

APPLICATION NO.	P13/V1949/O
APPLICATION TYPE	OUTLINE
REGISTERED	11.10.2013
PARISH	STANFORD IN THE VALE
WARD MEMBER(S)	Robert Sharp
APPLICANT	Mr Mark Stoneham
SITE	Bow Farm Bow Road Stanford in the Vale, SN7 8JB
PROPOSAL	Demolition of existing agricultural farm buildings. Erection of 20 new residential units (17 structures), conversion of two barns to three residential units (already consented ref P12/V1739/FUL)(revised drawings received March 2014)
AMENDMENTS	None
GRID REFERENCE	434395/194171
OFFICER	Mark Doodes

SUMMARY

This outline planning application comes to committee due to the objection of Stanford-in-the-Vale Parish Council and local residents.

The main issues are:-

- The suitability of the location in relation to the overall transport sustainability of the village
- The suitability of the proposal in terms of its landscape impact and impact on local designated heritage assets
- The highway safety implications
- The impact on neighbours
- The financial contributions to mitigate the impact on local services and infrastructure, including the lack of capacity at the local primary school

The recommendation is to grant outline planning permission subject to securing financial contributions.

1.0 INTRODUCTION

- 1.1 The 0.9ha site presently comprises a collection of modern agricultural barns and some listed structures on the north eastern edge of Stanford-in-the-Vale. Stanford is one of the larger villages in the Vale which has recently been the subject of speculative housing applications in light of the five year land supply shortfall. To date planning permissions equivalent to around a 20% population increase in the village have been granted with a potential further addition of 5% currently being considered at appeal (the proposed site off Horsecroft).
- 1.2 Of note is the recent planning permission and listed building consent for the conversion of three listed units to residential uses under separate consent. The remaining agricultural buildings are of no architectural merit and will not be described further.
- 1.3 The site is easily identifiable with no artificial (new) boundaries proposed. A large pond exists to the edge of the site from which a footpath along the edge of a field leads. The footpath runs south toward Horsecroft and forms part of a presently

horseshoe-shaped public right of way (PROW) network that encircles the village. To the north, east and south open arable fields exist.

1.4 The site location plan can be found **attached** at appendix 1.

2.0 **PROPOSAL**

2.1 The applicant seeks outline planning permission for the erection of 17 new homes in addition to three already secured last year. The total quantum of units on the site is therefore 20. The means of access (including footway) that has been secured involves the removal of a stretch of garden between two homes.

2.2 The following mix of housing is proposed which *includes the three consented smaller units*;

	Affordable	Open	Total
1-Bed	-	-	-
2-Bed	6	4	10
3-Bed	2	6	6
4-Bed	0	4	4

Copies of the means of access plans, indicative house types and an illustrative layout can be found **attached** at appendix 2. The illustrative layout is indicative and shows that the quantum of development can be accommodated within the site whilst allowing for public open space, relatively large gardens, parking and a path to the pond.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Stanford In The Vale Parish Council – Objection, a full copy of the response can be found **attached** at appendix 3.

Oxfordshire County Council – An objection to the additional strain placed on the local primary school.

Highways – lesser concerns persist but the main issues have been agreed and improved.

Forestry Team (Vale of White Horse) – No strong views

Landscape Architect – Vale of White Horse DC – No strong views

Drainage Engineer (Vale of White Horse District Council) – Holding objection (no FRA) lifted and the use of conditions is recommended.

Countryside Officer(South Oxfordshire & Vale of White Horse) – No objection following the protected species survey and its mitigation strategy.

Health & Housing – Env. Protection Team – No objection, a condition ensuring hours of construction was recommended.

Conservation Officer Vale – No strong views

Thames Valley Police – No objection

Archeologist – No objection.

Neighbour Object (18) – Principle of development, means of access concerns,

proximity of units to existing, impact on LBs, noise and disturbance etc.

Neighbour Support (1) – Recognises the need for more housing.

4.0 RELEVANT PLANNING HISTORY

4.1 [P13/V1546/O](#) – Withdrawn pending refusal (08/08/2013)

Outline application for demolition of existing agricultural farm buildings. Erection of 10 new residential units (7 structures), conversion of two barns to three residential units (already consented ref P12/V1739/FUL)

[P12/V1739/FUL](#) – Approved (11/12/2012)

Conversion of two barns to provide 3 new residential dwellings. As amended by drawing number COM-001A & acknowledgement letter from agent dated 10-10-2012.

[P12/V0237](#) – Refused (12/04/2012)

Conversion of two barns to provide 3 new residential dwellings.

[P98/V0327](#) – Approved (14/04/1998)

Alterations to Dairy wing.

[P97/V1006/AG](#) – Approved (21/08/1997)

Erection of a barn.

[P90/V0680/O](#) – Approved (04/11/1991)

Erection of one detached and two semi-detached houses (Site area approx 1/3 acre).

[P73/V0115](#) – Approved (08/08/1973)

Covered Cattle Yard.

5.0 POLICY & GUIDANCE

5.1 Vale of White Horse Local Plan 2011 policies;

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 new local plan is being produced:

GS1 – provides a general location strategy to concentrate development within the five main settlements (policy H10), and smaller-scale development in the larger villages (policy H11) and small villages (policies H12 and H13).

DC1 - Design – requires new development to be high design quality in terms of layout, scale, mass, height, detailing, and materials to be used.

DC13 - Flood Risk and surface water drainage – The assessment of sites and the use of SUDS schemes.

DC14 - Flood Risk and surface water drainage – The assessment of sites and the use of SUDS schemes.

DC3 - Design against crime – New development should reflect published guidance such as “eyes on the street” to reduce opportunities for crime by using natural surveillance, urban design etc.

DC4 - Public Art – requires development on sites of 0.5ha or more to contribute towards public art in the area.

DC5 - Access – Seeks to ensure that vehicular movements both within and into sites do not cause safety, congestion or environmental problems. Parking standards and cycling provision should also be adequate. Reference is also made to the need to secure sufficient off-site highway improvements to mitigate the impact of the development.

DC6 - Landscaping – 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.

DC7 - Waste Collection and Recycling provision

DC8 - Provision of infrastructure and services – secured via a legal agreement for local and district wide services.

DC9 - Impact of development on neighbouring uses – There should be no harmful impact on neighbours from, amongst other matters, overlooking, overshadowing or overdominance.

HE4 - Preservation and Enhancement: Implications for Development

HE10 - Archaeology

HE5 - Development involving the setting to a listed building

NE4 - Other Sites of Nature Conservation Value

H11 – Development in the larger villages – New development within the built-up areas of the larger villages. This policy seeks to protect the identity of the larger settlements from expansion that could materially harm their character. It currently has little weight due to the lack of a five year supply of housing land.

H17 – The provision of 40% affordable homes.

H23 – Open space in new housing development – requires 15% of the residential area to be laid out as public open space.

NE9 – seeks to protect the wider landscape of the Lowland Vale.

NPPF at Para's 7, 14, 50 and 55.

5.2 *Supplementary planning guidance*

Residential design guide (December 2009)

Open space, sport and recreation future provision (July 2009)

Affordable housing – provides further guidance in relation to the local plan policy H17.

Planning and public art (July 2006) – Sites over 0.5ha should provide a contribution towards public art in accordance with local plan policy DC4.

5.3 *National Planning Policy Framework (NPPF) – March 2012*

Paragraphs 14 & 49 – presumption in favour of sustainable development

Paragraphs 34 & 37 – encourage minimised journey lengths to work, shopping, leisure and education

Paragraph 47 – five year housing land supply requirement

Paragraph 50 – create sustainable inclusive and mixed communities

Paragraph 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 119 – the presumption in favour of sustainable development does not override protected species and habitats

Paragraph 126-134 – Historic assets and environment

6.0 **PLANNING CONSIDERATIONS**

6.1 The key issues in this application are considered to be;

- Principle of development
- Means of access
- Layout and amenity considerations
- Mix proposed and other constraints

6.2 *Principle of the proposed development*

This is an application for outline planning permission with the means of access. The detailed elements of the works (design, parking, landscaping and materials and scale) will be the subject of a future reserved matters application. The NPPF seeks to bolster the delivery of housing in particular where councils are unable to demonstrate a five year land supply. The balance in reaching decisions is outlined in paragraph 14 of the NPPF, which states that permission ought to be granted unless;

“any adverse impacts...would significantly and demonstrably outweigh the benefits, when assessed against [the framework]...as a whole”

The current lack of a five year housing land supply requires some flexibility in the consideration of planning applications which do not otherwise accord with current local plan policy.

6.3 *Local Plan Policies* – The application is contrary to local plan policy H11, and would add approximately 5% to the number of dwellings estimated to be in Stanford in the Vale, in addition to the new housing recently permitted at the appeal site west of Faringdon Road. Whilst the council has no five year housing land supply, such restraint policies are inconsistent with the NPPF and are assigned limited weight. The proposed development, therefore, needs to be considered on its site specific merits and, in particular, in relation to its sustainability as defined by the NPPF. The framework promotes, for instance, the need for new housing to help maintain the *viability and vitality* of rural communities accepting that sites need to be considered in terms of sustainable transport at least *within the constraints of the area*, noting the Framework's intention to provide choice of travel, rather than the assumption of one form over another. The appeal on the site west of Faringdon Road involved considerable investigation of the sustainability credentials of Stanford and the conclusions of the inspector were that the village is relatively sustainable.

6.4 This report, therefore, focuses on site specific issues and consideration of whether the specifications of the NPPF are satisfied in terms of providing sustainable development to help address the current shortfall in the five year supply of housing land.

- 6.5 The landowner has placed much emphasis on the reorganisation of his wider farming business as part of the overall proposals. Officers place little weight on this factor as such matters do not require planning permission and are not part of the remit of the planning system other than to support economic growth.
- 6.6 *The village* – Stanford in the Vale is one of the larger villages within the district and scores within the top 20 in the village hierarchy. The most recent assessment, provided by the Parish Council, of the facilities in the Parish produces a score of 14, putting the village in the *larger villages* hierarchy. The location of the application site is on the outer edge of the village but it lies within a 20-minute walk of the main village centre where the primary school and shops are located. In addition, the NPPF puts strong emphasis on permitting new homes to further enhance rural vitality. For these reasons, the principle of the proposal is considered to be acceptable and in a relatively sustainable location in a reasonable sustainable village.
- 6.7 *Design evolution and mix* – this application was originally received in September last year and has undergone a complete redesign including means of access, housing mix and illustrative layout following concerns and input from nearby residents and planning officers at the local and county level. The revised scheme features a mix of housing that strongly matches the results of the SHMA and also the parish's own surveys from 2013. This scheme will deliver small family units and starter home in this village, rather than larger executive units which many developers favour, leaving small units for the social segment. This is not the case here the developer and land owner have strongly respected such surveys and findings in their revised plans.
- 6.8 *Impact on existing homes including the reduced garden* – The removal of garden/amenity space from existing homes is a consideration. This area of concern has two elements to it. Firstly, the loss of private space must be considered and secondly that the relationship between the existing and proposed housing be considered. The garden area lost to the new access road is considered to leave a reasonable area for the modestly sized semi detached home and will not erode its private space unacceptably as the depth will remain at a minimum of ten metres in depth, just with a reduced width. A marginal impact (such as the disturbance of traffic to and from the estate) will be had on the amenity area of no. 26 Bow Road.
- 6.9 Turning to amenity relationship, little weight is assigned to the cessation of farming activities on the site (as reason to approve this scheme) as no environmental health complaints appear on council records and such a relationship is a historic one entered into knowingly by all parties.
- 6.10 The illustrative layout is the result of consideration of the constraints and opportunities presented by the site. Accordingly, the relatively large separation distances, good public open space and preservation of much of previously undeveloped land accordingly is considered to be a sensible solution. Although this is not binding on future developers, it does clearly show that that quantum of development can be accommodated on the site. The application is therefore considered to comply with policies DC1 and DC9 of the adopted local plan.
- 6.11 *Means of access* – County officers have welcomed the additional new means of access over the original proposed version. The new access arrangements provides improved visibility splays into and out of the scheme. The one-way access originally proposed met some concerns. However alterations to the layout and road surface to feature, for instance, one-way passing restrictions, can easily be put in place at the reserved matters stage. Adequate parking has been provided on the indicative layout for residents and visitors, as well as ample opportunity for casual parking and means for a

waste lorry to reverse and leave the site in a forward gear. The application therefore accords with policy DC5 of the adopted local plan.

- 6.12 *Heritage and conservation matters* – The site has raised no comments or concerns regarding the impact on the conservation area nor the impact on the converted listed buildings. Therefore the application is considered to accord with the provisions of local plan at policies HE1 and HE4.
- 6.13 *Public rights of way* – The site will include a new public right of way which will link Bow Road with the pond to the rear. This in turn is understood to lead to a footpath that links to Horsecroft.
- 6.14 *Visual Impact* - Policy NE9 seeks to protect the wide and open views across the Lowland Vale landscape area. The existing poor quality agricultural buildings are not considered to contribute positively towards the area, however their existence is in keeping with the edge of a rural village and it is not a foregone conclusion that residential uses would automatically follow. The site is also easily defined and none of the boundaries are contrived, meaning that the land is easily identifiable. As such, all mature hedgerows will be retained and mature trees likewise. This will assist not only in screening but also in assimilating the proposals into the remainder of the village. Officers do not consider that any significant open or wide views of the Lowland Vale are compromised. The site is not particularly prominent from the main road and this, combined with the indicative layout showing a good separation between existing and proposed housing “rows” means that officers conclude that the new housing represents a sympathetic extension to the village, rather than an incursion into open countryside.
- 6.15 The site does have a public footpath and public highways nearby, but the views affected are local in nature and the development will be largely interpreted as being within the context of the village and not an intrusion into open countryside. The sensitive use of materials and scale will further reinforce such conclusions. In terms of neighbouring amenity, policy DC9, the proposals have been sensitively designed to avoid any overlooking within the site and to neighbouring units. The minimum separations are well above the council’s adopted minimum distance between principal room windows of 21 metres.
- 6.16 *Ecology and Trees* – There are no objections on these issues following professional surveys which also include remedial strategies for species and protection plans for the roots of existing trees.
- 6.17 *Education* – Primary School – Oxfordshire county council have raised an objection to the application on the grounds that there is insufficient capacity at the local primary school to support the seven new pupils likely to be of primary school age. The moving of pupils to other villages could erode the creation of cohesive communities and the sustainability credentials of the scheme. However this outcome does rely on the inability of the county council to expand the village school, to seek more suitable sites for the school, or acquire new land for its expansion. Such options are the subject of an ongoing feasibility study by OCC. This issue is likely to be the only planning area where this application is lacking but officers do not consider this to be a reasonable ground to refuse the application when assessed overall.
- 6.18 Secondary School – King Alfred’s in Wantage has spare capacity, but is approaching its limit. Funding has been agreed to contribute towards the new school secondary school in Grove Airfield. Special education needs contributions have also been sought and agreed.

- 6.19 *Archaeology* – County officers are satisfied with the findings of the archaeology reports commissioned by the applicant and have not requested that any conditions be imposed. Therefore based on the above conclusions the application is considered to accord with policy HE10 of the adopted local plan.
- 6.20 *Drainage* – The village is known to have surface water problems. The site is entirely within flood zone 1, the lowest risk of potential flooding from a river. Therefore the applicants have employed a consultancy to form a drainage strategy for the site. The site, and these SUDS based proposals, have not raised any objection from environment agency of the council’s drainage engineer who is satisfied that a suitable SUDS scheme can attenuate and offset the impact of the new roads and houses. The proposals once implemented are intended to account for 1:100 year storms and an allowance for global warming of 30% increase in rainfall. With regard to foul drainage Thames Water have not objected to the proposals and have recommended the use of suitable standard conditions relating to sewage and surface water.
- 6.21 *Contributions* - The following contributions have been sought and agreed by the developers to offset the impact of the additional residents on nearby infrastructure. These contributions will be secured on-site and by means of a section 106 agreement.

District Level;

Affordable housing	On site (40%)
Parish contributions for facilities	£45,000
Leisure	£40,000
Public Art	£6,000
Street Naming and numbering	£500
Waste and recycling	£3400
Vale Total	£94,900

Oxfordshire County Council contributions;

Education – Primary	£81,074
Education – Secondary	£Not confirmed
Education – SEN	£6,131
Public Transport & Highways	£19,435 & off-site works
Library	£4,420
Day care	£4,400
Waste infrastructure	£3,328
Museum	£260
Monitoring fee	£3,750
OCC Total	£122,798

7.0 **CONCLUSION**

7.1 In summary the application is considered acceptable due to;

- The site is located within one of the larger villages in the district and is considered to be a reasonably sustainable location.
- The site is well contained visually
- The strong housing mix includes much needed 2/3 bed units
- Providing parish contributions for upgrades to sports and/or hall facilities.
- The contribution towards the five-year land supply shortfall, including affordable.

The application is considered to comply with the principles of the local plan and the NPPF as a whole. This recommendation is made notwithstanding the objection of the

county council as regards to lack of capacity for the seven primary school placements generated from this scheme.

8.0 **RECOMMENDATION**

Grant outline Planning Permission subject to legal agreement to secure contributions including education and on-site affordable homes.

1 : Approved plans and documentation*

2 : Submission of Reserved Matters within 6 months

3 : Ridge Heights (Two storey) *

4 : Demolish specified buildings before occupation *

5 : Final layout shall be informed by constraints.

6 : Sample materials required (all)

7 : Withdrawal of P.D. (Part 1 Class A) - no extensions etc

8 : Secured By Design approval.

9 : Vision splay details*

10 : Construction Traffic Management

11 : Protection of trees and hedges during development

12 : HY19 - No Drainage to Highway (Full)

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