

APPLICATION NO.	P16/V2704/FUL
SITE ADDRESS	Land off Field Close, Kingston Bagpuize with Southmoor
PARISH	Kingston Bagpuize
PROPOSAL	Erection of eleven dwellings with provision of access road drainage and landscaping (revised layout)
WARD MEMBER	Eric Batts
APPLICANT	David Wilson Homes
OFFICER	Adrian Butler

RECOMMENDATION

To grant planning permission subject to the following:

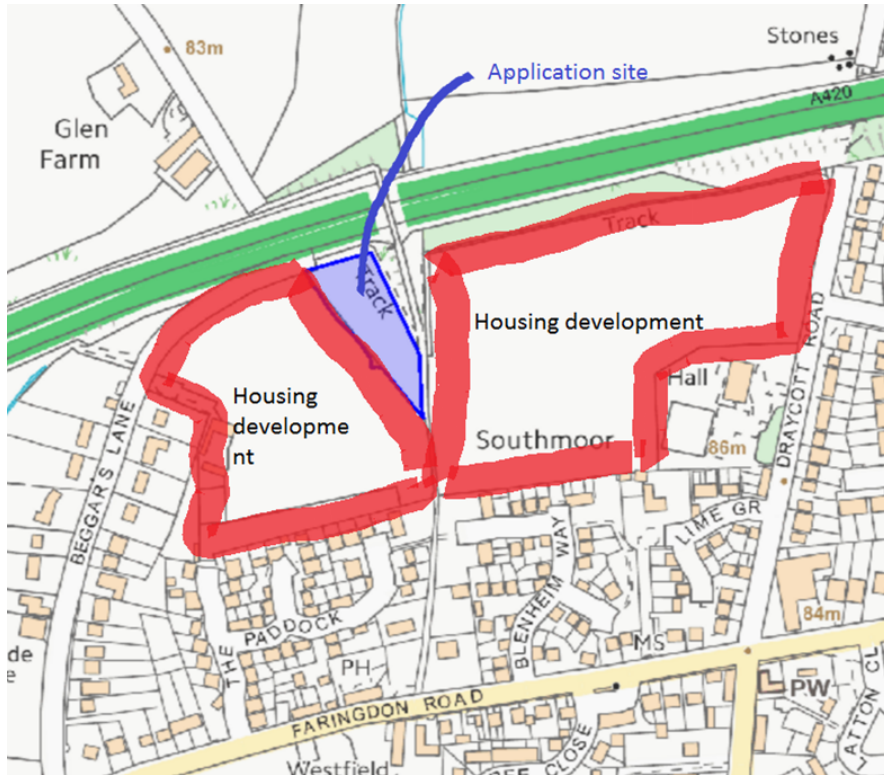
- **A section 106 legal agreement being entered into with the district council to secure financial contributions towards local infrastructure, to secure four affordable dwellings and open spaces to be managed and maintained by a management company; and**

- **Subject to conditions as follows:**
 - 1. 3 years – implementation.**
 - 2. Approved plans.**
 - 3. Landscaping implementation.**
 - 4. Tree protection.**
 - 5. Acoustic mitigation as submitted.**
 - 6. Sustainable drainage scheme to be approved and implemented.**
 - 7. Hedgehog mitigation.**
 - 8. Boundary treatments as plan.**
 - 9. Road surfacing.**
 - 10. Construction management plan.**
 - 11. Slab levels.**
 - 12. Obscure glass first floor window south elevation unit 77.**

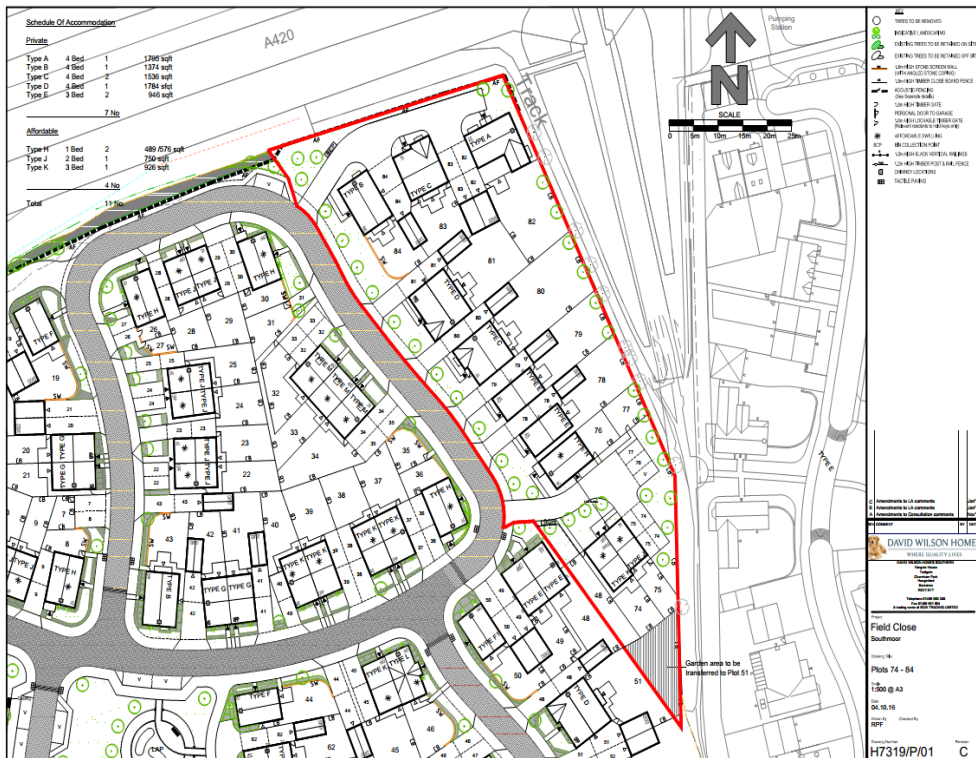
1.0 PROPOSAL

- 1.1 This is a full application. Permission is sought for 11 two-storey dwellings with four of the dwellings to be affordable.

- 1.2 A site location is below:



1.3 It should be noted that planning permission exists for two-storey housing to the immediate east and west of the site. That to the east is constructed and shown in part on the plan below. Development of the housing to the west has commenced and is shown in part on the site layout plan below:



- 1.4 Access to the site is via Field Close and though the development to the west. A bridleway (12) forms the eastern boundary to the site and this rises to the north to cross the bridge over the A420. The bridleway continues immediately north of the site to Beggars Lane.
- 1.5 The application has been amended to provide affordable housing in accordance with the housing team request, improve the relationship with existing dwellings to the east and within the site, and to incorporate a triangular shape piece of land into the garden of a dwelling on the permitted scheme to the west.

2.0 SUMMARY OF CONSULTATIONS AND REPRESENTATIONS ON CURRENT SUBMISSION

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

Parish Council	<p>Object</p> <p>The objections may be summarised as follows:</p> <ul style="list-style-type: none"> • Result in over 85 new houses on the Field Close site, arising from 3 separate planning applications. • The current traffic management plan does not direct lorries to the west exit of the village. Lorries are delivering during the peak hours (before 9am, after 4.30pm) that is not allowed, parking on Field Close and on Faringdon Road obstructing traffic. This should be applied to this proposal if approved and enforced. • The proposed garden plots for 76 and 77 are too small, and 77 is separated from the house. This should not be allowed and represents gross overdevelopment. • The removal of hedgerow adjacent to the public footpath/ bridleway and replacement with close board fence to the rear of plots 78-82, and further to the southern part of the site, will be detrimental to bridleway users, creating a passage that is not overlooked and out of keeping with the rest of the development, and the adjoining development. • Acoustic fencing should extend all the way to plot 78. • Plot 82 is very close to the dual carriageway and will be overlooked by the raised walkway to the bridge. • What is planned for the southern tip of the site? Is it to be left as public open space? If so, how will it be accessed? If left it will attract undesirable use and is not suitable for 'open space' use. It could
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	<p>be used for gardens for plots 74-77.</p> <ul style="list-style-type: none"> • The adjacent bridleway is in a poor state of repair and should be improved • Recent developments leading to an increase in activity in the Parish is leading to a requirement to increase litter/picking and litter/dog bin emptying. This is stretching the Parish finances and recompense for the additional dwellings is required. • Without prejudice to their objections if permission is granted they a seek financial contributions and conditions as follows: <ul style="list-style-type: none"> ○ £11,000 for the No15 bus service ○ £5,000 towards speed reduction and traffic calming on Faringdon Road ○ £6,000 for repairs/improvements to Waggon Path (adjacent bridleway) ○ £440 to litter/dog bin emptying ○ Contributions towards education and health services ○ Retention of shrubbery adjacent to the bridleway ○ CMP be submitted, implemented and enforced
<p>Local residents</p>	<p>3 letters of objection have been received. The objections may be summarised as follows:</p> <ul style="list-style-type: none"> • Overdevelopment • Loss of open space between two developments • Question the adequacy of the sewerage and water supply systems to serve the site. Sewage smells are apparent in the village centre • Is the proposal development plan compliant? • Developer seems to have split the site into three to obtain permission • Further piecemeal development without cohesive contribution to infrastructure demands e.g. traffic, schools, doctors surgery, water, sewerage, retail, employment • No employment in the village leading to increased commuting on busy roads • Increased traffic over Field Close and onto Faringdon Road • A new Construction Management Plan is needed to direct construction traffic westwards and to prevent parking in Field Close • Hedge adjacent to the footpath should be retained and not replaced by fencing • Fencing will enclose the footpath making it unattractive • Housing will be affected by A420 traffic noise

	<ul style="list-style-type: none"> Plot 82 will be overlooked by the raised path leading to the A420 bridge Gardens to plots 76 and 77 are too small with that for 77 separated from the house What is planned for the space at the southern tip of the site? Proposal should contribute to improvements to the adjacent footpath
Oxfordshire County Council	<p><u>Highways</u> No objection The proposal is a 15% increase over those generated by application no. P15/V1795/FUL. At the previous trip generation rates this equates to 4-5 additional trips per peak period. This is accommodated, within the normal fluctuations that nearby junctions will experience. Seek a financial contribution towards improving bus services through the village</p> <p><u>Archaeology</u> No objection There are no archaeological constraints to the site</p> <p><u>Education</u> No objection Seek a financial contribution towards expansion of Longworth primary school to increase capacity</p> <p><u>Conditions</u></p> <ul style="list-style-type: none"> Surface water drainage scheme to be agreed and implemented Travel plan statement Travel information pack
Thames Water	<p>No objection No objection with regard to sewer infrastructure capacity Storm water should be attenuated or regulated into the receiving public network through on or off site storage. Recommend two informatives advising that a ground water risk management permit will be required to discharge groundwater to a public sewer, and Thames water will provide a minimum water pressure of 10m head and a flow rate of 9 litres/minute.</p>
Drainage engineer	<p>No objection Recommends conditions to secure foul drainage and surface water drainage</p>
Countryside officer	<p>No objection Satisfied that there are unlikely to be any significant</p>

	ecological impact
Housing team	<p>Comments:</p> <p>The proposal does not meet the requirement for a 75%/25% tenure split, and the applicant's attention is drawn to the pre-application advice provided. The following unit type and tenure breakdown is proposed, which will more appropriately meet demand and comply with the requirement of CP24:</p> <p>Affordable Rent: 3 x 2 bed</p> <p>Shared Ownership: 1 x 3 bed</p>
Environmental protection team (noise)	No objection subject to full implementation of the mitigation measures identified in the acoustic report
Health and Housing (air quality)	<p>Comment:</p> <p>This site is adjacent to the A420 and poor air quality could impact on the proposed development. In view of this a screening assessment of local air quality should be undertaken to demonstrate that the site will be suitable in terms of air quality and mitigation proposed if needed.</p>
Health and Housing (contamination)	No objection
Waste management team	<p>No objection</p> <p>All properties have bin storage space. Bin collection points need to be within 25m of the road. Seek a contribution of £170 per house towards bin provision</p>

3.0 RELEVANT PLANNING HISTORY

- 3.1 P16/V1228/FUL – Approved (14/07/2016) - Erection of two dwellings with provision of access road, drainage and landscape works. This application relates to a parcel of land behind dwellings in Beggars Lane and between the site associated with application no. P15/V1795/FUL which is referred to below.
- 3.2 P16/V0788/DIS - Approved (04/07/2016) - Discharge of conditions (2 Building works, 3 Materials, 4 Landscaping, 7 Acoustic report, 8 Drainage design, 11 LAP design, 14 Archaeology, 17 Construction environmental management plan, 18 travel information plan, and 21 Existing site survey and proposed levels) of planning application P15/V1795/FUL.
- 3.3 P15/V1795/FUL - Approved (09/03/2016) - Erection of 73 dwellings with provision of new internal access roads and associated vehicular, pedestrian and cycle access; related highway works; car parking;

drainage; and landscape works including provision of public open space, following demolition of existing buildings (amended planning layout and house types).

- 3.4 P14/V2820/FUL - Refused (12/03/2015) - Demolition of existing buildings. Erection of 73 dwellings with provision of new internal access roads and associated vehicular, pedestrian and cycle access; related highway works, car parking, drainage and landscape works including provision of public open space.
- 3.5 In May 2016 pre-application advice was provided and which may be summarised as follows:
- Principle acceptable
 - Affordable housing should be 3 x 2 bed or 2 x 1 bed and 1 x 2 bed dwellings for rent. Shared ownership should be a 2 or 3 bed house
 - Market housing should follow the SHMA
 - Design comments including the 'dead' space behind plots 74 – 76 be included as part of their gardens
 - Access roads should be linked
 - Appropriate boundary treatments needed
 - An acoustic assessment and mitigation is needed
 - Care needed with relationships with new housing being built
 - Seek Thames Water advice on foul water and water supply impacts
 - May seek s106 contributions similar to those on the adjoining site but on a pro rata basis and subject to CIL pooling restriction
 - Views expressed are an officer opinion only and not binding on the council

4.0 ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

- 4.1 The site area is less than 5ha, fewer than 150 dwellings are proposed and the site is not in a 'sensitive area'. The proposal is not therefore, EIA development.

5.0 MAIN ISSUES

Current Housing Policy

- 5.1 The site is a small gap within the built up area of Kingston Bagpuize with Southmoor. Being within the village the proposal is compliant with core policies 4 and 8 of the adopted Local Plan 2031 – Part 1. The principle of development is acceptable.

Affordable Housing and Housing Mix

- 5.2 The application provides 35% affordable housing in accordance with policy CP24 of the adopted Local Plan 2031 – Part 1. The tenure split will be 75% rented and 25% shared ownership.
- 5.3 The affordable housing mix comprises 2 x 1 bed maisonettes and 1 x 2 bed house for affordable rent and 1 x 3 bed house for shared ownership. This meets with pre-application advice given by the housing team.
- 5.4 The market housing mix is shown in the table below:

	1-bed	2-bed	3-bed	4+ bed	Total
Proposed	0	0	2	5	7

- 5.5 This is not SHMA compliant. However, in considering the development on land off Field Close as a whole (application no's P15/V1795/FUL, P16/V1228/FUL and this application) and which is being built out by the applicant the mix comprises:

	1-bed	2-bed	3-bed	4+ beds	Total
Market dwellings	0	13	20	20	53
SHMA estimate	3	12	22	16	53

- 5.6 This mix is considered reasonable and compliant with core policy 22 of the adopted Local Plan 2031 – Part 1.

Design and Layout

- 5.7 The house types are the same as those already permitted immediately west of the site (application no. P15/V1795/FUL). These houses types remain acceptable designs.
- 5.8 The layout includes similar principles permitted on adjacent sites with some houses accessed off a primary route though the site and others from private drives. The proposal responds positively to the scheme to the west. Adequate garden areas are provided. An area of land at the southern end of the site is now incorporated into the garden of a dwelling permitted under application no. P15/V1795/FUL rather than being left vacant which was initially proposed. The proposed landscaping follows that permitted on the adjacent scheme to the west. Trees and hedges beside the bridleway (12) are beyond the site and are shown on the submitted plans as retained. A proposed close boarded fence and acoustic fence on the east and northern boundaries respectively are on the development side of the trees and hedges. There is continuity between schemes. The proposal is considered compliant with the Design Guide 2015 and core policy 37 of the adopted Local Plan 2031 Part 1.

- 5.9 Density of development is some 23 dwellings per hectare (dph). (Housing to the immediate west has a density of approximately 27dph). Whilst core policy 23 of the Local Plan 2031 Part 1 expects a minimum density of 30dph, it is considered the proposal compliments the character of adjacent housing sites and further development on this site could be perceived as overdevelopment. The density of this proposal is considered reasonable.

Residential Amenity

- 5.10 Traffic noise from the A420 is apparent across this site. The development to the west was subject to noise assessments including at the request of planning committee peak hours assessment. An updated acoustic assessment has been provided which concludes that an acoustic fence on the north and part of the east boundary plus appropriate glazing will ensure no unreasonable impact on future residents. The environmental protection team is satisfied with the conclusions. A condition can secure mitigation in accordance with the applicant's acoustic assessment.
- 5.11 All dwellings are located in excess of 21m from existing houses in Storksbill Lane and Hawksbeard Way which accords with Design Guide advice and ensures no unreasonable overlooking. The scheme has been amended to prevent unreasonable overlooking and overbearing impact between proposed plots 76/77 and 74 and 75.
- 5.12 An air quality report has been provided by the applicant. This concludes air quality is not a planning constraint. The council's health and housing team has been reconsulted and their comments will be included in the committee update addendum.

Landscape and Visual Impact

- 5.13 This paddock is set between two permitted housing developments one virtually complete and one in relatively early stages of construction. It provides a limited open setting to the bridleway (12) which in turn, is largely dominated by the housing developments to the east. The bridleways are also compromised by the proximity of the A420 and associated movements and noise. Loss of this site to housing will have a limited impact on the enjoyment of the bridleway by its many users.
- 5.14 The site forms part of the Lowland Vale. There are no far reaching views in which the site is prominent. Surrounding housing and the hedge on the north boundary ensure it is not visible in views from outside the village. There are views from the rising bridleway and footbridge across the A420. In these views the site is seen in the context of the developed and developing village. There is no conflict with policy NE9 of the adopted local plan 2011 or core policy 44 of the adopted Local Plan 2031- Part 1.

- 5.15 Loss of this site to housing would result in some very limited harm.

Flood Risk and Drainage

- 5.16 The site is within flood zone 1 being the preferred areas for housing development in flood risk terms; the site is not at risk from river flooding. A sustainable drainage scheme is proposed comprising of permeable paving and soakaways discharging into a cellular storage system beneath hard surfaces which will in turn infiltrate into the ground. This has been permitted on the adjacent site to the west and remains an appropriate strategy. The proposal is compliant with core policy 42 of the adopted Local Plan 2031 – Part 1.

- 5.17 I note concerns from some local residents concerning sewerage capacity. Thames Water has no objection with regard to sewer infrastructure capacity.

Traffic, Parking and Highway Safety

- 5.18 The updated transport statement submitted by the applicant advises that cumulative movements at the Field Close/Faringdon Road junction from the wider housing site and including this scheme will be some 32 two-way movements in the AM peak and some 38 two-way movements in the PM peak. This equates to one car movement every 10-12 minutes in the peak periods. The proposal is unlikely to result in severe congestion or detriment to highway safety and I note the highway authority has no objection. The proposal is considered compliant with policy DC5 of the adopted Local Plan 2011 and paragraph 32 of the NPPF.
- 5.19 The submitted application form suggests 27 parking spaces are provided whilst the transport statement suggests 25 parking spaces are proposed. I have counted space for 31 cars to be parked if the seven garages are included. Parking on a ratio of almost 3 per dwelling is acceptable.

Historic Environment

- 5.20 The site is not within a conservation area and there are no heritage assets on site. The Kingston Bagpuize with Southmoor conservation area is some 985m south east of the site. The nearest listed building is Heath House, Faringdon Road which is some 170m south east of the site. There is no impact for the setting of the conservation area or setting of any listed building or other heritage asset as the site and proposals are divorced from them by distance and intervening housing.
- 5.21 Intrusive archaeological investigation has taken place with limited archaeological interest recorded. The County Council archaeology officer has no objection. The proposal accords with policy HE10 of the adopted local plan 2011 and core policy 39 of the adopted Local Plan 2031 Part 1.

Biodiversity

- 5.22 The site has been stripped and therefore, has no fauna or flora interest. The applicant's biodiversity report indicates the northern boundary hedge remains of interest for bats and birds. This hedge is retained. Likewise the trees and hedges on the western boundary of the bridleway are retained and these are outside the application site and will need to be protected during construction. The applicant's ecologist recommends hedgehog portals for boundary fences (150mm x 150mm gaps). A condition can secure this.

Financial Contribution Requests

- 5.23 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.
- 5.24 Core policy 7 of the Local Plan 2031 Part 1 expects new development to provide the necessary on-site and, where appropriate, off-site infrastructure requirements arising from the proposal with them delivered directly by the developer and/or through an appropriate financial contribution.

PARISH COUNCIL

- 5.25 The Parish Council request financial contributions towards the no. 15 bus service through the village. This is confirmed by the County Council and it is considered a reasonable request. £1,000 per house is requested. The Parish Council request for an education contribution is also confirmed by the County Council.
- 5.26 Request for financial contributions towards speed limit controls and traffic calming on Faringdon Road are not expected by the County Council as highway authority and therefore, not considered necessary to make the scheme acceptable. There is no support from the County Council for upgrading the bridleway surface and a request for a financial contribution towards this is not considered necessary to make the scheme acceptable. A bin provision contribution is sought.

LEISURE, RECREATION AND SPORT

- 5.27 The proposal will place additional pressure on local community, recreation and social facilities. There is a need to improve scouting facilities particularly the scout hut. There are schemes to improve tennis facilities in the village and improve youth facilities including a proposed parkour in the village. Proportionate financial contributions are requested towards scout hut improvements or a new facility, towards tennis courts and youth sport/MUGA/parkour in the village.

EDUCATION

- 5.28 The County Council has identified over capacity at Longworth primary school and seeks a proportionate contribution towards providing adequate capacity. The site is within the catchment for the school and a contribution is considered reasonable and necessary.
- 5.29 Financial contributions towards secondary education and special educational needs are not requested due to pooling restrictions and the need to reserve the opportunity to seek contributions from larger developments in this area in future.
- 5.30 The following developer contributions are considered fair and proportionate and should be secured through a section 106 agreement:

District Council	Amount (£)
Bin provision on this site	£1,870
New scout hut or improvements to the existing	£2,200
Outdoor tennis courts in the village	£1,089
Youth sport/MUGA/parkour in the village	£770
Monitoring	£565
Total	£6,494

Oxfordshire County Council	Amount (£)
Public transport serving Kingston Bagpuize with Southmoor	£11,000
Longworth primary school	£40,221
Total	£51,221

Overall Total	£57,715
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6.0 CONCLUSION

- 6.1 This application has been considered in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 The principle of development is acceptable being in accordance with adopted core planning policies. The design and relationship of the proposal to neighbours is reasonable. There are no severe highway impacts. A sustainable drainage scheme is proposed and sewers have capacity according to Thames Water. Biodiversity impacts are limited and there are no impacts for heritage assets.
- 6.3 I have identified some very limited visual impact due to the loss of this small open area. This very limited impact has to be balanced against the benefits of the scheme which include providing housing to meet the needs of the district including affordable housing in an accessible

location. Construction work will generate employment opportunities and additional residents can provide new customers for local services. Finance will be provided through the new homes bonus. The scheme can mitigate for its impacts through planning conditions and financial contributions. I give substantial weight to the benefits of this scheme which outweigh the very limited visual harm.

- 6.4 I conclude the proposal is sustainable development and it accords with the development plan.

The following planning policies have been taken into account:
SAVED POLICIES OF THE VALE OF WHITE HORSE LOCAL PLAN 2011 –
DC3, DC5, DC6, DC7, DC9, DC12, H23, HE10, NE9

ADOPTED VALE OF WHITE HORSE LOCAL PLAN 2031: PART 1 – CORE
POLICIES 1, 2, 3, 4, 8, 22, 23, 24, 33, 35, 36, 37, 39, 40, 42, 43, 44, 45, 46

VALE OF WHITE HORSE DESIGN GUIDE 2015

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