

APPLICATION NO.	P16/V0755/RM
APPLICATION TYPE	MAJOR RESERVED MATTERS
REGISTERED	6.4.2016
PARISH	MILTON
WARD MEMBER(S)	Stuart Davenport
APPLICANT	Mr Sean Bates
SITE	Land adjoining Drayton Road Milton, OX14 4EU
PROPOSAL	Reserved Matters application following outline planning permission P14/V0052/O, approved on appeal (ref: APP/V3120/W/14/3001932) for details of the appearance, landscaping, layout and scale for 18 dwellings (as amended by revised layout, revised indicative materials and other minor design changes received 14 June 2016).
AMENDMENTS	Yes - revised layout, revised indicative materials and other minor design changes received 14 June 2016.
GRID REFERENCE	448630/192663
OFFICER	Lisa Kamali

SUMMARY

This application is presented to committee as Milton Parish Council has objected and one letter of objection has been received from a neighbour.

The application follows outline permission, granted on appeal, and seeks reserved matters approval for appearance, landscaping, layout and scale.

The application has been amended to address issues regarding the layout and relationship to the proposed open space, and concerns regarding the relationship of the design and materials to the surrounding context.

The application as amended presents a satisfactory layout, scale and appearance, and whilst some concern remains regarding confused fronts and backs and the location of larger buildings, the design has gone some way in addressing these and overall the layout is acceptable given the location of the open space outside the site boundary.

Parking and access within the site is acceptable subject to conditions, and the landscape approach is suitable as it provides for good structural planting and sufficient green space appropriate for this edge of village location. Generally boundary treatment is good, and minor areas of concern can be addressed through conditions.

Affordable housing is provided in accordance with policy and as per the outline approval. There is some concern regarding the location of the affordable units all together, but it would be unreasonable to insist on them being dispersed more evenly around the site. The market housing mix deviates from the SHMA, with an over-provision of larger units, however this is acceptable on balance.

Overall, the application is acceptable and recommended for approval subject to the conditions listed in Section 8.

1.0 **INTRODUCTION**

- 1.1 The application site lies to the north-west of Milton village, with access onto Drayton Road. The site measures approximately 0.95 hectares in area and comprises a private small holding and allotment, with a few low storage buildings on the site. Part of the site has a lawful use of builder’s storage.
- 1.2 The site is on a slightly higher level than the road, but is generally flat. The northern, western and southern boundaries of the appeal site adjoin agricultural fields.
- 1.3 The site lies just north of a mini-roundabout which gives access to Milton village itself along the High Street, whilst Sutton Road leads east from the roundabout towards Sutton Courtenay. Sutton Road generally consists of 20th century two-storey properties, whilst the High Street has a more varied historic character. The boundary of the Milton Conservation Area lies around 150 metres south of the application site. A location plan is **attached** at appendix 1.
- 1.4 The site does not fall within any national designations. It is however identified in the adopted Local Plan (2011) as an area for landscape enhancement (policy NE11) and is also affected by the lowland vale designation (policy NE9).

2.0 **PROPOSAL**

- 2.1 This application follows outline approval where the principle of developing the site to accommodate 18 dwellings was approved along with access arrangements. This application seeks reserved matters approval for the layout, landscaping, appearance and scale of the development.
- 2.2 As proposed at outline stage the application proposes an area of open space to the north of the site. The open space is located outside the red line site boundary, although it is in the ownership of the applicant (i.e. within the blue line). The principle of the open space being in this location and outside the red line site area has been accepted by the inspector in the appeal decision for the outline consent (Ref. P14/V0052/O).
- 2.3 The development incorporates seven affordable units and 11 market units. The housing mix can be summarised as follows:-

	2-bed	3-bed	4-bed	TOTAL
Affordable	6	1	0	7
Market	0	7	4	11
TOTAL	6	8	4	18

- 2.4 The application as amended proposes modern dwellings which take some influence from the surrounding context in their materials and detailing. Brown/red brickwork with areas of through-colour render are the predominant indicative materials, with timber cladding below windows. Windows are generally large and modern with a strong vertical emphasis, however some are to be treated with Georgian type segmentation. Roof tiles are to be slate effect or similar.
- 2.5 Each dwelling will have at least two car parking spaces and space for cycle parking. Access to the site from Drayton Road, in the form of a new bellmouth, was approved at outline stage. As indicated at outline stage, a pedestrian link to existing footways is proposed to provide a route between the new dwellings and the rest of the village. These works will be carried out via a Section 278 agreement with the county council. The proposed layout plan can be found at **appendix 2**, and two illustrative views from

2.6 the site entrance and from within the site can be found at [appendix 3](#) and [appendix 4](#).

2.7 Section 106 agreements with the council and the county council were signed at outline stage as part of the appeal. The agreement with Oxford County Council provides for a primary education contribution and traffic regulation order contribution, along with reasonable legal costs in connection with the deed, and towards the costs of its administration. The agreement with the council provides for affordable housing, along with landscaping and future management of public open space for the development. It also provides for financial contributions towards waste and recycling, and to sport and recreation facilities within five miles of the development.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 In addition to the initial consultation on the planning application when it was received in March 2016, there has been one further round of consultation following the receipt of additional and amended information. Consultees were re-consulted on the amendments on 16 June 2016. The amendments are summarised as follows:

- Layout amended to better address open space.
- Design and access statement addendum submitted.
- Other minor design changes.

3.2 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.

Milton Parish Council	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> Objection –the lack of safe access to the village has not been addressed. The public open space does not form a cohesive part of the site plan. The design of the houses is not in keeping with the surrounding street scene.</p>
Neighbours	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> One neighbour objection recieved. Key comments were:-</p> <ul style="list-style-type: none"> • The scheme is not sympathetic to architecture of Milton Village. • The contemporary design is out of place and materials do not take cues from surroundings. • The development should be viewed in its wider context of new developments in Sutton Courtenay, Drayton and Abingdon. • Design of scheme is entirely inappropriate for Milton.
Drainage Engineer	<i>Revised plans</i>

	<p>No comments received at the time of writing this report.</p> <p><i>Original plans</i> No objection in principle however following comments made:-</p> <ul style="list-style-type: none"> • It is stated in previously submitted docs that the important foul drainage pumping main to Drayton sewage works which crosses the site diagonally, can be diverted within the site. Thames Water's agreement to this should be provided by the applicant. • The permeability of the site will determine the extent of any Suds attenuation features within the site which may affect the design layout.
Landscape Architect	<p><i>Revised plans</i></p> <ul style="list-style-type: none"> • Information is presented in a clearer fashion with regard to the landscape treatment. • The principle of the treatment of areas shown with regard to hard and soft treatment are acceptable. • Some concern regarding refuse staging area and boundary treatment, however noted that these issues can be addressed in landscape detail. • A condition will be required with regard to hard and soft materials. Details of species, density, protection and maintenance needed. <p><i>Original plans</i> The principles of the proposed hard and soft concept are acceptable but concerned that the layout of dwellings shown would relate poorly to the proposed public open space. Plans are difficult to read.</p>
Thames Water	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> No comments received at the time of writing this report.</p>
Urban Design	<p><i>Revised plans</i> Notred that the open space is better overlooked and the layout is generally improved. Raised outstanding issues and areas for clarification which are summarised as follows:-</p> <ul style="list-style-type: none"> • Revised layout results in a negative interface between fronts and backs. • There are still potentially overlooking issues. • Position of some side gable windows appears odd.

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	<ul style="list-style-type: none"> • Larger units should be located towards the front. • Affordable units and their gardens appear too small. <p><i>Original plans</i> Raised a number of concerns, predominantly regarding the relationship of the development to the open space, design concept and cues, positioning of larger dwellings, overlooking, car domination, and integration into the countryside. Noted that the landscape plan was difficult to read.</p>
<p>Oxfordshire County Council Single Response</p> <p>Transport</p> <p>Archaeology</p> <p>Ecology</p>	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> No objection. Key comments are summarised below:-</p> <ul style="list-style-type: none"> • The layout is considered consistent with the Manual for Streets shared surface approach and therefore acceptable. • At outline stage a speed survey was been carried out and corresponding visibility splays designed and have been demonstrated at the existing access point, which were considered acceptable. • An extension to the 30mph speed limit is required. • The increase in traffic will be moderate. • The application fails to adequately demonstrate pedestrian access with links to existing pedestrian infrastructure. • A total transport contribution of £51,766 is required. <p>No objection.</p> <p>The council's in-house ecologist should advise if relevant.</p>
<p>Housing Development</p>	<p><i>Revised plans</i> No comments received at the time of writing this report.</p> <p><i>Original plans</i> No objections in principle. Comments summarised as follows:-</p> <ul style="list-style-type: none"> • 40% of units to be affordable (7 units) of which 75% (5 units) should be for rent and 25% (2 units) should be for shared ownership.

	<ul style="list-style-type: none"> • The following minimum sizes are sought for each type of affordable unit: 2 bedroom house – 76 sqm, 3 bedroom house – 88 sqm. • Affordable housing should ideally be distributed evenly across the site and indistinguishable from market housing.
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4.0 **RELEVANT PLANNING HISTORY**

4.1 [P14/V0052/O](#) - Refused (24/10/2014) - Approved on appeal (23/06/2015)

Outline application for erection of 18 dwellings, including new access from Drayton Road, internal road and paths and ancillary works (As amended by Site Plan Drawing 12012-sk03 revision D, Street Scene Drawing 10012-sk04 and archaeological evaluation accompanying agent's letter dated 25 March 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.

Policy No.	Policy Title
DC1	Design
DC3	Design against crime
DC5	Access
DC6	Landscaping
DC7	Waste Collection and Recycling
DC8	The Provision of Infrastructure and Services
DC9	The Impact of Development on Neighbouring Uses
DC12	Water quality and resources
DC13	Flood Risk and Water Run-off
DC14	Flood Risk and Water Run-off
H11	Development in the Larger Villages
H17	Affordable Housing
H23	Open Space in New Housing Development
NE9	The Lowland Vale
NE11	Areas for landscape enhancement

5.2 **Emerging Local Plan 2031 – Part 1**

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

Policy No.	Policy Title
Core Policy 7	Providing supporting infrastructure and services
Core Policy 22	Housing Mix
Core Policy 24	Affordable Housing
Core Policy 33	Promoting sustainable transport and accessibility
Core Policy 35	Promoting public transport, cycling and walking
Core Policy 37	Design and local distinctiveness

Core Policy 38	Design strategies for strategic and major development sites
Core Policy 42	Flood Risk
Core Policy 43	Natural Resources
Core Policy 44	Landscape
Core Policy 45	Green Infrastructure
Core Policy 46	Conservation and improvement of biodiversity

5.3 **Supplementary Planning Guidance**

- Design Guide – March 2015

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

Responding to Site and Setting

Site appraisal (DG9)

Establishing the Framework

- *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)*

- Sustainable Design and Construction – December 2009
- Affordable Housing – July 2006
- Flood Maps and Flood Risk – July 2006

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

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

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.

To date a neighbourhood plan for Milton 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.

5.7 **Environmental Impact**

This proposal does not exceed 150 dwellings, the site area is under 5ha, and the principle of the development has already been established through the outline approval. 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.

5.8 **Other Relevant Legislation**

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

5.9 **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 *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.

6.2 A number of local plan policies seek to ensure high quality developments and to protect the amenities of neighbouring properties (Policies DC1, DC6, DC9, DC12 and DC20). In March 2015 the council adopted its design guide, which aims to raise the standard of design across the district.

6.3 The spatial layout proposes three semi-detached blocks fronting Milton Road, with their parking to the front. The remainder of the site layout consists of detached houses with garages and parking fronting an access road. The layout is fairly informal with a slightly varying building setback, which is an appropriate design response for this semi-rural location.

6.4 The layout as amended allows for gaps between buildings and views out towards the countryside in accordance with principle DG78 of the design guide, which is welcomed. Active frontages are achieved throughout.

6.5 As proposed at outline stage the layout includes an area of open space to the north of the site. The open space is located outside the red line site boundary, although it is in the ownership of the applicant (i.e. within the blue line). The principle of the open space being in this location and outside the red line site area was accepted by the inspector in the appeal decision for the outline consent. In negotiating amended plans, the primary aim was to achieve a more positive relationship with the open space, whilst accepting that its position to the north of the site cannot reasonably be changed.

6.6 The layout as originally submitted proposed dwellings backing onto the open space, resulting in a poor relationship to the open space. The layout has been amended to bring the access road to the north side of the site, resulting in the dwellings on plots 1-3 fronting the open space. This is a distinct improvement.

6.7 The remainder of the dwellings front the internal access road and back onto the countryside beyond. This is often not an acceptable arrangement but can be supported

here. This is partly due to the size of the site meaning that it would be extremely difficult to face dwellings out to the countryside without significantly compromising the internal layout. Furthermore, the backs of the dwellings have been designed with attractive rear elevations that could just as well be front elevations, and their rear boundaries are to be enclosed using post and rail fencing allowing views and integration into the countryside as opposed to high closed board fencing that often typifies this type of development. This is acceptable and will limit the landscape harm from much of this scheme backing onto the countryside.

- 6.8 The revised layout has resulted in some confused fronts and backs, as Plots 10-12 look into the back of Plots 1-3. There will be some consequential overlooking of the rear gardens of these plots. The desirability of having Plots 1 – 3 facing onto the open space is however considered to override this concern, and provided the proposed wall and landscaping to the back gardens of Plots 1- 3 is well treated and complemented with structural planting that can act as a screen, this is issue acceptable on balance.
- 6.9 The affordable housing is all located towards the front of the site. The affordable housing should ideally be distributed evenly across the site to avoid any concentration in any particular part of the site and to assist with ensuring that the affordable housing is indistinguishable from the market housing. However, given there are only seven affordable units and they are treated the same architecturally as the market housing, it would not be reasonable to insist on these being spread out more evenly.
- 6.10 There is concern that the larger units are located towards the back of the site. Locating them along the road frontage would provide a greater presence onto the public realm. However, as the dwellings facing the road are duplexes placed closely together with the same setback, they read as a reasonable bulk and presence, as shown in the intended entrance view provided by the applicant (**appendix 3**)
- 6.11 The separation between first floor habitable rooms is in excess of 21 metres throughout the development. Where windows in side gables face another property these windows do not relate to habitable rooms. Overall the layout has been designed to avoid undue privacy impacts as far as possible.
- 6.12 All of the market dwellings are well in excess of design guide space standards. The two bed affordable houses are 76 sq.m and the three bedroom affordable house is 88 sq.m, which was considered acceptable by the housing officer and is as per the Section 106 for the outline consent.
- 6.13 Each plot benefits from an appropriate amount of amenity space relative to its size, comfortably in excess of Design Guide requirements. The smallest gardens which relate to the two bed semi-detached affordable units are at least 69 sq.m, well over the 50 sq.m specified by the design guide.
- 6.14 The county council has not yet commented on the revised layout, however the proposal appears to be consistent with the Manual for Streets shared surface approach. Members will be updated.
- 6.15 The county council has commented that the proposal fails to adequately demonstrate pedestrian access with links to existing pedestrian infrastructure, and it is noted that the Parish Council has objected on these grounds. It is however noted that this issue was addressed at outline stage and the planning inspector was satisfied that the proposed pedestrian link to existing footways would provide an adequate route between the new dwellings and the rest of the village. These works are to be secured through a Section 278 agreement between the developer and county council as highways authority It

would be unreasonable to revisit this issue now and insist on a different solution.

- 6.16 In terms of parking, each unit is allocated at least two parking spaces. This overall level of parking is considered acceptable and can be secured by condition. A condition related to access roads, driveways and turning spaces is also required to ensure an acceptable level of highway safety. Conditions relating to the main access and highway alterations, visibility splays and a construction traffic management remain relevant.
- 6.17 Overall, the layout generally provides for a suitable high quality development that meets the requirements of local and national policy and guidance.

Appearance and scale

- 6.18 The proposed form and massing of the dwellings is straightforward and unfussy, with rectangular floorplans and pitched roofs. This accords with policies DG52 and DG53 of the design guide. The architectural approach chosen is a modern style of building, but one that takes some influence from the surrounding context in their materials and detailing.
- 6.19 Brown/red brickwork with areas of through-colour render are the predominant indicative materials, with timber cladding below windows. Windows are generally large and modern with a strong vertical emphasis, however some are to be treated with Georgian type segmentation. Roof tiles are to be slate effect or similar. This is considered an acceptable design response given the context of the site, and it is noted that there are several other proposals in the area which have utilised a similar architectural style.
- 6.20 A condition requiring the approval of sample materials was placed on the outline consent and remains in force. This will ensure materials are high quality to complement the architecture.
- 6.21 Turning to scale, the buildings are all two storeys and none are taller than 9.95m above finished ground levels. Accordingly, the 10m height limit of the outline proposal is maintained. The proposal provides for reasonable gaps between each building and overall there are no concerns about the scale of this scheme.

Landscaping

- 6.22 The applicants have submitted a landscaping plan, which shows a wide range of native hedging and trees, and adequate space along verges for structural planting. This landscape approach is considered appropriate for the setting of the site as it allows for a good level of tree and green cover over the site. Boundary treatments are generally acceptable, and the proposed board and baton fencing fronting the countryside is welcomed as this integrates the site into the surroundings and will result into peasant views into the site from beyond the site.
- 6.23 There is some concern regarding the hit and miss fence enclosure around the refuse staging area and the southern section on the eastern boundary of Plot 1, as these do not present well to the public areas beyond the site. These issues can however be easily dealt with within a landscaping condition and a condition for refuse storage details.
- 6.24 It is noted that there is a landscaping condition attached to the outline consent. This condition refers to drawings which have been superseded, therefore a new landscaping condition is recommended. A condition for tree protection to be agreed is also recommended.

Market Housing Mix

- 6.25 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-bed	2-bed	3-bed	4+ bed	Total
SHMA%	5.9%	21.7%	42.6%	29.8%	100%
SHMA expectation	0.6	2.4	4.6	3.3	12 units
Proposed	0	0	7	4	11 units

- 6.26 Overall, the proposed housing mix over-provides 3-bed and 4-bed units and under-provides on 1 and 2 bed units. However, the council's housing team have not raised any concerns with the proposed mix, and officers consider it strikes the right balance between meeting SHMA requirements and fitting in with the pattern of existing development in the locality, which is predominantly larger homes.

Affordable Housing

- 6.27 To provide 40% affordable housing in accordance with Policy H17 of the Local Plan 2011, seven units are proposed. These are shown to be Plots 1 and 13-18 on the submitted layout. The council's housing officer has confirmed support for this arrangement, which is as per the Section 106 agreement for the outline consent, with the following split in terms of house size and tenure type:

Unit Type	No affordable rented units	No. shared ownership units
1 bed flat/house	0	0
2 bed house	4	2
3 bed house	1	0

7.0 CONCLUSION

- 7.1 The principle of this development has been accepted through the earlier outline planning permission. The application as amended presents a satisfactory layout, scale and appearance, and whilst some concern remains regarding confused fronts and backs and the location of larger buildings, the design has gone some way in addressing these and overall the layout is acceptable given the location of the open space outside the site boundary.
- 7.2 Parking and access within the site is acceptable subject to conditions, and the landscape approach is suitable as it provides for good structural planting and sufficient green space appropriate for this edge of village location. Generally boundary treatment is good, and minor areas of concern can be addressed through conditions.
- 7.3 Affordable housing is provided in accordance with policy and as per the outline approval. There is some concern regarding the location of the affordable units all together, but it would be unreasonable to insist on them being dispersed more evenly around the site. The market housing mix deviates from the SHMA, with an over-provision of larger units, however this is acceptable on balance.
- 7.4 Overall, the application is acceptable and in general accordance with the relevant design policies in the adopted local plan, design guide and the NPPF.

8.0 **RECOMMENDATION**

8.1 It is recommended that Reserved Matters is granted subject to the following conditions:

1. Commencement - two years.
2. Approved plans.
3. Slab levels to be agreed.
4. Tree protection to be agreed.
5. Boundary details to be agreed.
6. Full landscaping scheme to be agreed.
7. Refuse storage to be agreed.
8. Parking and manoeuvring areas provided and maintained.

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