

APPLICATION NO.	P15/V2016/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	24.8.2015
PARISH	STEVENTON
WARD MEMBER(S)	Matthew Barber
APPLICANT	Linden Ltd & Mr G J Gregory
SITE	Land off Hanney Road, Steventon, OX13 6AS
PROPOSAL	Erection of 18 affordable dwellings and 26 open market dwellings, with associated access road, landscaping and public open space.
AMENDMENTS	22 October 2015
GRID REFERENCE	446485/192025
OFFICER	Stuart Walker

SUMMARY

This application is referred to committee because a number of local residents and Steventon Parish Council object.

The application seeks permission for 44 dwellings, with associated access and open space and has been submitted to address the council's five year housing land supply deficit.

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 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, 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 3.09 hectare site lies on the western edge of the village to the rear of properties on Tatlings Road, and adjoins two earlier phases of development to the east

(Causeway Farm). It is relatively flat and comprises a grassed field partially enclosed by hedgerows with trees. The whole of the site lies within the lowland vale landscape. Part of the site is within flood zone 2. A location plan is **attached** at appendix 1.

1.2 Steventon is defined as a large village by policy H11 of the adopted Local Plan. The Town and Villages Facility Study Update 2014 also identifies Steventon as one of the district's larger villages with a range of services and facilities, including a school, village hall, shops, some limited employment opportunities and access to a regular public transport service serving larger towns.

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 scheme comprises 44 dwellings with a mix of one, two, three, four and five bedroom units, 18 of which will be affordable. The scheme has been developed with reference to the principles of the council's residential design guide and the proposed housing has been designed in a traditional style to reflect local vernacular found in the village. The dwellings are two storeys arranged around a central spine street with smaller pockets of development off of this at a density of approximately 18 dwellings per hectare. Public open space is provided on site towards the north end of the development.

2.3 A full suite of surveys and assessments have been undertaken to support the application. All plans and supporting technical documents accompanying the application are available to view online at www.whitehorsedc.gov.uk.

2.4 Extracts from the drawings are **attached** at Appendix 2 and 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.

Steventon Parish Council	<p>Objection:</p> <ul style="list-style-type: none"> • Over development. • Disproportionate increase in housing in the village. • Impact on village infrastructure. • Flood risk. • Inappropriate mix of house types. • Design not reflective of village.
Neighbours	<p>18 letters of objection have been received. The concerns raised may be summarised as follows:</p> <ul style="list-style-type: none"> • Disproportionate increase in housing / cumulative impact • Potential for further development • Traffic generation and impact on local highway network • Safety concerns regarding vehicle access directly onto Hanney Road • Impact on local infrastructure

Vale of White Horse District Council – Committee Report – 27 January 2016

	<ul style="list-style-type: none"> • Sewer capacity • Flood risk • School capacity • New dwellings out of keeping with existing bungalows that adjoin the site • Design not reflective of village. • Loss of trees • Impact on wildlife • Loss of amenity, privacy, views and security • Inadequate boundary treatment with properties in Tatlings Road (the boundary gap) • Impact on archaeological remains
Oxfordshire County Council One Voice	<p>No objection</p> <p><i>Highways</i></p> <ul style="list-style-type: none"> • No objection, subject to conditions and contributions towards relocating traffic calming features on Hanney Road, bus service X2 /36 improvements and two new bus stops on Hanney Road. <p><i>Archaeology</i></p> <ul style="list-style-type: none"> • No objection. <p><i>Education</i></p> <ul style="list-style-type: none"> • No objection, subject to contributions for expansion of St Michael's primary school. <p><i>Property</i></p> <ul style="list-style-type: none"> • No objection, subject to a contribution towards library book stock. <p><i>Minerals and Waste</i></p> <ul style="list-style-type: none"> • No objection.
Thames Water	<p>No objection, subject to conditions.</p> <ul style="list-style-type: none"> • Identified an inability of the existing waste water infrastructure to accommodate the development. Propose a Grampian condition requiring a drainage strategy to be approved detailing any on and/or off site drainage works prior to development commencing.
Drainage Engineer	No objection, subject to conditions.
Environment Agency	No objection.
Landscape Officer	No objection.
Tree Officer	No objection, subject to condition.
Countryside Officer	No objection, subject to condition.
Housing team	No objection.
Environmental Health – Contaminated Land	No objection.

Waste Management Team	No objection, subject to contributions.
Leisure Team	No objection, subject to contributions.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P14/V0866/FUL](#) - Approved (24/12/2014)

Residential development comprising of 25 units (including 11 affordable homes), parking, public open space and landscaping.(as amended by drawings received 28 July 2014)

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
- 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
- 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
- DC12 - Water quality and resources
- HE9 - Archaeology
- HE10 - Archaeology
- HE11 - Archaeology
- NE9 - The Lowland Vale

5.2 **The emerging Local Plan 2031, Part 1, Core Policies**

The draft Local Plan 2031 Part 1 is not currently adopted policy. As per paragraph 216 of the NPPF, at present it is officers' opinion that the emerging Local Plan housing policies carry limited weight for decision making. The relevant policies are as follows:-

- 1 – Presumption in favour of sustainable development
- 3 – Settlement hierarchy
- 4 – Meeting our housing needs
- 7 – Providing supporting infrastructure and services
- 8 – Spatial strategy for Abingdon on Thames and Oxford Fringe Sub-Area
- 22 – Housing mix
- 23 – Housing density
- 24 – Affordable housing
- 26 – Accommodating current and future needs of the ageing population
- 33 – Promoting sustainable transport and accessibility
- 35 – Promoting public transport, cycling and walking
- 36 – Electronic communications
- 37 – Design and local distinctiveness

- 38 – Design strategies for strategic and major development sites
- 39 – The historic environment
- 40 – Sustainable design and construction
- 41 – Renewable energy
- 42 – Flood risk
- 43 – Natural resources
- 44 – Landscape
- 45 – Green Infrastructure
- 46 – Conservation and improvement of biodiversity
- 47 – Delivery and contingency

5.3 **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
- Affordable Housing – July 2006
- Flood Maps and Flood Risk – July 2006
- Planning and Public Art – July 2006
- Oxfordshire Local Transport Plan, April 2014
- S106 interim guidance 2014

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

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

5.6 **Neighbourhood Plan**

Paragraph 216 of the NPPF allows for weight to be given to relevant policies in emerging plans, unless other material considerations indicate otherwise, and only subject to the stage of preparation of the plan, the extent of unresolved objections and the degree of consistency of the relevant emerging policies with the NPPF.

5.7 An application has been received for a neighbourhood planning designation area but to date a neighbourhood plan has not been submitted to the Council. Consequently no weight can be given to any policies that may be emerging in any draft neighbourhood plan.

5.8 **Environmental Impact**

This proposal does not exceed 150 dwellings and the site area is under 5ha. Consequently the proposal is beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015 and this proposal is not EIA development and there is no requirement under the Regulations to provide a screening opinion.

5.9 **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)

5.10 **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.

5.11 **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 materials considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the local planning authority shall

have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. The development plan currently comprises the saved policies of Vale of White Horse Local Plan 2011. Paragraph 215 of the NPPF provides that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

- 6.3 Other material planning considerations include national planning guidance within the NPPF and NPPG and the emerging Vale of White Horse Local Plan: Part 1-Strategic Sites and Policies and its supporting evidence base.
- 6.4 Paragraph 47 of the NPPF expects local planning authorities to *"use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area"*... The authority has undertaken this assessment through the April 2014 SHMA which is the most up to date objectively assessed need for housing. In agreeing to submit the emerging Local Plan for examination, the Council has agreed a housing target of at least 20,560 dwellings for the plan period to 2031. Set against this target the Council does not have a five year housing land supply.
- 6.5 Paragraph 49 of the NPPF states *"Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites"*. This means that the relevant housing policies in the adopted Local Plan are not considered up to date and the adverse impacts of a development would need to significantly and demonstrably outweigh the benefits if the proposal is refused. In order to judge whether a development is sustainable it must be assessed against the economic, social and environmental roles.
- 6.6 Policy GS1 of the adopted Local Plan provides a strategy for locating development concentrated at the five major towns but with small scale development within the built up areas of villages provided that important areas of open land and their rural character are protected. In terms of a hierarchy for allocating development this strategy is consistent with the NPPF, as is the intention to protect the character of villages. Steventon is classified as a large village in the local plan. However, the site is not allocated for housing and is clearly a greenfield site beyond the built up area of 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 has been raised by the parish council and local residents that the village has already received a number of new developments, and that this proposal to add a further 44 dwellings is unacceptable. Notwithstanding, the NPPF does not suggest that populations of settlements should be limited in some way or not be expanded by any particular figure. It expects housing to be boosted significantly.

6.9 The highway authority is not raising any concerns in response to increased traffic movements. Likewise no objections are being raised by technical consultees in regard to drainage, flood risk, foul and waste water disposal or infrastructure. Any cumulative impact arising from the proposal is therefore acceptable. Subject to financial contributions to the necessary facilities to offset the social and economic impact of the development on services and facilities, officers consider there would be no reasonable planning grounds for justifying refusal of planning permission due to the potential expansion of the population of Steventon.

6.10 Use of land

The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). The site is currently in agricultural use. According to Natural England's agricultural land classification map it is grade 3 – good to moderate, and the proposal will clearly result in the loss of this agricultural land. There will also be or potential for loss of other agricultural land with other housing proposals permitted and applications pending consideration. In an area such as this district where there is a limited supply of previously developed sites and a housing need, it is inevitable that some greenfield sites and agricultural land will be lost to housing. The harm in taking this grade 3 land and other land out of agricultural production needs to be balanced against the benefits of the proposal, and officers consider its loss to housing from agricultural production is outweighed by economic, social and environmental benefits, given the current housing shortfall.

6.11 Locational Credentials

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

6.12 Steventon village has a range of facilities, including a school, village hall and shops. The site is located to the west of the village, immediately adjacent to Hanney Road. The centre of the village is approximately 700m away which is an acceptable walking distance, according the Institution of Highways Transportation guidelines for providing journeys on foot (2000). A regular bus service also passes through the village providing access to Abingdon and beyond, and a contribution towards improving this route has been requested by the county council. The proposal is thus considered to be a sustainable form of development under the terms of the NPPF.

6.13 Affordable housing and housing mix

The application makes provision for 40% affordable housing which accords with Policy H17 of the adopted Vale of White Horse Local Plan 2011. The proposed affordable housing mix is shown in the table below. The distribution of the affordable units throughout the development is acceptable and the council's housing team are satisfied with the proposal.

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	2 flats	8 dwellings	3 dwellings	1	14
Shared Ownership	-	3 dwellings	1 dwelling	-	4
Total	2	11	4	1	18

6.14 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	4	11	11
SHMA expectation	1	6	11	8

- 6.15 It is clear the mix departs from that which the council would normally seek. However, 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.
- 6.16 **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.
- 6.17 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.
- 6.18 *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.
- 6.19 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 approximately 18 dwellings per hectare over a net developable area of 2.47 hectares. This is considered acceptable for this edge of village location, especially given local concerns that too many houses are proposed.
- 6.20 *Spatial Layout*
The proposed layout is based around a clearly defined small street and dwellings have been designed / positioned to front public space to provide a coherent environment for all users and a sense of enclosure, according with principles DG28 and DG35. There is a mix of on street parking, on plot parking and garaging and private amenity space and bin storage is also provided for each dwelling. The proposed layout is acceptable.
- 6.21 *Built form*
The proposed built form is two storey in height with a mix of dwelling types. Proposed dwellings in terms of heights, mass and external appearance are reflective of local architectural vernacular and are considered to accord with the building design principles of the design guide.

- 6.22 Overall the design and layout of the proposal is acceptable and will result in a high quality scheme as required by the NPPF.
- 6.23 **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.
- 6.24 Concern has been raised over the impact of the proposal on adjoining dwellings in terms of loss of privacy, views and security. The proposal considerably exceeds the 21m distance between first floor habitable rooms to existing properties as set out in figure 5.59 of the design guide (over 50m) and private views from existing dwellings across the site are not a material consideration. Suitable boundary treatments can be secured by condition to aid security and following requests from local residents, the applicant has agreed to provide a new close-boarded fence along the north edge of the public open space. Officers therefore consider any impact on existing neighbours are not sufficient to warrant refusal of the application.
- 6.25 **Landscape and Visual Impact**
The NPPF seeks to enhance the natural and local environment by protecting and enhancing valued landscapes (paragraph109). In NPPF terms this is not a valued landscape, nor statutorily protected. Policy NE9 of the adopted Local Plan designates the site as part of the wider Lowland Vale which is a distinctive landscape and valued for its own quality. Paragraphs 7.67 and 7.68 of the adopted local plan explains that *“the long views over the patchwork quilt of fields, farms and villages in the Vale are an essential part of the landscape quality of the District”* and that *“insensitively located or designed proposals could have an adverse impact on these open vistas and on the intrinsic qualities of the Lowland Vale”*.
- 6.26 The landscape in this area is generally flat. Views over the site tend to be restricted by the village to the north and east. Roadside vegetation along the Hanney Road also restricts views whereby the landscape impact on the Lowland Vale landscape is minor. Whilst gaps in the existing roadside vegetation will allow some close up views towards the development site, these are softened by existing boundary vegetation and in time by the proposed planting to the west of the access road.
- 6.27 The development site is adjoined with existing residential development to the north and east. In the context of an edge of village location, the landscape impact is thus not considered to be harmful and would not have a detrimental impact on the character of the lowland vale to warrant refusal. An acceptable landscape scheme can be achieved within the site, subject to condition in accordance with policy NE9 and the NPPF.
- 6.28 **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.
- 6.29 The scheme provides a main area of public open space, on the north part of the site. In addition each dwelling is provided with private amenity space in the form of rear garden areas. The proposal thus accords with this policy.
- 6.30 The proposed layout has sufficient space to deliver a well landscaped scheme which can be secured through the submission of a detailed landscape scheme (by condition).

- 6.31 There are a number of trees and hedges across the site, though as most are located towards the boundaries, the impact of the proposed layout on them will be limited. The applicant has submitted an arboricultural impact assessment which indicates that one mature tree will be lost as a direct result of the proposal – a maturing Ash identified as T16 in the tree survey. The tree officer has assessed this and considers “*It is in fair condition but with a limited safe life expectancy due to a cavity and decay at the base.*” In addition two of the sites hedges will require some sectional removal to accommodate the access from Hanney Road. It is considered the loss of the mature ash and parts of the hedging can be mitigated with appropriate planting and their loss would not be so harmful to visual amenity to warrant refusal of the application. The tree officer has no objection to the proposal, subject to tree protection measures during construction and the recommendations within the tree report (secured by condition). Officers have no evidence to differ from the views of the tree officer.
- 6.32 **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).
- 6.33 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.
- 6.34 The application is supported by a Flood Risk Assessment and development drainage strategy. The site is located partially within Flood Zone 2, defined as land having between a 1% and 0.1% chance of flooding in any given year. There is therefore a medium probability of flooding at the site. The proposed layout, however, shows that all dwellings will be located in Flood Zone 1 and the Flood Risk Assessment confirms that no ground raising will take place in Flood Zone 2. Based on this, the Environment Agency raise no objection.
- 6.35 A sustainable drainage scheme can be agreed and secured by planning condition thereby minimising the risks of flooding from this development. The drainage engineer has no objections to the proposal subject to further details being submitted under conditions.
- 6.36 Thames Water has identified a network capacity issue with the foul sewer network and has advised that a Drainage Impact Study is required to confirm if any off site reinforcement works are required and to identify where a connection could be made. Thames Water has been commissioned by the applicant to undertake this study work.
- 6.37 Notwithstanding, Thames Water have a legal obligation under Section 94 of the Water Industries Act 1991 (WIA 1991) to provide developers with the right to connect to a public sewer, regardless of capacity issues. This, when read in conjunction with Section 91(1) of the Act in effect makes it impossible for the Council to refuse to grant planning permission for development on the grounds that no improvement works are planned or as yet are identified for a particular area. Paragraph 20 Reference ID: 34-020-20140306 of the NPPG states:

“If there are concerns arising from a planning application about the capacity of

wastewater infrastructure, applicants will be asked to provide information about how the proposed development will be drained and wastewater dealt with...The timescales for works to be carried out by the sewerage company do not always fit with development needs. In such cases, local planning authorities will want to consider how new development can be phased, for example so it is not occupied until any necessary improvements to public sewage treatment works have been carried out."

6.38 A Grampian condition is therefore required to ensure that development does not commence until a detailed drainage strategy for on and off site infrastructure (identifying exactly what is required, where and when) is submitted to and approved by the planning authority and implemented before any discharge to the public system is accepted. Officers consider this is a reasonable condition.

6.39 Subject to the suggested drainage conditions, the proposal is acceptable in light of consultation responses received and the views expressed by the determining bodies in respect of flood risk and drainage.

6.40 **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.

6.41 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."*

6.42 The application is supported by a transport statement. The site will be accessed directly off the Hanney Road, which is acceptable. However, this access will require the existing traffic calming feature on Hanney Road to be moved further west.

The Applicant has acknowledged the required amendment to the existing traffic calming feature and these will be secured through the S278 Agreement process. A secondary pedestrian / cycle access will be provided on the north east side of the site. 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.

6.43 Local concern has been expressed that the proposal would cause traffic congestion especially due to the existing level of traffic using the Hanney Road. The residential development is expected to generate 25 two-way movements in both the morning peak hour and evening peak hour which is not expected to have a detrimental impact on the capacity of local junctions. The proposal has been assessed by the County Highways engineer who raises no objection on traffic generation or highway safety grounds.

6.44 In terms of parking the proposal will provide a total of 106 allocated and 10 unallocated spaces in accordance with the OCC 'Parking Standards for New Residential Development'. The applicant is also providing parking facilities for cycles within each residential dwelling. The proposed levels of parking are thus acceptable.

6.45 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.

6.46 **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...”

6.47 The application is accompanied by a phase 1 ecological assessment and reptile survey. The surveys have demonstrated that the site has a relatively low biodiversity value at present being predominantly comprised of widespread common habitats and species (improved grassland and arable field). The countryside officer raises no objection and considers the site layout does provide opportunities for increasing the value of the site post development. Therefore it is suggested and agreed that a method statement for biodiversity enhancements is submitted by condition. Subject to this and the views expressed, the proposal is considered to accord with the NPPF.

6.48 **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.

6.49 The applicant has undertaken an archaeological field evaluation. No significant archaeological features were revealed. As such there are no archaeological constraints to this application. The proposal thus accords with adopted local plan policy HE10 and the NPPF.

6.50 **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.

6.51 The NPPG provides further guidance on how to apply the tests mentioned above and notes the following:

1. Planning obligations assist in mitigating the impact of development which benefits local communities and supports the provision of local infrastructure.
2. Planning obligations should not be sought where they are clearly not necessary to make the development acceptable in planning terms.
3. Planning obligations must be fully justified and evidenced. Where affordable housing contributions are being sought, planning obligations should not prevent development from going forward.

6.52 *Recreation/sports Provision*

Vale of White Horse District Council – Committee Report – 27 January 2016

Additional population will increase pressure on existing facilities in the village and at Abingdon. It is reasonable to request contributions towards their improvement as no on site provision is being made as part of this proposal. The sums requested are set against planned and costed schemes. The amounts sought are proportionate to this development based on 44 dwellings.

6.53 Education

The County Council has confirmed expansion of St Michaels CE primary school is planned, and has sought a financial contribution of £148,427 for 11 pupil places, equating to £13,493 per pupil. The county council's request is justified in increasing pressure for new primary school places, reasonable and proportionate.

6.54 Transport

The public transport request (£795 per dwelling) is justified in seeking to pump prime the existing X2 / 36 services through the village. A contribution towards two new bus stops on the Hanney Road has also been requested which is considered to be reasonable and proportionate.

6.55 Property

The County Council has sought financial contributions of £2,080.20 towards increased book stock at Wantage library. It is advised book stock would need to be increased by 2 volumes per resident based on £20 per resident at 2012 prices. No evidence has been provided to justify this figure. Officers do not consider this request is reasonable or necessary to make this development acceptable.

6.56 The following developer contributions have been requested. These contributions are considered fair and proportionate:-

Vale of White Horse District Council	<i>Proposed Contributions</i>
Public art	£13,200
Street naming	£436
Waste bin provision	£7,480
New village sports hall	£68,930
Artificial Grass Pitch	£1,183
MUGA	£2,461
Health & Fitness trim trail	£9,727
Football pitches	£7,015
Cricket pitches	£3,431
Recreation - Clubhouse/pavilion	£14,624
Football maintenance	£8,026
Cricket Maintenance	£3,320
Public Open Space maintenance	£260,386
Play Maintenance	£2,323
Monitoring	£5,360
Total	£407,902
Oxfordshire County Council	<i>Proposed Contributions</i>
Promoting and making a Traffic Regulation Order for the amendment of the statutory speed limit	£2,500
Relocation of traffic calming feature	£500
Pump prime bus services in Steventon (X2 / 36)	£34,980

Installing infrastructure at two new bus Stops	£2,000
St Michaels primary school expansion	£148,427
S106 monitoring	£3,750
Total	£192,157
Overall Total	£600,059 (approx. 13,637 per unit)

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.

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, subject to:**

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

2 : the following conditions:

- 1. Commencement of development.**
- 2. Approved plans and documents.**
- 3. Materials in accordance with approved details.**
- 4. Detailed landscaping scheme.**
- 5. Landscaping implementation.**
- 6. Tree protection details.**
- 7. On site open space management plan.**
- 8. Fully detailed sustainable surface water drainage scheme to be agreed.**

9. **Surface water drainage scheme in accordance with the flood risk assessment.**
10. **Detailed method statement for removal of groundwater to be submitted.**
11. **No occupation until foul drainage strategy is agreed and implemented.**
12. **Vehicular access details in accordance with approved plans.**
13. **Car parking in accordance with approved plans.**
14. **Garage accommodation retained for parking.**
15. **Carriageway works installed prior to work on dwellings.**
16. **Construction traffic management plan to be agreed.**
17. **Travel plan pack provision for each dwelling.**
18. **Boundary details.**
19. **Biodiversity enhancement method statement.**

Author: Stuart Walker
Contact number: 01235 540546
Email: stuart.walker@southandvale.gov.uk