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| APPLICATION NO. | P18/V0692/RM |
| SITE | Steventon Road Nurseries, Steventon Road, East Hanney, Wantage, OX12 0HS |
| PARISH | East Hanney |
| PROPOSAL | Reserved matters application for the erection of 40 dwellings including appearance, landscaping, layout and scale following the outline approval - P16/V3226/FUL, variation of P15/V0898/O. |
| WARD MEMBER(S) | Matthew Barber |
| APPLICANT | Mr John Matuszewski |
| OFFICER | Adrian Butler |

RECOMMENDATION

It is recommended that reserved matters be approved subject to conditions summarised as follows:

- 1. Approved plans.**
- 2. Materials to be agreed before work above slab level.**
- 3. Landscaping implementation.**
- 4. Road surfacing prior to completion.**
- 5. Parking spaces to be provided before occupation.**
- 6. Boundary details to be submitted and approved - details implemented prior to occupation.**
- 7. Play area details to be approved and implemented.**
- 8. Bin collection points to be agreed.**
- 9. No street lighting.**
- 10. Garages to be retained.**
- 11. Working hours to be Monday to Friday 07:30 to 18:00 and 08:00 to 13:00 Saturday. No works on Sundays or public holidays.**

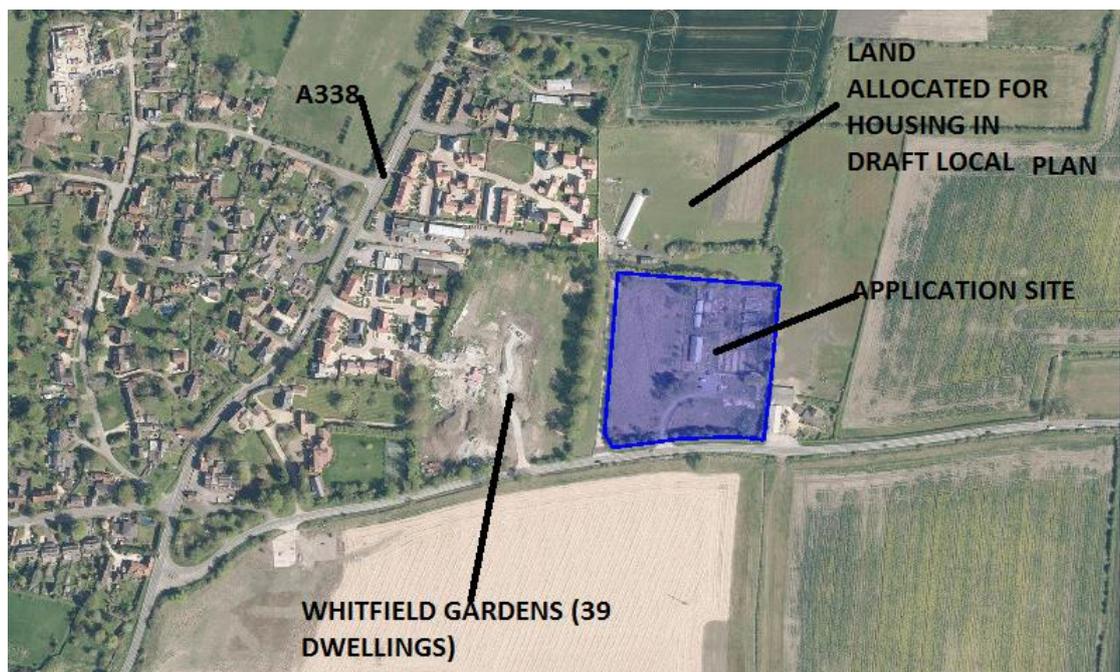
The planning conditions and Section 106 agreement for the outline permission remain applicable.

1.0 INTRODUCTION AND PROPOSAL

- 1.1** The application is presented to the committee as East Hanney Parish Council objects to the proposal.
- 1.2** The application seeks approval of reserved matters following the grant of outline planning permission for up to 40 dwellings on this site. The reserved matters are appearance, landscaping, layout and scale.
- 1.3** This reserved matters application is not an opportunity to revisit the principle of development or means of access to the site which were established by the outline permission. Surface water and foul water drainage strategies are the requirement of planning conditions attached

to the outline permission and these do not need to be submitted or agreed at this stage.

- 1.4 The proposal is for 40 two-storey dwellings including 16 affordable dwellings. Access is proposed from the Steventon Road as permitted at outline stage. The outline permission also includes a pedestrian path from the site access linking to an existing housing development to the west (Whitfield Gardens). The layout plan is **attached** as Appendix 1 to this report.
- 1.5 The proposal has been subject to the submission of amended plans that seek to address initial objections from the highway officer and comments by the waste management team about tracking for refuse vehicles, and to provide additional parking to meet standards. In addition, the applicant advises the roads will not be offered for adoption, a no build zone exists around the pumping station and therefore, this space has been used for parking.
- 1.6 The site location is shown on the plan below. The site is becoming overgrown but formerly was used as a plant nursery. Buildings associated with the nursery use remain on site. A vehicular access exists on to Steventon Road. North of the site is land in use as a plant nursery (Rosy Bee). Access to Rosy Bee is immediately west of the application site. The land to the west and north is proposed as a housing allocation in the draft version of the Local Plan 2031 Part 2 which is presently at Examination. Further to the west is new housing (Whitfield Gardens). To the south is Steventon Road and beyond are fields. To the east is a dwelling, agricultural buildings and fields. The plan below shows the site and surroundings:



2.0 SUMMARY OF CONSULTATIONS AND REPRESENTATIONS ON CURRENT SUBMISSION

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

East Hanney Parish Council

Object for the reasons that may be summarised as follows:

- Any scheme should be presented as an initial phase of the draft Part 2 Local Plan housing site allocation north of the site
- Lack of consultation by the applicant with the local community
- Poor layout and design of the site and buildings
- Poor definition of materials to be used throughout
- Lack of vision with regards to other sites and integration
- Overly dense development for this location. Density should be reduced to accord with an emerging Neighbourhood Plan policy protecting the character of East Hanney
- Lack of appreciation of rural location, visual impact upon approach and views from Ridgeway. An appeal decision at the southern edge of the village rejected housing due to its visual impact
- A 1.8m high fence on the northern boundary would be visually intrusive
- Affordable housing is not evenly distributed across the site
- House designs are out of keeping
- Bungalows are needed in the village
- Incomplete plans submitted

The following objections summarised would have been considered as part of the outline application and therefore, are not matters that can be re-examined as part of the reserved matters application:

- The site is not allocated in the Local Plan and the council has a five-year land supply
- The home types do not contribute to the village
- Lack of local infrastructure to support the development e.g. the primary school has yet to expand, inadequate sewage capacity and water supply
- Unproven flood measurement or mitigation proposals
- Unproven or approved foul drainage proposals
- Lack of arboriculture plan
- Lack of an ecology report
- Concern about contamination of the land.
- Lack of public transport or ease of access to existing services
- Lack of appreciation regards the speed and volume of traffic using the Steventon Road
- Lack of integration with the rest of the village. No vehicular links to adjacent sites. No footpaths available.
- No consideration given to HGV movements along Steventon Road

The Parish Council expects the public open space to be transferred to them for adoption and maintenance. *(Officer note. The s106 agreement requires this to be transferred to a Management Company)*

Local Residents

Amended plans:

One letter has been received making the following comments:

- Agree with the landscape officer's comments especially with regard to boundary issues
- A link between the site and the development built by Linden Homes has disappeared which means they are now separated and not well integrated
- Questions why a tree next to Whitfield Gardens has disappeared from the plans?
- What electricity provision is made? Could be important with the potential for more electric cars.

Original Plans:

Three letters of objection have been received and may be summarised as follows:

- Unsustainable development
- Site is cut-off from the village and there is no safe crossing of the A338
- Increased traffic leading to increased congestion, accident risks, damage to roads and verges
- Loss of more flood plain and increased flood risks
- East Hanney has doubled in size damaging the character of the village
- Water supply and drainage issues not addressed by developments. Neighbouring site has been flooded
- No need for the development. There are unsold dwellings in the village
- School is at capacity
- Inadequate infrastructure to support more housing
- Dangerous junction in the village with more traffic using it
- Steventon Road is degraded and unsuitable for traffic
- Pity the land to the north is not included. By not including it the result will be three separate estates
- Conjoining the site with land to the north could allow a single access and provide securer gardens for plots 1 to 11
- Plots 1 to 11 have insecure gardens formed by a hedge backing onto a potential access. A fence would be better on the boundary
- Unprotected trees in the garden of proposed plot 1 could be felled. Would be better if the trees were in the public open space
- No street lighting should be permitted

One local resident supports the need for more housing and affordable housing with the following reservations:

- Retention of trees needed

- Retain the Rosy Bee plants site
- The speed limit on Steventon Road should be enforced
- Would welcome a post box on this side of East Hanney
- Can the school cope?

One local resident considers the proposal provides a good number of car parking spaces. This local resident also has objections which have been summarised above.

Oxfordshire County Council

Highways

No objection.

Recommend the following conditions:

- Provision of bicycle parking
- Garages not to be converted to living accommodation
- Surfacing of roads
- Construction method statement (*Officer note: this condition is already on the outline approval and will need to be complied with*)

Archaeology

No objection

There are no archaeological constraints to this application.

Housing Team

Comments

- The affordable housing requirement of 40% is as agreed in the outline approval.
- Where possible, parking courts should be avoided with parking spaces provided either on-plot or adjacent to the properties. The tandem parking for plots 16-19 should be revised.

Countryside Officer

No objection

Landscape Officer

Comments

(Officer note: All the matters raised below can be addressed by proposed conditions and by the outline permission conditions. Further information is provided in the text below).

Clarification with regard to site boundaries is required.

- Plot 1, there is no proposed fencing to the southern western site boundary which is post and rail and to the west of this plot
- Plots 2-11 the boundary is delineated by existing chestnut pail fencing. This does not provide a secure boundary to the properties and there is likely to be pressure to install a more visually intrusive solid boundary. Recommend the use of a weldmesh fence would allow the boundary to be secure but be less visually intrusive than a solid wooden fence. This should be located on the eastern side of the existing hawthorn hedge.

- Boundary treatments to the rear of the site also have similar issues with regards to the just of close board fencing on the sites northern boundary in the vicinity of the existing tree trunks. It would not be possible to install a fence line on this alignment.
- The use of knee rail fencing is excessive. Planting, positioning of trees, street furniture and swales in association with the proposed on street parking can all be used to restrict the amount of knee rail proposed.
- Close board fencing is also proposed to abut the areas of POS such as the western boundary of plots 36 and 37. This is not an attractive boundary treatment to the proposed POS.

(Officer note: Condition 6 recommended above requires boundary treatments to be submitted, approved and implemented).

- The play area would be better if integrated into the POS, it does not necessary need to be fenced or hedged. The play space could be delineated by planting which provides play value and or a slight change in ground levels and using the proposed safety surfacing.
- The play equipment should be linked, i.e. stepping stones linked to the balance beam. I am unsure of the play value provided by the 6 proposed rubber Toadstools, these are different character than the other wooden equipment and the proposed seating in the POS. It would be better to provide play sculptures such as the dragon fly or cricket from the same range of play equipment which allows for both seating, balancing and imaginative play.

(Officer note: Proposed condition 7 requires details of the play area equipment to be agreed)

- The footpath link along the road side westwards is not clearly shown on the plans, and how this will impact on the retained site boundary vegetation and the ditch also illustrated on the sites southern boundary.

(Officer note: this path is shown on the access plans approved as part of the outline permission, and condition 3 of the outline permission requires the works to be implemented).

- A bench could be provided in the southern area of POS to take advantage of the shade provided by the existing trees.
- The planting within the scheme is quite urban in places, and could reflect the location of the development on the village edge more. Such as the use of *Prunus laurocerasus* 'Otto Luyken' along the western edge of the proposed swale.
- Plot 1 is hedged with *Carpinus betulus* at the site entrance and this could be pulled though the site to link with its use adjacent to plot 12. Or planting could be used similar to that which is proposed east of the parking bays, west of the northern area of POS.
- It is unclear what the design rational is for the proposed tree planting within the northern area of POS. While it is good to see large sized trees planted in this space they could be grouped to delineate space better. Also, the range of species is unusual having alder interspersed with hornbeam and beech.

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| <ul style="list-style-type: none"> • There are limited trees proposed on the eastern side of the site. North of plots 26 and 25 adjacent to the garden boundaries are proposed 5 Viburnum bodnantense 'Dawn', however there is space within this planting bed to use trees to break up the mass of the built form in this location. The plots to the north are far enough away that shading should not be an issue. • The long term maintenance of boundary vegetation of this site is an issue and this needs to be addressed. The trees along the northern boundaries are mature and their long term replacement should be addressed as part of the scheme. Again, the protection of the western and south western boundary vegetation which are proposed to be contained within the gardens boundaries also needs to be addressed for their long term survival. <p><i>(Officer comment: Condition 4 of the outline permission remains relevant and requires a landscaping scheme to be submitted prior to development above slab level.</i></p> <p><i>The landscape officer's comments should be used by the developer to inform an appropriate landscaping scheme to be submitted in accordance with condition 4 of the outline permission).</i></p> |
| Forestry Officer |
| <p>Comments</p> <p>The applicant has submitted an amended landscape scheme and a management plan. Management of the line of Willow to the rear boundary has been altered to a more sympathetic height reduction (to attain a finished height of 4m). Provision needs to be made for the establishment of any replacements within the line or a thinning regime to compliment the long term gradual replacement of the tree screen.</p> <p>The remainder of the proposals are acceptable.</p> |
| Waste Management |
| <p>Comments</p> <ul style="list-style-type: none"> • Communal bin collection points must be no more than 25m away from the waste collection vehicle, rather than 30m shown on the plans • The bin collection point shown next to plot 18 should be closer to the road <p><i>(Officer note: this can be addressed by condition 8 proposed)</i></p> |

3.0 RELEVANT PLANNING HISTORY

3.1 Planning Applications:

P16/V/3226/FUL - Approved (05/09/2017

Variation of conditions 3, 13,15 on application ref. P15/V0898/O – minor change to the redline (reduction in site area), and other associated minor changes to notation on drawings

Outline application for the erection of up to 40 dwellings, with all matters reserved except access.

P15/V/2734/PEJ - Other Outcome (24/12/2015)

Development already permitted P15/V0898/O. Meeting to discuss reserved matters.

P15/V0898/O - Approved (23/10/2015)

Outline application for the erection of up to 40 dwellings, with all matters reserved except access (as amended by drawings accompanying email from Agent dated 23 July 2015).

3.2 Pre Application Advice:

P18/V0147/PEJ - Other Outcome (02/02/2018)

Further Pre App Advise to application ref - P17/V2790/PEJ Reserved matters application for the erection of up to 40 dwellings following approval P16/V3326/FUL, variation of P15/V0898/O.

P17/V2790/PEJ - Other Outcome (28/11/2017)

Reserved matters application for the erection of up to 40 dwellings following approval P16/V3326/FUL, variation of P15/V0898/O. Pre-application advice given.

4.0 ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

- 4.1 The site area is less than 5ha, for fewer than 150 dwellings and is not within a 'sensitive area' defined by the EIA Regulations. The proposal is not EIA development.

5.0 MAIN ISSUES

- 5.1 The main planning considerations relevant to the assessment of this application are the reserved matters which are:

1. Appearance
2. Landscaping
3. Layout
4. Scale

Appearance

- 5.2 East Hanney comprises an eclectic mix of house types and designs; there is no set pattern of dwelling form. This site visually relates to housing development on the eastern side of the A338 including the recent Whitfield Gardens scheme. House types on this side of the A338 tend to be two storeys with rectangular floor plans with some including projecting gables, bay windows and porches. Roof pitches vary from between 35° to 50°. Dwellings are a mix of detached, semi-detached and terraces. Materials comprise red/brown multi stock bricks, some render and timber boarding, with red or brown concrete roof tiles.
- 5.3 The council's Design Guide 2015 expects the form and massing of new development to be kept simple with a rectangular floor plan and pitched roof. It does allow more complex forms such as 'L' shaped buildings.

- 5.4 The proposed dwellings comply with the Design Guide in having simple forms with rectangular floor plans, pitched roofs and balanced elevations. Some plots have dual elevations to turn the road corners with side windows providing surveillance of side roads and open spaces. A mix of wide and narrow frontages are provided which is reflective of the character of the area. A mix of detached, semi-detached and terraced dwellings is proposed. The proposals accord with Design Guide principles DG52 and DG53.
- 5.5 Proposed materials include red/brown multi stock bricks timber cladding, tile hanging and red/brown tiles. The appearance of the dwellings is considered to respond positively to the Design Guide and appearance of dwellings and materials used in this part of the village. The proposal accords with core policies 37 and 38 of the Local Plan 2031 Part 1.

Landscaping

- 5.6 I acknowledge the comments expressed by the council’s landscape and forestry officers. These matters can be addressed through the discharge of the landscaping condition attached to the outline planning permission, and the suggested planning conditions proposed for this application.
- 5.7 It should be noted there is a constraint on the eastern boundary and in the north east and south east corners of the site due to electricity cables. This restricts new tree planting on the eastern boundary. It also constrains development in the aforementioned corners.
- 5.8 The landscape and forestry officer’s comments should be used to inform a revised landscaping scheme and boundary treatments plan. I would emphasise that means of enclosure in the public domain need to be walls, railings or hedges. A weld mesh fence would be appropriate against the existing and retained hedge on the western boundary. Subject to the imposition of planning conditions the proposal accords with saved policy DC6 of the Local Plan 2011.

Layout

Affordable housing and housing mix

- 5.9 The affordable housing percentage, tenure mix and unit size mix plus the market housing unit size mix are set in the s106 agreement accompanying the outline permission.
- 5.10 The affordable housing percentage is 40% and the tenure mix is 75% affordable rented and 25% shared ownership. The affordable housing unit size mix in the s106 agreement and proposed is:

| | 1-bed | 2-bed | 3 -bed | 4-bed |
|-----------------|-------|-------|--------|-------|
| Affordable rent | 2 | 6 | 3 | 1 |

| | | | | |
|-------------------------|---|---|---|---|
| Shared ownership | 0 | 4 | 0 | 0 |
|-------------------------|---|---|---|---|

5.11 The Parish Council is concerned that the affordable housing is not evenly distributed. It is provided in a 'group' of 12 in the north and east of the site and a group of four in the west of the site. The authority would normally accept clusters of 15 affordable dwellings. The affordable housing is reasonable distributed across the site. Furthermore, its appearance is resembles that of the similar sized market dwellings and it is therefore, considered indistinguishable.

5.12 The market housing unit size mix is shown in the table below:

| No of beds | 1 | 2 | 3 | 4+ |
|-------------------|----------|----------|----------|-----------|
| Proposed | 0 | 4 | 12 | 8 |
| SHMA | 1.4 | 5.2 | 10.2 | 7.2 |

5.13 The NPPG advises that *“Establishing future need for housing is not an exact science. No single approach will provide a definitive answer”*. The SHMA text clearly acknowledges this and is equally clear that the dwelling mixes it identifies are an estimate of need. The SHMA also adds that in applying the estimates to individual sites regard should be given to the nature of the development site and character of the area. It also recognises that the 'market' is to some degree a better judge of what is the most appropriate profile of homes to deliver at any point in time. The market housing mix needs to be considered against this background and market housing mix does not have to be an exact match to the SHMA although I would expect it to be close.

5.14 The proposed market housing mix is considered acceptably close to the SHMA estimate of housing need and the scheme responds to the character of housing in the area.

5.15 In these circumstances the proposal is considered compliant with the SHMA and core policy 22 of the Local Plan 2031 Part 1. It is not necessary for the applicant to provide a viability assessment.

Layout

5.16 I acknowledge the concerns expressed by the Parish Council. At pre-application stage the council appointed an urban design consultant to advise on the scheme. The proposals respond positively to comments made including providing road connection within the site and improved open space through the site. The proposal has lower density development facing the southern boundary of the site and on its western edge. These are the most publicly visible parts of the site. Higher density development is in the northern and north eastern quadrant of the site which is well screened from the east and less visible. The density of 21.7 dwellings per hectare (dph) is consistent with densities of housing on the eastern side of the A338 (Anderson Close 25dph, Stevenson Close and Dandridge Close 22.7dph,

Whitfield Gardens 17dph). It is therefore, responds to its context and accords with core policy 23 and principle DG26 of the Design Guide.

- 5.17 The applicant explains it has taken a landscape based approach to the design with key trees and boundary hedges retained. I note the proposal is reflective of the form of development on land to the west. It also provides active street frontages, a connecting road, vistas and focal points. Parking is largely set to the sides of dwellings although there is a single area of overlooked courtyard type parking in the north east corner where there is a constraint due to electricity lines and a buffer needed around a pumping station. Parking does not dominate the streets. Dwellings turn corners by providing windows on the two street elevations. This proposed layout provides continuity, enclosure, legibility and landmarks. The proposal accords with principles DG27, 28, 29, 31, 33 and 39 of the Design Guide and core policies 37 and 38 of the Local Plan 2031 Part 1.
- 5.18 The s.106 agreement accompanying the outline permission requires 2,760 sq m of public open space to be provided. The proposal provides approximately 3,500 sq m of attractive and useable open space within the site. Most of this open space forms an attractive feature through the site (north to south) and contains swales at its edges (I have not included the swales in my open space calculation). The open space extends to the northern site boundary which will allow a link to any development to the north should that site be allocated for housing in any adopted version of the Local Plan 2031 Part 2. Dwellings front open spaces providing passive surveillance. The amount of open space exceeds that required by the s106 and saved policy H23 of the Local Plan 2011.

Residential Amenity

- 5.19 The Design Guide recommends a minimum distance of 21m between facing habitable windows to prevent unreasonable overlooking. All proposed dwellings are over 30m from habitable room windows in existing houses to the west and east. 'Back to back' distances between dwellings also meet the 21m guidance.
- 5.20 No unreasonable overlooking or overbearing impacts result and the proposal complies with saved policy DC9 of the Local Plan 2011.

Car Parking

- 5.21 Adopted parking standards require 76 allocated spaces and 17 unallocated spaces. The parking standards allow unallocated spaces to be reduced to improve design if necessary. In this case the allocated parking spaces numbered on the plans and including garages, as they are at least 6m x 3m, amount to 90 parking; 14 more than required. Garages should be restricted from conversion to living accommodation to ensure adequate on plot parking is retained in accordance with parking standards. In addition, the plans have been amended to increase unallocated parking spaces to 17 and this does not

compromise the layout. The proposal complies with core policy 35 of the Local Plan 2031 Part 1.

Scale

- 5.22 Scale relates to the height, width and length of each building proposed within the development in relation to its surroundings. The proposed dwellings are two-storeys which reflects unit sizes on the housing development to the west. Heights to ridge range from 8.4m to 8.8m which again reflects heights on the adjacent development. Narrow and wide fronted house types are used to create variety. The scale of development responds positively to existing development on the eastern side of the A338 and is compliant with core policy 37 of the Local Plan 2031 Part 1 and principle DG51 of the Design Guide 2015.

6.0 CONCLUSION

- 6.1 This application has been considered in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 The affordable housing mix accords with the s106 agreement accompanying the outline permission and which remains applicable. The groups of affordable dwellings are acceptable. The market housing mix is close to the SHMA estimate and accords with policy.
- 6.3 The design of the scheme responds to comments made by an independent urban design consultant instructed by the council. The design responds to the character and appearance of housing on this side of the A338. It accords with design policies and guidance in the Local Plan 2031 Part 1 and Design Guide. Car parking meets adopted parking standards. Adequate open space is provided in accordance with the s106 agreement and saved policy H23 of the Local Plan 2011. There is no adverse impact on living conditions for existing residents.
- 6.4 Vehicular access from Steventon Road and a pedestrian link to Whitfield Gardens were all established at outline permission stage as was the principle of development. Drainage is subject to conditions that will need to be 'discharged' before development commences.
- 6.5 The detail of this scheme is largely acceptable but for landscaping which in any event, is to be secured by condition imposed on the outline permission. Other parts of the scheme can be made acceptable through imposing conditions.
- 6.6 It is therefore, recommended that this proposal is approved.

The following planning policies have been taken into account:

VALE OF WHITE HORSE LOCAL PLAN 2031: PART 1 – CORE POLICIES 1, 2, 3, 4, 8, 22, 23, 24, 35, 36, 37, 38, 40, 42, 43, 44, 45, 46

VALE OF WHITE HORSE LOCAL PLAN 2011 – SAVED POLICIES DC3, DC5, DC6, DC7, DC9, DC20, H23, HE9, HE10, NE9

DRAFT VALE OF WHITE HORSE LOCAL PLAN 2031 PART 2 –AND DEVELOPMENT PLAN POLICIES 2, 16, 21, 23, 25, 28, 31 and 33

VALE OF WHITE HORSE DESIGN GUIDE 2015

NATIONAL PLANNING POLICY FRAMEWORK

PLANNING PRACTICE GUIDANCE

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