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| APPLICATION NO. | P17/V2961/FUL |
| SITE | Land south of Kennington, east of Kennington Road, Kennington, Oxford |
| PARISH | KENNINGTON |
| PROPOSAL | Hybrid application consisting of (a) Full planning application for the erection of 283 dwellings with two vehicular access points onto Kennington Road, play area, public open space, attenuation basins and associated infrastructure and (b) Outline planning application for a 0.18ha site for community use (Class D1) building (as amended and amplified by drawings and information received 14 March, 17 May and 10 July 2018). |
| WARD MEMBER(S) | Edward Blagrove Bob Johnston |
| APPLICANT OFFICER | Redrow Homes Stuart Walker |

RECOMMENDATION

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

- A S106 legal agreement to secure financial contributions, affordable housing and open space provision.
- The following planning conditions:

Standard

1. Approved plans.
2. Submission of reserved matters for community use land.
3. Full time limit of commencement.
4. Outline time limit of commencement.
5. Materials in accordance with approved plans.

Pre-commencement

6. Kennington Road accesses and vision splay details to be constructed in accordance with approved plans.
7. Construction traffic management plan.
8. On-site foul and surface water drainage details.
9. Suds details.
10. Landscaping details.
11. Staged programme of archaeological investigation in accordance with approved written scheme of investigation.

Pre-occupation

12. Roads and footpaths provided to each respective dwelling.
13. Car parking in accordance with approved plans.

- 14. Updated travel plan statement.
- 15. External lighting details (for bat species protection).
- 16. Boundary details in accordance with approved plans.
- 17. Noise mitigation in accordance with noise assessment recommendations.
- 18. Off-site foul drainage works prior to 50th occupation.
- 19. Electric charging points to be provided for each market unit with a garage.

Compliance

- 20. Garage accommodation to be retained.
- 21. Tree protection details.
- 22. Landscape maintenance for five years.

1.0 INTRODUCTION AND PROPOSAL

- 1.1 This application was considered by committee on 18 June 2018 where it was resolved to defer the decision for further justification on the proposed market housing mix. All other matters were considered acceptable to the committee and a copy of the original report is **attached** at Appendix 1. This report concentrates on the changes to the scheme since 18 June 2018.
- 1.2 Following deferral, the applicant has amended the scheme to provide 11 x 1 bed market dwellings required by SHMA that were absent in the original proposal. The amended layout plan and plans of the 1 bed units are **attached** at Appendix 2.
- 1.3 The application remains a hybrid proposal seeking (a) full planning permission for the erection of 283 dwellings with two vehicular access points onto Kennington Road, play area, public open space, balancing ponds and associated infrastructure and (b) outline planning permission for a 0.18ha site to be used for a community use (class D1) building.

2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

- 2.1 A summary of the responses received to the latest amendments is below. Comments can be viewed in full online at www.whitehorsedc.gov.uk.

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| <p>Radley Parish Council</p> | <p>Radley Parish Council withdraws its previous objection on the grounds of housing mix but continues to have other concerns we wish to be considered.</p> <p><i>Housing Mix</i> We are pleased with the changes that have been made by the Developer to the mix of market housing, bringing it in line with the SHMA guidelines, but note that our own local research indicates that even more smaller homes are needed in the market sector. We hope that future planning decisions will respect the SHMA guidelines and take account of local evidence.</p> <p><i>Sewerage</i> Since the last time this application came to committee we have made several attempts to contact Thames Water in relation to their</p> |
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| | <p>claim that capacity exists for 50 homes. Adam Peck of Development Services said that he had heard of this but couldn't remember who had come up with it and has subsequently been unable to provide details. Alice Kirkham from Redrow suggested we contact Huw Thomas, Local and Regional Government Liaison, but he has yet to even acknowledge receipt of our e-mail sent on 4/7/18.</p> <p>We have also quizzed Redrow as to how they would ensure that no more than 50 homes were occupied before the upgrade was complete. They have merely stated that it would be up to the Vale enforcement team, and have been unable to cite a single example from their development portfolio where a similar condition has been successfully implemented. We have copied most of this correspondence to Vale Officers.</p> <p>In the absence of any progress we continue to press for a Grampian condition that states:</p> <ul style="list-style-type: none"> • first, that an agreement must be reached on upgrading the system before final permission is granted • and second, that the upgrade should be finished before any occupation of the site. <p><u>Officer Response:</u> It would be unreasonable to withhold or restrict planning permission on this basis. The NPPG acknowledges that timescales for works to be carried out by the sewerage company do not always fit with development needs. In such cases, local planning authorities will want to consider how new development can be phased, for example so it is not occupied until any necessary improvements to public sewage treatment works have been carried out. A Grampian Condition is included in the recommendation based on Thames Water's recommendation.</p> <p><i>Sugworth Lane</i></p> <p>We continue to seek a response from the County Highways department to explore mitigation for Sugworth Lane, so far without success though it is still possible we may be able to get something before the Committee date. At a meeting on 7/6/17 to brief Parishes on the lodge hill slips County Highways Officers did refer to mitigation measures for Sugworth Lane being partly financed by the housing developments. This appears to indicate that the right hand of Highways does not know what the left is doing. For this reason, Radley Parish Council continue to ask that an off-road footpath be provided at the east end of Sugworth Lane as part of the s106 provision.</p> <p><u>Officer Response:</u> Highways Officers have assessed this development on its merits and determined that impacts on Sugworth Lane are not considered to require mitigation. OCC state "<i>whilst we agree a footpath along here would be of some benefit to the wider community, it is not something we could secure through the planning system</i>".</p> |
| <p>Kennington Parish Council</p> | <p>No objection, but wish the following comments to be taken in to account:</p> |

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| | The parish council continues to support Radley PC in relation to traffic calming measures on Sugworth Lane and the need for adequate sewerage. |
| Neighbours | 12 letters of objection have been received reiterating the following issues: Traffic, access locations and pedestrian crossings, condition of existing roads, Sugworth lane, green belt, infrastructure, cycle paths, school capacity, health care, loss of trees, drainage and impact on biodiversity / wildlife. |
| Oxfordshire County Council | <u>Highways</u> <ul style="list-style-type: none"> No objection, subject to conditions. |
| Thames Water | No further response received. |
| Drainage Engineer | No objection, subject to conditions for detailed foul and surface water scheme. |
| Network Rail | Comment. No drainage via their land. Request trespass fencing is provided alongside railway land and additional cycle storage at Radley Station. |
| Natural England | No objection. |
| Countryside Officer | No objection. |
| Landscape Officer | No further response received. |
| Tree Officer | No further response received. |
| Urban Design Officer | No further response received. |
| Environmental Health – Air Quality | Nothing to add to earlier comments. |
| Environmental Health – Contamination | Nothing to add to earlier comments. |
| Environmental Health – Protection | No further observations. |
| Waste Management | No new comments. |
| Housing Development | No further response received. |
| Leisure Team | No further response received. |

3.0 RELEVANT PLANNING HISTORY

3.1 Pre-application

[P17/V1192/PEJ](#) - (14/06/2017)

Proposed development of 270 dwellings, retail floor space (A1) open space, play space and associated infrastructure at land south of Kennington

3.2 **Planning Applications**

None

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The site area is more than 5 hectares, and greater than 150 dwellings but is not in a 'sensitive area' as defined by the regulations. The proposal is not EIA development. A negative screening opinion (application P16/V3126/SCR) was issued in December 2016.

5.0 **MAIN ISSUES**

5.1 The relevant planning considerations in the determination of this deferred application are:

- Housing types and tenures
- Technical matters

5.2 **Housing types and tenures**

Local Plan policy CP22 seeks to ensure the right mix of housing sizes, types and tenures are provided on all residential sites. This should be in accordance with the Council's strategic housing market assessment (SHMA) unless an alternative approach can be demonstrated to be more appropriate. The following table shows the amount of market housing originally proposed:

| | 1 bedroom | 2 bedrooms | 3 bedrooms | 4+ bedrooms |
|-------------|-----------|------------|------------|-------------|
| SHMA | 5.9% | 21.7% | 42.6% | 29.8% |
| Expectation | 11 | 40 | 78 | 55 |
| Proposal | 0 | 43 | 73 | 68 |

5.3 Concern was raised by committee that the proposal does not provide enough small general market properties. In response the applicant has amended the market housing to provide a mix that is strictly in compliance with Table 65 of the SHMA. As a result, the proposal accords with local plan policy CP22.

5.4 **Technical matters**

Technical matters of Green Belt, Affordable housing, Design & Layout, Residential amenity, Landscape and visual impact, Open space, trees and landscaping, Flood risk and drainage, Traffic, parking and highway safety, Archaeology, Air quality, Contamination and Ecology & biodiversity, were assessed in detail in the original committee report and were considered acceptable (subject to relevant conditions). The latest changes to the plans do not result in any material change to these matters, subject to relevant conditions being imposed. Similarly, there is no change to the S106 contributions set out in the previous report.

6.0 **CONCLUSION**

6.1 The application has been assessed on its merits, against the requirements of the adopted Local Plan 2031 Part 1, saved policies of the adopted Local Plan 2011 and the National Planning Policy Framework. Regard has been given to the draft Radley Neighbourhood plan but as this is yet to be adopted, it's policies hold limited weight. The application site is included as a strategic

housing allocation in the council's adopted Local Plan 2031 Part 1 to contribute towards the sustainable planned growth of the district.

- 6.2 The application will provide an economic and social role through construction employment, increased investment in the local economy and providing additional market and the policy compliant 35% affordable housing. The application will make contributions towards local infrastructure, whether via S106 or through CIL. It would provide off-site highway mitigation in terms of traffic calming, new and improved cycle tracks and through a contribution towards the strategic highway infrastructure project of the Lodge Hill Slips.
- 6.3 In terms of the environmental role, limited harm has been identified with respects to localised landscape impact and loss of habitats on the site. Mitigation in terms of biodiversity has been agreed to alleviate these impacts. Officers consider that the proposed benefits of the scheme as identified above outweigh the less than substantial harm in this case.
- 6.4 There are no technical objections to the proposal, subject to appropriate conditions. As such, it is concluded that the proposal is sustainable development that accords with the development plan and the application is recommended for approval.

Development Plan Policies

The following planning policies have been taken in to account.

Vale of White Horse Local Plan 2031, part 1:

- 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
- CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
- CP22 - Housing Mix
- CP23 - Housing Density
- CP24 - Affordable Housing
- CP26 - Accommodating Current and Future Needs of the Ageing Population
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP36 - Electronic communications
- CP37 - Design and Local Distinctiveness
- CP38 - Design Strategies for Strategic and Major Development Sites
- CP39 - The Historic Environment
- CP40 - Sustainable Design and Construction
- CP42 - Flood Risk
- CP43 - Natural Resources
- CP44 - Landscape
- CP45 - Green Infrastructure
- CP46 - Conservation and Improvement of Biodiversity
- CP47 - Delivery and Contingency

Saved policies of Vale of White Horse Local Plan 2011:

- CF2 - Provision of New Community Services and Facilities
- DC3 - Design against crime
- DC4 - Public Art
- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- DC9 - The Impact of Development on Neighbouring Uses
- DC10 - The Effect of Neighbouring or Previous Uses on New Development
- DC12 - Water Quality and Resources
- DC20 - External Lighting
- H23 - Open Space in New Housing Development
- HE9 - Archaeology
- HE10 - Archaeology
- HE11 - Archaeology
- L10 - Safeguarding and Improving Public Rights of Way
- TR5 - The National Cycle Network

Vale of White Horse Local Plan 2031, part 2:

A publication draft of the Vale of White Horse Local Plan 2031 Part 2 has been subject to public consultation and is currently at Examination. Its policies are a material consideration although full weight cannot be given to them at present. The following policies are material to the consideration of this application:

- DP2 - Space Standards
- DP8 - Community Services and Facilities
- DP11 - Community Employment Plans
- DP16 - Access
- DP17 - Transport Assessments and Travel Plans
- DP20 - Public Art
- DP21 - External Lighting
- DP23 - Impact of Development on Amenity
- DP24 - Effect of Neighbouring or Previous Uses on New Developments
- DP25 - Noise Pollution
- DP26 - Air Quality
- DP27 - Land Affected By Contamination
- DP28 - Waste Collection and Recycling
- DP31 - Protection of Public Rights of Way, National Trails and Open Access Areas
- DP33 - Open Space
- DP34 - Leisure and Sports Facilities
- DP36 - Heritage Assets
- DP39 - Archaeology and Scheduled Monuments

Neighbourhood Plan Policies:

A submission draft of the Radley Neighbourhood Plan was examined on 21 May 2018. The examiner has recommended modifications and the council is now considering each of the examiner's recommendations, before making the

final decision on whether the plan should proceed to a referendum. Further work is also required on the habitat regulations assessment that supports the plan to demonstrate legal compliance. For the purposes of this application, only limited weight can be given to the neighbourhood plan at present. The following policies are material to the consideration of this application:

PP4 - Housing Mix and Type at Largescale Sites
PP7 - Facilities on South Kennington Housing Site
PP9 - Primary Healthcare
PP11 - Roads
PP12 - Cycling & Walking
PP13 - Connectivity
PP14 - Radley Station
PP15 - Surface Drainage
PP16 - Sewerage
PP17 - Historic Environment

Adopted guidance

Vale of White Horse Design Guide SPD – March 2015
Developer Contributions SPD – June 2017

Other Relevant Legislation and Guidance

National Planning Policy Framework 2018
National Planning Practice Guidance
Planning (Listed Buildings and Conservation Areas Act) 1990
Community & Infrastructure Levy Legislation
Section 17 of the Crime and Disorder Act 1998
Obligations under Section 149 of the Equalities Act 2010
Provisions of the Human Rights Act 1998
Natural Environment and Rural Communities (NERC) Act 2006
The Conservation of Habitats and Species Regulations 2010
Localism Act (including New Homes Bonus)

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