable homes should also comply with the appropriate current construction standards.

It has not been possible to identify the proposed location of the affordable homes using the submitted Location Plans and additional submitted drawings. However we would make an additional comment that any proposed affordable homes should have individual access directly off the adoptable road including on plot parking, not private access roads and parking courts etc. as the latter increases management and maintenance costs (for what are intended to be affordable homes). Any alternative proposal other than individual access would not promote a tenure blind development as the affordable homes would be easily identifiable from their shared parking arrangements."

Due to the fact that no final percentage of provision has yet been agreed and that there is therefore no mechanism in place for delivery, officers recommend that the application should be refused to ensure that this issue is addressed as part of the forthcoming appeal. In the event that the matter can be resolved prior to the Committee Meeting, Members will be updated.

Relief Sewer

The applicant offers to provide an over provision of the sewerage infrastructure by increasing the size of the pipework that would be necessary to serve the proposed development in itself to connect to the Shorncote Sewage Works to a size that would also accommodate the existing Chesterton estate to which it could be connected to improve the sewerage system to that part of the town. Thames Water are positive about this proposal.

Education Contributions & School Hall

Following consultation, the Glos County Council (GCC) Economic Development & Strategic Planning Officer has made the following comments:-

"The requirement here is for a primary contribution of to cover the shortfall of eleven places arising from the impact of this development - in 2019/20 there is forecast to be 11 surplus places with a yield of 22. Across the secondary sector there is some variation but overall there is a significant shortage within the catchment for which a contribution covering the full amount is required.

The Primary contribution is: 11 x £12359 (Siddington School);

The secondary contribution will be: 13.2 x £18848 to Kingshill School (or Deer Park);

A library contribution is also required (88 x £196 = £17248)."

The applicant is, however, providing the opportunity for the construction of a new school hall to serve Siddington Primary School, as indicated on the masterplan. The applicant contends that this would allow the existing sub-standard school hall to be converted into classrooms which would increase the capacity of the school to 110 pupils. Consequently, the applicant suggests

that GCC accept the school hall in lieu of the primary contribution, and reduce the secondary education contribution to reflect the difference between the cost of the school hall and the primary education contribution.

For example, if the school hall would cost the developer £250k to build, the primary education contribution would not be paid and would only pay £113,094 towards secondary education (based on the figures suggested by the County). In the event that GCC are not agreeable to this suggestion, then the applicant would be prepared to pay the requested contributions.

GCC are not currently convinced that the payment towards the new hall would accord with the requirements of the CIL Regulations and therefore maintain the requirement for the contributions as currently set out.

Due to the fact that no final agreement has yet been and that there is therefore no mechanism in place to provide delivery of the contributions, officers recommend that the application should be refused to ensure that this issue is addressed as part of the forthcoming appeal. In the event that the matter can be resolved prior to the Committee Meeting, Members will be updated.

Solar Array

The proposals include an area of approx. 0.4 ha of the application site given over to the provision of solar panels. Positioned beneath the existing overhead power lines at the northern tip of the application site, the panels would be connected to the national grid and would therefore assist in providing a source of renewable energy to the wider community. Such development accords with section 10 of the NPPF, which states that the delivery of energy infrastructure is central to economic, social and environmental dimensions of sustainable development (para. 93). Policy 2 of the Local Plan accords with the NPPF's positive approach to such development.

Officers' assessment of the application proposals, as stated earlier in this report, confirms that no landscape or other objections are raised in relation to this element of the proposals.

(g) Other Matters

Following consideration of the supporting information, no objections are raised by officers in respect of the potential impacts upon the trees the subject of existing Tree Preservation Orders, subject to the assessment of the detailed layout under future Reserved Matters. Officers are content that the proposals indicated can, in principle, be sited to ensure that no material harm would be caused to the trees, having regard to Local Plan Policy 10.

Similarly, officers have had full regard to the ecological survey and proposed mitigation for biodiversity in accordance with section 11 of the NPPF and Policy 9 of the Local Plan. The Extended Phase One Habitat Survey & Assessment and the Great Crested newts, Bat, reptile and Dormouse Surveys identified the application site's habitats as being arable, species rich hedgerows, mature trees, pond, ditches and broadleaved woodland and broadleaved plantation woodland. Within these habitats a low population of common lizards and a breeding population of great crested newts and a low foraging use by bats were identified.

As such a mitigation strategy for the great crested newts would be required and the Great Crested Newt Ecological Mitigation Strategy has been submitted, which provides the detail of the mitigation necessary which refers to the need for habitat corridors & connectivity, the retention of existing habitats suitable for newts and the need for a construction environmental management plan.

The submitted illustrative masterplan drawing shows how the proposed habitats can be retained and other areas enhanced to compensate for the loss of the plantation woodland areas. Whilst better connectivity could have been designed into the scheme along the eastern boundary above the identified GCN pond area, the plan clearly shows how overall mitigation and ecological

enhancements could be achieved and the most important mature trees and wildflower areas retained.

Subject to the delivery of the mitigation proposals, the development would not cause harm to GCN or bats or birds and therefore the policy and guidance requirements of Policy 9 of the Cotswold Local Plan, the NPPF (including section 11) and the NPPG are all met.

9. Conclusion:

The proposed impacts of the development proposals, both positive and negative, have been fully assessed by officers and the conclusions of that exercise are finely balanced. Nevertheless, whilst the issues outlined in section (f) are considered to provide community benefits, officers are of the opinion that, in the event that agreement is reached for the mechanism of delivery in respect of Affordable Housing and education contributions, they are considered to be insufficient to outweigh the harm described in terms of the unsympathetic effect upon the existing pattern of development of the area, and landscape and historic heritage impacts. Consequently, officers recommend that the Committee refuse the application for the reasons given.

10. Refusal Reasons:

The application site is an area of previously undeveloped land adjoining Love Lane Industrial Estate and the edge of Siddington village. The proposed development would result in an isolated and incongruous residential enclave within open countryside, poorly related to existing residential areas of Cirencester and Siddington, that would fail to reflect, and integrate with, the existing pattern of development of the area. Consequently, the proposals fail to accord with the provisions of section 7 of the NPPF.

The proposal would represent encroachment of built development into the countryside and is situated within the buffer area between Cirencester and Siddington. The scale and massing of built form, along with the proposed access, would have an urbanising effect and form an isolated, incongruous development in the countryside. The proposed mitigation planting will not overcome the potential harm to the character. The proposal is contrary to NPPF and Cotswold District Local Plan policies 42 and 45.

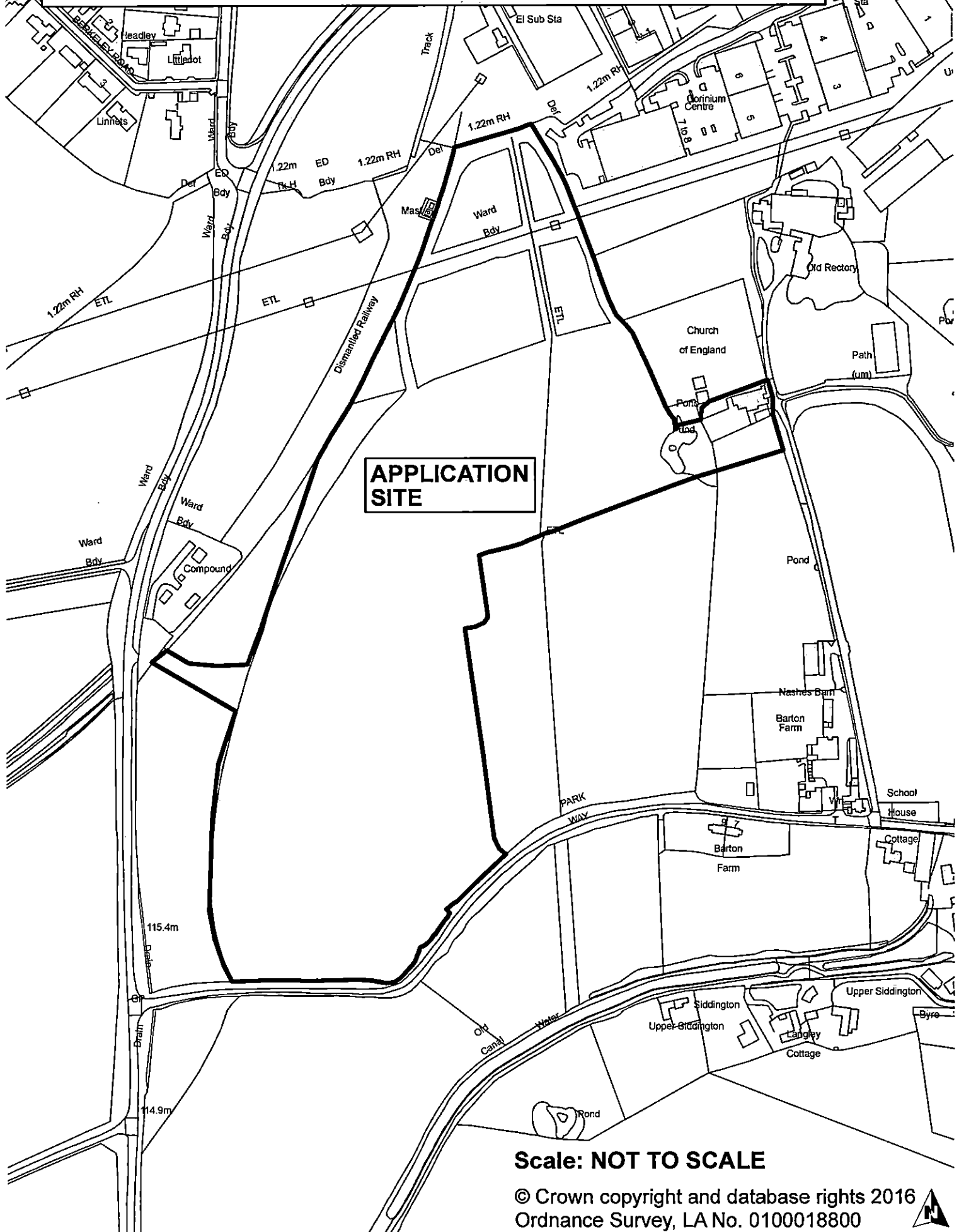
There are listed buildings close to the application site, specifically the Old Rectory, School House and Barton Farmhouse, along with its associated curtilage listed historic agricultural buildings. The Local Planning Authority is statutorily required to have special regard to the desirability of preserving their setting, in accordance with Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990. The proposed development would be harmful due to the fact that the housing and access would detract from the setting of the Grade II listed Barton Farm, and would therefore diminish its significance as a designated heritage asset. In considering the harm to the designated heritage asset, it is considered that there are no public benefits that would outweigh that harm. Consequently, the proposals would fail to accord with the provisions of section 12 of the NPPF.

The proposed development would be subject to the requirement for the provision of Affordable Housing, financial contributions towards education, libraries and the provision of public open space. The absence of a Section 106 Legal Agreement means that there is no mechanism in place to secure these contributions. Without these contributions, the proposals would be unacceptable and would therefore be contrary to policies 21, 34, 43 and 49 of the Cotswold District Local Plan and paragraphs 203, 204 and 206 of the NPPF.

Land To The South Of Love Lane, Cirencester

16/02360/OUT CT.9143/B

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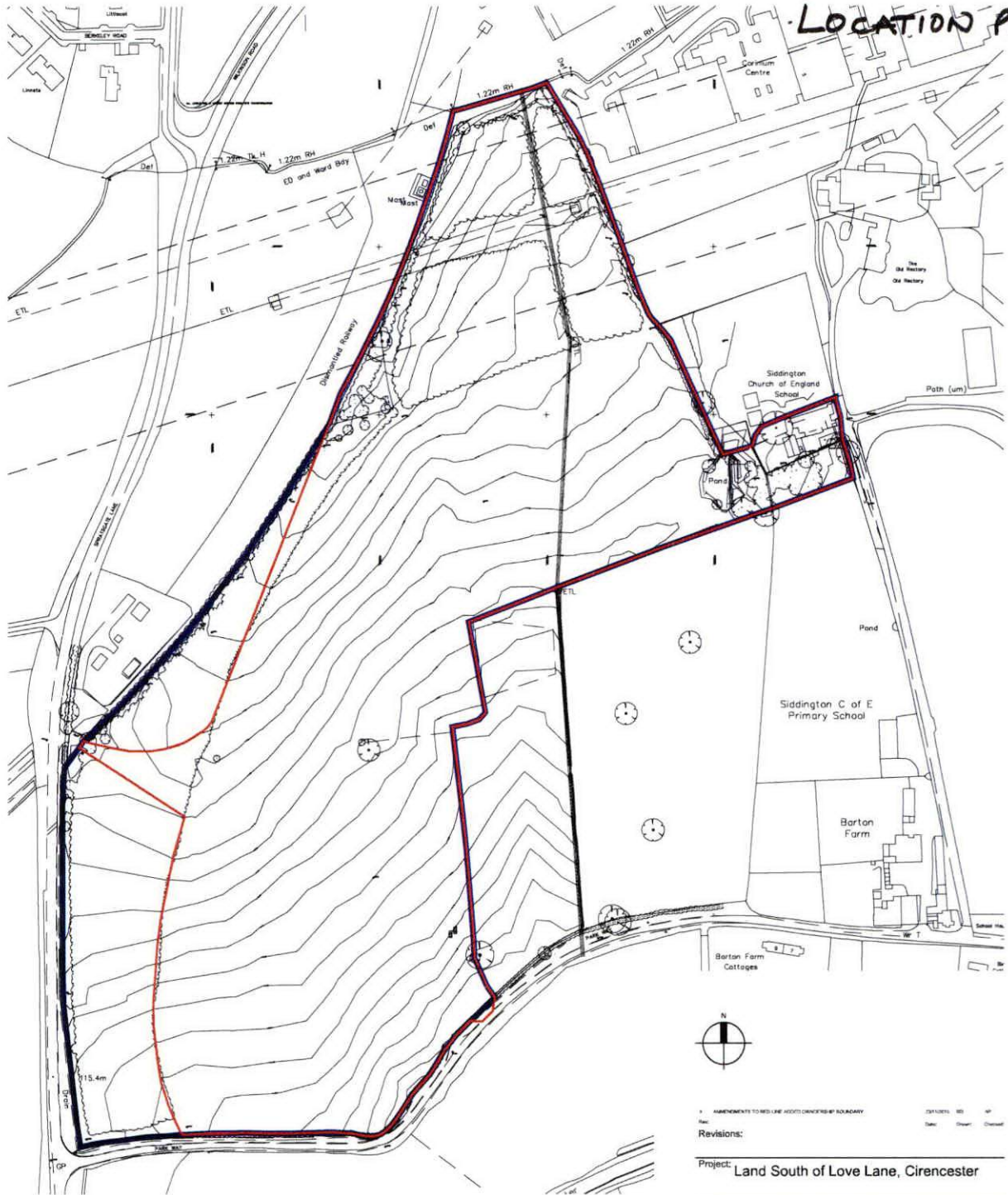
APPLICATION SITE

Scale: NOT TO SCALE

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LOCATION PLAN.



APPLICATION BOUNDARY



OWNERSHIP BOUNDARY



AMENDMENTS TO RED LINE ABOVE DENOTES BY BOUNDARY

REV.	DATE	BY	CHKD.
Revisions:			
Project: Land South of Love Lane, Cirencester			
Client: Great Gable Ltd			
Title: Site Ownership and Application Boundary Plan			
Drawing number:	15024.106		Rev: A
Status:	FOR INFORMATION		
Drawn By:	Checked By:	Date:	Scale @ A3:
AP	BD	23/11/15	1:2500

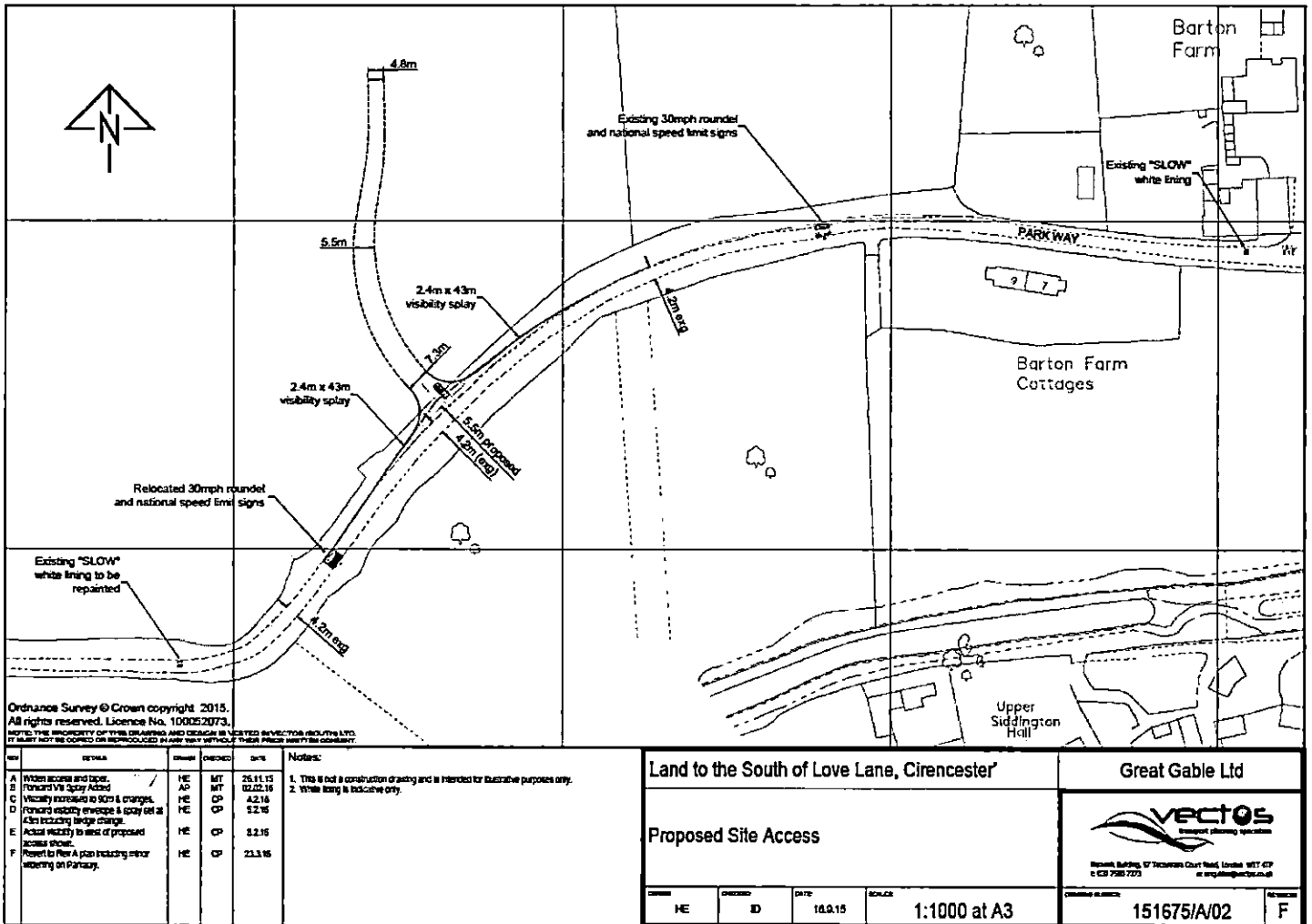


- Key**
- Existing structural vegetation (trees) to be protected and retained
 - Proposed new structural planting
 - Site boundary
 - Existing hedge to be retained
 - Areas of proposed hedge and hedgerow
 - Refer to Drawing 15024_107 for Gas Exemptions
 - Proposed new footpath
 - Opportunity for new site access
 - Proposed swales providing attenuation of surface water and wetland habitat corridors
 - Attenuation of surface water and wetland habitat corridors
 - Proposed new cycle path links through development
 - Proposed Greenwater Relief Sewer
 - Proposed new access lane aligned along restored hedgerow line with willow grass verges to reflect character of local lanes. Lane positioned to avoid existing trees & be enclosed on both sides by native hedgerow planting
 - 1. Proposed grass verges to reflect character of local lanes. Lane positioned to avoid existing trees & be enclosed on both sides by native hedgerow planting
 - 2. Opportunity to create areas of open space, woodland, orchard & meadows for informal recreation & green infrastructure. Green spaces integrate existing landscape features, provide landscape & biodiversity enhancement & protect important habitats, such as the pond west of the school. Refer to master plan ref. MHP 15024_102 for detailed proposals.
 - 3. Opportunity to create forest school area associated with primary school. Refer to master plan ref. MHP 15024_102 for detailed proposals.
 - 4. Proposed surface water attenuation basin to filter & hold silt runoff with oversized & deeper sections creating wildlife pond & wetland areas to create SUDS pond to attenuate and filter all site runoff. Opportunity to create community benefits such as a thing & school wildlife pond
 - 5. Potential future cycle and pedestrian link to Chesterton extension through Spratsgate Lane
 - 6. Restoration and re-establishment of historic field patterns & native field hedges forming part of the whole site landscape & ecological enhancements.
 - 7. Location of proposed relief sewer connecting site to Shortcote Sewage Works



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 15/05165/OUT.
 25

PROPOSED ACCESS
DETAIL.



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REV	DETAILS	ISSUED	DRAWN	DATE
A	When access and taper.	HE	MT	26.11.15
B	Forward V/S spray added	HE	MT	02.02.16
C	Visibility increases to 50m & changes.	HE	CP	4.2.16
D	Forward visibility envelope & spray set at 43m including ledge change.	HE	CP	5.2.16
E	Actual visibility to west of proposed access shown.	HE	CP	8.2.16
F	Revert to Plan A plan including error spacing on Parkway.	HE	CP	23.3.16

Notes:
1. This is not a construction drawing and is intended for illustrative purposes only.
2. White lining is indicative only.

Land to the South of Love Lane, Cirencester

Proposed Site Access

HE	ID	DATE	SCALE
HE	ID	16.02.15	1:1000 at A3

Great Gable Ltd

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PROJECT NUMBER	151675/A/02	REVISION	F
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Planning Statement

Outline application for the erection of up to 88 dwellings, new vehicular access off Park Way,
erection of a new purpose built school hall and provision of solar park

For Great Gable Ltd
Our ref: 3838 | June 2016



Contents

- 1.0 Introduction
- 2.0 Site Context
- 3.0 The Proposed Development
- 4.0 Relevant Planning History and Planning Context
- 5.0 Planning Considerations
- 6.0 Summary and Conclusions

Appendices

- A Appeal Decision, Mickleton APP/F1610/A/14/2228762
- B Appeal Decision, Fairford APP/F1610/A/14/2213318
- C Appeal Decision, Weedon Bec APP/Y2810/A/14/2228921
- D Appeal Decision, Honeybourne APP/H1840/A/13/2205247
- E Appeal Decision, Willersey APP/F1610/A/2227938

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1.0 Introduction

- 1.1 This Planning Statement has been prepared by Hunter Page Planning Ltd on behalf of Great Gable Ltd to accompany a planning application for the development of land south of Love Lane, Cirencester.
- 1.2 The application proposes the erection of up to 88 dwellings to include a new vehicular access off Park Way, new pedestrian and cycle links to the wider area, ecological enhancements, strategic landscaping and associated infrastructure. The application also proposes a new solar park to the north of the site and significant improvements to Siddington Primary School, including improved access facilities and the erection of a new purpose built school hall.
- 1.3 This statement should be read in conjunction with the accompanying application documents; including:
- Illustrative masterplan
 - Topographical Surveys
 - Design and Access Statement
 - Transport Assessment
 - Draft Residential Travel Plan Framework
 - Landscape and Visual Assessment
 - Flood Risk Assessment and Drainage Strategy
 - Extended Phase 1 Survey and Assessment and Great Crested Newt, Bat, Reptile and Dormouse Surveys
 - Great Crested Newt Ecological Mitigation Strategy
 - Arboricultural Report
 - Ground Investigation
 - Preliminary Contamination Risk Assessment
 - Waste Minimisation Strategy
 - Statement of Community Engagement
- 1.4 Details relating to the design philosophy of the proposal are provided within the accompanying Design and Access Statement.
- 1.5 Great Gable has adopted a proactive and collaborative approach to engaging with the local community and other relevant stakeholders. From the outset, Great Gable has committed to consult and engage with existing neighbouring communities to

understand local needs and concerns and where appropriate, incorporate those needs as part of the proposals. Pre-application meetings with local stakeholders and the local community, presentations and a public exhibition have all allowed Great Gable to gather a variety of feedback and comments from the initial stages of the process right through to the design process.

- 1.6 In accordance with section 38(6) of the Planning and Compulsory Purchase Act 2004, this statement will appraise the policies contained within the Development Plan for the area and will address all other material considerations relevant to the development proposed, including the National Planning Policy Framework (The Framework).

Siddington – Matters for Change

- 1.7 The Siddington Parish Plan has identified a number of key objectives for change. The Parish Council has secured many of those objectives, but there are a few that remain to be fully resolved. The following remaining issues can all be delivered in full, or part, by Great Gable's proposals:
- The installation of a multi-use games area.
 - Work with the school to try to increase the amount of support that the school receives from the community.
 - Pressure on Thames Water to resolve flooding issues.
 - Improve or create footpath/cycleway provision from the village centre to North Siddington and to the Deer Park School.
 - Establish the demand for a bus service for Deer Park School / Cirencester College students.

Siddington – An Aging Population

- 1.8 A key national and local planning aim in securing sustainable development is to maintain mixed and balanced communities. National census data indicates that the population of Siddington is growing older with young people and families being lost. Between 2001 and 2011:
- The proportion of over 59 year olds within the Parish has risen from 27% to 35%, an increase of 26%. By comparison 22% of the population of England is 59 or over.

- The total population of the Parish has actually reduced, though the number of households has increased. In England over the same period the population and number of households increased by 8%.
- The number of single people living alone in Siddington has increased by 12% and married couples with children reduced by 8%.
- The number of economically active people has reduced by 13% and the retired increased by 23%.

1.9 By providing a mix of housing designed for young people and families, Great Gable's development proposals could help to redress the aging trend of the Parish.

2.0 Site Context

- 2.1 The application site is located immediately south of Cirencester's southern edge to the west of Upper Siddington and Siddington Village. The site is comprised of a predominantly level, irregular shaped, pastoral field measuring approximately 10.86 hectares. Spratsgate Lane adjoins the western site boundary and Park Way adjoins the southern site boundary.
- 2.2 To the western edge of the site is an established area of predominantly deciduous species plantation. A further area of predominantly deciduous species plantation is also present at the northern end of the site which also encompasses a protection zone containing overhead electricity cables and pylons. Both of these plantations are subject to a group Tree Protection Order. There are mixed species deciduous boundary hedges to the south, west and eastern boundaries with a few weak hedgerow trees along the southern boundary. A small pond with tree copse is situated midway along the eastern boundary which adjoins the school grounds. There are also 2 field trees present within the site which are also protected.
- 2.3 To the north east of the site is Siddington Primary School which is currently accessed via a narrow private road off Park Way. Directly to the north is the Love Lane industrial estate and to the northwest boundary is a disused railway corridor. A Gas Valve Compound also adjoins the western boundary of the site where it meets the railway and Spratsgate Lane.
- 2.4 There are also a number of designated heritage assets within the vicinity of the site which include Barton Farmhouse and the School House (Grade II listed) and The Old Rectory (Grade II listed). However, there are no designated heritage assets recorded within the application site itself.
- 2.5 The site is currently accessed from 2 separate locations. There is a double gated access off Spratsgate Lane which adjoins the Gas Valve Compound. There is also a further metal field gate access from Park Way on the southern boundary. There are no public rights of way within the site; however, there is a network of public rights of way to the east.
- 2.6 The site is not subject to any formal landscape designation.

3.0 The Proposed Development

- 3.1 The proposal is for the development of land south of Love Lane consisting of:
- The erection of up to 88 much needed new market and affordable dwellings;
 - Provision of a new vehicular access off Park Way;
 - New and improved pedestrian and cycle links to the wider area;
 - Provision of a solar park to the north of the site;
 - Improvements to Siddington Primary School, to include improved vehicular and pedestrian access facilities, the erection of a new purpose built school hall, and provision of a forest school;
 - Improvements to Park Way to make it safer for vehicles;
 - Ecological enhancements;
 - Strategic landscaping; and
 - Associated infrastructure, including the provision of new foul drainage infrastructure.

- 3.2 The application is in made in outline form with all matters reserved for future consideration with the exception of access which is proposed to be dealt with under this application. The application is accompanied by an indicative Masterplan and design coding as set out within the accompanying Design and Access Statement.

Means of access

- 3.3 As set out above, access is proposed to be determined at outline stage. It is proposed that the development will be served off a new vehicular access directly off Park Way to the south of the site. The proposed access will be a simple priority junction which will have sufficient capacity to accommodate the traffic demand associated with the proposed development.
- 3.4 Pedestrian and cycle access will be provided via a number of different routes, including Coach Road, Pound Close and Love Lane.
- 3.5 The precise alignment and design of the internal access road will be dealt with under the subsequently reserved matters.

Solar Park

- 3.6 With regards to the proposed solar park, it is proposed to site this facility to the north of the site beneath the overhead power lines which transect the site. The area of land that the solar park would cover measures approximately 0.4ha. Whilst the application is in outline form, it is envisaged that the arrays would be positioned across the site in rows with approximately 3-4m spacing to avoid inter-row shading. The arrays would be mounted on a simple metal framework driven into the ground. There would be no concrete foundations required as part of the installation process and there would be no requirement to level the ground. The maximum height of the arrays would be less than 3.0 metres above ground level. The panels would be mounted at an angle of approximately 25 degrees and orientated towards the south in order to maximise exposure to solar radiation.
- 3.7 The solar park will require a transformer station within the site which would be used to increase or decrease the voltage of the electricity generated by the solar panels to a level compatible with the local electricity network to which it would be exported. It is envisaged that the transformer station would be contained within a cabinet and finished in a neutral colour. The solar park will in turn connect to a substation off site to facilitate a connection into the grid.

Improvements to Siddington Primary School

- 3.8 Siddington Primary School was opened in 1860, and built out of the stones from St Mary's church which was located nearby. The school is partnered with Kemble School, which makes it more sustainable. The Head teacher leads the school with a dedicated band of three teachers and three assistants, and an active Board of Governors made up of the Vicar, members of the diocese, Siddington community, the Local Authority, and parents. There are three classes with about 20 pupils in each class and a caring professional staff of three teachers and three assistants who deliver a broad curriculum. The small class sizes help provide the support that the pupils need. At the end of school there are clubs for music, ICT and the arts. The school is a crucial part of Siddington and plays an important part in making Siddington a sustainable community.
- 3.9 As set out in the introduction, due to the demographic changes in the village there is a low proportion of families and a high proportion of the elderly. This has made it

difficult to fill the school to its maximum potential. According to the Education Authority, a socially mixed housing scheme of 88 houses would generate in excess of 22 primary school pupils, which could fill the school up to its present capacity of 84 pupils.

- 3.10 The vehicular access to Siddington School is well below standard with a narrow single track lane which causes congestion. The visibility onto Park Way is very poor making it dangerous. There is also no space for drop off or visitor parking adjacent to the school. The proposed vehicular access road from Park Way would link directly to the school grounds, providing a safe drop off point for the pupils. The existing car park would remain for staff. This would substantially reduce the car use in Coach Road, so making it safer for pupils walking and cycling to the school. Pedestrian access to the School will remain for those walking or cycling along Coach Road.
- 3.11 The school hall is below the minimum standard size for a school of this number of pupils and therefore this application also proposes to construct a new purpose-built school hall with a floor area of 140 square metres. Building a new hall to the education authority's standards within the school grounds would enable the school to increase its numbers to 110 pupils. The ability of the school to operate, be efficiently funded and survive would therefore be facilitated by these proposals.
- 3.12 Currently pupils have no access to 'Forest School' facilities or ecology/ponds/wild areas which limits pupil experience. A Forest School facility within the existing and new woodland; access to the new pond in the south of the site; and access to the Solar Park to the north will be made available to the school for educational purposes.
- 3.13 Addressing these issues will improve the facilities and the usability of Siddington Primary School, increasing functionality and the ability of it to function and meet today's expectations for a modern thriving school.

Drainage

- 3.14 Following public consultation, it is clear that the Cirencester sewers are overstretched and is a source of considerable concern and distress to local residents; especially residents in Siddington who bear the brunt of the foul flooding issues. The sewer flooding is deemed to be generated by uncontrolled stormwater and groundwater ingress into the sewer, which take up a large proportion of the sewer capacity during storms and when groundwater levels are at their maximum.

- 3.15 In order to address the foul flooding issues, it is proposed to install a relief sewer to divert a large proportion (800-900 properties) of the drainage from the existing Somerford and Chesterton estates. This would divert a considerable foul flow from running down Wilkinson Road and into the Siddington trunk sewer.
- 3.16 In response to this, Great Gable Ltd have spent a considerable amount of time and resources developing a foul drainage solution which will help address many of the existing drainage problems experienced by the residents of Cirencester and Siddington. Not only will the drainage solution adequately serve the development, it will divert a large proportion (800-900 properties) of the drainage from the existing Somerford and Chesterton estates. The drainage solution can also be designed to accommodate the Chesterton urban extension. The latest foul drainage proposals are shown on the enclosed foul drainage plan (Drawing No. C001 Rev. A).
- 3.17 Following a positive meeting with Thames Water on the 21st April 2016, it has been advised that they have carried out upgrades to the Shorncombe sewage treatment plant in order to provide sufficient capacity for planned development in the catchment area up to 2026. Thames Water indicated that subject to detailed hydraulic checks, the inclusion of the 800 or so existing properties to the 88 houses represented by this scheme into the proposed sewer diversion should ensure that there was sufficient volume within the sewer to maintain velocity of flow and help avoid septicity issues.
- 3.18 Thames Water welcomed the gravity sewer design and is positive that it will be a workable solution, subject to agreeing a detailed design. It was also pointed out that a good business case could be made for the gravity solution as it would represent a considerable capital and revenue cost saving to Thames Water and the developers, due to the avoidance of constructing a major pumping station, energy charges for pumping, pump maintenance charges and the routing of the rising main along the highway.
- 3.19 In terms of implementation, following the granting of planning permission, a Section 185 Diversion Agreement can be drawn up, which would primarily permit the diversion of the flow from the 800 or so Chesterton properties whilst allowing the flow from the proposed 88 properties to connect. This would permit a contractor selected by the developers to carry out the drainage installation works under Thames

Water inspections, which would be considerably cheaper than a Thames Water sewer requisition route. On completion the sewer diversion would become an adopted public sewer.

- 3.20 Importantly, subject to gaining planning permission in a reasonable timeframe, Great Gable Ltd can deliver a suitable, practical and achievable foul drainage solution well ahead of the Chesterton urban extension. This will deliver immediate benefits to whole of the Cirencester community, with consequent improvements in the health, wellbeing and peace of mind of the residents of Siddington.

Draft heads of terms

- 3.21 The Planning Practice Guidance states that planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. These tests are set out as statutory tests in the Community Infrastructure Levy Regulations 2010 and as policy tests in the National Planning Policy Framework.
- 3.22 The Council's policy on planning obligations is set out in policy 49 of the Local Plan. It states that In order to achieve sustainable development, proposals will only be permitted if the social, economic and environmental impacts of the development are satisfactorily mitigated, or compensated for, and the service and infrastructure needs generated by the development are fully met. It follows that where appropriate, the Council will impose conditions, or seek planning obligations, to secure the provision or improvement of community infrastructure and services that would be made necessary by, and directly related to, the development, having regard to the type, location, scale and cumulative impact of the development proposed.
- 3.23 At this stage, it is envisaged that the proposed development will provide the following:
- Provision of affordable housing in line with policy 21 of the Local Plan.
 - Provision of a new school hall or contributions towards education.
 - Provision of open space and play facilities.

4.0 Relevant Planning History and Policy Context

Relevant Planning History

- 4.1 There is no planning history which is considered to be relevant to this current proposal.

Planning Policy Context

- 4.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan relevant to this site currently comprises the saved policies of the Cotswold District Local Plan to 2011 (adopted April 2006).

Cotswold District Local Plan to 2011 (adopted 2006)

- 4.3 Relevant policies for the application proposal comprise the following:

The Cotswold Environment

- Policy 2: Renewable Energy
- Policy 9: Biodiversity, Geology and Geomorphology

Meeting the District's Housing, Economic and Social Needs

- Policy 19: Development Outside Development Boundaries
- Policy 21: Affordable Housing
- Policy 32: Community Facilities
- Policy 34: Landscaped Open Spaces And Play Areas in Residential Development

Well Developed Infrastructure

- Policy 36: Sustainable Transport Network
- Policy 38: Accessibility to and Within New Development
- Policy 39: Parking Provision

Rising Standards and Ensuring Quality

- Policy 42: Cotswold District Design Code
- Policy 43: Provision For The Community
- Policy 45: Landscaping in New Development

- Policy 46: Privacy and Gardens in Residential Development
- Policy 47: Community Safety and Crime Prevention

Planning Obligations and Conditions

- Policy 49: Planning Obligations and Conditions

- 4.4 It is of note that the adopted Local Plan is now time expired having reached its intended plan period end date. Therefore, in line with Paragraph 215 of the Framework, the weight afforded to the Local Plan policies should be considered according to the degree of consistency with the Framework.
- 4.5 The Development Plan will also include Neighbourhood Plans, as and when they are adopted. However, neither Cirencester Town Council nor Siddington Parish Council are currently producing a Neighbourhood Plan and have indicated that they don't intend to pursue this option at present.
- 4.6 Other material considerations include the National Planning Policy Framework (the Framework) and its associated Planning Practice Guidance; the emerging Local Plan; relevant adopted Supplementary Planning Documents and Guidance; written Ministerial Statements, Acts of Parliament and appeal decisions.

National Planning Policy Framework

- 4.7 The Government published the National Planning Policy Framework in March 2012. The emphasis throughout the Framework is that of sustainable growth. The Framework represents a key change in direction for central government in that it reflects a distinct change in attitude towards development. The Framework is clear in that although devolution via localism is the way forward, this in turn increases the level of responsibility on local authorities to ensure that objectively assessed needs for new development are met in a sustainable manner.
- 4.8 At the heart of the Framework is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan making and decision taking. The Framework states that there are three dimensions to sustainable development: economic, social and environmental. These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve

sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

- 4.9 A key planning aim of the Framework is to "boost significantly" the supply of housing. That aim seeks to address a national housing shortage and is just as relevant to Cirencester and its surrounding villages as elsewhere in the nation. Indeed, locally there is an acute issue of affordability to be addressed.
- 4.10 Sustainable development is about change for the better; as detailed within this Planning Statement, Great Gable's development proposals have been devised to meet that objective.

Emerging Cotswold District Local Plan 2011-2031

- 4.11 Cotswold District Council is currently working on developing a new Local Plan that will provide a growth strategy for the District up to 2031. In January 2015, the Council published the 'Development Strategy and Site Allocations DPD'. It includes both strategic policies and site allocations for housing, employment and other uses. It builds upon the Council's 'Preferred Development Strategy' first published for consultation in May 2013.
- 4.12 The Development Strategy and Site Allocations document states: *'Good practice in spatial planning is for strategic-level growth is to focus on the most sustainable locations. In Cotswold District, as in many other areas across the country, the optimum location for this level of growth is the edge of existing large settlements. This is because incremental growth reduces environmental impact and enables cost-effective integration with existing infrastructure. About 25% of the District's population lives in Cirencester. A third of all employment is based in the town, and it is listed in the top 200 retail centres in the UK.'* It follows that: *'To help Cirencester remain a good place to live and work, and improve its facilities in the future, the town must continue to accommodate a sizeable share of the District's future housing and employment.'*
- 4.13 In light of this, it is evident that Cirencester is a highly sustainable location for growth and therefore, by proxy, this site will also be highly sustainable location for development with good access to local services and facilities.

5.0 Planning Considerations

Principle of Development

- 5.1 Saved policy 19 of the Local Plan states that outside Development Boundaries, and subject to Policy GB.1 and policies for site-specific allocations indicated on the Proposals Map and insets, development appropriate to a rural area will be permitted, provided that the proposal relates well to existing development; meets the criteria set out in other relevant policies in the Plan; and would not:
- a) result in new-build open market housing other than that which would help to meet the social and economic needs of those living in rural areas;
 - b) cause significant harm to existing patterns of development, including the key characteristics of open spaces in a settlement;
 - c) lead to a material increase in car-borne commuting;
 - d) adversely affect the vitality and viability of settlements; and
 - e) result in development that significantly compromises the principles of sustainable development.
- 5.2 It is clear from the reasoned justification (particularly paragraph 3.3.19, but also from the reference to paragraph 15 of the Annex in the superseded PPS7 and the explanation that 'the numbers involved are likely to be very small') that the policy is intended to be very restrictive; apart from replacement, sub-division or conversion, all new dwellings beyond outside development boundaries must be either 'affordable' or encumbered by an appropriate occupancy condition. The policy was devised to conform to a strategy where all new-build open market dwellings beyond development boundaries were deemed to be unwarranted.
- 5.3 In light of this, it is clear that that this proposal contravenes the requirements of policy 19. However, the policy is time-expired, conforms to a superseded strategy, fails to reflect the advice in the Framework in severely restricting rather than significantly boosting the supply of housing, and conflicts with the emerging strategy which identifies Cirencester as the primary focus of growth in the district. It is therefore considered that policy 19 of the Local Plan is 'out of date' and therefore can have little bearing on the determination of this application. This has been confirmed in the recent appeal decision for land to the east of Broad Marston Road in Mickleton (PINS Ref: - APP/F1610/A/14/2228762). A copy of this appeal decision is attached as **Appendix A.**

- 5.4 Paragraph 14 of the Framework sets a presumption in favour of sustainable development. For decision-taking this means:
- approving development proposals that accord with the development plan without delay; and
 - where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in the Framework indicate development should be restricted.
- 5.5 Given that policy 19 of the Local Plan is out of date, it is considered that there is a presumption in favour of permitting this application unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It should also be noted that there are no specific policies in the Framework which indicate that this development should be restricted.

Housing Supply

- 5.6 Paragraph 47 of the Framework identifies a requirement *"to boost significantly the supply of housing"*. The Framework states that this should be achieved by the following measures:
- *"use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;*
 - *identify and update annually a supply of specific deliverable¹¹ sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in*

the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;

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

5.7 As per the first bullet point, there is a requirement to meet the full objectively assessed needs for the area. Paragraph 50 seeks a wide choice of quality homes and on-site affordable provision.

5.8 The Council's position in respect of the five year land supply issue has been the subject of numerous appeals in the last few years. Those include two schemes for residential development in Tetbury – '*Residential development up to a maximum of 250 units, access road and landscaping with all other matters reserved*' at Highfield Farm and '*The erection of up to 39 dwellings and associated works*' at Berrell's Road. Both appeals were allowed by the Secretary of State and the Council subsequently lodged a legal challenge against the decision. The Judge dismissed the challenge and confirmed that the appeal decisions at Highfield Farm and Berrell's Road were lawfully made. The High Court judgement confirmed the Council was unable to demonstrate a 5 year supply of housing land and that an additional buffer of 20% should be added to the 5 year housing figure.

5.9 The most recent independent analysis of the Council's 5 year supply figures was undertaken as part of the Public Inquiry for 120 dwellings on land to the south of Cirencester Road, Fairford (PINS Ref: - APP/F1610/A/14/2213318). A copy of this appeal decision is attached as **Appendix B**. In the decision, issued on the 22nd September 2014, the Planning Inspector stated '*I conclude that the Council is unable to demonstrate a five-year supply of deliverable housing sites*'. The Inspector considered that the Council did not have an Objectively Assessed Need (OAN) and

could not demonstrate that it had the requisite land supply. He stated that 'even on the basis of demographic and employment projections alone, and paying no regard to market signals, the OAN is likely to be higher than the 411 dpa which would have been required if applying only the 2008 household projections.' (our emphasis)

- 5.10 It is evident that the robustness of the Council's 5 year housing land supply figures has recently been called into question and successfully challenged at previous appeals. These appeal decisions form a material consideration in the determination of this application.
- 5.11 In June 2015, the Council released a five year housing land supply update to be used when determining planning applications. The new figures were endorsed by the Council on 11th June 2015 and indicate the Council now has 7.74 years supply of housing land, inclusive of the 20% buffer. However, the OAN figure produced within the report for the period 2011-2031 equates to only 380 dwellings per annum (dpa), with a total annual requirement of just 414 dpa. When compared against the Fairford decision set out above, it is evident that this OAN figure is unsustainably low and calls into question whether the proposed housing supply accurately reflects the actual needs of the District.
- 5.12 However, more recently, the Council published an updated estimate of the Objectively Assessed Housing Needs of Cotswold District (March 2016) which is based on evidence as of February 2016. It concludes that the FOAN for Cotswold District from 2011 to 2031 is 8,400 new homes or an average of 420 dpa.
- 5.13 Notwithstanding this, even if the Council can now demonstrate the requisite minimum supply of housing, it does not in itself mean that proposals for residential development should automatically be refused. The 5 year supply figure is a minimum, particularly where the Local Plan is unlikely to be adopted in the near future, and the Council should continually be seeking to ensure that the housing land supply stays above this minimum in the future. As a result there will continue to be a need to release suitable sites for residential development.
- 5.14 Attention is also paid to the recent appeal decision on land to the east of Broad Marston Road, Mickleton (PINS Ref: - APP/F1610/A/14/2228762). A copy of this appeal decision is attached as **Appendix A**. In the decision, issued on 23/09/2015, the Inspector concluded that Cotswold District Council could demonstrate a 5 year supply of housing. However, the Inspector also concluded that the proposal constituted sustainable development and that the benefits of the proposal

outweighed the potential adverse impacts. Within the decision the Inspector also gave very limited weight to local plan Policy 19. The Inspector states within his decision notice:

"the policy (Policy 19) is time-expired, conforms to a superseded strategy, fails to reflect the advice in the Framework (NPPF) in severely restricting rather than significantly boosting the supply of housing and conflicts with the emerging strategy.."

5.15 In light of the above the Inspector granted the appeal despite Cotswold District Council being able to demonstrate a 5 year supply of housing at that time.

5.16 An appeal for up to 121 dwellings in Weedon Bec, Northamptonshire (PINS Ref: - APP/Y281/A/14/2228921) reiterates the above view (a copy of this appeal decision is attached as **Appendix C**). The Inspector states at paragraph 86:

"For the above reasons, I find that as the Council can demonstrate a 5 year HLS the weighted presumption in favour of sustainable development (NPPF 14) does not apply and the appeal should be determined on the normal planning balance. Nevertheless, the site would be well connected to a village with many local services and none of the harm I have identified would outweigh the benefits of providing more housing and much needed affordable housing in particular."

5.17 An appeal for up to 15 dwellings in Honeybourne in Worcestershire (PINS Ref: - APP/H1840/A/13/2205247) also strengthens this view (a copy of this appeal decision is attached as **Appendix D**). The Planning Inspector stated:

'the fact that the Council do currently have a 5-year supply is not in itself a reason to prevent other housing sites being approved, particularly in light of the Framework's attempt to boost significantly the supply of housing'.

5.18 Additionally, in relation to an appeal relating to a proposal for 100 dwellings in Launceston on Cornwall from April 2014 (APP/D0840/A13/2209757), the Inspector stated that:

'Nevertheless, irrespective of whether the five-year housing land supply figure is met or not, the NPPF does not suggest that this has to be regarded as a ceiling or upper limit in permissions. On the basis that there would be harm from a scheme, or that the benefits would demonstrably outweigh the harm, then the view that satisfying a 5 year housing land supply figure

should represent some kind of limit or bar to further permissions is considerably diminished, if not rendered irrelevant. An excess of permissions in a situation where supply may already meet the estimated level of need does not represent harm, having regard to the objectives of the NPPF.'
(para. 51) (our emphasis)

- 5.19 Furthermore, it is clearly evident that the continuing supply of housing land will only be achieved, prior to the adoption of the new Local Plan, through the planning application process. Allocated sites in the current Local Plan have been exhausted and in order to meet its requirement to provide an on-going supply of housing land, the Council will need to release suitable sites for housing development. If the Council does not continue to release further sites, the land supply is likely to fall back into deficit and the criteria set out in Paragraph 14 of the NPPF will apply. The need to continue releasing suitable sites for residential development represents a significant material consideration in favour of this proposal.
- 5.20 The same position has recently been adopted at appeal in Cotswold District in February 2015 (PINS Ref: - APP/F1610/A/14/2227938) (a copy of this appeal decision is attached as **Appendix E**). In allowing the development for up to 20 dwellings within the AONB at the village of Willersey, the Inspector commented on the Council's five year housing land supply position. He stated that:
- '...it is clear that there have been problems in achieving a five year housing land supply in the past and Council Officers explained in their report of Members that that the five year housing land supply plus a 20% buffer is a minimum supply and that the Council should continually be seeking to ensure that the housing land supply stays above the minimum. As a result there will continue to be a need to release suitable sites outside development boundaries identified in the Local Plan.'*(para.38) (our emphasis)
- 5.21 In allowing the appeal, the Inspector agreed with the officer's overall planning balance which concluded that the benefits arising from the proposal outweighed the limited impacts.
- 5.22 To conclude, whilst the Council has adopted an OAN for development management purposes, this has not been formally tested at examination. Whilst the Council currently suggests that they can demonstrate a 7.74 years supply of deliverable housing, there remains considerable doubt over this figure as is evidenced in the

above mentioned appeal decisions. However, notwithstanding this, the Council's housing policies are out of date in any event since they are time-expired, conform to a superseded strategy, fail to reflect the advice in the Framework in severely restricting rather than significantly boosting the supply of housing, and conflict with the emerging strategy which identifies Cirencester as the primary focus of growth in the district. Consequently, there is a presumption in favour of permitting this development unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Landscape and Visual Impact

- 5.23 **Chapter 11 of the Framework** sets out the approach to conserving and enhancing the natural environment, which centres on the protection and enhancement of valued landscapes.
- 5.24 **Policy 10 of the Local Plan** states that Hedgerows which are visually, ecologically, or biologically important, or historically or culturally significant, shall be retained unless there are overriding reasons for their removal. **Policy 45 of the Local Plan** follows and states that high standards of appropriate landscaping will be required in all developments. Furthermore, any attractive, existing landscape features, such as trees, hedgerows, walls (especially drystone), ponds, streams, and other wildlife habitats should be retained and integrated into all landscaping schemes.
- 5.25 The application is supported with a Landscape and Visual Appraisal which confirms that there are no national or local landscape policies or designations applying to the study site. Consequently, the geographical importance of the site is rated as being of 'site value' (e.g. no features of recognised or protected landscape importance, quality or rarity). The study site is a significant distance from the Cotswolds AONB, with the settlement of Cirencester lying in between, and does not provide a role in the AONB's setting. The landscape of the study site has been assessed and found not to demonstrate physical attributes associated with a valued landscape, as defined by the Framework.
- 5.25 The study site adjoins the southern settlement boundary of Cirencester with the Love Lane industrial estate adjoining the eastern boundary of the Chesterton Strategic Land Allocation. The pylons and movement/noise/light from Spratsgate Lane and the Love Lane industrial estate have an urbanising effect on the sites' character. In

conjunction with the emerging Chesterton allocation, the study site will provide a logical and contained extension to Cirencester. Furthermore, the landscape enhancements and mitigation offered by the proposals will provide a significant enhancement to the local landscape character and also deliver landscape opportunities identified within the National Landscape Character Area.

- 5.26 The Landscape and Visual Appraisal identifies land and landscape features that make an important contribution in separating Cirencester and Siddington. These comprise the open land along Siddington Road (between the River Churn and the disused canal) and the strong belt of woodland along the disused canal. No direct intervisibility was found to be experienced between the study site and Siddington village. Direct intervisibility is experienced from the Thames and Severn Way where it crosses open fields between the disused canal and Siddington Road.
- 5.27 The Landscape and Visual concludes that the proposals will not erode the landscape that provides the important buffer separating Cirencester and Siddington. The individual setting and identity of Siddington village will not be compromised by the proposals; the landscape enhancements provided in the southern part of the site will provide an enhancement to the approach into the village from the west. The landscape mitigation and enhancements offered as part of the scheme will fully mitigate the loss of young plantation and semi improved field. The new woodland edge, hedges and orchard will provide an appropriate and robust new edge to this part of Cirencester and sit comfortably with the emerging strategic extension of Cirencester.

Natural Environment

- 5.28 **Paragraph 109 of the Framework** sets out that the planning system should contribute to and enhance the natural environment by, inter alia, minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing ecological networks that are more resilient to current and future pressures.
- 5.29 **Policy 9 of the Local Plan** states that where the site concerned hosts a priority natural habitat type and/or a priority species, development or land use change will not be permitted unless it is necessary for reasons of human health or public safety or for beneficial consequences of primary importance for nature conservation. Where

development is permitted, the authority will consider the use of conditions and/or planning obligations to ensure the provision of appropriate mitigation and compensatory measures and enhancement of the site's nature conservation interest.

- 5.30 The application is supported with an Extended Phase 1 Survey and Assessment and Great Crested Newt Survey which considered the potential impacts of the proposed development on habitats and protected species. The report notes that there is one Key Wildlife Site (KWS) within 1km of the site. The site is not within or adjacent to a Site of Special Scientific Interest (SSSI) and is not adjacent to a Conservation Road Verge (CRV).
- 5.31 In terms of habitats and flora, the site comprises one large arable field bounded by mixed hedgerows, with areas of mixed/broad-leaved plantation, rough grassland beneath overhead power lines, semi-improved grassland field margins, a pond and in-field trees.
- 5.32 With regards to protected species, the report notes that the majority of the site has little potential for reptiles. No reptiles were recorded during the surveys and the data search showed no records for reptiles. The pond was suitable habitat for great crested Newts and amphibians along with good adjacent terrestrial habitat. However, the majority of the site was not optimum habitat for amphibians. Following subsequent surveys of the pond, great crested newts were recorded as being present. The mature oak trees had potential for roosting bats and bat activity was recorded during the survey work. There was no conclusive evidence of badgers and no setts were seen on site. The hedgerows, trees, broad-leaved plantations and pond side shrubs provide potential nesting for a variety of birds and the data search showed records for many species of farmland and hedgerow bird. The site did not support suitable habitat for water voles, otters and white-clawed crayfish. Hedgerows and plantations were potential habitat for dormice; however, no evidence of nests was found.
- 5.33 Following the assessment of the site, the report makes various recommendations in respect of habitats. In particular, it recommends that any hedgerow loss is mitigated by planting of replacement hedges of native species; the pond and adjacent habitat should be unaffected by the development; any loss of the plantation woodland should be mitigated by planting of areas of native broad-leaved woodland using native trees and shrubs; and all mature/veteran trees are retained and protected during

development work. The indicative masterplan demonstrates that these recommendations have been fully incorporated into the proposed development.

- 5.34 With regards to protected species, the application is also supported with a Great Crested Newt Ecological Mitigation Strategy. The strategy sets out a number of mitigation measures which include habitat creation and enhancement works; capture and exclusion works; relocation of the Great Crested Newts and other fauna; and a monitoring programme. The strategy also forms the basis for a license application to Natural England in due course. The strategy concludes that as a result of the proposals, it is considered that the Favourable Conservation Status of the population of Great Crested Newts in the local area will be enhanced with optimal habitats provided by the proposed development.
- 5.35 Subject to the mitigation measures set out above, the proposed development will have an acceptable impact on ecology and biodiversity.

Heritage Assets

- 5.36 **Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990** imposes a statutory duty on local planning authorities to pay special regard to the desirability of preserving the setting of listed buildings. Furthermore, the Framework sets out that great weight should be given to the conservation of heritage assets. The more important the asset, the greater the weight should be.
- 5.37 **Paragraph 128 of the Framework** states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation. **Paragraph 129** goes on to state that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise.
- 5.38 **Policy 13** of the Cotswold District Local Plan to 2011 echoes the Framework and states that development proposals, including the erection of a new building or other structure, or the use of land, will not be permitted where this would harm the character or setting of a listed building. It is considered that this policy is no longer

consistent with the Framework since any harm now needs to be weighed against the public benefits. The weight that can be afforded to this policy is therefore reduced.

- 5.39 The application is supported with a Heritage Assessment which addresses both the potential physical effects upon below-ground archaeology and potential non-physical effects upon the setting of designated heritage assets. The Heritage Assessment notes that there are no designated heritage assets within the site. However, there are designated heritage assets in the wider site environs. There are no World Heritage Sites, Scheduled Monuments, Registered Battlefields or Parks and Gardens of Special Historic Interest within the study area. Furthermore, no non-designated heritage assets are recorded within the site on the Gloucestershire HER or the English Heritage Archives AMIE records. Medieval ridge and furrow earthworks were formally present within the site, but no longer survive as earthworks.
- 5.40 With regards to the setting of designated heritage assets, the Heritage Assessment considers the potential impact on The Old Rectory and Barton Farmhouse which are both Grade II Listed. The Old Rectory is located approximately 120m to the east of the site. The Heritage Assessment states that The Old Rectory primarily derives its significance from the historical, aesthetic and evidential values relating to its built fabric and internal features. These values will not be harmed by the proposed development.
- 5.41 The setting of the Old Rectory also contributes to its significance, although to a more limited extent. The key setting of the rectory comprises its associated gardens and grounds which are bounded on all sides by mature trees. These grounds are an important surviving element of the building's original 19th-century setting, and original 'secluded' design intent, and are recorded on the 1875 First Edition Ordnance Survey map. As such, they contribute strongly to the historical and aesthetic value of this listed building.
- 5.42 The very secluded setting of the Old Rectory means that there is very little 'experience' of it beyond its gardens. Thus land outside of this contributes very little to its setting and overall significance. The tree belt around the gardens on its western side greatly restricts its visibility from the lane. The retention of the land at the primary school as open space, and the retention of the tree belt on the western side of that field mean that the new housing will have no appreciable inter-visibility with the Old Rectory. Consequently, the setting and significance of the Old Rectory will not be harmed.

- 5.43 Barton Farmhouse lies on Park Way to the south of the site. Again, the significance of the building is primarily derived from its fabric, illustrating its Victorian gothic form. The primary frontage is that facing onto the road, and this road-side setting strongly contributes to its significance. This will be unaffected by the development.
- 5.44 The farmyard is situated immediately to the north-east of the farmhouse and is bounded by a single-storey loggia to the east, with vernacular-style stone-built buildings to the north and south. These buildings, together with Barton Farmhouse and the School House form an important group of 19th-century buildings, which contribute greatly to the historical and aesthetic value of the farmhouse, enabling its role as a historic farmhouse to be better understood. These values will be unharmed by the development proposals. As an estate farmhouse, the views northwards from the rear of Barton Farm were not 'designed' and were largely fortuitous. There are views from the farm complex to the north, which comprise the existing field enclosures. This forms a part of the wider setting of the listed farmhouse; although one which contributes to its significance to a much more limited degree.
- 5.45 Whilst the proposed development will be partially visible after construction, following the establishment of planting on the southern site boundary, the houses will not be visible after around 10 years. Consequently, the setting and significance of Barton Farmhouse will not be harmed.
- 5.46 With regards to archaeology, a staged programme of archaeological assessment and field survey has been undertaken to inform the development proposals, in consultation with the archaeology officer at Gloucestershire County Council. Although initial desk-based assessment identified limited archaeological potential, a geophysical survey was carried out which identified no potential archaeological remains within the application site. However, notwithstanding this, a programme of archaeological trial trenching has been requested by the County Archaeologist and a Written Scheme of Investigation setting out the methodology for this has been submitted. The archaeological works are currently being undertaken and the results will be made available prior to the determination of this application.

Transport and Accessibility

- 5.47 **Chapter 4 of the Framework** promotes sustainable transport and seeks to reduce the need to travel. **Paragraph 29** favours the use of sustainable transport modes and highlights the need to give people a choice in how they travel. However, there is

the acknowledgement that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. **Paragraph 32** follows that development should only be refused on transport grounds where the residual cumulative impacts of development are "severe". The accompanying Transport Assessment concludes that the proposed development will not result in severe impacts.

- 5.48 **Policy 36 of the Local Plan** states that development that would harm the route, function, character, or implementation of the proposed or existing transport network and related services and facilities will not be permitted. **Policy 38 of the Local Plan** follows that development proposals must incorporate appropriate measures to increase accessibility and movement by alternative modes of transport to the car in an attractive and well-considered way.
- 5.49 The application is supported with a Transport Assessment (TA) that examines the transport issues relating to the development, including the provision for pedestrians, cyclists and other non-car users and how to best utilise and enhance existing resources. The TA also considers the effect of the proposed development in terms of forecast traffic generation.
- 5.50 With regards to the vehicular access to the site, as set out above, it is proposed that the development will be served off a new access directly off Park Way to the south of the site. Park Way is subject to the national speed limit; however, actual speeds are considerably lower at between 28.04mph and 35.62mph. The proposed access will be a simple priority junction which will have adequate visibility splays commensurate with the recorded vehicle speeds and will have sufficient capacity to accommodate the traffic demand associated with the proposed development.
- 5.51 Pedestrian and cycle access will be provided via a number of different routes, including Coach Road, Pound Close and Love Lane.
- 5.52 With regards to the wider highway network, the TA indicates that the proposed development will generate 79 two way vehicle trips in the AM peak and 69 two way vehicle trips in the PM peak period. This equates to less than 2 additional vehicles per minute in the AM and PM peak periods. The TA concludes that the effects of the traffic demand from the proposed development is negligible and will not have a material impact on the highway network. The residual cumulative impact on the highway network will therefore not be severe.

- 5.53 In terms of accessibility, Cirencester is a highly sustainable location for growth due to its excellent range of services and facilities, including schools, health care provision, shops, supermarkets, leisure centre, restaurants and public houses. The TA demonstrates that all of these facilities are located within convenient walking and cycling distance from the application site (less than 1km). The improvements to the surrounding pedestrian and cycle networks set out above will also further encourage journeys by these modes. Furthermore, these improvements will also provide good quality connections to Siddington Village to the wider benefit of the local community.
- 5.54 There are a number of existing bus services that operate in the vicinity of the site with service 51 providing a route between Swindon, Cheltenham and Cirencester. There are 2 bus stops on Siddington Road approximately 650m from the site. There are also further bus stops located on Somerford Road.
- 5.55 In addition to the TA, the application is also supported with a draft Travel Plan (TP). The draft TP includes a number of measures to encourage access to the site by non-car mode and highlights the site's accessibility to public transport, cycling and walking facilities. The TPP for the development will be agreed with Gloucestershire County Council prior to the occupation of the first residential unit on the site. There is an opportunity to encourage residents and visitors to travel in efficient ways. The developers of the site are committed to the development of a Travel Plan Framework to achieve this.

Open Space and Recreation

- 5.56 **Paragraph 69 of the Framework** sets out that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. **Paragraph 73** states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.
- 5.57 **Policy 34** of the Local Plan states that in new residential development, provision may be required for a variety of appropriately located and landscaped open spaces, including children's play areas. It follows that in new residential developments; provision may be required for children's play areas.
- 5.58 Whilst matters pertaining to the detailed design and layout are reserved for future consideration, the indicative masterplan demonstrates how public open space can be

created within the development, including the retention and enhancement of the pond to the east to enhance biodiversity and protect important habitat for wildlife. The inset plan also indicates how a play area can be incorporated into the layout.

Flood Risk and Drainage

- 5.59 **Chapter 10 of the Framework** provides guidance on climate change and flooding. **Paragraph 94** advises that local planning authorities should adopt proactive strategies to mitigate and adapt to climate change taking full account of flood risk. **Paragraph 103** requires local authorities to ensure flood risk is not increased elsewhere by new development.
- 5.60 The site is located within Flood Zone 1 and is therefore at a low risk of flooding. However, as the site exceeds 1 hectare, the application is supported with a Flood Risk Assessment and Drainage Strategy. The Flood Risk Assessment sets out that the fluvial flood risk is very low and the risk of any groundwater causing damage to property is also very low.
- 5.61 With regards to flooding caused by site run-off, the probability of flooding in the downstream catchment due to run-off from the site is a crucial aspect of the development proposals. The increase in the area of impermeable cover resulting from the development would tend to create a higher rate and volume of surface water run-off. If uncontrolled, this would increase the risk of flooding in the downstream catchment area. To address this, the proposed development will adopt a sustainable urban drainage strategy (SUDS) whereby the areas generating the run-off are minimised through the use of porous paving materials and the remaining run-off directed to localised infiltration zones and a wetland area where natural infiltration and evaporation deal with the incoming flow. Capacity will be provided for extreme storm conditions to ensure no flooding occurs for all rainfall events with a probability of happening up to once every 100 years with a 30% additional rainfall allowance made for the potential effects of climate change.
- 5.62 With regards to foul drainage, as set out previously, it is proposed to install a relief sewer to divert a large proportion (800-900 properties) of the drainage from the existing Somerford and Chesterton estates. This would divert a considerable foul flow from running down Wilkinson Road and into the Siddington trunk sewer. The drainage solution can also be designed to accommodate the Chesterton urban

extension. The latest foul drainage proposals are shown on the enclosed foul drainage plan (Drawing No. C001 Rev. A).

- 5.63 In light of the above, it is considered that the proposed development will not be at an unacceptable risk of flooding and will not increase the risk of flooding to third parties. The proposed development is therefore considered to be acceptable in this regard.

Renewable Energy

- 5.64 As set out above, this application also proposes a small solar farm to the north of the site within the area beneath the overhead power lines which cross the site. **Section 10 of the Framework** provides the Government's planning strategy and guidance for meeting the challenge of climate change. Specifically, paragraph 93 of the Framework states: *"Planning plays a key role in helping shape places to secure reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development"*
- 5.65 **Paragraph 97 of the Framework** goes on to state that, in order to help increase the use and supply of renewable and low carbon energy, local planning authorities should *"recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources"*. The Framework therefore places a clear importance on the role of all communities in contributing towards the delivery of renewable energy resources. In addition, paragraph 97 requires Local Planning Authorities to:
- have a positive strategy to promote energy from renewable and low carbon sources;
 - design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts;
 - consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources;
 - support community-led initiatives for renewable and low carbon energy, including developments outside such areas being taken forward through neighbourhood planning; and

- identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.
- 5.71 **Paragraph 98 of the Framework** recognises the need for renewable energy development and states that applicants for energy development should not have to demonstrate the overall need for renewable or low carbon energy. Importantly, it also promotes the approval of all applications where its impacts are (or can be made) acceptable.
- 5.72 The Council's policy for renewable energy is set out in policy 2 of the Cotswold District Local Plan to 2011. Policy 2 states that proposals for renewable energy installations will be permitted provided that the proposed development;
- a) would not result in any significant loss of amenity due to noise or interference with telecommunication reception;
 - b) would not result in an unacceptable risk to public health or safety, including harmful environmental effects from any associated transmission;
 - c) does not, by its visual impact, significantly harm the character or appearance of the Cotswolds AONB, Special Landscape Areas, historic landscapes, archaeological sites, or the character or setting of Conservation Areas or listed buildings;
 - d) does not significantly harm the ecology of habitats, other biodiversity interests or sites of archaeological importance; and
 - e) is justified, where necessary, in terms of national energy policies of local and regional requirements.
- 5.73 It is considered that there are very clear benefits of providing a solar park; it will provide a contribution to the renewable energy resource targets set at a national level, as well as bringing benefits at the local level through the production of renewable energy that could power local homes. There are environmental benefits insofar as the solar park will make a valuable contribution towards reducing greenhouse gas emissions. Furthermore, there are economic benefits as the renewable energy sector is a significant employer in the UK. The proposed solar park will also contribute to the local economy through the payment of business rates to Cotswold District Council.
- 5.74 As set out elsewhere in this Planning Statement, the site is predominantly flat and is not subject to any formal landscape designation. There are also no buildings or

landscape features that could cause overshadowing of the solar PV installations and therefore sunlight intensity levels will be maximised. The northern section of the application site is also well contained by existing boundary vegetation and as such, the solar park will be discrete in the wider landscape. The solar park will have an acceptable impact on biodiversity. In light of this, it is considered that the site offers an ideal location for a solar park which will utilise underused land beneath the powerlines which intersect the site. It should also be noted that the proposals are also fully reversible and therefore there would be no long term impacts from the solar park.

Community Involvement

- 5.75 **Paragraph 62 of the Framework** emphasises the importance of early engagement in order to achieve the greatest benefits. The accompanying Statement of Community Engagement details the level of stakeholder engagement carried out by the consultant team on behalf of the Applicant. It demonstrates that Great Gable Ltd has adopted a proactive and collaborative approach to engaging with the local community and other relevant stakeholders and that that engagement has had a positive effect on helping shape the development now proposed.

6.0 Summary and Conclusions

6.1 There are three dimensions to sustainable development: economic, social and environmental. The NPPF states that these roles should not be undertaken in isolation, because they are mutually dependant. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Thus, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

6.2 Paragraph 14 of the NPPF sets out that the 'golden thread' of decision making is the presumption in favour of sustainable development. For plan making this requires LPAs to positively seek opportunities to meet the development needs of their area. In meeting these needs, the Framework requires that LPAs should objectively assess their needs with sufficient flexibility to adapt to rapid change. For decision-taking this means:

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

6.3 As set out in this Planning Statement, the proposed development is contrary to policy 19 of the Local Plan insofar as it proposes open market dwellings outside of a recognised settlement boundary. Paragraph 49 of the Framework sets out that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. The Council's position in respect of the five year land supply issue has been the subject of numerous appeals in the last few years and whilst the Council currently suggests that they can demonstrate a 7.74 years supply of deliverable housing, there remains considerable doubt over this figure. Furthermore, whilst the Council has

adopted an OAN for development management purposes, this has not been formally tested at examination.

- 6.4 However, notwithstanding this, the Council's housing policies are out of date in any event since they are time-expired, conform to a superseded strategy, fail to reflect the advice in the Framework in severely restricting rather than significantly boosting the supply of housing, and conflict with the emerging strategy which identifies Cirencester as the primary focus of growth in the district. Consequently, in accordance with paragraph 14 of the Framework 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 Framework taken as a whole; or specific policies in the Framework indicate development should be restricted.
- 6.5 Footnote 9 to paragraph 14 gives examples where specific policies indicate development should be restricted and includes land designated as Green Belt and Areas of Outstanding Natural Beauty, and designated heritage assets. The application site does not lie within a Green Belt or AONB. Whilst there are designated heritage assets within the proximity of the site, the development will not lead to substantial harm to or total loss of significance of those designated heritage assets. In this case, the presumption in favour of sustainable development therefore applies.
- 6.6 With regard to the economic dimension of sustainable development, it is well established that the Government considers housing development to be an important economic driver. It creates much needed jobs, both directly and indirectly, and contributes to both the local and wider economy. It also boosts tax revenue and helps cut Government borrowing. Cotswold District Council will also benefit from the New Homes Bonus. Furthermore, there are economic benefits associated with the proposed solar park as the renewable energy sector is a significant employer in the UK. The proposed solar park will also contribute to the local economy through the payment of business rates to Cotswold District Council.
- 6.7 In terms of the social dimension, the development will provide much needed housing to meet the needs of present and future generations. By providing a mix of housing designed for young people and families, Great Gable's development proposals could also help to redress the aging trend of the Parish as evidenced in national census data. This is considered to be of upmost importance as during public consultation, it became clear that the aging population trend was a concern for the majority of respondents and needed to change.

- 6.8 Further to the social dimension, it is clear that Siddington Primary School is a crucial part of Siddington and plays an important part in making Siddington a sustainable community. Due to the demographic changes in the village there is a low proportion of families and a high proportion of the elderly. This has made it difficult to fill the school to its maximum potential. According to the Education Authority, a socially mixed housing scheme of 88 houses would generate 22 primary school pupils, which could fill the school up to its present capacity of 84 pupils. Furthermore, the development will provide a new school hall to the education authority's standards within the school grounds which will enable the school to increase its numbers to 110 pupils. The ability of the school to operate, be efficiently funded and survive would therefore be facilitated by these proposals.
- 6.9 Further benefit to Siddington Primary School will be the provision of a vehicular access road from Park Way which would link directly to the school grounds, providing a safe drop off point for the pupils. This will substantially reduce the car use in Coach Road, so making it safer for pupils walking and cycling to the school. In addition, access to the new pond in the south of the site and to the Solar Park to the north will be made available to the school for educational purposes which will significantly improve pupil experience.
- 6.10 The relief sewer would also have considerable social benefits for the whole Cirencester community and Thames Water due to the reduction of volume of sewage in the Siddington trunk sewer. This was a major concern to local residents during public consultation and is considered to be a significant benefit of the scheme.
- 6.11 Turning to the environmental dimension of sustainable development, as set out previously, there are very clear benefits of providing a solar park; it will provide a contribution to the renewable energy resource targets set at a national level, as well as bringing benefits at the local level through the production of renewable energy that could power local homes. Furthermore, the solar park will make a valuable contribution towards reducing greenhouse gas emissions.
- 6.12 Further to the environmental dimension, the site is not subject to any formal landscape designation, is not within a SSSI, is not highest quality agricultural land, and is not at an unacceptable risk of flooding. The provision of the relief sewer will also generate a reduction of the risk of foul flooding, with consequent improvements in the health, wellbeing and peace of mind of the residents of Siddington.

- 6.13 The site will be served by a safe and suitable access and the residual cumulative impact of the development on the transport network will not be severe. Furthermore, the improvements to Park Way and the measures to reduce surface water run-off onto the road will also improve highway safety.
- 6.14 The proposed development will not lead to substantial harm to or total loss of significance of the designated heritage assets. The proposal will also have an acceptable impact on biodiversity subject to suitable mitigation.
- 6.15 To conclude, it is considered the development will not result in any adverse impacts that would significantly and demonstrably outweigh the benefits outlined above. There are no specific policies within the Framework or within the development plan which indicate the proposed redevelopment should be restricted in this case. The proposal therefore represents sustainable development in the context of the Framework and should be granted planning permission without delay.



63

Highways Development Management

Shire Hall
Gloucester
GL1 2THMike Napper
Cotswold District Council
Trinity Road
Cirencester
Gloucestershire
GL7 1PX

email:

Please ask for: David Simmons

Our Ref: C/2016/035413

Your Ref: 15/05165/OUT

Date: 2 February 2016

Dear Mike Napper,

**TOWN AND COUNTRY PLANNING ACT 1990
HIGHWAY RECOMMENDATION****LOCATION: Land To The South Of Love Lane Cirencester Gloucestershire****PROPOSED: Outline application for the erection of up to 88 dwellings, to include vehicular access off Park Way; new pedestrian and cycle links to the wider area; improvements to Siddington School, including improved access facilities and the erection of a new purpose built school hall; a solar park; ecological enhancements; strategic landscaping; and associated infrastructure**I refer to the above planning application received on the 6th January 2016 with submitted plan 22365A-2D/1/1, 22365A-2D/1/1, 15024.105, Planning Statement, Transport Assessment.**Location:**

The site is located to the South west of Cirencester and to the west of the village of Siddington. The plot of land is bordered by class 3 Park Way to the south, Spratsgate to the west and the class 4 Coach Road to the east. Coach Road continues into a private lane with a public right of way access to the Love Lane which allows a linkage to employment opportunities.

Local Highway Network:Park Way: is a single lane two-way working class 3 highway, class 3 highways are described as link roads between an estate and an A or B road. There are two priority junctions at each end of Park Way with a small section of footway present towards the east connecting Siddington with Coach Road. Park Way features a 30mph zone up until a point 160m west of Coach Road whereby the speed limits changes to a

national 60mph speed limit. The western end of ParkWay is typical rural in appearance with verges, hedgerows and no pedestrian facilities.

Coach Road: Is located between the development and Siddington and is designated as a class 4 highway. The road provides the current vehicular and pedestrian access to Siddington Primary School and a small amount of dwellings to the north. The lane is single working with some provision for passing and noticeable advanced warning markings by way of slow markers and rumble strips. The highway features no pedestrian facilities or street lighting but is regarded as shared between users. The northern most end of Coach Road features PROW BSN3 which provides a connection to Love Lane.

Spratsgate Lane: Is a single carriageway, two-way working class 3 highway subject to a 60mph speed limit. The highway features no pedestrian facilities or street lighting and is rural in nature. The highway is regarded as a part of national cycle route 45 and provides access to Cirencester.

Ashton Road/Siddington Road: is located to the east of the development site and is accessed via a priority junction from Park Way, the highway is designated class 3. The highway is subject to a 30mph speed limit and features street lighting and pedestrian provisions. Local amenities, services and public transport access are available.

Accessibility:

Walking: Primary education would be available from Siddington Primary School which would be accessible from the proposed development by foot. Secondary Education is available within 2km at Deep Park School. 2km is considered as an acceptable walking distance according to MfS which regards a 2km radius as a walkable neighbourhood. However, the most convenient route to the school with footway provision requires a journey of 3km. The local hospital is approximately 1.7km to the northwest which falls outside of the recommended 1.2km as stated in the IHT providing for journeys on foot document.

Bus: Bus services are available on Siddington Road and Ashton Road with access to the hourly 51 service. Peak hour buses are available via this service providing connection Cirencester and Swindon. School bus services to Kingshill are also available. The services on Siddington Road would require pedestrians to walk along the single width unlit Coach Road.

Cycle: According to LTN 2/08 the average utility cycle is approximately 3 miles, this is an acceptable cycle commuting distance. There are a range of employment opportunities within a 3 mile radius of the proposed development. Therefore a scope of opportunity has been created to encourage alternative means of transport other than the private motor car. Cycle route 45 uses Spratsgate Lane to the west of the site.

Access:

Vehicular:

Access for vehicles will be via the creation of a new priority junction on to Park Way. The priority junction is of a bell mouth style leading to a 5.5m access road. The highway at the point of the proposed access is 60mph, which in the absence of a speed survey would require 2.4m x 215m emerging visibility to the nearside carriageway edge in accordance with DMRB standards. The applicant has undertaken a speed survey in accordance with DMRB TA22/81 which determined an 85th percentile wet weather speed of 28.8mph for traffic approaching from the right and 31.2mph for traffic approaching from the left. The recorded 85th percentile speeds would require emerging visibility splays of 38m to the right and 43m to

the left in accordance with Manual for Streets standards. The access plan submitted within the Transport Assessment has demonstrated that 43m is achievable in either direction.

The applicant has proposed to relocate the current 30mph zone east of the site access to a point west of the site access. This would require a TRO of which the initial fee would be £10,000 not including any associated works costs of implementing the TRO if successful. Within the TRO process a public consultation would be required with no guarantee of success.

The submitted vehicle tracking of the proposed access results in a number of conflicts for both a rigid box van and a 3 axle refuse vehicle. The conflicts were identified as a part of the Road Safety Audit. The applicant has widened the access as a result of the audit however; these details have not been submitted for the consideration of the Highway Authority. Therefore I shall comment on the tracking submitted as a part of the Transport Assessment. The rigid box van and 3 axle refuse vehicles right and left turn-in conflicts with a private motorcar waiting at the give way markers, the egressing manoeuvre conflicts with the kerb-line towards the east of the access as well as the southern verge on Park Way due to Park Ways narrow geometry of approximately 4.2m in width. The access would require widening to ensure that a refuse vehicle can pass a private motorcar without conflict. The tracking assessment should also come no closer than 500mm from any kerb line structure, tree or formal parking space.

Pedestrian Access:

No dedicated pedestrian access provisions have been proposed with the new priority junction onto Park Way. There are no existing pedestrian facilities west of Coach Road, although there is some scope to provide such facilities on Park Way to connect to the existing provision. It has been proposed that the new internal access road will provide vehicular access for the school, with school access along Coach Road being limited to traffic generated by school teachers and existing residents being shared with pedestrians trips generated by the development and from Siddington. The main pedestrian desire would be along Coach Road, either north to Love Lane or South towards Siddington which provides the nearest access to bus services and local facilities such as the post office. However Coach Road is a single width highway with limited passing places and is unlit. The development has the potential to increase the number of pedestrian's movements along Coach Road. No information has been submitted to demonstrate the impact of additional pedestrian movements along Coach Road and the mitigation of any potential conflicts that may occur, nor the potential improvements to the PROW to the north which will provide connection to Love Lane, any off site works would need to be secured at this stage. Furthermore, no details have been submitted to demonstrate how the re-direction of school traffic into the development can be enforced. The development also proposes a linkage to the west of the site to create a new right of way to the west with the potential to link with Deep Cut School. The link would require pedestrians to cross Spratsgate Road and for a short distance enter the live carriageway. There are no footway provisions on Spratsgate Road and no details have been submitted to demonstrate that pedestrians can safely cross the highway. A crossing assessment would be required undertaken in accordance with LTN 1/95 with appropriate pedestrian crossing visibility splays demonstrated.

As it currently stands, insufficient information has been submitted to demonstrate that safe and suitable pedestrian access can be provided.

Travel Plan:

The travel plan is considered a robust document in line with the Gloucestershire County Council travel plan guidance. At this stage the travel plan is acceptable, however the means of securing the travel plan will be decided once the additional information requested has been submitted and approved.

Impact:

Vehicular Trip Generation:

The proposed development would generate approximately 700 total people trips per day. 100 trips would be generated in the AM peak according to the Transport Assessment with 25 arrivals and 75 departures. The PM peak will feature 87 total people trips with 55 arrivals and 32 departures.

Wider Network:

A distribution and assignment study included in the transport assessment has demonstrated that 91% of traffic arrivals and departures will be routed to and from the west of the development. 79% of traffic is then distributed towards the north heading towards Cirencester and 12% heading south away from Cirencester. No further information has been submitted to demonstrate the wider distribution. It is likely that the traffic desire towards Cirencester would be routed along Spratsgate Lane and then Somerton Road. Concerns were raised regarding the impact of the development traffic on the Spratsgate Lane/Somerford Road junction and the Somerford Road/Chesterton Lane cross roads. Insufficient information has been submitted to demonstrate the level of impact upon these junctions as a result of the wider development traffic distribution.

Statement of Due Regard

Consideration has been given as to whether any inequality and community impact will be created by the transport and highway impacts of the proposed development. It is considered that no inequality is caused to those people who had previously utilised those sections of the existing transport network that are likely to be impacted on by the proposed development.

It is considered that the following protected groups will not be affected by the transport impacts of the proposed development: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation, other groups (such as long term unemployed), social-economically deprived groups, community cohesion, and human rights.

As the application currently stands, insufficient information has been submitted to demonstrate that safe and suitable access to the site can be achieved for all people and that the proposed development will not have a severe impact on parts of the highway network contrary to Paragraph 32 of the NPPF.

More favourable consideration maybe given if the applicant can: -

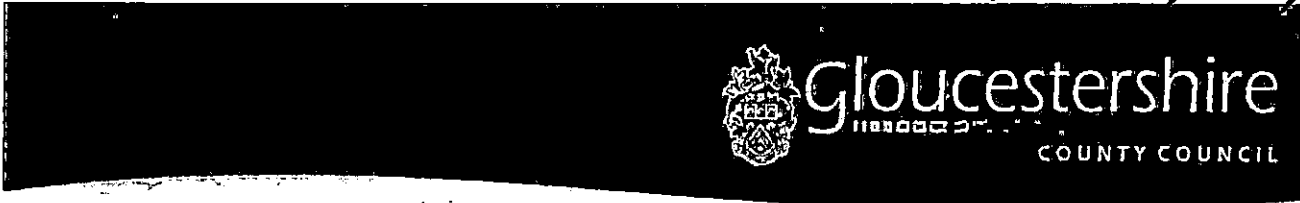
1. Demonstrate how pedestrians can safely cross spratsgate Lane to access the proposed footpaths towards the west of the site. There are no pedestrian facilities here and the proposed route would require pedestrians to enter the live carriageway. Any crossing points would need a crossing assessment in accordance with LTN 1/95 & LTN 2/95 with appropriate visibility demonstrated.
2. Demonstrate the impact of the wider development traffic distribution upon the Spratsgate Lane/Somerford Road and Somerford Road/Chesterton Lane junctions and demonstrate that no detriment to highway safety would occur as a result of this development.

3. Robustly demonstrate that safe and suitable access for all pedestrian users can be ensured along Coach Road as the highway is unlit and single width and would be subject to an increase in pedestrian movements both north towards Love Lane and south towards Park Way to access Siddington. Furthermore, can you demonstrate how the restriction of traffic along coach road could be enforced?
4. Submit an NMU context report undertaken in accordance with DMRB HD 42/05 with a supporting PERS audit to identify whether it would be reasonable to secure off site mitigation for the routes identified in the NMU context report.
5. A feasibility study of and details submitted for a dedicated pedestrian footway connecting the development with the existing provision on Park Way.

Yours sincerely,

David Simmons

Development Coordinator



68

Highways Development Management

Shire Hall
Gloucester
GL1 2TH

Please ask for: David Simmons

Our Ref: C/2016/035413

Your Ref: 15/05165/OUT

Date: 1 June 2016

Dear Cerian/Mike

**TOWN AND COUNTRY PLANNING ACT 1990
HIGHWAY RECOMMENDATION**

LOCATION: Land To The South Of Love Lane Cirencester Gloucestershire
PROPOSED: Outline application for the erection of up to 88 dwellings, to include vehicular access off Park Way; new pedestrian and cycle links to the wider area; improvements to Siddington School, including improved access facilities and the erection of a new purpose built school hall; a solar park; ecological enhancements; strategic landscaping; and associated infrastructure

I refer to Highways Response Note 2,

Regarding the proposed pedestrian link to Spratsgate, the amended wording to "potential" is appropriate, however the Highway Authority at this time maintain the view that this proposal cannot be supported.

Based upon the findings of Highway Response Note 1, it was determined that the majority of development traffic will not be routed through the Chesterton Lane / Somerford Road crossroad junction. The submitted turning count diagrams suggested on 37% of the traffic that is distributed towards Spratsgate from the development site will travel through the cross roads with 62% being distributed through the Love Lane industrial estate towards the Bristol Road. Additional ATC surveys were requested at these four locations;

1. Wilkinson Road, Elliot Road, Love Lane Roundabout
2. Love Lane, Midland Road Roundabout
3. Midland Road, Bridge Road Roundabout
4. Midland Road, Bristol Road Roundabout

At location number 1, observed flows were recorded as 1001 movements in the AM and 838 in the PM. The development traffic will increase this by 29 two-way movements in the AM and 25 in the PM, equating in a percentage increase of 2.9% and 3.0% respectively. The impact at locations 2-4 lessens as a result of localised

distribution occurring between them within the minor roads of the industrial estate.

The observed flows at location 4 were 3966 in the AM and 3826 in the PM peaks. Development traffic would increase by 18 in the AM and 17 in the PM equating to a 0.5% increase in traffic movements which is a negligible impact.

A capacity assessment was also undertaken on the aforementioned junctions to ensure that the developments impact was not significant. ARCADY modelling is the most appropriate means of assessing capacity at these locations.

Capacity is presented as the ratio of flow to capacity (RFC), with a value of 0.85 representing the practical capacity of the junction. A value of 1.00 represents the threshold capacity. When the RFC exceeds 1.00, it is said that the junction would be operating over capacity.

At location 1, the Love Lane (north) arm was operating at an RFC of 0.75 at base level. With the future year of 2021 plus committed development and development traffic, the RFC increases to 0.80. Although the RFC is high the junction is still operating within its practical capacity with a queue length of 4 vehicles which is not significant.

Locations 2-3 operate with sufficient capacity at the future year plus committed and development traffic.

Location 4, the Midland Road / Bristol Road roundabout featured an arm operating above its practical capacity at the 2016 base with an RFC of 0.98 in the AM peak. The future year 2021 sees the RFC rise to 1.02 which takes it above its theoretical capacity. The future plus committed and development does not see the RFC increase further. The development traffic in the AM would be approaching from the south, Midland Road, and does not contribute to the capacity issues on the Bristol Road east arm. The development traffic therefore does not have a significant impact upon the capacity of the roundabout. The Bristol Road east arm is operating over capacity with natural growth and no development traffic; therefore capacity here is an existing issue for which the development should not have to mitigate for.

The development will not have a significant impact upon the local highway network along any of the routes for which the development traffic has been assigned and distributed along.

Highways Response Note 1 undertake a capacity assessment of the Chesterton Lane / Somerford Road cross road junction, no capacity issues were identified. However due to concerns from third parties and local stakeholders an additional safety assessment was requested.

The assessment identified that 4 slight injury collisions have occurred at the cross roads in recent history. An incident plot undertaken by the Gloucestershire Road Safety Partnership identified 2 slight incidents in the last 5 years, 5 years being a robust timescale in planning terms. The causation factors of both slight collisions were attributed to the drivers failing to look properly, therefore constituting driver error rather than a fault with the highway layout. Development traffic would add a further 26 peak hour vehicles in the AM and 23 in the PM, equating to approximately 1 additional vehicle per minute. Although the junction has restricted visibility the additional vehicles likely to use the cross roads generated from the proposed development would not significantly increase the risk of collisions.

Pedestrian access:

Prow improvement Route A has issues regarding third party ownership. The stretch of Coach Road north of the school towards the section of PROW across the field is a private driveway, of which a portion of it is graveled. The third party has made it clear that they would not accept any upgrading or improvements to the section of PROW under their control; this therefore prevents the removal of gravel and placement of bound tarmac and lighting. It

is recommended that this improvement option is withdrawn and the PROW left in its current state. The section across the field however could still be improved subject to third party ownership.

Route B is a route with good scope for improvement such as resurfacing and lighting.

Route C will make use of Coach Road to the south of the school up to its junction with Park Way where a footway east to Siddington is present. The means and details of ensuring pedestrian safety and placing priority with pedestrians have not been submitted.

Route D has been discussed previously in this response.

There is scope to overcome the ownership issues surrounding route A. There is scope for improvement of BSN3 between the PROW "crossroads", just north of Pound Close, and Siddington Road. This is a viable and direct route from the development to the public transport facilities on Siddington Road as well as local amenities. Currently the PROW is of an unbound surface across agricultural land. However it can be improved to form a pedestrian/cycle link with a suitable dropped kerb tactile crossing point on Siddington Road in order to access southbound bus services. In order to achieve this, the PROW needs to be adopted as highway. This is achieved by way of PROW extinguishment order being submitted concurrently with an adoption process under the cycle track regulations 1984, resulting in the PROW being removed from the definitive map and added to the list of streets.

Access:

The site access has been amended by way of localised widening of Park Way in order to safely allow a 3 axle refuse vehicle to enter and egress the site. It must be noted that access drawing 151675/A/02 Rev F demonstrates the proposed amendments to the access arrangement.

Tracking drawings 151675/AT/B01, 151675/AT/B02 and 151675/AT/B03 have demonstrated sufficient tracking of a refuse vehicle, box van and pantechinon vehicle with a 500mm clearance buffer incorporated into the track.

Park Way:

During a site visit a number of measurements were taken of the highway in the vicinity of the site access and the mid point of the bend to the south west of the access. The carriageway width varied between 4.6 and 4.9m. According to MfS, 4.1m is wide enough to pass two private cars whilst 4.8m is sufficient to pass a car and HGV. It was observed on site that two private cars could pass one another in free flow conditions. Also whilst on site it was observed that a car and bus can pass one another on Park Way, although the manoeuvre was undertaken slowly it resulted in minimal delay or impact caused to other road users. The likelihood of such events occurring throughout the course of the day would be low. The lane is perceived to be narrow, which in itself acts as a means of slowing vehicles down. Widening of Park Way, other than the small section required for the access may result in increased vehicle speeds. Furthermore, the proposed re-profiling of the hedgerow to improve forward visibility around the bend south west of the access may encourage greater speed as drivers can see further ahead. It is therefore agreed to keep the hedgerow in its current location. MfS states that reducing forward visibility is a means of reducing speed. Furthermore, the improvements would not be required in order to make the development acceptable and would not pass the tests of planning conditions; moreover there have been no recorded personal injury collisions along Park Way and in particularly the bend south west of the access. This suggests, although narrow and perceivably not ideal, that there are no inherent safety issues with the highway layout which would require improvements to be undertaken or mitigated for by the development. The re-lining of the existing slow warnings on the highway will enhance motorist's awareness of the approaching bend and its limited forward visibility.

To summarise the traffic generated from the development will not have a significant impact on the local highway network, the residual cumulative impact is, therefore, not severe in accordance with the NPPF.

Details/plans of the pedestrian route improvements and consideration given to the proposed Pedestrian/cycle link would be require to be submitted.

Yours sincerely,

David Simmons

Development Coordinator

72

16/02360/OUT.

Siddington Parish Council

Clerk: Mr Robert Cowley
3 Broadway Lane, South Cerney, Cirencester, Glos, GL7 5UH

Mike Napper DipTP, MRTPI,
Team Leader (Development Management),
Planning Department,
Cotswold District Council,
Trinity Road,
CIRENCESTER.

18th July 2016

Dear Mike

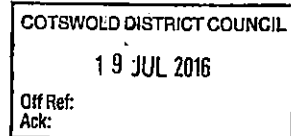
Objection to Planning Application 16/02360/OUT
Land to the South of Love Lane, Cirencester (Severalls Field).

I attach my Council's objection to the above planning application.

A copy has also been sent by email.

Yours sincerely

Robert Cowley
Clerk to Siddington Parish Council



OBJECTIONS BY SIDDINGTON PARISH COUNCIL TO PLANNING APPLICATION 15/05165/OUT – LAND TO THE SOUTH OF LOVE LANE, CIRENCESTER (SEVERALLS FIELD).

Outline application for the erection of up to 88 dwellings, to include vehicular access off Park Way; new pedestrian and cycle links to the wider area; improvements to Siddington School, including improved access facilities and the erection of a purpose built school hall; a solar park; ecological enhancements; strategic landscaping and associated infrastructure.

THE OBJECTIONS ARE RECORDED IN TWO SECTIONS – (A) TWO MATTERS OF PRINCIPLE AND (B) FIVE MATTERS IN RELATION TO THIS PARTICULAR APPLICATION.

(A) MATTERS OF PRINCIPLE, i.e. the Council objects to the submission of any planning application for Severalls Field.

(1) LOCAL PLAN -

The Council has already objected to that part of the Local Plan that refers to residential development outside Cirencester (Policy DS2). This was because in the draft Local Plan deliberations - as a result of representations submitted by the Parish Council - Siddington was not included as a "settlement". The Local Plan now contains new criteria for developments outside Cirencester. Siddington now conveniently meets all five of these but has not been specifically exempted from this Policy.

(2) SHLAA -

The Strategic Housing and Economic Land Availability Assessment (May 2014) Addendum 11 – SHLAA Site number SD 9D – states with regard to Severalls Field – page 12 -

" Although in Siddington Parish, the site sits adjacent to Cirencester's development boundary. A mixed use of development has been proposed. However, the Study of Land Surrounding Key Settlements (White Consultants, August 2015) found that the development of this site would have high/medium landscape sensitivity as the site prevents coalescence between Siddington and Cirencester. It also provides the landscape setting for the historic part of Siddington and is the rural setting for several listed buildings. In addition, the northern and western parts of the site are wooded and the trees to the north in particular provide screening for Love Lane Industrial Estate. This woodland, along with six other individual trees within the site, have a Tree Preservation Order. The site also does not directly connect to a road and the proposed access from the south would further compromise the historic setting of Siddington. Furthermore, the development proposal is isolated from other residential areas."

In the same report – page 12 – the "Explanation of Method" states at page 5 –

"Since the publication of the May 2014 SHLAA/SELAA, Siddington has been removed from Cotswold District Council Development Strategy as a location that can suitably accommodate new housing or economic development at a strategic scale....."

In 2010, the Conclusion of Site Assessment for SHLAA site R316 (Land adjacent to Siddington Primary School) stated:-

"The site is not considered to be a suitable location for housing now as it does not contribute to the creation of sustainable mixed communities. It is not considered achievable as it is not known when such sustainability issues will be overcome; and this is

unlikely without a change in strategic policy. Therefore the site does not currently have a reasonable prospect of being developed within 15 years."

(B) MATTERS IN RELATION TO THIS PARTICULAR APPLICATION

- (1)** This is not only a departure from the Local Development Plan, but, as far as this particular application is concerned, will represent an out of character, isolated community, with closer links to Cirencester than Siddington. The proposed development will be seen as an extension of Cirencester and the proposed "New Community Development" at Chesterton, further eroding the distinction of Siddington as a separate village.
 - (2)** The proposals for storm water and sewage management systems do not suggest a satisfactory outcome, especially when Thames Water are saying that a massive investment is needed to bring the whole issue of drainage up to date in this area. The authority has carried out some minor work but there is no commitment to anything on a larger scale. Even if the proposals for the sewer systems are accepted, the application states that a new direct line to Shorcote Treatment Works is only envisaged when and if the new development at Chesterton goes ahead. Does this mean that Severalls Field depends on Chesterton going ahead or will the developers simply install a pump and push the sewage back into the main sewer system in Wilkinson Road – an option that was put forward in the drainage summary but then discounted.
 - (3)** The entrance to the school will be accessed from Park Way – a blind bend is located within 75 metres. The Upper Siddington section of Park Way that runs to the Somerford Road is basically a narrow country lane. The edges of the road are, once again, breaking away, even with current usage. Damaged road edges become damaged verges and increased traffic into the village centre will exacerbate the already chaotic situation at the Ashton Road junction, what with residents' and shoppers' parked vehicles and bus usage. Given the present financial situation with Gloucestershire Highways, there seems little hope in the foreseeable future that any road widening will be carried out to improve the situation in Upper Siddington.
 - (4)** West of the proposed new access road and before the blind bend is an area which floods badly after heavy rain. This is because both water flow and contour mapping show that this is the point at which water from the north, east and west converge before flowing south to the Cerney Wick brook. There is bound to be an increase in the water flow from the new road system causing even more flooding in this area. As the flood water leaves this area its flow is interrupted by the old Thames and Severn Canal which then channels the excess water down into the village causing flooding at the rear of Bowley Crescent because the pipe which takes the water under the Ashton Road is unable to take any additional flow.
 - (5)** The proposed footpath through the new development to Spratsgate Lane emerges on a bend, giving very poor visibility for crossing the road. Also there is no footpath on either side of the road, heightening the danger of walking in this area.
-