

## REPORT 2

<b>APPLICATION NO.</b>	<a href="#">P07/W1497</a>
<b>APPLICATION TYPE</b>	FULL
<b>REGISTERED</b>	16.01.2008
<b>PARISH</b>	TIDDINGTON
<b>WARD MEMBER(S)</b>	Mr John Nowell-Smith
<b>APPLICANT</b>	Oxford Citizens Housing Association
<b>SITE</b>	Station Yard Oxford Road Tiddington
<b>PROPOSAL</b>	A 2 storey development of 11 affordable dwellings with associated ground works and new access.
<b>AMENDMENTS</b>	As amplified by drawing numbers 108 Rev A, 100 Rev C and 02-P6 accompanying letter from Agent dated 21 January 2008
<b>GRID REFERENCE</b>	464656/204999
<b>OFFICER</b>	Mrs K Gould (W)

### 1.0 INTRODUCTION

1.1 The application is referred to Planning Committee because the recommendation conflicts with the views of Tiddington with Albury Parish Council.

### 2.0 THE SITE

- 2.1 The site, which is shown on the **attached** plan, has an area of some 3,800 square metres (0.39 ha) and is currently vacant land which was formally a station yard. The site is in the ownership of Oxfordshire County Council and since the closure of the railway, the site has been used for tipping road “scalpings” and other debris. The tipped material is deposited mainly in a large mound parallel to the north boundary of the site and contains significant amounts of contaminated spoil. This mound is covered in vegetation and the site has primarily returned to its natural state. The land is significantly lower than the caravan centre to the north and is higher than no 8 Sandy Lane Estate to the east.
- 2.2 Vehicular access to the site is off the A418 Thame to Oxford Road. The site is set well back from the road and lies predominantly to the rear of the caravan centre. A gated access to the site exists. The eastern boundary with no 8 Sandy Lane Estate comprises a fence and Laurel hedging. To the north with the caravan centre a wire mesh 2m high fence whilst to the south, the boundaries are relatively open with a post and wire fence to the southern boundary of the site.
- 2.3 The site has a number of mature trees covered by a Tree Preservation Order (TPO).

### 3.0 THE APPLICATION

3.1 As amplified, the application seeks full planning permission for the construction of 11 affordable dwellings , the proposed mix and tenure of which are set down below:

1 x 1 bed flats ( shared ownership )

1 x 1 bed flats ( rented )

3 x 2 bed houses ( shared ownership )

3 x 2 bed houses ( rented )

1 x 3 bed house ( shared ownership )

1 x 3 bed house ( rented )

1 x 4 bed mobility unit ( rented )

3.2 The proposed development is arranged in 5 blocks, 2 storeys in height, with the dwellings paired in a semi detached arrangement one of which contains the two flats, and a house in a linear form. The proposed external finish to the dwellings is red brick with concrete tiled roofs. A copy of the submitted plans and design statement are **attached**.

3.3 Due to the mound on the site, some of the waste materials will be removed from the site and the remainder will be redistributed over the site which would then slope up gradually from the east to the west.

#### 4.0 CONSULTATIONS & REPRESENTATIONS

- 4.1 OCC Highways - No objection to the principle of development. Legal agreement to secure the construction of a footway from the site to the bus stop on the Oxford side of the A418. Highway comments are **attached** in full.
- Forestry Officer - Concerns raised at the pre application stage have been addressed. No objections subject to a condition requiring tree protection and an Arboricultural Method Statement with a landscaping condition.
- Countryside Officer - No objections.
- Public Amenities Manager/Engineer - No refuse or recycling shown.
- Environmental Health - Recommended conditions relating to the contamination of the land and the control of noise, air quality and light.
- Tiddington Parish Council - Refuse. The Parish Council does not agree that the current proposal meets the need of the Parish Council for a number of reasons. Comments are **attached** in full.
- Neighbour Objectors - Oxford Road is very busy and does not warrant more cars

- (5) using it; the village has adequate housing already; will result in over population of the village; the youngsters have all left the village; not affordable housing; no footpath to the bus stop; proposal is too big for the size of the village; village does not have the facilities or infrastructure; proposal does not reflect the need of the village.

Neighbour Representations (1) Request from Oxford Caravan Centre that adequate security fencing between the site and their business is provided. They have requested a “substantial” 8’ metal fence along their boundary with the site.

## 5.0 RELEVANT PLANNING HISTORY

5.1 None relevant to this planning application.

## 6.0 POLICY & GUIDANCE

6.1 G2 Protection and enhancement of the environment

G6 Promoting good design

EP1 Prevention of Polluting emissions

EP3 Light Pollution

EP6 Sustainable drainage

EP7 Impact on ground water resources

D1 Good design

D2 Safe and secure parking for vehicles and cycles

D3 Outdoor amenity area

D4 Reasonable level of privacy for occupiers

D6 Community safety

D10 Waste management

D11 Infrastructure and services secured

H4 Residential development in larger villages in the Green Belt and smaller villages.

H6 Locations where housing will not be permitted

H10 Exception sites

C9 Trees

GB2 New Buildings in the Green Belt

South Oxfordshire Design Guide.

PPS1 Creating Sustainable Communities

PPS3 Housing

PPS23 Planning and Pollution Control

PPG2 Green Belts

## 7.0 PLANNING CONSIDERATIONS

### 7.1 The main issues in this case are:

- i. Whether the development of land beyond the built up limits of Tiddington in the Green Belt is justified by the need for affordable housing.
- ii. Whether the criteria in policy H10 have been met.
- iii. Trees
- iv. Infrastructure and affordable housing
- v. Contaminated land
- vi. Sustainability

#### **i. Whether the development of land beyond the built up limits of Tiddington is justified by the need for affordable housing**

### 7.2

Tiddington is a small village in the Green Belt where infill development would be acceptable subject to the criteria in policy H4 of the adopted SOLP. This site is not an infill site as it lies on the northern edge of the village beyond the existing residential development on the southern side of the A418. As such, it would not comply with the Council's housing policies. However, Policy H10 allows for small scale affordable housing on the edges of villages as an exception to normal policy providing that certain criteria are met.

#### **ii Whether the criteria in policy H10 are met**

### 7.3

Policy H10 of the adopted SOLP states that in exceptional circumstances special small-scale affordable housing schemes may be permitted within or adjoining villages provided that the following criteria are met:

7.4 i. **It can be demonstrated that all the houses meet a particular local need that cannot be accommodated in any other way**

In this case, the scheme has been developed by the applicant, a registered social landlord (Oxford Citizens Housing Association) in conjunction with Tiddington and Albury Parish Council and the District Council's Housing Services. The original housing needs survey was undertaken in 2003 and the published report (October 2003) identified a need for about 7 new homes and concluded with a scheme for 4 units. These conclusions were based upon the then need within the village but the survey also revealed that 32 people had left the parish in recent years. Of these, 13 had left specifically because the lack of affordable housing and a high proportion (77%) stated that they wished to return if possible. The Parish Council's response was that there was a greater degree of need to be addressed.

Owing to the local community's response a further review of local need was undertaken in 2005 and as a result, the informal proposals were adapted in 2006 for a scheme of 9 units. Following investigation of the contamination on the site, the scheme for 9 units was found not to be viable. Early in 2007, a feasibility study looked at the viability of reviewing again the local needs and the impact of an 11 unit scheme. The number of one bedroom units has been reduced allowing the number of two bedroom units to be increased, plus providing two larger family homes which are also needed. Oxfordshire citizens Housing Association has worked closely with the Housing Enabling Team to ensure that local need and affordability issues were properly addressed. Appropriate funding for the scheme has been secured to ensure effective and timely delivery.

Following the initial local needs survey in 2003 the prospect of finding a suitable and available site for the local need development was investigated with your officers. Of 5 suggested sites, only this one was deemed acceptable despite the contamination and grading issues. The site is well located being adjacent to existing housing and will provide a development that allows easy integration with the existing community.

7.7

ii. **There are satisfactory arrangements to ensure that the benefits of the affordable housing can be enjoyed by subsequent as well as the initial occupants and that the dwellings remain available for local people**

All the units will be subject to the usual local connection criteria that provides priority to Tiddington and Albury, in the first instance. If the development is acceptable in all

- other respects, the properties will be secured through appropriate agreements to be affordable housing for local persons and that this Council should have nomination rights to the properties.
- 7.8

iii. **There are no overriding amenity, environmental, design or highway objections**

- This application site was selected following consideration of 4 other sites and was selected as being more appropriate for housing. It lies adjacent and opposite established residential development and has existing development on 2 sides. It is a brown field site which has remained vacant for a number of years. As the site lies to the rear of the Caravan Centre and is set back from the A418, your officers consider that the development would not be particularly conspicuous in the local landscape or compromise the openness of the Oxford Green Belt. There can be no doubt that there would be some harm from the development but it is considered that this harm is outweighed by the benefits associated with meeting local housing need.
- 7.9 The form of the development reflects the linear form of the site. Existing surrounding residential development is varied but is predominantly detached and semi detached post war ribbon development. No 8 Sandy Lane Estate is a brick built bungalow. The blocks of development have been stepped slightly to avoid a monotonous frontage to the development. The heights of the two storey properties is not excessive at some 9.2m and the layout has been adjusted to retain some existing mature oak trees within the site which will provide both screening and maturity to the site. The change in levels within the site have been considered by the applicant and a gradual incline in the development has been incorporated into the proposal with levels increasing gradually from the east (closest to no 8 Sandy Lane Estate) to the west. The proposed house types are simple in design and have regard to the Council's Design Guide and the development would reinforce local distinctiveness by repeating the established semi detached style of some of the surrounding development and are of a type and scale appropriate to the area.
- 7.10 The proposed access point to the site is within the 30 mph restriction for the village. However it is recognised that traffic often travels at speeds in excess of this limit. In addition the Highway Authority remain concerned about access to the existing bus stop in the village and in the Government Guidance in encouraging other modes of transport other than the private car. The route from this development to the bus stop is currently tortuous involving residents having to cross the A418 to a footway on the other side and then cross back over for the Oxford direction stop. A footway has therefore been requested, a contribution towards which is included in the Section 106 legal agreement relating to this development if planning permission is granted. Other contributions towards infrastructure costs would be included in this agreement.

**iii. Trees**

- 7.11 There is a TPO which covers the site. The applicant and the Council's forestry officer have worked together in ensuring that the more mature trees on the site can

be retained and appropriate conditions relating to tree protection and landscaping have been recommended. Subject to these conditions, the Forestry Officer has no objections to the proposal on tree grounds.

#### **iv. Infrastructure and affordable housing**

7.12

The applicant has indicated their willingness to pay for the infrastructure required by the County Council and a draft legal agreement has been completed to this effect. This would make contributions towards education, libraries and waste management and also fund the highway improvements requested by the Highway Authority.

7.13 The applicant is a registered social landlord and because, if approved, it would be on the basis of it being “exceptions site”, it is essential that the development is for affordable housing only. The applicant has confirmed their willingness to complete a Section 106 Agreement and a draft has been prepared.

7.14 Policy R2 of the adopted SOLP requires developers to make contributions towards outdoor play equipment when the site area is less than 0.4hectares or where 15 or less dwellings are being proposed. The Parish Council have been approached in order to determine what play equipment they would like see in the village and the applicant has indicated that they are willing to make a contribution towards such a facility. This contribution would be secured by an appropriate agreement.

#### **v. Sustainability**

7.15

Tiddington is one of the smaller villages in the district with a number of facilities such as village hall and petrol filling station. There is a bus service which runs through the village taking passengers to Thame and Oxford. Contributions are being sought by the Highway Authority from the developer towards the provision of a footpath from the site to the existing bus stop in the village. It is hoped that this would encourage people to use public transport rather than the private car.

7.16

The proposed development has been designed to achieve a Code for Sustainable Homes level 3 rating. The applicant has indicated that where possible the inclusion of low carbon/alternative technologies will be used to supplement water and space heating and the roofs have been designed to accommodate one or more solar hot water panels. The construction details will be developed with the aim of achieving a thermal performance that is 25% greater than the current Building regulations standard. A condition requiring the provision of composting bins, water butts for the collection of rain water and the use of grey water internally has been recommended. As such the proposal would comply with policy D8 of the adopted South Oxfordshire Local Plan.

### **8.0 CONCLUSION**

8.1 The proposed development would extend the residential limits of Tiddington and would develop a site within the Oxford Green Belt. However, given its brown field site status and its relationship with adjacent established development, this is

outweighed by the benefit of meeting an identified local housing need and the development is considered to comply with policy H10 of the South Oxfordshire Local Plan. The Development complies with other relevant Development Plan policies and subject to the attached conditions and the completion of legal agreement to ensure proper infrastructure provision and the retention of the dwellings as affordable housing, the development is acceptable.

## **9.0 RECOMMENDATION**

### **9.1 That the decision to grant planning permission is delegated to the Head of Planning and Building Control subject to :-**

- a. **The prior completion of an appropriate legal agreement with:**
  - i. **The Oxfordshire County Council to secure off- site infrastructure in respect of :**
    - a. **Education b) libraries c) waste management d) infrastructure improvements.**
    - b. **The completion of an appropriate legal agreement with South Oxfordshire District Council to ensure that the dwellings remain affordable in perpetuity and to ensure that a contribution is made by the applicant towards play equipment in accordance with policy R2 of the adopted South Oxfordshire Local Plan**
    - c. **The following conditions:**
      1. **Commencement 3 years**
      2. **Samples of all materials**
      3. **Landscaping scheme (trees and shrubs, access road and hardstandings boundary fencing and screen walling)**
      4. **An arboricultural method statement to be submitted and approved in writing**



**5. Scheme for surface water drainage to be approved**

**6. No development to begin until drainage details approved**

**7. Construction works shall not take place outside the hours of 07:30 to 18:00 Mondays to Fridays and 8am to 1pm on Saturdays, not on Sundays or Bank Holidays**

**8. Control over external lighting**

**9. Contaminated land investigations**

**10. Works to be carried out if contamination is found**

**11. Dwellings to incorporate sustainable methods of construction**

**12. Access with vision splays to satisfaction of Local Planning Authority**

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