

APPLICATION NO.	P16/V0234/O
APPLICATION TYPE	OUTLINE
REGISTERED	4.2.2016
PARISH	KINGSTON BAGPUIZE
WARD MEMBER(S)	Eric Batts
APPLICANT	Firmpride Ltd.
SITE	Springfield Farm, Bullockspit Lane, (Kingston Bagpuize with Southmoor) Longworth, OX13 5HJ
PROPOSAL	Outline application for residential development up to 25 dwellings and details of access.
AMENDMENTS	None
GRID REFERENCE	439418/197624
OFFICER	Charlotte Brewerton

SUMMARY

This is an application for outline planning permission seeking approval for up to 25 dwellings and means of access from Bullockspits Lane. All other matters (layout, scale, appearance and landscaping) are to be reserved matters. Access is via the existing Byway Open to All Traffic (BOAT) known as Bullockspits Lane.

This application is referred to planning committee as Kingston Bagpuize with Southmoor Parish Council recommends refusal, and six letters of objection from local residents have been received.

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

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

Highways negotiations have taken place which have resulted in the Highways Authority having removed their initial objection to the proposal. There are no other technical objections to the proposal, however Officers do have some reservations over the density and illustrative layout and the provision of Public Open Space on this site. The details concerning layout and external appearance of the dwellings are reserved matters and would be considered should a detailed application be submitted; they are not part of the consideration of this outline application.

Officers can accept that the principle of development of a new housing estate can be accommodated on this site by the proposed access arrangements. Therefore this application is recommended for approval.

1.0 INTRODUCTION

- 1.1 Kingston Bagpuize with Southmoor is defined as a large village by policy H11 of the adopted Local Plan. The village provides a range of services including shops, community facilities, a primary school, some limited employment opportunities and access to a regular public transport service serving larger towns.

1.2 This application relates to a greenfield site, which is located to the western edge of the village and on the south side of Faringdon Road. The site comprises 3.12 ha of land to the east and south of Springfield Farm. The western boundary cuts around Springfield Farm and is formed against Bullockspits Lane. The northern and eastern boundary borders land attached to Middle Barn. The southern and south-eastern boundary of the site is clearly defined by the existing woodland and orchard planting.

2.0 **PROPOSAL**

2.1 This is an application for outline planning permission seeking approval for up to 25 dwellings and means of access from Bullockspits Lane. All other matters (layout, scale, appearance and landscaping) are to be reserved matters.

2.2 The application plans include an illustrative layout plan with 25 dwellings set in the application site, incorporating area of public open space. A block plan (indicating the proposed layout) has been submitted but this is to be treated as illustrative only, as the final layout, scale, appearance and landscaping are to be reserved matters.

2.3 The proposed access would be via the existing Bullockspits Lane which is currently a Byway Open to All Traffic (BOAT) and used by pedestrians, cyclists, horse riders, farm traffic and residential properties.

2.4 A site location plan is **attached** at Appendix 1

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

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

Parish Council	<p>Object</p> <p>The Parish Council’s objections may be summarised as:</p> <ul style="list-style-type: none"> • Extends the village to the west • The village facilities cannot cope with the massive increase in housing • Inadequate school places for future residents • The open space will not provide a good quality recreation area, • Harmful impact upon biodiversity <p>Their full comments are attached at Appendix 2.</p>
Neighbours	<p>Six letters of objection have been received. The concerns expressed may be summarised as follows:</p> <p>Principle</p> <ul style="list-style-type: none"> • Additional traffic • Increased danger to cyclists, walkers and horse riders • Extends the village beyond its existing boundaries; • Harmful impact upon the biodiversity; • Out of character • Adequate drainage should be provided to ensure local dwellings are not affected by run-off with the water table is high in this area • Increase flooding and sewerage problems

Vale of White Horse District Council – Committee Report – 06 July 2016

<p>Oxfordshire County Council One Voice</p>	<p><u>Transport</u> No objections subject to conditions</p> <p><u>Archaeology</u> No objections</p> <p>The proposal will not affect any known archaeological monuments or features.</p> <p><u>Education</u> No objection subject to contributions as follows</p> <p>- £93,891 for necessary expansion of permanent primary school capacity in the area.</p> <p><u>Property</u> No objection. No financial contributions have been sought;</p>
<p>Thames Water</p>	<p>Waste Comments: Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application, therefore recommended a Grampian condition for a drainage strategy to be submitted and approved prior to commencement.</p> <p>Water Comments: recommend an informative in that they will aim to pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipe this minimum pressure in the design of the proposed development.</p> <p>Waste: the receiving sewer may not have sufficient spare capacity. Request a sewer impact study to ascertain whether any network upgrades will be required.</p>
<p>Waste Team</p>	<p>Seek a contribution of £170 per dwelling towards waste collection services for this development</p>
<p>Countryside Officer</p>	<p>No objections subjects to condition:</p> <p>Prior to the commencement of the development hereby permitted, including any demolition, and any works of site clearance but concurrent with the reserved matters application, a method statement for biodiversity enhancements based on the recommendations contained in chapter 9 of the Ecological Assessment (Ethos Environmental Planning, September 2015) shall be submitted to and approved in writing by the Local Planning Authority. The method statement should demonstrate how the detailed scheme achieves a net gain for biodiversity when compared to the pre development site conditions as described in the Ecological Assessment. Thereafter, the biodiversity enhancement measures shall be carried out and retained in accordance with the approved details. Reason: To promote the preservation and Enhancement of biodiversity in accordance with government policy as stated in paragraphs 109</p>

Vale of White Horse District Council – Committee Report – 06 July 2016

	and 117 of the NPPF.
Environment Agency	No objection
Drainage Engineer	No objections, subject to conditions requiring surface water and a foul water drainage schemes to be submitted, approved and implemented.
Thames Water Development Control	No objection, subject to conditions
Housing Development	No objections
Health & Housing - Env. Protection Team	No objections
Urban Design Officer (South Oxon & Vale of White Horse DC)	No objections in principle, however the illustrative layout is not satisfactory. However, this aspect of the proposal will be addressed under Reserve Matters application.
Leisure (Developer Contributions - Vale of White Horse)	No objections, subject to contributions
Forestry Team (Vale of White Horse)	No objections, subject to condition
Landscape Architect - Vale of White Horse DC	No objections

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P15/V1517/PEM](#) -(07/08/2015)

Proposed residential development of 3 or 4 new dwellings.

[P14/V1392/NM](#) - Approved (10/07/2014)

Non material amendment to application ref. P12/V1721/RM, to add two dormer windows to the garage of Plot 46 and raise the eaves height.

Application for Reserved Matters for erection of 50 dwellings, public open space with vehicular access from Faringdon Road. (Following Outline permission P12/V1302/O)

[P14/V0778/NM](#) - (14/05/2014)

Non-material amendment to Reserved Matters application P12/V1721/RM, for amendments to the landscape drawings.

[P13/V2560/FUL](#) - Approved (31/01/2014)

Variation of Condition 10 of Planning Permission P12/V1302/O, to allow the off-site highway works to be completed before the occupation of the 15th dwelling.

[P13/V2151/NM](#) - Approved (25/10/2013)

Vale of White Horse District Council – Committee Report – 06 July 2016

Non-material amendment to application P12/V1721/RM (original application : P12/V1302/O). To move the house on plot 34 south by 1 metre and adjoining double garage north by 0.5 metres in order to create a gap between the two of 5.5 metres. This will provide an easement for the sewer that will go between the two buildings.

[P13/V1858/DIS](#) - Approved (02/10/2013)

Discharge Condition 13 of planning permission P12/V1302/O.

[P13/V0430/DIS](#) - Approved (08/07/2013)

Discharge of conditions 2,4,7,10,11,12,15,16 & 18 of planning permission P12/V1302/O.

[P13/V0830/HH](#) - Approved (20/06/2013)

Erection of detached garage.Change of use of agricultural land to residential

[P12/V1721/RM](#) - Approved (25/04/2013)

Application for Reserved Matters for erection of 50 dwellings, public open space with vehicular access from Faringdon Road. (Following Outline permission P12/V1302/O)

[P12/V1302/O](#) - Approved (16/01/2013)

Outline application for erection of 50 dwellings, new public open space and new vehicular access.

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
GS1	Developments in Existing Settlements
GS2	Development in the Countryside
DC1	Design
DC3	Design against crime
DC5	Access
DC6	Landscaping
DC7	Waste Collection and Recycling
DC8	The Provision of Infrastructure and Services
DC9	The Impact of Development on Neighbouring Uses
DC12	Water quality and resources
DC13	Flood Risk and Water Run-off
DC14	Flood Risk and Water Run-off
H11	Development in the Larger Villages
H15	Housing Densities
H16	Size of Dwelling and Lifetime Homes
H17	Affordable Housing
H23	Open Space in New Housing Development
HE10	Archaeology
NE9	The Lowland vale

5.2 Emerging Local Plan 2031 – Part 1

Vale of White Horse District Council – Committee Report – 06 July 2016

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

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

5.3 Supplementary Planning Guidance

- Design Guide – March 2015

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

Responding to Site and Setting

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

Establishing the Framework

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

Layout

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

Built Form

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

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

5.4 National Planning Policy Framework (NPPF) – March 2012

5.5 National Planning Practice Guidance 2014 (NPPG)

5.6 Other Relevant Legislation

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

5.7 Human Rights Act

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

5.8 Equalities

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

5.9 Neighbourhood Plan

There is no neighbourhood plan for Kingston Bagpuize with Southmoor.

6.0 PLANNING CONSIDERATIONS

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

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

The Principle of Development

- 6.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. The development plan currently comprises the saved policies of Vale of White Horse Local Plan 2011. Paragraph 215 of the NPPF provides that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

- 6.2 Other material planning considerations include national planning guidance within the NPPF and NPPG and the emerging Vale of White Horse Local Plan: Part 1-Strategic Sites and Policies and its supporting evidence base.
- 6.3 Paragraph 47 of the NPPF expects local planning authorities to *"use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area"*... The authority has undertaken this assessment through the April 2014 SHMA which is the most up to date objectively assessed need for housing. In agreeing to submit the emerging Local Plan for examination, the Council has agreed a housing target of at least 20,560 dwellings for the plan period to 2031. Set against this target the Council does not have a five year housing land supply.
- 6.4 Paragraph 49 of the NPPF states *"Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites"*. This means that the relevant housing policies in the adopted Local Plan are not considered up to date and the adverse impacts of a development would need to significantly and demonstrably outweigh the benefits if the proposal is refused. In order to judge whether a development is sustainable it must be assessed against the economic, social and environmental roles.
- 6.5 Policy GS1 of the adopted Local Plan provides a strategy for locating development concentrated at the five major towns but with small scale development within the built up areas of villages provided that important areas of open land and their rural character are protected. In terms of a hierarchy for allocating development this strategy is consistent with the NPPF, as is the intention to protect the character of villages.
- 6.6 The Inspectors interim findings (June 2016) in relation to the emerging local plan is positive. This site is in a sustainable location and therefore given the weight that can be applied to the Inspectors findings in relation to housing supply, this development is 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.
- 6.7 **Cumulative Impact**
It is recognised that the village has been and remains the subject of planning applications for housing development and there is a proposed strategic housing site allocation in the emerging Local Plan for land east of the A415. With the strategic site allocation and permitted housing developments, and this site there could be over 600 dwellings added to the village which is a considerable number.
- 6.8 However, this proposal must be considered on its own merits alone, and this village is considered a sustainable location for development. The NPPF, does not seek to restrict development in any settlement in terms of numbers; it expects housing to be boosted significantly. Cumulatively, these housing developments will place additional pressure on services, increase traffic, have a visual impact and provide potential for increased use of local shops and facilities helping to sustain them. Financial contributions are sought towards enhancing and providing for increased pressure on some services

where new legislation allows e.g. policing, primary school, waste services. These contributions help mitigate for the effects. Visually the permitted housing sites have been held to have no unreasonable impact. The landscape and visual impact of this proposal is addressed below. In accordance with paragraph 55 of the NPPF this proposed housing is located where it can help enhance or maintain the vitality of rural communities. In the absence of an up to date adopted Local Plan in terms of housing policy and limited weight afforded to emerging housing policy, policy in the NPPF takes precedence and it does not discourage this proposal in principle.

Use of Land

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

Locational Credentials

- 6.10 The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34).
- 6.11 The site adjoins the edge of Southmoor. A good bus service operates along Faringdon Road connecting the village with Oxford, Swindon, Faringdon, Abingdon and Witney with their wider range of services and employment opportunities.
- 6.12 There are a range of services reasonably close to the site. The village hall and recreation ground are approximately 1.1 km away; the village post office is approximately 1.3 km from the site; the John Blandy Primary School is approximately 1.7km away and the Longworth Primary School is considerably further way. The walking distances to key facilities in the village are largely greater than 400m, which is a desirable distance according to the Institution of Highways Transportation guidelines for providing for journeys on foot (2000) but which does also advise distances up to 800m are acceptable and up to 1200m are a preferred maximum. (The distances provided are measured from a central part of the site and by road to the facilities). The bus stops are reasonably close to the application site being about 300m from the centre of the site.
- 6.13 The Local Planning Authority is of an opinion that this is a reasonably accessible site for a housing development. The officers are mindful of decisions to grant planning permission for housing on adjacent land to the west and to the north on the opposite side of Faringdon Road, and the statement at paragraph 5.9 in the emerging local plan 2031 that Kingston Bagpuize with Southmoor is a suitable location for development with comparatively high levels of services and facilities, good public transport connectivity with opportunities for improvement and good access to a wide range of employment.
- 6.14 **Affordable housing and housing mix**
The applicant is offering 35% affordable housing which accords with Policy H17 of the adopted Local Plan. This is 9 units from the 25 proposed.
- 6.15 The Development and Housing Team, was consulted on the proposal and has advised that the requirement for 35% affordable housing is to be split as 75% rented to 25% intermediate as set out in section 5.2 of the Local Plan Policy H17 and the Affordable Housing Supplementary Planning Guidance.
- 6.16 For this proposal this equates to 10units, 7 for rent, and 3 units intermediate (shared ownership). These figures are to be secured by S106 Agreement, and will further be

illustrated on the layout plan, under the reserved matters application.

- 6.17 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 5.9%, 2-bed 21.7%, 3-bed 42.6% and 4-bed 29.8%.

	1 bed	2 bed	3 bed	4+ bed	Total
Proposed	0	1	6	8	15
SHMA Expectation	1	3	6	5	15

- 6.18 Although, the Officers are aware that the proposed housing mix does not reflect the SHMA expectations, on balance, as the application site is located in the semi-rural location it is considered in the Officers opinion that the proposed mix is acceptable, as it helps to keep the lower density nature of the area and will retain the sense of spaciousness, which is a key characteristic of this part of the village.
- 6.19 The update on the mix of the market houses will be provided to Committee at the meeting.

6.20 **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.

- 6.21 A number of local plan policies seek to ensure high quality developments and to protect the amenities of neighbouring properties (Policies DC1, DC6, DC9). In March 2015 the council adopted its design guide, which aims to raise the standard of design across the district.
- 6.22 Although this is an outline application for access to be considered only, a block plan indicating 25 dwellings set in the application site, incorporating area of public open space has been submitted as a part of the application. Urban Design Officer assessed the proposal and has raised concerns in relation to the proposed layout. However, the final layout, scale, appearance and landscaping are to be reserved matters.
- 6.23 Principle DG26 of the design guide states that density should be appropriate to the location, and it requires a range of densities for larger development proposals. Policy H15 of the adopted local plan requires densities of at least 30 dwellings per hectare. The application proposes a density of some 9 dwellings per hectare which is a relatively low figure, but reasonable for this edge of settlement location, as it would reflect the semi-rural character of the surrounding area. Therefore the illustrated layout would require to be amended to obtain support from officers at reserved matters stage.
- 6.24 **Residential Amenity**
6 letters of objection were received from nearby neighbours, however none of the concerns related specifically to the impact of nearby neighbours 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.

- 6.25 As appearance, layout and scale of the proposed development are reserved matters and not for consideration at this stage. The most appropriate stage to do this would be at detailed application stage or submission of reserved matters. The site is large enough to accommodate dwellings whilst being a reasonable distance away from these existing dwellings to avoid unreasonable overlooking or overshadowing. The adopted Design Guide provides guidance on protecting residential amenity and a detailed submission would be expected to comply with the Design Guide.
- 6.26 **Landscape and Visual Impact**
The NPPF seeks to enhance the natural and local environment by protecting and enhancing valued landscapes (paragraph 109). This is not a valued landscape in NPPF terms. The site is part of the wider North Corralian Ridge (policy NE7 of the adopted local plan applies).
- 6.27 The site is well contained in views from the wider landscape, the existing mature vegetation and layering of field boundary vegetation will restrict the majority of visual impacts to the immediate vicinity of the site. There is an orchard planting and mature woodland to the south and south-eastern corner of the application site, as well as the Springfield Farm's building to the north. The existing tree screening provides sufficient visual barrier to the site from the south and west limiting views in to and across the site. In long range views from outside the village views of the site are limited and the site is seen in the context of the village. Views from within the village across this site are also limited.
- 6.28 **Open space, Landscaping and Trees**
Policy H23 of the adopted Local Plan requires a minimum of 15% of the residential area to be laid out as open space. Open space provision is illustrated as being in accordance with policy H23 of the adopted local plan, as it represents approximately 15%. A management company to manage the open spaces will be set up rather than transfer them to this Council or the Parish Council for maintenance. This is an acceptable solution. A financial contribution towards open space management is not required in this instance but conditions should be included to ensure open space is provided on site and managed.
- 6.29 There are trees and hedges within the site and on its edges. Some of the trees will be lost, as a result of the proposal however, the Tree Officer has confirmed that "most of the trees that are proposed to be removed are internal features that could be readily replaced within a landscape scheme at a detail stage". As the application is in outline, the forthcoming details will need to demonstrate that the construction of the internal roadway can be implemented without detriment to these trees. Detailed proposals will need to include a layout-specific arboricultural implications assessment and, where necessary a site-specific arboricultural method statement. This can be secured by a condition.
- 6.30 **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).

6.31 Adopted local plan policy DC9 provides that new development will not be permitted if it would unacceptably harm the amenities of neighbouring properties or the wider environment in terms of, amongst other things, pollution and contamination. Policy DC12 provides that development will not be permitted if it would adversely affect the quality of water resources as a result of, amongst other things, waste water discharge. Policies DC13 and 14 are not considered to be consistent with the NPPF, because they do not comply with paragraphs 100 to 104 which require a sequential approach to locating development and provide that flood risk should not be increased elsewhere.

6.32 The concerns have been raised in reference to flooding and drainage issues in the locality. The applicant has submitted a flood risk assessment as expected by the NPPF and which considers the use of SUDS in draining the development including providing swales which will hold water and release it gradually. The Council's drainage engineer has reviewed the FRA and has no objection. It is also noted that the Environment Agency has no objection. A sustainable drainage scheme can be agreed and secured by planning condition thereby minimising the risks of flooding from this development.

6.33 Thames Water has identified a potential inability for the existing waste water system to accommodate the proposal and potential lack of capacity in the sewer system. They advise that waste water issue can be addressed by a Grampian type condition.

6.34 It is recommended that Grampian conditions are imposed requiring waste and foul water drainage strategies to be implemented prior to occupation of any of the dwellings.

6.35 **Traffic and Highway Safety**

Nearby neighbours have raised concerns about additional traffic in the village and the increased danger to cyclists, walkers and horse riders who use the nearby BOAT. Adopted local plan policy DC5 requires safe access for developments and that the road network can accommodate the traffic arising from the development safely. The NPPF (Paragraph 32) requires plans and decisions to take account of whether:-

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.

6.36 Paragraph 32 goes on to state: *“Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”*

6.37 Existing vehicular access to the application site is via a driveway onto Bullockspits Lane, which is an un-adopted carriageway that is designated as a (BOAT). Bullock Pits Lane connects onto the adopted highway network at Farringdon Road to the north of the application site, at a staggered crossroad junction.

6.38 The highway authority has initially objected to the proposal, however subject to further information being provided by the applicant, the highway authority has no objections, subject to conditions.

6.39 The application includes proposals to upgrade Bullockspits Lane and its access onto Farringdon Road. Such works are described as widening of the existing access road, upgrading works to the existing surface and amendments to the existing access to Springfield Farm.

It has been confirmed by the Oxfordshire County Council Highway Officer that the

- 6.40 submitted drawing no TPBR0106-H-10 Rev A Preliminary Highway Layout Option 1, “clearly indicates the access arrangement that would be provided, and confirms that along the majority of the length of Bullockspit Lane, a vehicular running width of 4.1 metres would be achievable, alongside the 1.5 metres wide footway that would be over-runnable to facilitate the passing of larger vehicles. The width of 4.1 metres would be adequate to enable the passage of two cars without the need for either to encroach upon the footway”.
- 6.41 It was also confirmed “that the significant improvement proposals along Bullockspit Lane, as submitted by the applicant demonstrate acceptable access arrangements such that the Lane would be offered for adoption and the Applicant has engaged in further discussions with the highway authority in this regard.”
- 6.42 The highway authority has confirmed that there would not be an objection in principle to the adoption of the Lane as a public highway, subject to it being designed to an adoptable standard (Manual for Streets would apply), be able to pass tracking analysis as well as a Stage 2 Road Safety Audit for both motorised and non-motorised road users at the to be carried out at the appropriate time. These matters can be secured by appropriate condition.
- 6.43 The cumulative impacts of traffic from other permitted and planned housing schemes and the impact on the A415 and A420 junctions is also considered acceptable. As this is an outline planning application on-site parking for the dwellings is a matter for a detailed submission and that would be the appropriate time to consider this issue.
- 6.44 **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...”
- 6.45 The site contains open fields, trees, orchard planting and a greenhouse. The site is surrounded by grazed/arable fields, gardens and a plantation woodland. Habitats found within the site itself comprised amenity and improved grassland, scattered trees, ponds, species-poor hedgerows, orchard, ruderal, and built structures. There are no designated sites or priority habitats that would be significantly impacted by the proposal.
- 6.46 The applicant's ecologist has surveyed the site and the application is supported by a phase 1 habitat survey report. After reviewing the submitted report the Council ecologist has no objection. As this is an outline application with layout a reserved matter an appropriate condition will be imposed.
- 6.47 **Historic Environment and Archaeology**
Sections 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 special regard to be given to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses, whilst section 72(1) requires special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. Officers have given significant importance and weight to this requirement.

There are no listed buildings on site. The closest listed buildings are located

6.48 approximately 650 m from the application site. The buildings are a Grade II Waggon and Horses public house on the northern side of Faringdon Road and the Grade II listed building, Westfield, on the southern side of Faringdon Road. These listed buildings are separated from the site physically and visually by existing buildings. This site does not form part of their setting and there is consequently, no impact on the setting of listed buildings.

6.49 Policy HE1 of the Local Plan seeks to ensure that developments preserve and enhance the character and appearance of conservation areas, including the setting. The Kingston Bagpuize with Southmoor Conservation Area is concentrated around the church and Kingston Bagpuize house with its western boundary being some 1.3km away and the site is physically and visually separated by development between the two. This site does not play a role in the setting of the conservation area and there is no harmful impact upon the conservation area.

6.50 **Viability, affordable housing and Section 106 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.

6.51 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.

6.52 As discussed above, the application provides for 35% of the dwellings as affordable housing.

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

6.54 With the above in mind the following developer contributions are considered fair and proportionate and should be subject to a legal agreement to secure them should planning permission be granted:

6.55	Vale of White Horse District Council	<i>Proposed Contributions</i>
	Public Art contribution	£7,500
	Waste collection	£4, 250
	Outdoor Tennis	£2,525
	Youth Sport	£1,398
	Indoor bowls	£1,401
	Public open space maintenance	£140,821
	Oxfordshire County Council	
	A420 Bus Route	£25,000
	Primary Education	£93,891
	Parish	
	Replacement scout hut	£10,000
	Bus shelter	£3,000
	TOTAL	£289,786

7.0 CONCLUSION

- 7.1 In view of the council's housing land supply shortfall, the presumption in favour of sustainable development applies and permission should be granted unless "*any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole*" (NPPF paragraph 14). Paragraph 7 of NPPF identifies three mutually dependant dimensions to sustainable development; it should fulfil an economic role, a social role and an environmental role.
- 7.2 The proposed development would perform an economic role, at least in the short term, in that it would provide employment during the construction phase. It would also create investment in the local and wider economy through the construction stage and new residents and their spending. This could help secure local facilities or make them more robust. Through increasing the housing stock, it would contribute to an expansion of the local housing market and could potentially improve the affordability of open market housing.
- 7.3 The scheme would have a social role as it will provide in general additional housing that the District needs together with much needed affordable housing units. Whilst the housing mix does not strictly meet the SHMA this is a matter to be addressed fully at detailed application/reserved matters stage.
- 7.4 The proposal will have some very limited environmental implications resulting from localised landscape harm and ecology impacts but mitigation can be put in place to address these. This limited harm is outweighed by the benefits of the proposal.
- 7.5 This is a reasonably accessible site with access to local facilities within reasonable proximity for access on foot or by cycling whilst travel by bus open up the opportunity to access a wider range of services and employment opportunities in the main towns and Oxford city.
- 7.6 Overall, and in view of the emphasis in the NPPF to boost significantly the supply of housing, the development is considered to amount to sustainable development, and whilst there will be some adverse effects, these do not significantly and demonstrably outweigh the benefits. Consequently, the application is recommended for approval subject to conditions and a legal agreement to secure affordable housing and developer contributions,

8.0 RECOMMENDATION

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

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

2: Conditions as follows:

- 1. Commencement – 12 months after reserved matters approval.**
- 2. Reserved matters submitted within 18 months of outline consent.**
- 3. Approved plans.**
- 4. Landscaping scheme required.**
- 5. Implementation of landscaping.**
- 6. Tree protection to be agreed.**

7. On site open space provision.
8. Management of open spaces to be agreed.
9. Sustainable drainage scheme to be agreed.
10. Foul water drainage strategy to be agreed before development commences.
11. Wildlife enhancement and mitigation measures to be agreed and provided.
12. Construction traffic management plan to be agreed.
13. Green travel plans to be agreed.
14. Access construction.
15. Vision splays.
16. Footway provision.
17. No drainage to highway.
18. Finished slab levels to be agreed.
19. Wheel washing facilities on site during construction.

Informatives:

1. Works within the highway.

Author: Charlotte Brewerton

Email: charlotte.brewerton@southandvale.gov.uk