

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

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## **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 CP08 of the adopted Vale of White Horse Local Plan 2031 Part 1. 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.

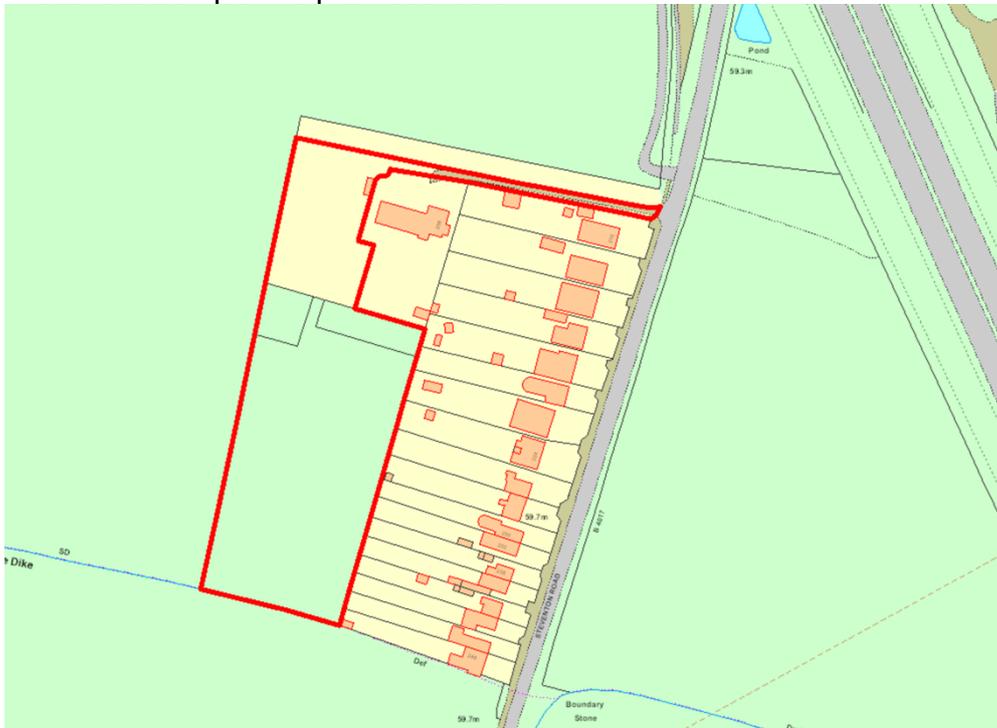
1.2 This application was deferred at planning committee on 26 February 2020 for the following two reasons:

- i) seek clarification regarding the status of the Drayton Neighbourhood Plan and Figure 4 referred to within Policy P-LF2;
- ii) allow the committee members to visit the site.

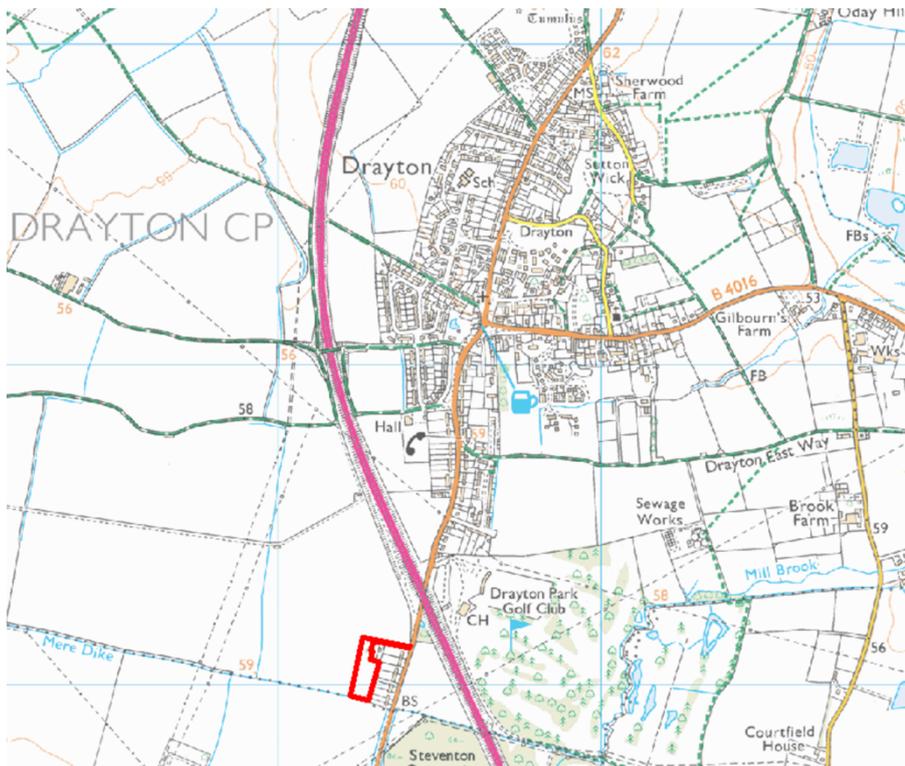
1.3 These matters will therefore be addressed within this report.

1.4 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.

1.5 A site location plan is provided below:



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



- 1.7 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.

- 1.8 The previous committee report containing the full assessment of the application from the 26 February committee is **attached** at Appendix 1. Extracts from the application plans are **attached** at Appendix 2.

- 1.9 This report should be read in conjunction with the previous committee report at Appendix 1.

## 2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

- 2.1 The full summary of all consultations and representations is contained at paragraph 2.1 of the original committee report at Appendix 1. A full copy of all the comments made can be seen online at [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk)

- 2.2 No further comments have been submitted since the previous committee meeting on 26 February 2020.

## 3.0 RELEVANT PLANNING HISTORY

- 3.1 [P18/V1547/FUL](#) - Other Outcome (12/10/2018)  
Single dwellinghouse 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. Planning Application History

### 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 main issues to consider are the amendments that have been submitted to address the deferral reasons from the 26 February committee:

- i) seek clarification regarding the status of the Drayton Neighbourhood Plan and Figure 4 referred to within Policy P-LF2;
- ii) allow the committee members to visit the site.

### 5.2 **Drayton Neighbourhood Plan**

At the committee meeting on 26 February, ambiguity regarding the status of the Neighbourhood Plan was raised; particularly over whether Policy P-LF2 and Figure 4 of the plan were incorrect and under review. In response to this, members sought further clarification regarding the status of the Neighbourhood Plan in deferring the item.

5.3 Officers have since sought advice from the Planning Policy Team regarding this, and they have provided an update regarding the status of the Drayton Neighbourhood Plan:

#### *“Status of the Drayton Neighbourhood Plan*

*The Drayton Neighbourhood Development Plan was made by Full Council on 15 July 2015 with the resolution that Council makes the Drayton Neighbourhood Plan part of the development Plan for the Vale of the White Horse.*

#### *Process for review of a neighbourhood plan*

*The Planning Practice Guidance advises that “there are 3 types of modification which can be made to a neighbourhood plan or order. The process will depend on the degree of change which the modification involves:*

- *Minor (non-material) modifications to a neighbourhood plan or order are those which would not materially affect the policies in the plan or permission granted by the order. These may include correcting errors, such as a reference to a supporting document, and would not require examination or a referendum.*
- *Material modifications which do not change the nature of the plan or order would require examination but not a referendum. This might, for example, entail the addition of a design code that builds on a pre-existing design policy, or the addition of a site or sites which, subject to the decision of the independent examiner, are not so significant or substantial as to change the nature of the plan.*
- *Material modifications which do change the nature of the plan or order would require examination and a referendum. This might, for example, involve allocating significant new sites for development.”*

*In general terms, in order to progress a review or update to the neighbourhood plan we would need to receive an updated version of the neighbourhood plan, a statement setting out the changes proposed and the reasoning for the changes (as required by the new Schedule A2 to the Planning and Compulsory Purchase Act 2004). The request should be received from the qualifying body.*

*If the update is minor then the plan can progress through the District Council's democratic process, to be made. In this example, the updated Drayton Neighbourhood Plan would proceed through Cabinet and be made at Full Council.*

*If the update is material then the modification(s) would be required to go to examination and potentially referendum, depending on the significance of the modifications. As the neighbourhood plan process is community led, we would expect community engagement in the update/review process to ensure community buy-in for the changes. This process will follow the usual stages of progressing a neighbourhood plan.*

#### *Drayton Neighbourhood Plan review*

*I can confirm we received an email from Councillor Cooke regarding making an amendment to the Drayton Neighbourhood Plan in October 2019. We responded with a query regarding who best to contact going forward, as we may need some more information to better understand how to best proceed. We have not received a response to our query or been provided with a diagram detailing the precise proposed change and/or an updated neighbourhood plan. Therefore Vale of White Horse District Council has been unable to formally start the process of reviewing the Drayton Neighbourhood Plan.*

#### *Policy context*

*You should refer to the documents which currently make up the Vale of White Horse Development Plan when considering the application. At the current time these inter alia comprise the Local Plan 2031 Part 1 and Part 2 as well as the Drayton Neighbourhood Plan (2015-2031).”*

- 5.4 The Planning Policy Team contacted Drayton Parish Council at the end of June 2020, following up on queries raised in relation to starting the process of reviewing the Neighbourhood Plan. At this point, the Drayton Neighbourhood Plan is not currently undergoing a review. Officers are required to assess applications based on current policy.
- 5.5 Policy Officers have also provided their view in interpreting Policy P-LF2 and Figure 4 of the Drayton Neighbourhood Plan. 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.”*
- 5.6 The policy refers to ribbon development (i.e. roadside), which is not applicable to this current application which is ‘backland’ development. The proposed development is outside the village boundary as shown on Figure 4, however the policy is silent on ‘backland’ development and how this should be assessed. As such, Policy P-LF2 is not considered relevant to this proposal, and officers should fall back on Policies within the adopted Vale of White Horse Local Plan 2031 in assessing whether the location of the proposed development is acceptable.
- 5.7 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.
- 5.8 As explained within the previous committee report (Appendix 1), 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 located within an area considered to form part of the open countryside for planning policy purposes.
- 5.9 Following the advice received from colleagues within the Planning Policy Team, Officers are of the view that the proposed development is contrary to the Council’s settlement hierarchy strategic policies for the location of housing within the Local Plan 2031 Part 1. Given that Policy P-LF2 of the Neighbourhood Plan refers to extending the village boundaries through ribbon development, the policy is not considered to be relevant to this application.
- 5.10 **Other developments in Drayton**  
At the committee meeting on 26 February, concerns were also raised that there have been inconsistencies with decision making for other developments within



- 5.14 The site shaded blue was assessed under a different policy context when the council did not have an up to date local plan, and could not demonstrate a 5-year housing land supply.
- 5.15 As such, it is not considered that this application is comparable to other developments approved in the village, as it is not an allocated site and is not within the defined settlement boundary of the Neighbourhood Plan. Furthermore, the Council is able to demonstrate a housing land supply in excess of three years (5.0 years district wide) in accordance with the Written Ministerial Statement (dated 12 September 2018), which temporarily amends how paragraph 11 of the NPPF applies in Oxfordshire. Paragraph 11 states that, where an up-to-date local plan exists, decisions should be taken in accordance with the local plan.
- 5.16 **Character and appearance**  
Officers remain of the view that the proposed development would harm the established character and appearance of the area, contrary to Policy CP37 of the adopted Local Plan 2031 Part 1 and Policy P-LF3 of the Drayton Neighbourhood Plan.
- 5.17 As outlined in the previous committee report (Appendix 1), 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.
- 5.18 **Committee site visit**  
A committee site visit will be organised to provide the opportunity for members to view the site and surrounding area. At the time of writing this report, the date has not yet been fixed but verbal confirmation of the visit will be provided at the committee meeting.
- 6.0 **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 Officers maintain the position that the proposal is 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.

- 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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