

<b>APPLICATION NO.</b>	<a href="#">P18/S1853/RM</a>
<b>APPLICATION TYPE</b>	RESERVED MATTERS
<b>REGISTERED</b>	12.6.2018
<b>PARISH</b>	Chalgrove
<b>WARD MEMBER(S)</b>	David Turner
<b>APPLICANT</b>	Miller Homes Ltd and Wates Developments
<b>SITE</b>	Land East of Chalgrove, Oxfordshire, OX44 7RQ
<b>PROPOSAL</b>	Erection of 120 residential dwellings with associated parking, open space, play areas (including equipped play space), landscaping and works.
<b>OFFICER</b>	Joan Desmond

**1.0 INTRODUCTION**

- 1.1 The application is referred to the Planning Committee because the Officer's recommendation conflicts with the view of the Parish Council.
- 1.2 The application site (which is shown on the OS extract **attached** as Appendix A) comprises 7.45ha of agricultural land located on the south-east edge of the village of Chalgrove. The site is bounded by existing housing development at Farm Close and Chiltern Close to the west, the B480 to the north, The Grange of Berrick Road to the south and open agricultural land to the east. A belt of young trees lies at the eastern end of the site and a public right of way runs along the southern boundary. The site falls to the brook to the south which runs through the centre of the village.

**2.0 PROPOSAL**

- 2.1 This is a reserved matters application for details of appearance, landscaping, layout and scale following the approval of outline planning application P16/S4062/O in 2017. The submission also follows pre-application advise in respect of layout and appearance. Plans are attached as Appendix B. Condition 6) attached to the outline planning permission, specified the following details to be included in the reserved matters application:
  - i) A layout which provides an appropriate market housing mix;
  - ii) Samples of all materials to be used in the external construction and finishes of the development;
  - iii) A maintenance schedule and a long term management plan for any soft landscaping works;
  - iv) Details of cycle parking facilities.
- 2.2 Application P16/S4062/O was allowed at appeal and granted outline planning permission for the erection of up to 120 residential dwellings and space for a community facility (Use Class D1/D2) with associated highways, landscaping and open space. The detailed means of access off the B480 was permitted under this outline. The outline planning permission was also subject to a Section 106 legal agreement to secure, inter alia, affordable housing; public open space and public transport improvements.

2.3 The application proposes the following mix:

	Market	Affordable	TOTAL
<b>1 bed</b>	0	10	<b>10</b>
<b>2 bed</b>	22	28	<b>50</b>
<b>3 bed</b>	28	10	<b>38</b>
<b>4 bed</b>	22	0	<b>22</b>
<b>TOTAL</b>	<b>72</b>	<b>48</b>	<b>120</b>

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

Full responses can be found on the Council's website but are summarised below.

3.1 **Chalgrove Parish Council – Original Plans** - Object until conditions are forthcoming.

Development of this site must address all the points of concern relating to:

- Access and safety of pedestrians
- Future flood risk to the village
- Sewerage
- Archaeological finds
- Play equipment
- Ecology
- Education
- Health
- Maintenance of the site

The housing designs are welcomed along with the bird boxes. Some concern over lack of pavements and need to pepperpot the affordable housing.

**Revised Plans** – Continue to have concerns relating to:

- Access and pedestrian safety
- Flood Risk
- Archaeology
- Environment and Ecology
- Highways
- Education
- Health
- Lack of sufficient buffer

The Parsih Council still has many reservations about the development and continue to object until conditions are forthcoming.

**Oxfordshire County Council Transport** – No objection to amended plans subject to conditions.

**Oxfordshire County Council Archaeology** – No objection

**Forestry Officer** – The amended layout is an improvement to the original scheme and is now considered to be acceptable.

**Urban Design Officer** - Support this application based on the information submitted against its development context as the illustrative design mitigates initial design concerns raised.

**Drainage** – No objection to drainage strategy

**Housing Development** – No objection.

**Landscape Architect** – Now satisfied with revised scheme.

**Waste Management Officer** – Tracking information for waste collection vehicle is adequate.

**Countryside Officer** - Overall, provided the proposed ecological enhancements are delivered on site the scheme should create a small net gain in biodiversity value.

**Oxfordshire Clinical Commissioning Group** – Object until able to confirm if the existing GP services could support the extra patient numbers and what contribution would be made to the local health economy by the developers.

**Local Residents** - 16 letters have been received raising the following concerns:

- Objection to principle of development
- Infrastructure issues need to be sorted
- Safe footpath provision required
- Loss of privacy
- Loss of light
- Corridor separating development to the west should be widened
- Maintenance of drainage ditch required
- Flooding concerns
- Noise nuisance
- Location of play facilities will exacerbate noise concerns and worry of anti-social behaviour
- Houses will be too intrusive to houses in Chiltern Close
- Extra houses not needed
- Schools are full
- Traffic problems
- Amenity concerns
- Too much green space
- Boundary treatment inadequate
- Flood alleviation measures are a concern
- Pedestrian route is dangerous
- Inadequate street lighting
- More starter homes needed for local people
- Sewerage problems exacerbated
- Affordable housing should be pepper-potted
- Play equipment inadequate

**Amended Plans** – 2 local residents:

- Still have concerns relating to pedestrian safety on Monument Road
- Amended plans fail to address previous comments raised

**Chalgove Neighbourhood Development Plan** – Following concerns in summary:

- Dwelling mix, design and parking provision is in general agreement but some parking provision is a concern
- Affordable housing is not sufficiently pepper-potted
- Access and safety concerns
- Flood Risk
- Sewerage capacity concerns

- Buffer to existing properties should be widened
- Play areas – less wood to be used. LAP inadequate
- Ecology and biodiversity – other enhancements should be proposed
- Archaeology – Full survey required
- Education – OCC should confirm that there is adequate provision
- Health – OCCG object.

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 [P16/S4062/O](#) - Refused (04/05/2017) - Appeal allowed (06/10/2017)  
Outline planning application for the erection of up to 120 residential dwellings and space for a community facility (Use Class D1/D2) with associated highways, landscaping and open space, with all matters reserved except access.

5.0 **POLICY & GUIDANCE**

5.1 **National Planning Policy Framework (NPPF)**

5.2 **National Planning Policy Framework Planning Practice Guidance (NPPG)**

5.3 **South Oxfordshire Core Strategy (SOCS) Policies 2027**

- CS1 - Presumption in favour of sustainable development
- CSB1 - Conservation and improvement of biodiversity
- CSC1 - Delivery and contingency
- CSEN1 - Landscape protection
- CSEN3 - Historic environment
- CSG1 - Green infrastructure
- CSH1 - Amount and distribution of housing
- CSH2 - Housing density
- CSH3 - Affordable housing
- CSH4 - Meeting housing needs
- CS11 - Infrastructure provision
- CSM1 - Transport
- CSM2 - Transport Assessments and Travel Plans
- CSQ3 - Design
- CSQ4 - Design briefs for greenfield neighbourhoods and major development sites
- CSR1 - Housing in villages
- CSR3 - Community facilities and rural transport
- CSS1 - The Overall Strategy

5.4 **South Oxfordshire Local Plan (SOLP) 2011 saved policies**

- C4 - Landscape setting of settlements
- C6 - Maintain & enhance biodiversity
- C8 - Adverse affect on protected species
- C9 - Loss of landscape features
- CF2 - Provision of additional community facilities
- CON12 - Archaeological field evaluation
- CON13 - Archaeological investigation recording & publication
- D1 - Principles of good design
- D3 – Outdoor amenity area
- D4 – Reasonable level of privacy for occupiers
- EP1 - Adverse affect on people and environment
- EP2 - Adverse affect by noise or vibration
- EP4 - Impact on water resources
- EP6 - Sustainable drainage
- G2 - Protect district from adverse development

- G3 - Development well served by facilities and transport
- G4 - Protection of Countryside
- H4 - Housing sites in towns and larger villages outside Green Belt
- R2 - Provision of play areas on new housing development
- R6 - Public open space in new residential development
- R8 - Protection of existing public right of way
- T1 - Safe, convenient and adequate highway network for all users
- T7 - Protection and improvement to footpath and highway network

**5.5 Emerging South Oxfordshire Local Plan 2032**

The council is preparing a new Local Plan, which will set out how development will be planned and delivered across South Oxfordshire to 2032. In relation to housing growth within our villages, our Plan proposes to deliver homes through the Neighbourhood Plan process.

**5.6 Chalgrove Neighbourhood Plan (CNP)**

The Examiner's report is expected later this month following a further six week consultation period on proposed revisions to the NP and the environment report. This site is identified as a housing allocation site for up to 120 homes.

**5.7 South Oxfordshire Design Guide 2016**

**6.0 PLANNING CONSIDERATIONS**

6.1 The principle of the development and means of access were established under outline planning permission P16/S4062/O. The main considerations in relation to this reserved matters application are therefore:

1. Layout
2. Scale
3. Appearance
4. Landscaping

Layout

6.2 The proposed layout has evolved through the design process in response to site constraints, pre-application discussions and other feedback. It has also evolved from the illustrative layout plan shown at outline stage. Existing features of importance including the tree belt on the eastern boundary, the ditch along the western boundary and the alignment and accessibility of the existing public footpath along the southern boundary are to be maintained. The layout proposes a central main street with frontage development with access to streets to the east and west and a network of open spaces and play areas.

6.3 The layout now ensures that the open space/play areas are located more centrally (LEAP) to provide an attractive entrance feature for the site and improved levels of visual amenity, with views towards the open space when entering the site from B480. This open space is framed by development to create a good quality amenity for future residents. The NEAP is located towards the south west of the site, in an area with good quality natural surveillance and accessibility to residents within the site as well as to the wider village by the public footpath. Local residents and the Parish Council have raised concerns that the proposed play areas should be moved further away from existing properties. The closest play area is the LAP for which The Fields in Trust guidance on outdoor sport and play recommends a minimum buffer of 5 meters from the activity zone to the boundary of the nearest dwellings. In this case the LAP is located over 8 meters from the boundary of the nearest existing property to the west. The NEAP to the south west of the site has a minimum distance of 30m in accordance with the guidance. The play areas have been improved to offer more opportunities for less able-

bodied children.

- 6.4 Whilst development has been moved closer to the B480, there is still a strong landscape buffer to ensure sufficient space is maintained to provide a well landscaped frontage to the site and an attractive entrance to the village. Further improvements have been made to the layout to secure additional landscaping.
- 6.5 Revised plans have been submitted seeking to address concerns raised by OCC (Transport) on safety grounds to bring the layout up to adoptable standard and to show internal visibility splays. The amended plans include the removal of previously shown build-outs in the road to improve pedestrian movements and avoid areas where conflict may have arisen. The layout has now been subject to a Stage 1 Road Safety Audit that confirms that the layout is safe for pedestrians and roads users. The layout has also been amended so that the attenuation basin avoids the legal route of the public right of way to the south of the site. Further revisions have been made to provide adequate visibility splays and swept paths for refuse vehicles. OCC are satisfied with the amended scheme.
- 6.6 The layout responds to the existing building lines of development to the west and allows for front access to properties fronting the B480. Whilst concerns have been raised in respect of overlooking and loss of privacy and for an increase to the width of the buffer to the west of the site, the distances and garden sizes comply with Council policy. Further increasing the buffer would also act as a physical divide which would fail to help integrate the new development with the existing settlement and would not accord with policies seeking to create safe, inclusive and accessible places.
- 6.7 In relation to the layout of the affordable units, the council's housing development officer has reviewed the Housing Mix & Affordable Housing Statement and is satisfied that the application meets the council's requirements as per the S106 agreement attached to the outline planning permission. The distribution of affordable housing and cluster sizing was reviewed, following pre-application advice to provide an improved distribution across the site.
- 6.8 The Urban Design Officer considers that the amendments have satisfied or mitigated the issues raised throughout the design process including landscaping and design details as discussed in more detail below.

Scale

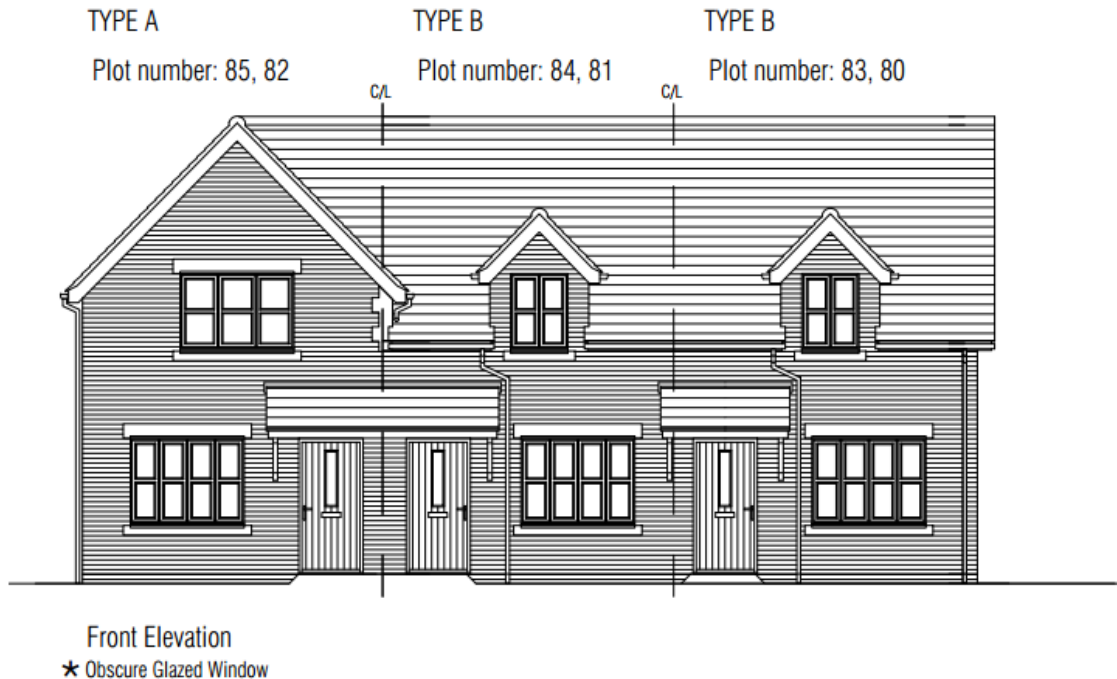
- 6.9 In terms of scale, the proposed homes would predominantly be two stories in height with a small number of 1.5 storey dwellings and I consider that this to be appropriate to the character of the local area and the position of the site on the edge of the village.
- 6.10 With regards to the scale of the individual homes, the proposal would provide affordable homes in a mix that has been agreed by the council's housing team and would be of a size that would meet housing needs. Whilst the proposed market mix would not precisely accord with the mix in the SHMA, it would not veer away significantly from what is recommended. The development would provide a range of house sizes and would be acceptable.
- 6.11 The market housing mix from the Strategic Housing Market Assessment (SHMA) and the application proposal are summarised in the table below:

<b>Market homes</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4+ bed</b>
SHMA	6%	27%	43%	24%
Application proposal	0%	30.5%	39%	30.5%

Appearance

6.12 The proposed homes would generally be traditional in appearance and in keeping with the local vernacular. The overall design approach proposes a range of dwelling styles and types for both the affordable and market housing. Amendments have been made to some of the affordable housing units to ensure they are not distinguishable as affordable from the market housing whilst ensuring a vernacular which is in character with the architectural style within Chalgrove. The design of the 1BH house types has been amended to include the use of gables and has improved fenestration detailing to add interest and provide an enhanced appearance as shown below. The design of other plots has also been amended to add gable features to add interest in the street scene.





- 6.13 The architectural detailing on site, with the use of some chimneys, porches, brick quoins and brick string courses are also characteristic of development in the village, from both traditional and more modern periods. The use of white uPVC fascia boards has been reduced with black fascia boards to be used on the painted brick plots to add variety and interest to the development. Plain verge and eaves detailing has been requested for the more prominent plots fronting onto the main B480. The 1.5 storey dwellings have dormers, siting low in the roof. A materials schedule has been submitted with the dwellings being predominantly brick with painted brick used for key and feature buildings and to add interest in the street scene, which again is characteristic of the village.
- 6.14 A variety of boundary treatments would be provided and these would be suited to their specific positions. In my opinion the spaces between buildings would be sufficient to ensure that the development would not appear cramped or contrived. Overall, I am satisfied that the appearance of the development would be acceptable.

#### Landscaping

- 6.15 The layout takes into consideration the small number of existing trees growing around the perimeters of the site. The layout has been amended to provide improved landscaping, including enhanced tree planting within the open space adjacent to the LEAP. A focal tree is proposed at the southern end of the central road to add visual interest and additional street planting is proposed as well as improved use of hedgerow planting generally on-site to further enhance the landscaped character of the site.
- 6.16 Further revisions have been made to the proposed soft landscaping scheme to include additional tree planting to the attenuation basin area at the southern end of the site and within front gardens along the main access road to provide an improved landscaped appearance. The Council's Landscape Architect and Forestry Officer are now satisfied with the amended scheme.

#### Other matters

- 6.17 The Parish Council have raised a number of concerns, but most relate to matters addressed when considering whether the principle of development was acceptable on



the site. This application solely relates to consideration of the reserved matters which, as set out above, relate to matters of layout, scale, appearance and landscaping. In respect of these matters, the Parish Council is not fully pleased with the range of play equipment and considers that the LAP has very little play value for the under 6 year olds. The proposed play areas however, will provide a substantial amount of new play provision in the form of a Neighbourhood Equipped Area for Play (NEAP), a Locally Equipped Area for Play (LEAP) and Local Area for Play (LAP). Using a range of both traditional steel and timber play equipment to reflect the setting of the site, the play schemes provide a number of play experiences for a wide range of age groups and accords with guidance for outdoor sport and play (Fields in Trust).

**7.0 CONCLUSION**

7.1 The principle of the development has already been established through the grant of outline planning permission on appeal. The main access arrangements have also been approved under the outline consent. The only matters to be considered under this application relate to the details of the development in terms of appearance, landscaping, layout and scale.

7.2 The layout would generally reflect the principles of the outline consent and would deliver the affordable units secured under the outline permission. The detailed layout would be acceptable in terms of neighbour impact and the development would provide suitable living conditions for future residents. The amended landscaping scheme would be effective in screening and softening the development. The overall appearance and detailing of the development would create a place that would be in keeping with the character of the local area.

7.3 I recommend that reserved matters approval is granted as the layout, scale, appearance and landscaping of the development are acceptable and the proposal complies with the relevant Development Plan Policies.

**8.0 RECOMMENDATION**

8.1 **That reserved matters approval for P18/S1853/RM be granted subject to the following conditions:**

- 1. Development in accordance with approved plans.**
- 2. No garage conversion into accommodation.**
- 3. Parking and manoeuvring areas retained.**
- 4. Roads and footpaths prior to occupation.**

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