

---

<b>APPLICATION NO.</b>	<a href="#">P16/V0364/O</a>
<b>APPLICATION TYPE</b>	OUTLINE
<b>REGISTERED</b>	15.2.2016
<b>PARISH</b>	EAST HANNEY
<b>WARD MEMBER(S)</b>	Matthew Barber
<b>APPLICANT</b>	Lagan Homes Ltd
<b>SITE</b>	Land south of The Causeway East Hanney
<b>PROPOSAL</b>	Outline application for the construction of up to 24 dwellings with all matters reserved except access
<b>AMENDMENTS</b>	Amended layout plan (27 July 2016)
<b>GRID REFERENCE</b>	441125/192802
<b>OFFICER</b>	Martin Deans

---

1.0 **INTRODUCTION**

1.1 This application comes to committee as it is a major application to which East Hanney Parish Council and a relatively large number of local residents object. The application site is a rectangular parcel of land that lies to the south of nos.5 – 20 The Causeway in East Hanney. The west boundary of the site is formed by Cow Lane, a BOAT that runs south from The Causeway for over one mile to the Didcot to Swindon rail line. Cow Lane provides vehicular access for the residents of nos.5 – 20 The Causeway to serve parking at the rear of their houses. The north boundary of the site is marked by the un-surfaced driveway to this parking. The south boundary is marked by a hedgerow and the east boundary by a stock fence. Further to the east is footpath 198/13 which connects to The Causeway.

1.2 The site is relatively close to village facilities. St James C of E primary school is opposite the junction of The Causeway and Cow Lane. The village community shop post office and village hall are within 150m of the site by foot. To the east and south-east of the site are farm buildings associated with Weir Farm and part of the village conservation area, drawn around four listed buildings. These are Dandridges Mill, Old Mill House, a shelter shed and Weir Farmhouse. Letcombe Brook runs under the bridge at The Mill. However the site lies within flood zone 1 and is not subject to regular flooding from the brook. A site location plan is **attached** at Appendix 1.

2.0 **PROPOSAL**

2.1 The application is in outline with all matters reserved apart from access. Originally the proposal was for up to 30 dwellings. This has been amended to a proposal for up to 24 dwellings, with access from Cow Lane and an illustrative layout plan has been submitted to show how 24 dwellings could be accommodated. Cow Lane is approximately 6.5m wide near to its junction with The Causeway. It is effectively a shared surface at the moment, catering for pedestrians, horses and vehicles associated with the houses on The Causeway. The applicant proposes to improve the surface of Cow Lane and retain it as a shared surface. The illustrative layout plan is **attached** at Appendix 2.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 A summary of responses that have been received is given below. A full copy of all responses can be viewed on the council's website [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk).

East Hanney Parish Council	Object for the reasons <b>attached</b> at Appendix 3
----------------------------	--

West Hanney Parish Council	<p>Object for the following reasons:-</p> <ul style="list-style-type: none"> <li>• The proposal is too dense</li> <li>• Additional traffic will create highway danger</li> <li>• Harm to the setting of the conservation area</li> <li>• Increased flood risk</li> <li>• Lack of infrastructure</li> </ul>
Neighbours	<p>39 letters of objection have been received. The objections can be summarised as follows:</p> <ul style="list-style-type: none"> <li>• An unsustainable development in the open countryside</li> <li>• The density is far too high and out of keeping with the typical density in the village</li> <li>• The amended plans have a density that is still too high</li> <li>• The access is dangerous due to conflict with school traffic and children</li> <li>• The Causeway has parked vehicles on it and is constrained in capacity</li> <li>• The Causeway is prone to evidenced regular flooding and the development will result in the loss of permeable area, so worsening the flooding</li> <li>• The capacity of the local sewer network</li> <li>• Street lighting will cause light pollution</li> <li>• The local road network is already congested and has pinch points</li> <li>• The applicant's transport statement is inaccurate and misleading</li> <li>• The proposal will harm the conservation area and the setting of listed buildings</li> <li>• The village has suffered from many recent new housing schemes and will lose its distinctive character</li> <li>• The proposal harms the gap between the Hanneys</li> <li>• Potential obstruction of access during construction</li> <li>• Potential pollution from dust during construction</li> </ul>
Oxfordshire County Council	<p>Transport</p> <p>Based on expected traffic flows, and with a full understanding of the congestion caused by school traffic, there is no objection to the impact of traffic on the local road network. No objection in principle to the use of Cow Lane for access subject to conditions. Original holding objection regarding</p>

	<p>concern over securing visibility splays has been removed. Financial contributions required for bus services and works to Footpath 198/13.</p> <p>Archaeology Following a field evaluation there are no objections subject to conditions</p> <p>Education No objection subject to financial contributions towards expansion of St James CE primary school and nursery provision</p>
Thames Water	No objections in terms of sewer capacity
Drainage Engineer	No objection to the proposed drainage strategy, subject to conditions
Landscape Officer	No objections – the development will be largely seen in the context of existing housing on The Causeway and the impact on the wider landscape will be relatively minor
Countryside Officer	No objections subject to condition
Housing Services	No objection subject to agreed affordable housing mix
Leisure Services	No objection subject to financial contributors

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P15/V1302/PEJ](#) - Other Outcome (16/07/2015)

A development in the region of 25 new build houses, to include 40% affordable housing, to create a high quality scheme to range from 2, 3, 4 and 5 bedroom properties.

**\*\*Office Meeting\*\***

[P14/V1498/O](#) - Refused (27/08/2014)

Outline application for erection of a detached dwelling. (Land part of 20 The Causeway, East Hanney)

Of relevance to this application are two recent dismissed appeals for strategic housing applications to the south of East Hanney. The appeals were for 197 dwellings on land south of Summertown (P15/V1616/FUL) and for up to 200 dwellings on land south of Steventon Road (P15/V1846/O).

5.0 **POLICY & GUIDANCE**

5.1 **Vale of White Horse Local Plan 2011**

The following saved policies of the adopted Vale of White Horse Local Plan are relevant to this application:-

- GS1 – Development in Existing Settlements
- GS2 – Development in the Countryside

DC1 – Design  
DC5 – Access  
DC6 – Landscaping  
DC7 – Waste Collection and Recycling  
DC8 - Provision of Infrastructure and Services  
DC13 – Flood Risk and Water Run-off  
DC14 – Flood Risk and Water Run-off  
H11 – Development in Larger Villages  
H15 – Housing Densities  
H17 – Affordable Housing  
H23 – Public Open Space  
HE1 – Conservation Areas  
HE4 – Listed Buildings  
NE9 – Lowland Vale

## 5.2 **Emerging Local Plan 2031**

The draft local plan 2031 has been through examination and the inspector has produced interim findings. Paragraph 216 of the NPPF allows for weight to be attached to relevant policies in the emerging plan subject to the stage of preparation of the plan, the extent of unresolved objections, and the degree to which its policies are consistent with the NPPF. At present officers consider that the emerging local plan policies carry limited weight except for the affordable housing policy (core policy 24) which officers consider can be given more weight due to the lack of objection to the policy and the considerable amount of up-to-date evidence that supports the policy. The relevant core policies from the merging local plan are as follows:-

1 – Presumption in favour of sustainable development  
3 – Settlement hierarchy  
4 – Meeting housing need  
8 – Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area  
22 – Housing mix  
23 – Housing density  
24 – Affordable housing  
33 – Sustainable Transport and Accessibility  
35 – Public Transport, Cycling and Walking  
37 – Design and Local Distinctiveness  
44 – Landscape  
46 – Conservation and Bio-diversity

## 5.3 **Supplementary Planning Guidance**

Design Guide (March 2015)

The following sections of the design guide are particularly relevant:-

DG6 – Character study  
DG9 – Site appraisal  
DG23 – Connect with the existing  
DG26 - Density  
DG29 – Development Edge  
DG51 – Scale  
DG63 – Amenity  
DG64 – Privacy  
DG78 – Landscape character and setting

## 5.4 **National Planning Policy Framework, 2012**

The following paragraphs of the NPPF are particularly relevant:-

- 14 – the presumption in favour of sustainable development
- 17 – core planning principles
- 32 – the severe impact test for transport issues
- 47 – significant boost to housing supply
- 49 – the five year supply
- 50 – the creation of mixed and inclusive communities
- 55 – sustainable housing development in rural areas

**5.5 Planning Practise Guidance, 2014**

**5.6 Neighbourhood Plan**

A draft neighbourhood plan is in preparation for East Hanney. As it is at an early stage in the process this plan has no weight in the consideration of a planning application.

**6.0 PLANNING CONSIDERATIONS**

6.1 The main issues in the determination of this application are as follows:-

- Principle of development
- Locational Credentials
- Quantum of Development
- Landscape and Visual Impact
- Ecology
- Heritage Impact
- Highway Issues
- Residential Amenities
- Impact on Infrastructure and Services

**6.2 Principle of Development**

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. The development plan currently comprises the saved policies of the Vale of White Horse Local Plan 2011. Paragraph 49 of the NPPF states that, where there is a shortfall in the five year supply of housing land, relevant local plan policies for the supply of housing are not up-to-date.

6.3 The council currently does not have a five year supply of housing land. Consequently the housing supply policies of the adopted local plan have limited weight and paragraph 14 of the NPPF is engaged. This means that planning permission should be granted unless the adverse impacts of the proposal significantly and demonstrably outweigh the benefits.

**6.4 Locational Credentials**

The application site lies outside the existing built limits of the village. However, it does lie within easy walking distance of the village primary school (St James C of E), the community shop and the Memorial Hall. It is approximately 800m from the Black Horse PH. The village is served by the Stagecoach X30 bus between Oxford and Wantage, which runs every half-hour between 8.00am to 5.00pm on weekdays and between 8.30am and 3.00pm on Saturdays, and every hour on Sundays between 9.30am and 5.30pm. The route is approximately 400m from the site.

6.5 Officers consider that East Hanney does have a reasonable range of services and facilities. It also has a relatively good bus service. The site lies within a reasonable walking distance of these services and facilities. Paragraph 55 of the NPPF supports

sustainable housing development in rural areas where it would enhance or maintain the vitality of rural communities. Officers consider a development of new housing, constrained in numbers by the relatively small size of the site, would help to support the existing services and facilities in the village without necessarily causing significant harm to the character of the village.

- 6.6 Objectors are concerned that the proposed development, in addition to planning permissions for new housing already granted, represent too much additional housing for the village. The NPPF sets no limit for the amount of new housing development in a settlement. Rather it expects housing supply to be significantly boosted.
- 6.7 The status of the village within the settlement hierarchy has also been queried. Following the recent examination of the emerging local plan the inspector has produced interim findings and has made suggested modifications. Nothing has been mentioned in either the interim findings or the suggested modifications about a change to the status of East Hanney as a larger village.
- 6.8 **Quantum of Development**  
The application is outline with only access to be considered. All other details are reserved for a future reserved matters application. The description is for “up to” 24 dwellings. The applicant has made it clear that the exact number will be subject to a future reserved matters application.
- 6.9 Objectors consider that the development would be too dense and out of keeping with the character of the village, and will erode the gap between the Hanneys. Two recent dismissed appeals for new large housing proposals to the south of the village have been mentioned in relation to this issue. These appeals were for 197 dwellings on land south of Summertown and up to 200 dwellings on land south of Steventon Road. Both appeals were dismissed because they represented very large and isolated housing developments that did not respect the local distinctiveness of East Hanney and failed to integrate themselves into the existing village.
- 6.10 The applicants are aware of these decisions. They argue that their application is far smaller in scale and is much more integrated into the existing built form, being contained on two sides by existing housing in the village. They point out that it projects no closer to West Hanney than the existing limit of housing on The Causeway. They also argue that the application is not setting an absolute number of new dwellings and that the use of the term “up to” in the description gives the council full control over an acceptable number through a reserved matters application.
- 6.11 The submitted layout plan is illustrative and shows one way in which the site could be developed to meet the council’s amenity and privacy standards. There are alternative ways to develop the site, for example a more informal courtyard development that would reflect a converted set of farm buildings. These detailed design matters are not for assessment at this time.
- 6.12 It is true to say that, within the terms of this outline application, setting an upper limit of 24 dwellings allows for technical experts to assess the impact of a “worst case” scenario on issues like traffic, but it does not mean that 24 dwellings are acceptable. Were the council to grant outline planning permission with this description, it is not then legally committed to supporting a reserved matters application for 24 dwellings. If members need further assurance on this issue, then a suitably worded informative could be used on any planning permission.

6.13 **Heritage Impact**

The south-east corner of the site lies approximately 25 metres from the north-west corner of the smaller of the two village conservation areas. The land between is not within the site and will remain open grassland. Footpath 198/13 runs along the boundary of the conservation area towards Dandridges Mill. The conservation area is focussed on four listed buildings, The Mill, Old Mill House, a shelter shed and Weir Farmhouse. These buildings are visible from the footpath and are appreciated within the rural setting provided by the paddocks to the west. The application site lies to the north-west of this group of listed buildings. The corner of the site lies closest to Weir Farmhouse and is approximately 50 metres from this listed building. The site lies approximately 80m from The Old Mill and the shelter building, and 100m from Dandridges Mill. Given these distances, officers consider that a subsequent reserved matters scheme can be designed to ensure sufficient space to protect the setting of the conservation area and the setting of the listed buildings.

- 6.14 In terms of archaeology, a field evaluation has been carried out on the site. This has revealed evidence of Roman and pre-historic field systems, and of rarer Neolithic activity which is potentially of considerable importance. The county archaeologist has assessed the information and has no objections subject to a condition to ensure that an agreed programme of archaeological work is implemented before any development commences.

6.15 **Ecology**

An ecological appraisal of the site has been undertaken. This has confirmed that the site is comprised of grassland intensively grazed by horses and has limited ecological value. No protected species habitats were discovered on the site. The countryside officer has carefully assessed the report and has no objection subject to conditions.

6.16 **Landscape and Visual Impact**

East Hanney lies within the Lowland Vale landscape area. The intrinsic merit of the Lowland Vale comes from the long open views that can be available across a relatively flat landscape. The proposal will extend built development into the rural setting of the village.

- 6.17 Public views of the site are available from the BOAT (Cow Lane), and from footpath 198/13. Views from the BOAT are limited to close range due to existing vegetation. In the views that are available the new housing will be seen against the backdrop of existing housing. The site is clearly visible from footpath 198/13 and from here the nature of the site will clearly change. Existing lines of trees and hedges to the west and south prevent any significant long range views from the footpath. Therefore, although the change in the character of the site will be seen from the footpath, the impact of the proposal on the landscape is relatively localised. This is an adverse impact that has to be weighed in accordance with paragraph 14 of the NPPF

- 6.18 Objectors have referred to the current lack of street lighting and are concerned about potential external lighting associated with the development. The county highways officer has confirmed that, for a development of this relatively small size, street lighting will not be necessary.

6.19 **Highways Issues**

Vehicular access will be obtained from Cow Lane. A footpath link to footpath 198/13 in the east will also be provided to enable pedestrians to gain access to The Causeway. The applicant submitted a transport statement on the basis of the original proposal for up to 30 dwellings. This uses nationally accepted traffic prediction data to estimate vehicle movements to and from the site. In the peak hour, for 30 dwellings, it was

estimated that 15 movements would be generated. This is very much an upper limit for the scheme as now amended.

- 6.20 Objectors are concerned that the comparative traffic data has been drawn from developments in settlements that are much larger than East Hanney, and in very different parts of the country. The county highways officer has carefully assessed the data and is fully aware of the size and nature of East Hanney. She considers that the estimates of traffic generation from the site are reasonable.
- 6.21 The parish council and local objectors are also concerned that the parking of cars during the school drop-off and pick-up will make use of the Cow Lane junction by traffic associated with the development dangerous. The county highways officer is fully aware of the proximity of the site to the primary school and the traffic congestion caused at pupil drop-off and pick-up times. Available evidence from the national guide, Manual for Streets 2, shows that the presence of temporary on-street parking does not by itself cause danger as drivers adapt their behaviour (paragraph 10.7.1). Given the amount of traffic expected from the development the county highways officer considers there is insufficient evidence to justify that “severe” harm will be caused to highway safety (the test required by the NPPF). The county highways officer has to assume that people will drive safely in accordance with the prevailing highway conditions.
- 6.22 The parish council and local objectors are concerned about whether safe visibility can be achieved at the Cow Lane junction. To the east of the junction there is a culverted drainage ditch on the south side of The Causeway and a grass verge that sits above road level. There is concern that the elevated nature of the verge will obscure vision. The height of the verge above the road does vary along The Causeway, and increases the further east one travels. In the vicinity of Cow Lane the verge is approximately 0.5m above road level. Officers are confident that the required vision of 2.4 x 43 metres in each direction can be achieved. A pre-commencement condition is suggested to provide assurance on this issue.
- 6.23 Overall the traffic and highway safety implications of the development are not considered to amount to “severe” harm.
- 6.24 **Drainage**  
The applicants have submitted a drainage strategy to accompany the application. For foul drainage it is proposed to connect to the existing public sewer in The Causeway, with flows subject to agreement with Thames Water. Thames Water has no objection to this approach. For surface water drainage the applicants acknowledge that the proposal will significantly increase impermeable surfaces on the site and propose a sustainable strategy involving attenuation of surface water in underground cells of sufficient size to ensure surface water is released at no worse than the current rate.
- 6.25 It is acknowledged that flooding regularly occurs on The Causeway. National drainage regulations require that a new housing development does not worsen existing drainage issues. The council’s drainage engineer is satisfied that, with a suitable sustainable surface water drainage strategy secured by condition, the proposal will meet its obligations under the national regulations.
- 6.26 **Neighbours’ Amenities**  
The nearest neighbours to the site are to the north and east in The Causeway. The general depth of rear gardens of the houses to the north and east of the site are between 20 and 30 metres. The minimum distance to ensure privacy between dwellings facing each other is 21 metres. Consequently it is clear that a layout can be achieved on the site that will not cause harm through loss of privacy, loss of light or dominance.



6.27 **Other Issues**

Objectors have referred to other matters. The potential for obstruction of Cow Lane is a matter for the county council, who have legal authority to maintain the BOAT. Therefore it falls outside of the legal scope of a planning condition. An informative can be added to cover this issue. The potential for windblown dust during construction can never be reasonably prevented due to the nature of construction work. A condition on this would be unreasonable and unenforceable.

6.28 **Section 106 Contributions**

In order to mitigate the impact of the proposal on local services and infrastructure, the following contributions have been requested. These contributions have been subject to pooling calculations in accordance with regulation 123 of the Community Infrastructure Levy Regulations 2010 and may be subject to further slight revision.

<b>Vale of White Horse DC</b>	
Recycling and waste bins	£170 per dwelling
Community facilities in East Hanney	To be confirmed
<b>Oxfordshire County Council</b>	
Expansion of St James CE school	£116,425
Expansion of nursery school provision	£10,740
Local bus services	£847.50 per dwelling
Improvements to Footpath 198/13	To be confirmed

7.0 **CONCLUSION**

7.1 In the absence of a five year supply of housing, paragraph 14 of the NPPF is engaged. The presumption is to grant planning permission unless the adverse impacts significantly and demonstrably outweigh the benefits. Sustainable development has three dimensions, economic, social and environmental. The proposal has economic benefits in that it will create jobs during construction and will provide potential economic support for the local shop and pub. It has social benefits in terms of providing affordable housing and support for local village services. Environmentally the proposal causes some landscape harm, although this is considered to be localised. The proposal is considered to be relatively well integrated into the village and, subject to design, promises to be locally distinctive. The impact on heritage assets and on ecology will be neutral.

7.2 Overall officers consider the adverse impacts of the proposal do not significantly and demonstrably outweigh the benefits. Therefore, following paragraph 14 of the NPPF, the recommendation is to grant planning permission.

8.0 **RECOMMENDATION**

**It is recommended that authority to grant planning permission is delegated to the head of planning subject to:-**

**The completion of section 106 agreements to secure affordable housing and financial contributions**

**Conditions as follows:-**

**1. Outline time limit – 18 months**

- 2. Submission of reserved matters – 12 months**
- 3. Vision sprints for Cow Lane junction**
- 4. Details of works to Cow Lane**
- 5. Details of works to Footpath 198/13**
- 6. Construction Traffic Management Plan**
- 7. Details of surface water drainage scheme**
- 8. Details of foul drainage scheme**
- 9. Archaeological investigation prior to commencement**
- 10. Written Scheme of Investigation for archaeology**
- 11. Method statement for biodiversity enhancements**

Author: Martin Deans

Email: [martin.deans@whitehorsedc.gov.uk](mailto:martin.deans@whitehorsedc.gov.uk)