

APPLICATION NO.	P13/V0859/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	26.4.2013
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	Manor Oak Homes
SITE	Land to the North of Priory Lane, Priory Lane Marcham Oxfordshire
PROPOSAL	Proposed development of 18no. dwellings with garages, access road, associated works, public open space and a detention basin. (Re- submission of withdrawn application P12/V2447/FUL.
AMENDMENTS	05 June 2013
GRID REFERENCE	445640/196561
OFFICER	Stuart Walker

1.0 INTRODUCTION

- 1.1 This application relates to a parcel of land that is part of the larger Marcham Priory estate which lies on the southern edge of the village adjoining the existing built-up area.
- 1.2 The green field site, broadly rectangular in shape, measures 0.89 hectare in area. It is located to the west of the main access drive to Marcham Priory off Packhorse Lane. The site is located within the Lowland Vale landscape. It is also adjacent to the village conservation area. The site is bounded on three sides (north, west and south) by residential dwellings and their domestic curtilages. A public footpath runs diagonally across the site from Packhorse Lane (north east) to Priory Lane (south west).
- 1.3 The application comes to committee because Marcham Parish Council objects and a number of objection letters have been received.

2.0 PROPOSAL

- 2.1 The proposal is to construct 18 dwellings, in a mix of detached (seven units), link detached (four units), semi-detached (four units) and a small terrace (three units), ranging from two to five beds. All houses are two storeys in height, designed in a vernacular manner with architectural features and materials typical of the village. Each property has its own parking and private amenity space, together with public amenity space. Vehicle access will be taken off the access drive from Packhorse Lane. A new footway alongside Packhorse Lane is also proposed, whilst the existing public footpath will be retained.
- 2.2 Extracts of the application drawings are **attached** at appendix 1. They have been amended to take account of officer comments in relation to boundary treatments, variations to plot designs (plots 8, 9 – 10, 11 – 13) and the provision of the footpath link to Packhorse Lane.

2.3 The following documents have been submitted in support of the application and are available to view on the council's website:

- Planning statement
- Design and access statement
- Transport statement
- Flood risk assessment
- Heritage Appraisal
- Tree survey
- Ecology assessment
- Archaeological investigation reports
- Landscape submission

2.4 The applicants have been in discussion with council officers and others to secure on-site facilities such as public open space and affordable housing and to agree levels of financial contribution towards off-site services to mitigate the impact of this proposal on those services arising from the increase in population. The following contributions have been requested:

Vale

- Waste bin provision – £3,060
- Art – £5,400
- Street naming – £154
- Recreation – £34,813
- Abingdon shop mobility – £545

County

- Transport (enhancing frequency of bus service no 31) – £16,093
- Transport (enhancing frequency of bus service X15) – £20,000
- Education (towards expansion of the village primary school) – £69,492
- Education (Special Educational Needs Schools) – £3,066
- Property (Libraries, waste management, museum resource centre, social / health care) – £12,416

Other contributions

- Primary Care Trust – £3,029

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Marcham Parish Council:** objection. Their full comments are **attached** at appendix 2.

3.2 **Local Residents:** Six letters of objection have been raising the following concerns:

- Development is beyond the built up area of the village
- Cumulative impact
- Highway safety / traffic generation
- Flood risk / drainage
- Impact on local infrastructure

- Design – inappropriate materials, layout and insufficient parking provision
- Loss of community space for the village / impact on right of way
- Wildlife
- Amenity impacts – overlooking, over shadowing, over dominance through differing site levels with neighbours, noise and disturbance from traffic generation.

3.3 **County Highway Officer:** no objection in principle, subject to conditions, financial contributions, but holding objection on lack of footpath link alongside Packhorse Lane. Technical comments are awaited on the amendment to now provide requested footpath link. An update on this issue will be given at the meeting.

3.4 **Drainage Engineer:** no objection, subject to conditions.

3.5 **Design & Conservation Officer:** no objection. “The proposed scheme follows on from detailed discussions on the scale and design of the development. I now agree with the assessment carried out in the Heritage Appraisal that the proposal will not have an adverse impact on the character and appearance of the conservation nor will it harm the setting of The Priory (This has been achieved by pulling the eastern boundary of the development back.) Furthermore the layout and design has been improved to more closely reflect the local vernacular traditions in line with the guidance in the Residential Design Guide to create a development that will sit comfortably with the built environment of the village.”

3.6 **Waste Management Team:** no objection subject to storage areas for wheeled bins per plot to be provided and financial contribution for supply of bins.

3.7 **Landscape Officer:** no objection, subject to minor issues (to be addressed through conditions).

3.8 **Forestry Team:** no objection, subject to conditions.

3.9 **Countryside Officer:** no objection.

3.1 **Thames Water:** no objection.

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3.1 **Environment Agency:** Standing advice applies.

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3.1 **Housing Services:** no objection “The application proposes to provide 7 dwellings as affordable housing which is compliant with Policy H17. The affordable housing is located in two clusters (Plots 9 -13 and 16 & 17). These clusters are in opposite ends of the north side of the site. The proposed distribution is acceptable and is policy compliant.”

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3.1 **Leisure Services:** no objection. Maintenance of open space areas should be clarified and secured either by adoption by the parish council or through a management company. Financial contributions required for off site sports provision.

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3.1 **County Funding Team:** Financial contributions required.

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3.1 **County Archaeologist:** no objection, subject to conditions to ensure archaeological recording is undertaken prior to development.

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3.1 **County Rights of Way Officer:** no objection subject to conditions.

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4.0 **RELEVANT PLANNING HISTORY**

4.1 [P12/V2447/FUL](#) - Withdrawn (15/02/2013)

Erection of 19 no. dwellings and associated garage, roads and open space.

[P94/V1685/O](#) - Refused (17/11/1994)

Erection of 3 houses. (Site area approx. 0.3 hectares).
Marcham Priory, Marcham.

[P79/V1442/O](#) - Refused (15/10/1979)

Erection of one detached property and garage.
Land adjoining 1/3 Priory Lane, Marcham.

5.0 **POLICY & GUIDANCE**

5.1 **Vale of White Horse Local Plan** policies:

GS1 - Developments in Existing Settlements

GS2 - Development in the Countryside

DC1 - Design

DC4 - Public Art

DC5 - Access

DC6 - Landscaping

DC8 - The Provision of Infrastructure and Services

DC9 - The Impact of Development on Neighbouring Uses

H11 - Development in the Larger Villages

H13 - Development Elsewhere

H16 - Size of Dwelling and Lifetime Homes

H17 - Affordable Housing

H23 - Open Space in New Housing Development

HE1 - Preservation and Enhancement: Implications for Development

HE4 - Development within setting of listed building

NE9 - The Lowland Vale

5.2 **Supplementary Planning Guidance (SPG)**

Residential Design Guide – December 2009

Sustainable Design and Construction – December 2009

Open space, Sport and Recreation Future Provision – July 2008

Affordable Housing – July 2006

Planning and Public Art – July 2006

5.3 **National Planning Policy Framework (NPPF)** – March 2012

The National Planning Policy Framework confirms there is a presumption in

favour of sustainable development and within the overarching roles that the planning system ought to play are a set of 12 core planning principles, the following of which are directly relevant to this application:

- i. Be genuinely plan led
- ii. Not simply be about scrutiny, but be a creative exercise in finding ways to enhance and improve the places in which people live their lives.
- iii. Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- iv. Take full account of flood risk.
- v. Conserve heritage assets in a manner appropriate to their significance.
- vi. Take account of and support local strategies to improve health, wealth, and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

5.4 In delivering sustainable development, the framework sets out a variety of detailed guidance and the following sections are directly relevant to this application:

- i. Supporting a prosperous rural economy – promoting the retention and development of local services and community facilities in villages
- ii. Delivering a wide choice of high quality homes – housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered to be up to date if a five year supply of deliverable sites cannot be demonstrated.
- iii. Requiring good design – achieving high quality and inclusive design to contribute positively to making places better for people.
- iv. Promoting healthy communities – planning positively for the provision and use of community facilities along with access to high quality open spaces.
- v. Meeting the challenge of climate change and flooding – managing risks through suitable adaptation measures to ensure flood risk is not increased elsewhere.
- vi. Conserving and enhancing the natural environment – minimising impacts on biodiversity through adequate mitigation.
- vii. Conserving and enhancing the historic environment – recognising heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

6.0 **PLANNING CONSIDERATIONS**

National advice

6.1 At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development. Within this context housing applications should be granted where the development plan is absent, silent or relevant policies are out of date, unless any adverse impacts would so significantly and demonstrably outweigh the benefits of the proposed development when assessed against the policies in the NPPF as a whole.

6.2 It is clear the application is contrary to local plan policies GS2, and H11 as it is

beyond the built up area of the village. However, whilst the council does not have a five year housing land supply, policies GS2 and H11 are inconsistent with the framework. The proposed development, therefore, needs to be considered on its site specific merits and, in particular, whether it constitutes a 'sustainable' form of development as defined in the NPPF.

- 6.3 Marcham is one of the larger villages within the district and scores within the top 20 in the village hierarchy. The location of the site on the southern edge of the village is reasonably close to the range of services and facilities available within the village. It is also contained to a certain extent by existing development to the north, south and west. In addition, the NPPF puts strong emphasis on housing being used to further enhance rural vitality and the proposal would help to ensure the long term provision of existing facilities. For these reasons, the proposal is considered a sustainable form of development under the terms of the NPPF.

Visual impact

- 6.4 Paragraph 109 of the NPPF says that "*the planning system should contribute to and enhance the natural and local environment*". From the wider landscape, the proposed development would be set against the backdrop of the existing built-up area and would not appear prominent in the landscape or out of keeping. Whilst the proposed development would certainly be visible from existing housing adjoining the site, the impact of a proposal on a private view is not a material planning consideration.
- 6.5 The NPPF is explicit in seeking a high quality outcome for good design in terms of layout and building form as a key aspect of sustainable development. The proposed layout is considered to be acceptable observing many principles of the council's residential design guide, with active street frontages and good visual linkages. Each dwelling is considered to sit comfortably within its plot and sufficient outdoor amenity space and on-site parking is provided for each. Their design is considered to be high quality, with the use of sympathetic materials, pitched roofs and traditional gables. The design and conservation officer considers the scheme will 'create a development that will sit comfortably with the built environment of the village'. Overall, the scheme is considered to be visually acceptable and is not an overdevelopment of the site. However, to ensure the quality of the development, conditions relating to materials, boundary treatments, landscaping, and tree protection are considered to be necessary.

Impact on neighbours / amenity

- 6.6 Following the receipt of amended plans, the proposed residential development would not have any harmful impact on residential amenity of adjacent houses in terms of overshadowing, over-dominance or loss of privacy. Amenity standards within the council's residential design guide have been observed and conditions can be imposed to prevent additional first floor windows being added to dwellings to ensure privacy. Contrary to local opinion, the field is not a public open space. However, the layout proposes two informal amenity areas and the existing right of way will be retained along its current definitive path. Officers consider the proposal is, therefore, acceptable in amenity terms.

Highways / parking

- 6.7 The access and road layout is acceptable. Adequate visibility can be achieved to ensure pedestrian and highway safety. Any additional traffic resulting from this development would not be so significant to warrant refusal on highway safety grounds. There is also sufficient off street parking to meet the needs of each dwelling. The County Engineer raises no objections to the proposal subject to a number of conditions and financial contributions towards improving the frequency of existing bus services.

6.8 *Drainage / local services*

The site is considered large enough to deal with surface water without causing surface water runoff to the highway or onto neighbouring properties and can be controlled through planning conditions. In respect of foul drainage, the new dwellings will be connected to the main sewer that runs across the site. This is acceptable and the drainage engineer has raised no objection subject to conditions. The proposal will also have no adverse impact on local utility services to warrant refusal.

Heritage Assets

- 6.9 The framework states that account should be taken of the desirability to sustain and enhance heritage assets. Officers consider the proposal will not have an adverse impact on the character and appearance of the conservation area, nor will it harm the setting of The Priory. In terms of archaeology, the county archaeologist raises no objection, subject to conditions to ensure archaeological recording is undertaken prior to development.

Cumulative impact considerations

- 6.1 Local concern over the amount of new housing within the village is acknowledged.
0 However, officers consider this addition to the population of the village is not large enough to warrant refusal on such grounds when weighed against the need to address the housing land supply shortfall and the sustainability credentials of the village.
- 6.1 Using the latest population figures available to the council, this development will
1 increase the population of Marcham by approximately 44 people (based on a district wide figure of 2.409). This represents a 2.6% increase in the population of the village, given the latest census data. The number of dwellings would result in an increase of 2.5% in the existing parish housing stock. Provided suitable contributions are secured for on-site and off-site services and infrastructure to offset the impact of the development, the proposal is considered capable of being accommodated in the locality without detriment.

7.0 **CONCLUSION**

- 7.1 It is accepted the proposal does not accord with the development plan. However, the proposal needs to be considered in the light of the current shortfall in the council's five year housing land supply which should be afforded significant weight. The site is considered to be suitable for residential development as an exception to policy which can be delivered quickly to address the current housing shortfall. The proposal will not be harmful to heritage assets, the character of the area, residential amenity, flood risk or

highway safety and, therefore, complies with the national planning policy framework.

8.0 **RECOMMENDATION**

8.1 **It is recommended that the decision to grant planning permission be delegated to head of planning in consultation with the chairman and vice-chairman subject to:**

1. Completion within the 13 week period of section 106 agreements for on-site affordable housing provision, on site open space provision, contributions towards off-site facilities and services including highways works, education improvements, waste management and collection, street names signs, public art, library and museum service, social and health care, local and area hub recreational and community facility improvements.

2. The following conditions, including the requirement for the commencement of development within 12 months from the date of the issue of planning permission to help address the immediate housing land shortfall:

- 1 : Time limit
- 2 : Approved plans
- 3 : MC2 - Materials (samples)
- 4 : Access, parking / turning & off site works in accordance with plans.
- 5 : HY12 New estate roads
- 6 : Landscaping scheme
- 7 : Open space management plan
- 8 : LS4 - tree protection
- 9 : Drainage details (Surface and Foul)
- 10 : Sustainable drainage scheme
- 11 : Works in accordance with flood risk assessment
- 12 : Boundary details
- 13 : RE5 - Restriction on Fences/Walls
- 14 : RE11 - Garage Accommodation
- 15 : restriction on new openings
- 16 : archaeology

8.2 If the required section 106 agreements are not completed in a timely manner and so planning permission cannot be granted by the determination deadline of 21 June 2013, it is recommended that authority to refuse planning permission is delegated to the head of planning.

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