

APPLICATION NO.	P13/V2608/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	16.12.2013
PARISH	EAST HANNEY
WARD MEMBER(S)	Matthew Barber
APPLICANT	Linden Homes Thames Valley
SITE	land to the rear of Saxon Gate East Hanney, OX12 0FA
PROPOSAL	Erection of 16 dwellings with associated access, public open space and landscaping
AMENDMENTS	None
GRID REFERENCE	442287/193279
OFFICER	Laura Hudson

SUMMARY

The application is referred to committee as East Hanney Parish Council object to the scheme and 5 letters of objection have been received.

The proposal is for 16 dwellings to the east of the A338 in East Hanney to the rear of Stevenson Close and accessed through this recent development.

The main issues are:

- The application has been submitted to address the councils five year housing supply deficit.
- The site is considered a sustainable form of development and accords with the NPPF.
- The proposed layout and design of the dwellings are acceptable and the scheme can be accommodated without harm to the character of the area.
- The access and parking provision are considered acceptable.
- The proposal would have no harmful impact on the amenity of neighbouring properties.
- The applicants have addressed the concerns of the council's drainage engineer and the environment agency and therefore subject to conditions the development can be accommodated without having a harmful impact on the local drainage network or flooding.
- Section 106 contributions would help mitigate the impact of the additional dwelling on local facilities and infrastructure and the scheme includes 40% affordable housing.

The recommendation is for delegated approval subject to section 106 agreements with the county and district councils and subject to conditions.

1.0 INTRODUCTION

- 1.1 This application relates to land to the east of the A338 in East Hanney. The land lies to the rear of a recently developed scheme of 15 houses previously known as Saxon Gate, but now named Stevenson Close, which was granted planning permission in September 2012 and fronts the A338.
- 1.2 The site consists of level agricultural land to the east of Stevenson Close, bounded to the north by existing houses in Alfreds Place and some outbuildings relating to a

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separate property beyond, to the east by open agricultural land, and to the south by a commercial car park and line of mature trees beyond.

1.3 The site is located within the Lowland Vale as defined on the local plan proposals map.

1.4 The application comes to Committee as the parish council objects and five letters of objection have been received from local residents.

2.0 PROPOSAL

2.1 The application seeks full planning permission for the erection of 16 dwellings accessed through the existing development in Stevenson Close. In turn this development exits onto Alfreds Place and then onto the A338.

2.2 The scheme consists of a mix of two-, three- and four-bedroom units arranged around an area of public open space within the centre of the site. The proposed dwellings are designed to include features found locally in a mix of materials including bricks and timber boarding and to match the adjacent development.

2.3 The application proposes 40% affordable housing amounting to six units in a mix of two, three and four bedrooms and arranged in a terrace at the front of the site and with the end unit facing the open space. This provision accords with policy H17 of the adopted local plan.

2.4 The site measures 0.86ha therefore the density of the proposal equates to approximately 19 dwellings per hectare.

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

3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

3.1 East Hanney Parish Council objects to the application. Their full comments are **attached** at Appendix 2. Requested S106 contributions are awaited and an update will be provided at the meeting.

Oxfordshire County Council One Voice – Transport – No objections in terms of highway safety subject to conditions and a contribution towards strategic transport improvements for Science Vale UK of **£37,942**. Transport Drainage objections based on the location of the site in Flood Zone 2 (revised Environment Agency comments relating to the flood zone re-classification.)

Oxfordshire County Council – Archaeology – Initial objections but additional information submitted. No objections subject to conditions.

Oxfordshire County Council – Minerals and Waste – No objections.

Oxfordshire County Council – Education and property – No objections subject to the following contributions:

Primary – **£69,492**

Secondary – **£105,846**

Special Education – **£3,066**

Library – **£4,675**

Day Care – **£3,300**

Waste infrastructure – **£3,520**

Museum Resource – **£275**

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Adult learning – **£528**

Administration – **£3,750**

Thames Water Development Control – Inability of the existing system to accommodate the needs of the development. A condition is recommended requiring further survey work and ensure that development cannot commence without any required upgrade works taking place.

Natural England - No objections.

Leisure Department (Vale of White Horse DC) – No objections subject to the **following contributions: £2,721 (football pitch), £998 (cricket pitch), £637 (rugby pitch), £969 (all weather pitch), £3,470 (tennis), £3,487 (multi use games area MUGA), £7,032 (pavilion/changing rooms), £6,833 (indoor sports hall), £5,922 (swimming pool), and £3,261 (general health and fitness)**. 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 council.

Crime Prevention Design Adviser - No strong views.

Environment Agency – Initial objection that the site is within flood zone 2. However a challenge with further modelling information was submitted to the EA who have since confirmed that the site should not be considered to be within this flood zone. Revised comments received withdrawing the objection subject to a condition in relation to foul water drainage.

Landscape Architect - Vale of White Horse DC - No objections. The submitted landscaping layout shows a proposed strong native hedgerow with trees along the eastern site boundary. It would be good to see additional planting along the southern boundary. A condition is recommended to secure this.

Drainage Engineer (Vale of White Horse District Council) – Following the withdrawal of the EA objection, there is no objection subject to details. Conditions are recommended.

Waste Management Officer (District Council) - No objections subject to details of bin storage. **Contributions towards bin provision of £170 per unit (£2720)**

Housing Services – Initial concerns over the mix and location of affordable housing. However further discussions have been held with the applicant and registered provider and the scheme is now acceptable.

Environmental Protection Team - No objections

Air Quality - No objections

Contaminated Land – initial requirement for further information but this has been received and no objections are raised.

Countryside Officer(South Oxfordshire & Vale of White Horse) - No objections.

Public Art – **required contribution of £300 per dwelling (£4,800)**

Street Naming and Numbering – **required contribution of £236**

Neighbours - Five letters of objection have been received raising the following

concerns:

- Access to the site through the existong small development is not practical and will result in a hazard at the junction with the A338.
- The site floods and there is concern where the water will go.
- The village does not have sufficient facilities and school places for the additional development.
- The site will create an urban sprawl to the east of the A338 and the proposal should be considered in conjunction with other developments in the vicinity.
- The drainage system cannot cope with additional development.
- The proposal is contary to the development plan.
- The increase in traffic on the A338 would be unacceptable.
- The proposed development does not take account of the site topography in terms of standing water and the proposal would lead to flooding off site.
- The existing sewage pump cannot cope with the additional development.

4.0 RELEVANT PLANNING HISTORY

4.1 [P11/V2103](#) - Approved (07/09/2012)

Erection of 15 dwellings with associated access roads, garages and open space.

[P11/V1421](#) - Approved (13/12/2011)

Erection of horticultural building

[P11/V1419](#) - Approved (27/10/2011)

Erection of agricultural buildings, water tank and access track from new access

5.0 POLICY & GUIDANCE

5.1 *Adopted Vale of White Horse Local Plan 2011*

Policy H11 lists East Hanney as one of the larger villages in the Vale 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.

5.3 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.

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) layout and design; v) access and highway considerations; vi) drainage and flooding issues; vii) impact on neighbouring properties; 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 beyond the main built-up area of the village. The site would extend an existing recently completed development and is largely contained by existing development and its curtilage to the north and south, however 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 policies H11, GS1 and GS2 of the adopted local plan.

6.4 *Five year housing land supply and sustainability*

As has been well documented, the council does not currently have a five year supply of housing land, as required by paragraphs 47 – 49 of the NPPF, which means 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 specific merits and, in particular, whether it constitutes a sustainable form of development as defined in the NPPF.

6.5 East Hanney is classed as one of the larger villages in the district with a reasonable range of services and facilities. The site is located immediately adjacent to the existing built-up area of the village with relatively good access to the rest of the settlement. 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 vicinity of the site, particularly on social infrastructure, which is another indicator of sustainability. East Hanney Parish currently has 334 households. During the period of the five-year supply shortfall, planning permission has been granted for 35 dwellings (including Stevenson Close). Together with the current proposal this equates to an increase of just over 10%. Officers consider this is a manageable and proportionate increase given the current five year supply deficit coupled with the status of East Hanney 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 *Visual and landscape impact*
The site is located to the rear of the existing development in Stevenson Close which fronts the A338 and is largely contained to the north by existing development therefore there would be no significant views of the development from these public vantage points. Whilst there would be views of the site from the south from Steventon Road and from the wider area to the east, these would be softened by existing and proposed planting. In addition the development would be viewed in the context of the existing built up area from the wider countryside. It is not therefore considered that the proposal would have a harmful impact on the character of the area or affect the long open views across the Lowland Vale. The council's landscape officer has raised no objections subject to conditions.
- 6.8 *Layout and Design*
The design and layout of the proposal follows a similar form to the existing development in Stevenson Close with a terrace of six units and the remaining dwellings arranged around two cul-de-sacs. There is an area of open space at the front of the site onto which some of the properties front. The location of this open space at the front adjacent to Stevenson Place would enable it to serve both developments.
- 6.9 The dwellings are proposed in a similar design to the existing development including features found locally such as timber boarding and orange brick with steeply pitched roofs to reflect local vernacular.
- 6.10 *Access and Highway Considerations*
Access to the site is proposed from the A338 through Alfreds Place and Stevenson Close. The access to these developments is considered acceptable to be able to accommodate the additional traffic from the proposed development. The county engineer has raised no objections to the proposal on highway safety grounds subject to conditions and contributions to strategic highway improvements.
- 6.11 Each property has at least two parking spaces and the detached dwellings have more. A condition is recommended preventing the change of use of garages to accommodation without permission to ensure the parking provision is retained.
- 6.12 *Drainage*
One of the main areas of concern relates to drainage in terms of surface water flooding and the initial status of the site within flood zone 2. The application was accompanied by a flood risk assessment. Initial objections were raised by the council's drainage engineer and the environment agency (EA). However, after further discussions and an additional submission by the applicants, the EA have withdrawn their objection on the basis that the site does not fall within this zone.
- 6.13 In terms of surface water flooding the council's drainage engineer is satisfied with the submitted scheme and that subject to conditions the proposal would not flood or create

flooding elsewhere. Such conditions include a requirement for a sustainable urban drainage system (SUDS).

- 6.14 Thames Water have raised concern over the capacity of the local drainage network and have requested a grampian condition to prevent development without the necessary investigation and if necessary upgrade works. The applicants have been in discussion with Thames Water and a condition is recommended.
- 6.15 *Neighbour Amenity*
The layout and design of the development ensures that there would be no harmful impact on the residential amenity of neighbouring properties. No. 6 Alfreds Place sits adjacent to the northern site boundary. However the open space is located in this part of the proposed development with the dwellings some way beyond. Therefore there will be no harmful impact.
- 6.16 The recently constructed houses in Stevenson Close are located adjacent to the western site boundary. Plots 13 and 15 are located adjacent to the proposed garaging for plots 11-16. The garage building is single storey and provides a buffer between the existing and proposed houses.
- 6.17 Access to the site is proposed adjacent to No. 11 Stevenson Close through what is currently part of a turning head. Concern has been raised over the impact of this. However it is not unusual in an estate situation such as this. The public open space sits adjacent to the side of this property therefore the proposal is not considered to have any harmful impact in terms of amenity.
- 6.18 *Affordable Housing, contributions and delivery*
The application includes 40% affordable housing in accordance with local plan policy H17. Although the affordable housing is located in one area, this is a relatively small site and the proposed distribution is considered to be reasonable. The location is central to the overall development and discussions between the housing team and the proposed registered provider have confirmed that the mix of two-, three- and four-bedroom units in a single terrace is acceptable in terms of mix, size and distribution.
- 6.19 The proposal includes a requirement to provide the necessary developer contributions. These are set out in bold in section 3 of the report.
- 6.20 The site is deliverable and would therefore help contribute to the current housing land supply shortfall. A 12 month permission from the date of the decision 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 proposal would not have a harmful impact on the character of the area, amenity of neighbouring properties and highway network. Contributions towards local infrastructure would help mitigate the impact on local services and facilities.
- 7.2 It is therefore 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 a S106 Agreement to secure the affordable housing and contributions, and subject to the following conditions:

- 1. Time limit – Full Application (1 year from date of decision)**
- 2. Approved plans**
- 3. Material samples and panel on site**
- 4. Building details of the proposed dwellings**
- 5. MC24 - Drainage details (surface and foul)**
- 6. MC29 - Sustainable drainage scheme**
- 7. No development to commence until survey of drainage network and any required upgrade works.**
- 8. The development to be carried out in accordance with the recommendations of the approved Flood Risk Assessment.**
- 9. LS1 – Landscaping scheme (submission)**
- 10. LS2 – Landscaping scheme (implementation and management plan)**
- 11. LS4 – Tree protection**
- 12. Construction traffic management plan**
- 13. Boundary treatment details**
- 14. Access, parking and turning in accordance with the approved plan.**
- 15. New estate roads in accordance with County Spec.**
- 16. Removal of permitted development rights for extensions and outbuildings – plots 1-6.**
- 17. Removal of permitted development rights to prevent the conversion of garages without planning permission – all garages.**
- 18. Slab Levels**

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