

APPLICATION NO.	P22/V1425/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	7.6.2022
PARISH	STEVENTON
WARD MEMBER(S)	Sally Povolotsky
APPLICANT	Mr Andrew Durkin, Saxonville Limited
SITE	2A, 2, 6 and 6A, High Street, Steventon, Abingdon, OX13 6RS
PROPOSAL	Retention of the single storey barn, demolition of other existing buildings, and mixed use redevelopment comprise erection of a 3-storey building to the rear, a 2.5 storey building fronting the High Street and a single storey extension to the barn to provide no.13 x residential units (Class C3) and no.2 x Commercial, Business and Service (Use Class E) units, ancillary floorspace, car parking, cycle parking, landscaping, refuse and recycling storage and associated works.
OFFICER	William Sparling

RECOMMENDATION

To grant planning permission subject to conditions and a relevant S106 agreement to secure planning obligations, which are as follows:

Conditions

1. Commencement of Development - within 3 years
2. Sample Materials Required - pre-commencement
3. Architectural Details and Materials Required - pre-commencement
4. Surface Water Drainage Details Required - pre-commencement
5. Surface Water Drainage Verification Reporting - pre-occupation
6. Foul Drainage Details Required - pre-commencement
7. Biodiversity Enhancement Strategy Required – pre-occupation
8. Construction Method Statement Details Required - pre-commencement
9. Resident Management Plan Details Required (including vehicle turntable maintenance and management) pre-occupation
10. Sustainable Travel Plan Details Required - pre-occupation
11. Electric Vehicle Charging Details - pre-occupation
12. Landscaping Implementation and Management Details Required - pre-commencement above slab level
13. Noise Mitigation Measures – pre-commencement above slab level
14. Access Implementation and Retention - pre-occupation
15. Turning Area and Car Parking Implementation - pre-occupation
16. Bicycle Parking Implementation and Retention - pre-occupation
17. Withdrawal of Permitted Development Right (Heritage Asset)

18. Bat Protection Measures Compliance and Reporting

19. Unexpected Contamination Compliance and Reporting

Informative: Wild Birds

Informative: Mud and Vehicle Obstructions on the Highway

Planning Obligations

- **Affordable housing provision at 20% (3 units) at 20% below market rents in perpetuity**
- **Registering and provision of street names and numbering**
- **Vale of White Horse waste collection and recycling**
- **Oxfordshire County Council waste management and recycling**
- **Oxfordshire County Council highways S278 agreement and Traffic Regulation Order for double yellow lines along part of High Street.**

1.0 INTRODUCTION AND PROPOSAL

1.1 This application is referred to committee following an objection from Steventon Parish Council.

1.2 The proposed development will comprise residential dwellings and two commercial units on brownfield (Previously Developed Land) in the centre of Steventon, adjacent to the co-op. The site previously comprised an engineering business, printing/copying centre, Indian restaurant, and sandwich catering business. The site address is 2A, 2, 6 and 6A, High Street, Steventon, Abingdon, OX13 6RS with the development site extending west away from High Street. A site location plan is **attached** at Appendix 1.

1.3 The existing site comprises vacant commercial buildings and hard surfacing. The site is adjacent to the Steventon Conservation Area which includes the High Street and abuts the east boundary of the development. The site is partially in flood zones 1, 2 and 3, the implications of which is addressed later in this report. The existing barn is considered a non-designated heritage asset requiring retention and conservation, which is also addressed later in this report.

1.4 The only building on the site to be retained will be the existing barn. The other commercial buildings on the site will be demolished with new buildings erected in their place. The High Street frontage to the site will be amended to retain car parking and provide a modest outdoor area for the new commercial units. Existing site access for the site is from The Causeway and High Street, which will be retained for this development.

1.5 A site layout plan is **attached** at Appendix 2 and the development will comprise the following:

- 13 dwellings comprising 12 apartments and 1 x 1 bedroom dwelling.
- 5 x 1 bedroom apartments on the upper floors of the 2.5 storey building facing High Street.
- 7 apartments (6 x 2 bedroom and 1 x 1 bedroom) in a three-storey building to the rear (west) of the site.

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- 1 x 1 bedroom dwelling within the retained and extend barn within the site.
 - 2 commercial, business and service units (Class E) up to 51sqm and 86 sqm on the ground floor of the 2.5 storey building facing High Street.
 - Ancillary floorspace including waste and recycling storage for the residential use is provided at the ground floor to the rear of the 2.5 storey building.
 - 17 car parking spaces including 13 car parking spaces for the apartments and 4 car parking spaces on the High Street frontage for the commercial units. 38 cycle spaces are to be provided.
- 1.6 The planning history for the site demonstrates that the three-storey building to the rear has received consent for demolition and redevelopment to provide 7 residential apartments under application P21/V0140/FUL. This is incorporated into the current proposal.
- 1.7 A key elevation fronting High Street is shown on the elevation drawing **attached** at Appendix 3 below. This elevation fronts the Conservation Area (additional site context is summarised below).
- 1.8 During the consideration of the planning application by the council, the applicant provided amended plans and additional information to address comments made on the proposal. Most notably, additional information was submitted on 4th November 2022 covering design, access, heritage, ecology and highways/parking matters and on 7th December 2022 covering design and heritage. Further amended plans were submitted on 31st March 2023 to address highways/parking matters. In summary, the proposal now includes the elevations and site plan shown above with an amended design and access, with a turntable available for service vehicles within the site. All documents and plans can be viewed online at www.whitehorsedc.gov.uk.
- 2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**
- 2.1 A summary of the responses received is below. Full comments can be viewed in full online at www.whitehorsedc.gov.uk.

Consultee	Comment
Steventon Parish Council	Objects to the proposed development due to overdevelopment for 13 apartments and two commercial units. It is stated this could be addressed by rental agreements restricting car use or reducing the number of apartments. No provision of disabled spaces or for safety of pedestrians. Out of date parking survey. The parish council wish to see a reduction in the number of dwellings to the level that all can easily be provided with accessible parking for their cars. Deliveries and waste removal that can happen safely with minimum disruption to all residents. The Parish Council support the reduction of vehicle movements but without suitable infrastructure it cannot happen in rural villages.

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	<p>Previously objected to the proposal for the same reasons identified above, plus the risk of flooding of the site. Initially objected to the proposal due to highways/parking, access, flooding, materials, limited appeal of the commercial units and over development of the site.</p>
Neighbour Comments	<p>10 letters of objection have been received which are summarised as follows:</p> <ul style="list-style-type: none"> • Insufficient parking in the proposed development and surrounding area. • Frontage parking is not appropriate due to existing parking in front of the co-op. • The Causeway entrance is too narrow for 7.5 tonne vehicles. My property was previously damaged by a lorry using that entrance. • Higher noise and pollution levels. • Lack of visibility from The Causeway. • The Road Safety report and local parking assessments are inaccurate. • There is not enough parking which will cause a build-up of traffic. • There are bats in the buildings. • There is no disabled parking. • The previous use of the building was low-key commercial employing one person. • More detail about the noise of the turntable is required. • The site is overdeveloped. • Increase in traffic. • “no”. • It is not clear what the business units are designed for. • This type of property is designed for people who commute to work. • The access will lead to disputes between neighbours and the transport statement is biased as it assumes a disproportionate number of vehicle movements for the old print shop.
Conservation Officer	<p>No objection to the proposed development. The design of the frontage to High Street has greatly improved from previous iterations. Clarification has been provided on other points raised. Requested PD restrictions are considered in order to ensure the conservation of the building as a non-designated heritage asset.</p> <p>Previously objected to the proposal due to the lack of heritage assessment of the barn, and on the impact of the design, character and appearance of the High Street</p>

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	frontage building. The previous iteration did not contribute positively contribute to the street scene or conserve the setting of the conservation area.
Urban Design Officer	No objection to the proposed development. More detail of the proposed surfaces and finishes, materials and landscaping will be necessary. Other comments were provided on aspects of the planning application submission
Countryside Officer	No objection to the proposed development subject to a compliance condition for demolition of the buildings due to bats, and a pre-occupation condition for securing biodiversity enhancements.
Air Quality Team	No objection to the current proposal subject to a pre-occupation condition for 3 EV charging details in accordance with the Air Quality Developers Guidance.
Land Contamination Team	No objection subject to a compliance condition for reporting any unsuspected contamination found during construction to the council.
Environmental Health Protection Team	No objection to the proposal subject to a compliance condition for implementing acoustic measures to address noise from a bank of existing heating and ventilation units at the rear of the co-op.
Housing Development Team	No objection to the proposal subject to the Build-to-Rent elements being secured in a S106 agreement.
Landscape Architect	No objection to the proposal subject to a pre-commencement condition for hard and soft landscaping, boundary treatments and their maintenance and management.
Waste Management Team	No objection to the proposed development as the development will be provided with 5 x 1100 litre, 1 x 660 litre and 2 x 140 litre bins. Previously objected to the proposal due to insufficient bin storage being provided for the residential units.
Drainage Engineer	No objection to the proposed development subject to a pre-commencement condition for a detailed surface water drainage strategy, pre-occupation condition for a surface water drainage compliance report and pre-commencement condition for a foul drainage scheme.
Thames Water Development Control	No objection to the proposed development with regards to waste water or sewage treatment works. No objection with regards to fresh-water provision.
Oxfordshire County Council Local Highway Authority	No objection to the proposed development subject to pre-occupation conditions to implement the access, to implement the turning space, to implement the car parking, to implement the bicycle parking, submission of a Framework Travel Plan and submission of a resident management plan. Also subject to a pre-commencement condition for requiring a construction method statement.

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	<p>Also subject to a traffic regulation order for double yellow lines along the western edge of the B4017 carriageway within the site vicinity and a S278 legal agreement for off-site highway works. Highway works to include tactile paving and entrance works.</p> <p>Previously objected to the provision of car parking being too low, insufficient access for service vehicles and the impact of car parking along the frontage to High Street. In response the applicant has provided further parking spaces within the site and removed one parking space from the site frontage.</p>
Oxfordshire County Local Lead Flood Authority	No objection to the proposed development. It is necessary to see further detail for the runoff outlet, which can be conditioned.
Oxfordshire County Council Waste Management	No objection subject to obligations to be secured in a S106 legal agreement.
Oxfordshire County Council Archaeologist	No objection.
Oxfordshire County Council Education	No objection as local schools will have sufficient capacity to meet the needs of this development

3.0 RELEVANT PLANNING HISTORY

3.1 [P21/V2987/PEM](#) – Pre-app meeting held.

Demolition of the existing low quality commercial buildings along the frontage of 2-6 High Street Steventon and construction of a building which will contain 2 x commercial spaces and 5 1bed apartments along with associated bin stores. Additionally to the new building to the frontage it is proposed that the existing stable/barn structure on the site be converted to 1no.1 bed apartment with associated parking. Parking for the residential units is provided on an allocated basis within the site boundary. The site benefits from planning permission to demolish the existing light industrial buildings at the rear and construct a new building containing residential apartments. It is proposed that the cycle parking for the new development will be contained within this proposal.

[P21/V0140/FUL](#) - Approved (30/07/2021)

Redevelopment of previously developed land involving change of use from Class E to Class C3, demolition of light industrial buildings (No 2A) and erection of replacement apartment building providing 7 no. apartments with undercroft parking and cycle storage, part-demolition of buildings (Nos 6 and 6A) fronting High Street to facilitate provision of parking and bin and cycle storage, with retained floor area consolidated for commercial use Class E (as amended by updated contamination report received 1 March 2021, and as amended by plans omitting balcony to flat 4 and reconfiguring parking received 6 April 2021,

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and as amplified by additional parking information received 14 June 2021, and as corrected by floor plan showing storage and parking received 5 July 2021).

[P20/V1257/PEJ](#) – Pre-app advice provided (13/04/2021)

9no 1-bed apartments, 6no 2-bed apartments, 2no commercial premises following the demolition of all existing buildings except for the Barn which is to be converted with the erection of new buildings. Provision of access, parking, cycles and bin storage.

4.0 ENVIRONMENTAL IMPACT ASSESSMENT

4.1 Having regard to the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, the proposal is a Schedule 2 Column 1 row 10 (a) urban development project. However, the project is not located within a sensitive area and does not exceed 150 dwellings and does not comprise more than 1 hectare of urban development which is not dwellinghouse development. As such, the proposal is not EIA development.

5.0 PLANNING CONSIDERATIONS

5.1 The main issues are:

- Principle of Development
- Housing Mix
- Design, Character and Layout
- Heritage Impact
- Sustainable Travel, Access and Parking
- Drainage and Flood Risk
- Residential Amenity
- Biodiversity
- Contamination
- Planning Contributions and CIL

Principle of Development

5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70(2) of the Town and Country Planning Act 1990 provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. The development plan for this proposal comprises the adopted Local Plan 2031 Part 1 (LPP1) and the adopted Local Plan 2031 Part 2 (LPP2). There is currently no made neighbourhood plan that covers this site.

5.3 The site currently comprises derelict commercial buildings and unused land. There are three storey buildings to the rear, with 1 and 2 storey development front onto High Street. The indications are the rear of the site has been unused for a number of years, whilst the buildings fronting onto High Street were more recently used for an Indian takeaway and sandwich shop. A building on the site was last in use as a print centre which employed a small number of people. There is a 1 storey brick-built barn which is a non-designated heritage asset

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and the remainder of the site comprises concrete hard surfacing. Access is from Causeway to the north and High Street to the east. The proposal is for a mixed-use residential and two commercial units (Class E).

- 5.4 Having regard to the site context, the application site comprises brownfield (Previously Developed Land) in the built-up centre of Steventon. Core Policy 1 of LPP1 (Presumption in Favour of Sustainable Development) supports development in accordance with the development plan unless material considerations indicate otherwise. The principle of redeveloping brownfield land to address housing need is also supported by Core Policy 2 of LPP1 (Housing Need for Oxfordshire). Furthermore, Steventon is defined as a Larger Village in Core Policy 3 (Settlement Hierarchy) of LPP1 which supports the construction of new homes and commercial units on unallocated sites such as this in Steventon which is also supported by Core Policy 4 (Meeting Our Housing Needs) and Core Policy 8 (Spatial Strategy for Abingdon and Oxford Fringe Sub-Area).
- 5.5 Core Policy 6 of LPP1 (Meeting Business and Employment Needs) supports proposals for employment related development on unallocated sites. In addition, Core Policy 28 of LPP1 (New Employment Development on Unallocated Sites) supports proposals for new employment development on unallocated sites in the built-up area of Steventon (as a Larger Village). This includes use class B1, which is now included within Class E. Core Policy 29 of LPP1 (Change of Use of Existing Employment Land) supports mixed-use enabling development where there is no reasonable prospect of the land or premises being used for continued sole employment use. Core Policy 32 of LPP1 (Retail and Other Main Town Centre Uses) also supports small scale retail development to meet local needs
- 5.6 In this case the commercial buildings are no longer fit for purpose, are not of high-quality sustainable design and are harmful to the setting of the Conservation Area. As such, the proposed mixed-use development can be supported.
- 5.7 In addition, the principle of residential development has been established on part of the site through the approval of a previous planning application (P21/V0140/FUL) to the rear (west) of the site. This current application for consideration includes the same land and a very similar proposal with only small matters of detail being amended to improve the overall design and layout of the development. The proposal now incorporates the redevelopment of a small barn in the centre of the site for residential and a new building to the High Street frontage for a mixed use (east). The High Street frontage will incorporate two commercial units on the ground floor and residential above.
- 5.8 In conclusion, having regard to the proposal and site context, the principle of development can be supported for the following reasons:
- Core Policy 1 provides a presumption in favour of sustainable development across the district to meet housing and employment needs.

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- This is supported Core Policy 3 and Core Policy 4 which identifies the same presumption in favour specifically for the built-up areas of Steventon as a Larger village.
- The site is brownfield (Previously Developed Land) and redevelopment of such land for residential and commercial development is supported by Core Policy 3 and Core Policy 4, in addition to the National Planning Policy Framework.
- Core Policy 8 supports the delivery of new homes in Steventon.
- Core Policy 6 and Core Policy 28 support the development of unallocated land within the settlement of Steventon for employment uses, whilst Core Policy 29 supports mixed-use enabling development in seeking to retain an element of employment use. Core Policy 32 supports small scale retail development to support local needs.
- The planning history demonstrates the principle of residential development has been found acceptable on part of the site through extant planning permission P21/V0140/FUL.

5.9 Therefore, a mixed-use residential and commercial scheme is supported, subject to the proposal being in accordance with other relevant planning policy (or material considerations indicate the proposal is otherwise acceptable). These relevant matters are considered further below.

Housing Mix

5.10 Core Policy 22 (Housing Mix) supports proposals with a mix of dwelling types and sizes to meet the needs of current and future households. Core Policy 24 (Affordable Housing) requires proposals to provide affordable housing on site.

5.11 The proposed residential development will be a Build to Rent proposal, which comprises 13 dwellings in 12 apartments and 1 x 1 bedroom dwelling comprised of:

- 5 x 1 bedroom apartments on the upper floors of the 2.5 storey building facing High Street.
- 7 apartments (6 x 2 bedroom and 1 x 1 bedroom) in a three-storey building to the rear (west) of the site.
- 1 x 1 bedroom dwelling within the retained and extend barn within the site.

5.12 Build to rent is a distinct product within the private rented sector and has been defined in the National Planning Policy Framework glossary, in order to simplify its treatment within the planning system. The local plan is silent on specific Build to Rent proposals. However, having regard to the location of the proposal in proximity to centres of employment (such as Milton Park) and within a larger village the proposal will help to meet the housing need of various demographic and social groups.

5.13 As is demonstrated by the above proposed mix, the proposal will deliver 3 affordable rented units (20%), which deviates from the 35% affordable provision required on ordinary market housing schemes. However, the proposed mix is in

accordance with the requirement of the NPPF and Planning Practice Guidance, which requires any deviation from a 20% mix required by local planning authorities on Build to Rent schemes to be evidenced in a housing needs assessment and set out in a local plan policy.

- 5.14 As such, the proposed housing mix is appropriate and in accords with policies CP22 and CP24, in addition to the National Planning Policy Framework and National Planning Practice Guidance requirements. The affordable housing provision will be secured by a S106 legal agreement should the proposal receive planning permission.

Design, Character and Appearance

- 5.15 Having regard to the site context, Core Policy 37 of LPP1 (Design and Local Distinctiveness) requires the proposal to respond positively to the site and its surroundings. The two existing accesses have been retained to the Causeway and High Street, with the 3-storey building to the west being sited to the west of the site replacing the existing taller buildings. The 2.5 storey building provides an active frontage on the ground floor and forms a suitable boundary onto High Street. The small non-designated heritage asset barn is retained in the centre of the site. The access from the high street is under the frontage building with commercial spaces either side. This results in a courtyard arrangement at the centre of the site to be used for vehicular, cycle and pedestrian access.
- 5.16 In accordance with Core Policy 38 of LPP1 (Design Strategies for Major Development) the proposed design, layout and character has been supported by a design and access statement which identifies the key constraints and opportunities. As such, the rear building retains the L-shape plan of the existing buildings but creates a more broken elevation to reduce the impact in the rear gardens to the west of the site. The frontage to the high street creates a link between the height and massing of the coop building with the modest mass of the residential buildings at the corner of the causeway. The frontage building is an L plan to create a focal building for any glimpsed views down the access from the causeway. The existing barn building is linked to a new extension at ground level, which is modest in its overall character to avoid being overbearing.
- 5.17 With regards to the siting of other elements of the proposal, the commercial units are located on the ground floor of the High Street elevation to provide an active frontage. Public space is provided on this frontage, with four parking spaces and the main access. Further parking for the residential element is provided entirely within the site, with three undercroft spaces at the rear of the site (west) and the remainder provided as on-plot parking outside the individual dwellings. The undercroft parking is provided below the building at ground floor in the southern wing of the building so as reduce the amount of parking within the courtyard. Overlooking is managed with the use of screen walls to balconies and the careful placement of windows, with the High Street frontage incorporating modest dormer windows in the roof.
- 5.18 Overall, the proposed development is of an appropriate residential character, with a link to the site's previous rural industrial/commercial aesthetic but with a

softer finish. The character and appearance of the High Street frontage will maintain the rhythm of the existing buildings whilst ensuring it is sympathetic in scale to its context. The building will be 2.5 storeys adjacent to the co-op building with an element of 2 storey adjacent to the existing dwelling. The use of materials will be secured by condition to require a sympathetic vernacular material whilst retaining the contemporary aesthetic of the new building described above. Hard and soft landscaping within the site will be secured by condition, including planting, use of hard surfacing materials and long-term maintenance and management to soften the internal courtyard space, in accordance with CP44 (Landscape).

- 5.19 To conclude design matters, the proposed development responds positively to the site and its surroundings and history. During the consideration of the application, amendments to the design of the High Street frontage building were made by the applicant to better reflect the character of the street. This included reducing the size of the dormer windows in the roof. As such the proposal will conserve and enhance the historic character of the area, is well connected to the surrounding area for all users with good access to public transport. Officers further consider the development will be visually attractive with an appropriate scale, height, density, grain and massing with external materials secured by condition. The proposed new buildings will be well-integrated with their surroundings and the development is in accordance with policies CP37 and CP38 of LPP1.

Heritage Impact

- 5.20 Having regard to Core Policy 39 of LPP1 (Historic Environment), Development Policies 36 (Heritage Assets) and 37 (Conservation Areas) of LPP2, the relevant local heritage assets are the adjacent Steventon Conservation Area, Grade II Listed building Raised Causeway, located to the north, and a non-designated heritage asset barn which is within the application site.
- 5.21 With regards to the proposed new buildings and in particular the frontage onto High Street and the Conservation Area, the proportion and scale of the buildings and the arrangement of the High Street facade provides a successful response to buildings in this street scene. Additional tweaks to the design involved simplifying the dormer windows over the access and removing an entrance canopy to provide simpler design that retains the public space. As mentioned previously, the materials palette can be secured by planning condition and the expectations are that good quality traditional materials will be used on the frontage building. This includes the windows, doors and shopfronts, with closer scale details and sections to be secured by pre-commencement condition. Furthermore, the proposed conversion and extension of the barn will conserve and enhance the asset by better revealing its significance and comprising sympathetic materials. A permitted development restriction for additional openings will be conditioned to ensure long term conservation.
- 5.22 As such, the proposed new buildings will conserve and enhance the setting of the Steventon Conservation Area and non-designated heritage barn within the site. It will conserve the Grade II Listed Causeway. The proposed development is thus in accordance with Core Policy 39 (Historic Environment), Development

Policy 36 (Heritage Assets) and Development Policy 37 (Conservation Areas) and Development Policy 38 (Listed Buildings). Special attention must be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area. In this case the proposal will conserve and enhance the Steventon Conservation Area. Special regard to the desirability of preserving Listed buildings must be given and the proposed development will not harm the setting of the Grade II Listed Raised Causeway. The conservation officer has no objection to the proposed development.

Sustainable Travel, Access and Parking

- 5.23 Policy CP33 (Sustainable Transport and Accessibility) of LPP1 actively seeks to ensure that the impacts of new development on the strategic and local road network are minimised, to ensure that developments are designed in a way to promote sustainable transport access and to promote and support improvements to the network that increase safety and improve air quality. Policy CP35 (Public Transport, Cycling and Walking) of LPP1 promotes public transport, cycling and walking and together with policy DP17 (Transport Assessments and Travel Plans) of LPP2 requires proposals for major developments to be supported by a Transport Assessment in accordance with OCC guidance. Policy DP16 (Access) of LPP2 requires evidence to demonstrate that acceptable off-site improvements to highway infrastructure can be secured where these are not adequate to service the development.
- 5.24 The parish council raise concern on highway matters and consider the proposal is an overdevelopment with a lack of adequate parking.
- 5.25 The proposed development is close to a regular bus route serving Didcot, Milton Park, Abingdon and Oxford City Centre (X2). The two commercial units will also support the provision of usable commercial space providing employment in the village centre and the provision of amenities for proposed and existing residents, reducing a need to travel whilst supporting the local economy. The coop convenience store is adjacent and so within easy walking distance for residents.
- 5.26 The existing accesses to Causeway and High Street are retained and utilised for the proposal. Furthermore, the proposed development will provide 17 car parking spaces including 13 car parking spaces for the apartments and retain 4 car parking spaces on the High Street frontage for the commercial units. 38 secured and covered cycle spaces are to be provided within the rear residential building. 4 'Sheffield' stands made of steel will be provided on the site frontage for cycle parking to users of the commercial units.
- 5.27 Two turntables are proposed within the site for smaller and larger vehicles to enter and leave in a forward gear, with operation secured by compliance condition. The private frontage of the site will be improved and surfaced with a short section of double yellow lines along highway to restrict parking, secured by legal agreement. A rental agreement will restrict vehicles to one per dwelling. The placement of at least 3 EV charging points will be secured by planning condition.

- 5.28 As such, within the context of the existing use of the brownfield site for commercial purposes being established, and the proposed measures identified above, officers consider the proposed development is acceptable. The proposed development is in accordance with Core Policy 33 (Promoting Sustainable Transport and Accessibility), Development Policy 16 (Access) and Development Policy 17 (Transport Assessments and Travel Plans. The proposal is in accordance with Oxfordshire County Council maximum parking standards. Oxfordshire County Council as highway authority do not object to the proposal.

Drainage and Flood Risk

- 5.29 Core Policy 42 (Flood Risk) of LPP1 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.
- 5.30 The proposed development is on a brownfield site in a mixture of flood zones. It is noted that a sequential approach is being proposed to the design of the site layout with residential development proposed in Flood Zones 1.
- 5.31 Whilst parts of the site are in Flood Zones 2 and 3, it is noted that existing commercial use will be retained within these zones and that the proposal involves an overall reduction in built footprint, which will reduce the impact of flooding. In addition, access to this site has historically flooded and is located in Flood Zone 3. The Flood Risk Assessment demonstrates a low hazard access route is indicated to exist between the site and areas outside of the higher risk flood zones. Moreover, to mitigate the risk further a building specific flood evacuation and management plan linked to EA flood warnings will need to be prepared and will be secured as a pre-occupation condition.
- 5.32 A surface water drainage strategy will be secured by pre-commencement condition, and a compliance report secured by pre-occupation condition. A foul drainage scheme will be secured by pre-commencement condition. Overall, the drainage engineer has no objection and flood resilience measures proposed are appropriate to accord with Core Policy 42 of LPP1 and paragraph 161 of the NPPF. The drainage engineer has no objection to the proposed development.

Residential Amenity, Internal Space Standards and Open Space

- 5.33 Having regard to Development Policy 23 (Impact of Development on Amenity), the proposals would not result in significant adverse impacts on the amenity of neighbouring uses. Windows and balconies have been positioned to avoid unacceptable overlooking of sensitive neighbouring amenity areas, and the bulk of the western block of the building to the rear has been broken up to avoid an overbearing impact on gardens to the west. The rear block is more than 20 metres away from the side elevations of nos. 10a and 14 High Street.
- 5.34 The building fronting the High Street includes rooflights and minimal glazing looking on to the internal courtyard, thereby limiting the potential for overlooking

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between the rear building and the building fronting the High Street. The scheme does not therefore create a negative impact on the privacy of neighbouring occupants and within the Site itself and meets the requirements of LPP2 Policy DP23 and relevant principles of the Design Guide.

- 5.35 Having regard to Development Policy 24 (Effect of Neighbouring or Previous Uses on New Development), Noise from the existing plant associated with the coop building will be mitigated through upgraded acoustic design in the façade of the proposed rear building. In addition, noise from the associated commercial uses can be restricted by a compliance condition for the hours of operations. As such the proposal is in accordance with DP23 and DP24.
- 5.36 Having regard to Development Policy 2 (Space Standards), all apartments exceed the minimum internal prescribed space standard of 50sqm for a 1-bedroom flat and 61 sqm for 2-bedroom flats. In terms of open space, of the 7 apartments in the rear (west) building, 6 will be provided with balconies, terraces or garden frontage ranging from 10sqm-32sqm. The remaining apartments in the High Street frontage building and single dwelling within the site will have access to extensive public open space at Steventon Green. This is in accordance with the requirements of the Joint Design Guide and policy DP33 of LPP2.

Air Quality

- 5.37 Policy DP26 (Air Quality) of LPP2 confirms that development proposals that are likely to have an impact on local air quality, including those within relative proximity to existing air quality management areas (AQMAs) will need to demonstrate measures / mitigation to minimise any impacts associated with air quality.
- 5.38 The air quality officer has assessed the proposal and raises no objection.

Biodiversity

- 5.39 Policy CP46 (Conservation and Improvement of Biodiversity) of LPP1 requires development to avoid losses in biodiversity and actively seeks net gains. The site is not covered by statutory or non-statutory designations and comprises previously developed land.
- 5.40 Having regard to the existing site context, the proposed development will not result in a net loss of biodiversity. In addition, the Bat Survey report (Ridgeway Ecology, September 2022, ref: RE2023-150) found that the buildings to be demolished on site are unsuitable for roosting bats. One small building will however be retained and the report states that any works to the roof and/or insulation of this building should be undertaken under ecological supervision. This supervision can be secured by compliance and reporting as necessary condition. In addition, biodiversity enhancement measures can be secured by a pre-occupation condition. As such, the countryside officer raises no objection, and the
- proposed development can accord with policy CP46 of LPP1.

Contamination

- 5.41 Policy DP27 (Land Affected by Contamination) of LPP2 requires proposals for the development, redevelopment or re-use of land known, or suspected, to be contaminated, to submit a Contaminated Land Preliminary Risk Consultant Report. Potential for land contamination at the application site has been investigated and no significant contamination identified. Mitigation and remedial works of unsuspected contamination can be secured by a compliance condition. The environmental health officer has no objection to the proposed development, and it is in accordance with policy DP27.

Waste and Recycling

- 5.42 Having regard to Development Policy 28 (Waste and Recycling), adequate provision is provided for the storage, collection and handling of the residential and commercial waste. Ancillary floorspace includes waste and recycling storage for the residential at the ground floor to the rear of the High Street frontage 2.5 storey building. Commercial waste will also be stored in a separate facility to the rear of the same building. The council's Waste Management Team has assessed the proposal and confirms no objection.

Financial Contribution Requests

- 5.43 Paragraph 57 of the NPPF advises that planning obligations should only be sought where they meet all of the following tests:
- i. Necessary to make the development acceptable in planning terms
 - ii. Directly related to the development
 - iii. Fairly and reasonably related in scale and kind to the development
- 5.44 Policy CP7 (Providing Supporting Infrastructure and Services) of LPP1 provides that development will only be permitted where the necessary physical infrastructure and service requirements to support the development can be secured.

Community Infrastructure Levy

- 5.45 The Community Infrastructure Levy (CIL) was adopted in September 2017 and implemented in November 2017. CIL is a levy charged on new development in the district; the money raised will be used to fund infrastructure and support growth. The CIL charging schedule is available here:
<https://www.whitehorsedc.gov.uk/wp-content/uploads/sites/3/2021/10/VOWH-CIL-Charging-Schedule-Nov-2021.pdf>

S106 Legal Agreement

- 5.46 In accordance with the Developers Contributions SPD if permission were to be granted, a s106 legal agreement would be required to secure:
- Affordable housing provision at 20% (3 units) at 20% below market rents in perpetuity

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- Registering and provision of street names and numbering
- Vale of White Horse waste collection and recycling
- Oxfordshire County Council waste management and recycling
- Oxfordshire County Council highways S278 agreement and Traffic Regulation Order for double yellow lines along part of High Street.

Pre-commencement Conditions

5.47 The pre-commencement conditions identified below are in accordance with the National Planning Policy Framework and National Planning Practice Guidance to make the development acceptable. They have been agreed in writing with the applicant in accordance with the relevant policy.

6.0 CONCLUSION AND PLANNING BALANCE

6.1 The application has been assessed on its merits, against the requirements of the adopted Local Plan 2031 Part 1 and Part 2 and the National Planning Policy Framework. All relevant consultations have been undertaken and all responses received have been fully considered.

6.2 With regards to the proposed development, Core Policy 1 (Presumption in Favour of Sustainable Development) provides a presumption in favour of sustainable development across the district to meet housing and employment needs. This is supported Core Policy 3 (Settlement Hierarchy) and Core Policy 4 (Meeting Our Housing Needs), which identifies the same presumption in favour specifically for the built-up areas of Steventon as a Larger village.

6.3 Core Policy 8 (Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area) specifically supports the delivery of new homes in Steventon. Moreover, the site is brownfield (Previously Developed Land) and redevelopment of such land is also supported. Core Policy 6 (Meeting Business and Employment Needs) and Core Policy 28 (New Employment Development on Unallocated Sites) support the development of unallocated land within the settlement of Steventon for employment uses.

6.4 Core Policy 29 (Change of Use of Existing Employment Land and Premises) supports mixed-use enabling development in seeking to retain an element of employment use. Core Policy 32 (Retail Development) supports small scale retail development to support local needs. The planning history demonstrates the principle of residential development has been found acceptable on part of the site through extant planning permission P21/V0140/FUL. Furthermore, the proposal is in accordance with Core Policy 22 (Housing Mix) and Core Policy 24 (Affordable Housing), in addition to the National Planning Policy Framework and National Planning Practice Guidance requirements for Build To Rent proposals.

6.5 The proposed new buildings will be well-integrated with the surroundings and the development is in accordance with Core Policy 37 (Design and Local Distinctiveness) and Core Policy 38 (Design Strategies for Major Development Sites). The proposed development will conserve the Conservation Area and heritage barn, in accordance with Core Policy 39 (Historic Environment),

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Development Policy 36 (Heritage Assets) and Development Policy 37 (Conservation Areas). The proposal will preserve the nearby Listed building in accordance with Development Policy 38 (Listed Buildings).

- 6.6 The proposed development is in accordance with Core Policy 33 (Promoting Sustainable Transport and Accessibility), Development Policy 16 (Access) and Development Policy 17 (Transport Assessments and Travel Plans). The proposal is in accordance with Oxfordshire County Council maximum parking standards. In terms of residential amenity, space standards and noise, the proposal is in accordance with Development Policy 23 (Residential Amenity) and Development Policy 24 (Effect of Neighbouring or Previous Uses on New Development).
- 6.7 With regards to biodiversity, the proposal will not result in a net loss and will not impact protected species in accordance with Core Policy 46 (Conservation and Improvement of Biodiversity) and the NPPF. With regards to flood risk and drainage, the proposal is in accordance with Core Policy 42 (Flood Risk) and paragraph 161 of the NPPF. Regarding contamination the proposal accords with Development Policy 24 (Effect of Neighbouring or Previous Uses on New Development). Adequate waste and recycling provision can be provided in accordance with Development Policy 28 (Waste and Recycling).
- 6.8 The proposal will contribute towards a successful economy by providing employment during construction and will provide high-quality homes for people who may work nearby. The proposal will meet social aims of the planning system to deliver high quality new homes to meet housing need and will provide a policy compliant number of affordable rented homes in Steventon. As a brownfield site, there is limited existing biodiversity, but there is the opportunity for biodiversity enhancements and protection of the water environment through an appropriate drainage scheme. As such, the proposed development will represent sustainable development in accordance with paragraph 8 of the NPPF and Core Policy 1 of the local plan.
- 6.9 In conclusion, subject to the recommended conditions and completion of a S106 legal agreement, the proposal is considered to accord with the development plan and should be approved.
- 6.10 The following policies, guidance and legislation have been considered:

Development Plan Policies

Vale of White Horse Local Plan 2031 Part 1 (LPP1) Policies

- CP01 - Presumption in Favour of Sustainable Development
- CP02 - Cooperation on Unmet Housing Need for Oxfordshire
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP04A - Meeting our Housing Needs
- CP06 - Meeting Business and Employment Needs
- CP07 - Providing Supporting Infrastructure and Services
- CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area

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- CP22 - Housing Mix
- CP23 - Housing Density
- CP24 - Affordable Housing
- CP28 - New Employment Development on Unallocated Sites
- CP29 - Change of Use of Existing Employment Land and Premises
- CP32 - Retail Development and other Main Town Centre Uses
- 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
- CP41 - Renewable Energy
- CP42 - Flood Risk
- CP43 - Natural Resources
- CP44 - Landscape
- CP45 - Green Infrastructure
- CP46 - Conservation and Improvement of Biodiversity
- CP47 - Delivery and Contingency
- CP47A - Delivery and Contingency

A Regulation 10A review (five-year review) for Local Plan Part 1 (LPP1) has been completed. The review shows that five years on, LPP1 (together with LPP2) continues to provide a suitable framework for development in the Vale of White Horse that is in overall conformity with government policy.

Vale of White Horse Local Plan 2031 Part 2 (LPP2) Policies

- DP02 - Space Standards
- DP14 - Village and Local Shops
- DP16 - Access
- DP17 - Transport Assessments and Travel Plans
- 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
- DP33 - Open Space
- DP36 - Heritage Assets
- DP37 - Conservation Areas
- DP38 - Listed Buildings

6.11 **Steventon Neighbourhood Plan**

Steventon Parish Council is working on creating a neighbourhood plan to influence the way their area grows and develops into the future.

6.12 Supplementary Planning Guidance/Documents

South Oxfordshire and Vale of White Horse Joint Design Guide 2022

Vale of White Horse Developer Contributions SPD

6.13 National Planning Policy Framework and Planning Practice Guidance

Build to Rent is defined in the NPPF as: Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.

6.14 Planning (Listed Building and Conservation Areas) Act 1990 – including Sections 16, 66 and 72

6.15 Other Relevant Legislation

Human Rights Act 1998

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report. The proposed development will not impinge on any of the defined human rights or people with protected characteristics. It will support access to homes for people.

Equality Act 2010

In determining this planning application, the Council has regard to its equality obligations including its obligations under Section 149 of the Equality Act 2010. The proposed development will not impinge or disadvantage those people with protected characteristics. It will support access to homes for people, including through the provision of rental properties on the ground floor adjacent to services and facilities.

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