

APPLICATION NO.	P17/V3135/FUL
SITE	Southeast Shrivenham Off Longcot Road Shrivenham
PARISH	SHRIVENHAM
PROPOSAL	Full planning application for the development of 9 dwellings (2 x 2 bedroom, 4 x 3 bedroom and 3 x 3 bedroom) and associated parking, landscaping and external works. Application relates to outline planning permission P13/V1514/O and Reserved Matters approval P16/V2868/RM. Access to site as per previous consent.
WARD MEMBER(S)	Simon Howell Elaine Ware
APPLICANT OFFICER	Taylor Whimpy Charlotte Brewerton

RECOMMENDATION

Planning Permission should be granted with the following conditions attached:

- 1 : Approved plans
- 2: Commencement 3 yrs - Full Planning Permission
- 3: Materials (Details needed)
- 4: Slab Levels (Details needed)
- 5: Tree Protection (Full)
- 6 : Landscaping Scheme (Implement as per details agreed in P17/V0920/DIS)
- 7 : Biodiversity Mitigation and Enhancement Strategy (Implement as per details agreed in P17/V0920/DIS)
- 9: Construction Traffic (As per details approved in P17/V0922/DIS)
- 10: Green Travel Plans
- 11: Drainage (As approved per details approved in P17/V1078/DIS)
- 12: Contamination ((As approved per details approved in P17/V1078/DIS)
- 13: Vision splays
- 14: Vision splays shall be kept unobstructed at all times and boundary treatments and planting cut back regularly
- 15: PD restriction on garages – retain for parking

1.0 INTRODUCTION AND PROPOSAL

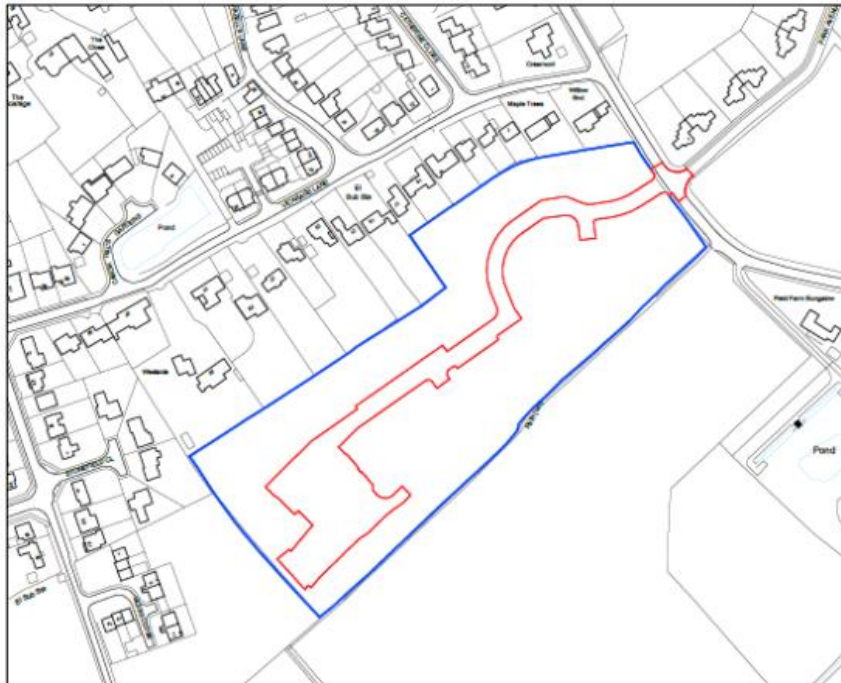
- 1.1 This application comes to planning committee at the request of Councillor Elaine Ware.
- 1.2 This site has outline planning permission (P13/V1514/O) for up to 59 dwellings approved on appeal as part of the 5 year housing supply. Reserved Matters

(P16/V2868/RM) has agreed details for the access, landscaping, design and appearance. Discharge of conditions have been agreed, these include:

- Levels
- Landscape and Biodiversity
- Materials and Phasing of Development
- Construction Traffic Management
- Drainage & Contamination

Given these approved details works on site have started.

- 1.3 This application seeks planning permission for 9 dwellings, an additional 4 dwellings on the site increasing the total dwellings from the 59 (as approved) to 63 dwellings. The proposal seeks to alter plots 34, 35, 38-40 at the far end of the site and replace them with 2 x two bed properties, 4 x three bed dwellings and 3 x four bed dwellings.
- 1.4 The application site is on the southern edge of Shrivenham with access to Longcot Road. A site location plan can be seen below:



- 1.5 The site includes single storey and two-storey dwellings accessed from a main spine road and private drives. The dwellings are separated from housing to the north (Vicarage Lane) by a planting belt some 5m wide. Open space is to the south adjoining the footpath and open fields. No changes are proposed to these elements which are to be implemented as shown in the extant permissions.
- 1.6 The current proposal seeks to access the additional dwellings via the approved road layout. The layout plan is **attached** at Appendix 1.
- 2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**
- 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.

Shrivenham Parish Council	<p>Object.</p> <ul style="list-style-type: none"> • Application is for another 4 dwellings on top of the 59 approved - Impact on Shrivenham will be detrimental. • This is not a strategic site nor towards 5 year housing supply. • Additional strain on services, especially education and health
Forestry Team (Vale of White Horse)	<ul style="list-style-type: none"> • Revised layout required. • Implications for the mature Ash tree. Suppressed daylight to future occupants. <p><u>Revised Plan</u> I have considered the revised tree protection plan extract (JP Associates ref D39 09 P4 and dated February 2018) submitted by the agent for the above application. I can confirm that it accords with the discussion I had with the applicant's arboricultural consultant and that the revision to plots 67 and 68 has addressed the concerns I presented in my memorandum of 04 January 2018. The proximity between the mature Ash (T6) and the adjacent properties is now sufficient to minimise the potential for conflict between the future occupiers and the need for repeated future management of the tree.</p>
Drainage (SouthVale Building Control)	<p>No strong views</p> <ul style="list-style-type: none"> • Condition for Surface Water and Foul Drainage suggested.
Countryside Officer (South Oxfordshire & Vale of White Horse)	<p>No strong views.</p> <ul style="list-style-type: none"> • No impact on biodiversity. Great Crested News not affected. • Mitigation scheme to be implemented as discharged.
Health & Housing	Air Quality - No impacts
Health & Housing	Contaminated Land - No objections
Waste Management Officer (District Council)	<p>No objections</p> <ul style="list-style-type: none"> • Revised tracking needed to show waste vehicle can turn and exit without crossing pavements and parking spaces.

Landscape Architect (Vale of White Horse DC)	Acceptable Condition – as per details agreed on P17/V0920/DIS
Highways Consultant (OCC)	No objections subject to conditions. <ul style="list-style-type: none"> • Retain garages for parking • Vision splays to be maintained: planting and landscaping to be unobstructive. • Parking in accordance with approved plans.
Neighbour (12)	Object <ul style="list-style-type: none"> • Sewer implications • Drainage issues • Access not suitable • Allowed on appeal for up to 59 dwellings therefore no more should be allowed • Harmful to the village and its amenities • Harmful to character and appearance of village • No response to vernacular character • Pressures on infrastructure and flooding issues • Traffic increase will be detrimental

3.0 **RELEVANT PLANNING HISTORY**

3.1 P13/V1514/O – outline planning permission refused for up to 59 dwellings. The application was refused on five grounds:

- Loss of grade 1 agricultural land
- Detrimental impact on the setting of St Andrew’s church
- Landscape and visual intrusion
- Inappropriate design
- Need for a s106 to secure affordable housing and financial contributions
- A subsequent appeal was allowed on 19 February 2016. This approval permits the principle of up to 59 dwellings on the site and the means of access from Longcot Road.

3.2 P15/V2222/O - Refused (01/12/2015)

Outline planning application for residential development (up to 45 dwellings), with public open space, engineering works and associated infrastructure, access to be approved only, all other matters reserved (revision of application reference P13/V1514/O).

3.3 P16/V2868/RM - Approved (24/03/2017)

Reserved Matters application following Outline planning permission P13/V1514/O : 'Outline application for residential development comprising up to

59 dwellings with associated highways works, landscaping and infrastructure improvements

3.4

[P17/V3150/NM](#) - Approved (02/01/2018)

Non material amendment to application refs. P13/V1514/O & P16/V2868/NM - change plot 2 from a 3 bed (PT37) to a 4 bed house (PA49).

3.5

[P17/V3054/NM](#) - Approved (14/12/2017)

Non-material amendment to Planning Permission P16/V2868/RM for changes to Plot 2.

3.6

[P17/V1078/DIS](#) - Approved (04/10/2017)

Discharge of Conditions(s) 8 (drainage) & 12 (contamination) of planning permission P13/V1514/O: Outline application for residential development comprising up to 59 dwellings with associated highways works, landscaping and infrastructure improvements

3.7

[P17/V0922/DIS](#) - Approved (25/07/2017)

Outline application for residential development comprising up to 59 dwellings with associated highways works, landscaping and infrastructure improvements P13/V1514/O Conditions(s) 17 - construction traffic management

3.8

[P17/V1080/DIS](#) - Approved (24/07/2017)

Discharge of conditions 2 - materials and 3 - Phasing of Development on application ref. P16/V2868/RM

3.9

[P17/V1079/DIS](#) - Approved (02/06/2017)

Discharge of condition 7 - Biodiversity Mitigation and Enhancement Strategy on application ref. P16/V2868/RM

3.10

[P17/V0921/DIS](#) - Approved (03/05/2017)

Outline application for residential development comprising up to 59 dwellings with associated highways works, landscaping and infrastructure improvements P13/V1514/O Conditions(s) 16 - levels

3.11

[P17/V0920/DIS](#) - Approved (03/05/2017)

Outline application for residential development comprising up to 59 dwellings with associated highways works, landscaping and infrastructure improvements P13/V1514/O Conditions(s) 15 - Landscape and Biodiversity

3.12 **Pre-application History**

[P16/V1424/PEJ](#) - Other Outcome (22/07/2016)

Application for 59 residential dwellings (outline: P13/V1514/O) **Office meeting**

3.13

[P13/V0784/PEJ](#) - Other Outcome (30/05/2013)

Residential development to provide approximately 70 dwellings.

3.14 **Screening Opinion requests**

[P12/V2358/SCR](#) - Other Outcome (03/01/2013)

Request a screening opinion

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

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 EIA development.

5.0 **MAIN ISSUES**

5.1 The main issues in the determination of this application are:

- Design and layout of the additional dwellings sought,
- Their relationship with surrounding residential amenity,
- Landscaping and visual impact,
- Traffic implications
- Impact of additional infrastructure required to provide for 4 additional dwellings on this site.

5.2 Officers consider that the principle for housing on this site has been secured by outline planning permission and the reserved matters approval. The site has extant permissions to become a new housing estate on the edge of the village and this application will therefore not cover those issues regarding the principle of development.

5.3 **Housing Mix**

The proposed application seeks to amend the approved housing schedule by re-planning those in the south west corner of the site. The proposed development seeks to vary the approved mix and layout in relation to plots 34 & 35 and 38 – 40, a re-plan of 5 house in total which are to be made smaller in plot size. As such the re-plan, will provide for the following housing mix across the entire site:

5.4

	1-bed	2-bed	3-bed	4+ bed	Total
Proposed	4	17	22	20	63
Approved	4	15	19	21	59

5.5 The previously approved housing mix is shown in the table below and identifies both market and affordable housing:

5.6

	1 bed	2 bed	3 bed	4 bed
Affordable	4	13	7	
Market		2	12	21
Total	59	4	15	21

5.7 The proposed re-organisation of dwellings will not result in the loss of any affordable units, as per the extant planning approvals. 24 affordable and shared rent units are still proposed and will not be lost as a result of this re-organisation of plots.

5.8 Officers acknowledge that the site needs to be considered in conjunction with the previous approvals and cumulative dwellings on this site. Core Policy 24 requires 35% affordable housing to be delivered on a site of this size. That is 35% of the 63 units proposed must be affordable which amounts to 23 dwellings in total. This site is already providing 24 units as per the previous

scheme. The developer was prepared to provide 40% on the scheme for 59 dwellings. Above the standard required by policy.

- 5.9 Officers are therefore satisfied that the additional market housing numbers do not affect the provision of affordable houses in this location and consider the proposal to be in accordance with Core Policy 24 of the adopted Local Development Plan 2031.
- 5.10 **Design and Layout**
Neighbour objections have been raised highlighting the concern of additional dwellings upon the character and vernacular of the surrounding village. The design of the proposed dwellings are to be similar to those agreed in the previous scheme, with the design a standard 'type' for the developer. These designs have been used widely within the district and their appearance, use of materials and mix of styles sit well within this edge of village location.
- 5.11 The layout of the 9 re-planned dwellings are to reflect those that already have permission within the wider site area. House types include a mix of semi-detached, detached and terraced properties, with associated garages and parking. There are to be some with brick detailing and others are to have a painted brick finished to provide an interesting mix of styles within the street scene. Materials and levels are required as a condition to ensure that these details are consistent throughout the site.
- 5.12 The proposed layout will not be too dissimilar from the reserved matters layout in that at the far end of the proposed development a block of 5 dwellings will now become 9 houses through reconfiguring those already approved. The developer has sought to break up these properties to assist with housing mix and demand for the local area. Visually this will not harm the layout and appearance of this housing estate.
- 5.13 The additional dwellings are to be for market housing. The increased number of houses on this site would increase the density from 16.6dph to 17.6dph. Core Policy 23 seeks a density per hectare of 30 dwellings. This site is well below this figure even with the additional dwellings.
- 5.14 Whilst officers acknowledge that areas within the village are at a lot lower densities than this site and the proposed layout does not reflect the village vernacular or existing character, the Inspector, on appeal in the extant planning approval (P13/V1514/O), noted that a suitable form of development at a higher density in which to assist in meeting the 5 year housing supply, could sit comfortably in this edge of village location with appropriate landscaping in place, (the full inspector decision can be seen attached at **Appendix 2**). He noted that in accordance with current planning policy, and to make efficient use of this land, 16.6dph would not be harmful to this part of the village.
- 5.15 Officers consider that the increase of 4 dwellings on this site, whilst not required to assist in the 5-year housing supply, would not cause material harm to the site, its layout or density and therefore has little harm to the site and surrounding area in which to identify planning harm to recommend refusal.

- 5.16 The additional properties are to occupy a similar space to those previously approved without encroaching on either the existing village and landscape buffer or the agreed public open space to the south. There will be little visual harm by the increase of 4 dwellings on this site and Officers are therefore satisfied that design, layout and density are in accordance with Policy.
- 5.17 **Residential Amenity**
Neighbour objections have not raised issues of adjacent residential amenity as a concern. The proposed reconfiguration of dwellings at the rear of this site would have little detrimental impact to existing dwellings along Vicarage Road due to their distance and location. The 5m landscape buffer is to remain in situ with no changes proposed to it by this application.
- 5.18 Having assessed the size, location and proximity of the proposed dwellings to adjacent new builds, Officers are satisfied that there would be little harm in terms of overlooking, overshadowing, issues of overbearing or a loss of privacy to adjacent amenity. The reconfigured dwellings would sit comfortably within their plots with little detrimental impact upon future residents living amenity. Whilst back gardens are on the smaller size, measuring between 8m – 12m deep, this is not considered harmful in terms of being overbearing due to their orientation and layout with adjacent dwellings. Back to back distances between properties measure 21m which is considered acceptable in our Design Guide to ensure there would be no unacceptable levels of loss of privacy. Plots sizes, parking, orientation, layout and form are acceptable to ensure that there is unlikely to be any harm to residential amenity. This is in accordance with Policies DC9 and DC10 of the saved policies of the Local Plan 2011.
- 5.19 **Landscape and Visual Impact**
The Landscape Architect has no objections to the proposed re-plan and additional dwellings. The amendments are to have little visual alteration to the boundary edge overlooking green space to the southwest of the site and the details for fencing and planting are acceptable. Access, landscaping, and green spaces are to be unaffected by these changes with the context of the proposed additional dwellings being read against the backdrop of approved development.
- 5.20 The Forestry Officer has asked that a revised layout be submitted due to the impact of a mature ash on future occupants of some of the new dwelling houses. A revised plan has been submitted in accordance with the Forestry Officer's request. The revised tree protection plan extract (JP Associates ref D39 09 P4 and dated February 2018) submitted by the agent for the above application has addressed the concerns of the Forestry Officer. The proximity between the mature Ash (T6) and the adjacent properties is now sufficient to minimise the potential for conflict between the future occupiers and the need for repeated future management of the tree. The submitted tree protection plan is an extract, the compliance with which should be referred to on the decision notice, along with reference to the original tree protection plan (JP Associates D39 09 P3 rev B). A condition ensuring tree protection is implemented satisfactorily is recommended.
- 5.21 Officers are therefore satisfied that the proposed additional dwellings can be accommodated on this site with limited alteration to the approved landscaping

details and whilst ensuring tree protection. This is in accordance with Core Policy 44 of the adopted Local Plan 2031.

5.22 Flood Risk and drainage

The Parish Council and neighbours have raised the drainage of this site and potential flooding as a serious concern and an objection to the scheme. They note that sewage smells and odours and the need for additional clean-up of sewage in this location, due to poor drainage in the local area, will be exacerbated by the approval of this application.

5.23 Planning conditions on the outline planning permission required a sustainable drainage scheme to be agreed, and the foul drainage to be implemented in accordance with solutions presented by Thames Water in their sewer impact study.

5.24 The impact study has been carried out and Thames Water have concluded that the drainage system within the area can accommodate the proposed new dwellings.

5.25 The Flood Risk Assessment submitted as part of the revised re-plan on this site identifies the following:

- That the principles for managing surface water runoff and foul water drainage from the development have not changed and will be carried out in accordance with the latest approved drainage strategy.
- That the peak rate of surface water discharge from the development will not increase over that approved and that the volume of attenuation provided can manage any increase in impermeable areas resulting from the re-plan.
- That the proposed alterations to the layout and increase in the number of dwellings will not alter or increase the assessed level of flood risk to the site or offsite parties and land from that identified within the approved FRA.
- That the receiving Thames Water foul sewer has adequate capacity to accommodate the increase in foul flows from the additional 4 plots and the total 63 units at the development.

5.26 The submitted drainage information also states the following with regards to Foul Water strategy for the re-planned part of the site:

5.27 *‘The strategy for managing the foul water flows from the proposed development has not changed from that approved within the original FRA drainage strategy in the extant permissions. All foul water flows from the development will discharge offsite via gravity into the existing Thames Water public foul sewerage system at a discharge point located beyond the north-eastern boundary of the site. Thames Water have confirmed that there is adequate capacity within the existing foul network to accommodate the proposed increase of 4No. units to a total of 63No. units. This will ensure that the proposed development has a ‘no detriment’ impact on the local foul sewer system and does not create a flood risk to both the development and offsite properties and land.’*

- 5.28 Our Drainage Consultant has advised that having regard to the submitted drainage information the 4 additional dwellings will not result in significant harm to the existing drainage system. A condition for surface water details and foul drainage has been recommended but no other issues raised with regards to drainage and flooding on this site. Officers consider that as all details are to be 'as approved' on the previous outline and reserved matters permissions, and that details have been submitted which satisfactorily discharge these details, Officers are not to place on a condition for these details to be submitted again. A condition which states that drainage details are implemented as per those agreed in P17/V1078/DIS is sufficient. Any variation to these agreed details will need formal written consent by the Local Planning Authority.
- 5.29 Officers consider that the proposed development would not be detrimental to Core Policy 42 of the Adopted Local plan 2031 and Saved Policy DC8 as outlined above and that the drainage and flooding of this site will not be detrimental to the site or the surrounding area.
- 5.30 **Traffic, parking and highway safety**
Neighbours have raised concerns that the additional dwellings would significantly increase traffic implications and congestion around the village and upon the site in addition to the access not being adequate.
- 5.31 Access to the site off Longcot Road has already been approved. The main spine road shown on the proposed layout plan is as permitted in the outline and reserved matters stage. No revisions are proposed to it or the access in this application.
- 5.32 Our Highways Consultants at OCC have noted that additional plots would have parking in a similar fashion to those dwellings already permitted. Parking is onsite, adjacent to the respective dwelling with garage parking available in addition to a driveway. 22 parking spaces are proposed, with 2 per property plus visitor spaces. This is acceptable in highways terms for the increased number of units. The Highways Consultant has recommended that the garages be retained to ensure parking capacities in this part of the site. He also notes that vision splays are to be retained and that boundary treatments and planting do not obstruct these vision splays. These matters can be dealt with by appropriately worded conditions on any grant of approval.
- 5.33 Officers consider that the inclusion of 4 additional dwellings on this site would not amount to significantly more traffic movements into, off of and around the village to warrant a refusal based on highways safety grounds. The proposal accords with Core Policy 33 and 35 of the Adopted Local Plan 2031.
- 5.34 **Biodiversity**
Condition 10 of planning permission P13/1514/O requires the Great Crested Newt Mitigation Strategy, submitted with that application to be implemented unless any variation is agreed by the local planning authority. This condition has been discharged as part of the pre-commencement requirements and as such the Countryside Officer has no objections to the current proposal based on its impact to biodiversity.

- 5.35 A condition is recommended that the biodiversity details shall be implemented as per those details approved as part of P17/V1079/DIS. This will ensure that the details are implemented on this site. The proposal is compliant with core policy 46 of the adopted Local Plan 2031.
- 5.36 **Other Considerations**
Environmental Health officers have no concerns over air quality or contaminated land issues on this site. Contamination details are to be implemented as per those details submitted and satisfactorily discharged by P17/V1078/DIS.
- 5.37 Local residents are concerned that as this is a FUL application, not attached to the RM decision, developers could choose to build only those dwellings hereby approved, potentially only 9 dwellings within a large field. Whilst technically this could be the case Officers are confident that this application will be developed in conjunction with the previously approved scheme due to it being the most viable option and efficient use of the land.
- 5.38 Residents are annoyed and frustrated that this application has come in when the previous scheme for 'up to 59 dwellings' was approved on appeal and this now increases development upon lost agricultural land. Officers must consider all applications unless there is a material reason why it should not be considered in accordance with the development plan policies. Officers acknowledge that the reorganisation of the far end would increase the numbers of dwellings on this site but as assessed above there are no material reasons, based on technical evidence, that would cause significant or detrimental harm to the surrounding village or the future occupants of the site for Officers to recommend refusal as contrary to the Development Plan Policies. The density, layout, traffic implications, drainage network and housing mix all meet policy guidance and as such Officers of this Council are bound to make a recommendation in accordance with planning policy.
- 5.39 Comments have been made about our consultation process. Whilst our automatic system has notified people in the unoccupied properties it has also notified those who immediately adjoin the site and those who previously commented on the Outline and Reserved matters applications as per our consultation policy for planning applications. Officers are satisfied that all who wanted to comment have been given a fair opportunity to do so.
- 5.40 The additional housing in this location will be caught by CIL and therefore any additional monies required for education needs will be fulfilled via this requirement. No further S106 is required for this application.

6.0 **CONCLUSION**

- 6.1 In conclusion, Officers are satisfied that the proposed reorganisation of dwellings on this site, which seeks an additional 4 dwellings to the land off Longcot Road, would be read in context with the extant planning permissions and would not pose substantial or material harm in terms of design, layout, landscaping and visual amenity, surrounding residential amenity, flooding and drainage, biodiversity or Highways Safety grounds and therefore, as such, are in accordance with the Core Planning Policies of the Vale of White Horse Local Plan 2031 and saved Policies in the Local Plan 2011.

- 6.2 The following planning policies have been taken into account:
Vale of White Horse adopted Local Plan 2031 policies;
CP01 - Presumption in Favour of Sustainable Development
CP02 - Cooperation on Unmet Housing Need for Oxfordshire
CP03 - Settlement Hierarchy
CP04 - Meeting Our Housing Needs
CP07 - Providing Supporting Infrastructure and Services
CP20 - Spatial Strategy for Western Vale Sub-Area
CP22 - Housing Mix
CP23 - Housing Density
CP24 - Affordable Housing
CP35 - Promoting Public Transport, Cycling and Walking
CP36 - Electronic communications
CP37 - Design and Local Distinctiveness
CP39 - The Historic Environment
CP40 - Sustainable Design and Construction
CP42 - Flood Risk
CP43 - Natural Resources
CP44 - Landscape
CP46 - Conservation and Improvement of Biodiversity

- 6.3 **Vale of White Horse saved Local Plan Policies 2011:**
DC3 - Design against crime
DC6 - Landscaping
DC7 - Waste Collection and Recycling
DC8 - The Provision of Infrastructure and Services
DC9 - The Impact of Development on Neighbouring Uses
H23 - Open Space in New Housing Development
HE10 - Archaeology
NE9 - The Lowland Vale
NE12 - Great Western Community Forest

- 6.4 **NEIGHBOURHOOD PLAN**
Shrivenham Neighbourhood Plan

- 6.5 **VALE OF WHITE HORSE DESIGN GUIDE 2015**

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