

# Sustainability Appraisal (SA) of the Dalton Barracks Supplementary Planning Document (SPD)

Scoping Report

April 2018

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## Table of Contents

1.	Introduction.....	1
2.	Homes .....	6
3.	Services and facilities.....	8
4.	Movement.....	9
5.	Health .....	11
6.	Inequality and exclusion .....	13
7.	Economy .....	13
8.	Natural Environment.....	14
9.	Heritage.....	17
10.	Landscape.....	18
11.	Pollution.....	19
12.	Climate change mitigation .....	21
13.	Climate change adaptation.....	23
14.	Next Steps.....	24

# 1. Introduction

- 1.1 AECOM is commissioned by the Vale of White Horse (VOWH) District Council ('the Council') to lead on Sustainability Appraisal (SA) in support of the emerging Dalton Barracks Supplementary Planning Document (SPD). The intention is for the SPD, once adopted, to elaborate on the policy established through Core Policy 8b (Dalton Barracks Comprehensive Development Framework) of the VOWH Local Plan 2031 Part 2 (LPP2).

N.B. at the current time LPP2 is yet to be adopted; the plan was submitted to Government in February 2018 and is currently the subject of an Examination in Public, led by an appointed Planning Inspector.

- 1.2 SA is a mechanism for considering and communicating the likely effects of a draft plan, and alternatives, in terms of sustainability issues, with a view to avoiding and mitigating adverse effects and maximising the positives. The aim is to ensure that the SPD contributes to the achievement of sustainable development.

## The SPD explained

- 1.3 The National Planning Policy Framework (NPPF) states that: "Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery." Government's online Planning Practice Guidance (PPG) elaborates as follows -

*"They should build upon and provide more detailed advice or guidance on the policies in the Local Plan. They should not add unnecessarily to the financial burdens on development.*

*Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements for producing Supplementary Planning Documents.*

*In exceptional circumstances a Strategic Environmental Assessment may be required when producing a Supplementary Planning Document."*

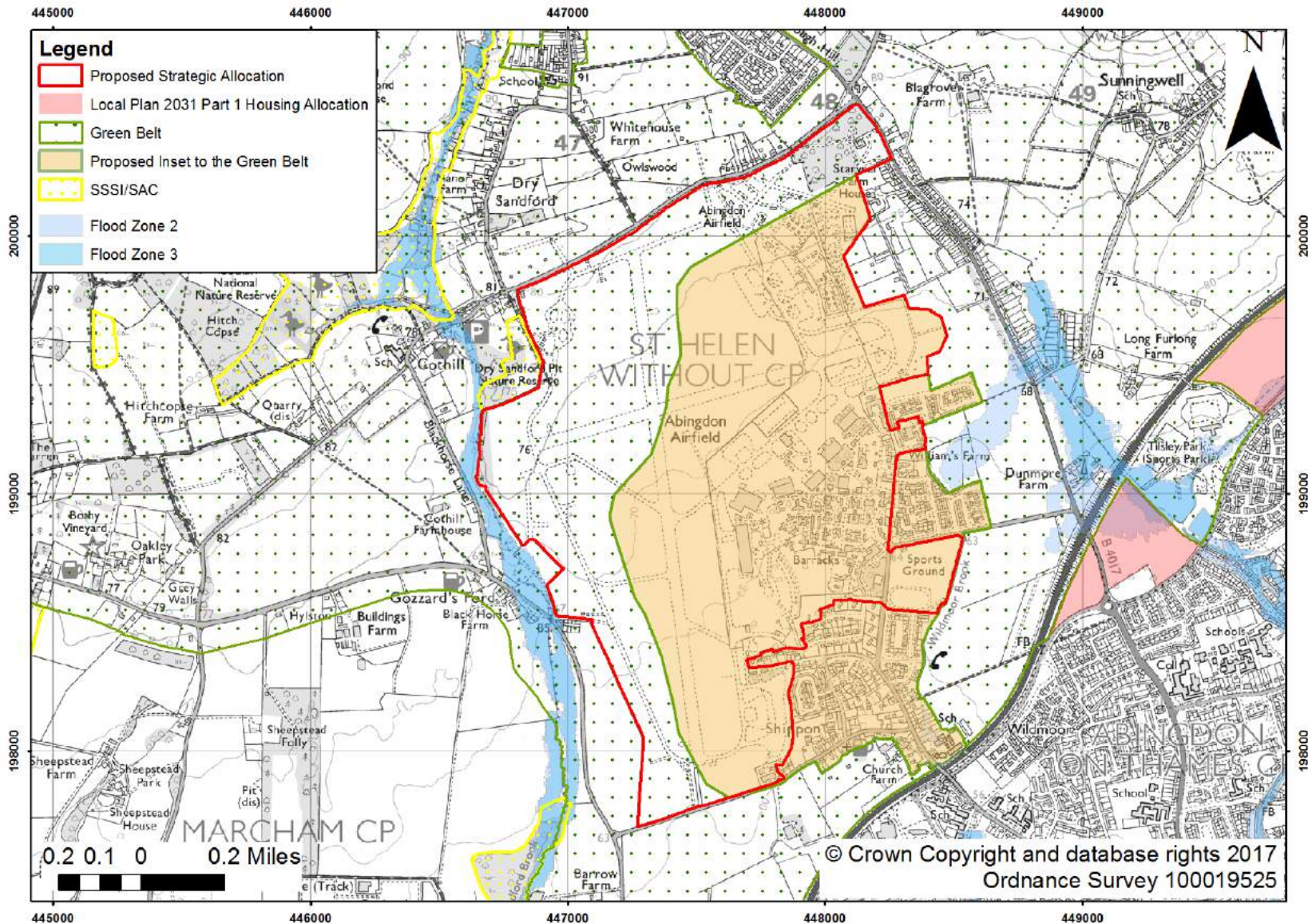
- 1.4 In this case, the intention is for the SPD to 'build upon and provide more detailed advice or guidance' in relation to -

- **LPP2 Core Policy 8a** (Additional Site Allocations for Abingdon-on-Thames and Oxford Fringe Sub Area), which allocates Dalton Barracks for the delivery of 1,200 homes in the plan period, plus "services and facilities equivalent to a Larger Village", and noting that the site "has the capacity to deliver more housing... after 2031"; and
- **LPP2 Core Policy 8b** (Dalton Barracks Comprehensive Development Framework).

- 1.5 In order to provide further context, repeated below is -

- Figure 2.3 from LPP2, which shows the location and extent of the Dalton Barracks allocation;
- LPP2 supporting text introducing the Dalton Barracks allocation; and
- Core Policy 8b (Dalton Barracks Comprehensive Development Framework).

Figure 1.1: LPP2 Figure 2.3 showing the Dalton Barracks proposed allocation



### Box 1.1: LPP2 supporting text introducing the Dalton Barracks proposed allocation (abridged)

'A Better Defence Estate' was published by Government in November 2016. This report identified 91 sites operated by the Ministry of Defence (MOD) to be released for development... One of the sites identified for release, originally by 2029, is Dalton Barracks, located within the Vale of White Horse District to the west of Abingdon-on-Thames and close to Oxford...

The site consists of around 288 hectares and contains large areas of brownfield (previously developed) land. The site was originally a military airfield, but has more recently been used as a barracks for Nos. 3 and 4 Regiments Royal Logistics Corps. Around half of the growth envisaged within the plan period can be delivered onsite even before the military units are re-located. However, it is anticipated that the military units will be re-located no later than 2026.

The site was not considered as a potential development site through preparation of the Local Plan 2031: Part 1, nor by the Oxfordfordshire Growth Board process to identify potential sites to accommodate unmet housing for Oxford. At the time of undertaking these processes, the site was not considered to be available for future development.

The Council considers that the MOD's release of this site for development, especially given its size, proximity to Oxford and the extent of previously developed land within the site area, constitutes a 'major change in circumstances' to justify its assessment in the context of a Green Belt Review.

The Council considers that development at Dalton Barracks has the potential to deliver a highly sustainable mixed-used development, incorporating Garden Village principles and including new services and facilities, new schools, opportunities for local employment and a substantial Country Park of at least 80 hectares.

Garden Villages are ambitious and locally-led proposals for new communities that should have high quality and good design hard-wired in from the outset. The Town and Country Planning Association (TCPA) have developed principles to help inform the creation of Garden Villages and the Council is keen to explore how these principles can inform the opportunity for development at Dalton Barracks. The TCPA principles include... [see <https://www.tcpa.org.uk/understanding-garden-villages>].

The District Council is working in partnership with Oxfordshire County Council to plan for substantial highway and public transport improvements within this Sub-Area. Plans include provision for upgrading the A34 interchange at Lodge Hill; a northbound bus lane between Lodge Hill and the Hinksey Hill interchanges on the A34; and providing for two new Park and Ride sites at Cumnor and Lodge Hill (both close to Dalton Barracks) for accessing Oxford. Both of these Park and Ride sites will be connected to key destinations in Oxford City via a Rapid Transit System.

An Abingdon – Oxford Corridor Sustainable Transport Study has informed the sustainable transport provision which should support the proposed development at Dalton Barracks. The improvements outlined in the study include the provision of a bus and cycle link from Dalton Barracks to the new Park and Ride site at Lodge Hill, which would provide a direct link from the proposed development to an interchange with services... The study also outlines the need for enhancements to the frequency of bus routes serving the site to reach 'turn up and go', or premium route, standard and improved pedestrian and cycle links from the site to Abingdon-on-Thames.

... Dalton Barracks lies to the east of a number of sites of ecological importance, including Cothill Fen Special Area of Conservation (SAC) and Sites of Special Scientific Interest (SSSI's). To provide a buffer between any proposed development on the site and the designated sites, the western side of Dalton Barracks should be retained as open space, in the form of a Country Park, which will also provide recreational open space to residents of the site.

The Part 2 plan makes provision for around 1,200 dwellings at Dalton Barracks to be delivered within the plan period up to 2031... However, it is recognised that the longer-term potential for development is much greater, potentially in excess of 4,000 dwellings, subject to provision of appropriate infrastructure.

It is therefore essential that development is brought forward in line with a comprehensive development framework in accordance with Core Policy 8b.

The Council will work with the Defence Infrastructure Organisation (DIO) and other key stakeholders, to prepare a comprehensive development framework for the Dalton Barracks site, which will be adopted as a Supplementary Planning Document (SPD). The Framework will provide more detailed guidance to inform proposals for development on the site.

## Box 1.2: LPP2 Core Policy 8b



### Core Policy 8b: Dalton Barracks Comprehensive Development Framework

All new development at Dalton Barracks will be guided by a comprehensive development framework.

The new housing allocated at Dalton Barracks will be provided to an exemplar standard and following Garden Village principles to ensure the potential for highly sustainable and accessible development is fully realised.

The new settlement will form a mixed-use community incorporating on-site services and facilities, including new schools, a local centre, providing local opportunities for employment and ensuring excellent public transport, cycle way and footpath connections to Oxford and Abingdon-on-Thames. This development will come forward in accordance with **Core Policies 8a and 8b** and the Site Development Template set out in **Appendix A**.

The site is removed from the Oxford Green Belt in accordance with **Core Policy 13a**. The site area, however, contains a large area of land that will remain within the Oxford Green Belt and any development on this area will be limited to Green Belt-compatible development. This area will include a substantial Country Park, located on the western side of the site that should be planned for as part of the comprehensive development framework.

Proposals for development at Dalton Barracks must demonstrate how they contribute towards a comprehensive approach to development.

The Council will continue to work with the Defence Infrastructure Organisation, Oxfordshire County Council, Natural England and other relevant stakeholders to prepare a comprehensive development framework for the site. Additional guidance will be provided by a comprehensive development framework that will be published as a Supplementary Planning Document and will ensure proposals are considered in the context of a comprehensive approach to the whole site, including:

- i. the development is in accordance with the requirements of a travel plan for the whole site to make the necessary contributions in order to implement sustainable transport initiatives, including minimising car usage and increasing the use of public transport, walking and cycling
- ii. the development is in accordance with and makes the necessary contributions to a comprehensive landscape plan for the whole site, including the provision of a Country Park of at least 80 hectares
- iii. proposals for new development and redevelopment should be demonstrated that there would be no adverse impact on Cothill Fen SAC and protection for the SSSI located to the west of the site, and
- iv. proposals for buildings and structures (including their extensions) will not unacceptably harm the character and appearance of the surrounding area, taking into account their location, scale, bulk and height.

## SA explained

- 1.6 The Council has determined that the SPD has the potential to result in significant environmental effects, and hence must legally be subject to a process of Strategic Environmental Assessment (SEA).<sup>1</sup> The Council has also determined that the SEA process should be expanded to take full account of socio-economic issues/objectives alongside environmental issues/objectives, and hence should be known as Sustainability Appraisal (SA).<sup>2</sup>
- 1.7 SEA must be undertaken in accordance with specific procedural requirements, as established by the Environmental Assessment of Plans and Programmes ('SEA') Regulations 2004. As such, the Dalton Barracks SPD SA process will be undertaken in accordance with these prescribed procedures.
- 1.8 Two key procedural requirements of the SEA Regulations are that:
  1. when deciding on 'the scope and level of detail of the information' which must be included within the key output report - namely the report published for consultation alongside the draft plan<sup>3</sup> - there is a consultation with certain nationally designated authorities, namely the Environment Agency, Historic England and Natural England; and
  2. a report (the 'SA Report') is published for consultation alongside the draft plan (i.e. the draft SPD) that 'identifies, describes and evaluates' the likely significant effects of implementing 'the plan [i.e. the SPD], and reasonable alternatives'.

## This scoping report

- 1.9 This 'Scoping Report' is concerned with item 1 above. It presents a suggested scope for the SEA so that the designated authorities can provide timely comment.

<sup>1</sup> SEA is not an automatic requirement for SPDs; however, it is a requirement where the SPD is identified as having the potential to result in significant environmental effects. The process of determining, at an early stage of SPD preparation, whether there is the potential for significant environmental effects is known as 'screening'.

<sup>2</sup> SA is not a requirement for SPDs, unlike Development Plan Documents (E.g. Vale LPP1 and LPP2).

<sup>3</sup> In this case, an SA Report will be published for consultation alongside the draft SPD that is published under Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

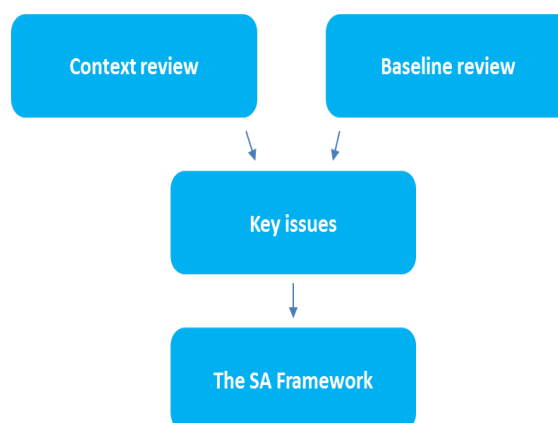
## Approach to scoping

1.10 Scoping essentially involves identifying a ‘framework’ of sustainability issues and objectives that should be a focus of, and provide a methodological framework for, the appraisal of the emerging draft SPD (and reasonable alternatives).

1.11 In order to facilitate the identification of sustainability issues/objectives, scoping firstly involves review of the ‘context’ and ‘baseline’. Scoping therefore involves the following steps -

1. **Context** review - a review of existing policy and issues/objectives established by Government, the Council and other key organisations.
2. **Baseline** review - a review of current situation locally and a consideration of how this might evolve in the absence of the SPD.
3. **Key issues** summary - a summary of the key (in the sense that the SPD may have an effect) problems and opportunities identified through steps (1) and (2).
4. **SA Framework** development - a refinement of the key issues.

Figure 1.2: The scoping process



## Structure of this report

1.12 Scoping steps 1 to 4 have been completed, and the outcomes are presented for consultation within this report.

1.13 Rather than presenting the outcomes of steps 1 to 4 sequentially within this report, the outcomes of steps 1 to 4 are presented under the following thematic headings in turn -

- Homes
- Services and facilities
- Movement
- Health
- Inequality and exclusion
- Economy
- Natural Environment
- Heritage
- Landscape
- Pollution
- Climate change mitigation
- Climate change adaptation

1.14 These are the same themes that have been used to structure the SA process for Vale LPP2, and were originally selected on the basis that they reflect the broad scope of sustainability issues/objectives likely to be of greatest relevance to spatial plan-making in the VOWH context. It is intended that presenting the scoping information under these themes will help enable the reader to easily locate the information of greatest interest to them.

1.15 The discussion of scoping under each SA theme is presented in Sections 2 to 13. A final section then discusses ‘next steps’.

## 2. Homes

### Context

- 2.1 Key aims of the NPPF are to widen the choice of high quality homes (paragraph 9) and boost significantly the supply of housing (paragraph 47). Local planning authorities are required to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, which for VOWH means at the Oxfordshire scale.
- 2.2 The proposed 'housing requirement' for the District is 22,760 homes to 2031 (N.B. this will apply either on adoption of LPP2 or two years from adoption of LPP1, whichever is earliest). This figure reflects: A) the District's Objectively Assessed Housing Need (OAHN) figure of 20,560 homes, as established by adopted LPP1 Core Policy 4; and B) Vale's 2,200 home apportionment of Oxford's unmet housing needs, as agreed by the Oxfordshire Growth Board.
- 2.3 LPP1 Core Policy 8 (Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub Area) establishes the proportion of the District's 'housing target' that should be delivered within the sub area. Specifically, it identifies the housing target for the sub area as 7,512 homes. This figure reflects an understanding that the Oxford unmet need figure must be provided for in its entirety within the Sub Area, on account of its geographic proximity to Oxford.
- 2.4 The existing supply figure for the Sub Area - comprising completions (since the start of the plan period) and existing commitments (i.e. sites with planning permission, neighbourhood plan allocations and LPP1 allocations) - is 5,242 homes. In addition, the assumption is that 308 homes will be provided for on windfall sites (i.e. sites not allocated through a plan). As such, there is a need for LPP2 to provide for at least  $7,512 - 5,242 - 308 = 1,962$  homes within the Sub Area within the plan period.
- 2.5 The proposal, as established by LPP2 as submitted in February 2018, is to allocate five sites in this sub-area: Dalton Barracks (1,200 homes); East Kingston Bagpuize with Southmoor (600 homes); South East Marcham (90 homes); North of East Hanney (80 homes); North East of East Hanney (50 homes). The effect of these proposed allocations is to provide for 1% above the target figure (thereby providing for flexibility).
- 2.6 As such, it can be seen that **Dalton Barracks is a key element of the housing strategy** for the Abingdon-on-Thames and Oxford Fringe (henceforth 'Ab-Ox') Sub Area, and for the Vale as a whole. Its delivery is critical to achieving the housing target.
- 2.7 Successful delivery of Dalton Barracks is also of importance the achievement of more qualitative housing objectives, including -
  - **Affordable housing** - adopted LPP1 Core Policy 24 (Affordable Housing) sets out the Council's approach to the provision of affordable housing as part of new residential development. Affordable housing provision is a particular issue in Oxford City, with the Oxford City Local Plan 'Preferred Options' consultation document (June 2017) explaining that there is a need for 1,029 affordable dwellings per annum (dpa), yet over the past ten years the City Council has been providing only 116 dpa on average, and over the past three years the City Council has been providing only 60 dpa on average.
  - **Specialist housing** - adopted LPP1 Core Policy 26 (Accommodating Current and Future Needs of An Ageing Population) sets out measures to ensure new homes are well designed and easily adapted to the changing needs of residents throughout their lives. An important finding of the Oxfordshire Strategic Housing Market Assessment (SHMA; 2014) is that the older person population of Oxfordshire is projected to increase significantly up until 2031, resulting in increased specialist housing needs, e.g. sheltered or extra care provision. The Joint Strategic Needs Assessment (JSNA) – Needs Analysis for Older People in Oxfordshire (2016) - is another source of evidence.

- **Housing mix** - adopted LPP1 Core Policy 22 (Housing Mix) seeks to ensure that the right mix of housing sizes, types and tenures are provided on all residential development sites, whilst LPP2 includes Development Policy 1 (Self and Custom-Build) and Development Policy 2 (Space Standards). With regards to the latter, the PPG advises that local planning authorities should consider adopting the nationally established standards, but also states that local planning authorities have the option to set additional technical requirements which exceed the minimum standards, including relating to accessible and adaptable dwellings and wheelchair user dwellings.
- 2.8 Dalton Barracks can also contribute to the achievement of policy objectives in relation to **self build and custom build**, which is covered by LPP2 Development Policy 1 (Self Build and Custom Build). The Government has made self-build and custom housebuilding an important part of its strategy for increasing housing supply, placing a significant responsibility on LPAs to promote and manage delivery. Supporting text to the policy states that “the Council will support the provision of plots for sale to self and custom builders on major development sites”.
- 2.9 A further key policy context document is the **Joint Housing Delivery Strategy** for South Oxfordshire and Vale of White Horse which addresses four strategic themes: delivering housing need; providing an appropriate range of housing; delivering housing to support forecast economic growth; and improving standards in new homes.<sup>4</sup> The Strategy identifies priority tasks including (not limited to) -
- Review affordable housing policies to enable future provision to more accurately reflect changing needs in tenure, location etc.
  - Ensure local plan includes policies to secure delivery of specialised housing on strategic sites, as appropriate
  - Support alternative tenures and forms of delivery where the aim is to help local workers
  - Work with Registered Providers to provide shared housing for young workers under 35 years old.
  - Promote availability of private rented accommodation – such as ‘affordable private rent’.
  - Increase proportion of new affordable homes built to Building Regulation Part M (4) Category 2 and Category 3 standards (subject to viability).
  - Increase proportion of new market homes to be built to Category 2 standard with a small number of plots on sites over a certain size to be reserved for construction to Category 3 standard in response to demand (subject to viability).

## Baseline

- 2.10 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -
- Dalton Barracks is a key element of the LPP2 housing strategy. Assuming timely delivery of 1,200 homes at Dalton Barracks (up to 2031), the LPP2 housing strategy performs well, in that the quantum and distribution of homes should ensure established **housing needs** are met. N.B. the established need reflects a certain understanding of the scale of Oxford City’s unmet needs to be provided for within the Vale, which is not anticipated to increase; however, there inevitably remains a degree of uncertainty. Oxford City’s Local Plan is still emerging, as are the Local Plans of the other Oxfordshire authorities tasked with providing for unmet needs.

<sup>4</sup> See <http://www.whitehorsedc.gov.uk/services-and-advice/housing/housing-policies>

- Certainty regarding **deliverability** of Dalton Barracks has increased considerably since the Preferred Options stage with the MOD confirming that 1,200 homes could be delivered at the site prior to the MOD vacating the site; however, there are certain issues/uncertainties. The SPD aims to build confidence regarding deliverability, including by exploring the infrastructure upgrades required (secondary school, three primary schools, a guided busway link to Lodge Hill P&R and a large country park).
- The scale of the site provides potential to deliver a good **mix of housing**, including a significant amount of **affordable housing** (located in relatively good proximity to Oxford).
- Dalton Barracks has the potential to deliver housing beyond the end of the plan period, an approach that is supported from a 'housing' perspective, on the basis that it adds certainty in respect of **long-term supply**.

## Key issues / objectives

2.11 The following key issues emerge from the context and baseline review -

- There is a need to support timely delivery of market housing and affordable housing, with a view to contributing to the LPP2 housing objectives, and in turn housing objectives for the wider Oxfordshire HMA.

2.12 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Support timely delivery of market housing and affordable housing

## 3. Services and facilities

### Context

3.1 The NPPF is clear that community services and facilities play a key role in creating and sustaining healthy and inclusive communities. The quality and accessibility of community services, such as schools, places of worship, village and community halls and libraries is important as part of maintaining sustainable and viable places.

3.2 Development can and should support local services and facilities to meet local needs. Paragraph 70 of the NPPF sets out the need to plan positively for the provision of community facilities and to protect against their unnecessary loss.

3.3 At the local level, key policies are -

- LPP1 Core Policy 32 (Retail Development and other Main Town Centre Uses) - sets out the Council's approach to determining proposals for retail and town centre uses.
- LPP1 Core Policy 37 (Design and Local Distinctiveness) - seeks to ensure that all development achieves high quality design standards, and that development *"addresses the needs of all in society by incorporating mixed uses and facilities as appropriate with good access to public transport and a wide range of house types and tenures."*
- LPP1 Core Policy 38 (Design Strategies for Strategic and Major Development Sites) - sets out the requirement for Masterplans and Design and Access Statements to accompany strategic and major development proposals. Amongst other things, Masterplans should include a focus on *"community facilities and other amenities to meet the needs of all the community, including access to education and training facilities, health care, community leisure and recreation facilities as appropriate."*

Also of note is the requirement for a Design and Access Statement that considers: "the delivery phasing and implementation strategies to be in place to ensure the timely delivery of infrastructure and services to the development when they are needed by new residents, and that new developments are built out in a logical manner."

- LPP2 Development Policy 8 (Community Services and Facilities) - provides guidance where community services and facilities, including village and community halls, will be supported.
- LPP2 Development Policy 33 (Open Space) - sets out measures and local standards for the provision of open space in association with new developments and the protection of existing open space in the Vale.
- LPP2 Development Policy 34 (Leisure and Sports Facilities) - sets out measures and local standards for the provision of leisure and sport facilities.

## Baseline

3.4 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -

- There is the potential to achieve a critical mass that enables delivery of **new strategic community infrastructure**, including infrastructure of value to existing residents of Shippon and the wider area.
- There will be potential to develop a new community that is to some extent self-sustaining; however, residents will still need to travel offsite for **higher order services and facilities**, thereby potentially placing strain on those services and facilities where capacity issues exist.
- **Funding** for major infrastructure, including schools, may be dependent on the number of homes delivered on the site.
- Whilst the previously developed part of the site could come forward without being allocated there will be more flexibility to deliver a **comprehensive masterplan** for the site if additional areas of less sensitive Green Belt land are removed for development.
- There is the opportunity to apply '**Garden Village**' principles, including: "strong cultural, recreational and shopping facilities in walkable, vibrant, social neighbourhoods".

## Key issues / objectives

3.5 The following key issues emerge from the context and baseline review -

- The scale of development gives rise to a considerable opportunity, in respect of delivering new strategic community infrastructure.
- There is a need to support targeted and timely delivery of new and upgraded infrastructure, in order to support a 'sustainable' new community and also benefit existing residents.

3.6 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Support good access to community infrastructure for new and existing residents.

# 4. Movement

## Context

4.1 LPP1 includes a considerable focus on supporting sustainable modes of transport and a reduction in the need to travel. This is consistent with the objectives set out in the NPPF and the Oxfordshire Local Transport Plan 4 (LTP4, 2016). Key policies include -

- Core Policy 33 (Promoting sustainable transport and accessibility) - sets out how the Council will work with the County Council and others to promote sustainable transport accessibility to new development, including LTP4 measures;

- Core Policy 34 (A34 strategy) - commits to working with Highways England and Oxfordshire County Council to plan for managing traffic on the A34, including addressing air quality;
- Core Policy 35 (Promoting public transport, cycling and walking) - sets out how the Council will ensure that new development promotes public transport, cycling and walking;
- Core Policy 36 (Electronic communications) - sets out the district's intention to ensure that superfast broadband is provided in new development, which will maximise opportunities for working and accessing services at home;
- Core Policy 37 (Design and Local Distinctiveness) - which seeks to ensure that all development "is well connected to provide safe and convenient ease of movement by all users, ensuring that the needs of vehicular traffic does not dominate at the expense of other modes of transport, including pedestrians and cyclists..."; and
- Core Policy 38 (Design Strategies for Strategic and Major Development Sites) - sets out the requirement for Masterplans and Design and Access Statements to accompany strategic and major development proposals. Amongst other things, Masterplans should "*demonstrate a coherent and robust framework for development that clearly sets out: land uses proposed including amount, scale and density, movement and access arrangements and Green Infrastructure provision.*"

4.2 LPP2 also includes relevant Development Management policies including -

- Development Policy 15 (Access) - sets out requirements for suitable and safe access within development proposals, building upon Core Policy 37; and
- Development Policy 16 (Transport Assessments and Travel Plans) - provides additional guidance on the information required within Transport Assessments or Statements and Travel Plans, building on Core Policy 35.

## Baseline

4.3 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -

- Dalton Barracks is located between the two strategic transport corridors into Oxford (**A34 and A420**), although the A34 junction at Abingdon-on-Thames (Lodge Hill), with its funded new slip roads and proposed Park and Ride (P&R), is relatively close (c.2km)
- The suitability of the site depends somewhat on measures implemented to ensure ease of access to the proposed **Lodge Hill P&R**. The delivery of Lodge Hill P&R is also a consideration, although the Public Transport interchange at Lodge Hill is a commitment in the adopted Local Transport Plan and emerging Oxfordshire Infrastructure Plan (OXIS).
- OCC strike a note of caution through their LPP2 Preferred Options (2017) consultation response, stating: "*Delivery of an attractive, reliable and frequent park and ride offer at Lodge Hill (and Cumnor) is dependent upon providing **bus priority measures** not only along the A34 as mentioned in the Part 2 Plan, but also across the wider Oxford area. Without the delivery of both, the desirability and attractiveness of the park and ride and Dalton Barracks as a sustainable location would be undermined.*"
- Evaluation of Transport Impacts (ETI) work completed in support of LPP2 has involved **modelling** the A34 traffic situation in 2031, under several scenarios involving strategic growth at Dalton Barracks. The ETI has found that LPP2, in comparison to the Do Minimum scenario will lead to overall delays *district-wide* increasing by 6% in the AM peak and 5% in the PM peak; however, when mitigation is assumed, the AM peak delay decreases to 5%, the PM peak actually sees a 2% improvement.

- It is also important to note that a **Sustainable Transport Study** for the Abingdon to Oxford corridor has been completed, examining a number of sustainable transport options to support development at the LPP1 allocations and the proposed LPP2 allocation sites. The study examines potential transport improvements within three main corridors (Abingdon-A34-Oxford; Abingdon-Cumnor-Botley-Oxford; and Abingdon-Dalton Barracks-Fox Lane-Hinksey Hill-Oxford), and then goes on to consider which schemes represent the greatest value for money, and hence should be prioritised. Dalton Barracks related priorities include: improved frequency of premium routes; and smart travel using apps and live information.
- With regards to **cycling**, there is good connectivity into Abingdon-on-Thames Town Centre and Radley Station; however, it is not easy to cycle to Oxford, given the roads / infrastructure and terrain. The Sustainable Transport Study identifies a range of priority improvements to cycle infrastructure, including: Cycle lanes on Faringdon Road; Oxford Road cycle route; Improvements to the NCN5; Twelve Acre Drive and White's Lane; Abingdon to Oxford (via Radley Station); Cumnor Hill; Marcham to Abingdon; and Dalton Barracks to Lodge Hill.
- **Funding** to enable delivery of transport infrastructure upgrades may be dependent on the number of homes delivered on the site.
- Government is currently considering options for an **Oxford to Cambridge Expressway**, with one of the shortlisted options involving a route via the A34 / Abingdon-on-Thames (other options would involve accessing Oxford from the north; the effect could be to free-up A34 capacity). Latest understanding is that a preferred broad route option will be announced in summer 2018.

## Key issues / objectives

4.4 The following key issues emerge from the context and baseline review -

- There is an opportunity to support modal shift; however, this is dependent on delivery of new and upgraded transport infrastructure.
- Without new and upgraded transport infrastructure, there is a risk of car dependency and worsened traffic on the already heavily congested A34, which is a key route linking Oxford and the Science Vale.

4.5 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Support new and upgraded transport infrastructure and in turn support modal shift.

# 5. Health

## Context

5.1 The NPPF is clear on the need to support strong, vibrant and healthy communities by creating a high quality built environment that supports health, social and cultural well-being. To ensure development promotes health, social and cultural well-being, local planning authorities should:

- aim to achieve places which promote safe and accessible developments containing.....high quality public spaces which encourages the active and continual use of public areas (paragraph 59);
- ensure planning policies are based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision (paragraph 73); and
- protect existing open space, sports and recreational buildings and land, including playing fields subject to certain criteria (paragraph 74).

- 5.2 Wide ranging LPP1 core policies include a focus on health determinants, most notably those that aim to support walking and cycling, as discussed above under the 'Movement' heading.
- 5.3 LPP2 also includes relevant Development Management policies including -
- Development Policy 30 (Watercourses) - seeks to ensure that watercourses are positively integrated in the design of new development from the outset, with a view to maximising green infrastructure and ecosystem service benefits.
  - Development Policy 31 (Protection of Public Rights of Way, National Trails and Open Access Areas) - encourages developers to consider how access to rights of way can be improved for all users including provision for disabled access.
  - Development Policy 33 (Open Space) - sets out measures and local standards for the provision of open space in association with new developments and the protection of existing open space. A combined standard for amenity green space, parks and gardens will apply for new developments to ensure multi-functional green space is incorporated and designed appropriately. New residential development schemes should comprise 15% open space.
  - Development Policy 34 (Leisure and Sports Facilities) - sets out measures and local standards for the provision of leisure and sport facilities in association with new developments and the protection of existing leisure and sports facilities. Access to both indoor and outdoor leisure and sports facilities is clearly important to allow local communities and residents to participate in sporting activities and contribute towards their health and well-being. Developers will be expected to refer to the Council's Priority Action Plan, which identifies future priorities for sport and leisure facilities in the Vale. The Council will also expect developers to consider how the provision of sports and leisure facilities can be coordinated locally, where more than one development is taking place.

## Baseline

- 5.4 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -
- The **ageing population** of the District gives rise to a number of health issues.
  - Access to open space and outdoor recreation is a key health determinant, with there being an opportunity to deliver a new strategic open space, in the form of a **country park**.
  - There is the opportunity to apply '**Garden Village**' principles, including: "well designed homes with gardens, combining the best of town and country to create healthy communities".

## Key issues / objectives

- 5.5 The following key issues emerge from the context and baseline review -
- The issues and opportunities discussed above, under 'services and facilities' and 'movement' are also relevant here, in that they relate to health determinants.
  - A specific opportunity relates to delivery of a new country park, along with other green infrastructure enhancements.
- 5.6 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -
- Support good health and well-being, including through green infrastructure enhancements.

## 6. Inequality and exclusion

### Context

- 6.1 LPP1 and LPP2 policies include limited explicit focus on addressing inequality and exclusion; however, various policies should be indirectly supportive of this objective, including those discussed above under ‘homes’ and ‘services and facilities’.
- 6.2 LPP1 Core Policy 27 (Meeting the housing needs of Gypsies, Travellers and Travelling Show People) is of note. This policy states that: *“The Council will enable or provide for at least 13 pitches for gypsies and travellers during the plan period to 2031... The identified need will be met by a combination of the following: i. implementation of extant planning permissions; ii. extending existing sites where possible to meet the needs of existing residents and their families; and iii. allocating specific deliverable sites through Local Plan 2031 Part 2 to meet any remaining identified need.”* The level of need is understood on the basis of the Gypsy, Traveller and Travelling Show People Accommodation Needs Assessment (2013), prepared jointly with Oxford City Council and South Oxfordshire District Council.

### Baseline

- 6.3 Areas of relative deprivation are found along the southern edge of Oxford, and within the northern part of Didcot, away from Dalton Barracks. Central Botley is another regeneration priority, with planning permission in place for a major town centre redevelopment; however, again it is not likely that the Dalton Barracks scheme will have a bearing.
- 6.4 With regards to Gypsies, Travellers and Travelling Show People, latest understanding is that there is not a need to make provision for any new sites through LPP2, and hence there is little or no call to consider provision of a site as part of the new community at Dalton Barracks.

### Key issues / objectives

- 6.5 No issues have been identified as warranting a particular focus as part of the SA process for the Dalton Barracks SPD. Delivery of affordable housing and specialist housing are important considerations; however, issues/objectives can be adequately covered under the ‘housing’ topic heading.
- 6.6 It is therefore proposed that the SA framework need not include a specific focus on ‘inequality and exclusion’, i.e. this theme can be ‘screened-out’ at this stage.

## 7. Economy

### Context

- 7.1 The NPPF (paragraph 7), identifies that the planning system plays an economic role in contributing to building a strong, responsive and competitive economy. One of the core land-use planning principles is that planning should ‘proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs’.
- 7.2 The NPPF is clear that Local Planning Authorities should have a good understanding of business needs in their area, and should use their evidence base to assess the needs for employment land and floorspace and assess the existing supply of land (paragraph 161). The NPPF (paragraph 21) encourages consideration of existing business sectors and new or emerging sectors, including support for clusters or networks of knowledge driven, creative or high technology industries.

- 7.3 LPP1 Core Policy 6 (Meeting Business and Employment Needs) is central to the achievement of economic objectives. It specifies the scale and location of opportunities for economic growth to ensure that sufficient new jobs are provided across the Vale in appropriate locations. It identifies a range of sites that are available for employment development, with a total area of 218 ha; however, only a small proportion is located within the Ab-Ox Sub Area (c.3ha).
- 7.4 LPP1 also includes a section on 'Supporting economic prosperity'; however, the Core Policies included are of limited relevance to the Dalton Barracks SPD. One policy of note is Core Policy 28 (New Employment Development on Unallocated Sites), which supports new employment development on the edge of villages (e.g. Shippon) provided that certain criteria are met.
- 7.5 LPP2 Development Policies are similarly of limited relevance, although Development Policy 11 (Community Employment Plans) is of note. This policy encourages a more localised approach to recruitment, associated with new development.

## Baseline

- 7.6 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which identifies that there is little likelihood of delivering significant new employment land, although there is the opportunity to deliver some limited **new employment land**, in accordance with Garden Village principles. Rather than dedicated employment land, this might be in the form of live-work units and/or dwellings with dedicated work space incorporated into the design.
- 7.7 More generally, as has already been discussed, delivery of Dalton Barracks will help to deliver **housing** objectives within the Vale, and the wider sub-region. Meeting housing needs within Oxfordshire is important from an economic growth perspective, as is the spatial distribution of growth. The Oxfordshire LEP's Strategic Economic Plan (SEP) states: *"We will maintain the principal spatial focus on Oxfordshire's Knowledge Spine – from Bicester in the north through Oxford to Science Vale in the south – as the main location for housing and employment growth."*
- 7.8 Equally, as has already been discussed, housing at Dalton Barracks will lead to increased **traffic** on the A34, which has implications for the achievement of economic growth objectives, recognising that the A34 links Oxford and Science Vale.

## Key issues / objectives

- 7.9 The following key issues emerge from the context and baseline review -
- There is the opportunity to deliver new employment land on-site, albeit this is likely to be small scale.
  - There is a need to support the achievement of wider economic growth objectives, including through avoiding worsened traffic congestion and supporting strategic infrastructure upgrades.
- 7.10 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -
- Support the achievement of economic growth objectives.

# 8. Natural Environment

## Context

- 8.1 At the European level, the EU Biodiversity Strategy was adopted in May 2011 in order to deliver an established new Europe-wide target to 'halt the loss of biodiversity and the degradation of ecosystem services in the EU by 2020'.

## 8.2 The NPPF states that planning policy should -

- contribute to the government's commitment to halt the overall decline in biodiversity by minimising impacts and achieving net gains in biodiversity wherever possible;
- promote the 'preservation, restoration and recreation of priority habitats, ecological networks' and the 'protection and recovery of priority species'; and
- plan for biodiversity at a landscape-scale, across local authority boundaries.

8.3 LPP1 seeks to protect and enhance biodiversity through Core Policy 46, and ensure that new development provides an appropriate contribution to delivering Green Infrastructure (Core Policy 45), taking account of the Council's Green Infrastructure Strategy, which sets out a vision for the creation of an interconnected, multifunctional network of green and blue spaces and corridors in the Vale.

8.4 Within LPP2 there are no dedicated biodiversity focused Development Policies, recognising that LPP1 sets out to protect and enhance biodiversity through Core Policy 46, and seeks to ensure that new development contributes to green infrastructure through Core Policy 45. However, biodiversity / green infrastructure considerations are a component of -

- Development Policy 21 (External Lighting) - sets out measures to ensure that development involving external lighting is appropriately designed and located, taking into account adverse effects on local biodiversity. The Part 2 plan also ensures that development proposals located within the North Wessex Downs AONB or its setting should seek to avoid and reduce light pollution, including control of lighting schemes that threaten the integrity of dark night skies, taking into account North Wessex Downs AONB Management Plan.
- Development Policy 29 (Settlement Character and Gaps) - sets out measures to ensure that proposals do not compromise important gaps between settlements, taking into account loss of environmental assets that contribute towards their local identity.
- Development Policy 30 (Watercourses) - aims to control development on land that contains or is adjacent to a watercourse. The Policy requires buffer zones to be provided on both sides of a watercourse to create a corridor of land and water favourable to biodiversity, and indicates that proposals which involve culverting a significant section of a watercourse are unlikely to be acceptable.

## Baseline

8.5 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -

- A primary consideration is the potential for direct harm to the adjacent Cothill Fen Special Area of Conservation (**SAC**) and more indirect harm (via increased traffic on the A34 leading to increased air pollution) to Oxford Meadows SAC, both of which are of international importance. However, these matters have been examined through Habitats Regulations Assessment (**HRA**) completed in support of LPP2 - see Box 8.1 below.
- In addition to Cothill Fen SAC (discussed above), Dry Sandford Pit **SSSI** is adjacent (albeit away from the likely area of development), and Barrow Farm Fen SSSI is a short distance to the southwest. Also, Gozzards Ford Fen Local Wildlife Site (**LWS**) is adjacent. There are also thought to be some on-site habitats of note.
- There is the opportunity to apply '**Garden Village**' principles, including "development that enhances the natural environment, provides a comprehensive Green Infrastructure network and provides net biodiversity gains."

### Box 8.1: LPP2 HRA conclusions (abridged)

New development at Dalton Barracks... should be required to provide details, in line with LPP1 CP45 (Green Infrastructure), of how the project will deliver accessible natural greenspace, or where this is not possible, how it will contribute to “the delivery of new Green Infrastructure and/or the improvement of existing assets”.

Such greenspace will provide added confidence that residents of the development can be recreationally self-sufficient without needing to place an undue burden on the few parts of Cothill Fen SAC that are potentially vulnerable to a significant increase in recreation. Given the proximity of the Dalton Barracks site to the SAC it will also be a useful precaution that any green infrastructure delivery or contribution fulfils the criterion of “at least one accessible 20 hectare site within two kilometres of home” and that this be in addition to Cothill Fen SAC.

Core Policy 8b does provide details of project-specific measures that will aid in mitigating any potential effects of development at Dalton barracks on the SAC, including outline provision for a Country Park of 80 hectares. BBOWT have expressed a willingness to assist in the masterplanning process, and it is recommended that partnership working should take place in order to provide confidence that the delivery of the allocation is able to avoid likely significant effects on Cothill Fen SAC through increased recreational pressure.

It is considered likely that housing across Oxfordshire will result in an increase in nitrogen deposition and NOx concentration within a small part of the Oxford Meadows SAC as it lies adjacent to the A34 and A40. The Oxfordshire authorities are undertaking strategic studies to investigate transport scenarios and air quality effects within the SAC adjacent to the A34 and A40, which will in turn inform specific mitigation interventions. As a precaution, until that study is completed, it has been assumed in this analysis that an air quality effect may exist and appropriate plan-level measures to address the issue (as accepted for other local authorities) have been identified and are reflected in the Local Plan Part 1 which would enable a conclusion of no adverse effect to be reached (as has been the case in the Thames Basin Heaths area) for the allocations and policies contained within the Local Plan Part 2.

It is concluded that, given the incorporation of the above recommendations and subject to development of strategic air quality studies relating to Oxford Meadows SAC, the LPP2 will not lead to likely significant effects on European sites either alone, or in combination with other plans and projects.

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## Key issues / objectives

8.6 The following key issues emerge from the context and baseline review -

- Dalton Barracks is a sensitive location, most notably due to the proximity of Cothill Fen SAC.
- However, there is good potential to avoid/mitigate impacts through design and other measures, most notably the delivery of strategic new green infrastructure to include a large new country park that acts as a ‘buffer’ between housing and sensitive habitats to the west.
- There might feasibly be the potential to achieve ‘biodiversity net gain’, i.e. habitat enhancement that contribute to the achievement of strategic (i.e. landscape scale, national and international) nature conservation / biodiversity objectives.

8.7 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Minimise impacts to biodiversity, including by avoiding impacts to sites designated as being internationally, nationally or locally important, and seek to achieve biodiversity net gain.

## 9. Heritage

### Context

- 9.1 National policy and guidance places significant emphasis on the need to conserve heritage assets in a manner appropriate to their significance so they can be enjoyed and continue to contribute towards the quality of life of current and future generations.
- 9.2 LPP1 seeks to ensure all new development conserves and enhances the natural, historic, cultural and landscape assets of the Vale. Core Policy 39 (Historic Environment) sets a framework to ensure proposals conserve and enhance heritage assets.
- 9.3 LPP2 includes several heritage focused Development Policies, notably -
- Development Policy 35 (Heritage Assets) - sets out the Council's approach to conserving and enhancing heritage assets in the Vale, in the context of the social, environmental, cultural and economic significance of the assets. The supporting text explains that the Oxfordshire Historic Landscape Characterisation (HLC) prepared by Oxfordshire County Council and Historic England will be a material consideration in the determination of planning applications. In addition to the HLC, developers should refer to the HER, the National Heritage List for England, and where relevant, Conservation Area Character Appraisals. Development proposals should also take into account the principles set out in the Council's Design Guide SPD. It is also recommended that consideration is given to historic routes, which are understood to be a feature locally, including pre-historic tracks such as the Ridgeway, Roman roads, medieval coffin ways, salt roads, droveways and later turnpike roads.
  - Development Policy 35 (Conservation Areas) sets out measures to ensure Conservation Areas are protected from inappropriate development. Proposals located within a designated Conservation Area will need to satisfy a number of criteria to show that the special interest of the asset and its setting will be conserved. Importantly, there is a reference to 'local character', and a requirement to "take into account important views within, into or out of the conservation area..."
  - Development Policy 36 (Listed Buildings) sets out the Council's measures for assessing development proposals that affect a Listed Building or its setting. The aim is to provide guidance to ensure applicants demonstrate that proposals affecting a Listed Building would enhance their significance, whilst respecting the existing local character and distinctiveness. Proposals involving the partial or total demolition of a listed building will only be permitted in exceptional circumstances, in accordance with national policy (NPPF, para 132).
  - Development Policy 37 (Archaeology) sets out the Council's approach to the conservation and enhancement of Scheduled Monuments, nationally important archaeological remains and other non-designated archaeological sites. Proposals will need to demonstrate that development would not have a detrimental impact on the site and/or its setting. An assessment should be undertaken that refers to records such as the Oxfordshire Historic Landscape Characterisation (HLC) and Oxfordshire County Council's Historic Environment Record (HER) to determine whether a site has or is likely to contain known archaeological remains. Depending on the outcome of this assessment, developers may be required to submit an appropriate archaeological desk-top based assessment or a field evaluation conducted by a suitably qualified archaeological organisation.

### Baseline

- 9.4 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -
- Shippon has a historic centre, with listed buildings and a rural setting, although there is no designated conservation area.

- The airfield itself is understood to have relatively limited heritage value, as it was only used for training purposes up to and during WWII. Much of the buildings evident today stem from the cold war era and have limited heritage value, including the larger hangers. A small number of buildings (c.5 or so) are noted for their architectural value, and are likely to be retained.

## Key issues / objectives

9.5 The following key issues emerge from the context and baseline review -

- There are limited sensitivities, although there is a need to respect the historic character of adjacent Shippon.
- There may be the potential to make good use of historic buildings within the site, drawing attention to the site's military history.

9.6 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Conserve and enhance heritage assets and contribute to the maintenance of historic character.

# 10. Landscape

## Context

10.1 Key aims of the NPPF are the need to contribute to conserving and enhancing the natural environment, to take account of the different roles and character of different areas and recognising the intrinsic character and beauty of the countryside (paragraph 17).

10.2 The following LPP1 policies are of particular note -

- Core Policy 13 (The Oxford Green Belt) states: *"The Oxford Green Belt area in the Vale, as amended following the local Green Belt Review, will continue to be protected to maintain its openness and permanence."* Core Policy 13 is proposed to be updated by Core Policy 13a within LPP2, which states: *"The Green Belt boundary is amended to reflect the additional site allocation at Dalton Barracks..."*
- Core Policies 37 and 38 - seek to ensure new development responds positively to the surrounding local context, including key features and assets within the Vale's landscape.
- Core Policy 44 (Landscape) - ensures the Vale's distinctive and intrinsic landscape and key features are protected from harmful development

10.3 LPP2 includes several landscape focused Development Policies, most notably Development Policy 27 (Settlement Character and Gaps), which seeks to protect against the loss of physical or visual separation between settlements, taking account of the Landscape Character Assessment. Additionally, development proposals will be subject to a set of criteria to ensure there is no loss of environmental or historic assets that contribute to local identity. This policy will compliment LPP1 Core Policy 44 (Landscape), which sets out to protect, and where possible enhance, the important landscape settings of settlements.

## Baseline

10.4 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -

- The site is washed over by the **Green Belt**, and the large scale open aspect across the airfield allows wide ranging views to distant higher ground; however, it has the characteristics of a military installation, with security fencing, and built area contains large military buildings and hangars.
- The Green Belt Study (2017) notably concluded: *“If the whole site were to be developed, the **separation between Abingdon and Wootton** would substantially reduce, which would subsequently affect the extent of open land between **Abingdon and Botley** (Oxford).”*
- The study also notably concluded: *“The airfield is an open and expansive space with few physical features that could provide a robust Green Belt boundary. Should the site come forward for development, the Green Belt boundary should relate to the extent of settlement proposed within a **comprehensive masterplan**...”*
- Since the Preferred Options stage the eastern boundary of the site has been ‘pulled in’ so that a Green Belt **landscape gap** is retained between the site and the row of homes along Whitecross Road.
- There is the opportunity to apply ‘**Garden Village**’ principles including *“beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.”*

## Key issues / objectives

10.5 The following key issues emerge from the context and baseline review -

- Dalton Barracks is located within the Oxford Green Belt, although there are extensive previously developed areas on-site that can be sympathetically redeveloped.
- There is a need to protect important views, and avoid any risk of coalescence or loss of separation / distinction between settlements.
- There is an opportunity to make good use of previously developed land, replacing an unattractive military installation with a well-designed new community (‘garden village’).

10.6 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Maintain the integrity of the Green Belt and deliver a new a well-designed new community with minimal landscape impacts, including preserving important open gaps between settlements.

# 11. Pollution

## Context

11.1 The NPPF aims to reduce pollution (paragraph 17) by preventing new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land stability (paragraph 109). The NPPF also requires remediating and mitigating.....contaminated and unstable land where appropriate (para 109).

11.2 The NPPF also establishes that to ensure high quality design for new development and to provide a good standard of amenity for existing and future occupants planning policies should: Limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation (paragraph 125).

11.3 The following LPP1 policies are of key relevance:

- Core Policy 33 (Promoting Sustainable Transport and Accessibility) - seeks to support key improvements to the transport network, and specifically references the need to *“promote and support improvements to the transport network that... improve air quality”*.
- Core Policy 43 (Natural Resources) ensures that land is of a suitable quality for development and that remediation of contaminated land is undertaken.
- Core Policy 44 (Landscape) ensures the need to protect the key landscape features of the Vale against intrusion from light pollution, noise and motion.

11.4 LPP2 includes several pollution focused Development Policies, notably

- Development Policy 17 (Transport Assessments and Travel Plans) - provides guidance on the information required within Transport Assessments or Statements and Travel Plans, stating the need to consider *“opportunities to support the take up of electric and / or low emission vehicles, in accordance with latest best practice, and in particular if part of mitigation identified in line with Development Policy 26: Air Quality.”*
- Development Policy 21 (External Lighting) - sets out measures to ensure that development involving external lighting is appropriately designed and located, recognising that light can be seen as a form of pollution. Supporting text goes on to explain that *“in certain circumstances, applicants may be required to take appropriate measures to control the level of illumination, glare, spillage of light, angle and hours of operation.”*
- Development Policy 23 (Impact of Development on Amenity) - sets out measures to minimise the impact of development on neighbouring amenity, supplementing the design standards required through Core Policies 37 and 38 and the Design Guide SPD. Amenity can be compromised by new development in a number of ways, for example through: loss of sunlight; loss of privacy; noise; odour; and vibration.
- Development Policy 24 (Effect of Neighbouring or Previous Uses on New Developments) - requires applicants to consider any potential adverse impacts from existing and potential sources. Where proposals for new development are likely to lead to adverse impacts to occupiers by neighbouring uses, appropriate mitigation measures should be incorporated into the proposal as agreed with Council officers.
- Development Policy 25 (Noise Pollution) - seeks to ensure that development proposals set out an appropriate scheme of mitigation, where noise-generating development would otherwise result in an unacceptable impact on neighbouring uses, environment or biodiversity. Noise and associated vibration can have an adverse impact on environmental amenity, health and biodiversity. Sources of noise pollution include road traffic, trains, aircraft, commercial uses and entertainment premises.
- Development Policy 26 (Air Quality) - sets out measures to ensure development proposals likely to have an impact on air quality, including those located in, or within relative proximity to, existing, or potential, AQMAs are appropriately designed and mitigated. Proposals should take into account the Council's Air Quality Developers Guidance, and early engagement with the Council's Air Quality Officer is encouraged. An Air Quality Assessment will be required, where proposals are of a large scale and/or likely to significantly impact upon air quality.
- Development Policy 27 (Land Affected by Contamination) - will be used by the Council to assess development proposals subject to existing contamination, to prevent unacceptable risk from pollution in the future. Where development, redevelopment or re-use is proposed on or adjacent to land that is suspected, or known to be contaminated, proposals should be accompanied by an appropriate level of information in the form of a Contaminated Land Preliminary Risk Consultant Report. This would typically consist of a desk-based study and a site walkover as a minimum.

## Baseline

11.5 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which identifies that a new community at Dalton Barracks scheme will result in some trips through Marcham, where there is a designated Air Quality Management Area (AQMA) although the proportion is likely to be low. There is also a designated AQMA within Abingdon town centre. AQMAs are sensitive to increases in traffic, and there is also the possibility of rising average temperatures worsening air quality; however, on the other hand, a shift to electric vehicles could help to alleviate poor air quality. Also, in the case of the Abingdon AQMA, the planned new slips at Lodge Hill (creating a 'Diamond Interchange') will reduce traffic through the AQMA, once delivered, as residents approaching the north and east of Abingdon from the south will use the new slips. With regards to the Marcham AQMA, a southern bypass for Marcham is safeguarded although there is currently no funding available to deliver this piece of infrastructure.

## Key issues / objectives

11.6 The following key issues emerge from the context and baseline review -

- A relatively small proportion of car trips are likely to pass through the Abingdon-on-Thames and Marcham AQMAs, and there is good potential to minimise car journeys through encouraging modal shift; however, on balance, air quality within the two AQMAs can be considered an issue of relevance to the SPD.

11.7 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -

- Support the achievement of air quality improvement objectives within designated AQMAs, and more generally seek to minimise air pollution, e.g. through supporting low emission technologies.

# 12. Climate change mitigation

## Context

12.1 The Government has set a target under the Climate Change Act 2008 to reduce CO2 emissions by 80% by 2050, with an interim target of 34% by 2020, both against a 1990 baseline.

12.2 The Government requires local planning authorities to adopt proactive strategies to mitigate climate change. For example, the impact of new development on climate change can be reduced by locating it where possible in places where it is not entirely necessary to rely on having access to a car; and by the design of carbon neutral homes which seek to achieve energy efficiency through sustainable construction and by increased use of renewable energy.

12.3 With regards to 'sustainable design and construction', the role of Local Plans is somewhat limited, following Government's withdrawal of the Code for Sustainable Homes in March 2015. There is, however, the potential to support specific energy efficiency design measures, and [importantly] minimise carbon emissions from the built environment by supporting decentralised, low carbon heat and electricity generation/transmission.

12.4 Within LPP1 Core Policy 40 (Sustainable Design and Construction) supports measures to minimise over-heating (and in turn the need for air conditioning), including "*planting, shading and advanced glazing systems... use of cool building materials... natural ventilation and removing heat by using fresh air.*" Equally, it supports measures to minimise the need for lighting and heating in the winter.

- 12.5 Core Policy 41 (Renewable Energy) sets out the Council's approach to supporting proposals for renewable energy. Planning applications for renewable and low carbon energy generation (excluding wind energy) will be supported, provided that they do not cause a significantly adverse effect to landscape, biodiversity, the historic environment, the visual amenity and openness of the Green Belt, local residential amenity, and the safe movement of traffic and pedestrians.
- 12.6 No proposed LPP2 Development Policies are focused on climate change mitigation / low carbon development, recognising that a strong policy framework is provided by Core Policy 40 (Sustainable Design and Construction) and Core Policy 41 (Renewable Energy).
- 12.7 Most notable is Development Policy 17 (Transport Assessments and Travel Plans) , which provides guidance on the information required within Transport Assessments or Statements and Travel Plans, stating the need to consider *“opportunities to support the take up of electric and / or low emission vehicles, in accordance with latest best practice, and in particular if part of mitigation identified in line with Development Policy 26: Air Quality.”*

N.B. Other core and development management policies discussed above under the 'movement' heading are also relevant, in that they are supportive of minimising greenhouse gas emissions from transport.

## Baseline

- 12.8 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -
- The scale of development will lead to the economies of scale that make delivery of decentralised heat and power generation a possibility.
  - There will also be the potential to support low carbon design measures, and the uptake of low carbon technologies, e.g. electric vehicles.
  - There is the opportunity to apply 'Garden Village' principles, including “using zero-carbon and energy-positive technology to ensure climate resilience.”

## Key issues / objectives

- 12.9 The following key issues emerge from the context and baseline review -
- The issues / objectives discussed above, under the 'movement' heading, are relevant here as there is the opportunity to ensure low per capita greenhouse gas emissions from transport, amongst residents of the new community.
  - There is also the opportunity to ensure low per capita greenhouse gas emissions from the built environment, amongst residents of the new community.
- 12.10 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -
- Minimise per capita greenhouse gas emissions from transport and the built environment.

# 13. Climate change adaptation

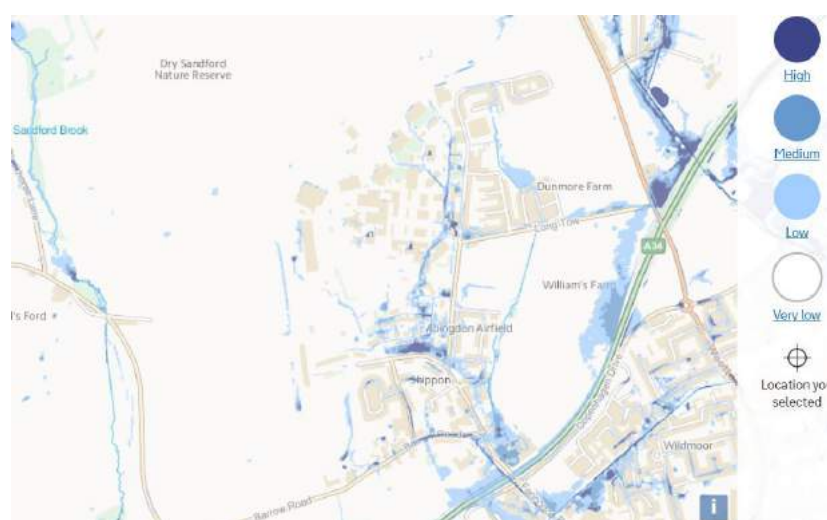
## Context

- 13.1 The NPPF states that planning plays a key role in helping shape places to minimise vulnerability and provide resilience to the impacts of climate change. The NPPF also states that local planning authorities should adopt a proactive approach to mitigating and adapting to climate change in line with the objectives and provisions of the Climate Change Act 2008.
- 13.2 The NPPF stipulates that local plans should take account of climate change over the long term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape.
- 13.3 Core Policies 40 and 42 are most relevant here, albeit other policies are also relevant, recognising that climate change adaptation is a ‘cross-cutting’ issue. Core Policy 40 (Sustainable Design and Construction) encourages developers to “incorporate climate change adaptation and design measures to combat the effects of changing weather patterns in all new development”; whilst Core Policy 42 (Flood Risk) seeks to ensure that development provides appropriate measures for the management of surface water as an essential element of reducing future flood risk to both the site and its surroundings. The policy goes on to state that: *“Sustainable drainage methods, such as green roofs, ponds and permeable surfaces, will be encouraged, where technically possible.”*

## Baseline

- 13.4 The baseline situation might be considered to comprise a scenario whereby LPP2 is adopted. This scenario is discussed within the **LPP2 SA Report**, which reaches the following overall conclusions (elaborated upon as appropriate) -
- The vast majority of the site is outside any fluvial flood risk zone but there is a degree of surface water flood risk throughout the site, particularly in the existing built area - see Figure 13.1.

**Figure 13.1 Surface water flood risk**



## Key issues / objectives

- 13.5 The following key issues emerge from the context and baseline review -
- Avoiding surface water flood risk and ensuring good drainage (Sustainable Drainage Systems, SuDS) is potentially a key climate change adaptation issue.

- There are also other considerations, with a view to future proofing, e.g. landscaping and design measures to deliver shade.
- 13.6 In light of the key issues discussed above, it is proposed that the SA framework should include the following objective -
- Deliver Sustainable Drainage Systems and other measures with a view to future proofing and climate change resilience.

## 14. Next Steps

### Consultation on the Scoping Report

- 14.1 This report is available for comment for a five week period, subsequent to which responses will be taken into account when adjusting and finalising the SA scope.
- 14.2 N.B. the SA scope will be considered 'live' throughout the SA process, i.e. new contextual and baseline evidence will be taken into account as and when it materialises, and understanding of key issues will invariably evolve; however, the SA framework - i.e. the list of SA objectives (see Box 14.1) - will be fixed.

#### Box 14.1: The draft SA framework

All of the information presented within this report is published for consultation at the current time; however, the most critical matter for consultation is the list of SA issues and objectives arrived at under each of the thematic chapter headings. It is this list of issues and objectives that, it is proposed, will be drawn upon as a methodological 'framework' to guide and focus appraisal work (i.e. appraisal of reasonable alternatives and the emerging draft plan). In summary, it is proposed that the following list of ten sustainability objectives should form the basis for the SA framework -

- Support timely delivery of market **housing** and affordable housing
- Support good access to **community infrastructure** for new and existing residents.
- Support new and upgraded **transport** infrastructure and in turn support modal shift.
- Support good **health and well-being**, including through green infrastructure enhancements.
- Support the achievement of **economic growth** objectives.
- Minimise impacts to biodiversity, including by avoiding impacts to sites designated as being internationally, nationally or locally important, and seek to achieve biodiversity net gain.
- Conserve and enhance **heritage** assets and contribute to the maintenance of historic character.
- Maintain the integrity of the Green Belt and deliver a new a well-designed new community with minimal **landscape** impacts, including preserving important open gaps between settlements.
- Minimise per capita **greenhouse gas emissions** from transport and the built environment.
- Deliver Sustainable Drainage Systems and other measures with a view to future proofing and **climate change resilience**.

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### Subsequent stages of the SA process

- 14.3 Scoping is the first stage of the SA process. Once the scope is established (i.e. subsequent to the current consultation), the next step will be to develop and appraise 'reasonable alternatives', with a view to informing preparation of the draft SPD. Subsequently, the third task will be to appraise the draft SPD and prepare the SA Report for consultation alongside the draft SPD, with a view to informing consultation and subsequent plan finalisation.

