

APPLICATION NO.	P15/V0251/O
APPLICATION TYPE	OUTLINE
REGISTERED	6.2.2015
PARISH	KINGSTON BAGPUIZE
WARD MEMBER(S)	Eric Batts
APPLICANT	Rectory Homes Ltd
SITE	Land at Fallowfields, Faringdon Road, Southmoor
PROPOSAL	Outline application (for access only) for the erection of 43 dwellings and creation of a new access off Faringdon Road, together with open space and landscaping and all enabling and ancillary works
OFFICER	Adrian Butler

SUMMARY

The application seeks outline planning permission for the erection of up to 53 dwellings. Only the principle of housing on this site and means of access are to be considered as part of this application with all other matters (appearance, landscaping, layout and scale) being reserved matters for future consideration should outline permission be granted.

The main issues are:

- Whether the principle of development is acceptable
- Whether the site is a suitable location for new housing that can contribute to the five-year housing supply shortfall.
- The suitability of the access and whether the proposal will impact on highway safety or traffic flows.
- Implications for flood risk, foul and surface water drainage.
- Implications for ecology

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

This is a greenfield site on the edge of Kingston Bagpuize with Southmoor.

The principle of housing on this site is considered reasonable particularly in light of the lack of a 5-year land supply and Government advice in the NPPF which is considered more up to date and relevant in comparison to the housing policies in the adopted local plan and as the emerging local plan policies can only be given limited weight at this stage.

Access to the site from the Faringdon Road is acceptable. Consideration has been given to cumulative impacts of traffic on to this road and the A420 which is particularly busy at peak hours at the A420/A415 roundabout but the highway authority is satisfied the additional traffic flows can be accommodated.

Drainage issues can be addressed by planning conditions.

The applicant has undertaken ecology surveys of the land and no unreasonable impacts are considered likely.

1.0 **INTRODUCTION**

- 1.1 Kingston Bagpuize with Southmoor is defined as a large village by policy H11 of the adopted Local Plan. The village provides a range of services including shops, community facilities, a primary school, some limited employment opportunities and access to a regular public transport service serving larger towns.
- 1.2 This application relates to a greenfield site adjoining the Fallowfields hotel which is located to the western edge of the village and on the south side of Faringdon Road. The site comprises fields to the south and south west of the hotel grounds. The land is open in appearance but interspersed with trees on the field boundaries and lining the southern and western boundaries. The site levels fall gently to the south and to the west. A pond exists on site towards the north western boundary and adjacent to the retained Fallowfields hotel car park.
- 1.3 The northern boundary is defined by the hotel grounds including what appear as to be the remains of a ha ha alongside the rear lawn of the hotel. The eastern boundary is defined by a beech hedge alongside Bullockspits Lane beyond which is new housing and existing dwellings. The southern boundary has a good tree screen beyond which are fields. The western boundary is screened by trees beyond which seems to be a commercial building and fields.
- 1.4 There are two existing access points to the hotel. Both are retained with the most easterly proposed for accessing this site.
- 1.5 The site lies within the wider Lowland Vale landscape (Policy NE9 of the adopted Local Plan).
- 1.6 The application is presented to committee as the Parish Council object and more than four letters of objection have been received from local residents.

2.0 **PROPOSAL**

- 2.1 This is an application for outline planning permission seeking approval for up to 43 dwellings and means of access from Faringdon Road. The applicant has written to confirm that all other matters (layout, scale, appearance and landscaping) are to be reserved matters.
- 2.2 Access is proposed from Faringdon Road close to the junction of Bullockspits Lane with the Faringdon Road, and immediately west of Mullion Cottage. It does seem that the proposed access involves widening an existing hotel vehicular access point. The access also includes providing a footway to the east and on the southern side of Faringdon Road.
- 2.3 The application plans include an illustrative layout plan with 43 dwellings set in spacious grounds and incorporating significant areas of open space and retaining trees. Elevations of house types have been submitted but this are to be treated as illustrative only as the applicant has confirmed appearance and scale are now reserved matters.
- 2.4 The application is accompanied by a number of supporting documents, which are as follows:-
- Design and Access Statement
 - Planning statement
 - Transport statement
 - Travel Plan
 - Impact assessment

- Extended phase 1 habitat survey
- Flood Risk Assessment
- Arboricultural report

2.5 A site location plan is **attached** at Appendix 1.

3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

3.1 Below is a summary of the responses received. A full copy of all the comments made can be viewed online at www.whitehorsedc.gov.uk.

<p>Parish Council</p>	<p>Strongly object The Parish Council's objections may be summarised as:</p> <ul style="list-style-type: none"> • Contrary to the 2031 Local Plan • Loss of the setting of the 400 year old Fallowfields hotel and its attractive grounds will be a considerable loss to the community • Extends the village to the west and would encourage further unsustainable developments • The open space will not provide a useful recreation area • Foul water cannot meet current demands • Ongoing sewer replacement will cause 12 months of disruption • Disappointing that no bungalows are proposed • No highway improvements have resulted from recent developments e.g. a roundabout on the A420 leading to Pinewoods Road. <p>Their full comments are attached at Appendix 2.</p>
<p>Neighbours</p>	<p>Six letters of objection have been received. The concerns expressed may be summarised as flows:</p> <p>Principle</p> <ul style="list-style-type: none"> • Contrary to the 2031 Local Plan. This is an unallocated site and does not provide for local need, support employment, services and facilities • No need for the housing; there are unsold houses in the village • There is already a housing site

	<ul style="list-style-type: none">• allocation for the village• Extends the village beyond its existing boundaries <p>Highway</p> <ul style="list-style-type: none">• Road system is not designed to accommodate the increased traffic• Must not use Bullockspits Lane for access to the site• An existing access point onto from Bullockspits Lane into the site should be closed• Proposed access is too close to Bullockspits Lane and will be a traffic hazard• Dangerous sharp bend at the bottom of Springhill which would be problematic for the proposed access and increased traffic• Increased traffic on to the A420 which is dangerous with 3 fatalities in recent years• Increased danger to horse riders including those using the Riding School for the Disabled• Inadequate and narrow pavements on the main road towards Springhill <p>Design</p> <ul style="list-style-type: none">• Completely unsympathetic to the adjacent small hamlet of Springhill which is low density housing in substantial grounds <p>Environment</p> <ul style="list-style-type: none">• Change the nature of the area• Detrimental to the nature of the English countryside and the enjoyment of those who walk in the area• Street lighting would have a negative impact on the rural tranquillity of the area• Eats up the only green space left in Southmoor• The site contains a dew pond and many mature trees and is a pleasure to behold for the many walkers using Bullockspits Lane <p>Infrastructure</p> <ul style="list-style-type: none">• Inadequate sewerage capacity
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	<ul style="list-style-type: none"> • Frequent problems with the water supply • The village facilities cannot cope with the massive increase in housing • Inadequate school places for future residents • Cannot assess the impact of current housing on the village because many houses are unoccupied. Therefore, cannot assess properly the effects of this proposal • S.106 contributions are unlikely to resolve issues <p>Neighbour Impact</p> <ul style="list-style-type: none"> • Overlooking, loss of light and direct overlooking of Middle Barn (which is not shown on the plans) • Ask that the proposed dwelling immediately overlooking Middle Barn is removed or relocated • Ask that the principle working areas of the site be kept away from Middle Barn and working hour restrictions in line with those for the Pye Homes development be imposed • Improvements need to be made to proposed screening to safeguard the living conditions of the closest dwellings <p>Other</p> <ul style="list-style-type: none"> • Adequate drainage should be provided to ensure local dwellings are not affected by run-off with the water table is high in this area • Exacerbate flooding on the sharp bend at the bottom of Springhill • Increase flooding and sewerage problems
<p>Police</p>	<p>No objection subject to contributions as follows:</p> <ul style="list-style-type: none"> • Staff set up costs - £891 • Vehicles - £936 • Mobile IT - £510 • Radio Coverage - £86 • Control room and national database capacity - £677 • Premises - £3,950

<p>Oxfordshire County Council One Voice</p>	<p><u>Transport</u> No objection subject to conditions relating to parking to standards, vision splays 2.4m x 90m, travel packs, SUDS drainage</p> <p>The Transport Statement demonstrates that the numbers of vehicle trips generated by the proposed development would not be such as to have a detrimental impact in terms of network capacity.</p> <p>The proposed access needs to be at least 4.8m wide with a 1.5m footway on at least one side. Expect to see pedestrian connections from the site to Bullockspits Lane.</p> <p>30mph speed limit should be relocated further west. Request £2,000 to finance this.</p> <p>Seek a financial contribution of £1,000 per dwelling towards improved bus service on the A420 corridor.</p> <p>Seek a new footway from the site access to a bus stop to the east.</p> <p>Street lighting would need to be extended to the site access and encompass the vision splays.</p> <p><u>Archaeology</u> No objection.</p> <p>The proposal will not affect any known archaeological monuments or features.</p> <p><u>Education</u> No objection subject to contributions as follows:- - £166,897 for necessary expansion of permanent primary school capacity in the area. The Longworth Primary School is the catchment school for the major part of this development while a minor part of the development site lies within the catchment area of John Blandy (Academy) Primary. Neither school has the necessary spare places to meet the needs of this proposed development. - £227,539 for necessary expansion of permanent secondary school capacity in</p>
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	<p>the area – Faringdon Community College (Academy) and Matthew Arnold (Academy) - £9,300 as a proportionate contribution to expansion of Special Educational Needs provision in the area.</p> <p><u>Property</u> No objection. Financial contributions as follows are sought; - Witney library £10,976.909 - Central Library £2,214.75 - Waste Management £8,264.96 - Museum Resource Centre £645.70 - Wantage Adult Day Care £9,251</p> <p>Suggested an informative relating to sprinkler systems in new dwellings.</p>
Thames Water	<p>Waste Comments: Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application, therefore recommended a Grampian condition for a drainage strategy to be submitted and approved prior to commencement.</p> <p>Water Comments: recommend an informative in that they will aim to pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipe this minimum pressure in the design of the proposed development.</p> <p>Waste: the receiving sewer may not have sufficient spare capacity. Request a sewer impact study to ascertain whether any network upgrades will be required.</p>
Conservation officer	<p>There are no known heritage assets on the proposal site but the site lies in proximity to a number of listed buildings including The Tithe Barn, Longworth, Lamb and Flag and the Wagon and Horses to the NE. The settings of these buildings and the setting of Kingston Bagpuize and Southmoor Conservation areas needs to be taken into account and views into and out of these areas.</p>
Equalities officer	<p>The planning statement refers to the provision of lifetime homes in accordance with core policy 26, subject to viability. Should there be any viability problems, I would encourage any that are provided</p>

	<p>are incorporated into both the affordable and market housing. Encourages the amenity space to be accessible for all. Green space should incorporate bound gravel paths in order to ensure that residents with mobility impairments can also enjoy the space.</p>
Waste Team	<p>Seek a contribution of £170 per dwelling towards waste collection services for this development</p>
Countryside Officer	<p>No objections subjects to conditions requiring biodiversity enhancements and a lighting strategy.</p> <p>There will be no impacts on designated sites or priority habitats as a result of the development proposals. No evidence of protected species has been found from within the site. However, there is a known bat roost in the hotel and bats using the roost are likely to use the site for foraging and commuting to other feeding areas.</p> <p>The proposed site layout retains the majority of mature trees on the site and would provide opportunities for the creation of new habitats associated with the drainage infrastructure and open spaces. On this basis I am happy that the development could, if carefully implemented provide biodiversity enhancements to habitats on the site.</p>
Environment Agency	<p>No objection</p>
Drainage Engineer	<p>The revised flood risk assessment is sufficient to address surface water issues. Thames water foul water drainage has not been addressed and a foul water impact study and Grampian style drainage condition are required. Recommends conditions requiring surface water and a foul water drainage schemes to be submitted, approved and implemented.</p>

4.0 **RELEVANT PLANNING HISTORY**

4.1 There is no site history relevant to this proposal

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.

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Policy No.	Policy Title
GS1	Developments in Existing Settlements
GS2	Development in the Countryside
DC1	Design
DC3	Design against crime
DC5	Access
DC6	Landscaping
DC7	Waste Collection and Recycling
DC8	The Provision of Infrastructure and Services
DC9	The Impact of Development on Neighbouring Uses
DC12	Water quality and resources
DC13	Flood Risk and Water Run-off
DC14	Flood Risk and Water Run-off
H11	Development in the Larger Villages
H15	Housing Densities
H16	Size of Dwelling and Lifetime Homes
H17	Affordable Housing
H23	Open Space in New Housing Development
HE10	Archaeology
NE9	The Lowland vale

Emerging Local Plan 2031 – Part 1

- 5.2 The draft local plan part 1 is not currently adopted policy. It has not been subject to Examination and policies remain subject to objections. Paragraph 216 of the NPPF allows for weight to be given to relevant policies in emerging plans, unless other material considerations indicate otherwise, and only subject to the stage of preparation of the plan, the extent of unresolved objections and the degree of consistency of the relevant emerging policies with the NPPF. At present it is officers' opinion that the emerging Local Plan housing policies carry limited weight for decision making. The relevant policies are as follows:-

Policy No.	Policy Title
Core Policy 1	Presumption in favour of sustainable development
Core Policy 2	Co-operation on unmet housing need for Oxfordshire
Core Policy 3	Settlement hierarchy
Core Policy 4	Meeting our housing needs
Core Policy 5	Housing supply ring-fence
Core Policy 7	Providing supporting infrastructure and services
Core Policy 20	Spatial strategy for Western Vale Sub-Area
Core Policy 22	Housing mix
Core Policy 23	Housing density
Core Policy 24	Affordable housing
Core Policy 33	Promoting sustainable transport and accessibility
Core Policy 35	Promoting public transport, cycling and walking
Core Policy 36	Electronic communications
Core Policy 37	Design and local distinctiveness
Core Policy 38	Design strategies for strategic and major development sites
Core Policy 39	The historic environment
Core Policy 42	Flood risk
Core Policy 43	Natural resources
Core Policy 44	Landscape
Core Policy 45	Green infrastructure
Core Policy 46	Conservation and improvement of biodiversity

5.3 **Supplementary Planning Guidance**

- Design Guide – March 2015

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

Responding to Site and Setting

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

Establishing the Framework

- *Existing natural resources, sustainability and heritage (DG10-13, 15, 19)*
- *Landscape and SUDS (DG14, 16-18, 20)*
- *Movement Framework and street hierarchy (DG21-24)*
- *Density (DG26)*
- *Urban Structure (blocks, frontages, nodes etc) DG27-30*

Layout

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

Built Form

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

- Open space, sport and recreation future provision – July 2008
- Sustainable Design and Construction – December 2009
- Affordable Housing – July 2006
- Flood Maps and Flood Risk – July 2006
- Planning and Public Art – July 2006

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

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

5.6 **Other Relevant Legislation**

- Planning (Listed Buildings and Conservation Areas Act) 1990
- Community & Infrastructure Levy Legislation Human Rights Act 1998
- Equality Act 2010
- Section 17 of the Crime and Disorder Act 1998
- Natural Environment and Rural Communities (NERC) Act 2006
- The Conservation of Habitats and Species Regulations 2010
- Localism Act (including New Homes Bonus)

5.7 **Human Rights Act**

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

5.8 **Equalities**

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

6.0 **PLANNING CONSIDERATIONS**

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

1. Principle of the development
2. Use of Land
3. Locational Credentials
4. Landscape and Visual Impact
5. Open Space and Landscaping
6. Flood Risk and Surface/Foul Drainage
7. Traffic and Highway Safety
8. Protected Species and Biodiversity
9. Viability and Developer Contributions

The Principle of Development

- 6.1 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).
- 6.2 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.
- 6.3 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.
- 6.4 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.
- 6.5 Policy GS1 of the adopted Local Plan provides a strategy for locating development concentrated at the five major towns but with small scale development within the built up areas of villages provided that important areas of open land and their rural character are protected. In terms of a hierarchy for allocating development this strategy is consistent with the NPPF, as is the intention to protect the character of villages.
- 6.6 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.

Cumulative Impact

- 6.7 It is recognised that the village has been and remains the subject of planning applications for housing development and there is a proposed strategic housing site allocation in the emerging Local Plan for land east of the A415. With the strategic site allocation and permitted housing developments, and this site there could be over 600 dwellings added to the village which is a considerable number.
- 6.8 However, this proposal must be considered on its own merits alone and this village is considered a sustainable location for development. The NPPF, does not seek to restrict development in any settlement in terms of numbers; it expects housing to be boosted significantly. Cumulatively, these housing developments will place additional pressure on services, increase traffic, have a visual impact and provide potential for increased use of local shops and facilities helping to sustain them. Financial contributions are sought towards enhancing and providing for increased pressure on some services where new legislation allows e.g. policing, primary school, waste services. These contributions help mitigate for the effects. The highway authority has no objection on traffic grounds. Visually the permitted housing sites have been held to have no unreasonable impact. The landscape and visual impact of this proposal is addressed below. In accordance with paragraph 55 of the NPPF this proposed housing is located where it can help enhance or maintain the vitality of rural communities. In the absence of an up to date adopted Local Plan in terms of housing policy and limited weight afforded to emerging housing policy, policy in the NPPF takes precedence and it does not discourage this proposal in principle.

Use of Land

- 6.9 The NPPF encourages the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value (paragraph 17). This is not a brownfield site; it is greenfield. The site is agricultural land given over to pasture. According to Natural England's agricultural land classification map it is grade 3 and the loss of this relatively small area of land to housing will not adversely affect agricultural operations including food production.

Locational Credentials

- 6.10 The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34).
- 6.11 The site adjoins the edge of Southmoor. A good bus service operates along Faringdon Road connecting the village with Oxford, Swindon, Faringdon, Abingdon and Witney with their wider range of services and employment opportunities.
- 6.12 There are a range of services reasonably close to the site. The village post office is approximately 1.2km from the site; the village hall and recreation ground are approximately 900m away; A public house is some 410m walk. The John Blandy Primary School is approximately 1.3km away and the Longworth Primary School is considerably further way. It is highly likely that pupils would be driven to the Longworth Primary School. The walking distances to key facilities in the village are largely greater than 400m which is a desirable distance according to the Institution of Highways

Transportation guidelines for providing for journeys on foot (2000) but which does also advise distances up to 800m are acceptable and up to 1200m are a preferred maximum. (The distances provided are measured from a central part of the site and by road to the facilities). The bus stops are reasonably close to the site being about 270m from the centre of the site.

- 6.13 It is concluded that this is a reasonably accessible site for a housing development and in reaching this conclusion I am mindful of decisions to grant planning permission for housing on adjacent land to the east and to the north on the opposite side of Faringdon Road, and the statement at paragraph 5.9 in the emerging local plan 2031 that Kingston Bagpuize with Southmoor is a suitable location for development with comparatively high levels of services and facilities, good public transport connectivity with opportunities for improvement and good access to a wide range of employment.

Affordable housing and housing mix

- 6.14 The applicant is offering 40 % affordable housing which accords with Policy H17 of the adopted Local Plan. As this is an outline application it is not for this application to agree the mix and location of affordable housing; this would be agreed at detailed application stage. Officers will expect a detailed submission to accord with the SHMA guidance in respect of affordable housing mix and tenure based on 25% shared ownership and 75% being rented. Likewise the mix of market house sizes will be expected to accord with the SHMA. The mix illustrated is biased towards larger dwellings and this would not be acceptable.

Design and Layout

- 6.15 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, DC9). In March 2015 the council adopted its design guide, which aims to raise the standard of design across the district.
- 6.17 This is an outline application with only access to be considered. The details concerning layout and external appearance of the dwellings are reserved matters and would be considered should a detailed application be submitted; they are not part of the consideration of this outline application. It is not therefore, intended to address design and layout in any detail in this report.
- 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 some 13 dwellings per hectare which a low figure but reasonable for this edge of settlement location. The layout presented despite the use in the main of larger dwellings is compact and officers would expect a detailed scheme to be more reflective of the semi-rural character of the area. With this expectation and the need for the housing mix to follow the SHMA, the illustrated layout would require considerable change to obtain support from officers at reserved matters stage. In terms of house type officers consider Mullion Cottage a good example of design and this dwelling could be taken as a lead in the appearance of dwellings for this site
- 6.19 A detailed submission would need to convince the Council that 43 dwellings could be

accommodated on this site but given the low density illustrated and need to meet the housing mix recommended by the SHMA which will include more smaller units and fewer larger units, this site does seem capable of accommodating 43 dwellings. The appropriate stage to consider this would be at detailed application stage or reserved matter submission.

Residential Amenity

- 6.20 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 As appearance, layout and scale of development are reserved matters and not for consideration at this stage, it is not possible to consider the impact on residential amenity. The most appropriate stage to do this would be at detailed application stage or submission of reserved matters. There are dwellings that adjoin the site including Mullion Cottage, Springfield Farm and Middle Barn. The site is large enough to accommodate dwellings whilst being a reasonable distance away from these existing dwellings to avoid unreasonable overlooking or overshadowing. The adopted Design Guide provides guidance on protecting residential amenity and a detailed submission would be expected to comply with the Design Guide.

Landscape and Visual Impact

- 6.22 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. The site is part of the wider Lowland Vale landscape (policy NE9 of the adopted local plan applies).
- 6.23 The site is visually well contained by existing trees and the existing village to its north and east. Tree screening provides an excellent visual barrier to the site from the south and west limiting views in to and across the site. In long range views from outside the village views of the site are limited and the site is seen in the context of the village. Views from within the village across this site are extremely limited. Bullockspits Lane provides the clearest views of the site, as it passes the eastern site boundary. In these views the receptor is aware of the housing in Bullockspits Lane and the presence of the hotel and its grounds. Loss of the site to housing would have a limited impact in these views. In views from to the south from Bullockspits Lane towards the site, tree screening helps limit the views and will break up the appearance of the housing. The illustrative layout plan retains trees on site and on the boundaries, as well as the hedge against Bullockspits Lane. Furthermore, a spacious, landscaped layout is shown. These would all serve to limit the landscape and visual impact of the proposal. The limited visual harm needs to be balanced against the benefits of the proposal.

Open Space, Landscaping and Trees

- 6.24 Policy H23 of the adopted Local Plan requires a minimum of 15% of the residential area to be laid out as open space. The proposal indicates five open areas within the site with two of these areas being formal open space. Open space provision is illustrated as being in excess of 15% of the site and in accordance with policy H23 of the adopted local plan. The applicant advises it will set up a management company to manage the open spaces rather than transfer them to this Council or the Parish Council for maintenance. This is an acceptable solution. A financial contribution towards open space management is not required in this instance but conditions should be included to ensure open space is provided on site and managed.

- 6.25 There are trees and hedges within the site and on its edges which are to be retained. Planning conditions can secure this together with additional planting.

Flood Risk and Surface/Foul Drainage

- 6.26 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).
- 6.27 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. Policies DC13 and 14 are not considered to be consistent with the NPPF, because they do not comply with paragraphs 100 to 104 which require a sequential approach to locating development and provide that flood risk should not be increased elsewhere.
- 6.28 Local residents have made reference to flooding and drainage issues in the locality and are concerned that these are not made worse. A stream runs adjacent to the western boundary of the site. The site is in flood zone 1 which according to the NPPF is the preferred location for housing development, these being sites at least risk of flooding. The applicant has submitted a flood risk assessment as expected by the NPPF and which considers the use of SUDS in draining the development including providing attenuation ponds which will hold water and release it gradually at greenfield run off rates, use of permeable surfaces, provision of water butts for the dwellings and ensuring roads are at a lower level to the housing. This may require dwellings on the western side of the site having their slab levels 300mm above existing ground levels. . The Council's drainage engineer has reviewed the FRA and has no objection. It is also noted that the Environment Agency has no objection. A sustainable drainage scheme can be agreed and secured by planning condition thereby minimising the risks of flooding from this development.
- 6.29 Thames Water has identified a potential inability for the existing waste water system to accommodate the proposal and potential lack of capacity in the sewer system. They advise that waste water issue can be addressed by a Grampian type condition.
- 6.30 The applicant advises that Thames Water advice on sewer capacity is at odds with the advice received from them at pre-application stage. The applicant has commissioned an impact study to address the sewer capacity and this is likely to indicate that improvements to the system can be made (as is the case with other housing developments in the village e.g. 98 dwellings on land off Draycott Road, Southmoor), and that a Grampian style planning condition can address this issue.
- 6.31 It is recommended that Grampian conditions are imposed requiring waste and foul water drainage strategies to be implemented prior to occupation of any of the dwellings.

Traffic and Highway Safety

- 6.32 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 decisions 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 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 hotel presently has two access points to Faringdon Road. One is immediately west of Bullockspits Lane and Mullion Cottage and the second is to the west of the hotel and directly serves the car park. It is proposed to form a new access in in the location of the existing access point adjacent to Mullion Cottage. This will involve breaching the wall and hedge fronting Faringdon Road. This work is limited in width and visually the impact will be limited. The new access will pass close to the eastern boundary of the site and east of the hotel to the land to its south on which the dwellings are proposed. In addition a pedestrian footway is proposed to the east along the southern side of Faringdon Road to join up with a footway in front of the Pye Homes development which is on the eastern side of Bullockspits Lane.
- 6.35 The highway authority has not raised any concerns in respect of the access arrangements including resultant cumulative impacts of traffic from other permitted and planned housing schemes and the impact on the A415 and A420 junctions. Vision splays from the proposed access are good with clear vision in either direction owing to the wide and well-kept verges. A condition can secure the vision splays are maintained.
- 6.36 As this is an outline planning application on site parking for the dwellings is a matter for a detailed submission and that would be the appropriate time to consider this issue.

Ecology and Biodiversity

- 6.37 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...”*
- 6.38 The site contains open fields, trees and some outbuildings used as animal shelters. The site is not part of a designated nature conservation area or recognised for its nature conservation interest. There is no impact on any designated nature conservation area due to the site’s isolation from designated sites.
- 6.39 The applicant's ecologist has surveyed the site and the application is supported by a phase 1 habitat survey report. The report advises that loss of site habitat including grassland, buildings, a small fruit garden and small flower garden “will have no foreseeable impacts on the ecology of the site”. With the retention of some grassland areas, on site trees and creation of attenuation of ponds as well as retention of the existing pond on site, the applicant’s ecologist suggests there is potential for ecological benefit for the site.
- 6.40 No impacts on the bird population of the site are predicted. Brown long-eared bats roost in the roof space of the hotel; and use this site for foraging. There could be an impact on bats with street lighting provision. The applicant’s ecologist points out that the proposal is designed to avoid direct impacts for bats by retaining the framework of trees and landscape features used by bats, provide strategic landscaping, provide foraging habitat and adopt a sensitive lighting strategy.

- 6.41 The Council ecologist has no objection. As this is an outline application with layout a reserved matter a condition needs to be imposed requiring an ecology mitigation and enhancement strategy. The strategy could include protection of trees and watercourses beside the site, pond creation and enhancements to the existing ponds, new planting and creation of open spaces, provision of bat and bird boxes and limiting the areas that contain street lighting.

Historic Environment and Archaeology

- 6.42 Sections 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 special regard to be given to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses, whilst section 72(1) requires special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. Officers have given significant importance and weight to this requirement.
- 6.43 There are no listed buildings on site. The closest listed buildings are the grade II Wagon and Horses public house on the northern side of Faringdon Road and approximately 275m from the site access, and a dwelling called Westfield which is a grade II listed building on the southern side of Faringdon Road almost opposite the Wagon and Horses. These listed buildings are separated from the site physically and visually by existing buildings including new housing on the site immediately east of the application site. This site does not form part of their setting and there is consequently, no impact on the setting of listed buildings.
- 6.44 Policy HE1 of the Local Plan seeks to ensure that developments preserve and enhance the character and appearance of conservation areas, including the setting The Kingston Bagpuize with Southmoor conservation area is concentrated around the church and Kingston Bagpuize house with its western boundary being some 1.3km away and the site is physically and visually separated by development between the two. This site does not play a role in the setting of the conservation area and there is no affect on the conservation area.

Viability, affordable housing and Section 106 contributions

- 6.45 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.
- 6.46 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.
- 6.47 As discussed above, the application provides for 40% of the dwellings as affordable housing.

On 6 April 2015 a change in legislation was introduced by the Government which now prevents the pooling of more than five financial contributions to any one infrastructure project. Consequently this rules out requests for contributions towards Faringdon Community College, Matthew Arnold Academy, Special Educational Needs, Witney library, the central library, waste management, museum resources and adult day care in Wantage and public transport improvements along the A420 corridor.

- 6.48 With the above in mind the following developer contributions are considered fair and

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proportionate and should be subject to a legal agreement to secure them should planning permission be granted:-

Vale of White Horse District Council	<i>Proposed Contributions</i>
Sports and Recreation including: Artificial grass pitch in the Parish Outdoor tennis in the Parish MUGA in the Parish Football and cricket pitches in the Parish Clubhouse/pavilion in the Parish	£32,204
Waste Collection	£7,310 (£170/dwelling)
Street Naming and numbering	To be confirmed
Police	£7,050
Total	£46,564
Oxfordshire County Council	
	<i>Proposed Contributions</i>
Longworth and/or John Blandy Primary Schools	£166,897
Extend the 30mph speed limit on Faringdon Road	£2,000
Total	£168,897
Overall Total	£215,461

7.0 **CONCLUSION**

7.1 In view of the council's housing land supply shortfall, the presumption in favour of sustainable development applies and permission should be granted unless "*any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole*" (NPPF paragraph 14). Paragraph 7 of NPPF identifies three mutually dependant dimensions to sustainable development; it should fulfil an economic role, a social role and an environmental role.

7.2 The proposed development would perform an economic role, at least in the short term, in that it would provide employment during the construction phase. It would also create investment in the local and wider economy through the construction stage and new residents and their spending. This could help secure local facilities or make them more robust. Through increasing the housing stock, it would contribute to an expansion of the local housing market and could potentially improve the affordability of open market housing. In the Highworth Road, Faringdon appeal case (proposed up to 94 dwellings) it is noted that the Secretary of State considered that the "*benefits of the scheme would include the provision of much needed market and affordable housing to contribute towards acknowledged substantial shortfalls, and would generate considerable economic benefits of the type arising from housing development*" and that he gave these benefits significant weight (application no. P13/V1366/O, appeal reference APP/V3120/A/13/2210891).

7.3 The scheme would have a social role as it will provide in general additional housing that the District needs together with much needed affordable housing units. Whilst the housing mix does not strictly meet the SHMA this is a matter to be addressed fully at

detailed application/reserved matters stage.

- 7.4 The proposal will have some very limited environmental implications resulting from localised landscape harm and ecology impacts but mitigation can be put in place to address these. This limited harm is outweighed by the benefits of the proposal.
- 7.5 This is a reasonably accessible site with access to local facilities within reasonable proximity for access on foot or by cycling whilst travel by bus open up the opportunity to access a wider range of services and employment opportunities in the main towns and Oxford city.
- 7.6 Overall, and in view of the emphasis in the NPPF to boost significantly the supply of housing, the development is considered to amount to sustainable development, and whilst there will be some adverse effects, these do not significantly and demonstrably outweigh the benefits. Consequently, the application is recommended for approval subject to conditions and a legal agreement to secure affordable housing and developer contributions,

8.0 **RECOMMENDATION**

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

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

2: Conditions as follows:

- 1. Commencement – 12 months after reserved matters approval.**
- 2. Reserved matters submitted within 18 months of outline consent.**
- 3. Approved plans.**
- 4. Landscaping scheme required.**
- 5. Implementation of landscaping.**
- 6. Tree protection to be agreed.**
- 7. On site open space provision.**
- 8. Management of open spaces to be agreed.**
- 9. Sustainable Drainage Scheme to be agreed.**
- 10. Foul water drainage strategy to be agreed before development commences.**
- 11. Wildlife enhancement and mitigation measures to be agreed and provided.**
- 12. Contamination Investigation to be agreed.**
- 13. Construction traffic management plan to be agreed.**
- 14. Green travel plans to be agreed.**
- 15. Access construction.**
- 16. Vision splays as approved.**
- 17. Footway provision.**
- 18. No drainage to highway.**
- 19. Finished slab levels to be agreed.**
- 20. Lighting scheme to be approved.**
- 21. Provision of water butts.**
- 22. Wheel washing facilities on site during construction.**
- 23. Fire hydrants.**

Informatives

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- 1. Bird nesting.**
- 2. Works within the highway.**

Author: Adrian Butler

Email: adrian.butler@southandvale.gov.uk