

APPLICATION NO.	P14/V2704/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	11.12.2014
PARISH	STEVENTON
WARD MEMBER(S)	Matthew Barber
APPLICANT	Miller Homes Limited & Rodney and Katherine Bitmead
SITE	Land at Abingdon Road Steventon
PROPOSAL	Erection of 57 new dwellings and a bakery with associated access and public open space. (as amended by plans received on 08.05.15)
AMENDMENTS	
GRID REFERENCE	447353/192494
OFFICER	Stuart Walker

SUMMARY

This application is referred to committee in light of an objection from Steventon Parish Council and nine objections from local residents.

This is a full planning application for 57 dwellings, with associated public open space, access, landscaping, and a new bakery.

The planning application is required to be considered under the context of the five year housing supply deficit. During the assessment of the planning application amendments have been negotiated and submitted to address comments received.

The main planning issues that have been considered 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 cumulative impact of this proposal alongside other approved and proposed residential developments in the village.
- The proposed layout and design of the development within its context.
- The impact of the proposal on the lowland vale landscape.
- The impact on highway safety.
- Implications for flood risk, foul and surface water drainage, ecology and archaeology.

The principle of the development to help to address the council's current shortfall is acceptable. Steventon village has a range of facilities, including a school, village hall and shops and the site is sustainably located in relation to these facilities. The provision of additional housing is acceptable and contributions are sought to offset cumulative impact on physical and social infrastructure. The design and layout are acceptable together with the landscape and visual impact of the proposal. Technical issues relating to highway impact, noise, drainage / flood risk, ecology and archaeology are acceptable subject to conditions.

Overall the development is considered to amount to sustainable development, and is recommended for approval subject to conditions and S106 agreements.

1.0 **INTRODUCTION**

1.1 The application site is located to the north east of Steventon outside the built up area of the village. The site is bound by the B4017 (Abingdon Road) to the west (with dwellings opposite) and by an existing tree screen to the east, beyond which lies the A34. To the north is an area of woodland and immediately to the south, an area of vacant, undeveloped land. The topography of the site is broadly flat falling very gently from the south west to the north east. It is approximately 2.45 hectares in area, comprising semi-improved grassland in agricultural use and is rural in character. The site lies within the Lowland Vale landscape (policy NE9) and is within an area for landscape enhancement (policy NE11).

1.2 The site fronts onto existing residential development at its western boundary. Access to the site is taken from the B4017 via an existing road that runs parallel to the southern boundary, traversing the site and providing vehicular access to the existing commercial and residential properties to the south.

1.3 A location plan is **attached** at appendix 1.

2.0 **PROPOSAL**

2.1 The proposal seeks full planning permission for the erection of 57 residential dwellings with associated parking and public open space. All dwellings are two storeys in height and have been designed to reflect local architectural vernacular, with a predominant brick and tile construction. Properties are arranged around a clearly defined network of small streets and have been designed to front public space together with a mix of on street parking, on plot parking and garaging. Private amenity space and bin storage is also provided for each dwelling.

2.2 The proposal also seeks consent for the relocation of the existing Old Farmhouse Bakery currently located to the south east of the application site. The new purpose built facility will be situated in the Northwest corner of the site, comprising a bakery, café, sales area and outdoor seating and parking and is conceived as a high quality landmark building at the entrance into Steventon from the north. Its design draws upon medieval timber framed buildings found locally, with upper floor projecting gables and will be constructed in oak framing with lime render infill panels. The building, arranged in three blocks with a mix of single and two storey heights, has been designed to mirror extensions / outbuildings to the main timber framed building block at the front of the site.

2.3 The scheme provides two main areas of public open space, the first provides a setting for the tree belt to the south and comprises a grassed rainwater swale and basin. The second arcs round to the north and forms the public open space for the scheme with space for a play facility in the future.

2.4 The proposed residential development will be accessed from the existing point of ingress off the B4017 at the south western edge of the site. Access to the new bakery will be provided separately by proposed new access road at the north western boundary.

2.5 A new pedestrian crossing is proposed on Abingdon Road located immediately to the south of the residential access point, such that it is on the desire line between the site and the village centre. The crossing is proposed to be located between the vehicle accesses to property Nos. 57 and 59 on the western side of Abingdon Road. A second pedestrian crossing is proposed to the south of the new bakery access, in line with No.69 Abingdon Road. Both crossings would be a simple uncontrolled arrangement with dropped kerbs and tactile paving.

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

- Design and Access Statement
- Planning Statement
- Affordable Housing Statement
- Sustainability Statement
- Transport Assessment
- Flood Risk Assessment and Development Drainage Strategy
- Landscape and Visual Impact Assessment
- Landscape Masterplan
- Soft Landscaping Proposals
- Tree Report
- Tree Reference Plan
- Arboricultural Impact Assessment and Method Statement
- Tree Protection Plan
- Noise Report
- Ecology Report
- Archaeological Desk Based Assessment
- Archaeological Geophysical Survey
- Desk Study and Ground Investigation Report

2.7 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.

3.2 Steventon Parish Council	Objection on grounds of sustainability, too many houses, issues with affordable housing, pedestrian crossing points should be pelican crossings and concern raised on flood risk. Their full comments are attached at Appendix 3.
Neighbours	<p>Nine letters of objection have been received. The concerns raised may be summarised as follows:</p> <p>Policy</p> <ul style="list-style-type: none"> • The development is outside the built envelope of the village. • The site location is divorced from the village. • Potential risk of merging with Drayton. • Precedent to develop field to south. • Too many houses. • Need to ensure the bakery use is

	<p>secured and not lost to additional housing.</p> <p>Highways and parking</p> <ul style="list-style-type: none"> • Traffic generation will lead to congestion. <p>Drainage</p> <ul style="list-style-type: none"> • Inadequate sewer network. • Impact on existing surface water drainage / flood risk. <p>Amenity</p> <ul style="list-style-type: none"> • Loss of privacy. • Loss of views (not material). • Proposed location of bakery opposite existing dwellings will cause harm to amenity. <p>Environment</p> <ul style="list-style-type: none"> • Loss of open countryside. • Out of character with village edge. • Out of character with historic settlement of the village. • Impact on local wildlife. <p>Infrastructure</p> <ul style="list-style-type: none"> • Impact on local services and primary school.
Oxfordshire County Council One Voice	<p>No overall objection</p> <p><i>Highways</i></p> <ul style="list-style-type: none"> • No objection, subject to conditions and contributions. <p><i>Archaeology</i></p> <ul style="list-style-type: none"> • No objection, subject to conditions. <p><i>Education</i></p> <ul style="list-style-type: none"> • No objection, subject to contributions. <p><i>Property</i></p> <ul style="list-style-type: none"> • No objection, subject to contributions.
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.
Countryside Officer	No objection.
Urban Design Officer	No objection.
Environmental Health – Air Quality	No objection, subject to bakery flue / odour control condition.
Environmental Health – Contamination	No objection, subject to land risk assessment condition.
Environmental Health – Protection Team	No objection.
Waste Management Team	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 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
- 6 – Meeting business and employment 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
- 28 – New employment development on unallocated sites
- 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

5.3 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

5.4 National Planning Policy Framework (NPPF) – March 2012

5.5 Planning Practice Guidance (NPPG) – March 2014

5.6 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)

5.7 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

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

1. Principle of the development
2. Cumulative impact
3. Use of land
4. Locational credentials
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 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. However, the site sits outside the built up area of the village within open countryside, approximately 600 metres to the north from the centre of the village.
- 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, 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.
- 6.8 **Cumulative Impact**
Concern have been expressed by third parties that the village has already received a high volume of new residential developments, and so adding a further 57 dwellings is unacceptable. It is important to note that the NPPF does not suggest that populations of settlements should be limited in some way or not be expanded by any particular figure. The NPPF expects housing to be boosted significantly. Subject to no significant and demonstrable harm being identified, reasonable financial contributions to mitigate impact on services and facilities and no statutory objections being received officers consider there would be no reasonable planning grounds for justifying refusal of planning permission given the lack of a 5 year housing land supply and the

expectations of the NPPF.

6.9 Use of land

The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). This site comprising semi-improved grassland in agricultural use. However, the loss of this land to housing from agricultural production is outweighed by economic, social and environmental benefits.

6.10 Locational Credentials

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

6.11 Steventon village has a range of facilities, including a school, village hall and shops. The site is located to the north of the village immediately adjacent to dwellings along Abingdon Road. The centre of the village is approximately 600m away which is an acceptable walking distance, according to the Institution of Highway Engineers guidelines for providing journeys on foot (2000). A regular bus service also passes through the village providing access to Abingdon, Didcot and beyond, and a contribution towards improving this route has been requested by the county council. The nearest bus stop at Field Gardens is approximately 300m to the south of the site. The county council consider a footpath will be required on the eastern side of Abingdon Road, to provide access on foot to these stops which can be secured through condition. Overall, the proposal is considered to be a sustainable form of development under the terms of the NPPF.

6.12 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 mix and amount.

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	4 flats	4 flats 1 flat over garage 6 dwellings	2 dwellings	-	17
Shared Ownership	1 flat over garage	2 dwellings	2 dwellings	1	6
Total	5	13	4	1	23

6.13 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	8	16	10
SHMA expectation	2	9	14	10

6.14 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. Furthermore, the small 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.

6.15 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.

6.16 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.

6.17 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.

6.18 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 40.7 dwellings per hectare over a net developable area of 1.4 hectares. Whilst surrounding development is relatively low in density, taking into account the expectations of NPPF and the spatial layout, the proposed density is considered acceptable.

6.19 Spatial Layout

The proposed layout is based around a clearly defined network of small streets. The dwellings have been designed and positioned under a perimeter structure to ensure frontage development. Thereby ensuring an active frontage to the public realm consisting of public space and / or small streets. This defines what is private and public land, promotes eyes on streets, gives a coherent environment for all users, a sense of enclosure and is best practice in Urban Design terms according with principles DG28 and DG35. There is a mix of on street parking being street integrated, on plot parking and garaging. Private amenity space and bin storage is also provided for each dwelling. The proposed layout is acceptable.

6.20 Built form & Architectural Approach

The proposed built form consists of two storey dwellings with traditional proportionality, footprint and roof form. In terms of architectural detailing the approach is traditional with brick and tile construction, exposed eaves, protruding window cills and headers, and chimney stacks. The 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.

- 6.21 Overall the design and layout of the proposal is acceptable and will result in a high quality scheme as required by the NPPF.
- 6.22 **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.
- 6.23 Concern has been raised over the impact of the proposal on adjoining dwellings. However, the proposal complies with the 21m distance between first floor habitable rooms to all existing properties that sit adjacent to the application site. Therefore, the distances are in accordance with figure 5.59 of the design guide. Officers therefore consider any impact on existing neighbours are not sufficient to warrant refusal of the application.
- 6.24 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).
- 6.25 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. Overall, the proposal is acceptable in terms of residential amenity and complies with policy DC9 and the NPPF.
- 6.26 **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. Policy NE9 seeks to protect long open views within or across this area. The applicant's landscape and visual impact assessment has assessed a number of viewpoints and concludes 'the scale and nature of the development and its juxtaposition to other urban development will have a low landscape character impact and the degree of change is low'. In the context of an edge of village location, the landscape impact is not considered to be harmful. An acceptable landscape scheme can be achieved within the site, subject to condition in accordance with policy NE9 and the NPPF.
- 6.27 **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.
- 6.28 The scheme provides two main areas of public open space, the first provides a setting for the tree belt to the south and comprises a grassed rainwater swale and basin. The second arcs round to the north and forms the public open space for the scheme with space for a play facility in the future. In combination, these meet the 15% requirement of policy H23. In addition each dwelling is provided with private amenity space in the form of rear garden areas.
- 6.29 The application is supported with a concept landscape plan with strategic indigenous tree planting along site boundaries to create a visual barrier and stop views from residents and from public views beyond along with the management and maintenance of existing boundary planting. The landscape officer has no objection in principle, but

has stated 'The proposed trees need to be larger species in some places such as along the main road frontage and also southern internal road. There is space to plant trees which have a larger canopy to give a long term impact in scale with the proposed buildings.' The landscape officer has also stated that 'there is limited proposed planting on the sites northern boundary. The plans currently do not show planting such as a hedgerow to contain the site especially to screen the parking associated with the bakery'. It is considered these minor concerns can be addressed through the submission of a detailed landscape scheme (by condition).

6.30 The tree officer has no objection to the proposal, subject to tree protection measures during construction. A tree protection condition is therefore suggested to cover existing trees to be retained in the immediate vicinity of the site.

6.31 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).

6.32 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.

6.33 The application is supported by a Flood Risk Assessment, development drainage strategy and a sewer impact study. 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 network. The proposal is therefore acceptable in respect of flood risk and drainage.

6.34 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.

6.35 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.*"

6.36 The application is supported by a transport statement. The site will be accessed directly off the Abingdon Road It is proposed to access the residential development from the existing access and a new T-junction to the north to serve the new bakery and associated car parking. Both accesses to the site have been designed to meet the required standards and the visibility splays proposed are shown to be sufficient. The proposed points of access are acceptable.

- 6.37 Local concern has been expressed that the proposal would cause traffic congestion especially due to the level of traffic using the road from Abingdon. The residential development is expected to generate 33 two-way movements in the morning peak hour, 30 two-way movements in the evening peak hour and a total of 280 two-way movements daily. The new bakery will replace the existing facility and is predicted to have a neutral impact on traffic flows on the local road network. The proposal has been assessed by the County Highways engineer who raises no objection on traffic generation or highway safety grounds.
- 6.38 In terms of parking the proposal will provide a total of 121 allocated and 14 unallocated residential spaces (2 spaces are allocated per residential unit, with the exception of 1 bed units which will have 1 space). Parking for the bakery will comprise a total of 27 permanently surfaced parking spaces and 18 spaces in an overflow area to the rear. The proposed levels of parking are acceptable and accord with the council's adopted standards.
- 6.39 Overall, it is considered that the proposal is acceptable in terms of its implications for highway safety subject to conditions and contributions. The application therefore accords with the expectations of Policy DC5 and the NPPF.
- 6.40 **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...”
- 6.41 The application is accompanied by an Ecological Report, which states the site comprises part of a semi-improved grassland field that supports a range of common grasses and forbs of low overall habitat and botanical interest. Overall the habitats present on the site are common and widespread and surveys conducted in support of the application have not revealed any significant constraints.
- 6.42 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.
- 6.43 **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.
- 6.44 The applicant has undertaken a geophysical survey of the application. This has not revealed any significant archaeological features although it does show a number of discrete anomalies. None are demonstrably of equivalent significance to a scheduled monument or of sufficient importance to preclude the principle of development. The County Archaeologist has no objections to the development subject to requiring a further written scheme of investigation prior to commencement of development to ensure the proper recording of any finds. Subject to these conditions, the proposal accords with adopted local plan policy HE10 and the NPPF.
- 6.45 **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;

Vale of White Horse District Council – Committee Report – 17 June 2015

- 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.

- 6.46 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.
- 6.47 District provision includes contributions towards public art, street naming and waste bin provision on site.
- 6.48 The Parish Council has identified a new sports hall facility which the future occupants of the development would benefit. Proportionate contributions towards this project have therefore been requested.
- 6.49 Officers have been in discussion with the applicants in relation to S106 contributions and affordable housing provision and the following contributions have been requested.

Contribution Type	Amount
<i>Oxfordshire County Council</i>	
Transport	
Strategic transport infrastructure (£2737per dw)	£156,009
Public transport through Drayton (£795 per dw)	£45,315
Education	
St Michael's CE Primary School expansion	£164,233
John Mason (Academy) Secondary School expansion	£197,385
Administration and Monitoring	
Administration and Monitoring costs	£3,750
TOTAL	£566,692
<i>Vale of White Horse District Council</i>	
Sports and leisure – all off site	
Football and cricket pitch renovation	£7,703
Clubhouse/pavilion renovation	£3,231
Informal open space – on site	
Public open space maintenance	£97,645
Other District Requirements	
Waste bins £170 per dwelling	£9,690
Public art (on site) £300 per dwelling	£17,100
Street naming	£876.80
Administration and Monitoring	£2,000
TOTAL	£138,245.80
Parish Council Requirements	
New village sports hall	£68,775
Overall Total	£773,712.80 (£13,573.91)

	per dwelling)
--	---------------

6.50 At the time of writing the report these amounts are still under discussion with the applicant, but officers consider they are fair and proportionate and should be subject to a legal agreement should permission be granted.

6.51 In terms of delivery, the site can be delivered quickly to address the deficit in housing land supply and a one year time limit to start work on the residential element is suggested.

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 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. The provision of a new bakery facility will also secure business investment in the locality.

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 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.

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 : the following conditions**

- 1. Time Limit – 1 year.**
- 2. Approved plans.**

Residential element

1. Submission of material samples including panel on site.
2. Internal and external boundary treatment in accordance with approved plans.
3. Submission and implementation of landscaping scheme.
4. Submission of play area details and its future maintenance.
5. Development to be carried out in accordance with all tree protection measures set out in the arboricultural report (ACD Arboriculture ref MILL19328aia_amsA and dated 31 October 2014).
6. The development permitted by this planning permission shall only be carried out in accordance with the approved MJA Consulting Flood Risk Assessment (FRA) and Development Drainage Strategy, reference number 14/0666/4962, dated 27/10/2014, plus the Flood Compensation Scheme drawing attached to Chris Pendle's email to Boni Azeh dated 14/04/2015, and the following mitigation measures detailed within the FRA: 1. Runoff will be limited to 9l/s for the entire site. 2. Swales and attenuation ponds will be adequately sized to cater for events up to and including the 1:100 year flood event with a 30% allowance for climate. 3. Finished floor levels will be set no lower than 59.88m AOD. 4. Level for level / volume for volume flood compensation to be provided for all land the development encroaches into 59.340m AOD level and below. The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.
7. No development to commence until an on-site sustainable drainage system, to include appropriate runoff calculations and proposals for the future management and maintenance of the proposed drainage system has been submitted and approved. The approved drainage scheme shall be implemented prior to the occupation of any dwelling to which the scheme relates.
8. No development shall commence until details of off-site foul drainage improvements and on-site foul drainage details have been submitted to and approved. The approved drainage scheme shall be implemented prior to the occupation of any dwelling to which the scheme relates.
9. Submission of contaminated land risk assessment.
10. Archaeological written scheme of investigation to be agreed.
11. Programme of archaeological evaluation and mitigation to be agreed.
12. Submission of access details.
13. Parking and turning in accordance with approved plans.
14. Construction traffic management plan to include proposals to retain access to the existing bakery and adjacent industrial units from the existing access road during construction.
15. Submission of details for construction of a connecting footway to the Field Gardens bus stop on the eastern side of Abingdon Road.
16. Submission of cycle parking and bin storage details.
17. Submission of travel plan.
18. Mitigation measures identified in noise report to be implemented in full prior to occupation.

Bakery element

1. Submission of material samples including panel on site.
2. Submission and implementation of landscaping scheme.
3. Submission of boundary details.
4. Development to be carried out in accordance with all tree protection

measures set out in the arboricultural report (ACD Arboriculture ref MILL19328aia_amsA and dated 31 October 2014).

5. Drainage details to be submitted and approved.
6. Access details to be submitted.
7. Parking and turning details to be submitted.
8. Prior to the occupation or use of the development, the flue shall be fitted an odour control system in accordance with a detailed scheme which shall first have been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall include details of maintenance, a programme of maintenance and the acoustic treatment of the flue. Thereafter, the filters shall be maintained in accordance with the approved scheme.
9. Construction traffic management plan.
10. Travel plan statement.

Author: Stuart Walker
Contact number: 01235 540505
Email: stuart.walker@southandvale.gov.uk