

APPLICATION NO.	P13/V2046/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	16.9.2013
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	Manor Oak Homes
SITE	Land at Priory Lane Marcham
PROPOSAL	Erection of 16 No. dwellings with associated garages, new access road, associated works and public open space.
AMENDMENTS	21 January 2014
GRID REFERENCE	445766/196548
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. It is a second phase of development, following approval of 18 dwellings to the west of the site in August 2013.

1.2 The green field site, broadly square in shape, measures 0.39 hectare in area. It is located to the east of the main access drive to Marcham Priory off Packhorse Lane. The site is partially bounded by hedgerows and trees and is located within the Lowland Vale landscape.

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 16 dwellings in a mix of detached (four units), link detached (eight units), and semi-detached (four units) ranging from two to five beds. Six dwellings will be affordable. 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.

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, access, layout 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
- Air quality assessment
- Tree survey
- 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 – £2,720
- Art – £4,800
- Street naming – £154
- Recreation – £33,720
- Abingdon shop mobility – £545
- Monitoring - £3,200

County

- Transport (enhancing frequency of bus services no 31 and X15) – £13,560
- 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, adult learning) – £11,820
- Monitoring - £3,750

Other contributions towards

- Play equipment within the village - £2,500
- Village hall facilities - cost awaited
- Community shop - £2,500
- Allotments - £3200

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:

- Over development
- Highway safety / traffic generation
- Flood risk / drainage
- Impact on local infrastructure
- Impact on setting of listed building
- Visual impact
- Site not integrated with village
- Affordable units should be restricted to Marcham parish need

3.3 **County Highways Officer:** no objection, subject to conditions and financial contributions towards enhancement of bus services.

3.4 **Drainage Engineer:** Holding objection on flood risk and drainage grounds. The drainage strategy as proposed within the submitted Flood Risk Assessment (FRA) is acceptable in principle. However further details are required.

3.5 **Conservation Officer:** no objection.

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.
- 3.8 **Countryside Officer:** no objection.
- 3.9 **Thames Water:** no objection.
- 3.10 **Environment Agency:** no objection.
- 3.11 **Housing Services:** no objection, the affordable housing is being provided in accordance with the council's policies.
- 3.12 **Leisure Services:** no objection subject to financial contributions for off site sports provision.
- 3.13 **County Funding Team:** financial contributions required.
- 3.14 **County Archaeologist:** no objection, subject to conditions to ensure archaeological recording is undertaken prior to development.
- 3.15 **Equality Officer:** contributions for Abingdon shop mobility are required.
- 3.16 **Thames Valley Police:** no objection subject to proposal achieving 'secured by design' accreditation.
- 3.17 **English Heritage:** no objection.
- 3.18 **Natural England:** no objection.
- 3.19 **Urban Design Officer:** no objection.
- 3.20 **Environmental Health:** no objection subject to contaminated land condition.

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 [P13/V0859/FUL](#) - Approved (07/08/2013)
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.

[P12/V2447/FUL](#) - Withdrawn (15/02/2013)
Erection of 19 no. dwellings and associated garage, roads and open space.

5.0 **POLICY & GUIDANCE**

- 5.1 Vale of White Horse Local Plan 2011 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 of the village and would not appear prominent in the landscape or out of keeping.
- 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 (as amended) 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. 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, and landscaping are considered to be necessary.

Impact on neighbours / amenity

- 6.6 The proposed development would not have any harmful impact on existing dwellings near to the site. Within the development amenity standards within the council's residential design guide have been observed. The layout proposes an informal amenity space to the north and officers consider the proposal is, overall, 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*

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 which is acceptable. However the drainage engineer has raised a holding objection subject to the receipt of further technical information relating to the proposed detention basin. At the time of writing this information has been submitted for consideration and an update will be given at the meeting.

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 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

- 6.10 Officers consider the addition to the population of the village from this development 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.
- 6.11 Using the latest population figures available to the council, this development will increase the population of Marcham by approximately 39 people (based on a district wide figure of 2,409). This represents a 2.2% increase in the population of the village, given the latest census data. The number of dwellings would result in an increase of 2.3% 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.

Affordable housing

- 6.12 The affordable housing requirement has been confirmed by the applicant to be workable as part of the scheme and the council's housing officer has no objection to the proposal. Affordable housing is located in two small clusters within the development which is acceptable. This provision will be secured through a legal agreement should the recommendation of approval be agreed.

Social infrastructure

- 6.13 Concerns have been raised that existing social and physical infrastructure within the village could not cope with the proposed increase in population resulting from this proposal. However, contributions (as detailed in section 2) can be secured to offset the impacts arising from the development. The applicant has agreed to the principle of addressing these needs through contributions which can be secured through a section 106 legal agreement.

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 **Planning Permission subject to
Completion of section 106 agreements to secure:**

- on-site affordable housing provision
- on site open space provision
- contributions towards off-site facilities and services

And the following conditions:

- 1 : 12 Month time limit**
- 2 : Approved plans**
- 3 : MC2 - Materials (Samples)**
- 4 : Details of access onto Packhorse lane**
- 5 : HY6 - Access, parking & turning in accordance with plan**
- 6 : HY12 - New estate roads**
- 7 : LS1 - Landscaping scheme**
- 8 : open space management plan**
- 9 : LS4 - Tree protection**
- 10 : Drainage details (Surface and Foul)**
- 11 : Sustainable drainage scheme**
- 12 : Drainage strategy in accordance with FRA**
- 13 : RE7[I] – Boundary details in accordance with plan**
- 14 : RE5 - Restriction on fences / walls**
- 15 : RE11 - Garage accommodation**
- 16 : Contaminated land investigation**
- 17 : CN11 - Scheme of Archaeological Investigation**

Author: Stuart Walker
Contact number: 01235 540505
Email: stuart.walker@southandvale.gov.uk