WEST OXFORDSHIRE DISTRICT COUNCIL Name and date of Committee	9 SEPTEMBER 2019
Report Number Subject	AGENDA ITEM NO. 4 19/00875/RES LAND EAST OF MOUNT OWEN ROAD
Subject	BAMPTON
Wards affected	Bampton
Accountable members	Members of the Area Planning Sub-Committee https://www.westoxon.gov.uk/media/2036351/Membership-and-Dates-of-Area-Planning-Sub-Committees.pdf
Accountable officer	Phil Shaw Tel: 01993 861687 Email: phil.shaw@publicagroup.uk
Summary/Purpose	To clarify the reasons for refusal with regard to the above application
Annexes	Annex I - Committee report from August meeting
Recommendation/s	That the Sub-Committee agrees the reasons for refusal as being:- By reason of the layout, design, form, scale and site coverage, the loss of existing landscaping and the inability to provide sufficient ameliorative planting to mitigate the scale and impact of the proposed development, the scheme is considered to represent an overly intensive form of development that would adversely affect the character and appearance of the area and harm this attractive rural approach to the settlement contrary to policies OS2, OS4, EH2 and EH4 of the adopted WOLP and the provisions of the NPPF and West Oxfordshire Landscape Assessment.
Corporate priorities	To maintain and enhance West Oxfordshire as one of the best places to live, work and visit in Great Britain.
Key Decision	NO
Exempt	NO
Consultees/ Consultation	N/A

BACKGROUND

- **1.5.** Members will recall that at the last meeting they considered the above application and resolved to refuse planning permission against officer recommendation.
- **1.6.** In so doing no specific planning policies were cited as to why the scheme should be refused but the draft minutes record that it was:

"Refused on grounds of design, materials, layout (including highway width) and concerns over sewerage arrangements and surface water run-off."

2. MAIN POINTS

- 2.1. Subsequent to the resolution the applicants have been in contact with Officers raising a series of procedural issues (e.g. pre disposition amongst certain Members) or planning issues (e.g. no technical basis for refusal) and stating that they will wish to appeal the decision and seek full costs against the Council for unreasonable behaviour. In that the scheme already enjoys an outline consent there is clearly a considerable risk that such an appeal might be successful particularly if the refusal reasons relate to matters of principle that were already established at Outline stage.
- 2.2. Officers have therefore given very serious consideration as to whether this application is one of the rare cases where the resolution of members should not be enacted but instead where the application should be referred to DC committee for final determination. To a large extent the decision on that matter rests with exactly what the refusal reasons are and in that regard Officers have brought the application back before members such that this can be clarified and if necessary advice can be given as to what is or is not likely to be considered unreasonable and as such give a greater likelihood of an award of costs.

3. FINANCIAL IMPLICATIONS

The refusal reason needs to address matters that are properly the remit of the Reserved Matters application. The above refusal reason seeks to follow the principles established in the debate and that led to the refusal but restricting the reasons to matters that are reserved matters and that which do not relate to either the outline consent or where there is no technical support. Departing from this would substantially increase the size and likelihood of costs being awarded.

4. LEGAL IMPLICATIONS

None applicable

5. RISK ASSESSMENT

The costs regime is intended by Government as a mechanism to ensure that planning decisions are evidenced based and that decisions are made in accordance with relevant technical advice. Departing from those principles would open up the risk of substantial costs being awarded against the Council.

6. ALTERNATIVE OPTIONS

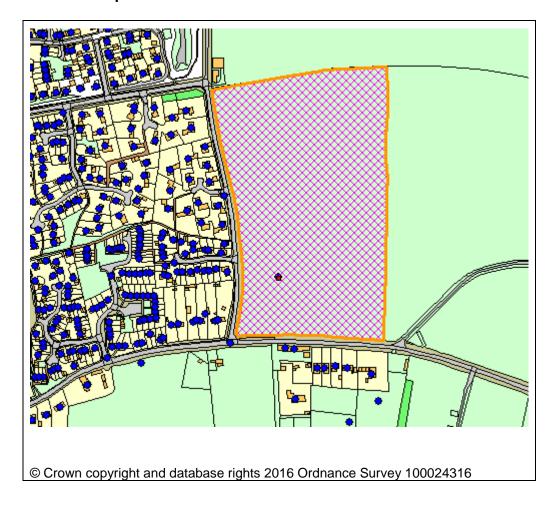
6.1. Members may determine the application as they see fit within the constraints of planning legislation. However, should Members decide to include unsubstantiated refusal reasons this would significantly increase the likelihood of losing any subsequent appeal and of costs being awarded for unreasonable behaviour.

BACKGROUND PAPERS - None

Annex I

Application Number	19/00875/RES
Site Address	Land East of
	Mount Owen Road
	Bampton
Date	31st July 2019
Officer	Abby Fettes
Officer Recommendations	Provisional Approval
Parish	Bampton Parish Council
Grid Reference	432221 E 203365 N
Committee Date	12th August 2019

Location Map



Application Details:

Reserved Matters application for the construction of 160 dwellings and provision of public open space with associated infrastructure and earthworks, pursuant to outline planning permission 16/03415/OUT. (Amended plans).

Applicant Details:

Taylor Wimpey, C/O Agent.

I CONSULTATIONS

I.I Parish Council

Bampton PC made very strong and detailed objections to the original outline application; 16/03415/OUT, however West Item No. 4, Page 3 of 13

Oxfordshire District Council were minded to approve this application. We would be grateful if you could cross reference our original objections to elements of these reserved matters, but we would like to highlight the following areas that we feel have not been addressed or still give rise for particular concern.

- I. We still feel that this site sits outside the village envelope and has now set a precedent for further development in this area of Bampton. The layout of the scheme in its current form, density and layout does little to minimise the impact of extending the village envelope.
- 2. The council is still extremely concerned about the cumulative effect on flooding that the development of this site has following on from the development of the Cala Homes/Oakwood Gate site in New Road. Please note the detailed information provided in our 2016 objection. That recently built development will 'release' their collected and drained water in the direction of this Mount Owen site and no environmental/drainage assessment carried out as a desk top exercise in an office can accurately forecast the effect of surface water run off that has now been changed and not been tested under severe conditions of sustained high periods of rainfall. During the development of the Cala Homes site, despite surface water assessments to support that application, there were prolonged periods of over pumping surface water during the foundation laying stage of groundworks.
- 3. All our comments with regard to the existing sewage infrastructure network and water supply still stand and we feel these are relevant. Please cross reference these with this reserved matter application. It should be noted that some members of the parish council have had feedback from new residents of the new Cala Homes/Oakwood Gate site about poor water pressure levels at times of high demand. Sadly, we feel that the current infrastructure for water delivery and disposal is below the level needed for the numbers of properties Bampton now has and we fear that this will cause further problems for current and proposed end user in Bampton.

Bampton Parish Council gave feedback to Taylor Wimpey during a consultation exercise leading up to this reserved matter application, and some may have been taken into account prior to this application but there are still causes for concern.

i. Mount Owen Road is narrow and barely allows for 2 cars to pass. Much traffic has been created from an additional 160 homes at Oakwood Gate and all traffic leaving this new estate has to either travel down New Road towards Station Road or leaves via Mount Owen. The size and quality of this minor road, which until development was carried out in the 1980s and 1990s was little more than a single width 'farm' track as it is beyond the junction with New Road, is insufficient for traffic from a further 160 homes to be entirely channelled into it. The parish council would prefer access to be directly off the Aston Road or at the very least for there to be more than a single entry into the site off Mount Owen Road as this scheme shows.

- ii. The narrowness of Mount Owen makes it impossible to provide a new pavement on the eastern side, adjoining this proposed development. It would appear therefore that all pedestrian traffic is channelled into Mount Owen to immediately cross the road to the narrow pavement on the western side. The parish council felt that proper zebra or pelican crossings were essential for road safety and it would seem that this comment has been taken into account as there is reference to controlled crossing points in this reserved matter application. The parish council seek reassurance that controlled crossings will be at the very least zebra crossings and ideally pelican crossings.
- iii. The parish council would prefer the element of social housing to be weighted heavily towards shared equity purchase rather than rental units.
- The parish council have asked that the communal areas/play areas/landscaping areas be conveyed to the parish council in perpetuity to hold and maintain. There would need to be a supporting payment with this transfer but we believed that the long-term retention and benefits to these areas being in public ownership far outweighs the upkeep costs. We do not know yet how the management of the open space/play areas/amenity land on the Cala homes estate will evolve as all owners will need to pay an annual fee for the upkeep and management and appoint a management company to carry out their instructions. This may not cause an issue when an estate is new, but over time we can see potential pitfalls and issues that could fall back on the parish council to solve. Additionally, we do not want 'private' exclusive play areas/ parks that are not for the benefit of all Bampton children, which appears may be the case on this Oakwood Gate/Cala estate. We already own and maintain public open spaces in newer estates in Bampton, perhaps most notably on Calais Dene and we have on several occasions been approached by house owners on this estate to buy parcels of the public open space to incorporate into their gardens or to allow larger house extensions. As a local authority considering the benefit to all, we have consistently declined to sell this land, but wonder if in 20/30 years' time a 'detached' management company or even a resident run management company would take the same view when presented with rising maintenance costs of amenity land?
- v. The parish council felt that layout of the site produced areas of denser development, predominantly the social housing element which we did not like and we would prefer a more open, greener and less concentrated development which is more in keeping with the rural area that Bampton is. We would like to see a better mix of wall and roof finishes to add more interest and less uniformity to the development. Bampton is predominantly an area of stone walls, so although some brickwork in the development is acceptable to give this diversity, we would not wish to see the majority of the properties constructed in brickwork.

The council would be grateful if you could take all our comments Item No. 4, Page 5 of 13

into account when considering this application.

Addendum

A councillor has measured Mount Owen Road and it is 5m wide measured at three separate points along the road adjoining the site. We believe that 'Manual for Streets' (see page 79 onwards) is a good guide for the design of roads, is still used today and although it doesn't set out specific measurements for certain road speeds/volume etc, it sets out best practices and encourages designers and planners to link road usage to design. Mount Owen Road is not an estate road but a busy (and getting busier) through road.

The design of this scheme and single point of access is being limited by the width of that road as no pavement has been included on the eastern side adjoining the site. The restricted width of Mount Owen Road taking into account the current flow of traffic alone and excluding the traffic generated by the new development proposed, should give added weight to the parish council request for access to be considered off Aston Road instead.

1.2 Major Planning Applications Team No Comment Received.

1.3 Major Planning Applications Team

Transport

Objection for the following reason:

- Car parking level is above Oxfordshire County Council's acceptable standard.
- Lack of cycle parking information provided.

 Oxfordshire County Council therefore object to the planning application in its current form on sustainability grounds.

 NB These matters are now resolved.

Drainage

The current scheme will not be acceptable unless it can be demonstrated that pumping is the only solution and measures have been implemented throughout the site to minimise the requirement for deep attenuation and pumped systems. SuDS measures have not been investigated where we feel they can be implemented.

Therefore, we do not recommend that reserved matters are granted until an adequate sustainable drainage solution is provided.

1.4 Conservation Officer

Comments on layout and appearance have mainly been addressed by amended plans.

1.5 Parish Council

No Comment Received.

1.6 WODC Housing Enabler The site falls within the medium value affordable housing zone as defined in the Local Plan 2031 adopted in September 2018 and triggers a requirement under Policy H3 - Affordable Housing, to provide for 40% of the completed dwellings as affordable. The Council's preferred tenure split reflects the overarching

Item No. 4, Page 6 of 13

need for affordable rented homes and is therefore sought as; a ratio of 2:1 in favour of affordable rented homes (66% affordable rent to 33% shared ownership). Of these the Council will seek in broad terms a scheme mix of; 65% smaller homes (1 and 2-bed) for singles, couples, small families, elderly. The residual 35% will be for family sized homes (2, 3 and 4-bed) of principally 4 persons and above. Layout P18-2285 04P reflects that these ratios will be achieved.

Having examined those who are registered on the Council's Homeseeker Plus System that have indicated a wish to rent a home in Bampton, I can confirm 193 households who have a preference for Bampton, 24 of whom have a local connection.

1.7 Wildlife Trust

No Comment Received.

1.8 Conservation Officer

Agree about chimneys - preferably they all need them, but as a minimum the plots at nodal or prominent points, viz: all those around the perimeter of the site, plus I to 6; I48 to I53; I0 to I4;

22 to 36; 111 to 113; 101 to 103; 43 to 47; 48 to 54.

- The windows need to be flush and balanced throughout. And with respect to the detailed designs:
- AA23VI, AA23V2, AA23V4, AA23V5, AA33VI, AA33V2, AA33V3, AA31V3, AA31V5, AA31V6, AA31V7, AA31V8, PD30V1, PD30V2, PD30V3, need the front first floor windows lined over the doors.
- The apartment block is reasonably well handled with respect to massing and roofscape, but it will be huge thing, and it would also be a tad repetitive and monotonous. I also think those large areas

of brick would be somewhat uncharacteristic. I agree that brick should be used as a light seasoning on this scheme, to break up stonework, but not on this one - or at least not on all of it. They could maybe use it for the ground storey, with stone or render over, which would also help to mitigate the monotony of the elevations.

- NA50 would benefit from having the cross wing inset a little, and the main roof expressed as a gable on the flank wall - I have marked up their drawing. And I don't think that the roof pitches are consistent on the elevations.

1.9 Environment Agency

No Comment Received.

1.10 Major Planning Applications Team

No Comment Received.

I.II ERS Env. Consultation Sites

This proposed development was granted (16/03415/OUT) subject to a planning condition no 17, which required various contaminated land technical assessments and submissions prior to commencement of the development. This reserved matters submission does not appear to have been accompanied by any of the assessments required for me to consider discharging condition 17, therefore I have no further comment at this time in relation to land contamination matters.

1.12 WODC Env Health -

I have No objection in principle and no further comments to Item No. 4, Page 7 of 13

Lowlands make.

1.13 WODC Housing Enabler

The site falls within the medium value affordable housing zone as defined in the Local Plan 2031 adopted in September 2018 and triggers a requirement under Policy H3 - Affordable Housing, to provide for 40% of the completed dwellings as affordable. The Council's preferred tenure split reflects the overarching need for affordable rented homes and is therefore sought as; a ratio of 2:1 in favour of affordable rented homes (66% affordable rent to 33% shared ownership). Of these the Council will seek in broad terms a scheme mix of; 65% smaller homes (1 and 2-bed) for singles, couples, small families, elderly. The residual 35% will be for family sized homes (2, 3 and 4-bed) of principally 4 persons and above.

This application includes 3 x 4 bedroomed homes in the provision for shared ownership tenure. Due to the affordability of property in Bampton, we feel that there would be a lack of uptake for these and that they would better serve the local housing need as 2 or 3 bedroomed homes. As such, we request that the applicant re-configures the scheme to reflect this.

1.14 WODC Landscape And Forestry Officer No Comment Received.

1.15 Thames Water No Comment Received.

2 REPRESENTATIONS

- 2.1 Twenty eight representations have been received, objecting on the following summarised grounds:
 - Impact on drainage and flood risk.
 - The latest drainage proposals by Taylor Wimpey seem to need stringent review.
 - Amount of housing disproportionate to size of village and over-development.
 - Impact on village life and identity.
 - Detrimental to eastern approach to village and impact on landscape.
 - Inadequate facilities and impact on infrastructure, particularly doctors and school.
 - Impact on highway safety.
 - Single access point unacceptable.
 - Mount Owen Road is too narrow to provide access. It would be better to access from Aston Road.
 - Roads in poor condition.
 - Highway network inadequate.
 - Inadequate public transport. Site poorly located for cycling and walking.
 - Increase in traffic and pollution.
 - Will lead to parking on Mount Owen Road.
 - Site cannot be considered sustainable. Benefit will not outweigh harm.
 - Scale of flats disproportionate.
 - Starter homes and smaller units would be preferable.
 - Disturbance and pollution.
 - Impact on the character and appearance of the area.
 - Character of modern housing has little in common with Bampton.
 - Materials should be Cotswold stone.

- High parking demand and parking congestion in the village leading to inconvenience and loss of trade.
- Public consultation by developer inadequate, and submission didn't take account of community engagement exhibition.
- Precedent for further development will be created.
- Sewerage and water supply inadequate.
- Impact on attraction to visitors and tourism.

2.2 The Society for the Protection of Bampton object as follows:

- This estate represents an extension of built environment outside the normal village "envelope". It is at one of four gateways to the village, a village comprising a variety of styles but which in the main in the face it shows to the world is constructed in the Cotswold vernacular. Following the success of "Downton Abbey" Bampton is very much on the tourist route and I understand the Council favours tourism and therefore it is important to maintain and enhance the tone and appearance of the existing houses.
- I have looked at the plans for the housing and have not found anything in them to be recommended. No flair, no taste and no sympathy for the surroundings. This from a company that purports to be consumer-centric and last year reported an annual profit of £800 million. Surely they can afford to employ an architect with a feel for the position and the village.
- I believe the Council requires developers to "respect the landscape character of the locality" and that the development should "enhance the character and quality of the surroundings". These proposals do neither. As a start all the houses should be built in local stone and all the road-facing properties should be roofed in Cotswold stone slates. White render should be banned and the 3 storey block in the centre should go.
- There is only a provision of 23 visitor parking spaces across an estate of 160 dwellings. This must be woefully inadequate and if it leads to clogging in the already narrow Mount Owen Road potentially dangerous.
- I appreciate that access was a matter decided when permission was granted but it should be reviewed to look at access from the Aston Road which would be much more sensible. I doubt if the developer would object as it would ease access for building. Appearance, however, becomes even more important.
- The building of a new estate by one of the UK's top builders should be an opportunity for it to showcase its environmental credentials. There is mention of retaining existing trees on boundaries and protecting a badger sett in the particulars but how about swift boxes or bricks, provision for hedgehog runs etc. Also it would be wrong to allow a big estate to go ahead now fuelled by gas. There are well-known green alternatives, which could be used on an estate wide basis.
- The SPB has acquired and has access to a considerable amount of expertise on this topic. Because of the widespread flooding in Bampton in 2007 it is a sensitive subject. We are very concerned about the adequacy of drainage from the site.

3 APPLICANT'S CASE

- 3.1 The application is accompanied by a number of supporting documents which are available to view online. The planning statement is concluded as follows:
 - The submission of this application for the approval of reserved matters is made pursuant to outline planning permission (ref: 16/03415/OUT) for: "Reserved Matters application for the construction of 160 dwellings and provision of public open space with associated infrastructure and earthworks, pursuant to outline planning permission 16/03415/OUT."

- Reserved matters approval is sought for the phased development of 160 dwellings, with a mix of 1, 2 apartments and 3, 4, and 5 bedroom homes. 64 dwellings (40% of this development) are proposed for affordable housing.
- The details submitted are in general accordance with the parameters approved under the original outline planning permission and will result in the delivery of an appropriate form of development and an enhanced edge to Bampton. The new homes will be set within a strong landscape framework which will integrate the proposals with the wider landscape and retain views through to the Church spire.
- Taylor Wimpey are committed to the early delivery of the site following the grant of reserved matters approval which will deliver much needed market and affordable housing in the District.

4 PLANNING POLICIES

OSINEW Presumption in favour of sustainable development

OS2NEW Locating development in the right places

OS3NEW Prudent use of natural resources

OS4NEW High quality design

EH2 Landscape character

EH3 Biodiversity and Geodiversity

EH7 Flood risk

EH8 Environmental protection

TINEW Sustainable transport

T2NEW Highway improvement schemes

T3NEW Public transport, walking and cycling

T4NEW Parking provision

H2NEW Delivery of new homes

H3NEW Affordable Housing

The National Planning Policy framework (NPPF) is also a material planning consideration.

5 PLANNING ASSESSMENT

- 5.1 The applications seeks reserved matters consent for the construction of 160 dwellings and provision of public open space with associated infrastructure and earthworks, pursuant to outline planning permission 16/03415/OUT which was permitted in 2017 with all matters reserved except access. The application has been amended during the course of consideration.
- 5.2 Taking into account planning policy, other material considerations and the representations of interested parties your officers are of the opinion that the key considerations of the application are:

Principle

- 5.3 Bampton is classified in the Local Plan 2031 as a village. Based on the settlement sustainability assessment (November 2016) the village is the most sustainable of the villages assessed in terms of services and facilities available.
- 5.4 The village benefits from a range of services, including a primary school, community buildings, sports facilities, pubs and shops. Therefore, on the basis of its location and facilities, it is considered to be a suitable location for new housing development.

- 5.5 All matters of principle have been established by the outline permission for up to 160 dwellings. This proposal is providing 40% affordable units, and after negotiation with the housing officers they have amended their offer so it is a better fit with the need in West Oxfordshire.
- It is considered that this proposal is broadly in accordance with the indicative plans included in the outline permission and the principle is therefore established.

Siting, Design and Form

- 5.7 The proposed layout is in accordance with the indicative layout from the outline application, with an additional emergency access to the south western corner for use by cyclists and pedestrians to connect with the existing footpath network.
- 5.8 The layout shows a larger block of apartments located centrally within the site and less dense development on the periphery of the site. The apartment block is three storeys high but the majority of buildings are two storey domestic scale, a combination of detached, semi detached and terraced. The materials proposed across the site are recon stone, render and some red brick.
- 5.9 Officers requested changes to the amount of brick being used across the scheme, and some other detailing such as additional chimneys and amended plans have been received addressing these comments.
- 5.10 The window details shown on the elevations are not in accordance with the West Oxfordshire Design Guide and details will be conditioned to ensure that only plain balanced casements with no internal glazing bars or overly ornate detailing.
- 5.11 The green space is to the east and south of the site with a view cone to the church as indicated on the indicative layout, with hedging being retained along the boundaries to soften the development from public viewpoints. There will be some additional planting in these areas.

Drainage

- 5.12 The site is within Flood Zone I and therefore at low risk of flooding. However, Officers are very aware that drainage is high on the local agenda and many of the representations have cited it as a concern.
- 5.13 Surface water drainage was conditioned at the outline application stage and the drainage scheme details are to be approved under discharge of conditions for the outline application. That information is currently being assessed by the County Council in their role as Lead Flood Authority. They had objected to the initial scheme and further information has been provided. Although the drainage is being considered outside of this application as a separate matter, changes to the drainage may have an impact on site layout so they are intrinsically linked.
- 5.14 The surface water drainage condition on the outline application states that development may not begin until the drainage details have been discharged.
- 5.15 It is hoped officers will be in a position to provide an update at the committee.

Highways

- 5.16 The outline application considered the potential highways impacts arising from a development of this scale in this location, and a number of conditions were imposed which will be discharged separately.
- 5.17 County as Highway Authority have been consulted on the reserved matters scheme and their comments are as follows:
 - Level of car parking provided is above Oxfordshire County Council's standards. The
 site proposes to provide 386 allocated bays (including 82 garage bays) and 23 visitor
 bays. Oxfordshire County Council's standards are a maximum and state that the site
 should provide a maximum of 317 allocated bays and 69 unallocated bays (which
 include visitor spaces).
 - No information has been provided regarding cycle parking. Oxfordshire County
 Council's Cycling Design Standards state the number of spaces that need to be
 provided and also state the cycle storage needs to be secure and conveniently located
 to promote use.
 - Site access was assessed and determined at outline stage and a S278 agreement is currently being drafted which includes the agreed highway infrastructure required.
 Despite the Statement of Community Engagement stating that controlled crossings are being provided this is not the case and as determined at outline stage uncontrolled crossings are being provided on Mount Owen Road.
 - The applicant proposes to create a new emergency access, despite the Local Highway Authority not requiring this at outline stage, this is deemed beneficial to the site for pedestrians/cyclists and is accepted.
 - A Section 38 agreement will be required in order to adopt the internal roads, more information is required prior to this being agreed, details have been listed below.
- 5.18 The applicant has submitted amended information to address some of these matters but at the time of agenda preparation OCC had yet to comment on the changes. However, your officers consider it in any case sufficient to overcome those initial concerns.
- 5.19 Although it is not required of the outline, the applicant is also investigating the possibility of creating an access for construction traffic directly from Aston Road but this does not form part of this application and cannot be taken into consideration at this stage, as this application has to be considered on its merits. If the access is achievable, a further planning application will be required to permit that access on a temporary basis for the duration of the construction period.

Residential Amenities

- 5.20 The development has been designed with the minimum recommended distance of 21m between rear facing windows, and each property has adequate amenity space and sufficient parking.
- 5.21 Because of the distances involved, and the separation by Mount Owen Road, it is not considered that the residential amenities of properties outside the site will be unduly harmed by this development.
- 5.22 On these grounds it is considered that the proposal accords with policies OS4 and H2 of the Local Plan.

Conclusion

- 5.23 The site is considered to be in a sustainable location, in a large village and it relates well to existing development.
- 5.24 Part of the site would remain undeveloped and would be landscaped. The limited harm arising from loss of open space is, in this case, outweighed by the benefit of providing new housing in a suitable location, and in any event the principle was accepted at outline stage.
- 5.25 Existing trees and hedgerow would be retained, save for limited removal to facilitate access to the development. The development would therefore sit within an established landscape setting, and additional landscaping will be provided.
- 5.26 The access and parking are acceptable in highways terms.
- 5.27 There would be no impact on protected species and mitigation and enhancements for wildlife have been addressed at the outline stage and with reference to the submission under this application.
- 5.28 The design, layout and landscaping scheme are appropriate and there would be no material harm in terms of privacy and amenity.
- 5.29 Having taken into account material planning matters, the acceptability in principle of the site established under the outline permission, and the details now provided, it is considered that the proposal complies with the Local Plan and NPPF. It is therefore recommended that the application is approved, subject to the resolution of the drainage matters.

6 CONDITIONS

I A provisional list of conditions will be included within the Additional Representations report.