

<b>APPLICATION NO.</b>	<a href="#">P15/V0471/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	10.3.2015
<b>PARISH</b>	BLEWBURY
<b>WARD MEMBER(S)</b>	Janet Shelley Reg Waite
<b>APPLICANT</b>	Bellway Homes Ltd (Thames Valley)
<b>SITE</b>	Chailey House Bessels Way Blewbury Didcot, OX11 9NJ
<b>PROPOSAL</b>	Erection of 30 dwellings comprising 6x2 bed homes 5x3 bed homes, 7x4 bed homes(open market housing), 9x2 bed homes, 2x3 bed homes, 1x4 bed homes (affordable housing), extension to existing access and provision of open space including 'Leap'.(as amended by plans / documentation received 23 April 2015)
<b>AMENDMENTS</b>	
<b>GRID REFERENCE</b>	453497/186266
<b>OFFICER</b>	Stuart Walker

---

## SUMMARY

This application is referred to committee because the Blewbury Parish Council objects.

The application is a revised scheme to one permitted in 2014 and seeks permission for 30 dwellings, with associated access and open space.

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 is acceptable.
- The proposed layout and design of the development within its context is acceptable.
- The impact of the proposed dwellings on the residential amenity of existing adjacent dwellings is acceptable.
- The proposed access, traffic generation and parking levels are acceptable.
- The impact of the development on the local drainage network and implications for surface water and flood risk are acceptable.

## 1.0 INTRODUCTION

1.1 Outline planning permission was granted for this site in February 2014, which approved the Layout, Scale, Access and Appearance of the development; the one outstanding Reserved Matter, Landscaping, was approved in October 2014. The applicant has subsequently reviewed the proposals and identified a number of matters which could be revisited, revised or re-planned in order to improve the scheme overall and has submitted the application as a revised scheme.

- 1.2 The 1.46 ha site lies on the northern edge of the village to the rear of properties on Whites Orchard, Bridus Mead, and the Ladycroft caravan park. It is relatively flat and comprises the existing house and gardens of Chailey House and a grassed field to the west, all partially enclosed by hedgerows with trees and post and rail fencing. Access is proposed from the existing point, via Whites Orchard. The whole of the site lies within the North Wessex Downs AONB and a BOAT (Bridus Way) runs along the south east side of the site.

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

## 2.0 PROPOSAL

- 2.1 The proposal is a major development submitted to help address the council's current five year housing land deficit.
- 2.2 The original scheme comprised 30 dwellings and flats with a mix of one, two, three, and four bedroom units, 40% of which will be affordable. The revised proposals do not propose an increase to the number of dwellings, or to the number or mix of affordable dwellings. However, the four apartments which formed part of the approved development have been removed, and the layout redesigned in order to provide all of the private dwellings in the form of houses, including one coach house. The disposition of the affordable dwellings within the site has also been revised.
- 2.3 The proposed housing has been designed in a traditional style to reflect local vernacular found in the village. The layout maintains the general pattern previously approved with dwellings predominantly two storeys arranged around three cul-de-sacs at a density of 20.5 dwellings per hectare. The key changes are the realignment of the easternmost cul-de-sac, the provision of a turning heading for emergency and refuse vehicles and limited alterations to elevations and changes to the size of market units. The public open space together with a locally equipped area of play (LEAP) remains as previously approved. In terms of parking a total of 72 spaces would be provided to serve the proposed dwellings, including ten visitor spaces, resulting in an increase of nine spaces from the extant permission.
- 2.4 The following documents have been submitted in support of the application and are available to view on the council's website:
- Planning statement
  - Design and access statement
  - Transport statement
  - Flood risk assessment
  - Arboricultural report
  - Ecology assessment
- 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	Objection. "Although we think the design is somewhat improved, we hold firm to everything we have said before in regard to density, extra traffic, foul water
----------------	---

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

	<p>drainage, insufficient infrastructure. This new application also proposes an extra 12% in the number of bedrooms, putting yet more pressure on the village's infrastructure, drainage, roads, and parking problems”.</p>
Neighbours	<p>3 letters of objection have been received. The concerns raised may be summarised as follows:</p> <p>Highways and parking</p> <ul style="list-style-type: none"> <li>• Traffic generation will lead to congestion.</li> <li>• Highway safety - changes result in nine extra bedrooms which will add more traffic over the bridleway.</li> </ul> <p>Drainage</p> <ul style="list-style-type: none"> <li>• Inadequate sewer network.</li> <li>• Impact on existing surface water drainage / flood risk.</li> </ul> <p>Infrastructure</p> <ul style="list-style-type: none"> <li>• Impact on local school and 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.</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> <p><i>Cllr Lilly</i></p> <ul style="list-style-type: none"> <li>• Objection – site is prone to flooding.</li> </ul>
Thames Water	No objection.
Environment Agency	The site has a low environmental risk.
Drainage Engineer	No objection, subject to conditions.
Landscape Officer	No objection, subject to conditions.
Tree Officer	No objection.

Countryside Officer	No objection.
Equality Officer	No objection.
Housing Development Team	No objection.
Leisure Team	No objection, subject to contributions.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P14/V2731/DIS](#) - Approved (13/03/2015)

Discharge of conditions 4 (materials), 5 (hard and soft landscaping) and 6 (tree protection) of planning permission P13/V0458/O

[P14/V2729/DIS](#) - Approved (27/02/2015)

Discharge conditions 10 (drainage) and 15 (CTMP) of Outline permission P13/V0458/O.

[P14/V2737/DIS](#) - Approved (08/01/2015)

Discharge of condition 3 (fencing details) on planning permission P14/V1744/RM

[P14/V1744/RM](#) - Approved (24/10/2014)

Reserved matters application following Outline permission P13/V0458/O (for demolition of existing bungalow. Erection of 30 dwellings comprising, 4x1 bed flats, 3x2 bed flats, 8x3 bed homes and 3x4 bed houses (open market housing), 1x2 bed flat, 8x2 bed houses, 2x3 bed houses and 1x4 bed houses (affordable housing), extension to existing access, improvements to Bridus Way and provision of open space including 'Leap', for Landscaping works only.

[P13/V0458/O](#) - Approved (06/02/2014)

Outline application for demolition of existing bungalow. Erection of 30 dwellings comprising, 4x1 bed flats, 3x2 bed flats, 8x3 bed homes and 3x4 bed houses (open market housing), 1x2 bed flat, 8x2 bed houses, 2x3 bed houses and 1x4 bed houses (affordable housing), extension to existing access, improvements to Bridus Way and provision of open space including 'Leap'.

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
- 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
- H11 - Development in the Larger Villages
- H13 - Development Elsewhere
- H16 - Size of Dwelling and Lifetime Homes
- H17 - Affordable Housing

H23 - Open Space in New Housing Development  
NE6 - The North Wessex Downs Area of Outstanding Natural Beauty

## 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
- 7 – Providing supporting infrastructure and services
- 15 – Spatial strategy for South East Vale 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

## 5.3 Supplementary Planning Guidance (SPG)

- Design Guide – March 2015
- 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. Affordable housing and housing mix
3. Design and layout
4. Residential amenity
5. Open space, landscaping and trees
6. Flood risk and surface / foul drainage
7. Traffic, parking and highway Safety
8. 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 Outline Planning Consent was granted in February 2014, which approved the Layout, Scale, Access and Appearance of the development; the one outstanding Reserved Matter, Landscaping, was approved in October 2014. The relevant conditions imposed on these permissions have been discharged and the existing dwelling has been demolished, thus constituting a material start on site. The principle of the development has therefore been established.

#### 6.4 **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 remains as previously approved of 9 x 2 bed, 2 x 3 bed and 1 x 4 bed. The revised distribution of the affordable units throughout the development is acceptable and the council's housing team are satisfied with the proposal.

#### 6.5 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%
SHMA expectation	1	4	7	5
Approved scheme	4	3	8	3
Proposal	0	6	5	7

- 6.6 It is clear the mix departs slightly 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 a number of smaller units. 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.
- 6.7 **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.
- 6.8 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.
- 6.9 The proposed changes to the layout are considered to be acceptable and observe many principles of the council's design guide, with active street frontages and good visual linkages. Each dwelling is considered to sit comfortably within its plot and sufficient outdoor amenity space and on-site parking is provided for each. Their design is considered to be high quality, with the use of sympathetic materials, and traditional pitched roofs. Overall, the scheme is considered to be visually acceptable.
- 6.10 **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.
- 6.11 The proposed residential development would not have any harmful impact on residential amenity of adjacent houses in terms of noise and disturbance, overshadowing, over-dominance or loss of privacy and security. Amenity standards within the council's design guide have been observed. Officers consider the proposal is thus acceptable in amenity terms.
- 6.12 **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.
- 6.13 The application retains an extensive area of open space, including a play area. In addition each dwelling is provided with private amenity space in the form of rear garden areas. The proposal thus accords with this policy.

- 6.14 The application is supported with a detailed landscape plan and the proposed layout has sufficient space to deliver a well landscaped scheme. The council's landscape officer has no objection to the proposal and the detailed landscaping can be secured through a planning condition.
- 6.15 **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).
- 6.16 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.
- 6.17 The application is supported by a flood risk assessment and development drainage strategy. The drainage bodies have no objections to the proposal and the surface water drainage scheme for the site has been agreed in principle. The proposal is therefore acceptable in respect of flood risk and drainage.
- 6.18 **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.
- 6.19 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.*"
- 6.20 The application is supported by a transport statement. The site would be accessed from Whites Orchard via its existing access. This is considered to be acceptable, together with the off-site highway improvements proposed in the locality. There is sufficient off street parking to meet the needs of each dwelling within the site along with turning areas.
- 6.21 Local concern has been expressed that the proposal would cause traffic congestion. However, there are no objections from the county engineer on traffic generation or highway safety grounds. The proposal is considered to accord with policy DC5 and the NPPF.
- 6.22 **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.

- 6.23 The following contributions have been requested and it proposed to secure the vale contributions through a deed of variation to the previously completed S106 agreement.

<b>Contribution Type</b>	<b>Amount</b>
<b><i>Oxfordshire County Council</i></b>	
<b>Transport</b>	
Travel plan	£1,240
<b>Education</b>	
Primary School expansion	£104,701
<b>Administration and Monitoring</b>	
Administration and Monitoring costs	£1,500
<b>TOTAL</b>	<b>£107,441</b>
<b><i>Vale of White Horse District Council</i></b>	
<b>Informal open space – on site</b>	
Public open space maintenance	£53,406
<b>Other District Requirements</b>	
Waste bins £170 per dwelling	£5,100
Public art (on site) £300 per dwelling	£9,000
Street naming	£460.80
Recreation	£66,492
<b>TOTAL</b>	<b>£134,458.80</b>
<b>Overall Total</b>	<b>£241,899.80</b> <b>(£8,063.33</b> <b>per dwelling)</b>

- 6.24 In terms of delivery, the site can be delivered quickly to address the deficit in housing land supply and 12 month time limit is proposed.

## 7.0 CONCLUSION

- 7.1 The principle of the development has been established through the earlier approved scheme which remains extant and can be implemented should this scheme not receive permission. The proposed changes to the layout and housing design are acceptable in urban design terms and the proposal is not considered to be harmful to the residential amenity of nearby properties, highway safety or flood risk. The proposal complies with relevant local and national planning policy and should be approved.

## 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: Completion of S106 agreements to secure contributions towards local infrastructure and to secure affordable housing, and;**

**2: Conditions as follows:**

1. Time Limit – 1 year.
2. Approved plans.
3. Materials in accordance with approved details.
4. Landscape scheme in accordance with approved plans.
5. Tree protection details in accordance with previously approved details.
6. Retention of existing hedgerow.
7. Maintenance of play area in accordance with previously approved details.
8. Boundary details in accordance with approved plans.
9. Detailed sustainable surface water drainage scheme, including the management and maintenance plan of the scheme for the lifetime of the development, in accordance with the submitted flood risk assessment 3871-FR001 dated February 2015 prepared by Structa LLP to be submitted.
10. Detailed foul water drainage strategy to be submitted and approved (in consultation with the water authority) and developed in accordance with the foul water impact study prepared by Thames Water ref: X4503-512 SMG 1276 dated July 2013.
11. The approved foul and surface water drainage scheme shall be implemented prior to the occupation of any dwelling to which the scheme relates.
12. Access in accordance with approved plans.
13. Parking in accordance with approved plans.
14. Garage accommodation to be retained.
15. Construction traffic management in accordance with previously approved details.

Author: Stuart Walker  
Contact number: 01235 540505  
Email: [stuart.walker@southandvale.gov.uk](mailto:stuart.walker@southandvale.gov.uk)