

APPLICATION NO.	P13/V2731/O
APPLICATION TYPE	OUTLINE
REGISTERED	20.12.2013
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	J.A. Pye (Oxford) Limited
SITE	Willow Farm Packhorse Lane Marcham, OX13 6NU
PROPOSAL	Outline for erection of 54 dwelling houses, all matters reserved except access
AMENDMENTS	None
GRID REFERENCE	445887/196543
OFFICER	David Rothery

1.0 INTRODUCTION

- 1.1 The 2.49ha (6.15acre) site lies to the south of Abingdon Road / Packhorse Lane in Marcham. It comprises a grassed field / garden enclosed by hedgerows and trees with a single dwelling house to the frontage area of the site.
- 1.2 Marcham village is located predominantly north of the A415 Abingdon to Faringdon road about 4.5km west of Abingdon. The A415 is the main road through the southern fringe of the village.
- 1.3 Local facilities in the village comprise a primary school, a post office, two churches, a public houses. The village is also served by a mobile library. There is a local recreation and sports ground and a children's playground. The village also has a sports and social club.
- 1.4 The application comes to committee because Marcham Parish Council objects

A location plan is **attached** at appendix 1.

2.0 PROPOSAL

- 2.1 This is an outline submission to consider the principle of the development and the means of vehicular access into the site.
- 2.2 All other matters, such as appearance and landscaping, the layout of the development, and the scale of the proposed buildings are reserved for subsequent consideration if this current application is approved. Drawings relating to issues other than the outline considerations are for illustrative purposes only and have been submitted to demonstrate that the development as proposed is capable of being accommodated on the site in a satisfactory manner.
- 2.3 The proposal is for residential development of the site for up to 54 dwellings. The development would take vehicular access from Abingdon Road / Packhorse Lane to the north. The illustrative layout shows the scheme would include roads, footpaths and associated parking areas, landscaping, amenity space, open space and the incorporation of the stream and surrounding land to the south of the site as an informal recreational area. A new footway alongside Packhorse Lane is also proposed.
- 2.4 The illustrative scheme suggests all houses are two storeys in height, designed in a traditional manner with architectural features and materials typical of the locality. Each

property has been shown with its own parking and private amenity space. , together with public amenity space.

2.5 The outline scheme illustrates a mix of 54 dwelling units as follows

- 2-bedroomed = 16 units
- 2/3 bedroom = 10 units
- 3-bedroomed = 14 units
- 4-bedroomed = 14 units

A total of 22 of the dwellings (40.7%) would be affordable housing. Across the 2.49ha site the 54 dwelling units would produce a density of 21.6 dwellings per hectare. On this illustrative development arrangement 29% of the dwellings are two-bedroom properties or less.

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

- Planning Statement (Dec 2013 - WWADP)
- Design and Access Statement (Dec 2013 - WWADP)
- Landscape and Visual Impact Assessment (Dec 2013 - TL Asstes)
- Arboricultural Report (Dec 2013 - LG)
- Flood Risk Assessment & Drainage Statement (Dec 2013 - ICS)
- Ecological Report (Dec 2013 - AAE)
- Transport Statement (Dec 2013 - DTA)
- Heritage Statement (Dec 2013 - WWADP)
- Statement of Community Engagement (Dec 2013 - Meeting Place)

2.7 The proposal is a major development and is contrary to the policies of the development plan. The proposal has been publicised on this basis.

2.8 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 the usage of those services arising from the increase in population, should the committee support the recommendation. Other contributions cover facilities and services such as waste collection, street name plates, public art, education (primary, secondary, sixth-form and SEN), library and museums, waste management, social and healthcare, fire and rescue, highways and transport, police equipment, and local recreational facilities.

2.9 Extracts from the application plans are **attached** at appendix 2.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

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

3.2 **Representations from local residents** – A total of 5 representations had been received at the time of writing this report, of which 3 object and 2 make comment without indicating support the proposal. The objections are made are on the following grounds:

- Traffic congestion / generation
- Over development / excessive density
- Impact on local infrastructure
- Flood risk / drainage

- 3.3 **Urban Design Officer:** Has concerns with a single access point into the site and the lack of scope to provide for a sense of place with the adjacent development proposal to west and for others likely to be forthcoming to east of the site.
- 3.4 **Landscape Officer:** Layout is car dominated with lack of tree and hedgerow retention and new planting, open space area likely to be subject to flooding and therefore of reduced useability, some properties very close to boundaries of the site.
- 3.5 **Tree Officer:** no objection
- 3.6 **County Highways:** no objection, subject to conditions
- 3.7 **Drainage Engineer:** no objection
- 3.8 **Environment Agency:** no objection
- 3.9 **Thames Water:** no objection subject to Grampian Conditions to address water capacity issues
- 3.10 **Waste Management Team:** no objection subject to storage areas for wheeled bins per plot to be provided and financial contribution for supply of bins
- 3.11 **Leisure Services:** no objection subject to financial contributions for off site sports provision.
- 3.12 **Housing Services:** no objection, the affordable housing to be provided in accordance with the council's policies
- 3.13 **County Archaeologist:** no objection
- 3.14 **Thames Valley Police:** no objection subject to proposal achieving 'secured by design' accreditation.
- 4.0 **RELEVANT PLANNING HISTORY**
- 4.1 [P13/V2144/PEJ](#) – Pre-application advice given (20/11/2013)
Erection of 27 dwellings with associated access and open space
- 4.2 [P03/V0288/O](#) - Refused (27/03/2003) - Refused on appeal (20/01/2003)
Erection of a dwelling and garage.
- Located on adjacent land to the west**
- 4.3 [P13/V2046/FUL](#) – Approved (19/02/2014)
Erection of 16 dwellings with associated garages, new access road, associated works and public open space.
- 4.4 [P13/V0859/FUL](#) - Approved (07/08/2013)
Proposed development of 18 dwellings with garages, access road, associated works, public open space and a detention basin. (Re-submission of withdrawn application P12/V2447/FUL).
- 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. 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.
- ii. Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- iii. Take full account of flood risk.
- iv. 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
- 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 (whilst only an outline application the concepts in this section are still applicable)
- 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.

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 south-eastern edge of the village is reasonably close to the range of services and facilities available within the village.
- 6.4 It is also to a certain extent framed by existing development to the north across Abingdon Road / Packhorse Lane, and proposed new development approved to the 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

- 6.5 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 fringes of the village. Its location and setting to existing and approved built-up areas of the village enable this site and the in principle outline development to not appear prominent in the landscape or out of keeping to the edges of this part of the village settlement.
- 6.6 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 illustrated layout is considered to observe the principles of the council's residential design guide, with active street frontages and good visual linkages. Each dwelling sits comfortably within its plot and sufficient outdoor amenity space and on-site parking is provided. The design of pitched roofs and traditional gables is considered to be sympathetic to the area. The illustrative scheme is visually acceptable and is not an overdevelopment of the site.

Impact on neighbours / amenity

- 6.7 The proposed development would not have any harmful impact on existing dwellings near to the site. The outline illustrative layout proposes an informal amenity space to the southern half of the site and officers consider the proposal is acceptable in amenity terms.

Highways / parking

- 6.8 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 Highway Engineer raises no objections to the proposal subject to a number of conditions and financial contributions towards improving the frequency of existing bus services.

- 6.9 Inter connectivity to enable ease of movement by residents, visitors, and delivery services are a benefit of inter-linked developments. Whilst this individual scheme has a satisfactory access from and to the main through route, permeable routes to adjoining land should also be secured. The land to the west of the site has a resolution to grant planning permission for residential development (P13/V2046/FUL) and access to and from this site would assist in integrating the development with the existing, and growing, local community. Therefore a requirement to ensure unfettered pedestrian and cycle access is to be conditioned.
- 6.10 In a similar way the land to the east may come forward for development in the near future. Access provision from the current site into that land should be secured for pedestrians, cycles and vehicular traffic should the inter-connectivity linkages be considered desirable on urban design, highway convenience and social cohesiveness and place making reasons.

Drainage

- 6.11 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.

Heritage Assets

- 6.12 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 to the south and west of the site. In terms of archaeology, the county archaeologist raises no objection.

Cumulative impact considerations

- 6.13 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.
- 6.14 Using the latest population figures available to the council, this development will increase the population of Marcham by approximately 130 people (based on a district wide figure of 2.409). This represents a 7.8% increase in the population of the village, given the latest census data. The number of dwellings would result in an increase of 7.3% in the existing parish housing stock.
- 6.15 The cumulative impact of other emerging schemes, including schemes in emerging Local Plan, would imply that this development would form part of a general contribution that would add to the population of the village. This could result in an overall contribution of an additional 200 dwelling units with an estimated population increase of 480 residents overall.
- 6.16 The scope of this proposal, proposals already under consideration and future land allocations are not, at this stage, considered to warrant the submission of an Environment Impact Assessment Statement. Provided suitable contributions are secured for on-site and off-site services and infrastructure to offset the impact of the development, this proposal is

considered capable of being accommodated in the locality without detriment

Affordable housing

- 6.17 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 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

- 6.18 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 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 no up to date adopted local plan and the current shortfall in the council's five year housing land supply. These should be afforded significant weight in light of advice in the National Planning Policy Framework.

- 7.2 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. The site is seen as a sustainable location to local village facilities and to services available in the wider locality. On these criteria the proposal should be considered favourably.

8.0 **RECOMMENDATION**

It is recommended that the decision to grant outline planning permission be delegated to head of planning in consultation with the committee chairman subject to:

- 1 **Completion of section 106 agreements to secure:**
 - on-site affordable housing provision
 - on site open space provision
 - contributions towards off-site facilities and services
- 2 **The following conditions including, the requirements for receipt of a reserved matters application or a detailed scheme within six months and that scheme to be available for implementation within 18 months from the date of the outline permission to help address the immediate housing land shortfall:**
- 3 **And the following conditions:**
 - 1 : 6 Month time limit
 - 2 : Approved plans
 - 3 : Details of access onto Packhorse lane
 - 4 : MC2 - Materials (Samples)
 - 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 : Grampian condition on water capacity**
- 14 : RE7[1] – Boundary details in accordance with plan**
- 15 : RE5 - Restriction on fences / walls**
- 16 : RE11 - Garage accommodation**
- 17 : refuse bin storage**
- 18 ; cycleway / footpath route network**
- 19 : construction traffic management plan**
- 20 : residential travel plan**

Author / Officer: David Rothery - Major Applications Officer
Contact number: 01235 540349
Email address: david.rothery@southandvale.gov.uk