

APPLICATION NO.	P13/V2691/RM
APPLICATION TYPE	RESERVED MATTERS
REGISTERED	3.1.2014
PARISH	STEVENTON
WARD MEMBER(S)	Bill Jones Michael Murray
APPLICANT	David Wilson Homes Southern
SITE	Land off Barnett Road Steventon, OX13 6AJ
PROPOSAL	Reserved matters relating to Outline planning application P13/V0094/O for details of Layout, Scale, Appearance and Landscaping and Drainage for 50 dwellings. (As amended by documents received on the 21-03-2014 submitted by the applicant/agent)
AMENDMENTS	Yes
GRID REFERENCE	446862/192284
OFFICER	Laura Hudson

1.0 INTRODUCTION

- 1.1 This application relates to land off Barnett Road, Steventon which lies adjacent to the north-west edge of the village adjoining the existing built-up area.
- 1.2 The site currently forms part of a larger swathe of agricultural land which is relatively flat and sits at the same level as the adjoining residential area. There is an existing field access which runs between nos. 40 and 42 Hanney Road linking the site with a service road adjacent to Hanney Road.
- 1.3 The site extends to approximately 4.08 hectares and lies within the Lowland Vale and Area for Landscape Enhancement as defined on the local plan proposals map.
- 1.4 The site is bounded to the north and west by open agricultural land, to the east by an area of woodland and paddock land, and to the south by nos. 21 and 22 Barnett Road, and nos. 22 to 42 Hanney Road which form the edge of the existing built-up area of the village in this location.
- 1.5 Outline planning permission with all matters reserved other than access, was granted in April 2013 for up to 50 dwellings on the site. A separate outline application was allowed on appeal in July 2013 with a slightly different S106 package and drainage scheme to the previous approval but the same in all other respects. This reserved matters application relates to the appeal scheme and a list of conditions added to the permission is **attached** at Appendix 1.
- 1.6 This application comes to committee as the Parish Council objects and more than 4 letters of objection have been received.

2.0 PROPOSAL

- 2.1 This is a reserved matters application which seeks permission for the detailed layout, appearance, scale and landscaping of the site following the previous grant of outline permission.

- 2.2 The layout largely follows the submitted illustrative plan which formed part of the outline application. The scheme proposes 50 dwellings served from a single access from the end of Barnett Road. Within the site the road forms a series of loops with only two small cul de sacs. The outline permission secured improvements to Barnett Road which included widening works and footway provision. In addition to this two dropped curb crossing points are proposed on Hanney Road.
- 2.3 The scheme proposes a mix of dwellings consisting of 16 no. two bedroom units, six no. three bedroom units, eight no. four bedroom units and 20 no. five bedroom units. Of these 20 are affordable in a mix of two, three and four bedroom units equating to 40% of the total development.
- 2.4 The proposed dwellings are all two storey of varying styles and designs with brick detailing to reflect local vernacular. A mix of brick types is proposed although the submission of material samples and panels on site will be required.
- 2.5 The layout includes a large area of public open space with local equipped area of play to the southern edge of the site onto which some of the houses front. The outer edge of the site adjacent to the open countryside also features a landscaped buffer to the north and west. This area includes the balancing pond which forms part of the sustainable drainage proposals and a footway around the development. The scheme also includes a potential footway utilising an existing field access which runs between 40 and 42 Hanney Road.
- 2.6 Amended plans were received during the application process to address some of the comments received. The changes include addressing concerns raised by the landscape officer, amending the parking provision to relate better to plots, amended end elevation of properties to relate better to the public realm, alter window types to casement, and address concerns in relation to the affordable housing mix and overall housing mix. Extract from the application drawings are **attached** at Appendix 2.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

- 3.1 Steventon Parish Council – Objected to the original plans due to concerns over the sewer system, location of the affordable housing, and mix of the market housing. Comments on the amended plans state that the amendments are appreciated but that the layout still raised concerns. Their full comments are **attached** at Appendix 3.

County Highways Officer – No objections. The access improvements were approved at outline stage. Layout acceptable in principle but some of the parking does not relate well to the houses and the driveways are excessively long and would provide excessive parking. No objections to the drainage proposals. Amended plans have been received to address these concerns. Conditions are recommended.

Thames Water – no objections to the proposed drainage strategy

Environment Agency - No objections.

Crime Prevention Design Adviser - No objections.

Countryside Officer – Comments made at the outline stage – no further comments.

Environmental Health Team No objections.

Housing Services – Initial concerns over the mix and tenure of the affordable housing

and distribution throughout the site. Amended plans have addressed the mix and tenure and the scheme now meets Council requirements. Given the Inspectors comments and recommended condition referring to clusters of no more than 15 units on the affordable distribution no objections to this element. Some concerns over the size of the 2 bedroom units however.

Urban Design Officer – Regrettable that there is only a single vehicular access to the site therefore the opportunities for integration are limited. Corner units should relate better to the public realm through the addition of windows in the public realm and the windows should be casement and not top hung sash. Amended plans have addressed the detailed comments in relation to the public realm and windows.

Landscape Officer – Concerns over the location of the pumping station as it creates a focal point in the development. Detailed comments in relation to boundary treatment and planting details. Amended plans have been submitted to address most of the comments other than the use of close boarded fencing along the eastern boundary. A boundary treatment condition is recommended.

Drainage Engineer – Initially no objections to the original plans subject to details. Amendments to address landscaping concerns resulted in an unacceptable change to the drainage proposals. Further information was submitted to address these concerns. No objections now raised.

Letters of objection and comments have been received from six neighbouring properties raising the following concerns:

- Previous concerns over drainage have not been addressed.
- The land is often covered in water.
- The foul water capacity cannot cope with the additional development.
- The school is at capacity.
- The social housing is not integrated.
- Who will maintain the detailed landscaping proposals – the soil quality is poor.
- The proposal will not enhance the village as claimed.
- Object to the location of the social housing.
- The housing will obstruct the skyline from existing dwellings.
- The proposed dwellings would overlook neighbouring houses.
- The proposal will generate significant additional traffic.
- There is insufficient parking on the site.
- The land is valuable arable land.
- There is a footpath on the plans shown linking into a private path.
- Barnett Road is currently a quiet cul de sac.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P13/V0094/O](#) - Approved (26/04/2013)

Outline application for residential development of up to 50 dwellings. (Re-submission of application P12/V1980/O)

[P12/V1980/O](#) - Refused (13/12/2012) - Approved on appeal (25/07/2013)

Outline application for erection of up to 50 new dwellings.

[P10/V2317](#) - Other Outcome (02/03/2011)

Erection of 12no. residential units comprising 2 & 3 bed houses and 1 & 2 bed flats, with new access road, ancillary drainage and garden shed/cycle storage to each unit.

[P08/V2558/SCO](#) - Other Outcome (03/02/2009)

Scoping Report for proposed Proposed Upper Thames Reservoir

[P05/V1154](#) - Approved (27/09/2005)

Demolition of kitchen. Erection of a two storey extension.

5.0 POLICY & GUIDANCE

5.1 *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.

5.2 *Adopted Vale of White Horse Local Plan 2011*

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 NE6 refers to development within the North Wessex Downs AONB and says that it will only be permitted if the natural beauty of the landscape is conserved or enhanced.

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

5.3 The *Residential Design Guide* was adopted in December 2009 and sets out the design principles for new residential development including how to create a successful layout in terms of road and street hierarchy and permeability and connectivity (chapter 3). It also emphasises the importance of site context in this section and adding character and details to development with context in mind. Section 4.1 refers to developments of 10 or more units providing more detailed advice in terms of accommodating cars and creating spaces within developments. The design guidance also sets out acceptable distances between existing and proposed dwellings in order to protect residential amenity.

5.4 *The Planning Practise Guidance* was introduced in March 2014 and provided additional national guidance to the NPPF.

6.0 PLANNING CONSIDERATIONS

6.1 *Introduction*

Outline planning permission was granted in April 2013 for up to 50 dwellings on the site. This permission established the principle of residential development in this location and included the site access as a detail at this stage including improvements to Barnett Road and crossings on Hanney Road. These issues are therefore not part of the consideration of this current application. Conditions attached to the outline permission (copy attached at Appendix 1) require full details of the access and other works highway works. These conditions will need to be discharged prior to work commencing on site. A section 106 Agreement was also signed with both the county and district councils to secure contributions to local infrastructure and to secure affordable housing on this site. The impact of the proposal on local infrastructure including the school capacity does not form part of the consideration of this detailed application.

6.2 The main considerations in determining this reserved matters application relate to the layout of the site, the appearance of the development, the scale of dwellings, and the landscaping for the site. In this context the main issues to consider are: i) The design of the development and impact in the character of the area; ii) the impact of the development on the residential amenity of neighbouring properties; iii) the road network within the site and parking and manoeuvring provision; iv) drainage; and vi) affordable housing provision and distribution.

6.3 *Design of the development and impact on character*

The outline application included an illustrative masterplan showing the road hierarchy and layout through the site, including the location of the open space and the dwellings arranged around a looped road system running around the site. The current detailed application largely follows the illustrative plan.

6.4 The majority of the houses are arranged fronting the roads with gardens backing onto each other and onto existing residential gardens which adjoin the site. The houses are designed in a range of styles, are all two storey and include detailing and materials which reflect the locality. The windows have been amended and additional features added to the prominent end elevations to relate more to the public realm particularly on the corner plots. This reflects comments from the council's urban design officer.

6.5 The scheme includes a large area of open space which is centrally located within the site and is overlooked by a number of properties. This area includes an equipped area of play, full details of which would be required to be submitted for approval. In addition to the formal area of open space, there is a wide landscaped buffer located to the northern and western edge of the site which includes the drainage attenuation pond. This area not only softens the impact of the development from the wider countryside but would also serve as a more informal area of open space with a footway running through the middle.

6.6 Some concern has been raised over the mix of the development and that there are too many larger properties within the development. The plans have been amended to include some smaller two and three bedroom units however the majority of the proposal is still for larger units. The scheme largely reflects the outline permission which also proposed large dwellings in relatively large plots on the outer edge of the site. Whilst officers would prefer a greater number of smaller units on the site, it is not considered that refusal could be justified given the general loose knit character of the surrounding

area, the edge of countryside location where lower densities are more appropriate, and the fact that the outline permission limited the scheme to 50 dwellings.

Neighbour Amenity

- 6.7 Some concern has been raised locally over the impact of the proposal on the residential amenity of neighbouring properties. The site immediately adjoins the existing gardens of Hanney Road and Barnett Road which are all relatively long plots. The proposed dwellings have been located so as to minimise any harmful impact on these neighbouring properties with gardens lengths of at least 11 metres to accord with minimum separation distances in the adopted residential design guide
- 6.8 There is also concern that the proposal would obstruct views from neighbouring properties. It is accepted that there will be some impact given the current open aspect from the rear of these existing houses, however local private views from individual properties are not matters which are material to the planning process. Refusal on these grounds could not therefore be justified.

6.9 *Access and Highway Considerations*

Access to the site formed part of the outline application together with the associated improvements to Barnett Road and crossing points on Hanney Road. Within the site the proposed road layout is largely that of the illustrative site layout. Each property has at least two parking spaces with the larger units benefiting from at least four spaces. The plans have been amended so that the parking is located within or adjacent to the corresponding plots and the large driveway areas have been reduced at the request of the county highways officer. Conditions are recommended in relation to the internal road layout and parking provision.

- 6.10 The plans show a potential footpath link into an existing field access which runs between nos 40 and 42 Hanney Road. Whilst this additional link would be desirable from a permeability point of view, its delivery is dependant on ownership issues. In any case there are footpath links around the site including across the formal public open space and around the landscaped edge to the site which link into the existing footway network on Barnett Road.

6.11 *Drainage*

The detailed drainage strategy for the site including the SUDS system and results of the foul water drainage capacity study and solution are requirements of the outline permission and therefore relate to the principle of development on the site. There are conditions on the outline permission which prevent commencement of the development without these issues being addressed. Whilst the drainage scheme was altered during the determination of this application moving the pumping station to address landscape concerns, the council's drainage engineer is satisfied with the drainage proposal in principle. As stated, the finer details are required to be submitted to discharge the outline conditions.

6.12 *Affordable housing provision and distribution*

One of the main concerns raised by local residents and the parish council relates to the location of the affordable housing within the site layout. It is proposed to locate the affordable housing in two pockets of eight units and 12 units with a mix of size and tenure in each area. These units are all located adjacent to the existing built up area but in different locations within the site. In both areas the affordable units are in close

proximity and share roads with the market housing and some front onto the open space.

- 6.13 The council's supplementary planning guidance on affordable housing requires it to be evenly distributed within developments and indistinguishable in appearance from the market housing in terms of materials, design and appearance. It is accepted that in this case the housing is within two groups rather than completely integrated, however, given the size of the site and difficulty presented from a management point of view from any registered provider, it is considered that the current proposal is acceptable. In addition to this, the Inspector on the appeal decision applied a condition requiring the affordable housing on the site to be in clusters of no more than 15 units. The scheme proposes a group of eight and a group of 12 which would comply with the Inspectors requirements. Given the condition, it is not considered that refusal on these grounds could be justified. The dwellings are proposed in the same mix of materials as the market houses and with the same detailing, therefore they would be indistinguishable in terms of design and quality of materials.

7.0 CONCLUSION

- 7.1 Outline planning permission has been granted and therefore the principle of the development along with access is established. This proposal for reserved matters considers the details of the development. It is considered that the layout, design, scale, and landscaping of the site is acceptable. The proposal respects local vernacular, relates well to the existing residential area, would have no harmful impact on the amenities of neighbouring properties and includes useable areas of open space with opportunities for biodiversity enhancement. The proposal complies with the adopted policies in the local plan which relate to detail, the guidance set out in the adopted residential design guide and the NPPF.

8.0 RECOMMENDATION

It is recommended that reserved matters are granted subject to the following conditions:

- 1 : TL3 - Time limit - reflecting the time frame of the outline – within 6 months of the approval of reserved matters.**
- 2: Approved plan numbers.**
- 3 : MC2 - Materials (Samples) (Full)**
- 4 : MC8 - Wall Materials (Panel) (Full)**
- 5 : RE11 – Restriction on the change of use of Garage Accommodation without permission.**
- 6 : RE18 - Slab Levels (Single Dwellings) (Full)**
- 7 : Submission of full details of any solar panels to be installed.**
- 8 : RE6 - Boundary Details to be approved.**
- 9. Lighting details (along the main streets) to be approved.**
- 10. Submission of Landscaping details**
- 11 Implementation of landscaping scheme**
- 12 HY12 – new estate roads layout (to County Spec)**

Informative: The outline planning permission reference number P13/V0094/O together with this approval constitute the planning permission for this development. All of the conditions imposed on both the outline permission and this approval must be complied with.

Vale of White Horse District Council – Committee Report – 21 May 2014

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