

APPLICATION NO.	P12/V1302/O
APPLICATION TYPE	Outline
REGISTERED	28 June 2012
PARISH	KINGSTON BAGPUIZE
WARD MEMBER(S)	Melinda Tilley
APPLICANT	Pye Homes (Oxford) Ltd
SITE	Land South of Faringdon Road Southmoor OX13 5BH
PROPOSAL	Outline application for erection of 50 dwellings, new public open space and new vehicular access.
AMENDMENTS	None
GRID REFERENCE	439521/197944
OFFICER	David Rothery

1.0 **INTRODUCTION**

- 1.1 The 3.33ha site lies to the south of Faringdon Road in Southmoor. It comprises a grassed field enclosed by hedgerows and trees.
- 1.2 Kingston Bagpuize with Southmoor village is located south of the A420 village bypass about 9.7km west of Abingdon. Faringdon Road, the main road through the village and within main built up area, runs parallel to the A420 bypass.
- 1.3 Local facilities in the village comprise a primary school, a village hall, and three public houses. A local recreation and sports ground lies south of the village, across the parish boundary in Fyfield and Tubney parish.
- 1.4 A location plan is **attached** at appendix 1.

2.0 **PROPOSAL**

- 2.1 This is an outline submission to consider the principle of the development, the means of vehicular access into the site, the layout of the development, and the scale of the proposed buildings. All other matters, such as appearance and landscaping, are reserved for subsequent consideration if this current application is approved. Drawings relating to issues other than the outline considerations are for illustrative purposes only and have been submitted to demonstrate that the development as proposed is capable of being accommodated on the site in a satisfactory manner.
- 2.2 An area to the south adjoining the southern boundary of the application site was added as a blue line amendment to the submission (i.e. it is within the applicant's ownership or control). This adjacent open area is also laid to rough grass and is enclosed by hedgerows, and it is indicated for use for informal recreational use as part of the wider proposal.
- 2.3 The proposal is for residential development of the site for up to 50 dwellings. The development would take vehicular access from Faringdon Road to the north. The illustrative layout shows the scheme would include roads, footpaths and associated parking areas, landscaping, amenity space, open space and the use of some open land to the south of the site as an informal recreational area for the residents of Kingston Bagpuize with Southmoor.

- 2.4 The mix of dwelling units as proposed is as follows -
- 1-bedroom = no units
 - 2-bedroomed = 18 units (14 affordable and 4 market)
 - 3-bedroomed = 9 units (4 affordable and 5 market)
 - 4-bedroomed = 17 units (2 affordable and 15 market)
 - 5-bedroomed = 6 units (all market)

A total of 20 of the dwellings (40%) would be affordable housing. Across the 3.33ha site the 50 dwelling units would produce a density of 15 dwellings per hectare. On this illustrative development arrangement 36% of the dwellings are two-bedroom properties or less.

- 2.5 In support of the application the following documents have been submitted:

- Planning Statement (June 2012 - WWADP)
- Planning Obligations Schedule
- Sustainability Appraisal
- Design and Access Statement (June 2012 - WWADP)
- Flood Risk Assessment & Drainage Statement (May 2012 - ICS)
- Tree Report (April 2012 – Sacha Barnes)
- Ecological Report (May 2012 - AAE)
- Transport Statement (June 2012 – DTA)
- Archaeology Desk Based Assessment (May 2012 - OA)

- 2.6 The proposal is a large major development and is contrary to the policies of the development plan. The proposal has been publicised on this basis.

- 2.7 The applicants have been in discussion with council officers and others to agree a level of contribution towards off-site services which this proposal (through the increase in population and the activities they generate) would add to the usage of and securing on-site facilities such as affordable housing. Other contributions cover facilities and services such as waste collection, street name plates, public art, education (primary, secondary, sixth-form and SEN), library and museums, waste management, social and healthcare, fire and rescue, highways and transport, police equipment, and local recreational facilities.

- 2.8 Extracts from the application plans are **attached** at appendix 2.

- 2.9 The subsequent reserved matters application (P12/V1721/RM) providing details of the proposed housing development has already been submitted. This associated application will be considered on its own merits, subject to the outcome of the current outline application.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Kingston Bagpuize with Southmoor Parish Council – Object**

“The council resolved to object to the proposed development. The area was specifically excluded from housing development in the recently produced parish plan as it provides open country within the village and views to the Ridgeway. Development would seriously impact on the village environment by making the core of the village significantly more urban. Although the application refers to modifications to the plans following discussions with the parish council, this should not be read as parish council support. The initial proposals under the IHSP consultation resulted in a large number of objections from residents and the planning application differs only marginally from the earlier proposals.”

A copy of the further comments from the parish council is **attached** at appendix 3.

3.2 **Representations from local residents** – A total of 18 representations had been received at the time of writing this report, of which 16 object and 2 support the proposal. The objections are made are on the following grounds:

- Harmful impact on open character of this end of village and views to Downs
- Contrary to local and village plan policy given other sites in wider area
- Increased traffic leading to additional road congestion and safety issues
- Inadequate parking leading to overspill to surrounding roads
- Unsympathetic use of materials out of character with the locality
- Increased stress on local amenities and infrastructure, water pressure
- Scale of the proposal (density) would be out of keeping with the local area
- Harmful impact on nearby listed building
- Loss of amenity through overlooking, light pollution, loss of views
- Open area would attract youths and noisy and rowdy behaviour
- Field to south would not feel available to be used by village community
- Site is subject to flooding with inadequate drainage
- Harmful impact to wildlife – rabbits, hares, birds, deer, etc. and horse paddock
- Would result in loss of hedgerows and trees in gardens
- Loss of good agricultural land (grade 3a)
- Open space would be built on at later date
- Would be developed into gated community
- Used as emergency landing area for balloonists
- Loss of property values

Support for the scheme is on the basis of :

- Provides houses for young people in the village
- Site is well placed for local facilities
- Will support local businesses

3.3 County Highways – no objection in principle. Clarification of details can be conditioned. Legal agreement for financial contributions sought.

3.4 Arboriculturalist - No objection subject to conditions on positioning of plots 43-50 along the southern boundary with the hedgerow shelter belt, as the potential for this hedge to grow into a significant line of trees could cause a high degree of shading in the gardens of these plots.

3.5 Ecology - No objection to proposal subject to the recommendations of the ecological report are followed.

3.6 Drainage Engineer - No objection subject to inclusion of conditions for sustainable drainage scheme, foul drainage scheme and flood risk assessment compliance.

3.7 Housing Services – satisfied with the revised affordable housing provision.

3.8 Environmental Health – No comments made on noise or air pollution issues.

3.9 Environment Agency – No objection subject to inclusion of a condition relating to a sustainable drainage scheme provision.

3.10 Thames Valley Police Liaison Officer – Proposal does not seem to have considered crime prevention in the design and layout. Comments relate to plot rear boundary

treatments which should be provided at 1.8m high where possible, lack of clear definition between public and private space at units 6 to 29, rear car parking spaces are not encouraged, and more natural surveillance opportunities need to be explored.

- 3.11 Waste Management – Require storage areas for wheeled bins per plot to be provided with collection points clear of parking areas.
- 3.12 Leisure Services – Maintenance of open space areas should be clarified and secured by adoption by parish or through a management company.
- 3.13 Thames Water - No objection subject to accepted practice in the control of surface water and waste water discharge is followed.
- 3.14 All relevant and necessary consultations and notifications have been carried out and checked in preparing this report.

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 None

5.0 **POLICY & GUIDANCE**

5.1 **Vale of White Horse Local Plan**

The local plan was adopted in July 2006. The following relevant policies have been considered to be saved by the Secretary of State's decision of 1 July 2009 whilst the Core Strategy is being produced.

- 5.2 Policy GS1 of the adopted local plan provides a general location strategy to concentrate development within the five main settlements and small scale development in other villages is covered by policies H11 (larger villages), H12 and H13 (small villages).
- 5.3 Policy GS2 indicates that outside the built up areas new building will not be permitted unless on land identified for development or is in accordance with other specific policies.
- 5.4 Policy DC1 requires new development to be of a high design quality in terms of layout, scale, mass, height, detailing, materials to be used, and its relationship with adjoining buildings.
- 5.5 Policy DC4 requires development on sites of 0.5ha or more to contribute to public art to significantly contribute to the scheme or the area.
- 5.6 Policy DC6 requires hard and soft landscaping to protect and enhance the visual amenities of the site and surroundings and to maximise nature conservation and wildlife habitat creation.
- 5.7 Policy DC9 seeks to ensure development will not unacceptably harm the amenities of neighbouring properties and the wider environment.
- 5.8 Policy NE7 requires developments within the North Vale Corallian Ridge not to harm the landscape quality of the area unless an overriding need is identified and any impact is minimised.
- 5.9 Policy H11 allows limited development of no more than 15 dwellings in settlements such as Kingston Bagpuize with Southmoor subject to design and no loss of open space.

- 5.10 Policy H13 seeks to limit new housing development outside the built up areas of settlements.
- 5.11 Policy H15 seeks net residential density of development dependant on the location of the proposal, 50dpha close to main settlement centres, 40dpha within the five main settlements of Abingdon, Botley, Faringdon, Grove and Wantage, and 30dpha in other locations.
- 5.12 Policy H16 requires about 50% provision of housing to be two-bedroom or less for schemes of more than 10 dwellings and 10% should meet lifetime homes standards.
- 5.13 Policy H17 requires 40% provision of affordable housing for schemes of more than 15 dwellings.
- 5.14 Policy H23 refers to housing schemes providing open space areas at 15% for large villages or a financial contribution if in small villages or inappropriate to be on site.

Supplementary Planning Guidance (SPG)

- 5.15 Residential Design Guide – December 2009
Provides guidance on design and layout.
- 5.16 Sustainable Design and Construction – December 2009
Code for Sustainable Homes guidance to achieve code level 3 and working to code level 4 by 2013.
- 5.17 Open Space, Sport and Recreation Future Provision – July 2008
Advice for the provision and maintenance requirements for open space areas.
- 5.18 Affordable Housing – July 2006
Provides further guidance in relation to local plan policy H17.
- 5.18 Planning and Public Art – July 2006
Sites over 0.5ha should provide a contribution towards public art installations in line with policy DC4.

Other Policy Documents

- 5.19 **National Planning Policy Framework (NPPF)** – March 2012
 - Paragraphs 14 & 49 – presumption in favour of sustainable development
 - Paragraph 34 & 37 – encourage minimised journey length to work, shopping, leisure and education
 - Paragraph 47 – five year housing land supply requirement
 - Paragraph 50 - create sustainable inclusive and mixed communities
 - Paragraphs 57, 60 & 61 – promote local distinctiveness and integrate development into the natural, built and historic environment
 - Paragraph 99 – flood risk assessment
 - Paragraph 109 – contribute to and enhance the natural and local environment
 - Paragraph 111 - encourage the effective use of land by re-using land that has previously been developed (brownfield land)
 - Paragraph 118 – contribute to conserving and enhancement of biodiversity
 - Paragraph 119 - presumptions in favour do not over-ride protected species and habitats directives
 - Paragraph 126-134 – historic asset and environment

5.20 **South East Plan (SEP) – May 2009**

The SEP is still an extant policy document; however the government have a clear intention to revoke the document as an unnecessary hindrance to promoting development. The Court of Appeal has ruled that the revocation of Regional Spatial Strategies can be a material consideration in certain circumstances with the assessment of weight given by individual decision makers. The policies of the SEP reflect those of the local plan.

Policy CC4 – Sustainable design and construction

Policy CC6 – Sustainable communities and Character of the Environment

Policy H3 – Affordable housing provision

Policy H4 – Type and size of new housing units

Policy H5 – Housing design and density

6.0 **PLANNING CONSIDERATIONS**

Policy Situation

6.1 At the heart of the new National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development. Within the context of the NPPF, planning permission should be granted where the development plan is absent, silent or relevant policies are out of date, unless any adverse impacts would so significantly and demonstrably outweigh the benefits of the proposed development when assessed against the policies in the NPPF taken as a whole (para.14).

6.2 The current lack of a five year supply of housing sites in the district is due to the lack of delivery of new housing by developers rather than an under-supply of allocated housing land. This has primarily been caused by delays in progressing some major allocations due to the economic downturn and the delay in bringing forward the council's core strategy. The current lack of a five year housing land supply justifies some flexibility in line with NPPF in the consideration of planning applications which do not accord with local plan policy.

6.3 This approach is by necessity of a time-limited duration and would be aimed at identifying sites suitable to address the housing shortfall whilst still meeting relevant sustainability and design criteria as referred to in the NPPF. On the basis of the assessment of the case that has been put forward by the applicants that this proposal meets the specifications in the NPPF for providing housing in sustainable locations to address the current shortfall in the five year housing land supply, it is considered that the current site would be likely to meet this situation.

6.4 It is clear the application is contrary to local plan policies GS2 and H11. However, whilst the council does not have a five year housing land supply, policies GS2 and H11 are inconsistent with the framework. The proposed development, therefore, needs to be considered on its site specific merits and whether it constitutes a sustainable form of development as defined in the NPPF.

6.5 Kingston Bagpuize with Southmoor is one of the larger villages within the district and scores within the top 20 in the village hierarchy. The location of the residential site is sustainable as it is close to the range of services and facilities available within the village. In addition, the NPPF puts strong emphasis on housing being used to further enhance rural vitality. For these reasons, the principle of the proposal is considered to be acceptable and there is no policy objection against this proposal.

Site Specifics

6.6 Para.109 of the NPPF says that "the planning system should contribute to and enhance

the natural and local environment”, and Para.111 says that planning decisions “should encourage the effective use of land by re-using land that has previously been developed (brown-field land).”

- 6.7 The site has been used for agricultural or similar low activity uses in the past. The site cannot be claimed to represent brown-field land in this regard. The use of the site for housing is contrary to Policy H11 but as indicated above (at 6.4) this is not a restricting factor given the housing shortfall, subject to all other site specific matters being viewed as acceptable, in accordance with the NPPF. The quality as open space is fairly low and would not prejudice the redevelopment option as currently proposed for this area as part of a comprehensive development.

Visual impact - layout, design and appearance

- 6.8 Good design in layout is a key aspect of sustainable development and the NPPF is explicit in seeking a high quality outcome. The application is an outline submission with access, layout and scale for consideration. The layout and arrangement of the development gives rise to a density of 15 dpha which is significantly below the specifications of policy H15 of the local plan and obviously seek to reflect the local concerns of the loss of the openness along Faringdon Road of this field to development.
- 6.9 The proposal retains and maintains the existing field boundaries to the site with additional landscaping to the open area to be created within the housing layout. The site does not have an adverse impact in terms of the appearance of the area and would generally be in keeping with the existing surroundings.
- 6.10 The indicated layout arrangement shows that adequate private and public outdoor space is provided and the layout relates well to the surrounding development in the area. Planning conditions can secure the retention of hedgerows and trees and the plot layouts will be required to exclude boundary screening from individual garden areas to ensure long term safeguarding of these important and established landscape features.
- 6.11 The scheme has been considered in line with the advice in NPPF and on the basis of the proposed site layout, arrangement and relationship with surrounding land and uses, it is considered that this scheme is acceptable in terms of the principle of development considered on site specific grounds.

Access arrangements

- 6.12 The site would be accessed off Faringdon Road which is shown with acceptable vision splays. Some off site highway improvements would however be required. Pedestrian access to the site and routes to local facilities within the village would be obtained from the footpath to be formed to Faringdon Road. There are no highway objections on traffic generation grounds or on highway safety grounds.

Impact on neighbours residential amenity

- 6.13 The layout of the proposed residential development would not have any harmful impact on residential amenity of adjacent houses in terms of overshadowing, light pollution, over-dominance or loss of privacy. The more visual property from the site is Middle Barn, off Bullcockspits Lane to the west. This chalet style property has an obvious visual presence but is suitably separated from the site boundary (approx.12m) and the potentially nearest property (approx.13m to side elevation) as illustrated on the layout plans. Middle Barn will lose an open view across the field but a loss of outlook is not a material consideration in planning assessment terms.
- 6.14 Amenity standards within the council's residential design guide have been observed

and the plans are considered to have no impact on existing adjoining properties to the north, east or west. Waste facilities (recycle bin storage and collection points) throughout the site will be conditioned.

Drainage and flooding issues

- 6.15 The site is considered large enough to deal with surface water without causing surface water runoff to the highway or onto neighbouring properties. There is no objection on drainage grounds to this development. Details of the drainage scheme will be conditioned.

Heritage assets

- 6.16 The NPPF requires that account should be taken of the desirability to sustain and enhance heritage assets. Close to the site is Westfield, a grade 2 listed building located opposite the public house along Faringdon Road and about 60m from the site boundary with the closest plot shown for development on the site over 70m away. Westfield is separated from the site by the field / paddock to the north-east of the site alongside the area identified as open space and is visually screened by intervening field hedgerows and trees. The proposal is considered to have no impact on any heritage asset that is identifiable in the local area.

Social infrastructure

- 6.17 There has been some expression that current social and physical infrastructure within the village could not cope with the increase in residents from this proposal. It is considered that this can be mitigated by contributions to offset the impact from the development. The applicant has agreed to the principle of addressing these needs through off-site provision to be secured through a legal agreement / obligation.

7.0 CONCLUSION

- 7.1 This outline proposal does not accord with the development plan and has been publicised as a departure. However, in the light of the current shortfall in the council's five year housing land supply, the proposal should be afforded appropriate weight on the basis of the following :
- in terms of character - being located within an existing residential street scene forming part of the village environment
 - in terms of adding to the settlement – being located within an established and clearly defined area that provides a defensible boundary to the open countryside to the south
 - in terms of sustainability - adjoining an existing large village settlement with close availability of services and facilities
- 7.2 The proposal would result in a sustainable development and therefore would be in accordance with the requirements of the national planning policy framework (NPPF). The proposal will not be harmful to heritage assets, the character of the area, residential amenity or highway safety and therefore complies with the NPPF.
- 7.3 In addition the scheme could come on stream quickly, subject to a suitable detailed scheme being agreed, as all the necessary criteria are in place for swift development on site which will assist in quickly addressing the current housing shortfall.

8.0 RECOMMENDATION

- 8.1 **It is recommended that the decision to grant planning permission be delegated to head of planning in consultation with the committee chairman subject to:**

1. The prior completion of a section 106 agreement within a deadline of three months to complete for on-site affordable housing provision, as well as contributions toward off-site facilities and services including highway works, education improvements, waste management and collection, street names signs, public art, library and museum service, social and health care, fire and rescue, police equipment, village recreational and community facility improvements, as well as securing access to and the use for informal recreational purposes of the field to the south of the site (edged in blue)
2. The following conditions including, the requirements for receipt of a reserved matters application or a detailed scheme within three months and that scheme to be available for implementation within 12 months from the date of the outline permission to help address the immediate housing land shortfall:

1 : TL2 Altered Outline timing (12 months) reserved matters within 3 month

2 : UNI plot curtilage boundaries

3 : MC2 materials

4 : UNI landscape

5 : LS4 trees

6 : UNI boundaries

7 : MC24 drainage

8 : UNI Plot restriction to southern boundary

9 : UNI ecology

10 : UNI access visibility

11 : UNI parking

12 : UNI construction traffic

13 : UNI travel info packs

14 : UNI refuse bin storage

15 : UNI footpath routes

16 : UNI drainage Thames Water

17 : UNI build height

18 : UNI TW plc

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