

APPLICATION NO.	P15/S4131/RM
APPLICATION TYPE	RESERVED MATTERS
REGISTERED	15.12.2015
PARISH	CHINNOR
WARD MEMBERS	Ian White Lynn Lloyd
APPLICANT	Taylor Wimpey
SITE	Land adjoining Greenwood Avenue, Chinnor
PROPOSAL	Application for Reserved Matters following outline permission P14/S0953/O for the appearance, landscaping, layout and scale. (Outline planning permission for residential development for up to 80 dwellings including means of access, open space and associated development).
AMENDMENTS	Amended by plans received 16 June, 27 July and 15 September 2016 amending design and layout, including changes to housetypes and addition of a three storey building. Clarified by updated noise report received 16 June 2016 and reptile mitigation strategy received 30 June 2016.
OFFICER	Emma Bowerman

1.0 **INTRODUCTION**

- 1.1 This application is referred to the Planning Committee as the officer's recommendation conflicts with the views of Chinnor Parish Council.
- 1.2 This application was presented to the Planning Committee on 7 August 2016 and Councillors resolved to defer the decision on the application to allow the applicant to make contact with the Parish Council and an opportunity to address their concerns.
- 1.3 The Applicant has subsequently submitted amended plans which have repositioned the three storey apartment block to the south of the central area of open space. They have also provided a section through the application site and No.33 Glynswood to show the relationship between the development and this neighbouring property.
- 1.4 In addition to the amended plans, the Applicant has had discussions with the Parish Council about whether a financial contribution could be provided instead of the on-site play space. The Parish would like a larger play area to be pooled together from the separate developments between Greenwood Avenue and the former cement works. However as the on-site open space for this site has already been secured through the S106 legal agreement that was attached to the outline, it would not now be possible to change this to financial contribution. In addition, as the council has now adopted a Community Infrastructure Levy (CIL), a financial contribution to fund off-site infrastructure would not comply with the CIL regulations.
- 1.5 The application site (which is shown on the OS extract **attached** as Appendix A) is a 3.4ha arable agricultural field. The site is currently accessed from Woodville, to the northwest. There are no land use designations affecting the site. The site is not liable to flooding and there are no ecological or heritage statutory designations on the site.
- 1.6 The site borders existing homes on two sides, with properties in Greenwood Avenue,

Woodville, Oak End Way and Glynswood all adjoining the site. The Chinnor and Princes Risborough heritage railway line runs along the southeast boundary of the site, beyond which is the recent residential development at the former cement works. Another field adjoins the southwest boundary.

1.7 Outline planning permission for up to 80 dwellings on the site was allowed on appeal in October 2015. The outline permission establishes the principle of development on the site and granted detailed consent for the access arrangements.

2.0 **PROPOSAL**

2.1 This application seeks approval of the matters that were reserved under the outline planning permission. The reserved matters for which approval is sought are appearance, landscaping, layout and scale.

2.2 Details have also been submitted to discharge some of the pre-commencement conditions attached to the outline planning permission. The conditions refer to materials, hard and soft landscaping, landscape management, noise mitigation, odour mitigation, reptile mitigation and a residential travel plan. Details relating to other matters are required to be submitted under the outline planning permission and can be agreed through an application for the approval of details reserved by condition.

2.3 As approved under the outline planning application, vehicular access would be provided off Greenwood Meadow. Pedestrian links would be provided through Woodville. Due to a separate legal issue, vehicular traffic is not currently shown through Woodville but the street layout would allow a link to be established if the legal issues are resolved. An area of public open space would be provided in the centre of the site and this would include an area of equipped child’s play space. A wildlife corridor is shown along the railway and a pumping station would be provided in the western corner of the site.

2.4 The housing mix outlined in the application is as follows:

	Market	Affordable	TOTAL
1 bed	0	4	4
2 bed	9	18	27
3 bed	19	7	26
4 bed	14	3	17
5 bed	6	0	6
TOTAL	48	32	80

2.5 Application plans, including a layout and street scene, are **attached** as Appendix B. The application is accompanied by a number of supporting documents, including a Design and Access Statement. These are available to view on the council’s website at www.southoxon.gov.uk.

2.6 The application plans were amended a number of times during the application process and additional information was also submitted in relation to noise and reptile mitigation. The amended plans retain a similar layout to that originally submitted and the key difference is that a three storey block of flats has been added to the scheme. The amendments sought to address issues that were raised by a number of consultees.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Chinnor Parish Council** – Considers the application should be refused for the following reasons:

- three storey block out of scale, not in keeping with neighbourhood and un-neighbourly,
- two storey homes are un-neighbourly and not in keeping with local neighbourhood,
- garages should be replaced by car ports as garages are not used for parking,
- access poor and a solution should be found with neighbouring sites for one access from B4009 Crowell Road,
- overlooking from rooflights,
- travel plan incorrect and contribution should be secured for upgrade to route 320 to Princes Risborough town centre.

3.2 **Chinnor Neighbourhood Planning Group** – Commented that the site should not be seen in isolation as it is alongside two other development sites. A harmonious and integrated development of the sites should take place. New access should be from B4009 Crowell Road for all three sites.

3.3 **Chinnor and Princes Risborough Railway** – Sufficient mitigation measures should be provided to prevent complaints from the railway operations.

3.4 **Oxfordshire County Council Highways** – No objection subject to conditions.

3.5 **Thames Water Development Control** – A ‘Grampian style’ condition is required to agree a drainage strategy for on and off site drainage works.

3.6 **Drainage Engineer** – Further details required in relation to foul and surface water drainage.

3.7 **Housing Development** - No objection

3.8 **Urban Design Officer** No objection subject to condition to secure screening of pumping station.

3.9 **Forestry Officer** - No objection

3.10 **Countryside Officer** - No objection

3.11 **Environmental Protection Officer** – No objection

3.12 **Contaminated Land Officer** – No objection subject to a condition requiring a further assessment of landfill gas and any necessary mitigation.

3.13 **Air Quality Officer** – No objection subject to a condition to secure measures to mitigate the impact on air quality in the area.

3.14 **Neighbour representations** - 30 received in objection to the application raising the following concerns:

- highway safety concerns
- access inadequate due to on street parking
- existing parking problems will be exacerbated
- impact of additional cars on highway network
- new ring road required
- insufficient drainage capacity
- infrastructure (schools, doctors, chemist, shops) at capacity

- not enough employment in Chinnor to support more homes
- too close to existing housing
- overlooking and overshadowing
- impact on ecology
- loss of hedgerow
- acoustic barrier not sufficient
- potential noise and smell from new pumping station
- new homes do not show sustainability measures
- contrary to village plan
- brownfield sites should be used
- sufficient housing has been provided at the former Cement Works
- Chinnor is becoming a town – loss of identity
- impact on community cohesion
- inaccuracies in submitted plans / reports
- the developer has not fulfilled requirements at other sites
- impact on property prices
- impact on a view

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 Outline planning application [P14/S0953/O](#) was refused on 15 August 2014. The decision was the subject of an appeal and was subsequently approved on by a Planning Inspector on 14 October 2015. The appeal scheme secured outline planning permission for residential development of up to 80 dwellings including means of access, open space and associated development.

5.0 **POLICY & GUIDANCE**

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

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

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

- CS1 - Presumption in favour of sustainable development
- CSB1 - Conservation and improvement of biodiversity
- CSC1 - Delivery and contingency
- CSEN1 - Landscape protection
- CSEN3 – Heritage assets
- CSG1 - Green infrastructure
- CSH1 - Amount and distribution of housing
- CSH2 - Housing density
- CSH3 - Affordable housing
- CSH4 - Meeting housing needs
- CSI1 - 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
- 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
- D1 - Principles of good design

- D10 - Waste Management
- D2 - Safe and secure parking for vehicles and cycles
- D3 - Outdoor amenity area
- D4 - Reasonable level of privacy for occupiers
- D6 - Community safety
- EP1 - Adverse affect on people and environment
- EP4 - Impact on water resources
- EP6 - Sustainable drainage
- EP7 - Impact on ground water resources
- EP8 - Contaminated land
- G2 - Protect district from adverse development
- G4 - Protection of Countryside
- R2 - Provision of play areas on new housing development
- R6 - Public open space in new residential development
- T1 - Safe, convenient and adequate highway network for all users
- T2 - Unloading, turning and parking for all highway users

5.5 South Oxfordshire Design Guide (SODG) 2008

Sections 3, 4 and 5

5.6 Emerging South Oxfordshire Local Plan 2032

The council consulted on 'Issues and Scope' in June 2014 and 'Refined Options' in February 2015.

5.7 Emerging Chinnor Neighbourhood Plan

The neighbourhood plan steering group for Chinnor Neighbourhood Plan has carried out a consultation on their pre-submission draft plan.

5.8 Environmental Impact Assessment

This proposal does not exceed 150 dwellings, the site area is under 5ha and is not within a 'sensitive area' as defined by the EIA regulations. Consequently the proposal is beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 as amended and this proposal is not EIA development and there is no requirement under the Regulations to provide a screening opinion.

6.0 PLANNING CONSIDERATIONS

6.1 The principle of the development and means of access was established under outline planning permission P14/S0953/O. The main considerations in relation to this reserved matters application are therefore:

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

Appearance

6.2 Paragraph 56 of the NPPF states, "*Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.*" Paragraph 58 of the NPPF requires new development to create a sense of place, optimise the potential of the site to accommodate development, respond to local character and create a safe and accessible environment. The design policies of the SOCS (particularly CSQ3) and SOLP policies (particularly D1-D4) echo these requirements.

- 6.3 Following discussions with our urban design officer, the applicant amended the scheme. Although our urban design officer would have preferred a contemporary approach to the house types on the site, the houses proposed generally accord with the advice in the Design Guide. They are of appropriate proportions, with a traditional appearance.
- 6.4 The application was submitted with a materials plan and this shows a good balance between providing a mix of materials to create some variety and grouping materials in some areas to create a strong character. This is shown in the homes around the central open space, which would all have slate grey roof tiles, but some variety would be provided with the bricks.
- 6.5 In my opinion the architectural detailing shown on the submitted plans is acceptable. The appearance of the proposed homes would integrate well with the surrounding area whilst providing a sense of distinctiveness. As such I consider that sufficient details have been submitted to approve the appearance of the development.

Landscaping

- 6.6 The landscape strategy includes a centrally located area of open space to create a focal point to the site. A wildlife corridor towards the southern end of the site would have a dual purpose in that it would act as a wildlife receptor site for slow-worms and grass snakes whilst adding further green space within the site. The existing trees and hedgerows along the boundaries of the site would be retained. Additional planting would be provided within the site, including screen planting around the new pumping station.
- 6.7 The landscaping scheme has been amended to take into account the comments made by our forestry officer. The planting scheme is now acceptable and includes an appropriate mix of tree species to create a roust tree scape for the site. The planting for the central open space includes a heavy standard Oak in the centre with a range of species, including, Lime, Beech and Hornbeam around the edge of the open space. This would create a formal open space but would be counterbalanced by the winding grass paths through the wildlife corridor, which would have a more natural appearance with a meadow grass mix and wildflowers.
- 6.8 In terms of hard landscaping, a mix of surfacing materials are proposed and this would break up the appearance of the hard surfaces. The surfacing material would also help to create a clear street hierarchy and would provide local distinctiveness to different streets within the development.
- 6.9 A sufficient level of public open space would be provided to meet policy R6 of the SOLP, which requires 10% of the gross site area to be provided as open space. An equipped area would be provided, as required by policy R2 of the SOLP. This would contain six pieces of natural equipment for balancing, climbing and general play. The long term management of the open space and play area is secured under the legal agreement that accompanied the outline planning permission.
- 6.10 I consider that the level of open space and the play area are acceptable for a development of the size proposed. I am also satisfied that the landscaping scheme provides sufficient planting to help soften and add character to the development. Our urban design officer has requested further details on how the pumping station is to be screened and this can be secured through a condition. Subject to this condition, I consider that the landscaping details are acceptable.

Scale

- 6.11 In terms of the overall scale of the development, the application proposes 80 homes, in accordance with the outline planning permission. The mix for the affordable housing has been secured under the legal agreement that accompanied the outline planning permission. Our housing development officer considers the affordable mix to be acceptable and as such, the scale of the development proposed accords with SOCS policy CSH3.
- 6.12 In terms of the market mix, the market housing mix from the SHMA and the application proposal are summarised in the table below.

Market homes	1 bed	2 bed	3 bed	4+ bed
SHMA	6%	27%	43%	24%
Application proposal	0%	19%	40%	41%

- 6.13 Although not strictly in accordance with the SHMA mix, the proposal would provide for a range of homes, especially when considered alongside the number of smaller affordable homes proposed. I consider that the mix and overall scale of the development proposed would deliver a wide choice of homes, in accordance with SOCS policy CSH4.
- 6.14 In terms of the scale of the buildings, the majority of the development would be two storey. Some of the proposed homes would have dormer windows in the roof and are 'two and a half storey'. These are generally positioned around the central public open space. One three storey block of flats is proposed. The building heights range from 7.5m to 11m.
- 6.15 Although the majority of surrounding development is two storey, there are examples of higher buildings in the locality. This includes three storey flats at the former Chinnor Cement Works development to the south of the site and Glynswood House to the north of the site. Our urban design officer is satisfied that this is a site that can accommodate a range of buildings heights, which would add to the interest and character of the site, and ensure that the development does not appear completely uniform.
- 6.16 The higher flats and two and a half storey homes would create feature buildings and a sense of enclosure around the open space. I consider that they are appropriate within this context. I am satisfied that the quantum and scale of the development can be accommodated on the site with the associated open space, landscaping, access and parking. As such, I consider that the overall scale of the development, and that of the individual buildings, is acceptable.

Layout

- 6.17 One of conditions on the outline planning permission was that the layout should reflect the principles indicated in the illustrative layout that was submitted with the outline application. This requirement somewhat restricts the layout that can be achieved at reserved matters stage.
- 6.18 Working within the requirement to reflect the principles of the outline permission, our urban design officer recommended a number of changes to the layout and this included improving the transition between Greenwood Avenue and the development. The amended plans have addressed this issue by relocating the apartment block that was initially proposed at the entrance to the site and providing a block of terraces to better reflect the development in Greenwood Avenue.
- 6.19 In terms of the impact of the layout on neighbouring properties, the most recent

amendment has moved the three storey flats to the south of the site. The existing homes in Oak End Way would now back onto two and a half storey houses. There would be around 26m between the proposed two storey properties and the rear of the existing homes in Oak End Way. Given this level of separation, I consider that the development would have an acceptable impact on these neighbouring buildings in terms of light, outlook and privacy.

- 6.20 The applicant has provided a section showing the relationship between the proposed house on plot 14 and the existing property at 33 Glynswood. The separation distance between the buildings would be 35m. This is in excess of the council's back to back guideline of 25m in the South Oxfordshire Design Guide and this level of separation would be sufficient to ensure that there would be no unacceptable overlooking from the proposal towards the existing properties in Glynswood. Having assessed the relationship with all of the other surrounding properties, I consider that the proposal would have an acceptable impact on neighbouring properties, in accordance with policy D4 of the SOLP.
- 6.21 The layout would achieve appropriate internal relationships between the new homes. A handful of the gardens would be small, including plots 77 and 78. The flats would also have small amenity spaces. In general, the layout provides an appropriate level of outdoor amenity space and the homes that are lacking are close to the public open space. The under provision of private amenity space on a few plots would not be sufficient in itself to withhold approval.
- 6.22 The County highways officer has considered the details of the road layout and, following amendments, has not raised an objection to the highway layout. The amended plans show better footway connectivity and appropriate speed control measures. The layout shows an appropriate level of parking for the new dwellings plus additional visitor spaces. As such, the layout would be appropriate in terms of highway safety and convenience.

Conditions

- 6.23 This reserved matters application also seeks approval for a number of conditions that were attached to the outline permission granted under ref. P14/S0953/O. The matters for which approval is sought relate to materials, hard and soft landscaping, landscape management, noise mitigation, odour mitigation, reptile mitigation and a residential travel plan.
- 6.24 I consider that the material details are acceptable. Our forestry officer has no objection to the landscaping details and our ecologist is satisfied that the reptile mitigation strategy is appropriate. The County highways officer is also satisfied that the residential travel plan is acceptable. As such, I consider that sufficient details have been submitted to comply with conditions 5, 7, 9, 16 and 18 of planning permission P14/S0953/O.
- 6.25 In relation to the conditions requiring details of noise and odour mitigation, our environmental health officer has carefully considered the final layout of the development and the mitigation proposed for the homes closest to the railway. It is important to ensure that appropriate mitigation is secured to provide suitable living conditions for future residents and also to limit the potential for future residents to raise concerns with the railway activities.

- 6.26 Following amendments to the noise report and layout, our environmental health officer considers that the odour and noise mitigation is acceptable. The mitigation measures include noise barriers and a mechanical ventilation and heat recovery system for plot 72, which is the closest property to the railway line. I am therefore satisfied that sufficient details have been submitted to comply with conditions 14 and 15 of planning permission P14/S0953/O. Development should be carried out in accordance with the approved details.
- 6.27 Plot 72 has been designed with no windows facing the railway to reduce the impact on future occupiers. To ensure that no windows are inserted in the future, I have recommended a condition removing permitted development rights for the insertion of windows in the rear elevation of plot 72.
- 6.28 With regards to conditions that have been requested by consultees under this reserved matters application, any conditions can only relate to the reserved matters that are being sought (appearance, landscaping, layout and scale). Drainage conditions are attached to the outline planning permission, as is a requirement to provide a Construction Traffic Management Plan. The applicant will need to approve the remaining conditions on the outline consent prior to commencement.

7.0 CONCLUSION

- 7.1 The principle of the development has already been established through the grant of outline planning permission on appeal. The 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 reflect the principles of the outline consent. The overall scale of the development would be acceptable, providing an appropriate mix of homes and delivering the affordable units secured under the outline permission. I consider that the layout and scale would be acceptable in terms of neighbour impact and that the development would provide suitable living conditions for future residents. The landscaping scheme would provide an appropriate level of public open space and planting to soften the development. The overall appearance and detailing of the development are also acceptable and would create a development that contributes to the character of the area.

8.0 RECOMMENDATION

- 8.1 **To grant reserved matters approval, subject to the following conditions:**

- 1. Commencement date no later than two years.**
- 2. Development in accordance with approved plans.**
- 3. Removal of permitted development rights for rear windows in plot 72.**
- 4. Parking to be provided and retained.**
- 5. No garage conversion into accommodation without prior approval.**
- 6. Details of screening to pumping station to be agreed.**

Author: Emma Bowerman
Contact No: 01235 422600
Email: planning@southoxon.gov.uk

This page is intentionally left blank