

APPLICATION NO.	P14/V2757/FUL
APPLICATION TYPE	Major Full Application
REGISTERED	17.12.2014
PARISH	SHRIVENHAM
WARD MEMBER(S)	Simon Howell Elaine Ware
APPLICANT	Manor Oak Homes
SITE	Land off Colton Road Shrivenham
PROPOSAL	Residential development of 68 new homes, public open space and new site accesses (as amended by covering letter, revised Design and Access Statement, revised plans and revised technical reports received 7 April 2015)
AMENDMENTS	As above
GRID REFERENCE	423210/188916
OFFICER	Lisa Kamali

SUMMARY

This application is referred to planning committee as Shrivenham Parish Council objects, and letters of objection from 17 residents have been received at the time of writing this report.

The application seeks full planning permission for the erection of 68 homes, open space and accesses on land off Colton Road, Shrivenham.

This application follows a previous outline planning approval (ref. P13/V0399/O) issued on 19 March 2014 for a residential development of up to 68 new homes, public open space and new accesses.

The main issues are:

- Whether the principle of development is acceptable given the location of the site outside the built up limits of the village.
- Whether the site is a suitable location for new housing that can contribute to the five-year housing supply shortfall.
- The cumulative impact of this proposal alongside other approved and proposed residential developments in the village, particularly on local services.
- The impact of the proposal on the Lowland Vale landscape designation.
- Whether the submitted details take account of site constraints and propose an appropriate design and neighbourly form of development.
- Whether the proposal will impact on highway safety.
- Implications for flood risk, foul and surface water drainage.
- The impact of the proposal on wildlife habitats.

This report seeks to assess the planning application details against the national and local planning policy framework where relevant and all other material planning considerations.

The site is considered a suitable location for new housing and the proposal, if implemented, will help to address the council's current lack of a 5-year housing supply. The landscape and visual impact is acceptable in the context of the

vegetation retention and mitigation proposed, and given the site would be viewed against the backdrop of Shrivenham. The drawings provided present a satisfactory layout and design, and whilst there will be some impacts for neighbouring residents; these are not unreasonable. The technical issues relating to noise, drainage, sewage and ecology are acceptable subject to conditions. The development will have some impact on the highway network however these impacts are not severe in the context of the NPPF and can be mitigated through developer contributions towards public transport improvements.

Overall, the development is considered to amount to sustainable development, and whilst there will be some adverse effects, these do not significantly and demonstrably outweigh the benefits. Consequently, the application is recommended for approval subject to conditions and a legal agreement to secure affordable housing and developer contributions.

1.0 INTRODUCTION

- 1.1 Shrivenham is classified as a larger village in the adopted Local Plan. Shrivenham offers a range of services including shops, a post office, community facilities, a primary school and access to a public transport service. The Town and Villages Facility Study Update 2014 confirms that Shrivenham ranks seventh of all settlements in the district in terms of community facilities.
- 1.2 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. 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.
- 1.3 The site currently comprises a 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.
- 1.4 Most of the dwellings surrounding the site are large detached houses, however, there are several bungalows on Stallpits Road and adjacent to the site on Farleigh Road. Semi-detached and terraced properties are also situated within the local area.
- 1.5 The existing site access is 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.
- 1.6 The site is outside the village conservation area but falls within the Lowland Vale (Policy NE9) as defined on the local plan proposals map.
- 1.7 The application is presented 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 seeks full planning permission for the erection of 68 dwellings, new access points and open space.
- 2.2 The application has been amended to address concerns from objectors and the planning officer. The amendments include an improved Design and Access Statement, revision to the housing mix, layout changes, housing design changes, amendments to gardens, bin collection areas added and other amendments to waste collection arrangements, widened footpath near Farleigh Road, supplementary noise impact addendum and other revised technical reports. Neighbours and other consultees were consulted on these changes on 7 April 2015.
- 2.3 The application proposes a 5 metre wide spine road through the site with 2 metre wide footpaths on each side. This road has primary access from Colton Road, and loops through the site to a new access from Stallpits Road via an extension of Stallpits Road. A series of cul-de-sacs and private drives are also proposed. 188 parking spaces are provided. There is an opportunity to deliver an additional pedestrian access from the site into Farleigh Road subject to the resolution of land ownership issues.
- 2.4 The development provides for a mixture of flats, bungalows, semi-detached houses, detached houses and terraced housing. The application proposes 40% affordable housing amounting to 27 units including 11 flats and two, three and four bedroom houses.
- 2.5 Two areas of public open space are proposed, to the north west and south east of the site. The larger area of public open space located to the north west will incorporate attenuation for surface water. Storage and pumping capacity for foul water flows will also be located within the north western area of public open space, by means of a below ground pumping station. The larger area of public open space incorporates a Local Equipped Area for Play (LEAP), and tree, shrub and wildflower planting.
- 2.6 The application is accompanied by a number of supporting documents, which are as follows:-
- Design and Access Statement (as amended)
 - Landscape Strategy (as amended)
 - Flood Risk Assessment (as amended)
 - Drainage Strategy
 - Noise Impact Assessment (accompanied by addendum report)
 - Air Quality Assessment
 - Transport Statement (as amended)
 - Residential Travel Plan (as amended)
 - Archaeology Assessment
 - Intrusive Investigation Report
 - Ecology Report
 - Services Appraisal (as amended)
 - Waste Management Plan (as amended)
 - Arboricultural Method Statement (as amended)
- 2.7 Extracts from the application drawings are **attached** at Appendix 1.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 In addition to the initial consultation on the planning application when it was received in December 2014, there has been one further round of consultation following the receipt of additional and amended information as follows:

1. Consultation letters sent on 7 April 2015:

- Improved design and access statement.
- Design amendments to layout to address concerns raised by objectors and the council's planning officer, design officer, landscape architect and forestry officer.
- Revised landscape strategy, arboricultural method statement, flood risk assessment, noise assessment (in the form of an addendum report), services appraisal, transport statement and residential travel plan.
- Provision of swept path analysis and revised site waste management plan to address comments from council's waste team.
- Amended housing mix to address concerns from objectors and council's housing team.

3.2 **Neighbour Representations**

Objections have been received from 17 neighbours. The issues raised are summarised below.

Principle

- The local plan takes full account of the housing needs of the village and this site is not part of it.
- The village is being overwhelmed by development.
- There should be a broader outlook on development for the area.
- This is not a site suggested in the villages own emerging local plan for expansion. Shrivenham is close to Swindon where there are plans for significant development on its eastern edge. This should be taken into account.
- The proposal represents an unacceptable increase in development for a village.
- The present rate of development will destroy the village.

Highway

- The site access is inadequate for the amount of development proposed.
- The traffic infrastructure cannot cope with additional development.
- Parking in the High Street is already a problem.
- Site is located too far from local amenities, so residents will drive everywhere, exacerbating parking problems.
- There is insufficient visitor parking proposed which combined with the narrow roads will cause problems in adjacent roads

Design

- The proposed development is too dense.
- The provision of flats and one and two bed units is not in keeping with the local context.
- Existing trees will overhang and shade gardens of the proposed development.

Environment

- 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 new road surfacing to the A420 has increased road noise, therefore the noise report is invalid.
- The development would exacerbate flood and surface water run-off risks to neighbouring sites, especially given it sits at a higher level.

Infrastructure

- The local infrastructure cannot cope with the additional development.
- There are few employment opportunities in the village so residents of the development will drive for work.
- The local schools and pre-schools are over subscribed.
- There is no capacity in the local doctors' surgery.
- 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.
- The drainage and water infrastructure cannot cope with additional development.

Neighbour Impact

- The proposed dwellings would overshadow and overlook existing properties.
- Loss of light to neighbours.
- Proposed dwellings are too close to neighbours.
- The site is situated at a higher level than neighbours. The plans show a 1.9m fence between the existing boundary and the new development, and this will not give sufficient protection, security and privacy to the existing houses.
- There is already flooding from this site, and the proposal will only exacerbate the problem.

Other

- The proposed plans show large offices that would be used as bedrooms; therefore the proposed mix is incorrect.
- This development is just opportunistic. Whilst the supporting documentation goes on about meeting housing needs, job opportunities, economic growth etc, the bottom line is that this development is attempting to exploit a loop hole in the planning process.

3.3 Consultations

Shrivenham Parish Council	Object
	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> Objected on a number of grounds, which are summarised as follows:-</p> <ul style="list-style-type: none"> • Cumulative impact of proposed development with others in the village. • The site is not allocated for housing, and the Vale has made provision for sufficient homes to meet the previous shortfall as well as the projected need. • Road noise due to recent resurfacing. • Traffic impacts. • Concerns that proposed offices would be used as bedrooms, affecting housing mix. • Proposed flats are incompatible with residential character of surroundings. • Colton Road access can not support this level of

	<p>development.</p> <ul style="list-style-type: none"> • Ground permeability has been seriously overestimated. • Insufficient sewage capacity. • This development offers no benefit to Shrivenham. <p>Their full comments are attached at Appendix 2.</p> <p>Developer contributions requested towards local facilities amounting to £31,350.</p>
<p>Oxfordshire County Council One Voice</p>	<p>No overall objection</p> <p><i>Revised Plans</i> No comments received at time of writing this report.</p> <p><i>Original plans</i> <u>Transport</u> No objection but raised concerns regarding the spine road. Require a pedestrian access into Farleigh Road. Requested contributions as follows:- - £68,000 towards enhanced bus service. - £5,000 towards provision of new bus stops at the site.</p> <p>Requested conditions as follows:- - Standard highways conditions. - Surface water drainage scheme. - Travel packs to be produced for each household.</p> <p><u>Archaeology</u> No objection subject to conditions for a WSI and programme of archaeological evaluation and mitigation.</p> <p><u>Education</u> No objection subject to contributions as follows:- - £233,146 for necessary expansion of permanent primary school capacity in the area. - £356,975 for necessary expansion of permanent secondary school capacity in the area. - £13,744 as a proportionate contribution to expansion of Special Educational Needs provision in the area.</p> <p><u>Property</u> No objection subject to contributions as follows:- - Library £16,930.30 - Central Library £3,415.94 - Waste Management £12,747.52 - Museum Resource Centre £995.90 - Adult Day Care £12,661 - Monitoring fee £5,000.</p> <p>Suggested an informative relating to sprinkler systems in new dwellings.</p>

<p>Urban Design Officer</p>	<p>No objection</p> <p><i>Revised plans</i> No comments received at time of writing this report.</p> <p><i>Original plans</i> Responded to make the following key comments:-</p> <ul style="list-style-type: none"> • Further explanation required regarding site and setting. • Having Colton Road and Stallpits Road linked is a real advantage as it increases permeability and enhances the site's integration with its surroundings. Incorporating Farleigh Road as part of the site layout is also a positive attribute of the proposal. • At present, the proposed layout feels road and car park dominated and lacks of enclosure. • In order to reduce the impact on parking, a balanced approach should be taken to achieve convenient parking in close proximity to households whilst also reducing the dominance of car parking on the street scene. • The use of perimeter blocks ensures a clear definition of fronts and backs as well as provide a strong building line to the street. • Welcome provision of private amenity space for apartment block. • It would aid legibility to create focal points by placing built form at the end of streets which would help to terminate vistas. • Exposed, blank gable ends with no windows fronting the public realm should be avoided. • Rear back development is not successful. • Consider cycle storage within individual dwellings. • Potential issue of overlooking between plot number 001 and existing adjacent property in Stallpits Road. • Review potential overshadowing of existing trees in proposed back gardens. • Will there be any SuDS features as part of the proposal? • Refuse and recycling storage and collection facilities should be designed to be convenient and easily accessible, integrated with the surrounding environment and be as unobtrusive as possible.
<p>Thames Water</p>	<p>No objection</p> <p>Originally responded to make the following comments:-</p> <p>Waste Comments: Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application, therefore recommended a Grampian condition for a drainage strategy to be submitted and approved prior to commencement.</p>

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	<p>Water Comments: The existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development, therefore recommend a condition requiring impact studies of the existing water supply infrastructure.</p> <p>Responded again to request similar conditions but with reference to the agreed FRA, sewer impact study and a flow and pressure test. Confirmed they are satisfied with the updated FRA, waste and water modelling reports.</p>
Housing team	<p>No objection</p> <p>Originally had concerns regarding the proposed mix for both market and affordable housing and regarding the design of the affordable dwellings. The applicant amended the mix and the design of the affordable dwellings and the housing team now have no objection.</p>
Leisure Department	<p>No objection</p> <p>Responded to request the following off site contributions totalling £121,312:-</p> <ul style="list-style-type: none"> • Swimming Pools - £25,350 • Sports halls - £29,450 • Artificial Grass Pitch - £4,252 • Outdoor Tennis - £2,642 • MUGA - £8,304 • Health and Fitness - £13,860 • Football Pitches - £11,565 • Cricket Pitches - £4,242 • Rugby Pitches - £2,707 • Clubhouse/pavillion - £29,886
Environmental Protection Team	<p>No objection</p> <p><i>Revised plans (including Noise Report Addendum)</i> Satisfied with the findings of the Addendum Report, which indicates that noise levels from the new road surface are slightly lower than those recorded when the old surface was in place. In view of this the noise levels with the agreed mitigation measures will be slightly enhanced and create a slightly less noisy environment on the development.</p> <p><i>Original plans</i> Responded on 8 January to state no objection subject to a condition requiring the mitigation measures identified in the acoustic report to be implemented in full.</p>
Waste Team	No comments received at the time of writing this report.
Countryside Officer	No objection

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<p>Forestry Officer</p>	<p>No objection</p> <p><i>Revised plans</i> Responded to state that the amended landscape masterplan and arboricultural method statement are acceptable, and there is no further objection subject to tree protection and the recommendations in the arboricultural method statement being followed.</p> <p><i>Original plans</i> Responded to raise serious concerns regarding proposed tree removal.</p>
<p>Landscape Architect</p>	<p>No objection</p> <p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> Responded on 13 January 2015 to make the following points:-</p> <ul style="list-style-type: none"> • The proposed layout of this application has lost some of the nuances of the Outline application creating a scheme with a weaker character. • Concerned about that there is very limited tree planting within the residential areas. • Along the northern boundary of the site larger, larger hedgerow tree species should be proposed to form the interface between the northern edge of residential area and the field beyond. • A linking vehicular route along the northern has also been lost between outline and full; if this link is not to be provided there is still a need for a pedestrian route to link to the POS. • The proposals need to coordinate with the underground SUDS crating to make sure that the proposed planting including tree planting is achievable on top of the crated areas. • There is space for more trees within the POS, and there could be more planting in the corners of the northern section of the POS, with more area of wildflower meadow extending to a mowing edge to the POS footpath route. • There should be a stronger frontage on to Stallpit Road. Currently the placement of Unit 1, the garages and parking and the rear garden of 002 does not give a clear approach to the road, this also needs to relate to the proposed residential site to the east of Stallpits Road. • With regard to species choice, this should vary between the different areas of the residential areas to give a sense of place. • The proposed hedging to the pumping station should be a mixed native hedgerow rather than the

	<p>proposed Ligustrum vulgare and variety of larger tree species should be used within the POS and throughout the residential area.</p> <ul style="list-style-type: none"> • There are problems with some of the proposed planting and species choice e.g. east of 23 and west of 18. Here the small species of Euonymus and Lavandula do not grow tall enough to screen these rear garden fences.
Police Funding	<p>No objection subject to contributions.</p> <p>Responded to request the following contributions totalling £10,257:-</p> <ul style="list-style-type: none"> • Staff set up costs - £1,336 • Vehicles - £1480 • Mobile IT - £765 • Radio Coverage - £136 • Premises- £5,469 • Control room and national database capacity - £1071
Environment Agency	No comments received at the time of writing this report.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P14/V0952/FUL](#) - Approved (15/08/2014)

Variation of condition 1 of outline planning permission P13/V0399/O.

4.2 [P13/V0399/O](#) - Approved (19/03/2014)

Outline application for a residential development of up to 68 new homes, public open space and new site accesses.

4.3 [P12/V2549/SCR](#) – Council confirmed EIA not required (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 District Council Local Plan 2011**

The development plan for this area comprises the adopted Vale of White Horse local plan 2011. The following local plan policies relevant to this application were ‘saved’ by direction on 1 July 2009.

GS1 - Developments in Existing Settlements

GS2 - Development in the Countryside

DC1 - Design

DC3 - Design against crime

DC5 - Access

DC6 - Landscaping

DC7 - Waste Collection and Recycling

DC8 - The Provision of Infrastructure and Services

DC9 - The Impact of Development on Neighbouring Uses

DC12 - Water quality and resources

DC13 - Flood Risk and Water Run-off
DC14 - Flood Risk and Water Run-off
H11 - Development in the Larger Villages
H13 - Development Elsewhere
H15 - Housing Densities
H16 - Size of Dwelling and Lifetime Homes
H17 - Affordable Housing
H23 - Open Space in New Housing Development
NE9 - Lowland Vale
HE1- Conservation Areas
HE9 - Archaeology
HE10 – Archaeology

5.2 **Emerging Local Plan 2031 – Part 1**

The draft local plan part 1 is not currently adopted policy. The relevant policies are as follows:-

Core Policy 1: Presumption in favour of sustainable development
Core Policy 2: Co-operation on unmet housing need for Oxfordshire
Core Policy 3: Settlement hierarchy
Core Policy 4: Meeting our housing needs
Core Policy 5: Housing supply ring-fence
Core Policy 7: Providing supporting infrastructure and services
Core Policy 20: Spatial strategy for Western Vale Sub-Area
Core Policy 22: Housing mix
Core Policy 23: Housing density
Core Policy 24: Affordable housing
Core Policy 33: Promoting sustainable transport and accessibility
Core Policy 35: Promoting public transport, cycling and walking
Core Policy 36: Electronic communications
Core Policy 37: Design and local distinctiveness
Core Policy 38: Design strategies for strategic and major development sites
Core Policy 39: The historic environment
Core Policy 42: Flood risk
Core Policy 43: Natural resources
Core Policy 44: Landscape
Core Policy 45: Green infrastructure
Core Policy 46: Conservation and improvement of biodiversity

Paragraph 216 of the NPPF allows for weight to be given to relevant policies in emerging plans, unless other material considerations indicate otherwise, and only subject to the stage of preparation of the plan, the extent of unresolved objections and the degree of consistency of the relevant emerging policies with the NPPF. At present it is officers' opinion that the emerging Local Plan housing policies carry limited weight for decision making.

5.3 **Supplementary Planning Guidance**

Design Guide – March 2015

The following sections of the Design Guide are particularly relevant to this application:-

Responding to Site and Setting

- *Character Study (DG6) and Site appraisal (DG9)*

Establishing the Framework

- *Existing natural resources, sustainability and heritage (DG10-13, 15, 19)*
- *Landscape and SUDS (DG14, 16-18, 20)*
- *Movement Framework and street hierarchy (DG21-24)*
- *Density (DG26)*

- *Urban Structure (blocks, frontages, nodes etc) DG27-30*

Layout

- *Streets and Spaces (DG31-43)*
- *Parking (DG44-50)*

Built Form

- *Scale, form, massing and position (DG51-54)*
- *Boundary treatments (DG55)*
- *Building Design (DG56-62)*
- *Amenity, privacy and overlooking (DG63-64)*
- *Refuse and services (DG67-68)*

Open space, sport and recreation future provision – July 2008

Sustainable Design and Construction – December 2009

Affordable Housing – July 2006

Flood Maps and Flood Risk – July 2006

Planning and Public Art – July 2006

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

Paragraphs 6 – 10 – Achieving sustainable development

Paragraphs 11- 14 and 29 – presumption in favour of sustainable development

Paragraph 17 – Core principles

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

Paragraph 47 - 50 – housing

Paragraph 50 – create sustainable inclusive and mixed communities

Paragraphs 57, 60 & 61 – promote local distinctiveness and integrate development into the natural, built and historic environment

Paragraph 99 – Flood risk assessment

Paragraph 103 – Ensure flood risk is not increased Section 11 - Conserving and enhancing the natural environment Section 12 – Conserving & enhancing the historic environment

Paragraph 156 – Local Plans to set strategic priorities for infrastructure, including waste

Paragraphs 203, 204, 205 – Planning obligations and conditions

5.5 **National Planning Practise Guidance 2014 (NPPG)**

In particular guidance on:

'Determining an a planning application'

'Air Quality'

'Design'

'Conserving and enhancing the historic environment'

'Noise'

'Transport assessments in decision taking'

'Natural environment'

'Planning obligations'

'Water supply, waste water and water quality'

'Use of planning conditions'

5.6 **Other Relevant Legislation**

Planning (Listed Buildings and Conservation Areas Act) 1990

Community & Infrastructure Levy Legislation Human Rights Act 1998

Equality Act 2010

Section 17 of the Crime and Disorder Act 1998

Natural Environment and Rural Communities (NERC) Act 2006

The Conservation of Habitats and Species Regulations 2010

Localism Act (including New Homes Bonus)

5.7 Human Rights Act

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

5.8 Equalities

In determining this planning application the Council has regard to its equalities obligations including its obligations under section 149 of the Equality Act 2010.

6.0 PLANNING CONSIDERATIONS

The Principle of Development

- 6.1 Members should note that the principle of development has already been established through the approval of an outline application in March 2014 (ref. P13/V0399/O). The permission remains extant.
- 6.2 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. The development plan currently comprises the saved policies of Vale of White Horse Local Plan 2011. Paragraph 215 of the NPPF provides that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).
- 6.3 Other material planning considerations include national planning guidance within the NPPF and NPPG and the emerging Vale of White Horse Local Plan: Part 1-Strategic Sites and Policies and its supporting evidence base.
- 6.4 Paragraph 47 of the NPPF expects local planning authorities to *"use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area"*... The authority has undertaken this assessment through the April 2014 SHMA which is the most up to date objectively assessed need for housing. In agreeing to submit the emerging Local Plan for examination, the Council has agreed a housing target of at least 20,560 dwellings for the plan period to 2031. Set against this target the Council does not have a five year housing land supply.
- 6.5 Paragraph 49 of the NPPF states *"Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites"*. This means that the relevant housing policies in the adopted Local Plan are not considered up to date and the adverse impacts of a development would need to significantly and demonstrably outweigh the benefits if the proposal is refused. In order to judge whether a development is sustainable it must be assessed against the economic, social and environmental roles.
- 6.6 Policy GS1 of the adopted Local Plan provides a strategy for locating development concentrated at the five major towns but with small scale development within the built up areas of villages provided that important areas of open land and their rural character

are protected. In terms of a hierarchy for allocating development this strategy is consistent with the NPPF, as is the intention to protect the character of villages. The site is not allocated for housing and is clearly a greenfield site beyond the built up edge of Shrivenham.

- 6.7 The relevant housing policies of the adopted and emerging local plan hold very limited material planning weight in light of the lack of a 5 year housing supply. Consequently the proposal should be assessed under the NPPF where there is a presumption in favour of sustainable development. Sustainable development is seen as the golden thread running through the decision making process. Having a deliverable 5 year housing supply is considered sustainable under the 3 strands. Therefore, with the lack of a 5 year housing supply, and in light of the outline permission already granted for development of this site, the proposal is acceptable in principle unless any adverse impacts can be identified that would significantly and demonstrably outweigh the benefits of meeting this objective.

Use of land

- 6.8 The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). This site comprises Grade 3 “good to moderate quality agricultural land”, the middle classification which constitutes about half of England and Wales. The loss of this site from agricultural production needs to be weighed against the lack of a housing supply in the district and the benefits of this housing proposal, and in this case officers consider the loss of Grade 3 agricultural land does not outweigh the benefits of the new housing.

Accessibility credentials

- 6.9 The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34). In terms of facilities, Shrivenham is one of the largest and best served villages in the district. Shrivenham is also well served by buses that run between Swindon and Oxford, via Faringdon which is around 5 miles away. This allows reasonably easy and sustainable access to major service centres that provide other health care, sports and recreation, retail and employment opportunities. Therefore, the emerging Local Plan identifies Shrivenham as larger village and a sustainable location for further development.
- 6.10 The site is located immediately adjacent to the existing built-up area of Shrivenham and around 700 metres from the High Street therefore within walking distance of the village facilities including shops, bank, hairdresser and a number of local pubs/restaurants (The Institution of Highways Transportation guidelines for providing for journeys on foot (2000) recommends 400m as a desirable walking distance but it does also advise distances up to 800m are acceptable and up to 1200m are a preferred maximum). 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.
- 6.11 The county council have requested a financial contribution to wards the “66” bus route, to increase the frequency of the buses through the village, from 2 to 4 buses per hour. The contribution will be used by the county council in seeking to increase the service to four buses per hour. This will improve access to the nearby towns and opportunities for sustainable access to larger centres. The range of facilities available in Shrivenham and public transport links are a positive factor in the planning balance of this case.

Cumulative Impact

- 6.12 Based on the SHMA average household size of 2.52 for 2011 the development will increase the population of Shrivenham parish by approximately 171 people against the Councils 2011 census summary that put the population of Shrivenham at 2,347 people.
- 6.13 Core Policy 20 of the emerging Local Plan 2031 provides the spatial strategy for the Western Vale Sub-Area. In terms of housing delivery, the Plan proposes that at least 3,173 new homes will be delivered between 2011 and 2031, 1650 homes to be delivered through strategic allocations, the remaining 656 homes will be allocated through the Local Plan Part 2, neighbourhood development plans or through the development management process.
- 6.14 The council has permitted two schemes at Highworth Road (36 units and 35 units) and Station Road (31 units). A further scheme at Highworth Road (240 dwellings) has recently gained approval in principle, and another scheme at Townsend Road (116 units) is under consideration. If all these approvals are implemented plus the 260 dwellings remaining from the proposed strategic housing site allocation and this current proposal is added into this calculation, the total increase in the population of the parish could be some 1,980 people (2.52 x 786 dwellings). This overall rise in population is a key concern of the Parish Council as well as many local residents.
- 6.15 The NPPF does not suggest that populations of settlements should be limited in some way or not be expanded by any particular figure. It expects housing to be boosted significantly. The village is expected to expand by at least 500 dwellings with the proposed strategic housing site allocation (the figures above take this into account). There would be no planning grounds for reasonably justifying refusal of planning permission due to the potential expansion of the population of Shrivenham.
- 6.16 This proposal if permitted will be expected to contribute financially to the necessary facilities to ensure that the social and economic impact of this development on services and facilities is acceptable. The developer contributions required are provided at section 6.120 below, and it is noted the applicant has agreed to them all.

Affordable housing and housing mix

- 6.17 The application makes provision for 40% affordable housing which accords with Policy H17 of the adopted Vale of White Horse Local Plan 2011. The proposed affordable housing mix and tenure split is shown in the below table. This has been revised since the application was originally submitted to address concerns from the council's housing team, who are now satisfied with the proposal.

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	3	10	5	3	21
Shared Ownership		6			6
Total	3	16	5	3	27

- 6.18 Policy H16 of the Adopted Local Plan requires 50% of houses to have two beds or less. However, as stipulated at paragraph 47 of the NPPF this policy is out of date as it is not based on recent assessments of housing need. The Oxfordshire Strategic Housing Market Assessment 2014 (SHMA) is the most recent assessment and estimates the following open market dwelling requirement by number of bedrooms (2011 to 2031) for the District:

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1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
5.9%	21.7%	42.6%	29.8%

6.19 The open market houses (as amended) would comprise 8 x 2 bed, 16 x 3 bed and 17 x 4+ bedrooms, which equates to the following percentages:-

1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
0%	19.5%	39%	41%

6.20 Whilst this represents an under provision of one bed homes, and an overprovision of 4+ bedroom homes, the council's housing team are satisfied with the mix proposed and officers consider it strikes the right balance between meeting SHMA requirements and fitting in with the pattern of existing development in the locality.

6.21 Objectors have raised concern that some of the dwellings have large offices which would likely be used as bedrooms therefore they feel the stated mix is disingenuous. The applicant has amended the housing schedule to take account of this. For example, the 'Chedworth' is now a 4 bed rather than a 3 bed with office and the 'Newton' is now a 5 bed. Some offices are retained but these are generally small enough that they are unlikely to be used as a bedroom, and it is noted that home working is becoming more popular therefore people increasingly expect an office in their home.

Landscape and Visual Impact

6.22 The NPPF seeks to enhance the natural and local environment by protecting and enhancing valued landscapes (paragraph109). Policy NE9 of the adopted local plan seeks to protect the landscape quality of the Lowland Vale, particularly the long open views within or across the area within which the site is located.

6.23 The site currently comprises undeveloped agricultural land, and it is acknowledged that the proposal will have some visual impact on the existing landscape. However, 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, and the application proposes to retain this which will screen the site to a degree.

6.24 Views from the adjacent main A420 are limited given that the proposed open space abuts the road and there is vegetation along the boundary which will be retained. The site is therefore visually quite 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.

6.25 It is accepted that there would be more local views of the development particularly from the village and access roads to the site, however the development would be seen in the context of the existing built form and is not therefore considered harmful. Views would be significantly eroded for the residents of dwellings backing on to the site but unfortunately in planning there is no right to a private view and the loss of private views holds little weight in the balance of planning considerations.

6.26 The application is accompanied by a detailed landscaping scheme, which will deliver 105 individual trees to the site. Landscape treatment is proposed to enhance and strengthen existing mature tree vegetation. Planting will include native species and shrubs to reflect the existing species structure and provenance. This landscaping scheme will allow the development to be integrated into the site, softening the landscape and visual impact. A condition is proposed to ensure the landscaping

scheme is implemented in full.

- 6.27 Overall, the proposal is not considered harmful in wider landscape or local view terms, would not have an unacceptably detrimental impact on the character of the Lowland Vale, and provides for an acceptable landscaping scheme subject to condition, in compliance with Policies NE9 and the NPPF.

Noise from the A420

- 6.28 The NPPF states that the planning system should contribute to and enhance the natural and local environment by, amongst other things, preventing both new and existing development from contributing to or being put at unacceptable risk from noise pollution (paragraph 109).
- 6.29 The council's design guide states that noise disturbance can be reduced through careful design, including orientating buildings so habitable rooms do not face the noise source, and constructing barriers such as garages or walls between the noise source and the dwellings.
- 6.30 The application is accompanied by a noise impact assessment, which states that plots situated along the western boundary are the only plots which would be directly exposed to the highest noise levels, and these plots will provide shielding for the remainder of the site. The assessment concludes that the development will comply with noise criteria, subject to mitigation. The mitigation proposed for gardens is the use of acoustic walls and fences measuring between 1.9 and 2.5 metres in height. Internally, several plots will require alternative ventilation to opening windows.
- 6.31 Whilst this is not ideal in this village location, there are no policy grounds to refuse this solution, and the council's environmental health officers have no objections in principle, subject to the mitigation measures identified in the acoustic report being implemented in full. The proposed sections of acoustic fencing and walls are reasonably short and will not detrimentally harm the appearance of the development of the amenities of future occupiers.
- 6.32 The Parish Council and a number of neighbours have raised concern that the recent resurfacing to the A420 has increased the noise levels within the site. Officers requested the applicant to address this, and a noise report addendum was provided.
- 6.33 The council's environmental protection team are satisfied with the findings of the addendum report, which indicates that noise levels from the new road surface are slightly lower than those recorded when the old surface was in place. In view of this the noise levels with the agreed mitigation measures will be slightly enhanced and create a slightly less noisy environment on the development.
- 6.34 Objectors have expressed concern that the readings which informed the addendum report were taken during a quiet time on an unusually quiet day, which they consider will have affected the results. Officers have asked the environmental protection team whether the applicant should be asked to carry out a further survey, and Members will be updated.
- 6.35 Overall, the application provides for a reasonable standard of amenity for future occupants in terms of noise, subject to the mitigation set out in the noise impact assessment. The proposal therefore accords with the objectives of the NPPF and the council's design guide.

Design, layout and residential amenity

- 6.36 The NPPF provides that planning decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment (paragraph 60). It gives considerable weight to good design and acknowledges it is a key component of sustainable development.
- 6.37 A number of local plan policies seek to ensure high quality developments and to protect the amenities of neighbouring properties (Policies DC1, DC6, and DC9). In March 2015 the council adopted its design guide, which aims to raise the standard of design across the district. The below assessment is set out in logical sections similar to those in the design guide.

Site, Setting and Framework

- 6.38 The design and access statement (as amended) includes a character study, context appraisal and site appraisal as required by principles DG6-DG9 of the design guide. The applicant has identified planning designations and considered the physical aspects of the site, including topography, drainage, existing natural features, and access points in order to identify the key constraints and opportunities. The resulting proposal responds to its suburban setting, which includes existing residential development to the east and south.
- 5.39 Principle DG26 of the design guide states that density should be appropriate to the location, and it requires a range of densities for larger development proposals. Policy H15 of the adopted local plan requires densities of at least 30 dwellings per hectare.
- 6.40 The application proposes a density of 24 dwellings per hectare and objectors have raised concern that the density is too high. The density is actually reasonably low compared with the expectation of local plan policy H15, however when compared to the pattern of existing development in the immediate locality and due to the fact the site is adjacent to open land to the west, 68 dwellings is considered to be the right quantum of development for this site. The previous outline permission for the same number of dwellings also needs to be considered, and there have been no material changes in policy that would lead to that number being justifiably unacceptable now.
- 6.41 The development includes some higher density flats, the majority of which are located along the main spine road and well into the site. This ensures the lower density development adjoins the lower density neighbours thus respecting the existing residential grain of the area. Providing such a range of densities within a large development accords with the expectations of the design guide.

Spatial Layout

- 6.42 The layout of the site has been designed around the retention of boundary hedging along the A420 in accordance with principle DG10 of the design guide, which states that physical characteristics of the site should be used to influence the form and layout of new development. The development also completely avoids back fences abutting the countryside, as expected by principle DG29.
- 6.43 There is a clear hierarchy of streets through the provision of a central spine road and lower order cul-de-sacs and private drives. Traffic calming is provided via an 'S' bend at each end of the spine road. County Highways have raised concerns regarding this alignment however they have not stated there would be any serious highway safety implications it is noted that it does comply with Oxfordshire County Council's 'Residential Road Design Guide'. Other traffic calming measures include on street

planting, shared surfaces to lower order streets, and raised tables. All of the proposed traffic calming measures accord with design guide principle DG34.

- 6.44 For the most part, the proposal accords with design guide principle DG28 in that it creates a good sense of enclosure, with buildings close to the street, particularly along the central spine road. Fronts generally face fronts, which creates an attractive streetscape and avoids overlooking issues. There are a few exceptions to this, such as in the case of Plot 31 for example, however officers feel the design has gone far enough in its evolution to be acceptable and that a condition for boundary treatment details will enable the council to have some control over the way front to back relationships are resolved.
- 6.45 The development provides for pedestrians and cyclists through the provision of generous footpaths along the spine road and links to the open spaces and surrounding streets. The pedestrian routes and spaces have adequate building frontage to provide natural surveillance and contribute to public safety in accordance with design guide principle DG32.
- 6.46 Tree planting and soft landscaping is provided along all the streets in the development in accordance with Design Guide principle DG33, and the landscape plan has been amended to provide for increased structural planting along the main spine road, which is welcomed as it will help frame the street and add character to the development
- 6.47 The proposal seeks to create a sense of place with two areas of open space. The larger area of public open space incorporates a Local Equipped Area for Play (LEAP), and this play area is both separated from surrounding dwellings to minimise potential disturbance (principle DG38 of the design guide) but also reasonably well overlooked in accordance with design guide principle DG32.
- 6.48 Public art can play a significant part in the character of the public realm, creating distinctive places as well as forming legible features. Saved local plan policy DC4 states that in developments on all sites of 0.5 of a hectare or more the provision of public art which makes a significant contribution to the appearance of the scheme or the character of the area, or which benefits the local community will be sought. The public art contribution sought for this application is £20,400, and it is noted the applicant has agreed to this figure.
- Built form*
- 6.49 Design guide principle DG51 states that development should generally reflect the scale of the existing settlement. Officers consider that the scale of the development does reflect existing development. For example, bungalows are provided adjacent to the end of Farleigh Road to fit with the bungalows on that street, and the remainder of the perimeter buildings are two storey in scale to reflect that of the neighbours, with the exception of Plots 39 and 40, which also have dormer windows.
- 6.50 DG51 also states that subtle variation in heights and variation in frontage widths and plan forms can add interest to the street scene. The street scene does present a range of heights and differing plan forms are also proposed through the provision of stand-alone houses, duplex houses, terraced properties and flats.
- 6.51 The proposed form and massing is straightforward and unfussy, with rectangular floorplans, pitched roofs, and in the case of the block of flats a simple 'L' shaped plan is proposed to 'turn the corner' of the junction. This accords with policies DG52 and DG53 of the design guide.

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- 6.52 The development so that buildings front the streets and other public spaces in the development, providing a good level of natural surveillance in accordance with design principle DG54.
- 6.53 The plan proposes a range of different internal and external boundary treatments including timber fencing, planting and walls. Some of the neighbours have raised concern that the 1.9m fence shown will not give sufficient protection, security and privacy to the existing houses.
- 6.54 The boundary treatments shown are generally acceptable, however a condition is proposed requiring full details of all boundary treatment to ensure these are high enough to give sufficient privacy to existing houses, that they will provide good definition of public and private space and, to ensure they are reflective of the area and local traditions in terms of height, structure and materials in accordance with design principle DG55.
- 6.55 The proposed houses are designed so their front doors/communal entrances address the street in accordance with design principle DG56. The roofscape is simple, with simple pitched roofs and some dormer windows, consistent with design principle DG57. The proposal provides for a range of elevational treatments to break up the scheme, and these have been informed by a character statement and therefore take cues from surrounding development. A relatively simple pallet of materials is proposed which includes brick, render and stone. A condition for samples of external materials is proposed to ensure these are high quality and appropriate to the local area.
- 6.56 In terms of inclusive communities, the proposed dwellings will be required to meet building regulation requirements regarding providing for people with disabilities. The proposed development is reasonably tenure blind with the exception of the block of flats adjacent to the open space, however it is noted that the council's housing team have not raised any objection to this. The proposal therefore meets the expectations of design principle DG65.
- Residential Amenity*
- 6.57 Adopted local plan policy DC9 seeks to prevent development that would result in a loss of privacy, daylight or sunlight for neighbouring properties or that would cause dominance or visual intrusion for neighbouring properties and the wider environment. Protecting amenity is a core principle of the NPPF. Design principles DG63-64 of the Design Guide pertain to amenity, privacy and overlooking.
- 6.58 A number of neighbours have raised concerns over the impact of the proposed development on their properties. Overlooking and loss of light/overshadowing are their key concerns.
- 6.59 The application proposes private rear gardens to the new housing along the eastern and southern boundaries which adjoin existing residential dwellings. This is an appropriate design response for development adjoining existing residential properties.
- 6.60 Externally, the proposal generally complies with the 21 metres between first floor habitable rooms set out in Figure 5.59 of the Design Guide, however this is not achieved on Plot 31 (one bedroom, 19 metres) and Plot 30 (one bedroom, 18 metres). As such, a condition for the subject windows to be obscure glazed and fixed shut to a height of 1.7 metres is proposed. The proposed bedrooms both have second windows in an alternative elevation therefore a reasonable standard of amenity for future occupants will still be provided. In the other cases where the 21 metres is not achieved (Plot 29 and Plot 40), officers consider the angles between windows are obscure

enough that loss of privacy will be avoided.

- 6.61 It is accepted that the development will result in some overlooking of the rear gardens of the adjoining dwellings, however overlooking to gardens is a consequence of many new developments and the impacts are not so great as to warrant refusal of the application.
- 6.62 Internally, the proposal generally complies with the 21 metre rule, and a separation of 12 metres between front/rear and flank elevations is also achieved for the majority of plots. There are some cases where the recommendations are not achieved such as between plots 34 and 35 (12 metres back to back) however in this case the rear elevation of Plot 34 only has one window to a hallway. Internal layout such as this is used in the other cases as well. Unreasonable overlooking is minimised as far as possible.
- 6.63 Subject to the condition for obscure glazing the proposal is acceptable with regards to privacy.
- 6.64 The proposed dwellings are located far enough from all existing dwellings that undue loss of light will not be an issue. There will be some overshadowing to gardens, particularly in the afternoons, and the worst case is Plot 32, where the proposed two storey house is only 2.5 metres from the boundary with the neighbour to the east. Due to the close proximity of the proposed dwelling to the boundary it will also be a reasonably dominant feature when viewed from the adjoining neighbour however it is noted the separation distance is well over 12 metres, the recommended minimum distance for rear to flank relationships.
- 6.65 Overall, whilst it is accepted that the proposed development will result in some overshadowing to neighbours and that the proposed house on Plot 32 will be a dominant feature when viewed from the neighbour, the scale and form of the new buildings largely complies with the council's policies pertaining to residential amenity, and refusal on the basis of the limited impacts is not justified and the wider benefits of the proposal outweigh this limited harm.
- 6.66 In terms of amenity space for future occupiers of the site, the design guide recommends the following:-
Dwellings with 3 or more bedrooms – 100 sq.m
Dwellings with 2 bedrooms – 50 sq.m
Dwellings with 1 bedroom – 35 sq.m
Apartments – communal gardens should be provided, and ground floor units should have a well defined private area which can act as 'defensible space'.
- 6.67 All of the proposed houses have private gardens ranging in size from approximately 40 sq.m to over 150 sq.m, and all of the flats have communal gardens. Some of the gardens do not meet the above recommendations, however whilst larger gardens for some of the houses and flats would be desirable, it is noted that every dwelling has useable amenity space which is easily accessible from the rear of the house or flat, and therefore a reasonable standard of amenity will be provided.

Refuse and Services

- 6.68 Design guide principle DG67 states that refuse storage should be accessible to residents and be of a suitable size to contain all refuse requirements. The County Council have pointed out that the application should meet with the 30 metre maximum carry distances for refuse, and the council's waste team raised some issues directly with the applicant regarding the strategy originally put forward in the submitted site

waste management plan.

- 6.69 The applicant has revised the application by adding bin collection areas, and providing bin stores for the flats. They have also provided swept paths for refuse vehicles are required by the waste team. The waste team have not responded to the amendments at the time of writing this report; however Members will be updated on this issue at committee.

Open Space and landscaping

- 6.70 The application proposes two areas of public open space, to the north west and south east of the site. The largest public open space is located to the north west and will incorporate attenuation for surface water. Storage and pumping capacity for foul water flows will also be located within the north western area of public open space, by means of a below ground pumping station. The larger area of public open space incorporates a Local Equipped Area for Play (LEAP), tree, shrub and wildflower planting.
- 6.71 The layout demonstrates that 15.6% of the site will be provided as public open space in accordance with Policy H23 of the adopted Local Plan, which requires a minimum of 15%. The location of the open spaces at each end of the site ensures that all residents will be able to access them easily.
- 6.72 The application is supported by a landscaping masterplan and a detailed landscaping scheme (both amended), which will deliver 105 individual trees to the site. Landscape treatment is proposed to enhance and strengthen existing mature tree vegetation. Planting will include native species and shrubs to reflect the existing species structure and provenance.
- 6.73 The Council's landscape architect raised some concerns that the proposed layout of this application has lost some of the nuances of the outline application creating a scheme with a weaker character. They also raised concern that there is limited tree planting in residential areas and in particular along the spine road.
- 6.74 The applicant has amended the proposed landscape plan to address these comments. Amendments include additional tree planting and amendments to the species mix. The revised landscaping scheme is considered acceptable, subject to a condition to ensure it is implemented in full.

Flood Risk and Surface/Foul Drainage

- 6.75 The NPPF provides that development should not increase flood risk elsewhere and should be appropriately flood resilient and resistant (paragraph 103). It states that the planning system should contribute to and enhance the natural and local environment by, amongst other things, preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution (Paragraph 109). To prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location (paragraph 120).
- 6.76 Adopted local plan policy DC8 requires that the necessary social and physical infrastructure be provided for new development. Policy DC9 provides that new development will not be permitted if it would unacceptably harm the amenities of neighbouring properties or the wider environment in terms of, amongst other things, pollution and contamination. Policy DC12 provides that development will not be permitted if it would adversely affect the quality of water resources as a result of,

amongst other things, waste water discharge. Policies DC13 and 14 are not considered to be consistent with the NPPF, because they do not comply with paragraphs 100 to 104 which require a sequential approach to locating development and provide that flood risk should not be increased elsewhere.

- 6.77 Local residents have raised serious concerns about potential flood risks and the capacity of the drainage network to cope with further development.
- 6.78 Due to the ground conditions not being suitable for infiltration systems, the proposed drainage strategy as set out in the submitted Flood Risk Assessment (FRA) is to discharge into the existing public foul and surface water sewers.
- 6.79 The application site falls within Flood Zone One, i.e. the lowest probability in terms of risk from river or sea flood risk events. The FRA submitted with the application sets out that the District Council's strategic flood risk assessment and the County Council's preliminary flood risk assessment identifies no historic or current issues in terms of flooding from all sources on the application site.
- 6.80 The FRA states that surface water will be attenuated to greenfield runoff rates to ensure that the rate of surface water runoff from the site does not increase as a result of the proposed development. An indicative surface water layout plan has been provided, which shows that surface water attenuation can be accommodated on the site. In addition, further surface water management will be provided to ensure that protection against flooding is provided for a 1 in 100 year storm event plus an allowance of 30% for climate change, in the form of an off line detention basin or similar.
- 6.81 This is a viable and deliverable solution and can be required by condition to be provided before the development is occupied.
- 6.82 Thames Water supports the outline surface water solution identified within the FRA, however they have requested a Grampian style condition for a site drainage strategy to remain in place until such time that agreements are in place as to delivery of the solution.
- 6.83 Thames Water have carried out a study which considered the impact of the proposed development on the foul water infrastructure. It was found that without mitigation the development would have an adverse impact on the existing infrastructure. To offset any impact the development may have on the existing infrastructure, the development will pump foul flows from the development at a controlled rate. If flooding should occur downstream, telemetry readings from the downstream man hole will send an instruction to the pumping station to stop pumping. Should this occur, foul water will be stored on site for up to 24 hours in the 245m² of foul water storage to be provided alongside the pumping station.
- 6.84 This is a viable and deliverable solution and can be required by condition to be provided before the development is occupied. Thames Water are satisfied in principle with the foul water solution proposed, subject to a Grampian style condition for a site drainage strategy to remain in place until such time that agreements are in place as to delivery of the solution.
- 6.85 Thames Water has also identified that the existing water supply infrastructure has insufficient capacity to meet the additional demands for the proposed development. They carried out an impact study, which concludes that the network has insufficient store capacity, and that some reinforcement works are required at a cost to the applicant of £31,744.28.

- 6.86 Again, this is a viable and deliverable solution and can be required by condition to be provided before the development is occupied.
- 6.87 Overall, the application is acceptable in regards to flood risk and surface/foul drainage subject to the mitigation and conditions identified, and as such the application accords with the expectation of local plan policies DC8, DC9 and DC12, and the NPPF.

Highway Safety

- 6.88 The application is supported by a Transport Statement and a Framework Residential Travel Plan, both of which have been amended.
- 6.89 The primary access is off a cul-de-sac of Colton Road with the secondary access provided via an extension of Stallpits Road. Internally the roads comprise a central spine road, 5m wide with 2 x 2m wide footways, an estate road, 4.8m wide with 2 x 2m wide footways, and private drives. 188 parking spaces are proposed.
- 6.90 Adopted local plan policy DC5 requires safe access for developments and that the road network can accommodate the traffic arising from the development safely. The NPPF (Paragraph 32) requires plans and decision to take account of whether:-
- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.
- 6.91 Paragraph 32 goes on to state: *“Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”*
- 6.92 Local residents have raised concerns regarding the site access, stating it is inadequate for the amount of development proposed. Residents are also concerned that the transport infrastructure will not cope, parking is already a problem in Shrivenham, and that there is insufficient visitor parking in the development which would cause overspill parking issues.
- 6.93 The County Council’s transport section has reviewed the application, and have raised concerns regarding the configuration of the main (spine) access road. The County appreciate that the ‘S’ bends in the road are intended to achieve speed restraint, but in their view this is a poor and undesirable design. However, the County accepts that the access road alignment has been designed to comply with their ‘Residential Road Design Guide’, and they accept that the access proposal can be constructed to be in compliance.
- 6.94 It is noted that the County Council has not set out what the negative implications of the road configuration would be, nor have they raised any serious highway safety issues, although they do note that the layout may not provide adequate speed restraint for all vehicle types. Given that the proposed access road complies with the County’s own guidance, the proposed access road configuration is considered satisfactory.
- 6.95 The County Council has no objection to the principle of taking a secondary access from Stallpits Road, subject to widening of the carriageway and footway provision.
- 6.96 Car and cycle parking for the development is provided in line with Oxfordshire County Council’s ‘Parking Standards for New Residential Developments’ dated December

2011. The County has raised no concerns with the level of parking provided.

- 6.97 The County Council has noted that that bin carry distances for all dwellings on the site should not exceed 30 metres, as set out in the Building Regulations. The applicant has confirmed these distances will be achieved.
- 6.98 The County Council state that their previous requirement at outline stage to provide a walking/cycling link between the site and Farleigh Road remains, however it is understood that the land ownership issues have not been resolved and this link can not be provided at the current time. The development does however make provision for an access in the future should this situation change, which is welcomed.
- 6.99 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 Highway 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.
- 6.100 The County Council has recommended standard highway conditions (including routing of HGV's), and conditions for a full surface water drainage scheme, and travel information packs. These are to be attached to any permission granted.
- 6.101 The County Council has noted that the no. 66 bus service provides a relatively attractive bus service between Swindon and Oxford passing through Shrivenham and this provides a realistic option for travel to Swindon and Oxford. They have requested contributions to improve the bus service to operate three buses per hour, which will provide additional peak-hour capacity for journeys to work and college and will also offer a more attractive bus service generally along the A420 corridor and thus attract more journeys to be made by bus rather than the car. The sum of £1000 per dwelling is requested, and this is proportionate to what has been secured on other developments in the vicinity.
- 6.102 The County Council also noted that as the location of the proposed development is some distance from the route of the bus route 66, and to mitigate this, the developer must provide and fully fund a new pair of bus stops at the junction of the Highworth Road and the High Street. The developer is to negotiate a suitable location for these stops with the Parish Council and other stakeholders (the Police, Highway Authority, County Councillor and Bus Company) and must fund the required infrastructure such as Premium Route poles, flags and hard-standing areas.
- 6.103 Overall, it is considered that the proposal is acceptable in terms of its implications for highway safety subject to the conditions and contributions set out above. The application therefore accords with the expectations of Policy DC5 and the NPPF.

Ecology

- 6.104 The application proposes the removal of vegetation/habitats on site to construct the development; however established boundary hedgerows will be retained and incorporated into the proposals.
- 6.105 Local residents have raised concern regarding impacts on ecology and biodiversity.
- 6.106 Paragraph 117 of the NPPF refers to the preservation, restoration and re-creation of priority habitats, whilst Paragraph 118 sets out the basis for determination of planning applications. Paragraph 118 states that "...if significant harm resulting from a

development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused...”

- 6.107 The application is accompanied by an Ecological Report dated 2013, which states that there are no habitats of international, national or county importance that would be directly or indirectly affected by the proposals. The report also states that the species recorded on the site can be described as common or abundant and are found in similar places across much of Britain with no protected species recorded.
- 6.108 The report sets out a range of mitigation/enhancement measures have been suggested, and if implemented effectively, would reduce the impact of the works on local wildlife and increase the nature conservation value of the site in the long term in accordance with Government guidance as set out in the NPPF.
- 6.109 The Council's Countryside Officer has raised no objection to the application.
- 6.110 The proposal is considered to accord with the NPPF, subject to a condition requiring the developer to comply with the recommendations set out in the Ecological Report.

Archaeology

- 6.111 The application is accompanied by an archaeological report which reveals some evidence of previous settlements. The County Council has no objections to the development subject to requiring a further written scheme of investigation prior to commencement to ensure the proper recording of any finds. Subject to these conditions, the proposal accords with adopted local plan policy HE10 and the NPPF.

Viability, affordable housing and Section 106 contributions

- 6.112 The scheme proposes 40% affordable housing in a mix to meet council requirements, and layout distributing the dwellings in three groups around the site in accordance with Policy H17 of the adopted local plan.
- 6.113 The NPPF advises that planning obligations should only be sought where they meet all of the following tests (paragraph 204):
- i) Necessary to make the development acceptable in planning terms;
 - ii) Directly related to the development; and
 - iii) Fairly and reasonably related in scale and kind to the development.
- Policy DC8 of the Adopted Local Plan provides that development will only be permitted where the necessary physical infrastructure and service requirements to support the development can be secured.
- 6.114 The following developer contributions have been requested, which represent over £15,000 per dwelling. These contributions are considered fair and proportionate:-

Vale of White Horse District Council	<i>Proposed Contributions</i>
Sports and Recreation	£121,312
On Site public open space maintenance	£111,594
Waste Collection	£11,560 (£170 per dwelling)
Street Naming and numbering	£899.20
Public Art	£20,400 (£300 per dwelling)
Police Funding	£10,257
Shrivenham Parish Council requests towards various local facilities	£31,350
S106 Monitoring Contribution	£7,500
Total	£314,872.20
Oxfordshire County Council	<i>Proposed Contributions</i>
Enhanced bus service	£68,000 (£1000 per dwelling)
New bus stop provision	£5,000
Footpath connection to Farleigh Road	£2,000
Primary Education	£233,146
Secondary Education	£356,975
Special Educational Needs	£13,744
Libraries	£20,346.24
Waste Management	£12,747.52
Resource Centre	£995.90
Adult Day Care	£12,661.00
Administration and monitoring	£5,000
Total	£730,615.66
Overall Total	£1,045,487.86

- 6.115 The applicant has agreed to pay all the contributions in full, subject to changes to County Council education and property figures to reflect the amended mix.
- 6.116 In terms of delivery the application has been submitted to as a five year housing supply site therefore it is recommended to apply an 18 month time limit to any permission to ensure that the development is delivered quickly to address the deficit.
- 7.0 **CONCLUSION**
- 7.1 This application has been assessed against the National Planning Policy Framework (NPPF), relevant saved policies in the local plan and all other material planning considerations. The NPPF states that sustainable development should be permitted unless the adverse effects significantly and demonstrably outweigh the benefits. The NPPF also states that there are social, economic and environmental dimensions to sustainability and that conclusions must be reached taking into account the NPPF as a whole.
- 7.2 The site is considered a suitable location for new housing, as already agreed by the decision to grant outline permission for housing on this site and the proposal, if implemented, will help to address the council's current lack of a 5-year housing supply.

The landscape and visual impact is acceptable in the context of the vegetation retention and mitigation proposed, and given the site would be viewed against the backdrop of Shrivensham. The application presents a satisfactory layout and design, and whilst there will be some impacts neighbouring properties, these are not so unreasonable to justify refusal of the application. The technical issues relating to noise, drainage, sewage and ecology are acceptable subject to conditions. The development will have some impact on the highway network however these impacts are not severe in the context of the NPPF and can be mitigated to a degree through developer contributions towards public transport.

- 7.3 Overall, and in view of the emphasis in the NPPF to boost significantly the supply of housing, the development is considered to amount to sustainable development, and whilst there will be some adverse effects, these do not significantly and demonstrably outweigh the benefits. Consequently, the application is recommended for approval subject to conditions and a legal agreement to secure affordable housing and developer contributions.

8.0 RECOMMENDATION

It is recommended that authority to grant planning permission is delegated to the head of planning, in consultation with the Chair and Vice Chair of the committee, subject to:

1: A S106 agreement being entered into with both the county council and district council in order to secure contributions towards local infrastructure and to secure affordable housing, and;

2: Conditions as follows:

- 1. Time Limit – 18 months.**
- 2. Approved plans.**
- 3. Submission of material samples including panel on site.**
- 4. Submission of internal and external boundary treatments, to include details of defensible space to rear gardens of ground floor flats.**
- 5. Removal of permitted development rights – garage conversions.**
- 6. Landscaping scheme to be implemented as per landscape scheme.**
- 7. Development to be carried out in accordance with arboricultural method statement.**
- 8. Tree protection to be submitted and agreed.**
- 9. Drainage scheme to be agreed and provided.**
- 10. Foul water drainage strategy to be agreed and implemented pre commencement.**
- 11. Recommendations of water flow and pressure test to be implemented pre occupation.**
- 12. Water supply infrastructure improvements to be implemented in full prior to occupation.**
- 13. Archaeological written scheme of investigation to be agreed.**
- 14. Programme of archaeological evaluation and mitigation to be agreed.**
- 15. Construction traffic management plan to be agreed.**
- 16. Travel information packs to be agreed and provided to residents prior to occupation.**
- 17. Parking and turning in accordance with approved plan.**
- 18. New estate roads to OCC specification.**
- 19. Footpath works to be implemented prior to first occupation in accordance with details to be submitted.**

- 20. No drainage to highway.**
- 21. Mitigation measures identified in noise report to be implemented in full prior to occupation.**
- 22. Mitigation and enhancement measures set out in ecology report to be implemented in full prior to occupation.**
- 23. First floor windows in plots 30 and 31 to be permanently obscure glazed and fixed shut to a height of 1.7 metres.**
- 24. Provision of a local equipped area of play within the site.**
- 25. Provision of fire hydrants on site.**

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