

APPLICATION NO.	P16/V1954/O
SITE ADDRESS	Abingdon Road, Steventon
PARISH	Steventon
PROPOSAL	Outline planning permission for up to 80 residential dwellings (including up to 35% affordable housing), and 0.9hectares (30 units) for C2 extra care facility. The introduction of structural planting and landscaping, informal public open space, surface water attenuation, vehicular access point from Abingdon Road and associated ancillary works. All matters to be reserved, with the exception of the main site access.
WARD MEMBER	Matthew Barber
APPLICANT	Gladman Developments Ltd
OFFICER	Lisa Kamali

RECOMMENDATION

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

- 1. A S106 agreement being entered into to secure 35% affordable housing and contributions towards local infrastructure; and**
- 2. Conditions as follows:**
 - 1. Details of reserved matters.**
 - 2. Reserved matters to be submitted within 18 months of the outline consent.**
 - 3. Commencement of development – 12 months after reserved matters approval.**
 - 4. Approved access plan.**
 - 5. Contaminated land risk assessment.**
 - 6. Pre-commencement foul drainage strategy.**
 - 7. Pre-occupation on-site foul drainage works.**
 - 8. Sustainable surface water drainage scheme in accordance with a detailed flood risk assessment.**
 - 9. On site public open space provision.**
 - 10. Mitigation measures identified in the acoustic report to be implemented in full.**
 - 11. Development to be designed and implemented in accordance with the recommendations contained in Ecology Report.**
 - 12. Residential travel plan.**
 - 13. Travel plan statement for care home.**
 - 14. Visibility splays for proposed access.**
 - 15. New estate roads.**
 - 16. Construction traffic management plan (CTMP).**

17. Archaeological written scheme of investigation.
18. Staged programme of archaeological evaluation and mitigation.
19. Pedestrian link onto Abingdon Road to be provided prior to occupation.
20. Slab levels to be agreed.

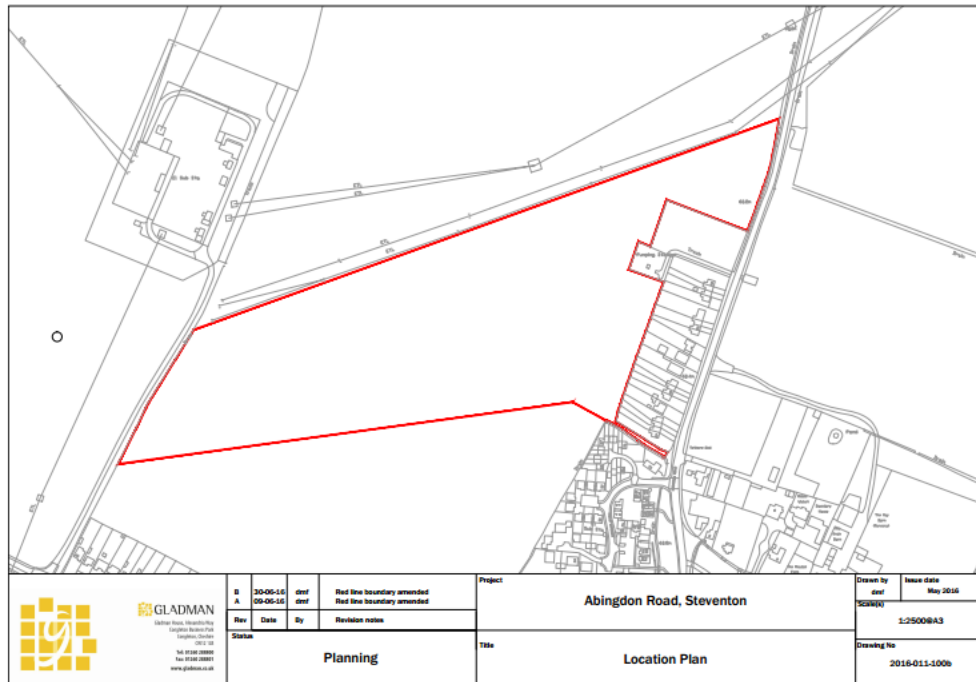
Informatives:

1. Building near water mains adjacent to the proposed development.
 2. Market and affordable housing mix to complement the SHMA or advice of the council's housing officer.
 3. For works in the highway a separate permission is required from the Local Highway Authority.
 4. Adequate parking to be demonstrated at detailed design stage.
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1. PROPOSAL

- 1.1 This application is referred to planning committee because the officer recommendation differs from the view of Steventon Parish Council.
- 1.2 The site is located to the north of Steventon, and on the western side of Abingdon Road. The site is currently a single agricultural field totalling 10.1 hectares. The topography of the site is relatively flat. The northern edge of the site is bounded by pylons leading to an electricity substation to the west of the site. To the east of the site lies a pumping station and a single row of residential properties, beyond which lies Abingdon Road.
- 1.3 This application is 'Phase 3' of the Gladman development to the north of Steventon. The first Phase for 50 dwellings (Ref. P13/V0094/O) is now built and occupied. The second Phase for 65 dwellings (Ref. P14/V1952/FUL) is currently under construction. Phases 1 and 2 are located to the south the site.
- 1.4 The application seeks outline planning permission for up to 80 residential dwellings, and the provision of an extra care facility (Use Class C2) of 30 units, along with structural planting and landscaping, informal public open space and children's play area, surface water flood mitigation and attenuation, vehicular access point from Abingdon Road, and associated ancillary works. All matters are reserved except for the main site access proposed from Abingdon Road.
- 1.5 An illustrative Framework Plan has been provided with the application, which gives an indication of how the site could be developed, however this plan is not to be approved as part of this application.
- 1.6 Reduced copies of application plans are **attached** as Appendix One. All plans and supporting documentation for the application are available to view on our website www.whitehorsedc.gov.uk.

1.7 A site location plan is included below.



2. SUMMARY OF CONSULTATIONS AND REPRESENTATIONS ON CURRENT SUBMISSION

2.1 A summary of the responses received to the application is below. A full copy of all the comments made can be seen online at www.whitehorsedc.gov.uk

<p>Steventon Parish Council</p>	<p>Object</p> <p>The objections may be summarised as follows:</p> <ul style="list-style-type: none"> • Stevenson is struggling to incorporate the influx of people from the already built housing into the community and to maintain the rural aspect of our village. • The planning permissions given so far increase the village by 40% this application would take that to over 50% which is impossible to incorporate into an existing community within a period of four years. • The village school has already been increased in size and will be oversubscribed before the existing approved buildings are occupied. • The application is on the area reserved for the proposed reservoir and its connection to the River Thames. • The application has many anomalies and errors,
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Vale of White Horse District Council - Committee Report - 9 November 2016

	<p>including stating that Steventon is in West Sussex.</p> <ul style="list-style-type: none"> • The cycling and pedestrian proposals are completely inaccurate and the footpath to Milton referred to is subject to flooding. • Local sewers are already at capacity and there is no schedule of replacement before 2020. • This proposal will effectively join Steventon to Drayton, removing identity from both and creating an urban area. • The proposed access road will create a dangerous junction on an already overloaded road. • The views arriving to Steventon from Drayton will be completely changed as the hedge to the west will be removed to provide a 120-meter-wide splay for the access road. • The traffic survey is unrealistic as it features only one day, during a holiday period, and takes no account of the applications already passed that will generate a huge increase in traffic, both from the in village developments agreed, as well as those in Drayton, Grove, Hanney, etc. which will pass through the village to access employment centres or the A34. • The emerging local plan does not require further development in this area to provide a five or seven-year housing provision.
Local residents	<p>10 letters of objection have been received. The objections may be summarised as follows:</p> <ul style="list-style-type: none"> • We have already had more than our quota which is affordable to those in most need. The village is already saturated with housing. • Permanent loss of historic productive farmland. • This ancient village is on a flood plain and has a history of flooding having experienced this several times in recent years, Insurance companies are reluctant to insure properties or offer insurance at all. • Proposal would increase risk of flooding to neighbours as the water table is high and adjoining properties in Field Gardens are lower than the site. It is not yet known what impact the first two phases will have on the water table and whether the existing ditches can cope with heavy rainfall. • Drainage sewage pipes in this part of Steventon regularly get blocked and they are already unable

	<p>to cope with the current usage. Sewage systems are not designed for the extra use.</p> <ul style="list-style-type: none">• Loss of Privacy, as the plans include a pedestrian footpath that runs along the edge of Field Gardens on an existing track, which is only used by a farmer 4 or 5 times a year. Pedestrians would have a direct view into the properties along Field Gardens.• Traffic is already suffering in Steventon, with long queues to get out of side roads and many people using the village as a rat run to avoid the A34 at peak times. . Access onto already busy roads i.e. Abingdon and Hanney Road will bring further traffic problems. It is unbelievable that a qualified highways authority would sanction these changes.• The overall character of the village has already changed dramatically with the developments already completed and ongoing.• The village school and pre-school are already struggling to accommodate the existing number of children, with many children unable to obtain a placement and having to travel out of the village for schooling.• Pressure on wildlife, decline of species and habitats. No established hedgerow on the western boundary should be removed – it forms a wildlife corridor.• Proposal is contrary to emerging Neighbourhood Plan.• The village infrastructure has not been improved in over 20yrs and is already pushed to the limit.• The local doctors surgeries are full and can't take any more patients, it can take up to 2 weeks to get an appointment.• High density development is not in keeping with the character of the village.• The current approved developments will add 268 new houses to Steventon. This a 40% increase. An extra 82 would give rise to an increase of 53%.• The VWHDC emerging Local Plan Core Policy 7: Providing supporting infrastructure and services states that <i>"refuse planning permission if the development would be unsustainable without inclusion of unfunded infrastructure requirements"</i>• The glossy brochure sent out by Gladman suggests philanthropic ideals but they are just out to make money.
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Oxfordshire County Council	<p><u>Highways</u></p> <p>Originally objected based on lack of evidence base of assessment of traffic impact and travel planning, however following discussions with the developer, the County Council has removed their objection because the developer has agreed to the below planning obligations plus ongoing maintenance of footways into the village.</p> <p>Recommended conditions as follows:-</p> <ul style="list-style-type: none">• Residential travel plan.• Residential travel plan statement for care home.• Sustainable surface water drainage scheme to be developed in accordance with a Flood Risk Assessment.• Visibility Splays (Accesses)• Car Parking Spaces• New Estate Roads• Bicycle Parking• Construction Traffic Management Plan <p>S278/S106 agreements required to secure:-</p> <ul style="list-style-type: none">• New vehicle access on to Abingdon Road.• Proposed pedestrian link on to Abingdon Road.• Appropriate landscaping (this should incorporate SuDs features where appropriate). Public open space (this should incorporate SuDs features where appropriate). SuDs features• Financial contributions requested (please refer to section 5.52 of this report) <p><u>Archaeology</u></p> <p>No objection, subject to the following conditions:-</p> <ul style="list-style-type: none">• Archaeological Written Scheme of Investigation• Staged programme of archaeological evaluation and mitigation <p><u>Education</u></p> <ul style="list-style-type: none">• Objection. Primary school capacity in this area is not sufficient to meet the needs of housing development on this scale in addition to that already permitted. The village primary school is being expanded to meet the needs of housing already permitted, but the school's site area would not support further expansion. If this proposed development is permitted, it is expected to result in some village children being unable to
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Vale of White Horse District Council - Committee Report - 9 November 2016

	<p>attend the village school.</p> <ul style="list-style-type: none"> Requested Section 106 contributions should the application be approved. Please refer to paragraph 5.52 for this list. <p><u>Property</u></p> <ul style="list-style-type: none"> No objection. S106 contribution requested.
Thames Water	<p>No objection, but noted there is an inability of waste water infrastructure to accommodate the development and therefore requested a condition, which is summarised as follows:-</p> <ul style="list-style-type: none"> Pre-commencement drainage strategy. <p>It is noted that Thames Water did not raise concern regarding any impact on the Upper Thames Reservoir (the western edge of the site was included within a scoping report for this development in 2009).</p>
SGN (Licensed Gas Transporter)	<p>No objection, but noted there should be no mechanical excavations taking place above or within 0.5m of a low/medium pressure system or above or within 3.0m of an intermediate pressure system. Safe digging practices should be utilised.</p>
Environment Agency	<p>No comments received.</p>
Drainage engineer	<p>No objection, subject to conditions summarised as follows:-</p> <ul style="list-style-type: none"> Submission and approval of on-site foul drainage works. Detailed Flood Risk Assessment.
Forestry officer	<p>No objection, but raised some concern regarding the overhead power lines along the northern boundary of the site, which could limit structural planting along that boundary.</p>
Landscape officer	<p>No objection.</p> <p>The proposed development would not cause unacceptable landscape and visual harm if the proposed development principles and mitigation shown on the framework plan are incorporated into the detailed design.</p>

<p>Countryside officer</p>	<p>No objection.</p> <p>There are no significant ecological constraints present on this site. The outline proposals provide good scope to create a biodiversity enhancements when compared to the existing value.</p>
<p>Leisure</p>	<p>No objection subject to leisure contributions as set out in para 5.52.</p>
<p>Housing</p>	<p>35% of the total number of dwellings should be provided as affordable housing, to be secured in legal agreement. For a site of 80 units this would equate to 28 affordable homes of which 75% (21 units) should be for rent and 25% (7) should be for shared ownership.</p> <p>In general, it is anticipated that the mix of affordable housing should reflect the significant demand for two bedroom units for both rented and shared ownership tenures. Steventon already has a good provision of one-bedroom accommodation so an adjustment to the number of larger homes would be desirable.</p>
<p>Environmental protection team</p>	<p>No objection to the development on grounds of air quality impacts.</p> <p>No objection to the development on the grounds of noise, subject to a condition, summarised as follows:-</p> <ul style="list-style-type: none"> • Mitigation measures identified in the acoustic report to be implemented in full. <p>No objection with regards to land contamination subject to a condition, which is summarised as:-</p> <ul style="list-style-type: none"> • Phased contaminated land risk assessment.
<p>Waste management team</p>	<ul style="list-style-type: none"> • No objection. • S106 contribution requested as set out in paragraph 5.52.

3. RELEVANT PLANNING HISTORY

On the site

- 3.1 P16/V2381/SCR, Responded to state EIA not required on 31 October 2016. Outline planning permission for up to 80 residential dwellings (including up to 35% affordable housing), and 0.9 hectares (30 units) for C2 extra care facility.

Vale of White Horse District Council - Committee Report - 9 November 2016

- 3.2 P08/V2558/SCO, Responded on 3rd February 2009
Scoping Report for proposed Upper Thames Reservoir.
- 3.3 P15/V0169/FUL, Appeal dismissed on 23 November 2015
Construction of solar photovoltaic park with associated infrastructure.
- Land at Abingdon Road Steventon (across the road to east of site)*
- 3.4 P16/V2478/FUL, no decision issued to date
Variation of conditions 8, 9 & 10 of Planning Permission.
- 3.5 P14/V2704/FUL Erection of 57 new dwellings and a bakery with associated access and public open space.
- 3.6 P16/V0980/FUL, withdrawn
Erection of 57 new dwellings and a bakery with associated access and public open space (as amended by plans received on 08.05.15).
- 3.7 P14/V2704/FUL, approved on 8th December 2015
Erection of 57 new dwellings and a bakery with associated access and public open space (as amended by plans received on 08.05.15).
- 3.8 *Land off Barnett Road Steventon OX13 6AJ (south of site)*
P13/V0094/O, Approved on 26th April 2013
Outline application for residential development of up to 50 dwellings. This development has been built and is now occupied.
- 3.9 P13/V2691/RM, Approved on 22nd May 2014
Reserved matters relating to outline planning application P12/V1980/O for details of Layout, Scale, Appearance and Landscaping and Drainage for 50 dwellings
- 3.10 P12/V1980/O, allowed on appeal 27 July 2013
Outline application for erection of up to 50 new dwellings.
- Land at Barnett Road Steventon OX13 6AJ (also south of site)*
- 3.11 P15/V2846/FUL, no decision issued yet
Removal of condition 15 on application P14/V1952/FUL.
- 3.12 P14/V1952/FUL, approved on 9th October 2015
Change of use from Agricultural land to residential development and the erection of 65 residential dwellings including, access, landscape and associated works (as amended by plans submitted 01.05.2015).
This development is under construction.

4. ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

- 4.1 A formal screening opinion (including an assessment of cumulative impacts) was issued on 31 October concluding that EIA is not required (Ref. P16/V2597/SCR).

5. MAIN ISSUES

Current Housing Policy

Principle of Development

- 5.1 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.
- 5.2 This site is not allocated in the adopted or emerging local plan. It lies adjacent to a built up area of the village.
- 5.3 Whilst the VWHDC has received the Inspectors interim findings and has consulted on the proposed modifications, which is positive progress towards the adoption of the emerging local plan, the weight that can be given to it especially in relation to the housing policies is limited. This is because until the point the emerging local plan is adopted there is still a lack of 5 year housing supply. Therefore 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.

Use of Land

- 5.4 The NPPF identifies the need to protect the best and most versatile agricultural land from development (paragraph 112). The site is currently in agricultural use and is classified as best and most versatile land (grade 3b). Whilst the loss of productive agricultural land is a concern, this needs to be balanced against the current lack of a five year housing land supply. In this case, the proposal involves the loss of a relatively small area of agricultural land and therefore the harm resulting from its loss is relatively small. Refusal on this ground alone could not be justified.

Cumulative Impact

- 5.5 A number of other schemes have been permitted or are pending in the village totalling 352 dwellings including this current application. Based on the SHMA average household size of 2.52, this represents an increase in households by nearly 60% according to the 2011 census figures, which put the population of

Steventon at 1485. This is a significant increase. Objectors consider that the village has had to take enough new development and is now 'saturated' with housing.

- 5.6 The NPPF does not suggest that populations of settlements should be limited in some way or not be expanded by any particular figure. It expects housing to be boosted significantly. None of the technical consultees have raised an issue of cumulative impacts with other development. Given this there are no planning grounds for refusing this application simply because it will further expand the population of Steventon.
- 5.7 This proposal if permitted will be expected to contribute financially to the necessary facilities to ensure that the social and economic impacts of this development on services and facilities is acceptable. The developer contributions required are provided at Section 6 below, and it is noted the applicant has agreed to them all.

Locational Credentials

- 5.8 The NPPF requires the need to travel to be minimised and the use of sustainable transport modes to be maximised (paragraph 34).
- 5.9 Steventon is one of the larger villages in the District with a good range of services and facilities including convenience store, hairdresser, takeaway, village hall and two public houses. The village is served by a regular bus service linking the village with Oxford, Abingdon, Drayton, Didcot and Wallingford.
- 5.10 The site is well related to existing built form, being located immediately adjacent to Phases 1 and 2. The site is within a reasonable walking distance of village facilities, and the submitted illustrative Framework Plan indicates pedestrian links to Abingdon Road and also into the previous phases of this development, which in turn enable links to the wider footway network. It is expected that these links will be retained in future reserved matters applications. The applicant has also agreed to an ongoing programme of footpath maintenance to ensure that the walking route into the village is maintained and useable.
- 5.11 It is considered that in locational terms the site sustainable as it is located in reasonably close proximity to existing services and facilities in the village and public transport links to the wider area.

Affordable Housing and Housing Mix

- 5.12 The application provides for up to 35% affordable housing in accordance with policy CP24 of the draft Local Plan 2031. This equates to 28 affordable units should the development total 80 units. It is expected that the tenure split will

be 75% rented and 25% shared ownership. This is to be secured within the legal agreement.

- 5.13 The application does not state what the proposed affordable housing mix is. The Council's Housing Team responded to state that whilst it is important to refer to SHMA guidance for the affordable mix, Steventon already has a good provision of one-bedroom accommodation, so an adjustment to the number of larger units might be desirable, along with a higher proportion of two-bed units than SHMA guidance would suggest. The affordable mix will need to be considered in more detail at reserved matters stage.
- 5.14 The application does not detail the market housing mix. It is expected that the development would demonstrate SHMA compliance at reserved matters stage, which would equate to the following mix:

1-bed	2-bed	3-bed	4+ bed	TOTAL
3	11	22	16	52

Design and Residential Amenity

- 5.15 A number of local plan policies and advice within the adopted Design Guide seek to ensure high quality developments and to protect the amenities of neighbouring properties (Policies DC1, DC6, and DC9).
- 5.16 As this is an outline application with all matters reserved except for access, design and layout will be assessed in future reserved matters applications. The applicant has submitted an illustrative Framework Plan, which shows an area for the extra care facility adjoining Abingdon Road, and a further, larger area within the site for residential development, which is surrounded by landscaping and potential areas for SUDS.
- 5.17 The Framework Plan indicates a residential density of approximately 24 dwellings per hectare. This density is lower than the expectations of the Design Guide and emerging Plan Policy 23 which require a minimum of 30 dwellings per hectare, however as the proposed density would be comparable with existing development in the immediate area and given that the site is on the edge of the village the density is acceptable.
- 5.18 The Framework Plan indicates generous setbacks from existing residential development to protect residential amenity, and whilst it is noted that the neighbouring properties will ultimately lose their views across an open field, these are not protected by the planning system.

Open Space

- 5.19 The illustrative Framework Plan states that 5.9 hectares of 'green infrastructure' will be provided, and this is shown to the north, southeast and west of the main development area, and so would be easily accessed by

residents. The extra care facility is shown alongside a potential location for SUDS and does not relate well to open space which causes some concern but this can be addressed at detailed design stage.

- 5.20 Much of the 'green infrastructure' area consists of structural planting and SUDS that do not count as public open space (POS), but the minimum 15% (or 0.63ha) should be easily achievable in the detailed design and will be required to be demonstrated at reserved matters stage. It is appropriate that a local area of play LAP be provided on site as part of the development. POS and LAP maintenance will be secured through the S106 agreement. A condition is recommended requiring that the POS and LAP details be submitted and approved.

Landscape and Visual Impact

- 5.21 The site is identified as an area for landscape enhancement (Policy NE11) and the site is also part of the wider Lowland Vale landscape (Policy NE9) in the adopted Local Plan (2011). Core Policy 44 of the emerging Local Plan identifies the key features that contribute to the nature and quality of the Vale including features such as trees, hedgerows, field boundaries, and important landscape settings.
- 5.22 The Parish Council and a number of objectors have raised concern regarding the landscape impact of the proposal given that the site currently comprises open land on the edge of the village.
- 5.23 The application is supported by a Landscape and Visual Assessment, which seeks to explain how the proposed landscaping scheme within the site aims to enhance the appearance of the area. A tree planting scheme is proposed to help blend the village edge and adjacent existing consented residential development into the countryside. Additionally a significant landscaped area to the central northern boundary is shown on the illustrative Framework Plan to soften the visual impact of the proposal.
- 5.24 The Council's Landscape Architect considers that whilst the development will undoubtedly have an impact on the landscape character of the site and surrounds, it will not result in unacceptable landscape and visual harm to the immediate area or the Lowland Vale generally provided the proposed development principles and mitigation shown on the illustrative Framework Plan are incorporated into the detailed design.
- 5.25 A section of hedgerow along Abingdon Road will need to be removed to make way for visibility splays, and this is regrettable as removing the hedge will have a significant impact on the character of the site when viewed from the road. However, the illustrative Framework Plan indicates that there would be replacement vegetation along this boundary, and this would mitigate the visual impact over time. It is an expectation that any removed hedgerow is replaced with mixed native hedgerow species behind the visibility splay. The

requirement for this will be added to the general landscape condition/s which would be attached to future reserved matters applications (and in

- 5.26 The Council's Forestry officer has raised some concern regarding the overhead power lines along the northern boundary of the site, which could limit structural planting along that boundary, which is an important boundary in terms of softening the visual impact of the proposed development. It is noted however that there is sufficient space within the site to avoid conflicts with the power lines and service easements whilst still providing a robust line of structural planting along the northern boundary. Reserved matters application/s will need to demonstrate that tree protection measures can be provided for a specific layout and will be conditioned accordingly.
- 5.27 Objectors have raised concern that this development effectively results in the coalescence of Steventon and Drayton. With respect to this, it is noted that whilst the development closes the gap between the villages to a degree, the edge of the development is defined by the existing landscape feature of the overhead lines, beyond which there will still be a significant area of open area between the two villages. Given this, coalescence is not a concern.

Flood Risk and Drainage

- 5.28 The NPPF states 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).
- 5.29 Adopted local plan 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.
- 5.30 A number of objectors have raised concern regarding flooding around the site and that the development will worsen the existing situation.

Foul Drainage

- 5.31 Thames Water has identified the requirement for off-site improvement works to cater for the waste water from the proposal, and it is understood they have requested the developer to undertake an impact study to determine what works might be required. Notwithstanding this, Thames Water has indicated that they have no objection subject to a Grampian condition requiring the submission and approval of a drainage strategy.
- 5.32 The Council's Drainage Engineer has no objections subject to a condition for submission and approval of on-site foul drainage works.

- 5.33 The applicant has provided a legal opinion outlining why they consider foul drainage conditions are not necessary and should not be attached to any approval. They consider that matters relating to foul drainage are comprehensively addressed in other primary legislation, meaning there is no impact which would make the development unacceptable in planning terms in the absence of a condition.
- 5.34 Officers have considered this advice, but do not agree with it. NPPG advice (at paragraph 016) points out that the timescales for works carried out by a sewerage company do not always fit in with development needs. Essential infrastructure such as sewerage needs to be in place prior to the occupation of the development and as such the imposition of foul drainage conditions are considered to be both reasonable and necessary given that a solution to address foul drainage has not yet been secured as far as officers are aware.

Surface Water drainage

- 5.35 In terms of surface water drainage, the Council's Drainage Engineer considers that although the Flood Risk Assessment provided provides an acceptable basis for SUDS design, the new development to the south of the site and the securing of viable long term drainage outlets downstream of the site will need to be specifically referred to at reserved matters stage. He has recommended a condition for a detailed FRA accordingly, which requires, amongst other things, the drainage system to be based on ground permeability tests and a full consideration of groundwater flooding issues, including historic events.
- 5.36 The County Council also have no objection subject to a condition for a sustainable surface water drainage scheme to be developed in accordance with a Flood Risk Assessment. They have requested that SUDS details and maintenance be included within the legal agreement however a condition for SUDS provision and maintenance has been recommended and as such inclusion within the legal agreement is not required.

Traffic, Parking and Highway Safety

- 5.37 Adopted local plan policy DC5 requires safe access for developments and that the road network can accommodate the traffic arising from the development safely.
- 5.38 The NPPF (Paragraph 32) requires plans and decisions to take account of whether: 1) 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; 2) safe and suitable access to the site can be achieved for all people; and 3) improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. 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.*"

- 5.39 This application seeks approval for a new vehicle access onto the B4017. Objectors have raised concern regarding the traffic impacts of the development generally and some consider the proposed access would create a dangerous junction on an already overloaded road.
- 5.40 The County Council has reviewed the application, and whilst they had no objection to the details of the access proposed (bell mouth access, viability splays and pedestrian footways to link with existing), they originally objected based on lack of evidence base of assessment of traffic impact and travel planning. However, following discussions with the developer the County Council have withdrawn their objection due to the fact the developer has agreed to the following as have been identified in the County Council's consultation response:-
- Payment of TRO consultation and signage in order to move the 30 miles per hour speed limit north to the village boundary of Drayton.
 - Accept conditions requiring Travel Plans for the residential element and care home along with a monitoring charge.
 - Payment of £230,880 towards the upgrading of the existing track between Steventon and the employment area that runs parallel to the railway and under the A34.
 - Payment of £63,600 to protect and improve the local bus service.
- 5.41 In addition, to encourage walking to and from the site from the village, the developer has agreed to undertake routine maintenance along the nearby footways to cut back the encroaching verge and regain their proper width; provide better dropped kerbs and tactile paving where the main footpath crosses the Green, provide tactile paving at the existing footway crossings of the main footway with Field Gardens; Hanney Road and The Causeway. As this involves works outside the site and on an ongoing basis, it is most appropriate for these works to be included within the legal agreement.
- 5.42 The County Council considers that the likely traffic impact of the proposal is adequately mitigated through the above undertakings for cycle, walking and other sustainable mode improvements and public transport. On this basis they no longer require further analysis on the modelling of the traffic impact of the development.

Historic Environment

- 5.43 The application site is within an area of archaeological potential with evidence of archaeological features to the west and south. The County Council Archaeologist has no objection to the principle of the development subject to conditions for a staged programme of archaeological evaluation and appropriate mitigation in line with Local Plan policy HE11.

Ecology and Biodiversity

- 5.44 NPPF Paragraph 118 states that “...if significant [biodiversity] 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...”
- 5.45 The application is accompanied by an Ecological Appraisal which concludes that the site’s value to nature conservation can easily be increased through the use of species-rich grassland, the inclusion of fruit and berry bearing shrubs and trees, the creation of new hedgerow along the sites open northern boundary and the placement of bat and bird boxes around the site.
- 5.46 The Council’s Countryside Officer has responded to state that there are no significant ecological constraints present on this site, and the outline proposals provide good scope to create a biodiversity enhancements when compared to the existing biodiversity value. A condition to ensure compliance with the recommendations in the Ecological Appraisal is recommended to ensure harm to protected species is avoided. A condition for a biodiversity enhancement strategy may be required to be attached to future reserved matters approval/s.

Noise

- 5.47 The NPPF states that the planning system should contribute to and enhance the natural and local environment by, amongst other things, preventing both new and existing development from contributing to or being put at unacceptable risk from noise pollution (paragraph 109).
- 5.48 The application is accompanied by a Noise Report which identifies the dominant noise source as road traffic from Abingdon Road. Due to the very low noise levels observed from the electrical substation and pumping station, these were not considered to be an issue.
- 5.49 The Noise Report identifies that any development fronting Abingdon Road where the extra care facility is shown on the illustrative Framework Plan, acoustic mitigation will be required for outdoor areas either through design and positioning of outdoor areas or through mitigation such as close boarded fencing (less likely to be acceptable fronting the highway). Properties within the site will be less affected by noise.
- 5.50 In living and bedrooms rooms across the site, standard thermal double glazing should ensure that required internal noise levels are met with the windows closed. With windows open there is potential for recommended internal noise limits to be exceeded in some living rooms and bedrooms in the eastern parts of the site, located nearest to Abingdon Road. Some form of acoustic ventilation will therefore need to be installed in some of the rooms.
- 5.51 The Council’s Environmental Health Team has no objection to the development on the grounds of noise, subject to a condition to ensure the

mitigation measures identified in the Noise Report are implemented when it comes to detailed design.

Financial Contribution Requests

- 5.52 The NPPF advises that planning obligations should only be sought where they meet all of the following tests in 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.

- 5.53 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.

AFFORDABLE HOUSING

- 5.54 The legal agreement will secure 35% of the total number of dwellings should be provided as affordable housing. Assuming the future reserved matters are for 80 dwellings in total, this would equate to 28 affordable homes of which 75% (21 units) should be for rent and 25% (7) should be for shared ownership.

PARISH COUNCIL

- 5.55 Officers sent a letter (by email) to the Parish Council on 11 October requesting an indication of S106 requests, if any. No response has been received at the time of writing this report.

EDUCATION

- 5.56 The County Council has objected on Education grounds, as they consider primary school capacity in this area is not sufficient to meet the needs of housing development on this scale in addition to that already permitted.
- 5.57 The applicant has responded in detail to the County Council's objection. In brief they consider the development to be well located with a large number of primary schools to choose from that have varying degrees of available capacity that will no doubt vary year to year. They disagree that this development would be unsustainable due to education given the existing pattern of travel for primary schools, the opportunity for linked trips and the imperative for OCC to be able to finance the expansion of St Blaise CE Primary school in nearby Milton Heights.
- 5.58 The County Council is currently considering the response from the applicant and they will provide a response before committee. Members will be updated in an update addendum report.
- 5.59 The following developer contributions and obligations, equating to £25,217 per dwelling, have been requested and the developer has agreed to all requests made.

Vale of White Horse District Council - Committee Report - 9 November 2016

- 5.60 In terms of delivery the application has been submitted to as a five year housing supply site therefore it is recommended to apply an 18 month time limit to reserved matters submission, following which the development will need to be implemented within 12 months, to ensure that the development is delivered quickly to address the deficit.

District Council	Amount (£)
On Site public open space maintenance	£1,115,940
Play maintenance (on or off site, although most likely on-site LAP)	£10,095
Sports and Recreation	£38,700 (Swimming pools, off site) £1,652 (Sports halls, off site) £5,463 (Artificial grass pitch, off site) £4,514 (Football pitches, off site) £4,735 (Cricket pitches, off site) £3,134 (Rugby pitches, off site) £4,566 (Cricket pavilion, off site)
Street naming and numbering	£878.89
Public Art	£24,000 (£300 per unit)
Steventon Parish Council requests towards various local facilities	£0
Waste Collection	£14,600 (£170 x 80 dwellings + £1000 for extra care facility)
S106 Monitoring contribution	£7,072
Total	£1,235,349.89

Oxfordshire County Council	Amount (£)
Contribution to Cinder Track traffic free path	£230,880
Contribution to Science Vale Public Transport Network	£63,600 (£795 per dwelling)
Speed Limit TRO consultation	£2,500

Signage costs for TRO	£1,000
Travel Plan Monitoring Fee	£1,240
To encourage walking to and from the site, undertake routine maintenance along the nearby footways to cut back the encroaching verge and regain their proper width; provide better dropped kerbs and tactile paving where the main footpath crosses the Green, provide tactile paving at the existing footway crossings of the main footway with Field Gardens; Hanney Road and The Causeway.	£N/A – developer to undertake works in accordance with plan and schedule to be attached to legal agreement.
Primary education contribution	£173,699
Early Years education contribution	£19,187
Contribution towards securing school transport for primary aged pupils to the nearest available primary school.	£266,000
Library Contribution	£20,156.64
Administration and Monitoring	£3,750
Total	£782,012.64
Overall Total	£2,017,362.53

6. CONCLUSION

- 6.1 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).
- 6.2 Given that Steventon is one of the larger villages in the District with a good range of facilities and a regular bus service, the site is considered a suitable location for new housing.

Vale of White Horse District Council - Committee Report - 9 November 2016

- 6.3 The landscape and visual impact is acceptable in the context of the mitigation shown on the illustrative Framework Plan, and given the site would be viewed against the backdrop of Steventon.
- 6.4 The illustrative Framework Plan demonstrates that this quantum of development can be accommodated within the site in a satisfactory manner, and in a way that would not impact adversely on neighbouring residents.
- 6.5 The development will undoubtedly have some impact on the highway network however these impacts are not severe in the context of the NPPF and can be mitigated to a degree through a package of undertakings for cycle, walking and other sustainable mode improvements and public transport, to which the developer has agreed.
- 6.6 The technical issues relating to archaeology, noise, drainage and sewage are acceptable subject to conditions.
- 6.7 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 minor 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.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2011:

GS1 - Developments in existing settlements

GS2 - Development elsewhere

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

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

HE9 - Archaeology

HE11 - Archaeology

NE9 - The lowland vale

NE1 - Areas for landscape improvement

Vale of White Horse District Council - Committee Report - 9 November 2016

Draft Local Plan 2013 Part 1:

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

Neighbourhood Plan

An application was received by the Council for a neighbourhood plan designation area on 20 November 2015, but to date a neighbourhood plan has not been submitted to the Council. Consequently, no weight can be given at this stage to any policies that may be emerging in any draft Neighbourhood Plan.

Vale of White Horse Design Guide 2015

National Planning Policy Framework (NPPF)

Planning Practice Guidance

The Conservation of Habitats and Species Regulations 2010

The Localism Act

The Human Rights Act 1998

The Equality Act 2010 (Section 149)

Case Officer – Lisa Kamali

Email – lisa.kamali@southandvale.gov.uk

Tel – (01235) 422600