

APPLICATION NO.	P13/V0399/O
APPLICATION TYPE	OUTLINE
REGISTERED	2.4.2013
PARISH	SHRIVENHAM
WARD MEMBER(S)	Simon Howell Elaine Ware
APPLICANT	Manor Oak Homes
SITE	Land off Colton Road Shrivenham Oxfordshire
PROPOSAL	Outline application for a residential development of up to 68 new homes, public open space and new site accesses.
AMENDMENTS	None
GRID REFERENCE	423210/188916
OFFICER	Laura Hudson

1.0 INTRODUCTION

- 1.1 This application relates to land to the western edge of Shrivenham immediately adjoining the existing built up area of the village and approximately 700 metres from the High Street.
- 1.2 The site currently forms a small grassed paddock bounded to the east and south by existing residential development, to the north west by mature vegetation with the A420 beyond and to the west by a mature hedgerow and agricultural land beyond.
- 1.3 The site, which extends to 2.83 hectares, is largely level with a slight slope downwards to Colton Road to the south and towards the A420 to the north.
- 1.4 The existing main field access to the site is currently via a gate at the end of Colton Road, although there is a small pedestrian gate at the end of Farleigh Road and an overgrown agricultural access at the end of Stallpits Road.
- 1.5 The site is outside the village conservation area but falls within the Lowland Vale as defined on the local plan proposals map.
- 1.6 The application comes to Committee as the Parish Council object and more than four letters of objection have been received from local residents.

2.0 PROPOSAL

- 2.1 The application has been submitted to address the Council's five year land supply deficit. The application seeks outline planning permission with all matters reserved other than access for the erection of up to 68 dwellings, two new access points and open space.
- 2.2 An illustrative layout has been submitted with the application demonstrating how the proposed dwellings could fit on the site in an appropriate layout and deliver the required open space whilst providing an acceptable relationship with existing dwellings. The plans have undergone a number of amendments to address previous concerns particularly with regard to the proximity of the site to the A420. The number of units has also been reduced from 73 to 68.

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- 2.3 The scheme proposes two vehicular access points from the end of Colton Road to the south and the end of Stallpits Road to the north east which would be linked via a main primary route through the site. The illustrative layout proposes two smaller secondary streets to the north and south in a loop and a couple of cul de sacs. There is an opportunity to deliver an additional pedestrian access from the site into Farleigh Road to the east of the site subject to land ownership issues.
- 2.4 The public open space for the site is proposed to the northern edge and would include a local equipped area of play. The layout also includes a drainage attenuation area by the site entrance.
- 2.5 The application proposes 40% affordable housing amounting to 27 units including 11 flats and two, three and four bedroom houses. This accords with adopted Policy H17.
- 2.6 Although details of the proposed dwellings does not form part of this outline proposal, it is envisaged that they would be a range of bungalows, and 2 and 2.5 storey dwellings depending on site topography and would be a mix of 2, 3 and 4 bedroom. The scheme includes three blocks of flats which are envisaged as two storey and containing one and two bedroom units. The design and access statement includes examples of the likely elevational treatments of the scheme.
- 2.7 68 dwellings on a site measuring 2.83 hectares equates to a density of 24 dwellings per hectare.
- 2.8 The application was accompanied by a number of supporting documents including a Design and Access Statement, Landscape Statement, Flood Risk Assessment, Noise Impact Assessment, Air Quality Report, Transport Statement, Archaeology Assessment, Ecology Report, Residential Travel Plan, Services Appraisal, and Waste Management Plan.
- 2.9 The applicants have been in discussions with Officers to secure the necessary on site open space and affordable housing, and the following contributions have been agreed towards local services and facilities:

Parish

£34,000 towards various local facilities

District

Leisure - £11,220 (football pitch), £4,554 (cricket pitch), £2,687 (rugby pitch), £4,664 (all weather pitch), £15,353 (tennis), £15,249 (multi use games area MUGA), £26,931 (pavilion/changing rooms), £34,047 (indoor sports hall), and £26,331 (swimming pool)

Public Art – required contribution of £300 per dwelling (£20,400)

Street Naming and Numbering – required contribution of £899.20

Waste Management Officer (District Council) – No objections subject to details of bin storage. Contributions towards bin provision of £170 per unit (£11,560)

County

OCC Highways - . A public transport contribution to improve local facilities is required of £68,000.

OCC Education - Watchfield Primary - £243,222 , Faringdon Community College - £264,057 and special education needs - £12,262.

OCC Property – contributions to local facilities of £15,980 (Faringdon Library), £12,032 (Waste Management), £940 (Museums), and £15,400 (Social and Health Care).

2.10 Extracts from the application drawings are **attached** at Appendix 1.

3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

3.1 Shrivenham Parish Council – Object to both the original plans and the revised illustrative layout on a number of grounds including the amount of recent development in the village, traffic concerns, drainage capacity and local infrastructure. Their full comments on both sets of plans are **attached** at Appendix 2. **Contributions requested towards improvements to the hall and other local facilities amounting to approximately £34,000.**

Both Local Members, Cllr Elaine Ware and Cllr Simon Howell have objected to the application in a joint letter which is **attached** at Appendix 3.

OCC Highways – Initial objection in relation to the internal site layout road, distance of certain plots to waste collection within the site, distance to the nearest bus stop, queries over the proposed access onto Stallpits Road and its status, provision of a pedestrian link onto Farleigh Road and queries in relation to the travel plan. After further discussions/clarification particularly given the fact that this is an outline application with layout reserved the concerns regarding the form of the internal road can be addressed later, the objections have been withdrawn. A copy of the final comments is **attached** at Appendix 4. **A public transport contribution to improve local facilities is required of £68,000.**

OCC Education – Based on the projected pupil numbers generated by this development no objections subject to a legal agreement requiring **contributions towards improvements to Watchfield Primary, Faringdon Community College and special education needs in the area of £243,222, £264,057 and £12,262 respectively.**

OCC Property – No objections subject to **contributions to local facilities of £15,980 (Faringdon Library), £12,032 (Waste Management), £940 (Museums), and £15,400 (Social and Health Care).**

OCC Archaeology – No objections subject to conditions.

Thames Water Development Control - Concern over the inability of the existing waste water infrastructure to accommodate the needs of the development. Recommend a grampian condition to prevent the development progressing unless addressed. The applicants have been in discussions with Thames Water and agreed a way forward by which the developer will fund the necessary survey work set to take 24 weeks. This is confined in a letter from Thames Water to the applicants consultant. It is understood that the issue relates to the local pipe network and not the treatment works themselves. A grampian condition on this basis is therefore recommended.

Environment Agency - No objections subject to addressing the issue with Thames Water.

Drainage Engineer (Vale of White Horse District Council) – No objections subject to

conditions requiring drainage details and subject to the Thames Water survey works being carried out and improvements implemented.

Crime Prevention Design Adviser - No objections.

Landscape Architect - Vale of White Horse DC – concerns over the initial site layout and open space provision however these have been addressed in the amended illustrative plans. No objections to the principle.

Forestry Team – The application was accompanied by a comprehensive arboricultural report which shows few constraints in terms of the illustrative layout. The impact of the development would be minimal in respect of existing trees. The detailed application will need to take account of root protection areas however and a condition is recommended.

Waste Management Officer (District Council) – No objections subject to details of bin storage. **Contributions towards bin provision of £170 per unit (£11,560)**

Leisure Department (Vale of White Horse DC) – No objections subject to the **following contributions: £11,220 (football pitch), £4,554 (cricket pitch), £2,687 (rugby pitch), £4,664 (all weather pitch), £15,353 (tennis), £15,249 (multi use games area MUGA), £26,931 (pavilion/changing rooms), £34,047 (indoor sports hall), and £26,331 (swimming pool)**. A commuted sum for maintenance of the on site open space has also been requested however it is likely that this will be taken on by a management company and not the District or Parish Councils.

Health & Housing - Air Quality - No objections.

Health & Housing - Env. Protection Team – Original objections to the layout given noise levels generated by traffic from the A420 and the proximity of the development. The amended plans address these concerns and no objections are raised subject to the proposed mitigation set out in the amended noise report.

Housing Dev. (South Oxfordshire & Vale of White Horse DC) - No objections as the proposal provides 40% affordable housing.

Countryside Officer(South Oxfordshire & Vale of White Horse) - No objections subject to the retention of the hedgerow along Stallpits Road.

Public Art – **required contribution of £300 per dwelling (£20,400)**

Street Naming and Numbering – **required contribution of £899.20**

40 letters of objection have been received from local residents raising the following concerns:

- The village is being overwhelmed by development.
- The local infrastructure cannot cope with the additional development.
- The present rate of development will destroy the village.
- There should be a broader outlook on development for the area.
- The site access is inadequate for the amount of development proposed.
- There is no employment in the village so people will drive everywhere.
- The traffic infrastructure cannot cope with additional development.
- The local schools and pre-schools are over subscribed.

- The provision of flats and 1 and 2 bed units is not in keeping with the local context.
- The proposed development is too dense.
- The proposal represents an unacceptable increase in development for a village.
- Parking in the High Street is already a problem.
- There is no capacity in the local doctors' surgery.
- The drainage and water infrastructure cannot cope with additional development.
- Shrivenham is not sustainable and only classed as a large village in the local plan and there are more sustainable settlements in the District where development should go.
- The level of development is incompatible with the level of local facilities.
- This is not a site suggested in the village's own emerging local plan for expansion.
- Shrivenham is close to Swindon where there are plans for significant development on its eastern edge.
- The proposal would result in the loss of habitat as the area currently acts as a green buffer zone on the edge of the village.
- The proposed dwellings would overshadow existing properties.

4.0 RELEVANT PLANNING HISTORY

4.1 [P12/V2549/SCR](#) - Other Outcome (22/02/2013)

EIA Screening opinion for proposed residential scheme of up to 80 dwellings.

5.0 POLICY & GUIDANCE

5.1 *Vale of White Horse Local Plan*

Policy H11 lists Shrivenham as one of the larger villages in the District with a reasonable range of services and facilities. Development is permitted within the built up area of the village on sites capable of accommodating up to 15 dwellings subject to criteria including the impact of the proposal on the character of the area.

Policy GS2 indicates that outside the built-up areas of settlements new building will not be permitted unless it is on land identified for development or is in accordance with other specific policies.

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.

Policy DC5 requires safe and convenient access and parking and suitable access from the public highway.

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.

Policy DC9 seeks to ensure development will not unacceptably harm the amenities of neighbouring properties and the wider environment.

Policy H17 requires 40% provision of affordable housing in schemes of more than 15 dwellings in the larger settlements.

Policy NE9 refers to development in the Lowland Vale as defined on the local plan proposals map.

5.2 *National Planning Policy Framework (NPPF)*

At the heart of the NPPF is a presumption in favour of sustainable development (paragraphs 14 and 49). Paragraphs 34 and 37 encourage minimised journey lengths to work, shopping, leisure and education, and paragraphs 57, 60 and 61 seek to promote local distinctiveness and integrate development into the natural, built and historic environment. Paragraph 109 requires development to contribute to and enhance the natural and local environment.

Paragraphs 47 – 49 require local planning authorities to identify a five year supply of housing sites. Where this cannot be demonstrated relevant local plan policies for new housing development should not be considered up-to-date until the shortfall.

6.0 **PLANNING CONSIDERATIONS**

6.1 The main issues to consider in determining this application are: i) The principle of the proposed development in this location in relation to planning policy; ii) five year housing supply and sustainability; iii) landscape and visual impact; iv) access and highway considerations; v) drainage and flooding issues; vi) Noise from the A420; vi) impact on neighbouring properties; vii) ecology and wildlife issues; viii) archaeology; viii) contributions and delivery.

6.2 *Policy context*

The current Vale of White Horse Local Plan is the adopted development plan under which this proposal should first be considered. Although the Council have an emerging local plan being formulated in accordance with up to date Government guidance this holds very little weight in the consideration of the current proposal given its early stage.

6.3 The site currently consists of undeveloped paddock land located to the west of the main built-up area of the village. Although the site is visually well contained and relates well to the existing settlement pattern with residential development on two sides, and the main A420 to the north west, the land clearly falls beyond the existing built up area of the village and is considered to form part of the open countryside in planning terms. The proposal is therefore considered contrary to adopted policies H11, GS1 and GS2 of the adopted local plan.

6.4 *Five year housing land supply*

It is well documented that the council does not currently have a five year supply of housing land, as required by paragraphs 47 – 49 of the NPPF. Where the council does not have a five year supply of housing land, the relevant local plan housing policies, including policies H11, GS1 and GS2, are not wholly consistent with the NPPF and, therefore, hold limited weight. The NPPF makes clear that, where the development plan is absent, silent or the relevant policies out of date, planning permission should be granted unless any adverse impacts would demonstrably outweigh the benefits of the proposal. The proposed development, therefore, must be considered on its site specific merits and, in particular, whether it constitutes a sustainable form of development as defined in the NPPF.

6.5 *Sustainable Development*

Shrivenham is classed as one of the larger villages in the District with a good range of services and facilities centred mainly around the High Street area. It is therefore considered one of the more sustainable locations in the District. The site is located immediately adjacent to the existing built-up area of Shrivenham and around 700 metres from the High Street therefore within easy walking distance of the village facilities including shops, bank, hairdresser and a number of local pubs/restaurants. In terms of the site's location and its relationship to the existing settlement pattern the proposal is considered a sustainable form of development under the terms of the NPPF.

6.6 There are concerns over the impact of the development cumulatively with other developments in the area, particularly on social infrastructure, which is another indicator of sustainability. Shrivenham currently has 934 households (based on the 2011 census). The application proposes 68 dwellings which as a percentage increase equates to 7.2%. Even together with the other recent approved developments currently totalling 135 units the increase in total number of households is still only 14.4% which your Officers consider is a manageable and proportionate increase given the current five year supply deficit coupled with the status of Shrivenham as one of the larger more sustainable settlements in the District. In addition the developers are contributing towards improvements to local services and facilities to mitigate the impact of the development.

6.7 Officers are mindful of other applications which are pending in the pipeline which would result in a more significant increase in population in the village. However given the current policy situation, each development has to be considered on the merits of the proposal and the specific site constraints which exist. Applications currently under consideration in the village cannot be ranked against one another. However in negotiating infrastructure improvements the contribution each site can make to the necessary facilities is considered to ensure that cumulatively the social and economic impact of development on a community is acceptable. The County Council have raised no objections in relation to this application in terms of local services and facilities therefore refusal on these grounds, particularly with the necessary contributions, could not be justified.

6.8 *Visual and landscape impact*

The site is located immediately adjoining the existing built up area of the village and bounds residential development to the east and south. There is a strong line of vegetation to the north with the A420 beyond and along the western edge of the site. Views from the adjacent main A420 are limited given the vegetation along the boundary and the open space lies in this area therefore the built form would be set into the site. The site is therefore visually well contained. In landscape terms from the wider area the proposed development would not appear prominent and would be set against the existing built up limits of the village. The proposal is not therefore considered harmful in landscape terms and would not have a detrimental impact on the character of the Lowland Vale.

6.9 Whilst there would be more local views of the development particularly from the village and access roads to the site, the development would be seen in the context of the existing built form and is not therefore considered harmful.

6.10 *Access and Highway Considerations*

Access to the site is included in this outline application for consideration. Vehicular access to the site is proposed from the end of Colton Road to the south and end of Stallpits Road to the north east, currently both cul-de-sacs. Access from Colton Road is relatively easy to provide given the location of the existing field gate. Stallpits Road currently becomes a footway which links through to the A420 and footpaths beyond. The proposal would therefore require some widening of this path to deliver access through to the site however this can be achieved on highway land and therefore can be secured. This is of benefit as it provides greater permeability through the site and integration with the existing community.

6.11 Whilst the County Engineer has some concerns with the internal road layout, this is a reserved matter and can be addressed when the detailed site layout is determined. No objections are raised to the access points themselves and the impact on the local road network by the County Engineer.

6.12 Concern was also expressed over the distance of the site from public transport facilities however this can be improved through a required contribution towards upgrading facilities of £68,000.

6.13 There is concern locally over the impact of the proposed development on the capacity of the A420 however this has not been raised as an issue in relation to this particular development by the County Engineer. Until there is a specific proposal to improve this major route, it would not be reasonable to seek contributions towards upgrade works particularly when not requested by the County Council.

6.14 *Noise Impact from the A420*

The original proposed illustrative site layout included development up to the edge of the site adjacent to the A420. This was unacceptable in residential amenity terms and the Councils Environmental Health officer objected. Since then the plan has undergone a number of amendments to address this concern also in discussions with the Councils Urban Design Officer. Although only illustrative the plan needs to demonstrate that the amount of development proposed can be accommodated on the site.

6.15 The current layout proposes the open space adjacent to the road so that the residential development is an acceptable distance away to meet the required noise standards. The scheme utilises the form of some of the buildings to mitigate the impact on the development as a whole. The revised submitted noise survey includes recommendations to mitigate any remaining impact. These include the addition of some fencing around gardens but no higher than a standard 1.8 metre fence and in areas which would not be visually prominent. In addition plots 10-19 as currently laid out would need some alternative ventilation on the elevations facing the road. Whilst this is not ideal in this village location, there are no policy grounds to refuse this solution as it meets the requirements of Environmental Health. In addition, it relates to only a small number of plots on the site. A condition is recommended requiring the development to be carried out in accordance with the report recommendations.

6.16 *Drainage*

Thames Water have raised capacity concerns in relation to the existing waste water infrastructure and have recommended a Grampian condition to prevent development commencing until a satisfactory solution has been agreed. This is also an issue which has been raised locally. The acceptability of this development is reliant on being able

to be delivered early in order to meet the housing supply deficit. Given that the drainage capacity issue could take some time to resolve this may not be feasible within the required 18 month permission applied to five-year supply sites. A time frame for the resolution of this issue has therefore been sought.

6.17 The applicants have been in discussions with Thames Water and it is understood that the issue relates to the pipe capacity rather than the treatment works. The applicants have obtained a quotation from Thames Water to fund the required survey works which it is envisaged will take 24 weeks and the required works (if necessary) can then be carried out. The applicant has agreed to fund this. It is therefore recommended to apply a Grampian style condition to ensure that the development cannot be carried out without the required improvement works taking place to ensure that any local drainage problems which could be exacerbated by the development are resolved. If they can't be then the development cannot take place without being in breach of this condition.

6.18 *Neighbour Amenity*

Concerns have been raised locally over the impact of the proposed development on existing properties. A number of concerns related to the previous layout plan which proposed a green corridor with play equipment along the eastern site boundary adjoining existing houses. Whilst it was envisaged that this would provide a green buffer between existing and proposed housing, the area caused a security concerns given public access would be available along its length.

6.19 The current amended layout proposes housing along this eastern boundary with private gardens abutting existing dwellings. Whilst this brings the built development closer to the neighbouring properties, this addresses the security concerns and creates a better layout in urban design terms. The illustrative layout demonstrates that the proposed level of development can be delivered in a form which largely meets recommended distances between dwellings and gardens set out in the Council's residential design guidance. The reserved matters layout will determine the final relationship between units and will ensure that these meet standards in all cases.

6.20 *Ecology and Archaeology*

The application was accompanied by an ecological report which demonstrates that no protected species would be adversely affected by the development. The Council Ecologist has raised no objections to the development subject to the retention of the hedgerow along Stallpits Road. A condition requiring a landscaping scheme is recommended and landscaping is also a reserved matter.

6.21 The application was also accompanied by an archaeological report which reveals some evidence of previous settlements. Conditions are recommended requiring a further written scheme of investigation prior to commencement to ensure the proper recording of any finds.

6.22 *Contributions and delivery*

The application includes 40% affordable housing in accordance with local plan policy H17 and the proposal includes a requirement to provide the necessary developer contributions which the applicant has agreed. These are set out in bold in section 3 of the report.

6.23 Concern has been raised in relation to the local primary school capacity particularly as the existing site is constrained and there is little scope to extend. Whilst the County

have not specifically stated that the school is currently at capacity this is more than likely given more recent correspondence therefore the required contributions are proposed to expand the school at Watchfield which could accommodate additional development. Given other development likely to come forward in Shrivenham and those proposed in the emerging Local Plan a new primary school may be necessary in the village. Given the current uncertainty it would not be reasonable to refuse the application on education capacity grounds given the County are not objecting to this proposal, there is scope to meet the needs of the development, and the fact that the applicant is prepared to pay the required contributions.

- 6.24 The site is deliverable subject to the necessary drainage works, and, therefore, would help contribute to the current housing land supply shortfall. An 18 month permission from the date of the decision, to include submission and approval of reserved matters, is recommended to ensure the development is delivered quickly.

7.0 CONCLUSION

- 7.1 It is accepted that the application does not accord with the development plan, however in light of the current housing land shortfall the proposal has to be assessed against the NPPF. The proposed development lies immediately adjacent to the existing built-up area of one of the larger villages of the district with its associated facilities, and the illustrative layout demonstrates that the proposal would not have a harmful impact on the character of the area.

- 7.2 It is considered that the proposal constitutes a sustainable form of development within the definition of the NPPF, and the housing can be delivered quickly to help address the current housing land shortfall.

8.0 RECOMMENDATION

It is recommended that planning permission is granted subject to:

- 8.1 **A S106 Agreement to secure the affordable housing and contributions towards the following:**

Public transport
Education
Library
Waste management
Museums
Social and healthcare
Leisure facilities
Waste bin provision
Street naming and numbering
Public art
Parish council facilities

- 8.2 **And subject to the following conditions:**

1. Time limit – outline application (implementation within 12 months of the date of the decision);
2. Standard outline condition (excluding access) ;
3. Approved plans;
4. MC24 - drainage details (surface and foul);
5. MC29 - sustainable drainage scheme;

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6. LS1 – landscaping scheme (submission);
7. LS2 – landscaping scheme (implementation and management plan);
8. LS4 – tree protection;
9. Construction traffic management plan;
10. Provision of a local equipped area of play within the site;
11. Boundary treatment details;
12. No development shall commence until Thames Water survey works have been undertaken and recommended improvements carried out;
13. Details of bin storage;
14. Development in accordance with recommendations of noise report;
15. Provision of fire hydrants on site;
16. Written scheme of archaeological investigation;
17. Full details of the proposed site accesses.

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