



# Drayton Parish Council

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

held on Monday 23rd January 2017, at 7:45pm at  
the Drayton Village Hall (Small Hall) Lockway,  
Drayton, OX14 4LF



**Present:** Richard Williams (Chairman); Colin Arnold; Patricia Athawes; Matthew Lowy

**In Attendance:** David Perrow (Parish Clerk)

The meeting had the following documentation available:

**Planning Application P16/V1705/FUL – AMENDED PLANS** Land at Manor Farm Drayton Oxon. *Demolition of existing agricultural buildings and a new residential development of 58 dwellings, together with a new vehicular access onto Abingdon Road, new pedestrian and cycle accesses onto Abingdon Road, Henleys Lane and Gravel Lane and public open space including a new village green and associated landscaping.*

The Planning Application papers had been circulated beforehand to members of the Planning Committee for them to study the proposals, to be considered alongside:

- The Drayton Neighbourhood Development Plan (Referendum Copy), including the Drayton Design Guide
- The original application and the Response to that from Drayton Parish Council

### 1. Apologies for Absence: None

[Richard Wade opted to stand down from the Committee and to join in the public participation so as to avoid any potential conflict of interest, since his house abuts the site and is affected by the development]

2. **Public Participation.** 17 members of the public were present, including four representatives from CALA and their agents, Strutt Parker, and Adams Habermehl

The Chairman adopted the approach of permitting public discussion on each topic on the Agenda during the entire meeting, and that then the Committee determined its decision and reasons.

### Chairman's opening remarks:

- The Parish Council objected to the initial planning application for the Manor Farm site on three grounds: substantial harm to the Conservation Area; dangerous junction onto Abingdon Road; overdevelopment – 58 houses applied for rather than 'around 50' in the Drayton NDP
- In the redesigned plans now under consideration the configuration of the road junction has now changed after advice from OCC highways, and it has moved 100 yards south. There is a zebra crossing inserted.
- The number of houses remains at 58 in the revised plans but the units to the NE of the site have been removed and the new Green continues along Henleys Lane. The number of 2.5 storey houses has reduced from 18 to 14. There has also been a beneficial change in the housing mix, with more smaller houses. VWHDC have advised that the setting of Henleys Lane and of the listed building at no.38 are particularly sensitive, and are crucial to the nature of the Conservation Area. If the meeting wishes to propose fewer houses then it will need to establish what harm these houses cause to the Conservation Area

- The layout is now – due to VWHDC advice – not terraces but individual houses. This is thought to be in keeping with the village setting in a conservation area, and more ‘organic’
- These alterations have changed the configuration of the green open space and the built up area. The Green is now long and thin rather than rounded. The nature of the surface topography Green is still open to discussion and agreement – VWHDC have asked for it to be flat. The plans show it as gently undulating. This, and the exact facilities on the Green, should be decided later in consultation with Drayton PC
- Overall the area of green open space and the area for housing development remains as before
- A core requirement of the Drayton NDP is to provide a visual and practical linkage from East to West, to draw people safely across the main road. A revised planting scheme is available which shows tree planting on Hilliat Fields (as envisaged in the NDP planning policy for the Manor Farm site). The planting is also open, retaining key existing trees and with new ones planted.
- If the Planning Application goes to VWHDC Planning Committee it will be at the 1<sup>st</sup> March meeting. The PC needs to respond by 27<sup>th</sup> January (as does the public). The Planning Officer is expected to produce his report mid-February. If the Parish Council does not object to the revised planning application then it may not go to Planning Committee but will be determined by Officers.

**Cllr Stuart Davenport (District Councillor) was invited to address the meeting and commented:**

- If the PC did not object to the Planning Application he intended to ‘call it in’ so that the VWHDC Planning Committee would have the opportunity to consider it. It was an important application in view of the effect on the Drayton Conservation Area and the application of policies from the Drayton NDP. Of the three sites allocated in the Drayton NDP this was the most sensitive
- The number of houses at 58 exceeded the ‘around 50’ allowed in the Drayton NDP, and constituted overdevelopment of a sensitive site. It was 16% in excess of the advised number. Many of the public comments so far filed comment on there being too many houses. Whilst at Barrow Road there was also an increase allowed by the VWHDC that was against the background of an unfulfilled 5 year housing supply. This was no longer the case as the VWHDC had its Local Plan and adequate housing supply strategy in place
- The site is not flat nor flush. There is considerable impact on the Conservation Area from such over-development. There are too many 2.5 storey houses, which will add to that impact.
- It is more important to consider the impact on the Conservation Area of the scale of the development than to be overly concerned at the shape of the green open space.

### **3. Specific Planning Issues**

The following views were expressed by members of the public:

**i. Conservation Area Status/Historic environment/Archaeology Reports**

- The Conservation Area will be irrevocably damaged by this development if it goes ahead without any change
- The conclusions of Wessex Archaeology on the damage to the Conservation Area are not logical. They point out that the site is less than 20% of the whole Conservation Area, but if it disappears under development 100% of this rural open space will have gone and so only 80% of the Conservation Area will remain. The value is in the size and nature of the whole Conservation Area and an enumeration of its constituent parts (Church, Manor, etc.) does not constitute an appreciation of the whole.

- The Parish Council has produced its own, independent study of the Conservation Area, which should be taken into account by VWHDC
  - Since Henleys Lane is set down from the site the impact of looking over the site to the housing is enhanced
  - Since the buildings are set back from Henleys Lane and are shielded behind trees, hedges and separated by the Green, there is no such view of the houses from Henleys Lane
  - In the professional experience of a qualified town planner living in the village there is 'substantial harm' to the Conservation Area from the proposed development. The built area is too large (two thirds) a proportion of the site. The Green should be much larger to preserve the nature of the Conservation Area. There should be far fewer houses. Terraces should be included in the design. The road access from Abingdon Road divides the site. The access via Gravel Lane should be used instead, as required by the Planning Inspector on the original 1990s application. It is inconsistent of OCC to argue back then that three roads off the existing Green should be reduced to one for safety reasons, and now to allow three even more dangerous junctions to be within yards of each other off the Abingdon Road. The area south of Abingdon is constrained by inadequate road infrastructure This argument alone should ensure the number of houses is below rather than above 50 on this site. All houses should be carbon-positive if this development is to be sustainable.
  - There should be a view into the site from the NE corner. From the shop area
  - The parking bays near the farm buildings are inappropriate (the meeting was advised by the developer that VWHDC had already asked for these to be changed and the latest plans to be submitted will show this change)
- ii. **Road and Pedestrian Access traffic/parking issues, and traffic calming scheme**
- Concern was expressed about pedestrian safety around the shop area. The pedestrian refuge has been removed on the latest plans, but there is no safe crossing from the shop to the Green, nor a pavement along the shop side of Abingdon Road alongside the development. It was understood that VWHDC are looking in to this issue with OCC and are seeking a safe solution
  - The new position of the staggered junction is seen as an improvement, but because of the shop/parking and current difficulty of exiting from Henleys Lane a staggered junction is still regarded as inherently unsafe
  - Parking restrictions or some form of control is needed at the Henleys Lane shop corner. The problem is not only shoppers parking temporarily on the corner, but local residents parking too near the junction or across residents' driveways, particularly at night.
- iii. **Number, type and layout of houses proposed, including affordable housing, and juxtaposition to Caudwell Close/Henley's Lane existing housing**
- There should be fewer houses – around 50 (or even less), not 58. This constitutes overdevelopment. If a range of 10% around 50 is accepted as the interpretation of 'around' then the range is 45 to 55. The development should be at the lower end rather than the upper end of that range (i.e. 45) so as to reduce the harm to the Conservation Area and reduce the overall area of housing development within the site
  - The view across the site East to West is impeded by the two houses (units 1 and 2) and these should be removed
  - Houses should also be removed from the NE corner and the Green area enlarged.
  - A Covenant should be added to ensure that the one and two storey houses can never be elevated by dormers into 2.5 storeys

- The height of the two storey houses is 9 to 9.5 metres. The 2.5 storey houses are 10.5 metres, so only 1 metre higher
- The VWHDC's affordable housing requirement was reduced now from 40% to 35% so developers should be able to do with fewer houses

iv. **Ecology, Landscaping**

- New Planting should be of mature trees

v. **Any other planning matters**

- **Drainage.** The concerns about surface and foul drainage expressed at the previous meeting were raised again. The PC should repeat its concerns:

**2.5 Flood Risk and Drainage/SUDS, and Utilities – existing drainage issues on site?**

- There is a dew pond to the north-east of the site. The water table is high and this area already floods in winter, as does Henley's Lane every year, from an underground water course. The site (as the archaeological study shows) had two watering holes/ponds on site in ancient times.*
- The foul water drainage pipe is currently proposed to leave the site by taking the route along an historic village right of way/public footpath. Drayton Parish Council noted that this path **should not be dug up**, being part of the Conservation Area and not capable of restoration/re-instatement if disturbed for service pipes. An alternative pipe run for the sewerage which would avoid this route and still give out on to Henleys Lane is available.*
- Residents of Henley's Lane already report frequent blockage and overflowing of the existing sewerage pipe along Henleys Lane, which in its current state is not considered suitable for the additional load from the new development.*
- Concern was expressed over the **cumulate effect of additional housing on the village's sewerage pipes** and processing capacity at the local sewerage plant.*

- It was understood that the developers will now take the sewage outlet through the garden of 38 Henleys Lane, rather than via the public footpath being disturbed

The Committee then considered its Decision and:

**(a) Resolution: to respond to VWHDC on the revised planning application as follows**

The Committee **OBJECTS** to this application for the following reasons:

**Proposed** Colin Arnold

**Seconded** : Matthew Lowy

Agreed Unanimously

**Reasons and Comments**

- Impact on the Drayton Conservation Area.** The Drayton Conservation Area is neither properly enhanced, nor adequately preserved in this revised application, as required in planning law and by the Drayton NDP.

**PLANNING POLICY P-LF4: CONSERVATION AREA**

Any development in or adjacent to the Drayton Conservation Area **should conserve and enhance** the character and appearance of the Conservation Area and its setting.

There remains a high impact on the Conservation Area despite the changes made. The scheme should be changed to reduce the built up area and increase the area of green open public space at the front of the development

A condition of any planning permission should be that the exact layout of the facilities on the new Green, and its sculpting/undulations should be agreed between Drayton Parish Council, The VWHDC and the developers following further public consultation

2. **Number of houses is too many at 58 units.** The Drayton NDP allows for ‘around 50 houses’ The two units at the entrance to the site (units 1 and 2) should be removed so as to open up the vista from the east of the village, as required by the Drayton NDP planning policy:

**PLANNING POLICY P-LF1: CREATION OF VILLAGE GREEN ON THE MANOR FARM SITE**

[See para 45 and Figure 3]

The proposed development of the Manor Farm site, allocated in policy P-H2 should include the creation of a new green open space on the site. The space should have an open aspect on its western side **to create a visible connection between the east and west of the village**, with an avenue of trees leading up to the green from Hilliat Fields. It should reflect the rural and agricultural nature of the Conservation Area, in which it is located.

The houses at the NE of the development (57 and 58) should also be removed from the scheme

Two and a half storey houses could over-dominate the development in the Conservation Area and should either be removed or further reduced in number

There should be a covenant on the houses to ensure that no application can subsequently be made to extend the height of any of the houses in the development

3. **Inappropriate and dangerous design of the access road into the new development.**

The staggered junction, although now slightly better placed, remains a dangerous option, with three roads (Henleys Lane/Hilliat Fields and the new junction) within a short distance of each other. This danger is enhanced by the position of the shop at the corner of Henleys Lane, and the unresolved issue of parking by shoppers and residents too near the corner and on the pavement, reducing the visibility display to those exiting Henleys Lane.

The new zebra crossing across Abingdon Road is welcomed

A safe crossing for pedestrians at the Henleys Lane corner is also needed so that people can safely enter the NW corner of the new Green. A pavement alongside the development on that side of Abingdon Road should be provided.

The Traffic Calming scheme is an integral party of the road safety plan for the village, as specified in the Drayton NDP policies. This should be designed between Henleys Lane and the Wheatsheaf Roundabout as a Condition of any Planning Permission

All the roads should be constructed to OCC adoptable standards, and should be adopted by OCC as public roads

**Other comments to be made to VWHDC:**

- The new planting should be **mature trees**
- A Grampian condition should be made and **enforced by VWHDC** to ensure no houses are occupied before mains sewerage is connected. There was no such enforcement at the

Miller's Barrow road site by VWHDC (nor at sites in Steventon or Sutton Courtenay) with the result that new residents were having to have raw sewage removed by lorry each week

- Drainage – repeat previous comments

The Manor Farm site is allocated for housing under the Drayton NDP. The Council's objection is therefore not against the principle of developing this site, but the details of this particular application.

**(b) Drayton NDP Planning Policies** relevant to the application

These are laid out in the applicant's documentation, and include most of both the planning and community policies such as the following important planning policies:

**PLANNING POLICY P-LF1: CREATION OF VILLAGE GREEN ON THE MANOR FARM SITE**

[See para 45 and Figure 3]

The proposed development of the Manor Farm site, allocated in policy P-H2 should include the creation of a new green open space on the site. The space should have an open aspect on its western side to create a visible connection between the east and west of the village, with an avenue of trees leading up to the green from Hilliat Fields. It should reflect the rural and agricultural nature of the Conservation Area, in which it is located.

**PLANNING POLICY P-LF3: BUILDING DESIGN GUIDANCE**

New development will be supported where it is designed to a high standard which responds to the distinctive character of Drayton and reflects the guidelines and principles as set out within the Drayton Design Guide (see Annex D).

**PLANNING POLICY P-LF4: CONSERVATION AREA**

Any development in or adjacent to the Drayton Conservation Area should conserve and enhance the character and appearance of the Conservation Area and its setting.

**PLANNING POLICY P-LF5: THE HISTORIC ENVIRONMENT**

The Parish's designated historic heritage assets and their settings, both above and below ground including listed buildings, scheduled monuments and conservation areas will be conserved and enhanced for their historic significance and their important contribution to local distinctiveness, character and sense of place. Proposals for development that affect non-designated historic assets will be considered taking account of the scale of any harm or loss and the significance of the heritage asset.

**PLANNING POLICY P-LF6: ADDITIONAL GREENERY - NEW DEVELOPMENTS [ see Fig 5 p28]**

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>)

**PLANNING POLICY P-WP1: CONNECTED DEVELOPMENT**

Proposals for new housing must ensure that the new homes are well connected both within the site and with the rest of the village by way of footpaths and cycle ways (especially to amenities such as the school, bus stops and shops).

**PLANNING POLICY P-T1: TRAVEL PLANS**

Development proposals which give rise to an increase in traffic will be required to put in place detailed Travel Plans. Developers are required to provide robust evidence that each and every proposal, as set out in their Travel Plan, is feasible and will significantly reduce traffic volume. Direct mitigation measures such as car sharing and car pooling will be positively encouraged.

**PLANNING POLICY P-S1: BIODIVERSITY**

Development proposals are required to protect and enhance biodiversity. Any loss or degradation of

habitats arising from new development will need to be offset by for example, funding environmental improvements elsewhere in the Parish.

#### **PLANNING POLICY P-H1: SCALE OF DEVELOPMENT AND SITE ALLOCATION**

The Neighbourhood Plan allocates land for residential development on the following sites:

- Manor Farm (3.98ha) for approximately 50 dwellings
- North of Barrow Road (8.17ha) for approximately 65 dwellings

#### **PLANNING POLICY P-H2: AFFORDABLE HOUSING**

Developments must 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.

#### **PLANNING POLICY P-H3: CONTRIBUTIONS**

All eligible development will be required to make contributions to secure improvements to existing Parish infrastructure (both on and off site) through a Section 106 agreement or when introduced, the Community Infrastructure Levy, or by other relevant means, subject to the development remaining viable.

#### **PLANNING POLICY P-H4: EXTERNAL FACILITIES**

All future housing developments must have adequate car and cycle parking facilities for both residents and visitors in accordance with Oxfordshire County Council standards. New housing development should aim to provide the following external facilities: for storage of waste recycling bins and waste water run-off from roof guttering.

This is what the NDP says about the Manor Farm site (pp.43-46):

#### **MANOR FARM SITE**

##### **DESCRIPTION**

91. The Manor Farm site is located at the heart of the village, nestling between the Abingdon Road, Gravel Lane, and Henleys Lane. The site (see Figure 10 below) is assessed as site DRAY11 in the VWHDC Strategic Housing Land Availability Assessment. The site is currently unused with the exception of occasional grazing by livestock.

##### **HOUSING NUMBERS**

92. The Manor Farm site is considered to be capable of taking approximately 50 new homes (number to be reviewed at planning application stage) and supporting roadways etc. on **2.51 ha** of the site to meet both the needs of the village and wider district. The site already has planning permission for 18 homes, dating back to the late 1990s. The site is located in its entirety within the village's Conservation Area.

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

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

- 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;
- 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. [POLICY P-H2: AFFORDABLE HOUSING]

##### **ACCESS**

94. **Vehicular access to the site is envisaged to be via a dedicated entry from the Abingdon Road (B4107), opposite but staggered from the Hilliat Fields junction.** The site is a short walk to both north- and south-bound bus stops in the village centre, both of which are fitted with real-time travel information (RTI) screens.

## **CONNECTIVITY**

95. To improve the connectivity of this site with the village and beyond, **new footpaths will need to be established linking the site to Henleys Lane via one or more accesses, and also to the footpath which runs from the end of Gravel Lane to Henleys Lane.**

## **SOCIAL AND COMMUNITY**

96. The developers of this site should provide the **new village green (see Planning Policy P-LF1) covering at least 1.47 ha, a public space to be under the ownership of Drayton Parish Council.** The site is not considered an appropriate location for new formal sports recreational facilities, but should be laid out to allow for informal recreational/social use by villagers.

97. 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

## **URBAN DESIGN PRINCIPLES**

98. 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**

99. It is anticipated that road noise at this site from the A34 will not be a significant issue, 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.

## **LANDSCAPE CONSIDERATIONS**

100. The visual impact of the development on the rural landscape on the southern part of the village should be considered. Any development should have regard for views of the listed buildings from the roads and footpaths which bound the site.

## **ECOLOGY**

101. The site is not believed to contain important ecological assets; however any development should seek to confirm this. A net gain in biodiversity should be provided for example by incorporating new natural habitats at appropriate locations across the site.

## **FLOOD RISK AND DRAINAGE**

102. The site is not in a designated flood risk zone and is not known to be susceptible to flooding.

## **ARCHAEOLOGICAL INTEREST**

103. The site is not known to contain any scheduled monuments. However, due to the location of the site and its proximity to the village centre, it is likely the site may have some archaeological significance. **A full archaeological survey should therefore be conducted prior to development of any part of the site.**

## **CONSERVATION AREA**

104. The site is located in its entirety within Drayton's Conservation Area; consequently any development must reflect the associated principles of preservation and enhancement through measures such as the sensitive design of new builds, conservation of any listed buildings affected by the development, appropriate treatment of open spaces to reflect the conservation area's character etc. Developers will be required to consult with appropriate design guides, notably the VWHDC's Design Guide and Drayton's Village Design Guide, and also to prepare professional character assessments of the wider village and the development's locale

## **The meeting concluded at 9.55 pm**

**Signed:**

**Date: 6<sup>th</sup> February 2017**

**Name: Richard Williams**

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