
APPLICATION NO.	P19/V2428/FUL
SITE	208, Steventon Road, Drayton, Abingdon, OX13 6RN
PARISH	DRAYTON
PROPOSAL	Single dwelling house with detached double garage (as amended by plans and additional information received on 29 November 2019 and 16 January 2020).
WARD MEMBER(S)	Andy Cooke Matthew Barber
APPLICANT	Mr & Mrs S Dunsdon
OFFICER	Sally Appleyard

RECOMMENDATION

It is recommended that planning permission is refused, for the following reasons:

1. In the opinion of the Local Planning Authority, the application site does not lie within the built area of the village of Drayton and represents an extension to the built area of the village into open land beyond its edge forming part of the wider area of the open countryside. The site is not allocated for development within the adopted Local Plan 2031 part 1 or within the Drayton Neighbourhood Plan. The proposal is therefore contrary to Policies CP01, CP03, CP04 and CP8 of the adopted Vale of White Horse Local Plan 2031 part 1, and Policies P-LF2 and P-H1 of the Drayton Neighbourhood Plan. The proposal is also contrary to the provisions of the National Planning Policy Framework and Planning Practice Guidance.
2. In the opinion of the Local Planning Authority, the proposed development would not be in keeping with the character and appearance of the surrounding area by reason of the siting and layout proposed. The proposal is therefore contrary to Policy CP37 of the adopted Vale of White Horse Local Plan 2031 part 1, and Policy P-LF3 of the Drayton Neighbourhood Plan. The proposal is also contrary to the councils adopted Design Guide, and the provisions of the National Planning Policy Framework and Planning Practice Guidance.

Informative - CIL

The development to which this refusal relates is liable to pay the Community Infrastructure Levy as set out in the Vale of White Horse Charging Schedule. Please refer to the CIL Regulations 2010 (as amended). If planning permission is granted following a successful appeal

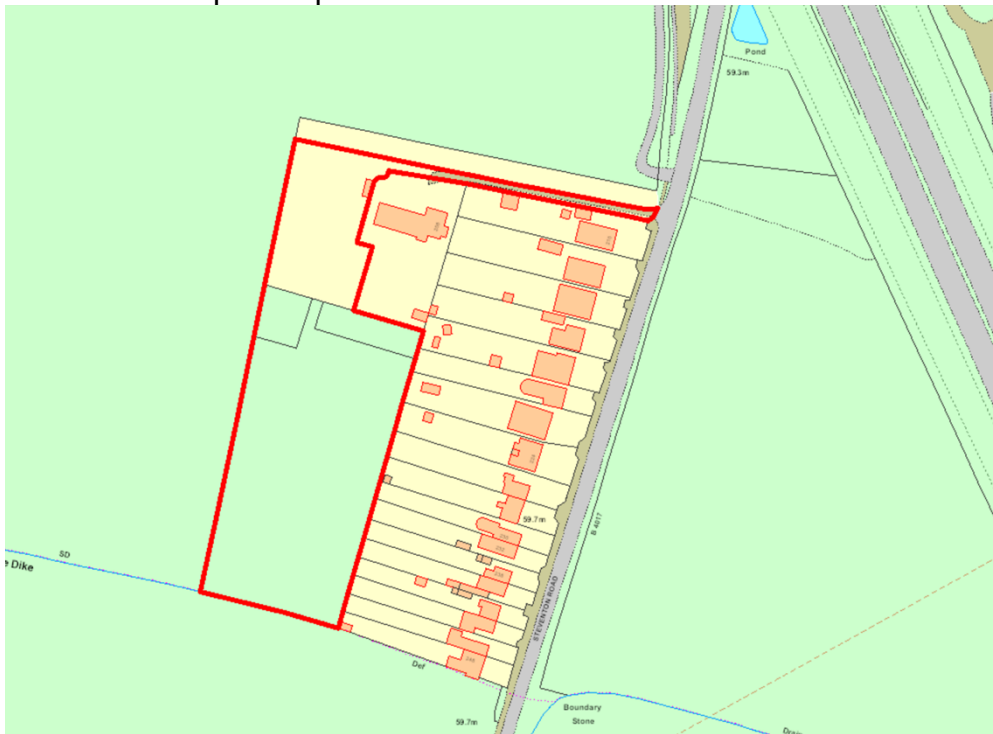
against this refusal a Liability Notice will be issued to the relevant person following the issue of the appeal decision. Detailed guidance and the CIL Process is available on the planning portal website <http://www.planningportal.co.uk/cil> or our website <http://www.whitehorsedc.gov.uk/cil>

1.0 INTRODUCTION AND PROPOSAL

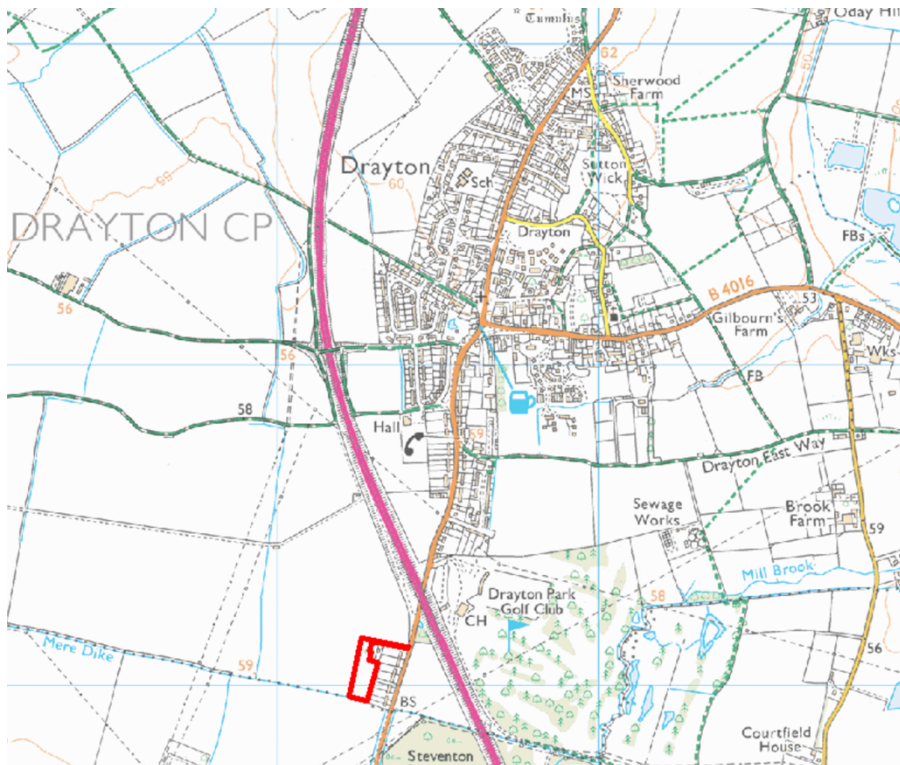
1.1 The application is referred to planning committee at the request of Councillor Andy Cooke.

1.2 The application site is located to the west of 208 Steventon Road, a 1.5 storey detached dwelling, which is situated behind a row of dwellings fronting onto Steventon Road to the east, which is detached from the main built up area of Drayton to the north. Neighbouring properties are located to the east, with the site bounded to the north, east and west by agricultural land. Access to the site is obtained from Steventon Road to the east.

1.3 A site location plan is provided below:



1.4 The below location plan shows the site in relation to the village of Drayton:



- 1.5 The application seeks full planning permission for the erection of a detached, 1.5 storey dwelling to the west of 208 Steventon Road, and a detached double garage. The proposed dwelling is 'L' shaped, and is of a similar design and scale to 208 Steventon Road, with rooms within the roofspace. The existing detached outbuilding is to be relocated to the south-east corner of the site. The dwelling is to be designed so that the materials are in keeping with neighbouring properties. The application plans are **attached** at Appendix 1.

2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

- 2.1 This is a summary of the final responses received from consultees and third parties to the application. The full responses can be viewed on the council website: www.whitehorsedc.gov.uk

Drayton Parish Council	No objection
Steventon Parish Council	No comments received
Local Residents	Three comments from local residents have been received. One has raised no objection to the proposal, and the other two have raised concerns regarding the maintenance of boundary hedges.
Highways Liaison Officer	No objection, subject to conditions: <ul style="list-style-type: none"> • Access, parking and turning in accordance with approved plan • Passing space provided along access drive

Forestry Team	No objection, subject to conditions: <ul style="list-style-type: none">• Arboricultural Method Statement and accompanying Tree Protection Plan• Landscaping scheme to be submitted• Implementation of landscaping scheme
Contaminated Land	No objection, subject to conditions: <ul style="list-style-type: none">• Phased contaminated land risk assessment to be submitted• Remediation strategy to be submitted• Contaminated land informative
County Archaeologist	No objection
Waste Management Officer	No objection
National Grid Plant Protection	Holding objection due to proximity to underground cable.
SGN Plant Protection Team	No strong views

3.0 **RELEVANT PLANNING HISTORY**

3.1 [P18/V1547/FUL](#) - Other Outcome (12/10/2018)
Single dwelling house with detached double garage

[P13/V0314/HH](#) - Approved (26/03/2013)
Two storey side extension for garaging, workshop and office plus single storey rear extension to form kitchen / family room.

[P12/V1101](#) - Other Outcome (23/08/2012)
Established residential use of the land.

[P97/V0031](#) - Approved (04/03/1997)
Erection of a two-storey extension.

3.2 **Pre-application History**
None

3.3 **Screening Opinion requests**
None

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The proposal does not fall within a category of development that would be subject to EIA.

5.0 **MAIN ISSUES**

5.1 The relevant planning considerations are the following:

- Location of development
- Character and appearance
- Design
- Residential Amenity
- Access, parking and highway safety
- Trees
- Flood risk and drainage
- Contamination
- Other considerations
- CIL

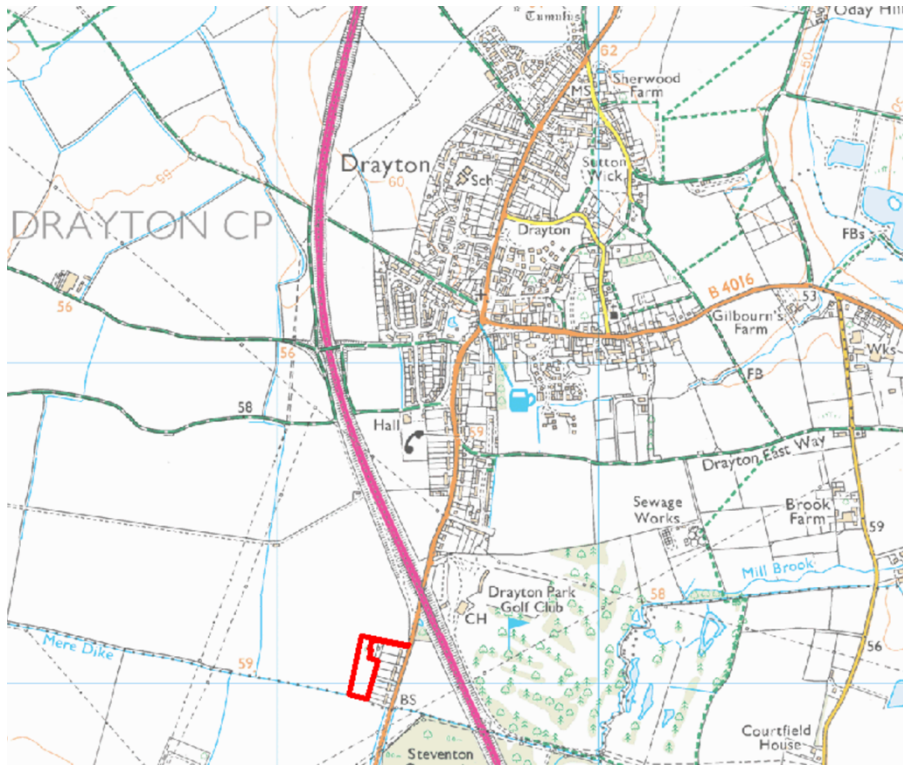
5.2 **Location of development**

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that all planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. The development plan currently comprises the Vale of White Horse Local Plan 2031 Part 1 (adopted in December 2016) and the saved policies of the Vale of White Horse Local Plan 2011. Paragraphs 15 and 16 of the NPPF confirms that a core principle of the planning system is that it is plan-led, to give predictability to the planning process. Paragraph 11 states that, where an up-to-date local plan exists, decisions should be taken in accordance with the local plan.

5.3 The Vale has an up-to-date local plan and a five year supply of housing. The district can demonstrate it has a spatial strategy to deliver sufficient housing for the future and that, consequently, the policies of the local plan have considerable weight in the balance of considerations relating to a planning application for new housing.

5.4 The settlement hierarchy set out in Core Policy 3 of the Local Plan 2031 Part 1 identifies Drayton as one of the “larger” villages which are defined as having a limited range of employment, services and facilities. Core Policy 4 of the Local Plan 2031 Part 1 confirms there is a presumption in favour of sustainable development within the existing built areas of larger villages.

5.5 The site is considered to lie outside the main built up area of Drayton. The existing built-up area of the settlement is most readily defined by the regular concentration of dwellings that address both sides of the principle routes through and encircling the village. Typical of traditional villages within a largely rural area, the instances of development thin out towards the edges, where there is a gradual transition to the open countryside beyond. On approaching the site from central Drayton, there is a noticeable dispersal of built form. The row of dwellings on Steventon Road is separated from the main built up area of Drayton by open fields and is therefore considered to be located within an area considered to form part of the open countryside for planning policy purposes.



- 5.6 In accordance with Core Policy 4, development outside of the existing built area of these settlements will be permitted where it is allocated by the Local Plan 2031 Part 1 or has been allocated within the adopted Drayton Neighbourhood Development Plan (Policy P-H1) or future parts of the Local Plan 2031. This development must be adjacent, or well related, to the existing built area of the settlement or meet exceptional circumstances set out in the other policies of the Development Plan and deliver necessary supporting infrastructure.
- 5.7 The site is not allocated by the Local Plan 2031 part 1 and has not been allocated within the Drayton neighbourhood Plan. Furthermore, Policy P-LF2 of the Drayton neighbourhood plan specifically sets out the acceptable limits of development. Policy P-LF2 states that *“Development that does not extend the village’s boundaries (see Figure 4) through ribbon development along roads to the adjacent settlements of Abingdon, Steventon, Sutton Courtenay and Milton, will be supported, subject to compliance with other policies in the Neighbourhood Plan.”*

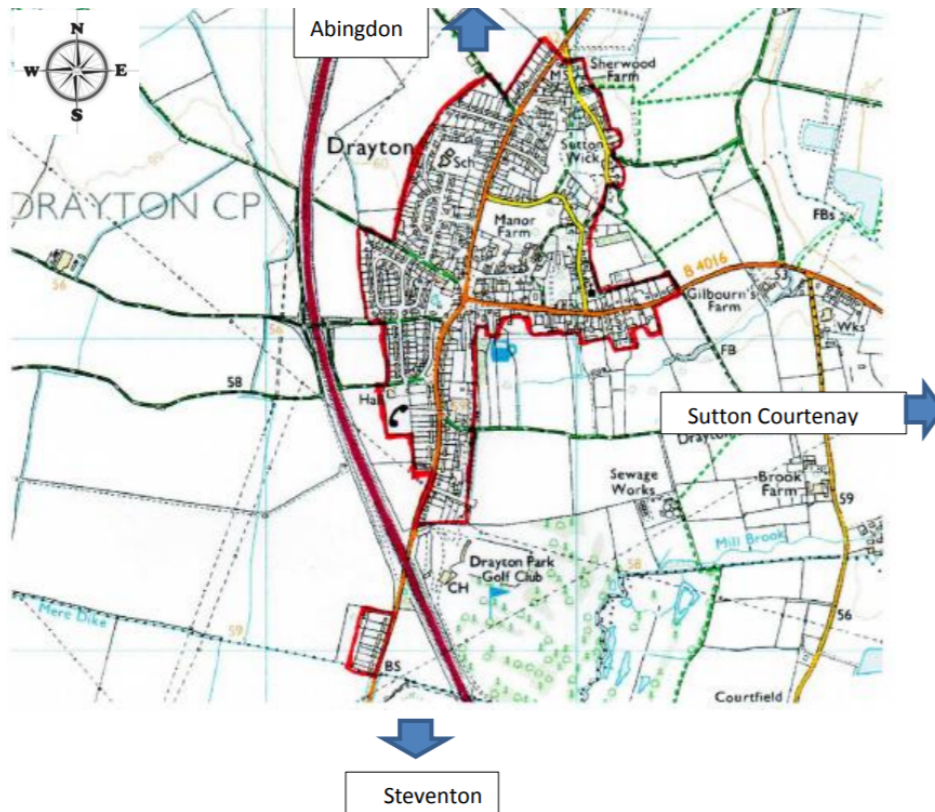


Figure 4 – Current Built Up Area for Drayton Village
(Outlined in Red)

- 5.8 The site is located outside of the village boundaries as identified on Figure 4, and as such does not comply with the policy set out in the Drayton neighbourhood Plan for the location of new development within the village.
- 5.9 Overall, the proposed development is contrary to the Council's settlement hierarchy strategic policies of the location of housing within the Local Plan 2031 part 1, and also contrary policies within the Drayton neighbourhood Plan for the location of new development, and is therefore contrary to the policies within the development plan when taken as a whole. Full weight is attached to the strategic policies for the location of housing, and these should not be set aside lightly.
- 5.10 **Character and appearance**
Core Policy 37 of the adopted Local Plan 2031 part 1 requires new development to responds positively to the site and its surroundings.
- 5.11 The site is within Character Area C of the Drayton Neighbourhood Plan Design Guide (Annex D). The prevailing character of this cluster of dwellings on Steventon Road is defined by long linear plots with dwellings fronting onto the road with gardens to the rear. Dwellings are generally set back from the road, with the frontages taken over by gardens and parking. The cluster of dwellings is a mixture of dwelling types ranging from detached bungalows to two storey semi-detached dwellings.

- 5.12 It is considered that the proposal for a detached dwelling behind the dwellings along Steventon Road would conflict with the form and pattern of the immediate neighbourhood which has a strong prevailing character of dwellings set in long linear plots fronting onto the highway and with large rear gardens. The proposal would introduce development in depth to the area which is generally a feature absent from the existing layout of the immediate area, with the exception of 208 Steventon Road. The proposed development is considered to be at odds with the general orientation and pattern of other dwellings in the area, and would be out of keeping with the existing grain of development in the surrounding area.
- 5.13 Officers are therefore of the opinion that that the proposed development would result in inappropriate development to the rear of Steventon Road, and would not respond appropriately to the existing layout of buildings and spaces in the area. As such, the proposal is considered to harm the established character and appearance of the area and is therefore contrary to development policies.
- 5.14 **Design**
The government attaches great importance to the design of the built environment. Paragraph 124 of the NPPF states that “Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”. The form, scale and design of any development should take its cue from its existing context and new development should sit comfortably with existing built form and character of the wider area. Paragraph 127 of the NPPF states that decisions should ensure that developments will add to the overall quality of the area, are visually attractive as a result of good architecture, and are sympathetic to local character.
- 5.15 Core Policy 37 of the adopted Local Plan 2031 part 1 requires new development to be of a high-quality design that is visually attractive and the scale, height, massing and details are appropriate for the site and surrounding area. Policy P-LF3 of the Drayton Neighbourhood Plan requires new development to be designed to a high standard which responds to the distinctive character of Drayton and reflects the guidelines and principles as set out within the Drayton Design Guide (see Annex D).
- 5.16 The Council’s Design Guide provides a further guidance on how to achieve high quality, well-designed homes such as identifying the context of the site and how this should inform the development. Section 5 of the councils Design Guide sets out the design approach that should be adopted when designing buildings. This includes principles such as the scale, form and massing of buildings (DG51 and DG52) and the pitch and forms of roofs (DG57).
- 5.17 The proposed dwelling is an ‘L’ shaped dwelling, and is of a similar scale to the neighbouring property to the east, 208 Steventon Road. The eaves are relatively low at approximately 2.3 metres with an overall ridge height of approximately 6.3 metres. The proposal will have accommodation within the roof space, and small pitched roof dormer windows are proposed on the roof slope. Overall, the dwelling itself is considered modest in scale, simple in form

and acceptable in design terms, and therefore complies with the relevant development plan policies. As such, this is not a reason for refusal in its own right.

5.18 Officers originally raised concerns regarding the size and scale of the detached garage building proposed. Amended plans have since been submitted to address this, with the garage building now considered to be of an appropriate design and scale that is subordinate to the main dwelling.

5.19 The details submitted indicate that the materials palette will complement the existing dwellings using a mixture of bricks and cladding, and a plain tiled roof. Further details have not been provided, however this is something that could be secured by way of a condition, and is therefore not a reason for refusal.

5.20 **Residential Amenity**

Development Policy 23 of the adopted Local Plan 2031 part 1 sets out measures to minimise the impact of development on neighbouring amenity, in terms of loss or privacy, overshadowing or dominance.

5.21 Due to the scale of the dwelling and its position in relation to 208 Steventon Road and its boundaries, it is not considered that the proposed dwelling would cause harm to the amenities of the occupiers of 208 Steventon Road in terms of dominance or overshadowing. Officers initially raised concerns regarding the position of a dormer window on the east elevation that overlooked the private amenity space of 208 Steventon Road. The plans have since been amended with the dormer window removed and the internal layout adjusted accordingly. This has satisfactorily addressed officer concerns regarding the potential for overlooking, and therefore the proposal is considered to comply with development plan policies.

5.22 **Traffic, parking and highway safety**

Core Policies 35 and 37 of the adopted Local Plan 2031 part 1 requires development to be well connected to provide safe and convenient ease of movement by all users, and that adequate car parking is provided in accordance with OCC standards on all new developments. Policy P-H4 of the Drayton Neighbourhood Plan also requires all future housing development to have adequate car and cycle parking facilities for both residents and visitors, in accordance with OCC standards.

5.23 The existing access from the B4017 serves an extant dwelling, which would serve the proposed unit. The highways officer is satisfied that adequate car parking provision and turning space, including likely suitable for some servicing vehicles, has been demonstrated for the proposed unit. This can be secured by way of a condition.

5.24 Given the narrow access drive the highways officer has recommended that passing space/opportunity is provided along it to minimise the risk of vehicles egressing to the adjacent classified road in other than a forward gear. Given that the proposal is for one dwelling, it is not considered that this is reasonable or necessary, and would not significantly impact on highway safety.

5.25 Trees

Core Policy 44 of the adopted Local Plan 2031 part 1 seeks to protect key features, such as trees, that contribute to the nature and quality of the Districts landscape, from harmful development and where possibly enhanced. Policy P-LF6 of the Drayton Neighbourhood Plan seeks to encourage proposals for new development include tree and shrubbery planting wherever possible to reduce the impact on the built form and ensure that development is in keeping with the existing rural character of the village.

5.26 The site has a considerable amount of tree cover and a significant number of trees will be lost or impacted by the proposed development, however the submitted tree survey provides a fair representation of the trees growing across the site.

5.27 The proposed site layout conflicts with some of the trees marked for retention. The southern elevation of the dwelling will be within the root protection area of the group of Poplar trees growing due south, (T20 to T22). T21 would have to be cut hard back to make space for the safe construction of the dwelling and future occupants are likely to find the trees over bearing, particularly in stormy weather (This species of tree drops a lot of debris). The forestry officer suggested a few options to resolve this matter including felling trees 20, 21 & 22 and at least 3 long-lived large canopy trees are planted elsewhere on the plot away from the dwelling to mitigate for the loss (e.g. London Plane, English Oak, Tulip Tree, etc). It is not considered that this is a reason to refuse the application, and is something that could be addressed through a landscaping condition to enable replacement planting. As a such, officers are of the view that the proposal complies with relevant Development Plan policies which seek to protect and enhance the landscape quality in the District.

5.28 Flood Risk and drainage

Core Policy 42 seeks to ensure that development provides appropriate measures for the management of surface water as an essential element of reducing future flood risk to both the site and its surroundings.

5.29 The site is located within flood zone 1 and is therefore not considered to be at risk from flooding. A detailed drainage scheme for the surface water drainage and foul water drainage has not been provided at this stage. However this is something that can be appropriately dealt with by conditions, and therefore would not form a refusal reason in its own right.

5.30 Contamination

Development Policy 27 of the adopted Local Plan 2031 part 2 sets out measures to ensure land affected by contamination is appropriately remediated and mitigated.

5.31 The contaminated land questionnaire submitted in support of the application did not identify any potential sources of land contamination that could impact the development although a landfill lies adjacent to the A34 on land occupied

by Drayton Golf Club. The Environmental Health Officer has raised concerns for the information submitted in the questionnaire and whether this has identified all potential sources of land contamination. In accordance with Development Policy 27 of the Local Plan 2031 part 2, proposals for the development, redevelopment or re-use of land known, or suspected, to be contaminated, will be required to submit a Contaminated Land Preliminary Risk Consultant Report. However this is something that could be dealt with through an appropriate planning condition and is not a ground for refusal in its own right.

5.32 Other considerations

The National Grid has placed a holding objection due to the sites close proximity to a high voltage transmission underground cable. According to the maps provided, the underground cable runs along the southern elevation of the paddock land to the south of the site, and is approximately 130 metres from the proposed dwelling. As such, it is not considered that this is a reason to refuse the application. Advice to the applicant regarding safety can be attached as an informative.

5.33 Community Infrastructure Levy

The council's CIL charging schedule was adopted on 1 November 2017. CIL is a planning charge that local authorities can implement to help deliver infrastructure and to support the development of their area, and is primarily calculated on the increase in footprint created as a result of the development. In this case as the proposal is for the creation a new dwelling, the proposal will be CIL liable should permission be granted on appeal.

6.0 PLANNING BALANCE AND CONCLUSION

- 6.1 This application has been assessed on its merits and determined in accordance with the development plan unless material considerations indicate otherwise. This council has a five year supply of housing land and the development plan accords with the NPPF. Consequently, as the Local Plan policies are fully consistent with the NPPF and housing supply policies are not out of date, they attract full weight.
- 6.2 The proposal is not considered to fall outside the main built up area of Drayton and is located within an area considered to form part of the open countryside for planning policy purposes. The proposal is therefore contrary to the Council's spatial strategy for growth. The proposed development is contrary to the Council's settlement hierarchy strategic policies of the location of housing within the Local Plan 2031 part 1, and also contrary policies within the Drayton neighbourhood Plan for the location of new development. Full weight is attached to the strategic policies for the location of housing, and these should not be set aside lightly.
- 6.3 The proposed dwelling would conflict with the form and pattern of the immediate neighbourhood which has a strong prevailing character of dwellings set in long linear plots fronting onto the highway and with large rear gardens. The proposed development is considered to be at odds with the general orientation and pattern of other dwellings in the area, and would be out of keeping with the

existing grain of development in the surrounding area. As such, the proposal is considered to significantly harm the established character and appearance of the area and is therefore contrary to development policies.

- 6.4 The technical issues can be appropriately dealt with by conditions, and therefore are not a reason for refusal in their own right.
- 6.5 It is acknowledged that the proposal would contribute to the supply of housing, and would provide some social and economic benefits through its construction and from subsequent future occupants. However, as the scheme relates to one additional dwelling, such benefits would be limited. As such it is not considered that the benefits of the proposal would outweigh the policy conflict with the strategic policies for the location of housing or the harm to the established character and appearance to the area. Overall, the beneficial aspects are very limited for one house and carry little weight in the overall planning balance.
- 6.6 Overall it is considered that the policy conflict and adverse impacts of the proposal, as identified above, would significantly and demonstrably outweigh the benefits of the proposal, when assessed against the Framework taken as a whole. As such, it is recommended that the application be refused.

The following planning policies, guidance and legislation have been taken into account:

Vale of White Horse Local Plan 2031 part 1 policies;

CP01 - Presumption in Favour of Sustainable Development
CP03 - Settlement Hierarchy
CP04 - Meeting Our Housing Needs
CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
CP33 - Promoting Sustainable Transport and Accessibility
CP35 - Promoting Public Transport, Cycling and Walking
CP37 - Design and Local Distinctiveness
CP44 - Landscape

Vale of White Horse Local Plan 2031 part 2 policies;

DP16 - Access
DP23 - Impact of Development on Amenity

Drayton Neighbourhood Plan policies;

P-LF2 – Bounded Development
P-LF3 – Building Design Guidance
P-LF6 – Additional Greenery
P-WP1 – Connected Development
P-H1 – Scale of development and site allocation
P-H3 - Contributions
P-H4 – External Facilities

Supplementary Planning Documents (SPD)

Design Guide – March 2015

Other material documents/considerations

- National Planning Policy Framework 2019 (NPPF)
- Planning Practice Guidance (PPG)

Other Relevant Legislation Due regard has been had to the following legislation;

- Community & Infrastructure Levy Legislation
- Human Rights Act 1998
- Section 149 of the Equality Act 2010
- Section 17 of the Crime and Disorder Act 1998
- Town and Country Planning (Development Management Procedure) (England) Order 2015 (amended)

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