

Applicant:	Adderbury Parish Council	
Proposal:	Change of use of agricultural land to sport/recreation and community use	
Ward:	Adderbury, Bloxham And Bodicote	
Councillors:	Cllr Mike Bishop Cllr Chris Heath Cllr Andrew Mchugh	
Reason for Referral:	Major Application – site area over 1ha	
Expiry Date:	22 June 2018	Committee Date: 23 August 2018
Recommendation:	Approval	

EXECUTIVE SUMMARY OF PROPOSALS AND RECOMMENDATION

The application is reported to the Planning Committee, as it is a major application.

Proposal

Planning permission is sought to change the use of the agricultural land to sport/recreation and community use. The land is to the North of Milton Road, Adderbury. The proposals include the access to the site from the Milton Road, the provision of parking and landscaping and the general layout of the site.

Consultations

The following consultees have raised no objections to the application (subject to the imposition of conditions to address some outstanding concerns):

- Adderbury Parish Council
- CDC – Recreation and Leisure, Landscape, Environmental Protection, Planning Policy, Ecology, Conservation
- OCC – Transport, Drainage, Archaeology, Minerals and Waste
- Sport England
- Oxfordshire Playing Fields Association

28 letters have been received, 17 in support, 7 in objection and 4 raising comments

Planning Policy

The application site is located outside the Adderbury Settlement Boundary but it is allocated for the proposed use. The site has some naturally occurring contamination, is within a minerals consultation area and there are records of notable and protected species within vicinity of the site. The site is close to the edge of the Adderbury Conservation Area and it has potential for archaeology on site. The land slopes from south west to north east.

The application has also been assessed against the relevant policies in the NPPF, the adopted Local Plan and other relevant guidance.

Conclusion

The key issues arising from the application details are:

- Principle of development
- Landscape impact and site layout
- Neighbouring amenity
- Transport
- Drainage and Flood Risk
- Ecology
- Heritage

The report looks into the key planning issues in detail, and officers conclude that the proposal is acceptable against the relevant policies for the following reasons:

1. The site is allocated for sports and community uses by Policy AD18 of the Adderbury Neighbourhood Plan subject to a number of criteria
2. The proposal can be accommodated without causing undue harm to the landscape and the development proposed can be accommodated on the site with any refinements secured by condition
3. The proposal can be accommodated without causing serious harm to the amenity of residential properties nearby.
4. The site is within a sustainable location in transport terms. It can be appropriately accessed and there is sufficient space to provide onsite transport infrastructure including parking and connections can be provided to the rest of the village to encourage the use of sustainable modes of transport to access the site.
5. The development would be at low risk from flooding and there are opportunities for surface water management that would ensure that surface water is appropriately dealt with.
6. It is possible to secure a net biodiversity gain providing a calculation accompanies future detailed landscape proposals.
7. There would be no unacceptable impacts upon the setting of the Adderbury Conservation area and impacts upon potential archaeological interest can be further assessed via the provision of information to satisfy planning conditions.

RECOMMENDATION - GRANT PERMISSION SUBJECT TO CONDITIONS

Members are advised that the above is a summary of the proposals and key issues contained in the main report below which provides full details of all consultation responses, planning policies, the Officer's assessment and recommendations, and Members are advised that this summary should be read in conjunction with the detailed report.

Main Report

1. APPLICATION SITE AND LOCALITY

- 1.1. The application site sits to the west of Adderbury and to the north of the Milton Road. The land is currently agricultural surrounded by field hedgerows and is accessed by a field gate to the western side of the southern boundary. To the east of the site is a residential site, currently under construction by Nicholas King Homes, to the west is Ball Colegrave, a horticultural business, to the north is open countryside and to the south is open countryside and a new residential development.
- 1.2. The land gently slopes down from south to north with a maximum drop of approximately 5m across the site. Third party representations have identified that the site is used informally by local residents. In terms of recorded site constraints,

the land is close to the Adderbury Conservation Area boundary, there is potential for archaeology, there are some records of biodiversity in the local area and naturally occurring contaminants are also recorded. The land is also identified within the Adderbury Neighbourhood Plan.

2. DESCRIPTION OF PROPOSED DEVELOPMENT

- 2.1. The application seeks full planning permission to change the use of the current agricultural land for sport/ recreation and community use. Following the receipt and validation of the application, additional information has been submitted on two occasions including a site location plan, a Transport Statement, a Travel Plan Statement and a Flood Risk Assessment. As an application for full planning permission, proposals for the site in terms of how it is to be used are required to be considered and in this regard, a plan has been provided to demonstrate a proposed site layout. This demonstrates the site can provide space for sports pitches (two adult football pitches, one of which could be used as two smaller pitches), a MUGA, landscaping and parking (for up to 141 car spaces). Space is also demonstrated for a building (potential for a new village hall/ pavilion type accommodation) that is not part of the current application but the future intention is likely to include a building on the land and so it is important to understand whether sufficient room is available for this for the future.

3. RELEVANT PLANNING HISTORY

- 3.1. The following planning history is considered relevant to the current proposal:

<u>Application Ref.</u>	<u>Proposal</u>	<u>Decision</u>
10/00508/F	Change of use from agricultural use to recreational use.	Application Permitted
18/00015/SO	Screening Opinion to 18/00220/F - Change of use of agricultural land to sport/recreation and community use	Screening Opinion not requesting EIA

4. PRE-APPLICATION DISCUSSIONS

- 4.1. Some informal discussions were undertaken with the Parish Council prior to the submission of the application which was generally supportive of the principle of the development.

5. RESPONSE TO PUBLICITY

- 5.1. This application has been publicised by way of a site notice displayed near the site, by advertisement in the local newspaper, and by letters sent to all properties immediately adjoining the application site that the Council has been able to identify from its records. The final date for comments was 06.08.2018, although comments received after this date and before finalising this report have also been taken into account.
- 5.2. 28 third party comments have been received all from the village to three consultations that have been undertaken (some of which are therefore from the same individuals). 17 comments are in support, 4 raise comments and 7 object (including two letters from four Parish Council Members). The comments raised by third parties are summarised as follows:

- The land was secured for the benefit of the whole village. To maximise its potential as a location for amenities for the village, the proposal is supported.
- Adderbury needs these facilities – the village is expanding but the current amenities are poor. Adderbury Park football club will be able to accommodate a fuller range of teams and training facilities.
- The current facilities cause dangerous parking situations on narrow residential roads. There is no meeting place for large groups and this proposal is long overdue and will provide much needed facilities.
- The proposed site will have good access for vehicles and for pedestrians and cyclists.
- The recent referendum in the village was supported by the majority.
- The proposal should just be for change of use at this stage because the village is being consulted on what facilities they wish to see on the land and the eventual layout and details are to be agreed.
- The lack of detail and transparency makes it hard to assess the implications of the proposal. It appears to cater solely for sport and therefore takes no account of those who wish to have a recreation area but who would not use football pitches. Its potential would therefore not be maximised for all in the community.
- It appears that the land would be used by a third party denying the wider public its use.
- The application is not supported sufficiently by detail as to how the scheme will be delivered and funded.
- The site could have potential for archaeology and this has not been adequately assessed. There were records found on land adjoining the site.
- An impact assessment of land drainage proposals on surrounding properties at risk of being flooded should be required. Field drains are referred to but there is no detail.
- Any levelling of the site is also important to be considered and the Parish Council have received assessments suggesting that a comprehensive earthworks operation would be required.
- Concern regarding the detail and amount of parking.
- Concern regarding noise impacts to the nearby residential dwellings on match days. There are now close by residential properties and noise and nuisance will be an issue for local residents. There are a number of properties that are not yet occupied and they may have concerns. The travel statement suggests the land could be used in the evenings until 11pm – this could have a significant impact.
- There are already sports facilities at the Lucy Placket fields and these are centrally located so accessible by all. The site should not be restricted to pitches alone
- Other uses for the site could include a small country park or a burial ground.

- Some concerns with how the proposals are being approached by the Parish Council. It would appear the application has been applied for without addressing all of the issues. Is sufficient parking provided?
- Floodlighting could damage the rural nature of the conservation area and could encourage use of the site until late in the evening disturbing residents.
- No traffic survey data has been provided. The Milton Road is busy and there should be provision for traffic calming and a pedestrian crossing.
- The travel statement now provided has increased concerns about the safety of road users and pedestrians.
- Residents currently use the land and it is of concern that public access will not be allowed for two years after the grass is seeded. Access should continue to be provided.
- The hall is not part of the application and this was seen as desirable. The hall would need to include changing facilities.
- Concern that there is no proven demand for the facilities.
- The construction of the development will cause noise, traffic inconvenience and pollution.
- The Working for Adderbury Community group has progressed work and a vision has been established and provided.
- There should be consideration as to limiting or maintaining the height of any new trees planted, in particular those close to the new neighbouring properties in Henge Close to prevent loss of light and views.
- What is the plan for boundary fencing to neighbouring properties?
- Concern regarding light pollution and the impact this could have on plants growing in the nurseries at Ball Colegrave. Concerns also regarding the impact of straying balls onto their site. The plan submitted is concerning with the proximity of the development and impacts upon security, stray balls and light pollution.
- Ball Colegrave also wish to retain use of the access track and field gate alongside their boundary which is used on a one off annual basis. Ball Colegrave has requested to APC that a secure fence is provided, along with additional planting to screen the fence.

5.3. The comments received can be viewed in full on the Council's website, via the online Planning Register.

6. RESPONSE TO CONSULTATION

6.1. Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website, via the online Planning Register.

6.2. ADDERBURY PARISH COUNCIL: **supports** the application. This follows a number of consultations and conforms to policy AD18 of the Adderbury Neighbourhood Plan

as well as providing new leisure facilities for the village. In their second and third responses Adderbury Parish Council continues to express their support.

- 6.3. CDC RECREATION AND LEISURE: the team fully **support** the application.
- 6.4. CDC LANDSCAPE TEAM: **No Objection** to the change of use of the land on landscape and visual impact grounds. However, concerns are raised with regard to the layout and the lack of a clear development process. Care needs to be taken to retain existing boundary vegetation, consideration of links to the adjacent housing development, to design the car parking with planting and the position of the building to relate to the sports uses proposed. Resolution of the site layout is important before undertaking any work so that piecemeal development is avoided. In respect of the plan submitted, the advice is that it is poor and lacking in detail and that the parking arrangement can only be indicative. No information about retention of existing vegetation – can the roadside hedge be retained and provide sufficient visibility? No surfaces are shown. There are concerns about proximity of overflow parking adjacent to the hedge due to compaction of roots. There is not much space for a swale. No lighting is indicated and there may need to be some.
- 6.5. CDC ENVIRONMENTAL PROTECTION: **No comments or objections**.
- 6.6. CDC PLANNING POLICY: **No objection** to the use of the land for playing fields, however there is insufficient information to determine whether the full range of proposed uses could be appropriately provided.
- 6.7. CDC ECOLOGY: **No objections** to the change of use on ecological grounds. If the change in the existing access position is part of the application, then any works to the vegetated boundary to the South should take place outside of the bird nesting season and remove as little vegetation as possible. There is also the potential for badgers to use vegetated areas. No further comments were made in respect of the amended documents.
- 6.8. CDC CONSERVATION: The application site lies a short distance to the west of the conservation area. The impact on setting is likely to be minimal providing parking and any buildings are located along the Milton Road. No need for further input at this stage based on the proposed layout plan submitted.
- 6.9. OCC TRANSPORT: Initially provided an **objection** due to the lack of details of the layout and facilities of the site including access and parking. It was confirmed that there was **no objection** to the principle of the change of use but detail is needed to ensure that communal functions can only take place with appropriate access, car parking and footways being available. A full application needs to also include an FRA, a Transport Statement and a Travel Plan Statement. In a second response OCC Transport made the same comments. In a third response OCC have withdrawn their objection advising that the transport statement is comprehensive and is based on detailed assumptions which are robust. 141 parking spaces are shown as being able to be accommodated along with a 2m wide footway link to the footways into the village and an informal crossing point on Milton Road is required to improve connectivity from the site to the south.
- 6.10. In terms of DRAINAGE: OCC advised that the drainage arrangements include SUDs proposals. The drainage design details are at an outline stage of detail with no detailed design proposals submitted. A condition regarding surface water is required. Only a single test pit has been provided, OCC would expect additional test pits to confirm the potential and to inform detailed design. No indication has been provided as to the seasonal high ground water level at the site. It would appear that no design has been undertaken for the car parking areas and the design should

ensure that sufficient subbase for storage of run off is provided so no flooding occurs. A SUDs management and maintenance plan must also be provided. There should also be a qualitative examination of what would happen if any part of the drainage/ SUDs system fails, to demonstrate that floor water will have flow routes through the site without endangering property and where possible maintaining emergency access/ egress routes which should be supported by a flood exceedance plan.

- 6.11. OCC ARCHAEOLOGY: **No objection** subject to the imposition of planning conditions because the site is located in an area of archaeological potential. The plans submitted do not provide detail on the level of ground disturbance involved (i.e. from drainage works) and therefore this development could encounter further aspects of archaeological features recorded on the site immediately east. In a second response, OCC Archaeology made the same comments.
- 6.12. In a third response OCC ARCHAEOLOGY have noted the geophysical survey report that has been submitted with the application which highlights a number of possible archaeological features across the site. These cannot be dated from geophysical survey alone and may be related to the adjacent site. It is also possible that further archaeological features not identified from the geophysical survey could survive on the site. The proposed works, including the drainage scheme, may impact on these features and a programme of archaeological evaluation and mitigation will be required ahead of the commencement of the development. Conditions are required to be imposed and are recommended.
- 6.13. OCC MINERALS AND WASTE: **No comments** as the development would not adversely affect significant mineral resources and there would be no strategic waste planning implications.
- 6.14. SPORT ENGLAND: initially submitted a **holding objection** due to insufficient information being provided. In a second response, Sport England confirmed that they offered their **support** to the application as it is considered to provide new opportunities for sport to meet the needs of current and future generations. Sport England advised that the layout has some built in flexibility for pitch movement to avoid heavy wear and tear on the pitches. This response was provided after some direct contact with the Parish Council regarding their plans around pitch preparation and drainage. In a third response, Sport England continued to express their **support**.
- 6.15. OXFORDSHIRE PLAYING FIELDS ASSOCIATION: **supports** this application for change of use to sports/ recreation and community use.

7. RELEVANT PLANNING POLICY AND GUIDANCE

- 7.1. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 7.2. The Cherwell Local Plan 2011-2031 - Part 1 was formally adopted by Cherwell District Council on 20th July 2015 and provides the strategic planning policy framework for the District to 2031. The Local Plan 2011-2031 – Part 1 replaced a number of the ‘saved’ policies of the adopted Cherwell Local Plan 1996 though many of its policies are retained and remain part of the development plan. Adderbury has a Neighbourhood Plan and this is also part of the Development Plan. The relevant planning policies of Cherwell District’s statutory Development Plan are set out below:

CHERWELL LOCAL PLAN 2011 - 2031 PART 1 (CLP 2031 Part 1)

- PSD1 – Presumption in Favour of Sustainable Development
- BSC10 – Open Space, Outdoor Sport and Recreation Provision
- BSC12 – Indoor Sport, Recreation and Community Facilities
- ESD13 – Local Landscape Protection and Enhancement
- ESD15 – The Character of the Built and Historic Environment
- ESD17 – Green Infrastructure
- Policy Villages 4 – Meeting the need for open space, sport and recreation

CHERWELL LOCAL PLAN 1996 SAVED POLICIES (CLP 1996)

- C28 – Layout, design and external appearance of new development

Adderbury Neighbourhood Plan 2014-2031

- AD1 – Adderbury Settlement Boundary
- AD2 – Green Infrastructure
- AD3 – Local Green Spaces
- AD4 – Local Open Spaces
- AD18 – New Community Facilities

7.3. Other Material Planning Considerations

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)

8. APPRAISAL

8.1. The key issues for consideration in this case are:

- Principle of development
- Landscape impact and site layout
- Neighbouring amenity
- Transport
- Drainage and Flood Risk
- Ecology
- Heritage

Principle of the development

- 8.2. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that any application for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The NPPF confirms that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making.
- 8.3. The Development Plan for Cherwell includes the Cherwell Local Plan Part 1 2011-2031, the saved policies of the Cherwell Local Plan 1996 and any Neighbourhood Plans which have been adopted. Adderbury has a Neighbourhood Plan – 2014 – 2031 and it was adopted on the 16 July 2018 so it forms part of the development plan and it is material to the consideration of this application.
- 8.4. Whilst the land is not allocated for development by the Cherwell Local Plan Part 1, and it sits outside the settlement boundary identified by Policy AD1 of the Neighbourhood Plan, Policy AD18 of the Adderbury Neighbourhood Plan allocates

land off Milton Road, West Adderbury (this site) for sports and community uses. There are a number of criteria to be met in assessing proposals for the land in order for development to be supported and these will be discussed later in this appraisal.

- 8.5. The land itself was transferred to the Parish Council's ownership for the purpose of sports and community uses for the benefit of the local community through a S106 agreement relating to the completed development site at Aynho Road, Adderbury. In addition, S106 agreements from other sites in the locality have sought contributions towards the provision and enhancement of local outdoor sport facilities.
- 8.6. It is also relevant to note that planning permission has previously been granted for the use of the land for recreational use (10/00508/F). The plans accompanying that permission identified a slightly larger area of land because an area of land on the adjacent housing site (currently under construction by Nicholas King Homes) was secured for transfer to the Parish Council. In 2017 planning permission was granted for additional housing on this small area of land, with a contribution secured towards the provision of sports and community facilities specifically on the land subject to the current planning application. That proposal was supported by the Parish Council. That application plan identified the use of the current application site for the provision of two full size football pitches, with the land on the Nicholas King site (now housing), proposed to accommodate a sports pavilion and car parking as well as a landscape buffer.
- 8.7. In addition to the above, the Cherwell Local Plan, in particular Policy BSC10 supports the provision of sufficient quantity and quality of, and convenient access to open space, sport and recreation provision. This includes addressing existing deficiencies in provision through qualitative enhancement of existing provision, improving access to existing facilities or securing new provision. Policy ESD17 also seeks to maintain and enhance the district's green infrastructure network. Policy Villages 4 advises that the Playing Pitch and Green Space Strategy estimated that additional provision is required in the Rural North of the District (which includes Adderbury), including junior pitches, cricket pitches and other amenity/ open space to address existing deficiencies and future predicted shortfalls.
- 8.8. The Adderbury Neighbourhood Plan Policies also defines the green infrastructure network around and within the village (AD2) and it confirms that any development proposals on land within or immediately adjoining the defined network must demonstrate how they maintain or enhance its integrity and green infrastructure value. It also defines local green spaces (AD3) and local open spaces (AD4), which includes the current development site.
- 8.9. Given the above, the general principle of the development in terms of the use of the land for sport/ recreation and community use is considered to be acceptable. The details of the scheme and how the proposal meets the criteria of Policy AD18 of the Adderbury Neighbourhood Plan are therefore important to be considered.
- 8.10. The Parish Council have explained that their intention for the delivery of the site is to prepare the field for sports use by seeding during 2018 so that the pitches will have two or more years to establish before being played on. A project to involve residents is then intended to continue to establish exactly what facilities are required and supported and for detailed plans to be submitted, potentially in the form of a new planning application but for this work to continue whilst the site preparation (including the provision of drainage) is being undertaken. Ongoing management would be required for the first two years of growth and during this time, no public access in using the site for the purposes proposed would be allowed. Contractors would use the existing field gate.

Landscape impact and site layout

- 8.11. Policy ESD13 of the Cherwell Local Plan advises that development will be expected to respect and enhance local landscape character and a number of criteria are highlighted including that development is expected not to cause visual intrusion into the open countryside, must be consistent with local character and must not harm the setting of settlements, buildings or structures. Policy C28 of the Cherwell Local Plan 1996 exercises control over all new developments to ensure that the standards of layout, design and external appearance are sympathetic to the character of the context. The Adderbury Settlement Boundary defined by Policy AD1 aims to avoid harm to local landscape character. In the policy wording for the site (AD18), the countryside location of the site is recognised by requiring that buildings are ancillary to the use of the site and designed to have regard to their location. In addition, it requires that the layout and any lighting has regard to the proximity of the adjoining residential and employment uses.
- 8.12. The site is located on the edge of the village and it is an existing agricultural field surrounded by field hedgerows. The development of the site will change the setting of the village and the street scene, by virtue of the provision of a vehicular access and the proposed development on site; however the land is between a new residential site and Ball Colegrave therefore within this context the impact is unlikely to be significant. In terms of access arrangements, Policy AD18 requires vehicular access from the Milton Road, with minimum losses of the boundary hedgerow therefore the provision of an access from this boundary has been accepted in principle. The proposed means of access has been proposed at 6m width with a section of hedgerow loss that accommodates this, the required footpath link to the village and some verge space to create an appropriate access point. The hedge line is relatively dense in this location, but the principle of the access is accepted.
- 8.13. Otherwise, the proposed development includes sports pitches (one of which is sized to be used as two pitches), a cricket pitch, a MUGA and associated parking (including overflow) and turning space as well as landscaping. It is understood that the future plan is to provide a building/ pavilion on the site so space has been identified for where such a building could be accommodated (and as this is not part of the current application, it is not necessary to consider this point of Policy AD18 further in terms of impact upon the countryside location of the site).
- 8.14. The arrangement of the pitches to the north of the site, with other supporting facilities such as the MUGA (and its associated fencing etc), car parking and the building close to the southern boundary of the site, therefore in proximity to the access point and landscaping is acceptable as it ensures that built development has a closer relationship with the village and the new development adjacent to it. The position of the MUGA and a future building to the eastern side of the site is also likely to be the most appropriate location for those features so that they do not appear isolated being close to other built development and for the ease of use of villagers walking/ cycling to the site. However, it is clear that the Parish Council wish to refine their proposals with community input through the period whilst the land is being prepared and in this regard, a planning condition is recommended to secure details of the final layout of the site for the development demonstrated now. No other development is approved and in this regard, a condition is recommended to restrict all other engineering operations/ physical development including a building.
- 8.15. The proposal does not provide details of landscaping, other than the suggestion of new tree planting to part of the eastern boundary. There are however opportunities to provide landscaping as part of the site layout and these can be sought via condition (and this is necessary in order to demonstrate net gains for biodiversity as will be discussed later).

- 8.16. Policy AD18 states that the landscape scheme should contribute to the delivery of Policy AD2 by making provision for ecological connectivity from Milton Road to the proposed local green space off Horn Hill Road in Policy AD3. The Policies map indicates a potential route along the eastern site boundary, which could extend beyond the site boundary to continue offsite to the Local Green Space. Whilst the proposal does not provide for a formal route, the land would be open and there would be opportunities to provide access from the site to the north to allow the link to be provided along the northern boundary. The position of a swale in the north eastern corner is also identified on the proposed plan (albeit the FRA suggests an alternative feature) and the drainage scheme is not yet fully concluded. The proposed change of use of the site for the type of development proposed could accommodate a link to the north in compliance with Policy AD18.
- 8.17. Overall, the proposal as it stands is considered to be acceptable as there would be no significant impact upon visual amenity. In terms of site layout, the development proposed now can be accommodated and any refinements to the positioning can be secured via condition. The proposal complies with the Policies outlined above.

Neighbouring amenity

- 8.18. Policy ESD15 advises of the need for new development to consider the amenity of both existing and future development. The NPPF advises that places should be created that have a high standard of amenity for existing and future users.
- 8.19. The site is allocated for use for sport/ recreation and community use and therefore the principle of the development is acceptable adjacent to the surrounding uses and it was secured for this purpose. Policy AD18 of the Adderbury Neighbourhood Plan requires that the layout and any lighting have regard to the proximity of the adjoining residential and employment uses. No lighting is proposed as part of the current application, however the layout can be considered now. Generally, it reflects what would be expected, with the pitches arranged at the north of the site, with built infrastructure (including parking, a future building and the MUGA) arranged to the south. This ensures that these elements relate to the village and are accessible. Officers have some concerns regarding the position of the MUGA having visited the site and assessing the proximity to the adjacent properties on the Nicholas King Homes site (these have gardens of approximately 12-14m). Additional planting is shown as being proposed (although no detail is provided of what this could be and this would need to be secured via condition), however to avoid concerns regarding noise and nuisance, a condition is recommended to reconsider the location of the MUGA. There appears to be sufficient space for this to be moved to continue to achieve the same aims for the site. Based on this, it is considered that the proposal can be accommodated without causing serious harm to the amenity of residential properties nearby.
- 8.20. In terms of the neighbour to the west, Ball Colegrave, some concerns have been raised regarding the impact of the use upon their business activities. Concern is raised with regard to lighting, however this does not form part of the current application and its impacts could be considered in the future if this forms part of the plan in the future. Concern is also raised with regard to stray balls – the plan demonstrates that there could be some distance between the features on the site and the boundary and in addition, the boundary itself is a well-established dense treeline that would assist in protecting the site. A condition is however recommended to secure details of boundary fencing, should this form part of the Parish Council's plan in the future (on any area of the site). The continued use of an access track could be discussed with the Parish Council however this is a land ownership issue rather than something needing to be secured through the planning application.

Transport

- 8.21. The application is accompanied by a Transport Statement. In terms of traffic impact, this has tested two scenarios which are based on assumptions regarding how the site could be used (one at its maximum and a second at a more realistic level). In addition, trip rates are added for a building on the site, however this is not part of the current proposal, therefore the impacts are worse case and likely to be less for the current proposal. This does however mean the results are robust. This has demonstrated that the proposed uses on the site would not have a severe impact on the highway.
- 8.22. Vehicular access is proposed from the Milton Road, 50m west from the edge of the site. In addition, a pedestrian link to the village is required – a pedestrian link is already secured between the existing footway network and the entrance to the adjacent residential development. An extension to this would be required to link to the site access to give access to the site from the village for pedestrians and this is proposed to be 2m wide and to be accommodated on the highway. A drawing of the access arrangement has been provided and tracking has been undertaken to demonstrate that this is suitable.
- 8.23. The application documentation demonstrates that up to 141 parking spaces can be provided (including some within an overflow area and a proportion for disabled users), as well as spaces for minibuses, motorcycles and bicycles. This level of parking has been proposed based upon the potential user demand assumed from the maximum use scenario tested with 53 of these provided less formally as overflow parking. This would ensure no overspill outside of the site.
- 8.24. The application is also accompanied by a Travel Plan, which provides some information regarding how sustainable transport would be encouraged. The measures suggested, including the promotion of sustainable options via the Parish website and by notices at the site seem sensible and proportionate to the development proposed.
- 8.25. Oxfordshire County Council as Highway Authority has confirmed that they have no objections in principle to the change of the use of the site. In terms of the transport statement, it has been confirmed that this is comprehensive and is based on detailed assumptions which are robust. Reference is made to the onsite and offsite infrastructure including the parking, footway link and to the need for an informal crossing point on the Milton Road to improve connectivity from the site to St Mary's Road (in the form of dropped kerbs and tactile paving). This could be picked up through the S278 process, which is also required for the junction and any other required changes on the highway, including a gateway feature and speed limit signs.
- 8.26. Overall, it is considered that the site is within a sustainable location in transport terms. It can be appropriately accessed and there is sufficient space to provide onsite transport infrastructure including parking and connections can be provided to the rest of the village to encourage the use of sustainable modes of transport to access the site.

Drainage and Flood Risk

- 8.27. A flood risk assessment and drainage management strategy is submitted with the application in line with the requirements of Policy ESD6 of the Local Plan and the Framework, given the site extends to over 1ha in area and is predominantly in Flood Zone 1. Policy ESD7 of the Local Plan requires the use of Sustainable Urban Drainage Systems to manage surface water drainage systems. This is all with the aim to manage and reduce flood risk in the District. A number of comments have

been provided raising concerns that there have been flooding issues in the vicinity in the past. It is important that the proposal provides for an adequate drainage arrangement that does not increase flood risk off site.

- 8.28. The flood risk assessment finds that the site is within flood zone 1 and that the development proposed is classified as water compatible development. The site is at low risk of fluvial flooding from main rivers and from other potential forms of flooding. The FRA has anticipated the total impermeable area proposed (including a building which is not proposed as part of this application) and has found that approximately 3% of the total site would be impermeable. The SUDs techniques proposed include permeable hardstanding and to maximise soft permeable landscaped areas as well as soakaways and pervious paving to manage surface water runoff from roofs and roads at their source. The assessment considers the potential size for a soakaway for a building on the site as well as for any impermeable areas of the access road. In terms of the pitch land, the proposal is for perforated pipe land drainage below ground to maintain a useable pitch surface all year round. Alongside this, an infiltration strip should be provided along the northern boundary. The SUDs proposed have been sized to cope with the 1 in 100 year flood event plus a 40% allowance for climate change. In addition, the proposals result in some betterment of the existing situation as less water would be discharged to the existing drainage ditches and main rivers which would result in a reduction in flood risk overall.
- 8.29. Overall and based upon the assessment submitted, the development would be at low risk from flooding and there are opportunities for surface water management that would result in improvements over the existing green field run off rate. The Drainage Authority has confirmed that the drainage design details are at an outline stage of detail and no detailed designs have been provided. A condition is recommended to request further detail following the grant of planning permission as outlined above. Officers are considering the condition and whether there can be a staged approach to the provision of information to enable the Parish Council to complete elements of the work they wish to early (supported by sufficient information) with other elements following later.

Ecology

- 8.30. The Framework sets out that Planning should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and provide net gains in biodiversity where possible. Policy ESD10 reflects the requirements of the Framework to ensure protection and enhancement of biodiversity. Policy AD18 of the Adderbury Neighbourhood Plan seeks to secure a net biodiversity gain. The Authority also has a legal duty set out at Section 40 of the Natural Environment and Rural Communities Act 2006 (NERC 2006) which states that “every public authority must in exercising its functions, must have regard ... to the purpose of conserving (including restoring / enhancing) biodiversity”.
- 8.31. No ecological assessment has been submitted with the application, however given the nature of the proposal this was not required. The Council’s Ecologist has not objected to the application providing the works to create the access are undertaken outside of the bird nesting season. A net gain calculation has not been provided and therefore it is difficult to judge, at this stage, whether a net biodiversity gain can be achieved in accordance with Policy AD18 of the Adderbury Neighbourhood Plan. The proposal does however involve landscaping and these details have not, at this stage been submitted. As such and in the circumstances of this case whereby the land remains generally open and therefore it is possible to ensure that a net biodiversity gain is achieved, it is considered that a condition can be imposed to secure, alongside a landscaping scheme, a calculation to demonstrate that a net

biodiversity gain will be achieved. This can ensure that the biodiversity elements of Policy AD18 can be achieved.

Heritage

- 8.32. The site sits close to the Adderbury conservation area boundary. The land is allocated for the proposed use and the development proposed at this stage in terms of changing the use of the land, the provision of an access and the layout of the site would unlikely be harmful to the character and significance of the conservation area in the view of Officers. The Conservation Team have confirmed that providing parking and any buildings are located along the Milton Road, which they are, that there are only likely be minimal impacts therefore the proposal is considered to be acceptable in terms of the impact upon the setting of the conservation area.
- 8.33. The application site has also been identified as being important for archaeology by the OCC Archaeology team. Their advice is that the site is located in an area of archaeological potential 300m to the south east of a possible Roman building. It is noted that a programme of archaeological investigation has recently been undertaken immediately east of the proposed site, which recorded a number of possible prehistoric features including a possible henge site and a Bronze age posthole structure. The post excavation analysis of this site is still underway, but initial results would suggest that these features are of some significance. A geophysical survey has been submitted with the application, and this identified the possibility for archaeological features, including the possibility of the continuation of features found on the site to the east.
- 8.34. In response to the Archaeological survey, OCC have advised that the proposed works, including the drainage scheme, may impact on the potential archaeological features identified (and potentially other features that have not been identified). A programme of archaeological evaluation and mitigation is recommended ahead of the commencement of the development and conditions are therefore recommended. The conditions as worded are recommended and these being imposed should ensure that the importance of these archaeological matters are understood and mitigated for.

Planning Conditions

- 8.35. Given the intentions of the Parish Council as have been explained earlier in this report, the trigger for compliance with the planning conditions have been considered. Officers have been mindful that pre-commencement conditions can cause delays and therefore should be minimised unless absolutely necessary. As such the timing for the compliance of conditions has been considered, with most proposed to be 'prior to the first use by the public...' or 'Prior to the laying out of the site for pitches...' Only where absolutely necessary have pre-commencement conditions been recommended.

Other matters

- 8.36. A number of comments have been made raising concerns about the current proposal. The proposal does not include a proposal for flood lights or for a building and a condition is recommended to restrict these features so that they would be subject to a new planning application. A full assessment of these proposals would be undertaken at that time. Concern is also raised in relation to the hours of use of the site. The application does not provide this detail, although the transport statement does test a scenario with potential use until 11pm. This is for the purpose of testing a robust, worst case scenario and is not necessarily what is proposed. A condition to seek a management plan, to include details of hours of use of the site is

recommended. In terms of the use of the site, it is considered that public use of the development proposed should not occur until the required access and footways to it have been provided so as to ensure that the land can be safely accessed and that it does not cause problems (for example parking) elsewhere off site. A condition is recommended to ensure that the use applied for is not commenced until the site has been provided with its access and parking arrangements. Comments have also been raised that the proposal does not reflect what the community wants. The role of the Planning Authority is to consider the proposal put to it.

- 8.37. There is reference within the comments and between correspondence between the Parish Council and Sport England to potential minor re-levelling. No information is provided regarding the work involved and so a condition is recommended to secure information about the extent of levelling if this is required (and this matter will be discussed with the Parish Council in advance of the Committee meeting). The site only has a minor slope and so it is not expected that any such levelling would be significant but the detail of any such work should be understood. In terms of landscaping, it is noted that proposals could be within proximity to neighbouring properties and therefore a management plan would be helpful to understand how this would be maintained.

9. PLANNING BALANCE AND CONCLUSION

- 9.1. As discussed, the principle of the change of use is considered to be acceptable in accordance with Policy AD18 of the Adderbury Neighbourhood Plan, which effectively allocates the land for sports and community uses. There are a number of criteria to consider such a proposal against and these have been assessed through this appraisal. It is considered that the proposal meets the requirements, or information to be sought via planning condition can secure additional detail to ensure that the proposal is accommodated appropriately. Overall, the proposal is considered to be sustainable and can meet the economic, social and environmental roles of sustainable development.

10. RECOMMENDATION

That permission is granted, subject to conditions:

The exact conditions and the wording of those conditions are delegated to the Assistant Director for Planning Policy and Development, the conditions will cover:

1. Time limit – to commence within 3 years
2. Compliance with the approved plans
3. Notwithstanding the submitted layout plan, a plan to be sought with the final layout proposed including a reconsideration of the position of the MUGA and the demonstration of links to the local green space off Horn Hill Road
4. Details of Landscaping, a biodiversity calculation to demonstrate a net gain and a management plan for it
5. Retention of the approved landscape scheme
6. Details of any proposed boundary treatments
7. Details of any proposed change in levels
8. A scheme for surface water drainage to be submitted
9. Full details of the means of access
10. The restriction of the provision of any other means of access and closure of the existing field entrance
11. The protection of vision splays at the entrance
12. Details of the turning area and car parking
13. The provision of the new footpath linking the site to the village prior to the first public use of the site

14. Details of covered cycle parking facilities
15. The requirement for an archaeological written scheme of investigation
16. A staged programme of archaeological evaluation and mitigation
17. Hedgerow works outside of the bird nesting season
18. No public use of the site for the use approved until the site is laid out.
19. A management plan for the site including hours of use
20. A condition to restrict any flood lighting on the site
21. A condition to restrict the provision of a building on the site

Planning note

1. The applicant's attention to the need for a S278 agreement to be highlighted

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