

<b>APPLICATION NO.</b>	<a href="#">P14/V2504/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	16.12.2014
<b>PARISH</b>	DRAYTON
<b>WARD MEMBER(S)</b>	Stuart Davenport
<b>APPLICANT</b>	Miller Homes Ltd & Caudwell & Sons Ltd
<b>SITE</b>	Land west of Abingdon Road, Drayton
<b>PROPOSAL</b>	Erection of 73 dwellings with associated access, parking, open space, sports pitches, new footpath connection to Corneville Road (full) and pavilion (outline element all matters reserved).
<b>AMENDMENTS</b>	As amended by documentation received in on 30.03.2015.
<b>GRID REFERENCE</b>	447786/195000
<b>OFFICER</b>	Stuart Walker

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## SUMMARY

This application is referred to committee as 13 objections have been received from local residents.

The application is a hybrid submission, seeking full planning permission for 73 dwellings, with associated public open space, access, landscaping and sports pitches, and outline consent for a sports pavilion (with all matters reserved).

It is an unallocated site within the adopted Vale of White Horse Local Plan 2011, but is allocated in the Drayton neighbourhood plan as a site suitable for housing.

The proposal has been submitted to address the Councils five year supply housing deficit and has been amended to address comments received.

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 main issues to consider are:

- The principle of the proposed development in this location in relation to planning policy context.
- Whether the proposal is suitable to meet the five year housing supply deficit in terms of the sustainability of the site.
- The acceptability of the proposed layout and design of the development within its context.
- The impact of the proposed dwellings on the residential amenity of existing adjacent dwellings.
- The Impact of the development on the wider landscape and the Lowland Vale.
- Whether the proposed access vehicular access onto the B4017 is acceptable for the proposed development and the wider impact on the highway network and the acceptability of the proposed improvement works.
- Pedestrian links to the village centre and associated facilities.
- Impact of the development on the local drainage network and implications for surface water and flood risk.

- Impact of the development on heritage assets.
- Delivery of the development and S106 contributions.

The application is recommended for approval subject to conditions and S106 Agreements.

## 1.0 INTRODUCTION

- 1.1 The application site is located at the north end of the village, immediately west of the Abingdon Road (B4017) as it departs the village. It is an unallocated site within the adopted Vale of White Horse Local Plan 2011, but is allocated in the Drayton neighbourhood plan as a site suitable for housing. The site lies within the Lowland Vale landscape (policy NE9) and is within an area for landscape enhancement (policy NE11).
- 1.2 The site is approximately 8.17 hectares in area and is currently used for arable agriculture. It is bounded by Abingdon Road to the south east with the road forming the boundary on the most northern part and residential dwellings along the remainder. Further agricultural fields lie to the north-east, north and north-west. Two large agricultural barns and residential dwellings are present to the south-west of the site, situated off Barrow Road which runs immediately beyond the south-western boundary and becomes a restricted byway / farm track beyond the existing residential properties.
- 1.3 Boundaries are predominantly denoted by hedgerows, although wooden fencing makes up part of the south-eastern boundary, between the site and the residential dwellings. There are also a small number of trees along this boundary. The site slopes gradually down towards the southeast. A marginally raised area of ground is present in the north-west corner which corresponds with a 'Tumulus' (ancient burial ground), marked on Ordnance Survey plans.
- 1.4 A location plan is attached at appendix 1.

## 2.0 PROPOSAL

- 2.1 The application is a hybrid submission, seeking full planning permission for 73 dwellings, with associated public open space, access, landscaping and sports pitches, and outline consent for a sports pavilion (with all matters reserved), to enable the land owner and the parish council to design a building 'of lasting significance to the village'.
- 2.2 The proposal seeks to deliver an informal edge of settlement layout surrounding an area of public open space, together with a large area of land on the north part of the site for a cricket pitch, three football pitches and the pavilion. The layout has been designed around an informal road structure with residential streets and shared surfaces whilst promoting pedestrian connectivity, including walking routes within and out of the site into the wider pedestrian network and a footpath connection to the village primary school via Corneville Road. The site will be accessed directly off the B4017 through a new T junction. It is also proposed to extend the 30mph limit northwards along the Abingdon Road to slow traffic entering the village.
- 2.3 The residential component extends to approximately 3.96 hectares with a development density of 21 dwellings per hectare with a mix of dwelling types including chalet style cottages, detached, semi-detached and terraced properties. Dwellings are two storeys in height and have been designed to reflect local architectural vernacular, with a predominant brick and tile construction. Properties have been designed to front public space with a range of front garden sizes and a mix of on street parking, on plot parking and garaging. Private amenity space and bin storage is also provided for each dwelling.

2.4 The application is supported by the following documents which are available to view online:

- Affordable Housing Statement
- Arboricultural Survey and Arboricultural Impact Assessment
- Archaeological Assessment
- Ecological Appraisal
- Design and Access Statement
- Flood Risk Assessment and Drainage Strategy
- Ground Conditions and Contamination Assessment
- Landscape Reports and Plans
- Noise Assessment
- Sustainability Statement
- Transport Statement
- Draft Section 106 Heads of Terms

2.5 Extracts from the application drawings are **attached** at Appendix 2. The plans have been amended to take account of technical officer comments.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Below is a summary of the responses received to both the original plans and the amendments. A full copy of all the comments made can be viewed online at [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk).

Parish Council	No objection but wish a number of comments to be taken into account which are <b>attached</b> at Appendix 3.
Neighbours	<p>13 letters of objection have been received. The concerns raised may be summarised as follows:</p> <p>Policy</p> <ul style="list-style-type: none"> <li>• This site is not required – other more central sites are available for housing.</li> <li>• The development is outside the built envelope of the village.</li> <li>• Too many houses – should be no more than 65 as stated in policy P-H1 ‘scale of development and site allocation’ of the neighbourhood plan.</li> <li>• The 13 houses on eastern edge extends ribbon development contrary to policy P-LF2 ‘bounded development’ of the neighbourhood plan.</li> <li>• Proposal is not compliant with policy P-LF6 ‘additional greenery – new developments’ of the neighbourhood plan.</li> </ul> <p>Design</p>

	<ul style="list-style-type: none"><li>• Housing mix does not provide enough smaller dwellings, in particular 2 bed units for market housing.</li><li>• Pedestrian links are inadequate.</li><li>• The location of affordable housing is not acceptable.</li></ul> <p>Highways and parking</p> <ul style="list-style-type: none"><li>• Traffic generation will lead to congestion.</li><li>• Proposed access is dangerous, too close to Sutton Wick Lane, and should be upgraded to a roundabout.</li><li>• No travel plan has been provided, contrary to neighbourhood plan.</li><li>• The proposal is highly car dependent.</li></ul> <p>Drainage</p> <ul style="list-style-type: none"><li>• Inadequate sewer network.</li><li>• Impact on existing surface water drainage.</li><li>• Proposed drainage mitigation is inadequate.</li><li>• Lack of detail on drainage ditch maintenance.</li></ul> <p>Amenity</p> <ul style="list-style-type: none"><li>• The buffer zone to properties on Abingdon Road is too small and should be extended to run along all properties.</li><li>• Lack of vegetation screen for existing neighbours.</li><li>• Grain drying needs to cease.</li><li>• Pressure to remove tree on boundary with 103 Abingdon Road.</li><li>• Potential crime risk from footpath.</li><li>• Potential noise nuisance from playing fields to local residents.</li></ul> <p>Environment</p> <ul style="list-style-type: none"><li>• Loss of agricultural land.</li><li>• Landscape impact on setting of village.</li><li>• Merging of Abingdon and Drayton.</li></ul> <p>Infrastructure</p> <ul style="list-style-type: none"><li>• Location of pavilion is divorced from the village, and will generate</li></ul>
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	<p>traffic, contrary to policy CF2 of the local plan.</p> <ul style="list-style-type: none"> <li>• Outline element of sports pavilion will restrict use of site for playing fields – the sole reason for site selection</li> <li>• The village does not have the funding to build the pavilion. It is not costed / proven to be viable and its potential non-provision will lead to rest of site being developed.</li> <li>• Lack of maintenance details for drainage / playing fields.</li> <li>• Impact on local services.</li> </ul>
Oxfordshire County Council One Voice	<p>No overall objection</p> <p><i>Highways</i></p> <ul style="list-style-type: none"> <li>• No objection, subject to conditions and contributions.</li> </ul> <p><i>Archaeology</i></p> <ul style="list-style-type: none"> <li>• No objection, subject to conditions.</li> </ul> <p><i>Education</i></p> <ul style="list-style-type: none"> <li>• No objection, subject to contributions.</li> </ul> <p><i>Property</i></p> <ul style="list-style-type: none"> <li>• No objection, subject to contributions.</li> </ul>
Thames Water	No objection.
Environment Agency	No objection, subject to development being undertaken in accordance with Flood Risk Assessment.
Drainage Engineer	No objection, subject to conditions.
Landscape Officer	No objection, subject to conditions.
Tree Officer	No objection, subject to conditions.
Urban Design Officer	No objection.
Environmental Health – Air Quality	No objection.
Environmental Health – Contamination	No objection.
Environmental Health – Protection Team	No objection, subject to grain dryers ceasing operation prior to first occupation.
Waste Management Team	No objection, subject to contributions.

Thames Valley Police	No objection, subject to contributions.
Housing Development Team	No objection.
Planning Policy	No objection.

4.0 **RELEVANT PLANNING HISTORY**

4.1 None

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.

- GS2 - Development in the Countryside
- CF2 - Provision of New Community Services and Facilities
- DC1 - Design
- DC3 - Design against crime
- DC4 - Public Art
- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- DC8 - The Provision of Infrastructure and Services
- DC9 - The Impact of Development on Neighbouring Uses
- DC10 - The Effect of Neighbouring or Previous Uses on New Development
- 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
- HE9 - Archaeology
- HE10 - Archaeology
- HE11 - Archaeology
- NE9 - The Lowland Vale
- NE11 - Areas for Landscape Enhancement

5.2 **Drayton Neighbourhood Plan**

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. The Drayton neighbourhood plan has been to referendum, and is waiting to be 'made'. It therefore carries significant weight as per paragraph 216 of the NPPF. The following planning policies are relevant to the proposal:

- P-LF3 – Building design guidance
- P-LF5 – Historic environment
- P-LF6 – Additional greenery - new developments
- P-LF7 – A34 Noise reduction
- P-WP1 – Connected development
- P-T1 – Travel plans
- P-S1 – Biodiversity
- P-H1 – Scale of development and site allocation

- P-H2 – Affordable housing
- P-H3 – Contributions
- P-H4 – External facilities

### 5.3 The emerging Local Plan 2031, Part 1, Core Policies

The draft local plan part 1 is not currently adopted policy. As per paragraph 216 of the NPPF, at present it is officers' opinion that the emerging Local Plan housing policies carry limited weight for decision making. The relevant policies are as follows:-

- 1 – Presumption in favour of sustainable development
- 3 – Settlement hierarchy
- 4 – Meeting our housing needs
- 7 – Providing supporting infrastructure and services
- 8 – Spatial strategy for the Abingdon on Thames and Oxford Fringe Sub-Area
- 22 – Housing mix
- 23 – Housing density
- 24 – Affordable housing
- 26 – Accommodating current and future needs of the ageing population
- 33 – Promoting sustainable transport and accessibility
- 35 – Promoting public transport, cycling and walking
- 36 – Electronic communications
- 37 – Design and local distinctiveness
- 38 – Design strategies for strategic and major development sites
- 39 – The historic environment
- 40 – Sustainable design and construction
- 41 – Renewable energy
- 42 – Flood risk
- 43 – Natural resources
- 44 – Landscape
- 45 – Green Infrastructure
- 46 – Conservation and improvement of biodiversity
- 47 – Delivery and contingency

### 5.4 Supplementary Planning Guidance (SPG)

- Design Guide – March 2015

The following sections of the Design Guide are 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
- Oxfordshire Local Transport Plan, April 2012
- S106 interim guidance 2014

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

**5.6 Planning Practice Guidance (NPPG) – March 2014**

**5.7 Other Relevant Legislation**

- Written statement by Secretary of State on sustainable drainage systems (18 Dec 2014)
- Written statement by the Secretary of State on car parking (25 March 2015)
- Planning (Listed Buildings and Conservation Areas Act) 1990
- Community & Infrastructure Levy Legislation
- 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)

**5.8 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.

**5.9 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**

**6.1 The relevant planning considerations in the determination of this application are:**

1. Principle of the development
2. Use of land
3. Locational credentials
4. Amount of housing
5. Affordable housing and housing mix
6. Design and layout
7. Residential amenity
8. Landscape and visual Impact
9. Open space, landscaping and trees
10. Flood risk and surface / foul drainage
11. Traffic, parking and highway Safety
12. Ecology and Biodiversity
13. Archaeology
14. Delivery and developer contributions

**6.2 The principle of development**

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 materials 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 This site is an unallocated site within the adopted local plan, but is allocated in the Drayton neighbourhood plan as a site suitable for housing. The neighbourhood plan has been through referendum and is awaiting to be made and therefore can be afforded significant weight under paragraph 216 of the NPPF. As such, the principle of development is acceptable.

6.4 **Use of land**

The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). This site has limited environmental value and the loss of this land to housing is outweighed by economic, social and environmental benefits.

6.5 **Locational Credentials**

The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34).

6.6 The site is located to the north of the village, immediately adjacent to Abingdon Road. The centre of the village is approximately 800m away. A regular bus service passes through the village providing access to Abingdon and beyond. Part of the proposal is to provide a new footpath link to the primary school which is located approximately 400m to the south of the site. These walking distances to key facilities are considered acceptable according to the Institution of Highways Transportation guidelines for providing journeys on foot (2000).

6.7 **Amount of housing**

Policy P-H1 of the neighbourhood plan allocates the site for approximately 65 dwellings. Concern has been raised by local residents that the proposed number of units (73) exceeds this amount and is thus contrary to the policy. Housing allocation figures are only approximate as the final figure will always depend on the more detailed information and assessment that is entailed with a full planning application. Subject to the detailed considerations below, and given the council's current shortfall in housing land supply and the sustainable location of the site, the amount of housing proposed is acceptable.

6.8 **Affordable housing and housing mix**

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 is shown in the table below. The distribution of the affordable units throughout the development is acceptable and the council's housing team are satisfied with the proposal.

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	-	12	9	1	22
Shared Ownership	-	5	2	-	7
<b>Total</b>	-	17	11	1	29

6.9 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:

	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
SHMA	5.9%	21.7%	42.6%	29.8%
Proposal	0	0	21	23
SHMA expectation				

- 6.10 Concern has been raised by local residents that the proposal does not provide enough small general market properties and it is clear the mix departs from that which the council would normally seek. However, the proposal has been informed by pre-application discussion, and officers consider the proposal strikes the right balance between meeting SHMA requirements and providing the community facilities requested in the neighbourhood plan. Furthermore, the variation from the SHMA mix needs to be considered against the economic, social and environmental benefits of the proposed development which are considered to outweigh the limited conflict with the SHMA. Officers, therefore consider the mix to be acceptable.
- 6.11 **Design and Layout**  
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.
- 6.12 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.
- 6.13 **Site, Setting and Framework**  
The design and access statement 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 setting, which includes existing residential development to the east and south.
- 6.14 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. The application proposes a density of 21 dwellings per hectare which is considered acceptable.
- 6.15 **Spatial Layout**  
The proposed layout has been derived from discussions with the community and is centred on an area of high quality sports provision with properties orientated to positively front the open space. The layout is also designed around an informal road structure with residential streets and shared surfacing to provide a coherent environment for all users and a sense of enclosure, according with principles DG28 and DG35.

- 6.16 The edge of a development is often a critical aspect to a new development on the edge of an existing village and principle DG29 seeks applicants to provide a positive edge. As such, the plans have been amended to reposition the 13 dwellings to the north to avoid back fences abutting the countryside. This has resulted in dwellings fronting the bridleway and provides a clear and well defined edge to the development which is acceptable.
- 6.17 Concern has however been raised that the proposal is contrary to policy P-LF2 of the neighbourhood plan regarding ribbon development extending beyond the village boundary with particular reference to these 13 dwellings to the north of the site. In response, officers consider on balance their provision is acceptable as they are located within the allocated site area and help achieve much needed housing. Any conflict with this policy is thus outweighed by economic, social and environmental benefits.
- 6.18 **Built form**  
The proposed built form is two storey in height with a mix of dwelling types. Proposed dwellings in terms of heights, mass and external appearance are reflective of local architectural vernacular and are considered to accord with the building design principles of the design guide.
- 6.19 Overall the design and layout of the proposal is acceptable and will result in a high quality scheme as required by the NPPF.
- 6.20 **Residential Amenity**  
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.
- 6.21 Concern has been raised over the impact of the proposal on adjoining dwellings and that amenity buffers are not large enough. The application proposes private rear gardens to existing dwellings along Abingdon Road which is an appropriate design response. Furthermore the proposal complies with the 21m distance between first floor habitable rooms set out in figure 5.59 of the design guide. Officers therefore consider any impact on existing neighbours are not sufficient to warrant refusal of the application.
- 6.22 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).
- 6.23 The site is located approximately 400m from the A34 and an external noise assessment has been undertaken. The report indicates the A34 does not result in a significant noise impact in this location and suitable mitigation measures can be achieved. However an additional noise generating activity close to this site is a grain drying facility immediately to the south of the site. This is due to be relocated elsewhere in the village to another farm complex. Environmental Health have therefore requested this use ceases upon first occupation which is acceptable to the land owner and can be secured by condition.
- 6.24 **Landscape and Visual Impact**  
The NPPF seeks to enhance the natural and local environment by protecting and

enhancing valued landscapes (paragraph 109). This is not a valued landscape in NPPF terms but the site is part of the lowland vale landscape. In the context of an edge of village location with existing development adjoining the site, the landscape impact is not considered to be harmful and would not have a detrimental impact on the character of the lowland vale to warrant refusal. An acceptable landscape scheme can be achieved within the site, subject to condition in accordance with policy NE9 and the NPPF.

**6.25 Open Space, Landscaping and Trees**

Adopted Local Plan Policy H23 of the adopted Local Plan requires a minimum of 15% of the residential area to be laid out as open space.

6.26 The application proposes extensive areas of open space, including formal leisure space, play area and wildflower meadow. In addition each dwelling has is provide with private amenity space in the form of rear garden areas. The proposal thus accords with this policy.

6.27 The application is supported with a concept landscape plan and the proposed layout has sufficient space to deliver a well landscaped scheme. The council's landscape officer has raised some minor concerns which can be addressed through the submission of a detailed landscape scheme (by condition).

6.28 Concern has been raised over the potential loss of a large tree in the garden of 103 Abingdon Road. The tree officer has confirmed there is sufficient space for this tree to remain and can be protected during construction. A tree protection condition is also suggested to cover existing trees to be retained in the immediate vicinity of the site.

**6.29 Flood Risk and Surface/Foul Drainage**

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).

6.30 Adopted local plan 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.

6.31 The application is supported by a Flood Risk Assessment and development drainage strategy. The drainage bodies have no objections to the proposal and appropriate surface water drainage will include SUDS with foul and waste water connecting into the mains foul network. The proposal is therefore acceptable in respect of flood risk and drainage.

**6.32 Traffic, Parking and Highway Safety**

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.

- 6.33 Paragraph 32 of the NPPF goes on to state: *“Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”*
- 6.34 The application is supported by a transport statement and additional technical note following initial comments from Oxfordshire County Council Highways teams. The site will be accessed directly off the B4017 through a new T junction which is acceptable. It is also proposed to extend the 30mph limit northwards along the Abingdon Road to slow traffic entering the village.
- 6.35 Local concern has been expressed that the proposal would cause traffic congestion especially due to the level of traffic using the road from Abingdon. Residents have also requested a roundabout is created with Sutton Wick Lane to slow traffic entering the village. However, there are no objections to the proposal from the County Highways engineer on traffic generation or highway safety grounds and the county council have confirmed a roundabout is not feasible or required to mitigate traffic speeds or traffic generation from this development.
- 6.36 In terms of parking the proposal will provide a total of 274 spaces (70 for the sports / pavilion site and 204 residential spaces). Based on OCC parking standards contained within Transport for New Developments – Parking Standards for New Residential Developments, it would be expected that residential provision would be 176 spaces. The proposed level of parking is therefore above the County standards.
- 6.37 However, despite local concerns raised over the development being car dependent, officers are mindful of the recent written statement by the Secretary of State (25th March 2015) indicating that; “Local Planning Authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that is necessary to manage their local network.”
- 6.38 The transport statement and supplementary technical note have demonstrated that the proposed site access junction has sufficient spare capacity to operate satisfactorily in the AM and PM weekday peak periods. The county engineer has confirmed that the development site will not have any detrimental impact on the carriageway (Abingdon Road) running along the south-eastern edge of the site. The level of parking is therefore acceptable.
- 6.39 Policy P-T1 of the neighbourhood plan confirms that development proposals which give rise to an increase in traffic will be required to put in place detailed travel plans and concern has been raised that such information should be submitted prior to determination of this application. The transport statement identifies that the site is located in a sustainable location with good pedestrian access and public transport connections. The information provided in the transport statement also sets out the current and proposed sustainable transport options, but does not give any baseline data on expected travel mode to and from the site. As such the county highways team confirm more detailed travel plans will be required. However, officers consider the level of information submitted with the application is sufficient to comply with the policy and further details can be secured by condition.
- 6.40 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.

**6.41 Ecology and Biodiversity**

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...”

6.42 The application is accompanied by an Ecological Report, which states the site comprises two adjoining areas of arable field, semi-improved grassland, hedges and, dry and wet ditches. The plant species on the site are common and widespread but the hedgerows are species rich and qualify as UKBAP hedgerows. Recommendations have been made to mitigate the loss of one hedgerow and part of another together with mitigation measures to minimise the impact of the proposed works on a range of bat species who use the site for foraging and commuting.

6.43 The report also confirms a seasonally wet ditch is present on site and this has been assessed as potential water vole habitat. The survey found the ditch to be dry and recorded no evidence of water voles. The long grass and hedgerows on the field boundaries were considered suitable for common reptile species. A reptile survey was undertaken and no reptiles recorded. Recommendations to enhance the site include the use of native species within the landscape design and the provision of bat and bird nest boxes.

6.44 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.

**6.45 Archaeology**

Policy HE10 of the adopted Local Plan states that development will not be permitted if it would cause damage to the site or setting of nationally important archaeological remains, whether scheduled or not.

6.46 The application is accompanied by an archaeological report which reveals some evidence of previous settlements. The County Archaeologist 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.

**6.47 Delivery and Contributions**

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.

6.48 The County Council have identified that the development will increase pressure upon existing community infrastructure. Therefore contributions have been requested towards increased school places and public transport improvements.

6.49 District provision includes contributions towards Thames Valley Police, public art, street naming and waste bin provision on site.

6.50 The Parish Council has identified a number of local facilities which the future occupants of the development would benefit. Proportionate contributions towards improvements to village facilities have therefore been requested.

6.51 Officers have been in discussion with the applicants in relation to S106 contributions and affordable housing provision and the following contributions have been requested.

<b>Contribution Type</b>	<b>Amount</b>
<b><i>Oxfordshire County Council</i></b>	
<b>Transport</b>	
Strategic transport infrastructure (£2737per dw)	£199,801
Public transport through Drayton (£795 per dw)	£58,035
<b>Education</b>	
Drayton Community Primary School expansion	£281,558
John Mason (Academy) Secondary School expansion	£384,272
Special Educational Needs expansion provision	£15,697
<b>Administration and Monitoring</b>	
Administration and Monitoring costs	£5000
<b>TOTAL</b>	<b>£944,363</b>
<b><i>Vale of White Horse District Council</i></b>	
<b>Sport and Leisure – all on site</b>	
Football Pitches	£169,504
Pavilion	£113,802
Pitch maintenance (for 10 years)	£45,243
Pavilion maintenance (for 10 years)	£5,690
<b>Informal open space – on site</b>	
Public open space maintenance	£325,615
<b>Other District Requirements</b>	
Waste bins £170 per dwelling	£12,410
Public art (on site) £300 per dwelling	£21,900
Street naming	£2,085.20
Police Funding	£10,420
<b>TOTAL</b>	<b>£706,669.20</b>
<b>Parish Council Requirements</b>	
Village hall refurbishment	£69,250
Pre School	£20,775
Skate park / MUGA	£10,387.50
Traffic Calming project	Costs awaited
Cycle path improvements	£24,237.50
Footpath / information board improvements	£692.50
Allotments	£8,310
Burial ground expansion	£9,695
<b>TOTAL</b>	<b>£143,347.50</b>
Administration and Monitoring	£11,830
<b>Overall Total</b>	<b>£1,806,209.70</b>

	(£24,742.60 dwelling)
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- 6.52 At the time of writing the report these amounts are still under discussion with the applicant in relation to viability of the proposed development, but officers consider they are fair and proportionate and should be subject to a legal agreement should permission be granted.
- 6.53 In respect of local concerns raised over the lack of detailed costing for the sport pavilion. Officers have been working with the developer and the parish to quantify the likely cost of providing the building and contributions have been based on a single story pavilion style building comprising bar area; 2Nr changing rooms with WCs and managers office with an approximate floor are 250m<sup>2</sup> on plan.
- 6.54 In terms of delivery, the site can be delivered quickly to address the deficit in housing land supply.

## 7.0 CONCLUSION

- 7.1 This application has been assessed against the National Planning Policy Framework (NPPF), relevant saved policies in the local plan, the neighbourhood 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 proposed development would perform an economic role through increasing housing stock, it would contribute to an expansion of the local housing market and could potentially improve the affordability of open market housing. In addition, the additional houses would ensure the future vitality and viability of this community and help maintain existing infrastructure, creating investment in the local and wider economy.
- 7.3 The scheme would have a social role as it will provide affordable housing units and other social benefits will arise through the contributions to local infrastructure identified including towards village facilities. The proposal would also increase public open space provision / sport provision and local areas of play which would be available to all.
- 7.4 The proposal will have some adverse environmental implications given the change in landscape as a result of the development. However these are considered to be outweighed by the wider social and economic benefits of the development. In view of the emphasis in the NPPF to boost significantly the supply of housing (paragraph 47) officers consider that the limited environmental impacts would not significantly and demonstrably outweigh the benefits of this proposal which include a contribution to the Council's five year housing land supply.
- 7.5 Therefore it is recommended that planning permission be granted for the development.

## 8.0 RECOMMENDATION

- 8.1 **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 – three years.
2. Approved plans.
3. Submission of reserved matters for sports pavilion, pitches and car parking.
4. Submission of material samples including panel on site.
5. Internal and external boundary treatment in accordance with approved plans.
6. Submission and implementation of landscaping scheme.
7. Submission of play area details and its future maintenance.
8. Development to be carried out in accordance with arboricultural method statement, including tree protection measures.
9. Existing hedges to be protected during construction.
10. No occupation until permanent cessation of grain dryers.
11. Prior to the commencement of the development, a fully detailed sustainable drainage scheme for foul and surface water of the development to be submitted and approved in writing by the local planning authority. The approved scheme shall be developed in accordance with the Flood Risk Assessment 14/0626/5014 rev A dated 03/02/15 and the Foul water impact study X4503-611 SMG1449 v2.0 July 2014.
12. The approved drainage scheme shall be implemented prior to the occupation of any dwelling to which the scheme relates.
13. Archaeological written scheme of investigation to be agreed.
14. Programme of archaeological evaluation and mitigation to be agreed.
15. Submission of access details.
16. Parking and turning in accordance with approved plans.
17. New estate roads to OCC specification.
18. Construction traffic management plan to be agreed.
19. Submission of footpath link details.
20. Cycle parking and bin storage in accordance with approved plans.
21. Submission of travel plan for residential site.
22. Submission of travel plan for sports site / pavilion.
23. Mitigation measures identified in Noise Report to be implemented in full prior to occupation.
24. Mitigation and enhancement measures set out in Ecology Report to be implemented in full prior to occupation.

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