



# Drayton Parish Council

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## Minutes of the Meeting of the Planning Committee of Drayton Parish Council

Held on Tuesday 17<sup>th</sup> March 2015 at 8:00pm

At Drayton Village Hall (Main Hall), Drayton, OX14 4LF



**Present:** Richard Williams (Chairman); Patricia Athawes; Janet Manning; Laurence Zipson.

**In Attendance:** David Perrow (Parish Clerk); Christopher Price (Deputy Parish Clerk).

The meeting was preceded by an exhibition of the planning proposals for Barrow Road by the developer (WYG/Miller Homes/Caudwell & Sons) held in the Drayton Village Hall (Small Hall) from 3.30pm to 7:00pm, and this was also available until 8:00pm and was then moved into the Main Hall for the Planning Meeting.

The meeting had the following documentation available:

- Planning Application (VWHDC Ref P14/V2504/FUL) Land west of Abingdon Road Drayton – know in the Drayton NDP as “North of Barrow Road” (or the “Barrow Road site”). The papers had been circulated beforehand amongst members of the Planning Committee for them to study the plans.
- The VWHDC notification to Drayton Parish Council (attached)
- The Drayton Neighbourhood Development Plan (Referendum Copy)
- Drayton NDP Executive Summary of Planning and Community Policies (Referendum Copy) - attached
- Drayton NDP Site Requirements (Referendum Copy) for the Barrow Road site (attached)

**1. Apologies for Absence:** There were no apologies for absence, all the Planning Committee Members being present.

### **2. Public Participation**

12 members of the public were present, including two members from the developers (Miller Homes). The Chairman asked for an indication of who would like to speak and each person was allowed 5 minutes to make their points.

#### **Daniel Scharf:**

- Introduced himself as a professional planner who, whilst a planning officer at VWHDC, had been responsible for the Greenacres development opposite the Barrow Road site and for the grant of the public land at the corner of Sutton Wick, at the entrance to the village. He believed that if the Barrow Road development went ahead unamended then the value of this space would be so diminished that it might as well be built upon.
- His particular objection was to the housing to the right of the site entrance (plots 1-13) which constituted an extension northwards of the village towards Abingdon and as such breached the Drayton NDP Planning policy on maintaining any development within the existing village, and also the VWHDC Local Plan policy – the development in this corner will have significant landscape impact. There is no reason why 73 houses are needed and the number should be reduced back to 65.

#### **PLANNING POLICY P-LF2: BOUNDED DEVELOPMENT**

Development that does not extend the village’s boundaries (see Figure 4) through ribbon development along roads to the adjacent settlements of Abingdon, Steventon, Sutton Courtenay and Milton, will be supported, subject to compliance with other policies in the Neighbourhood Plan.

- No fixed number of houses have to be built - neither 65 nor 73. The number could be less than 65 in order to comply with other NDP and VWHDC policies.
- There are no private (for sale) 2 bedroom houses available on the development - all the two bedroom houses are in the affordable allocation.
- There will be severe traffic problems from this development. It should be noted that OCC have made observations about this in their submission. It is likely that because of traffic constraints the three sites approved by the NDP will not all be approved by VWHDC/OCC, and that the viability of the sports pitches/pavilion proposals will therefore be at risk.

**Colin Arnold:** Wished to agree with the points made by Daniel Scharf

**Richard Webber:**

- Made the point that Drayton Parish Council is a statutory consultee and that the final decision on planning applications is made by VWHDC. Recent history has been that whilst an objection by a parish council will lead to the proposal being debated at a VWHDC Planning Meeting, the recommendation of VWHDC officers has carried more weight.
- His discussions with villagers indicate that there is great concern about traffic issues and about the entry of traffic into the northern end of the village, in and out of the proposed development. Should Drayton Parish Council ask for more detail on this before committing to the planned proposals?

**Martin Hawthorne (Miller Homes – Developers):**

- Millers have worked on the site proposals for some time and have listened to comments from villagers and from VWHDC Planning. The housing has been re-spaced in response to these comments and particularly to create open space in the southern corner of the site.
- On Highways, the developers are still talking with OCC. Technical issues are being addressed in a number of areas.
- From the Abingdon direction approach only one house at the corner will be visible, the other houses in that corner will be fully screened by hedging. The housing on that north-eastern corner frames and enhances the green space, and was thought to be a good idea by VWHDC. The VWHDC/police were also concerned that the pavilion should not stand alone and be isolated, since the requirements of ‘Secured by Design’ need to be applied.
- VWHDC had asked that 8 larger units be divided in 2 bedroom homes, and this accounts for the increase in the number of houses from 65 to 73.
- He commended the scheme: residents seem to welcome the open space, sports facilities/pavilion and playground, and this represents a large allocation of public land within the development.

**Colin Arnold:**

- Reflected on the first meeting of neighbours of the site with the developers, which led to some housing being moved to the west corner of the site and an area of open space created in the south east corner, at the rear of existing houses on Abingdon Road. It was not correct to say that the housing now in the north –east corner of the site (plots 1-13) was an option preferred by neighbours, since this was not part of these initial discussions. **Martin Hawthorne (Millers)** acknowledged this was the case and that plots 1-13 were developed later as a response largely to the VWHDC discussions about the requirement for more and smaller houses, framing the Green and security issues (see above).

3. (a) **Declarations of Interest:** Laurence Zipson declared an interest, being a resident of a house in Abingdon Road bordering the Barrow Road site.

(b) **Dispensations:** It was **resolved** to grant Laurence Zipson a dispensation both to take part in the discussion and to vote as a full member of the Planning Committee.

**Proposed:** Richard Williams

**Seconded:** Pat Athawes

**Agreed:** Unanimously

4. Richard Williams welcomed people to the meeting and summarised the voting on the Drayton NDP Referendum. The result of Referendum meant that the Planning Policies (see handouts attached – Summary of Policies) will now come into force for decisions in planning applications submitted to VWHDC. As far as the Barrow Road site application is concerned, the NDP has **approved the site allocation for housing development**, and the Drayton PC Planning Committee is now being asked to consider the detail laid out in the current planning application, and to advise VWHDC within the context of what the NDP has agreed (see Barrow Road Site Requirements attached).

**Details of Application:** Erection of 73 dwellings with associated access, parking, open space, sports pitches, new footpath connection to Corneville Road (full) and pavilion (outline element all matters reserved).

**(a) Layout and number of houses.** The proposal is for 73 houses (44 open market houses and 29 affordable houses) consisting of:

- 17 – 2 bedroom houses (17 affordable; no market housing)
- 32 - 3 bedroom houses (11 affordable; 21 market housing)
- 22 – 4 bedroom houses (1 affordable; 21 market housing)
- 2 – 5 bedroom houses (2 market housing)

Excerpt from Drayton NDP (Referendum Copy): Barrow Road Site Requirements

#### **DESCRIPTION**

121. This site (see Figure 12 above) is located at the north of the village, immediately west of the Abingdon Road as it departs the village. The site comprises 8.17ha in total and is part of the larger 12.3Ha site assessed in the VWHDC Strategic Housing Land Availability Assessment as DRAY02, a zone which wraps around the north-western corner of the village. The site is currently used for arable agriculture.

#### **HOUSING NUMBERS**

122. The site has a total area of 8.17ha (Build area 4.4ha; Formal Sports Area 2.5ha; Other Public Open Space 1.27ha.). It is considered to be capable of taking approximately 65 new homes (number to be reviewed at planning application stage) to meet both the needs of the village and wider district.

#### **HOUSING TYPES AND TENURES**

123. Housing type and tenure must reflect the following village needs for sustainability:

- To help address the needs of the village residents (as identified by the 2012 Housing Survey, the Drayton2020 Questionnaire, and any future Parish Council authorised surveys) and future inhabitants (as identified at the district level by the VWHDC's current Housing Needs Assessment and Strategic Housing Market Assessment), including the provision of affordable housing;
- Be proportionate in scale to the existing village and its environs;
- To help meet the minimum requirement for affordable housing set out in the VWHDC Local Plan to meet District-wide need. All such Affordable Housing should be visually indistinguishable from and fully integrated with other housing in that development. [Drayton NDP PLANNING POLICY P-H2: AFFORDABLE HOUSING]

#### **URBAN DESIGN PRINCIPLES**

129. Any development will be expected to be of high quality in accordance with the housing policies of this Neighbourhood Development Plan and with Core Policies 37 and 37a (design and local distinctiveness) of the emerging VWHDC Local Plan 2031 Part 1. The visual impact of any development, along with any required landscape mitigation measures, should be specified in a Design and Access statement.

#### **ENVIRONMENTAL HEALTH**

130. This site is about a ¼ mile from the A34, so noise from the road should be considered. However this section of the A34 is in a cutting and curves further away from the village than at any other point. These

factors mean that the noise levels are lower than elsewhere in the west side of the village and are thus deemed acceptable. However, a comprehensive noise survey should be carried out at different times of the day and in different weather conditions to ascertain whether any noise abatement measures are required.

Discussion centred on the layout issue raised in the Public participation session (see above), relating to the north-east corner of the site (plots 1-13), and the following points were made:

- The layout had evolved, as had been described by the developers, involving Drayton2020, local residents and VWHDC. Changes had been made as a result of these consultations and overall an acceptable layout had been achieved.
- There was a concern that in actuality the village was being extended northwards towards Abingdon, and that therefore there may be a conflict in the view of some residents that this was not in compliance with the NDP **PLANNING POLICY P-LF2: BOUNDED DEVELOPMENT** (see Figure 4 in the NDP), and that the VWHDC landscape impact requirements would be affected. Would it not be possible to remove the plots in this area? There was a concern that this might reduce the viability of the development, and/or the s106 contribution, or that in order to maintain these there would be an unwelcome return to the original design if housing was displaced back to the south-east corner behind the existing Abingdon road housing.
- The Clerk pointed out that Planning Policy P-LF2 Bounded Development was a **general policy** applying to future development, but that there were **specific policies** also approved by the NDP relating to the development of the three approved sites (see above for the Site Requirements for Barrow Road). These two policies existed side by side. The approved site is an extension to the village, with its boundary and balance of land areas specified in the NDP. Particular layouts are not covered by the NDP, and these are to be determined by the VWHDC/Parish Council as part of the planning application.
- The photo on p23 of the Landscape and Visual Assessment was considered and it was concluded that given the evidence presented there and the undertakings in statements made there by the developer that the housing plots 1-13 (except 1) would be screened by hedging and not visible from those approaching on the Abingdon Road, the impact on the landscape would be mitigated. However, the screening would not be as effective in winter and VWHDC should give consideration to requiring the developer to enhance the screening by planting further edging and trees to ensure year round screening

#### **PLANNING POLICY P-LF6: ADDITIONAL GREENERY - NEW DEVELOPMENTS**

Proposals for new development should wherever possible include tree and shrubbery planting to reduce the impact of the built form and ensure that development is in keeping with the existing rural character of the village. Due note should also be taken of the VWHDC's Adopted Local Plan 2011 Policy DC6 and any updating of this policy in the VWHDC's Local Plan 2031.

(see <http://www.whitehorsedc.gov.uk/sites/default/files/Contents.pdf>)

- There was a concern that none of the 2 bedroom houses were available for purchase as market housing, to allow Drayton villagers to downsize and still fully own their own home It was pointed out that the 2 bedroom possible were all in the affordable allocation, such that prospective occupiers would have to be on the VWHDC housing list. The Parish Council should publicise the need to Drayton villagers to register themselves on the VWHDC housing list if they wished to be considered for such housing. The affordable houses would either be for rent, or available for part ownership through the government's joint equity scheme.
- The security point about nearness of housing to the Pavilion was questioned as perhaps not being as effective, but it was observed that whilst this was not a total security solution it could contribute towards overall security. A discussion ensued about the position of the Pavilion relative to the car parking and housing on the north of the site.
- OCC had challenged the number of parking spaces by the Pavilion (70 spaces). The VWHDC/OCC should be informed that the Drayton Village Hall currently has 55 spaces which are filled on match days with only one pitch. With 2 pitches, there was adequate justification for 70 spaces, and the

Parish Council would be concerned about parking on the grass/roads if this number were to be reduced.

**(b) Traffic Issues, including junction, bus stops, cycle ways, footpaths**

Excerpt from Drayton NDP (Referendum Copy): Barrow Road Site Requirements

**ACCESS**

124. Access is envisaged to be provided onto the B4017 possibly opposite Sutton Wick Lane. The site is close to both north- and south-bound bus stops at the northern end of the village. Neither of these bus-stops is currently provided with real-time travel information (RTI) screens, and these should be installed by the developers.

**CONNECTIVITY**

125. This site abuts a public right of way. Development on this site should maintain as far as practicable the rural nature of these routes.

126. The following measures to improve the connectivity of this site with the rest of the village and beyond should be considered:

- A new footpath (see Figure 13 below) should be created linking the site to Corneville Road and via another existing footpath directly to the school enabling children to walk to school from the new development, thereby avoiding the main road;
- The upgrade of Bridleway 7 just north of the site to a cycle way (Policy P-WP2) to provide a link to major retail outlets in Abingdon.

The following points were made:

- The existing 30mph limit should be moved out north of the village towards Abingdon so that traffic slows down before meeting the Sutton Wick Lane and new junction into this development
- The existing 50mph limit between Abingdon and the start of the Drayton 30mph zone should be reduced to a 40 mph limit
- Phil Jones Associates (Nigel Millington) would be producing an overall traffic calming scheme design for Drayton, which would cover this northern gateway. This scheme should be wholly funded from s106 contributions, and should include: a clear northern gateway definition to the village; use of rumble strips/change in road surface to slow traffic; treatment of the junction with Sutton Wick lane, which is acute and blind for those turning right out of Sutton Wick to head to Abingdon across the line of traffic; the safety of pedestrians; access to bus stops on both sides of the road; the connectivity of cycle routes to existing road roads/cycle paths and to the bridleway router to Abingdon (to be upgraded to cycleway status). VWHDC's attention should be drawn to this proposed scheme (due in a few weeks' time) so that it can be included in the planning permission/s106 requirements.
- It was suggested that a pedestrian crossing near the new site entrance and linking to Sutton Wick would allow safer access to the existing bus stop going south, and to the network of footpaths to the east of the village, and to the Millennium Green.
- A pedestrian crossing near the exit to Barrow Road should also be considered.
- A footpath link to Barrow Road at the south-east corner of the site was needed to access the bus stop for those going north to Abingdon. It was expected that if this was not provided for it would become an unofficial path with a breach in the hedge, since it was the obvious shortest desire line to the bus stop.

It was observed that both the pedestrian crossing and the footpath link were needed in order to avoid new residents at the north of the site having to walk on the road edge and then use the private road which runs parallel to Abingdon Road.

- An extra bus stop north of the site entrance, going north towards Abingdon had been requested by OCC. This was not thought to be necessary.
- Both bus stops should be upgraded with Real Time Information (RTI) systems and equipped with bus shelters.

## (c) Green spaces, playground, sports pitches, pavilion

Excerpt from Drayton NDP (Referendum Copy): Barrow Road Site Requirements

### **SOCIAL AND COMMUNITY**

127. Recreational facilities should be provided on a significant proportion of the site as public land (2.5ha sports area; 1.27ha other open space, including footpath link), to be passed into the ownership of Drayton Parish Council, specified according to Sport England Guidelines, and consisting of:

- Football pitches constructed and laid out to Football Association junior and adult standards, as required, and equipped for floodlighting
- Space ready for the erection of a suitably sized sports pavilion (sized for changing rooms/toilets/social space etc.) with services (water/sewage/electric etc.) laid to the pavilion site
- Hard standing parking spaces sufficient to meet the needs of home and visiting teams and supporters

128. The development will be expected to make an appropriate contribution towards the cost of new and improved cycle ways, footpaths, and traffic calming measures in the village, along the Abingdon-Steventon Road (B4017) and High Street (B4016), to mitigate the impact of additional traffic in the village by increasing traffic safety for pedestrians and cyclists

### **LANDSCAPE CONSIDERATIONS**

131. The visual impact of the development on the rural landscape on the northern approach to the village must be considered: the importance of this is emphasized in a landscape assessment carried out by VWHDC. Planning officers at the Vale have stated their preference for keeping the new built form close to existing houses as this could mitigate any adverse visual impact and also help to blend the development seamlessly with the agricultural land to the west and north. The pavilion should be single storey and carefully sited for the same reason.

### **ECOLOGY**

132. As noted above the site is currently in use for arable agriculture. The fields are enclosed by hedges and these should be preserved wherever possible. New planting will be required to maintain and enhance natural habitats and to generally add to the greenery characteristic of the village (NDP Policy P-LF6)

The following points were made:

- Playground. This should be equipped with equal opportunities in mind, so that disabled children could play there as well. 'Families in Drayton' mums should be fully involved in design and choice of equipment. There was a concern at the possibility that VWHDC might just specify the equipment and design without involving the Parish Council and villagers, and the VWHDC's attention should be drawn to the need/requirement for local consultation.
- A business plan will be needed for the Pavilion/Sports pitches, and a fundraising plan/timetable to go alongside the development so that the recreational areas are not left untended and neglected after the housing is occupied. Floodlighting will be needed and separate planning permission sought for this together with a detailed planning permission for the Pavilion. The sports pitches will need a proper management/maintenance regime, involving an experienced grounds-person. The Parish Council will own the public land (Custodian Trustee) but the management is likely to be by the Football Club/a charitable trust, or by a management company or staff employed by the Parish Council, or more likely by the Football Club/charitable trust. The Parish Council will own and manage the playground and other open areas, so some cost will fall on the precept for the upkeep of these – though the s106 contribution will include some years of maintenance initially.
- The Pavilion will be designed using Sports England guidelines and will be funded by: s106 contributions; grants (e.g. landfill/WREN; lottery); local fundraising and individual gifts/sponsorship/naming opportunities.

**(d) Conditions/responses on website to date archaeology, water/sewage, grain store move, etc.**

Excerpt from Drayton NDP (Referendum Copy): Barrow Road Site Requirements

**ECOLOGY**

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**FLOOD RISK AND DRAINAGE**

133. Whilst the site is not in a designated flood risk zone, parts of the site are known to be susceptible to surface water flooding; hence any development must include appropriate flood mitigation measures.

**ARCHAEOLOGICAL INTEREST**

134. There is a tumulus mapped in the north-west corner of the site, though the Oxfordshire County Council's Archaeologist considers this unlikely to be prehistoric. However there is evidence from aerial photographs of Roman style ploughing, which suggests that this may have been the site of a Romano-British farmstead. Whilst this is not a scheduled monument, it does have the same legal protections under the NPPF. A full archaeological survey should therefore be conducted prior to development of any part of the site.

**CONSERVATION AREA**

135. The site is located away from Drayton's Conservation Area hence any development will not be bound by its associated conditions and restrictions. Developers will be required to consult with appropriate design guides, notably the VWHDC's Design Guide and Drayton's Village Design Guide, also to prepare professional character assessments of the wider village and the development's locale.

The following points were made:

- Archaeology. A desktop archaeological study had been completed, but OCC had asked for a full archaeological survey. The PC would need to see this because of the archaeological importance of the site and VWHDC should be advised of this requirement,.
- Grain store. An application had been made by Caudwell & Sons for a large farm complex/grain storage facility on the Sutton Courtenay Road, east of the village. There was concern about the large scale of this proposed complex and the Parish Council and local villagers had lodged objections to this. It was understood that the plans had now been scaled back, but no details of the new proposals had yet been submitted by VWHDC to the Parish Council for scrutiny. In order that the Barrow Road grain storage processing could be closed down ahead of the Barrow Road development, the plans for alternative facilities were needed in an acceptable form.
- Drainage. The Barrow Road site was known to flood in the southern end, but the planning proposal was to include a restored drainage channel. The drainage would have to be the responsibility of a management company funded by the residents or alternative arrangements made with other agencies/bodies. The Parish Council was not willing to assume any Drainage Board responsibilities.
- Sewerage. VWHDC's attention should be drawn to the fact that sewers in this area are known to back up and that sewerage capacity does need enhancing before the development takes place.
- Trees. Attention was drawn to a large ash tree (T1) in an existing garden. It was observed that this tree (T1) was flagged in the Tree Report as being a constraint on the site build. This tree will have extensive roots which the developers would need to guard against in their building and drainage works. This was not currently a tree subject to a TPO.
- Design Guide. Attention was drawn to the need to follow the VWHDC and Drayton Design Guides. Overall the proposed designs were judged to be pleasing, but the doors proposed for the properties looked to be very similar and a variety of door styles and colours should be used in the development. Generally the Design Guide points to individuality in style, and is opposed to any form of uniformity.

**The meeting concluded at 9:50pm**

**Signed:**

**Date: 13<sup>th</sup> April 2015**

**Name: Richard Williams**

**Role: Chairman,  
Drayton Parish Council Planning Committee**