

APPLICATION NO.	P15/V2447/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	27.10.2015
PARISH	DRAYTON
WARD MEMBER(S)	Stuart Davenport
APPLICANT	Bloor Homes (South Midlands) Ltd
SITE	Land to the south of High Street, Drayton
PROPOSAL	Erection of 140 new dwellings, extension of the existing access with High Street, creation of new pedestrian and cycle routes, formation of public open space, construction of internal access roads, surface water attenuation, landscaping features and ancillary development. (As amended by plans received 13 January 2016 and 12 February 2016)
GRID REFERENCE	447839/193870
OFFICER	Stuart Walker

SUMMARY

This application is referred to committee as 13 letters of objection have been received from local residents.

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 application seeks full permission for 140 dwellings with associated public open space, access and landscaping. It is an unallocated site within the adopted Vale of White Horse Local Plan 2011, but is allocated in the Drayton neighbourhood plan as a site suitable for housing.

The 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, heritage assets and archaeology.

The principle of the development is acceptable and will help to address the council's current shortfall in housing land supply. The proposal is in accordance with policy P-H1 and other policies of the neighbourhood plan. 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, historic environment and archaeology are acceptable subject to conditions and contributions are sought to offset impacts on physical and social infrastructure. The application is recommended for approval subject to conditions and a S106 Agreement.

1.0 **INTRODUCTION**

1.1 The application site is located to the south of the High Street, at the southern part of the village. It is an unallocated site within the adopted Vale of White Horse Local Plan 2011, but is allocated in the Drayton neighbourhood plan as a site suitable for housing. The site lies within the Lowland Vale landscape (policy NE9) and is within an area for landscape enhancement (policy NE11). A small part of the site (at the north end) lies within the village conservation area.

1.2 The site is approximately 9.6 hectares in area and is currently used as grazing land. It is bounded by existing dwellings to the north and west (some of which are listed buildings), with open countryside to the south and east. The site is generally flat with access directly off the High Street through a formal agricultural entrance. There are a number of existing mature trees and hedgerows throughout the site which define field patterns.

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

2.0 **PROPOSAL**

2.1 The application seeks full planning permission for the erection of 140 dwellings, ranging in size from one to five bedrooms with a mix of dwelling types including detached, semi-detached and terraced units. Dwellings are predominantly two storey intermixed with some 2.5 storey buildings, at a density of approximately 31 dwellings per hectare. The proposal also provides six bungalows on the north west side of the site. Dwellings will be traditional in design reflective of local vernacular, and constructed in a range of bricks and tiles, through colour render and timber boarding.

2.2 The layout form is based around three character areas, ‘green edges’, ‘principal frontages’ and ‘core housing’ in a series of perimeter blocks with dwellings fronting onto streets. Access into the site is proposed to be taken through the existing access off the High Street, through the creation of an upgraded T junction. The access road will form the principle route through the centre of the site with secondary roads and shared surfaces leading onto private lanes and drives. A variety of pedestrian routes will be provided, including cycle access from the south (via East Way) linking through to the High Street. Allocated and unallocated parking is provided across the site in a variety of forms such as garages, on plot parking spaces together with some on street parking. The scheme incorporates areas of public open space within and around the built development edge, in addition to private amenity space for each dwelling.

2.3 A full suite of surveys and assessments have been undertaken to support the application and together with the application plans are available to view online at www.whitehorsedc.gov.uk. Extracts from the submitted 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.

<p>Drayton Parish Council</p>	<p>Support</p> <ul style="list-style-type: none"> • <i>Recommends that the revised application be APPROVED, the applicants having in their revised plans considered and addressed the concerns about drainage and traffic issues raised in the Council’s previous objection.</i>
-------------------------------	---

<p>Neighbours</p>	<p>13 letters of objection and one letter of comment have been received. The concerns raised may be summarised as follows:</p> <p><i>Policy</i></p> <ul style="list-style-type: none"> • This is the wrong location for houses. • Too many dwellings are proposed. • There is a need to assess whether this site benefits from sustainable development – as it is not sustainable in energy or traffic terms. <p><i>Highways</i></p> <ul style="list-style-type: none"> • Traffic generation will lead to congestion. • Existing road network is not suitable for increase in traffic and will lead to a severe impact. • Road network improvements are required. • The proposal is highly car dependent and contains no measures to reduce traffic. • Parking levels are in excess of standards. • Contributions towards bus services are not clear. <p><i>Design</i></p> <ul style="list-style-type: none"> • Proposal will be harmful to the character of the village. • The location of affordable housing is not acceptable. • Density is too low. • Housing mix does not provide enough smaller dwellings. • The layout is not sustainable as plots are not orientated to a southern aspect. • No on-site renewables are proposed. • Bungalows are a waste of space and resources. • The proposal offers no self-build or co-housing. • The neighbourhood plan runs to 2031 - phasing should be required. <p><i>Drainage</i></p> <ul style="list-style-type: none"> • Inadequate sewer network. • Impact on existing surface water drainage. • Flood risk. • Proposed drainage mitigation is inadequate. • Lack of detail on drainage ditch maintenance. <p><i>Amenity</i></p> <ul style="list-style-type: none"> • Little detail on access onto the High Street – should be conditioned to ensure character of the conservation area is preserved. • Potential loss of security to existing dwellings. • Loss of privacy / overlooking of existing dwellings. • Inappropriate boundary treatments. • Loss of vegetation on boundaries with neighbours. <p><i>Environment</i></p> <ul style="list-style-type: none"> • Loss of land as open space • Impact on setting of village. • Loss of wildlife and impact on protected species (badgers and bats). <p><i>Infrastructure</i></p>
-------------------	--

Vale of White Horse District Council – Committee Report – 2 March 2016

	<ul style="list-style-type: none"> Impact on local services, in particular impact on the primary school.
Oxfordshire County Council One Voice	<p>No overall objection</p> <p><i>Transport</i></p> <ul style="list-style-type: none"> No objection, subject to conditions and contributions. <p><i>Archaeology</i></p> <ul style="list-style-type: none"> No objection, subject to conditions. <p><i>Education</i></p> <ul style="list-style-type: none"> No objection, subject to contributions for primary and early-years education. <p><i>Property</i></p> <ul style="list-style-type: none"> No objection, subject to contributions for library book stock for Didcot Library. <p><i>Minerals & waste</i></p> <ul style="list-style-type: none"> No objection.
Thames Water	<p>No objection, subject to condition.</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.
Natural England	No objection.
Countryside Officer	No objection, subject to conditions.
Landscape Officer	No objection, subject to conditions.
Tree Officer	No objection, subject to conditions.
Urban Design Officer	No objection, subject to conditions.
Conservation Officer	No objection, subject to conditions.
Equalities Officer	No objection.
Environmental Health – Air Quality	No objection, but request an air quality assessment.
Environmental Health – Contamination	No objection.
Environmental Health – Protection Team	No objection.
Waste Management Team	No objection, subject to contributions.
Thames Valley Police	<p>No objection.</p> <ul style="list-style-type: none"> Seek contributions towards increased policing for the area.

Housing Development Team	No objection.
--------------------------	---------------

4.0 RELEVANT PLANNING HISTORY

4.1 Applications

[P10/V2089/LB](#) - Approved (09/03/2012)

Conversion of existing barn to 1 residential unit, conversion and extension of existing barn to 1 residential unit and the erection of 1 new residential dwelling, along with associated access and amenity space

[P10/V2088](#) - Approved (09/03/2012)

Conversion of existing barn to 1 residential unit, conversion and extension of existing barn to 1 residential unit and the erection of 1 new residential dwelling, along with associated access and amenity space

4.2 Pre-application advice

The applicant undertook pre-application discussions with officers on 6th February 2015. The key matters discussed are as follows:

- Urban design principles and master planning;
- Flooding and drainage;
- Landscape and visual impact;
- Archaeology;
- Ecology;
- Access and highways;
- Protection of the setting of the conservation area.

5.0 POLICY & GUIDANCE

5.1 Vale of White Horse District Council Local Plan 2011

The development plan for this area comprises the adopted Vale of White Horse local plan 2011. The following local plan policies relevant to this application were 'saved' by direction on 1 July 2009.

GS1 - Developments in existing settlements

GS2 - Development in the Countryside

DC1 - Design

DC3 - Design against crime

DC4 - Public Art

DC5 - Access

DC6 - Landscaping

DC7 - Waste Collection and Recycling

DC8 - The Provision of Infrastructure and Services

DC9 - The Impact of Development on Neighbouring Uses

DC10 - The Effect of Neighbouring or Previous Uses on New Development

DC12 - Water quality and resources

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

HE1 - Preservation and enhancement: implications for development

HE4 - Historic buildings; setting

HE9 - Archaeology

HE10 - Archaeology

HE11 - Archaeology

NE9 - The Lowland Vale
NE11 - Areas for Landscape Enhancement

5.2 Drayton Neighbourhood Plan

Paragraph 216 of the NPPF allows for weight to be given to relevant policies in emerging plans, unless other material considerations indicate otherwise, and only subject to the stage of preparation of the plan, the extent of unresolved objections and the degree of consistency of the relevant emerging policies with the NPPF. The Drayton neighbourhood plan has been to referendum, and is 'made'. It therefore carries significant weight as per paragraph 216 of the NPPF. The following planning policies are relevant to the proposal:

P-LF3 – Building design guidance
P-LF4 – Conservation Area
P-LF5 – The historic environment
P-LF6 – Additional greenery - new developments
P-WP1 – Connected development
P-T1 – Travel plans
P-S1 – Biodiversity
P-H1 – Scale of development and site allocation
P-H2 – Affordable housing
P-H3 – Contributions
P-H4 – External facilities

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

The draft local plan part 1 is not currently adopted policy. Whilst the draft local plan has now been through examination the inspector's report has not been received and policies remain subject to unresolved objections. As per paragraph 216 of the NPPF, at present it is therefore officers' opinion that the emerging Local Plan policies carry limited weight for decision making. The relevant policies are as follows:-

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

5.4 **Supplementary Planning Guidance (SPG)**

- Design Guide – March 2015

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

Responding to Site and Setting

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

Establishing the Framework

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

Layout

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

Built Form

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

- Open space, sport and recreation future provision – July 2008
- Affordable Housing – July 2006
- Flood Maps and Flood Risk – July 2006
- Planning and Public Art – July 2006
- Oxfordshire Local Transport Plan 2011 to 2030
- Draft Local Transport Plan 4 – 2015
- S106 interim guidance – 2014

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

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

5.7 **Environmental Impact**

The site area exceeds 5ha in size and is therefore, above the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015. As required by the above Regulations officers have undertaken a screening opinion. Taking into account government guidance on thresholds in paragraph 58 of the NPPG and having considered the potential for significant effects of the proposal in accordance with Schedule 3 of the Regulations, it has been decided that in this case this proposal is not EIA development.

5.8 **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)

5.9 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.

5.10 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. The principle of the development
2. Use of land
3. Locational credentials
4. Affordable housing and housing mix
5. Design and layout
6. Residential amenity
7. Landscape and visual Impact
8. Open space, landscaping and trees
9. Flood risk and surface / foul drainage
10. Traffic, parking and highway safety
11. Ecology and biodiversity
12. Historic Environment and archaeology
13. Delivery and contributions

6.2 The principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations.

6.3 The development plan currently comprises the saved policies of the Vale of White Horse Local Plan 2011 and the Drayton Neighbourhood Plan 2015 (DNP). 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).

6.4 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.

6.5 This site is an unallocated site within the adopted local plan, but is allocated in the Drayton Neighbourhood Plan (DNP) as a site suitable for approximately 140 dwellings. The allocation is intended to contribute towards the requirement of 5,438 dwellings identified for the Abingdon on Thames and Oxford Fringe sub-area within the emerging local plan 2031. The neighbourhood plan has been through referendum and is made and therefore can be afforded significant weight in the planning balance of this case. As such, the principle of development is acceptable.

6.6 Use of land

The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). The site is in agricultural use. According to

Natural England's agricultural land classification map it is grade 2 – very good, and the proposal will clearly result in the loss of this agricultural land. However, 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. Furthermore, the harm in taking this grade 2 land and other land out of agricultural production needs to be balanced against the benefits of the proposal, and officers consider the loss of this land to housing from agricultural production is outweighed by economic, social and environmental benefits, given the current need for housing and its allocation for housing in the neighbourhood plan.

6.7 Locational Credentials

The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34). Drayton is one the district's large villages and boasts a range of services that can support, and benefit from, an increase in population.

6.8 The site is located close to the centre of the village, immediately adjacent to the High Street. The centre of the village is approximately 300 - 400m away. Regular bus services (X1 / X2 / 34) pass through the village providing access to Oxford, Abingdon, Didcot, Wantage, Milton Park, Harwell campus and beyond. The primary school is around 950m walk and the recreation ground is approximately 650m. These walking distances to key facilities are considered acceptable according the Institution of Highways Transportation guidelines for providing journeys on foot (2000). In terms of its location relative to existing facilities, the proposal is considered a sustainable form of development and provides opportunity to minimise travel and maximise the use of non-car transport.

6.9 Affordable housing and housing mix

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

	1 bed	2 bed	3 bed	4+ bed	Total
Rent	12	15	13	2	42
Shared Ownership	-	11	3	-	14
Total	12	26	16	2	56

6.10 Policy H16 of the Adopted Local Plan requires 50% of houses to have two beds or less. However, 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%
Expectation	5	18	36	25
Proposal	5	18	36	25

6.11 Concern has been raised by local residents that the proposal does not provide enough small general market properties or properties for the elderly. However, the proposal accords with SHMA requirements, and provides a variety of bungalows, flats and

houses. Officers, therefore consider the mix to be acceptable.

6.12 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.

6.13 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.

6.15 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.

6.16 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 net density of 31 dwellings per hectare which is considered acceptable.

6.17 Spatial Layout

The layout form is based around three character areas, 'green edges', 'principal frontages' and 'core housing' in a series of perimeter blocks with dwellings fronting outwards. The proposed layout has been derived from discussions with the community and has been designed to protect the amenity of existing properties on Steventon Road and the High Street with a substantial landscape buffer provided along the western boundary. The layout is designed around an informal road structure with a principal access road, shared surfacing and private lanes to provide a coherent environment for all users and a sense of enclosure, according with principles DG28 and DG35. A variety of pedestrian routes are provided, including a new cycle access route through the site linking to the High Street.

6.18 The edge of a development is often a critical aspect to a new development on the edge of an existing village and principle DG29 seeks applicants to provide a positive edge. The layout provides a substantial open space buffer on the eastern side of the site and properties are orientated to positively front this. The layout has also been amended to take account of technical officer comments in relation to trees, landscape and urban design, which has resulted in the orientation of the bungalows being handed to provide a better relationship with the western boundary and to provide more natural surveillance to the proposed cycle way.

6.19 Built form

The proposed built form is predominantly 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.

6.20 Overall the design and layout of the proposal is acceptable and will result in a high

quality scheme as required by the NPPF.

6.21 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.

6.22 Concern has been raised over the impact of the proposal on adjoining dwellings in terms of loss of privacy and security. The application proposes an appropriate design response to existing dwellings through the substantial landscape buffer on the western side. Furthermore bungalows are sited in the northwest corner to reduce the visual impact to those existing properties adjacent to the boundary of the site. The proposal exceeds the 21m distance between first floor habitable rooms set out in figure 5.59 of the design guide (distances range from 25m to 34m). Officers therefore consider any impact on existing neighbours are not sufficient to warrant refusal of the application.

6.23 The NPPF states that the planning system should contribute to and enhance the natural and local environment by, amongst other things, preventing both new and existing development from contributing to or being put at unacceptable risk from pollution (paragraph 109).

6.24 Environmental Health have requested an air quality assessment as they consider the site feeds into the Air Quality Management Area (AQMA) of Marcham Road, Abingdon. The site however lies some 3.5km outside the AQMA and officers consider traffic impacts on air quality from the proposed 140 dwellings would be negligible in the context of the wider AQMA. National Planning Guidance (Paragraph: 040 Reference ID: 14-040-20140306) is clear that *“information requested with a particular planning application must be reasonable having regard, in particular, to the nature and scale of the proposed development; and about a matter which it is reasonable to think will be a material consideration in the determination of the application.”* In the light of the above, officers have not sought an assessment.

6.25 Landscape and Visual Impact

The NPPF seeks to enhance the natural and local environment by protecting and enhancing valued landscapes (paragraph 109). The site is part of the Lowland Vale landscape and identified in the current development plan as an area for landscape enhancement.

6.26 Allocating the site for housing development in the Neighbourhood Plan suggests an impact for the landscape is acceptable in principle. The proposed development would have a localised moderate to minor landscape impact and a minor visual impact on this part of the Lowland Vale. The impacts mainly relate to the loss of pasture and the existing field pattern, the extension of the village form southwards and the visual impact of built form predominantly when seen from the bridleway to the south. The site layout has sought to mitigate the landscape and visual effects, with the retention of the majority of trees and hedgerows on site, with additional tree planting and the master planning of the site. Development has been set back from the northern site boundary for example to minimise visual impact on the High Street and the eastern and southern site boundary at the interface with the existing open countryside. The landscape officer raises no objection to the proposal and overall the localised landscape impact is outweighed by the economic and social benefits of the scheme. Officers consider the proposal accords with policies P-H1 of the DNP, NE9 & NE11 of the adopted local plan and the NPPF.

6.27 Open Space, Landscaping and Trees

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

6.28 The application proposes extensive areas of open space in excess of the policy requirement, and includes a play area. In addition each dwelling has private amenity space in the form of rear garden areas. The proposal thus accords with this policy.

6.29 The application is supported with a concept landscape plan and the proposed layout has sufficient space to deliver a well landscaped scheme. The council's landscape officer has raised no objection subject to the submission of a detailed landscape scheme (by condition).

6.30 Following further detailed information in relation to the access from the High Street, the tree officer has confirmed the *"access is much improved and the subsequent long term retention of the Horse Chestnut (T4) will be significantly improved. The entire junction construction now appears to be outside the root protection area so the tree can be securely protected without compromising the construction progress for the access."* Overall, the tree officer raises no objection to the proposal, subject to tree protection measures during construction. This can be secured by condition.

6.31 Flood Risk and Surface/Foul Drainage

The NPPF provides that development should not increase flood risk elsewhere and should be appropriately flood resilient and resistant (paragraph 103). It states that the planning system should contribute to and enhance the natural and local environment by, amongst other things, preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution (Paragraph 109).

6.32 Adopted local plan policy DC9 provides that new development will not be permitted if it would unacceptably harm the amenities of neighbouring properties or the wider environment in terms of, amongst other things, pollution and contamination. Policy DC12 provides that development will not be permitted if it would adversely affect the quality of water resources as a result of, amongst other things, waste water discharge.

6.33 The Environment Agency Flood Map shows the whole site to be located within the lowest risk category, Flood Zone 1, which are zones the least susceptible to flooding and preferred in flood risk terms for housing development.

6.34 Local residents have however expressed concern that this development could increase the risk of flooding in the village, particularly on adjoining land through the discharge of surface water into the existing ditch course.

6.35 The application is supported by a Flood Risk Assessment (FRA) as expected by the NPPF. It provides a list of flood risk management measures to be implemented. Amongst these measures it is proposed that all surface water runoff from impermeable areas on the proposed development will be attenuated on site via the use of sustainable drainage systems with a restricted discharge into the existing watercourses within the vicinity of the site.

6.36 The drainage engineer has assessed the FRA and raises no objections to the proposal subject to further details being submitted under conditions. These details will include a requirement to assess the receiving watercourse to ensure the development does not cause off site flooding downstream. Officers consider a sustainable drainage scheme

to achieve this can be agreed and secured by planning condition thereby minimising the risks of flooding from this development.

- 6.37 Thames Water has identified a network capacity issue with the foul sewer network. In response the applicant has commissioned a Sewer Impact Study, which has identified some off site works are required in the High Street. The study concludes that “*the proposed indicative option resolves the modelled increase in flooding on the sewer network*” and discussions are ongoing between Thames Water and the applicant as to when these works will be undertaken.
- 6.38 Thames Water recommend a Grampian condition is therefore required to ensure that development is not occupied until the required off site works are complete. Officers consider this is a reasonable condition to ensure the identified works are implemented before any discharge to the public system is accepted.
- 6.39 Subject to the suggested drainage conditions, the proposal is acceptable 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. DNP policy P-T1 requires travel plans to be put in place to reduce traffic volume. 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 assessment and a framework travel plan. The site will be accessed via a new T junction with the High Street which is acceptable.
- 6.43 Local concern has been expressed that the proposal would cause traffic congestion especially due to existing problems with the local road network. The development is expected to generate 73 two-way movements in the morning peak hour, and 80 two-way movements in the evening peak hour. It is considered this level of traffic generation will have no significant impact on the highway network. 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 326 spaces (211 allocated, 16 unallocated and 99 garage spaces), which accords with OCC parking standards contained within Transport for New Developments – Parking Standards for New Residential Developments.
- 6.45 Policy P-T1 of the DNP confirms that development proposals which give rise to an increase in traffic will be required to put in place detailed travel plans. The framework travel plan identifies that the site is located in a sustainable location with good pedestrian access and public transport connections. It refers to the transport strategy for the village and also sets out sustainable transport options, but does not give

sufficient detail for monitoring expected travel modes to and from the site. As such the county highways team confirm a more detailed travel plan will be required. Officers consider the level of information submitted with the application is sufficient to comply with the policy and further details can be secured by condition.

6.46 Overall, it is considered that the proposal is acceptable in terms of its implications for highway safety subject to conditions. The application therefore accords with the expectations of Policy P- T1 of the DNP, DC5 of the adopted local plan and the NPPF.

6.47 **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...”

6.48 The site has been subject to general habitat surveys, bat activity surveys, reptile survey, badger surveys and great crested newt surveys. No reptiles or great crested newts have been recorded on the site or within ponds in the surrounding area. There are no active badger setts present on the land although it is likely that badgers will forage across the land at various times. The bat activity surveys have shown that the site is used by the local bat population for foraging. Eleven of the existing trees have been identified as having the potential for providing roosting sites for bats. All of the existing trees with bat roost potential are being retained in the outline proposals within areas of public open space.

6.49 The main habitat features of interest on the site are the hedgerows, watercourse and small areas of wet grassland. The majority of these areas are proposed for retention within the scheme and the opportunity exists within the proposed layout for enhancement of the retained features and creation of new habitat features including a number of new wetland areas and detention basins which should provide enhanced habitats for amphibians and reptiles.

6.50 Overall, the countryside officer has confirmed “*there are no significant ecological constraints on this site that would constrain the proposed development. The proposed layout provides opportunities to incorporate enhancements for biodiversity which would help the development to achieve a no net loss for biodiversity whilst maintaining the most important of the existing habitats. If planning permission is to be granted then conditions should be imposed to ensure the proposals achieve a no net loss and ensure the existing habitat features are properly protected.*” Subject to these conditions, the proposal is considered to accord with the NPPF.

6.51 **Historic Environment and Archaeology**

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires a local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. Considerable importance and weight should be given to this requirement.

6.52 Paragraph 132 of the NPPF confirms that “*When considering the impact of a proposed development on the significance of a designated asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be*”. The NPPF adds at paragraph 133 that proposals causing substantial harm to or total loss of significance of a designated heritage asset should be refused unless the

substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss. Paragraph 134 of the NPPF explains that less than substantial harm to the significance of the heritage asset should be weighed against the public benefits of the proposal.

- 6.53 Policy HE4 of the adopted local plan and DNP policy P-LF5 seek to protect the setting of listed buildings. Listed buildings in proximity or in views relating to the proposal site include the Church of St Peter, No 20 High Street (Pond House), No 24 High Street, No 30 High Street and No 3 High Street.
- 6.54 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention should be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. In this case considerable importance and weight is given to the desirability of protecting or enhancing the character or appearance of the conservation area. Policy HE1 of the adopted local plan and DNP policy P-LF4 also seek to preserve or enhance the character or appearance of the conservation area.
- 6.55 Officers consider the proposal will not have a significant impact on the conservation area or for the setting of nearby listed buildings. Impacts on the core of the conservation area and listed buildings would be limited due to the location of the new housing on a site which is logical in terms of extension to the existing evolved village morphology and which is bounded by a mixture of stone walls, tree and hedge boundaries. The height, scale, form and materials of new housing are carefully detailed and have been amended to ensure the development as a whole fits sympathetically into the grain of the village, particularly where adjoining listed buildings. Overall, the impact is considered to be less than substantial, and the conservation officer raises no objection.
- 6.56 Comments have been received from a local resident to ensure the access works at the entrance to the site preserve and enhance the character and appearance of the high street in this location. It is clear the access point needs special care and detail, to ensure the low key rural feel is retained. It is considered this can be secured by condition through the submission of further details on splays and boundary walling.
- 6.57 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.
- 6.58 The application is accompanied by an archaeological report which reveals some evidence of a series of ditches forming part of a field system that is probably post enclosure in date, and it is likely pockets of medieval archaeology survive within plots alongside the High Street. None of these features are of sufficient importance to preclude development and the County Archaeologist has no objections to the development subject to further investigation prior to commencement of development to ensure the proper recording of any finds. Subject to this, the proposal accords with adopted local plan policy HE10, DNP policy P-LF5 and the NPPF.
- 6.59 **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.

6.60 *Sports Provision*

Additional population will increase pressure on sport facilities in the village. 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 for new facilities in the village as outlined in the neighbourhood plan. The amounts sought are proportionate to this development.

6.61 *Parish Council Requests*

The Parish Council has requested contributions to improve community and recreation facilities in the village as set out in the appendices of the neighbourhood plan. Proportionate contributions towards improvements to village facilities have therefore been requested and agreed.

6.62 *Education*

The County Council has confirmed expansion of Drayton primary school is planned, and has sought a financial contribution of £277,407 for 29 pupil places. A contribution of £45,423 for 8 places for Early Years education has also been requested. The county council's requests are considered to be justified, reasonable and proportionate.

6.63 *Transport*

The public transport request is justified in seeking to improve the existing X1 / X2 and 34 bus services through the village. A contribution towards delivery of the traffic and street design strategy has been requested and is justified by the neighbourhood plan and its policies.

6.64 *Property*

This development is served by Abingdon Resource and Well Being Centre and the county council has sought a contribution of £35,532 to expand and improve this facility. The request is considered to be justified, reasonable and proportionate.

6.65 *Thames Valley Police*

Thames Valley police has requested £17,313 towards staff set up, vehicles, mobile IT and premises. Very limited detail has been provided as to how this request relates directly to this proposal and it appears the contribution would be pooled towards policing costs and not directly relevant to this proposal. In addition, pooling restrictions affect vehicles, and mobile IT. The request is therefore not considered justifiable in planning terms.

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

Contribution Type	Amount
<i>Oxfordshire County Council</i>	
Transport	
Drayton traffic and street design strategy	£383,180
Public transport through Drayton (X1/X2/34)	£111,300
Travel plan monitoring	£1,240
Education	
Drayton Community Primary School expansion	£277,407

Vale of White Horse District Council – Committee Report – 2 March 2016

Early Years education expansion	£45,423
Property	
Adult day care	£35,532
TOTAL	£854,082
Vale of White Horse District Council	
Sport and Leisure	
Rugby floodlighting (Abingdon RFC)	£5,771
Outdoor tennis	£29,445
Informal open space – on site	
POS maintenance (if not Man Co)	£956,520 (not included in total)
Play equipment maintenance (if not Man Co)	£45,202 (not included in total)
Other District Requirements	
Waste bins £170 per dwelling	£23,800
Public art (on site) £300 per dwelling	£42,000
Street naming	£2,952
TOTAL	£103,968
Drayton Parish Council	
Football Pitches	£325,076
Pavilion	£91,160
Pitch maintenance (for 10 years)	£54,030
Pavilion maintenance (for 10 years)	£1,823
Village hall refurbishment	£133,080
Skate park / MUGA	£19,962
Cycle path improvements	£46,578
Footpath / information board improvements	£1,331
Allotments	£15,973
Burial ground expansion	£18,631
TOTAL	£747,567
Administration and Monitoring	
County administration and Monitoring costs	£1,500
Vale administration and monitoring costs	£6,860
OVERALL TOTAL	£1,674,054 (£11,957 per dwelling)

7.0 **CONCLUSION**

- 7.1 This application has been assessed against the National Planning Policy Framework (NPPF), relevant saved policies in the local plan, the neighbourhood plan and all other material planning considerations. The NPPF states that sustainable development should be permitted unless the adverse effects significantly and demonstrably outweigh the benefits. The NPPF also states that there are social, economic and environmental dimensions to sustainability and that conclusions must be reached taking into account the NPPF as a whole.
- 7.2 The proposed development would perform an economic role through increasing housing stock, it would contribute to an expansion of the local housing market and could potentially improve the affordability of open market housing. In addition, the additional houses would ensure the future vitality and viability of this community and help maintain existing infrastructure, creating investment in the local and wider economy.

- 7.3 The scheme would have a social role as it will provide affordable housing units and other social benefits will arise through the contributions to local infrastructure identified including towards village facilities. The proposal would also increase public open space provision / sport provision and local areas of play which would be available to all.
- 7.4 The proposal will have some adverse environmental implications given the change in landscape as a result of the development. However these are considered to be outweighed by the wider social and economic benefits of the development. In view of the site's allocation in the neighbourhood plan and the emphasis in the NPPF to boost significantly the supply of housing (paragraph 47) officers consider that the limited environmental impacts would not significantly and demonstrably outweigh the benefits of this proposal which include a contribution to the Council's five year housing land supply.
- 7.5 Therefore it is recommended that planning permission be granted for the development.

8.0 **RECOMMENDATION**

It is recommended that authority to grant planning permission is delegated to the head of planning in consultation, subject to:

- 1. A S106 agreement being entered into in order to secure contributions towards local infrastructure and to secure affordable housing; and**
- 2. The following conditions:**
 - 1. Time limit for commencement – three years.**
 - 2. Approved plans.**
 - 3. Sample materials to be submitted for approval.**
 - 4. Access in accordance with approved plans, with further boundary detail to be submitted for approval.**
 - 5. Car parking in accordance with approved plans.**
 - 6. Carriageways to be provided prior to first occupation of each dwelling to which it relates.**
 - 7. Bicycle parking provision prior to occupation.**
 - 8. Bin storage provision in accordance with approved plans.**
 - 9. No occupation within the site, until the path suitable for pedestrian and cyclist use, the details of which shall have first been approved by the local planning authority, has been constructed.**
 - 10. Full travel plan to be submitted for approval.**
 - 11. Travel information pack to be submitted for approval.**
 - 12. Scheme of archaeological Investigation.**
 - 13. Programme of archaeological evaluation and mitigation.**
 - 14. No development shall take place until a detailed scheme for the surface water drainage of the development, developed in accordance with the submitted flood risk assessment ref 21021/10-15/3621 REV.A and as part of a sustainable urban drainage system, has been submitted to and approved in writing by the Local Planning Authority.**

The surface water drainage scheme shall include details of the following;

 - (i) Surface water – surface water flows shall be attenuated and regulated into the receiving watercourse through on-site storage.**
 - (ii) Ground water - no ground water shall be discharged into a sewer or a combined sewer without first obtaining a ground water discharge permit from Thames Water. (Ground water discharges typically result from construction site de-watering, deep excavations, basement infiltration, borehole installation, testing and site remediation).**

- (iii) Limiting the surface water run-off generated by the 1 in 100 year critical storm event plus 30% allowance for climate change so that it will not exceed the run-off from the undeveloped site following the corresponding rainfall event and not increase the risk of flooding off-site.
- (iv) Further soil infiltration testing in accordance with BRE365.
- (v) Finished floor levels set no lower than 150mm above Ordnance Datum (AOD) than existing ground levels.
- (vi) A detailed management and maintenance plan for the lifetime of the development, i.e. arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of system throughout its lifetime.

The approved surface water drainage scheme shall be fully implemented prior to the occupation of any new dwelling and all mitigation measures required as a result of this condition shall be fully implemented in accordance with the timing and phasing arrangements embodied within any agreed schemes.

- 15. No dwelling hereby approved shall be occupied until the foul water drainage upgrades as set out in the submitted Thames Water Sewer Impact Study (reference: X4503 – 708) (or alternative options as otherwise agreed in writing) have been fully carried out.
- 16. Development shall not commence until a foul water drainage strategy detailing all on-site drainage works, has been submitted to and approved by, the local planning authority.
- 17. Tree protection details.
- 18. Open space / play area management plan.
- 19. Hard and soft landscape scheme to be submitted for approval.
- 20. Landscape maintenance for five years.
- 21. Boundary details in accordance with approved plans.
- 22. Garage accommodation restriction.
- 23. Prior to the commencement of the development hereby permitted, including any works of site clearance, a method statement for biodiversity enhancements shall be submitted to and approved in writing by the Local Planning Authority. The method statement should demonstrate how the development will achieve a net gain for biodiversity when compared to the pre development site conditions and should wherever possible incorporate the aspirations of the Drayton Neighbourhood Plan and its supporting documents. Thereafter, the biodiversity enhancement measures shall be carried out and retained in accordance with the approved details.
- 24. Prior to the commencement of the development (including ground works and vegetation clearance) a Construction Environmental Management Plan for Biodiversity (CEMP: Biodiversity) shall be submitted to and approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following:
 - 1. Update ecological surveys for badgers shall be undertaken.
 - 2. Risk assessment of potentially damaging construction activities.
 - 3. Identification of biodiversity protection zones.
 - 4. Practical measures (both physical measures and sensitive working practices) to avoid, reduce or mitigate the impacts on important habitats and protected species during construction.
 - 5. The location and timing of sensitive works to avoid harm to biodiversity features.
 - 6. The times during construction when specialist ecologists need to be present on site to oversee works.

7. Responsible persons and lines of communication.

8. Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

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