

APPLICATION NO.	P15/V1758/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	22.7.2015
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	Mr P Holmes
SITE	6 Mill Road, Marcham, Abingdon, OX13 6NZ
PROPOSAL	Demolition of existing outbuildings, conversion of an existing workshop into 2 bed dwelling and erection of pair of semi-detached 3 bed dwellings. (As amended by drawing 14114-p02b received on 23.09.2015. The car port has been omitted)
AMENDMENTS	23.09.2015
GRID REFERENCE	445547/196700
OFFICER	Abbie Gjoka

SUMMARY

- The application is referred to planning committee due to an objection from Marcham Parish Council. Three letters of objection have also been received.
- The application is for the demolition of existing outbuildings, conversion of an existing attached workshop attached to no.8 Mill road into a two-bedroom dwelling and the erection of a pair of three-bedroom dwellings at the rear of No.6 Mill Road.
- The main issues are whether the scheme would have a harmful impact on the character of surrounding area, the Marcham Conservation Area, residential amenity and the highway network.
- The proposed dwellings are of traditional design and have a low eaves height with first floor accommodation in the roof space. It will be 7.0 metres in height. The conversion and extension to the workshop to create a new dwelling is of a sympathetic design, in keeping with the character and appearance of the area.
- Amended plans have been submitted during the application process, which have omitted the proposed car port from the scheme.

1.0 INTRODUCTION

- 1.1 The site is located on land to the rear garden of No.6 Mill road within the village conservation area. The existing neighbouring properties are located to the north, south and east of the application site. To the north are the gardens of several dwellings, No.4 Mill Road and No.1 and No.3. Frilford Road. To the south-east are farm buildings, and No. 8 Mill Road and 'the Old School'. To the east is an open green area containing several semi-mature trees and then Mill Road itself. The existing access from Mill Road would be utilised. A location plan is **attached** at Appendix 1.
- 1.2 The site is located within the Marcham Conservation Area.

2.0 PROPOSAL

- 2.1 The application seeks planning permission for the erection of a pair of semi-detached dwellings and the conversion of the existing outbuilding attached to no.6 Mill road into a two bedroom dwelling. The proposed dwelling has been designed to be of traditional form with a relatively low eaves height and first floor accommodation in the roof space.
- 2.2 Amended plans have been submitted during the application process, omitting the proposed car port from the scheme. The amended application plans are **attached** at

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Below is a summary of the responses received to the scheme. A full copy of all the comments made can be viewed online at www.whitehorsedc.gov.uk.

Marcham Parish Council	<p>Object:</p> <p>“1. The height of the workshop facing the village green is to increase thereby creating an adverse impact on the street scene in the conservation area. The proposal would interfere with the long standing classic view. 2. The proposal intensifies the use of the village green changing from what is an accessway to a workshop into a roadway serving 3 dwellings. The Parish Council great concerns regarding the impact on the village green, the likely driving over the grass and the damage to existing trees. 3. The development seems tightly packed with insufficient parking arrangements. If all shown spaces are in use there seems very little room to manoeuvre vehicles. Tandem parking would result in vehicles being blocked. The spaces shown are not as usable as 6 independent bays. In addition there are no spaces for visitors. Mill Road is already very congested with vehicles parking and there are current problems for large agricultural vehicles being able to pass stationary cars. There are concerns that parking on the village green would result. 4. The proposal is overdevelopment of the area”</p>
County Archaeologist	No objection, subject to conditions
Countryside Officer	No objection, subject to conditions
Thames Water Development Control	No objection, subject to informative
Forestry Team	No objection, subject to condition
Vale - Highways Liaison Officer (Oxfordshire County Council)	<p>No objections, subject to conditions</p> <p>The comments submitted by the Highways Officer state as below:</p> <p>“The proposal would utilise an existing shared access arrangement from the highway on Mill Road with the adjacent site. To ensure vehicle speeds are attenuated on egress in this location, including with a footway crossing the accesses, a rumble strip should be provided across this site access.</p> <p>Car parking provision according with standards is provided, however, some visitor parking should be provided within the proposed development to minimise obstruction of the adjacent highway which may have parking pressure. Parking bays in front of the carport should be marked out.</p> <p>Give the location near a likely busy junction (with the A415) a Construction Traffic Management Plan (CTMP) would minimise risk to highway safety. The proposal and car parking provision and turning space to be SUDS compliant.</p> <p>Therefore, there are no objections in principle subject to appropriate conditions reflecting the</p>

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	above being attached to any permission that may be granted”
Neighbours – Two letters of objection have been received	<p>Grounds for objection -</p> <ul style="list-style-type: none"> - the proposed car port would have a harmful impact on the neighbouring properties in terms of over-dominance and loss of light. - increase the noise and will increase the air pollution in the area, as there will be more cars coming into the site;
One letter of comment has been received	<p>Comment –</p> <ul style="list-style-type: none"> - the proposal will cause over-looking from the proposed ground floor windows on the side elevation of the new semi-detached dwelling.

4.0 RELEVANT PLANNING HISTORY

4.1 There is no planning history associated with the site.

5.0 POLICY & GUIDANCE

5.1 Vale of White Horse District Council Local Plan 2011

The development plan for this area comprises the adopted Vale of White Horse local plan 2011. The following local plan policies relevant to this application were ‘saved’ by direction on 1 July 2009.

- DC1 - Design
- DC5 - Access
- DC6 - Landscaping
- DC9 - The Impact of Development on Neighbouring Uses
- H11 - Development in the Larger Villages
- HE1 - Preservation and Enhancement: Implications for Development

5.2 Emerging Local Plan 2031 – Part 1

The draft local plan part 1 is not currently adopted policy. Paragraph 216 of the NPPF allows for weight to be given to relevant policies in emerging plans, unless other material considerations indicate otherwise, and only subject to the stage of preparation of the plan, the extent of unresolved objections and the degree of consistency of the relevant emerging policies with the NPPF. At present it is officers' opinion that the emerging Local Plan housing policies carry limited weight for decision making. The relevant policies are as follows:-

- | | |
|----------------|--|
| Core Policy 1 | Presumption in favour of sustainable development |
| Core Policy 3 | Settlement hierarchy |
| Core Policy 4 | Meeting our housing needs |
| Core Policy 5 | Housing supply ring-fence |
| Core Policy 15 | Spatial strategy for South East Vale sub-area |
| Core Policy 37 | Design and local distinctiveness |
| Core Policy 39 | The historic environment |
| Core Policy 44 | Landscape |

5.3 Supplementary Planning Guidance

- Design Guide – March 2015

5.4 National Planning Policy Framework (NPPF) – March 2012

The following paragraphs are relevant –

- 7 – sustainable development
- 14 – presumption in favour of sustainable development
- 17 – core planning principles
- 49 – five year supply of housing land
- 126 – 141 – heritage assets

5.5 National Planning Practice Guidance 2014 (NPPG)

5.6 Neighbourhood Plan

Marcham does not have a neighbourhood plan currently

5.7 Environmental Impact

This proposal does not exceed 150 dwellings and the site area is under 5ha. Consequently the proposal is beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015 and this proposal is not EIA development and there is no requirement under the Regulations to provide a screening opinion.

5.8 Other Relevant Legislation

- Planning (Listed Buildings and Conservation Areas Act) 1990
- Community & Infrastructure Levy Legislation Human Rights Act 1998
- Equality Act 2010
- Section 17 of the Crime and Disorder Act 1998
- Natural Environment and Rural Communities (NERC) Act 2006
- The Conservation of Habitats and Species Regulations 2010
- Localism Act (including New Homes Bonus)

5.9 Human Rights Act

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

5.10 Equalities

In determining this planning application the Council has regard to its equalities obligations including its obligations under section 149 of the Equality Act 2010.

6.0 PLANNING CONSIDERATIONS

6.1 The main planning considerations are the following:

1. Principle of development
2. Design and layout
3. Residential amenity
4. Highway safety and parking
5. Other

6.2 Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the local planning authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations. The development plan currently comprises the saved policies of Vale of White Horse Local Plan 2011. Paragraph 215 of the NPPF provides that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

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- 6.3 Other material planning considerations include national planning guidance within the NPPF and NPPG and the emerging Vale of White Horse Local Plan: Part 1-Strategic Sites and Policies and its supporting evidence base.
- 6.4 Paragraph 47 of the NPPF expects local planning authorities to “*use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area*”... The authority has undertaken this assessment through the April 2014 SHMA which is the most up to date objectively assessed need for housing. In agreeing to submit the emerging Local Plan for examination, the Council has agreed a housing target of at least 20,560 dwellings for the plan period to 2031. Set against this target the Council does not have a five year housing land supply.
- 6.5 Paragraph 49 of the NPPF states “*Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites*”. This means that the relevant housing policies in the adopted Local Plan are not considered up to date and the adverse impacts of a development would need to significantly and demonstrably outweigh the benefits if the proposal is refused. In order to judge whether a development is sustainable it must be assessed against the economic, social and environmental roles.
- 6.6 The relevant housing policies of the adopted and emerging local plan hold very limited material planning weight in light of the lack of a five year housing supply. Consequently the proposal should be assessed under the NPPF where there is a presumption in favour of sustainable development. Sustainable development is seen as the golden thread running through the decision making process. Having a deliverable five year housing supply is considered sustainable under the 3 strands. Therefore, with the lack of a five year housing supply, the proposal is acceptable in principle unless any adverse impacts can be identified that would significantly and demonstrably outweigh the benefits of meeting this objective, or specific policies in the NPPF indicate that development should be restricted.
- 6.7 The application site is located within the main built up area of Marcham. Marcham is one of the larger villages within the Vale, with a reasonable range of services and facilities. There is an hourly bus service to and from Oxford. Consequently, it is considered the proposal is relatively sustainable in terms of its economic and social aspects.
- 6.8 The environmental aspect of the proposal also needs to be assessed, which includes an assessment of the impact of the proposal on the character of the area, neighbouring properties and highway safety.
- 6.9 **Design and Layout**
Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention should be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. Policy HE1 of the adopted local plan seeks to preserve or enhance the character or appearance of the conservation area. Policies DC1 and H11 require that development should be a scale, layout and design that would not materially harm the form, structure or character of the settlement. The design guide at DG51 seeks that new development should generally reflect the scale of the existing settlement.
- 6.10 The site is located within the heart of the village, on the land to the rear of No. 6 Mill Road. This part of the village is characterised by differing property styles and ages and there is considered to be no definitive pattern of development. Plots vary in their width,

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depth and form with some dwellings abutting the pavement, others set back from the road.

- 6.11 Amended plans have been submitted during the application process, omitting the proposed car port on the north-western boundary from the proposal adjoining No.1 Frilford Road. This amendment removed what was considered a dominant structure running the whole width of the neighbour's rear garden. The proposed pair of semi-detached dwellings utilise traditional materials and complement the local vernacular. The proposal will have a pitched roof with the maximum height not exceeding 7.0 metres measured from the ground level. The eaves will be relatively low with the available roof space is to be used as first floor living accommodation. The dwellings will incorporate pitched roofed front and rear dormer windows and velux roof lights. Private amenity space is proposed to the rear of the new dwellings.
- 6.12 The proposed conversion of the former foundry outbuilding attached to No.6 Mill Road and located to the front of the site will create a new two bedroom dwelling. The roof height will be raised from 4.9 metres to 6.0 metres to allow for the new first floor accommodation. The eaves will be raised from 2.6 metres to 3.1 metres. The building will be set lower than the existing dwelling (no.6) and there will be limited external alterations to the front elevation which fronts the main road and the green. The proposal includes the erection of a single storey rear extension and a new rear fully glazed dormer window.
- 6.13 The proposed development would be visible from Mill Road. The semi-detached properties would be set back 27 metres from the road and would be seen within the context of the existing site. Given the pattern of other development in the vicinity it is considered that the proposal can be accommodated on the site without causing harm to the character or appearance of the conservation area.
- 6.14 As such the proposal is considered to comply with the requirements of local plan policies DC1, HE1 and H11 and the provisions of the NPPF, NPPG and the design guide.

Residential Amenity

- 6.15 Policy DC9 seeks to prevent development that would result in a loss of privacy, daylight or sunlight for neighbouring properties or that would cause dominance or visual intrusion for neighbouring properties and the wider environment.
- 6.16 According to the council's adopted design guide, a minimum distance of 12 metres is recommended between the habitable windows of a dwelling and the flank wall of a two storey neighbouring dwelling, and 21 metres between opposing habitable windows in two neighbouring two storey dwellings. The proposed semi-detached dwellings are of a traditional design and the proposed north flank wall will lie approximately 14 metres from the nearest of the neighbouring properties to the north. The proposed front wall of the semi-detached dwellings will be 21 metres from the main rear wall of the proposed converted 2 bedroom dwelling.
- 6.17 Conservation style rooflights are proposed for the newly constructed dwellings. The windows will be located in the front and rear elevations looking directly down the rear garden and front drive way area. The roof lights are also high level and will not result in any harmful over-looking. The new rear dormer in the converted building will be at least 21 metres from neighbouring properties. There are no first floor side windows proposed. Boundary treatments will provide screening at ground floor level.
- 6.18 Given the height of the proposed semi-detached dwellings, which will not exceed 7.0 metres at the ridge level, and the distance of at least 12.0 metres off the neighbouring properties, officers consider the proposed dwelling is sufficient distance from

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neighbouring properties to ensure that no harmful loss of light would occur. Moreover it is not considered it would cause a visual intrusion to neighbouring properties. The plans originally submitted proposed a detached carport running the full width of the northern boundary. It was considered that the car port would have a harmful impact on the amenities of No1. Frilford Road in terms of over-shadowing and over-dominance. The car port has now been omitted from the proposal.

- 6.19 As such the proposal is considered to comply with the requirements of local plan policy DC9, and the provisions of the NPPF, NPPG and Residential Design Guide.

Highway safety

- 6.20 Policy DC5 requires safe access for developments and that the road network can accommodate the traffic arising from the development safely. Paragraph 32 of the NPPF states: *“Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.”*
- 6.21 The proposal provides eight off street parking spaces within the site which accord to car parking standards. A turning area is also provided and the car parking incorporates visitor car parking space. The access to the site is as existing directly off of Mill Road to the front eastern side. The county highways liaison officer has been consulted and is satisfied that the access can accommodate the predicted additional traffic from the proposal.
- 6.22 As such the proposal is considered to comply with the requirements of local plan policy DC5, and the provisions of the NPPF, NPPG and Residential Design Guide.

Other Issues

Trees

- 6.24 The arboricultural officer has assessed the amended proposal and is of the opinion that the new dwelling will not have a direct impact on the trees on the site or adjacent to the site.

Archaeology

- 6.25 The site is located within an area of archaeological potential and as such conditions requiring archaeological monitoring and recording action (watching brief) to be maintained during the period of construction are necessary.

7.0 CONCLUSION

- 7.1 The application is recommended for approval as the development would comply with the relevant development plan policies and the National Planning Policy Framework. The principle of the proposed development is considered to be acceptable, it would not harm the character or appearance of the conservation area or the amenities of neighbouring properties, and there is adequate and safe access and parking provision for the site. The proposal, therefore, complies with the provisions of the development plan, in particular policies DC1, DC5, DC6, DC9, H11, HE1 and NE9. The development is also considered to comply with the provisions of the National Planning Policy Framework.

8.0 RECOMMENDATION

- 8.1 **It is recommended that authority to grant planning permission subject to the following conditions:**

- 1. Time limit.**
- 2. Approved plans.**
- 3. Details of materials.**
- 4. Access, parking and turning in accordance with approved plans.**

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- 5. Landscaping scheme.**
- 6. Tree protection.**
- 7. Boundary treatment.**
- 8. Archaeology.**
- 9. Wildlife protection.**
- 10. No drainage to highway.**

Informatives:

- 1. Surface water drainage.**
- 2. Trees in the conservation areas.**

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