

APPLICATION NO.	P15/V3042/O
APPLICATION TYPE	HYBRID APPLICATION
REGISTERED	24.12.2015
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	The Anson Trust and Thomas Homes
SITE	Marcham Village Institute and Anson Field Marcham Abingdon, OX13 6NG
PROPOSAL	Full application for planning permission for conversion of the Anson Institute building to 3x apartments (2x 2 bed, 1x 1bed) and erection of 5x new dwelling houses (4x 3 bed, 1x 4 bed), and for the erection of 5x 4 bedroom dwellings along with new community building, MUGA and rearranged sports pitches on Anson Field. Outline application for the erection of nursery building on Anson Field with all matters reserved.
GRID REFERENCE	445708/196769
OFFICER	Stuart Walker

1.0 INTRODUCTION

- 1.1 This application is referred to planning committee at the discretion of the Development Manager due to the level of public interest.
- 1.2 The hybrid application seeks full permission to redevelop part of the Anson Field in the heart of the village with five dwellings and a new village hall, a multi-use games area (MUGA) and rearranged sports pitches, and outline permission for a new children's nursery building. The application also seeks full permission to convert the Anson Institute building (located in North Street) into three apartments and erect a further five dwellings on land to the rear.
- 1.3 The Anson Field site, owned by the Anson Trust, measures 3.01 hectares and is currently an area of open space within the built up area of the village. It is bounded by residential properties to the east (Morland Road and Howard Cornish Road), south (Packhorse Lane) and north west (Tower Close). Marcham C of E primary school is located adjacent to the site on its north east corner. The existing site comprises of a football pitch, cricket pitch, a children's day nursery (in a portakabin) and the Marcham Sport, Scouts and Social club building, along with two garages used for storage. A public footpath (ref: 293/10) runs along the south boundary.
- 1.4 The Anson Institute site, also owned by the Anson Trust, measures 0.2 hectares and is located on the east side of North Street, within the Marcham village conservation area. The Institute building is a former community hall of brick construction circa 1903, and is considered to be a landmark building of local historical interest as a non-designated heritage asset. The site is bounded to the north and south by dwellings, some of which are listed. A site location plan is **attached** at appendix 1.
- 1.5 The Anson Field site is a key part of the recreational facilities that exist for the whole of the village. It is well used by existing residents and is held in high regard as an asset to village life. The Anson Trust, a charitable organisation set up in 1913, is responsible for the upkeep of these facilities. Its key objective is to provide amenities

for the welfare, recreation and leisure of parishioners in Marcham. The trust considers its existing facilities are now in need of replacement to secure the long term future of facilities for the village. The replacement of these facilities is, however, reliant on the residential element gaining permission as the residential development will fund the delivery of the proposed new facilities.

2.0 **PROPOSAL**

2.1 There are essentially three elements to the proposal – 1: redevelopment of the Anson Institute site, 2: redevelopment of the Anson Field site, and 3: the outline proposal for a new children’s nursery.

2.2 *1: Anson Institute Site*

The proposed development on the Institute Building site involves the creation of eight new dwellings. The Anson Institute building is to be retained, altered and converted to three apartments (2x 2 bed, 1x 1 bed) and five new houses are proposed to be constructed on land to the rear with two pairs of semi-detached dwellings (all 3 bedrooms) and a single detached 4 bedroom house. The new dwellings are all two-storey with a traditional form and brick and tile construction, with private gardens and 19 off-road parking spaces provided in a parking court.

2.3 *2: Anson Field Site*

The proposed development on Anson Field involves the provision of family homes alongside enhancements to community facilities. The residential element consists of five detached two storey dwellings, each with private garden space and on plot parking. The proposed houses are influenced by surrounding properties with regard to their scale, density, design and materials.

2.4 The new community building is proposed to replace the present flat roof buildings on Anson Field and the little used Anson Institute. It includes a large function room, three changing rooms (including provision for disabled users), a kitchen and bar. The northern wing of the building contains a further large space to be used as a community hall. The first floor of the building (accessible via lift or stairs) will provide a further meeting room and offices connected to the community use. The building is proposed to be constructed with timber clad walls atop a brick plinth, with a plain clay tiled roof. Car and cycle parking are included in the proposals to serve the new facility along with dedicated bin and recycling storage.

2.5 A new multi-use games area (MUGA) is proposed to the north of the community building. The proposals also involve the reorganisation of sports pitches on the field. The proposed arrangement allows for the creation of an additional football pitch resulting in two pitches at the site. The existing cricket pitch and children’s play area will remain in situ.

2.6 *3: outline proposal*

A new dedicated children’s nursery is proposed to the eastern side of Anson Field including a building and play area. The proposed nursery is set to the north of the proposed dwellings. All detailed aspects of the nursery development are reserved.

2.7 A full suite of surveys and assessments have been undertaken to support the application and extracts from the plan drawings are **attached** at Appendix 2. All plans and supporting technical documents accompanying the application are available to view online at www.whitehorsedc.gov.uk.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

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

Marcham Parish Council	Support, but also raise a number of concerns. Their full comments are attached at appendix 3.
Neighbours	<p>146 letters of support have been received along with a petition supporting the proposal with 122 signatures.</p> <p>Four letters of objection have been received raising the following concerns:</p> <ul style="list-style-type: none"> • Infrastructure impact • Housing should not be used to provide these facilities • School capacity • Traffic generation / inadequate access onto Morland Road • Impact on neighbours (noise disturbance and loss of privacy) • Inadequate boundary treatments • Concern over relocation of football pitch • Construction traffic, construction disturbance and continuity of facilities during construction period.
Marcham Football Club	Support.
Marcham Cricket Club	Support.
Marcham School	<p>No objection in principle, but raise the following concerns:</p> <ul style="list-style-type: none"> • Impact on school places from additional residents and lack of capacity for new classroom • Traffic in vicinity of school site • Request conditions on construction times
Marcham Society	Support.
Marcham Community Group & Marcham Community Facilities Steering Group	Support.
Marcham Womens Institute	Support.
Oxfordshire County Council One Voice	<p><i>Highways</i></p> <ul style="list-style-type: none"> • No objection, subject to conditions on access, car parking and cycle parking.

	<p><i>Archaeology</i></p> <ul style="list-style-type: none"> No objection, subject to conditions on archaeological investigation and evaluation. <p><i>Education</i></p> <ul style="list-style-type: none"> No objection, subject to the provision of an early years and childcare provision with a minimum of 46 places meeting the requirements of the Early Years Foundation Stage Statutory Framework to relocate Abingdon Little Angels. Contribution of £53,797 for Marcham primary school expansion requested. <p><i>Property</i></p> <ul style="list-style-type: none"> No objection. S106 monitoring contribution £500 requested. <p><i>County councillor Richard Webber</i></p> <ul style="list-style-type: none"> Support.
Environment Agency	No objection.
Thames Water	No objection.
Drainage Engineer	No objection.
Environmental Health – Protection	No objection.
Waste Management Team	No objection.
Conservation Officer	Support, subject to conditions on materials.
Countryside Officer	No objection, subject to condition on ecology mitigation.
Tree Officer	No objection, subject to tree protection condition.
Landscape Officer	No objection, subject to further details on hard and soft landscaping.
Urban Design Officer	Support.
Housing Development Officer	No objection.
Equality Officer	No objection.
Sport England	No objection, subject to conditions on change room details and details of the maintenance of the transition of pitches

	between football and cricket seasons.
Leisure Team	Support.

4.0 RELEVANT PLANNING HISTORY

4.1 Pre-application advice

[P15/V1844/PEJ](#) - (24/09/2015)

Residential development of Anson Institute Building. Development of new community buildings with residential development at Anson Field.

Advice given on

- Principle and policy context,
- Urban design issues and amenity,
- Heritage assets,
- Parking and highways,
- Sports pitch provision; and
- Public access to new community hall.

Applications

[P12/V0854](#) – Withdrawn (06/06/2014)

Demolition of the existing 'Marcham Sports, Scouts and Social Club' and 'Little Angels Nursery' and the redevelopment of half of the Anson Field to provide for 51 residential units with associated means of access from Morland Road, car parking, landscape, amenity space and service infrastructure and application for the erection of a new community hub comprising: a replacement cricket and football pitch, a multi-use games area (including floodlights) a children's day nursery, community halls, youth facilities, a bar area, a kitchen, sports changing rooms and other associated accommodation along with two garage structures to provide storage on land north of Hyde Copse, with associated means of access from Howard Cornish Road, car parking, landscape, amenity space and service infrastructure.' (As amended by plans received 19 July 2012)

[P04/V0041](#) - Approved (28/07/2011)

Erection of 6 cottages with car parking & access. Re-provision of 17 car parking spaces for institute building & demolition of rear part of institute building & reconstruct truncated end wall.

[P08/V7029](#) - Approved (18/12/2008)

Continued siting of a portable building for use as a children's nursery (formerly used as a youth and out-of-school children's club) and an oil tank for heating

[P04/V1204](#) - Approved (31/08/2004)

Erection of a garage to be used as storage. (Anson Field).

[P02/V1779](#) - Approved (17/03/2003)

Variation of condition 2 on Planning Permission MAR/3036/7 to allow for extended hours of use. Siting of oil tank.

[P02/V0308](#) - Approved (13/05/2002)

Siting of a portable building for use as a Youth Club.

5.0 POLICY & GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 places a duty on local planning authorities to determine proposals in accordance with the development plan unless material considerations indicate otherwise. The following development plan policies are relevant to this application:

Vale of White Horse District Council Local Plan 2011

GS1 - Developments in Existing Settlements
H11 - Development in the Larger Villages
H23 - Open Space in New Housing Development
CF1 - Protection of Existing Services and Facilities
CF2 - Provision of New Community Services and Facilities
L1 - Playing Space
L7 - Retention of small scale local leisure facilities
L8 - Provision of small scale local leisure facilities
DC1 - Design
DC4 - Public Art
DC5 - Access
DC6 - Landscaping
DC7 - Waste Collection and Recycling
DC8 - The Provision of Infrastructure and Services
DC9 - The Impact of Development on Neighbouring Uses
NE9 - The Lowland Vale
HE1 - Preservation and enhancement: implications for development
HE4 - Historic buildings; setting
HE9 - Archaeology
HE10 - Archaeology
HE11 - Archaeology

The emerging Local Plan 2031, Part 1, Core Policies

1 – Presumption in favour of sustainable development
3 – Settlement hierarchy
4 – Meeting our housing needs
7 – Providing supporting infrastructure and services
8 – Spatial strategy for the Abingdon on Thames and Oxford Fringe Sub-Area
22 – Housing mix
23 – Housing density
24 – Affordable housing
26 – Accommodating current and future needs of the ageing population
33 – Promoting sustainable transport and accessibility
35 – Promoting public transport, cycling and walking
36 – Electronic communications
37 – Design and local distinctiveness
38 – Design strategies for strategic and major development sites
39 – The historic environment
40 – Sustainable design and construction
41 – Renewable energy
42 – Flood risk
43 – Natural resources
44 – Landscape
45 – Green Infrastructure
46 – Conservation and improvement of biodiversity
47 – Delivery and contingency

- 5.2 The draft local plan part 1 is not currently adopted policy. Whilst the plan has been through

Examination the Inspector's report has not been received and objections to the plan remain unresolved. As per paragraph 216 of the NPPF, at present it is officers' opinion that the emerging Local Plan carries limited weight for decision making.

5.3 Neighbourhood Plan

There is currently no neighbourhood plan for the parish of Marcham.

5.4 Supplementary Planning Guidance (SPG)

- Design Guide – March 2015
- Open space, sport and recreation future provision – July 2008
- Affordable Housing – July 2006
- Flood Maps and Flood Risk – July 2006
- Planning and Public Art – July 2006
- Oxfordshire Local Transport Plan 2011 to 2030
- Draft Local Transport Plan 4 – 2015
- S106 interim guidance – 2014

5.5 National Planning Policy Framework (NPPF) – March 2012

5.6 Planning Practice Guidance (NPPG) – March 2014

5.7 Environmental Impact Assessment

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. A screening opinion has been issued to that effect.

5.8 Other Relevant Legislation

- Planning (Listed Buildings and Conservation Areas Act) 1990
- Community & Infrastructure Levy Legislation
- 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)
- Human Rights Act 1998
- Section 149 of the Equality Act 2010

6.0 PLANNING CONSIDERATIONS

6.1 *The principle of development*

The application is contrary to local plan policy H11 as it involves new housing development on a site larger than 0.5 hectares and would result in the loss of facilities important to the local community. However, whilst the council does not have a five year housing land supply, policy H11 is inconsistent with the NPPF. The proposed development, therefore, needs to be considered on its site specific merits and whether it constitutes a 'sustainable' form of development as defined in the NPPF.

6.2 Marcham is one of the larger villages within the district with a range of services and facilities. Both sites lie within the built up area of the village and are in a sustainable location, central to the main village core, with close proximity to the range of services and facilities available within the village.

6.3 Policies CF1, L1 and L7 of the adopted local plan state that development involving the loss of land or buildings in community use, outdoor playing space or leisure facilities will

only be permitted if a deficiency in such facilities will not be created. These policies are consistent with the NPPF. Whilst the proposal will result in the loss of some existing facilities, it will provide replacement facilities and thus will accord with the ambit of these policies. In addition, the NPPF puts strong emphasis on housing being used to further enhance rural vitality. For these reasons, the principle of the proposal is considered to be acceptable.

6.4 ***Design***

Good design is a key aspect of sustainable development and the NPPF is explicit in seeking a high quality outcome. The design and layout of the proposed development are considered acceptable in their context. Adequate private and public outdoor space is provided along with sufficient levels of parking. Overall officers are content the proposal would result in a high quality scheme as sought by national policy.

6.5 ***Landscape and trees***

The application is supported with a concept landscape plan and the proposed layout has sufficient space to deliver a well landscaped scheme. The council's landscape officer has raised no objection subject to the submission of a detailed landscape scheme (by condition). The tree officer raises no objection subject to tree protection measures being agreed (by condition). The proposal is therefore acceptable in this respect.

6.6 ***Impact on neighbours / residential amenity***

Whilst there have been 146 letters of support for the proposal, four letters of objection have been received due to concerns about noise and disturbance and loss of privacy.

6.7 The layout of the proposed development would not have any harmful impact on residential amenity of adjacent houses in terms of overshadowing, light pollution, noise and disturbance, over-dominance or loss of privacy. Amenity standards within the council's residential design guide have been observed. The proposed layout is considered to deter crime and provide adequate levels of surveillance over public areas and recycle bin storage and collection points for each site are acceptable. Officers consider the proposal is thus acceptable in amenity terms.

6.8 ***Highways***

The Anson Field site will be accessed via the existing access point off Morland Road. The Anson Institute site will be accessed via its existing access off North Street. The county highways team has assessed both locations and raises no objections on highway safety grounds. They also raise no objection to traffic generation arising from each site and consider the respective levels of on-site parking to be satisfactory. Issues of traffic generation, access and parking are, therefore, considered to be acceptable.

6.9 ***Affordable housing and viability***

Core Policy 24 of the emerging Local Plan Part 1, 2031 seeks 35% affordable housing on all sites capable of three or more dwellings. A tenure mix of 75% social rented and 25% intermediate housing will normally be sought. Any change to tenure mix or the percentage of affordable housing will need to be supported by a viability assessment.

6.10 To comply with Core Policy 24 this proposal would need to provide 5 affordable units (4 rented and 1 shared ownership). The applicant, however, proposes no affordable housing on grounds of viability which is discussed in more detail below.

6.11 The applicant has produced a viability report to appraise the development proposal. The report is a residual appraisal which assumes present day values and costs, so reflects the viability of the development if it were built out and sold in current market

conditions. It indicates the developer’s return will be below competitive benchmark rates due, in part, to providing the replacement facilities and existing land values. As a result the viability appraisal shows that the scheme is unable to be delivered if affordable housing is provided in accordance with Core Policy 24.

6.12 The viability report has been independently reviewed by an external viability consultant on behalf of the council (as local planning authority) who confirms the assumptions and inputs used are fair and reasonable. However, the consultant considers the projected sales values are ‘soft’, and that the developer may achieve higher sales values once the scheme is built out. An overage clause would therefore be required to capture any uplift to provide affordable housing elsewhere.

6.13 Officers have considered this proposal carefully, given community facilities are effectively replacing the policy requirement for affordable housing. It has been a long standing aim of the village to provide these new facilities and Marcham has seen a number of new houses built recently which will increase the population of the village, leading to more pressure to provide new amenity facilities in the centre. On balance, officers consider the delivery of the proposal to outweigh the conflict with Core Policy 24.

6.14 **Housing Mix**

The Oxfordshire Strategic Housing Market Assessment 2014 (SHMA) is the most recent assessment and estimates the following open market dwelling requirement by number of bedrooms (2011 to 2031) for the District:

	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
SHMA	5.9%	21.7%	42.6%	29.8%
Expectation	1	3	5	4
Proposal	1	2	4	6

6.15 Officers consider the proposed closely aligns with SMHA expectations and is acceptable.

6.16 **Drainage and Flood Risk**

Both sites lie within Flood Zone 1 and are large enough to deal with surface water without causing surface water runoff to the highway or onto neighbouring properties. In respect of foul drainage, the new dwellings and community building will be connected to the main sewer, which is acceptable in principle and the drainage engineer has raised no objection subject to further details being submitted. Subject to the suggested drainage conditions, the proposal is acceptable in respect of flood risk and drainage.

6.17 **Heritage Assets**

The Anson Institute site lies within the Marcham village conservation area and the existing Anson Institute building is considered to be a non-designated heritage asset. The development on the Anson Field site is located within the setting of the village conservation area.

6.18 The location of buildings on both sites is logical in terms of being assimilated into the established grain of the village and evolved village morphology, and will preserve the character and appearance of the conservation area and its setting. Similarly, the height, scale and form of the new housing at the Institute site fits sympathetically into the conservation area, respects the setting of the Anson Institute and preserves the setting of adjoining listed buildings on North Street.

6.19 The proposed conversion of the Institute building is considered to be sympathetic to its

character and will reuse a striking landmark building within the village. The scheme will also retain the front boundary wall, entrance steps and front elevation of the Institute as well as the stone boundary wall along the north side of the building. The important aspects of views of the Institute from North Street, will therefore be protected.

- 6.20 Overall, the conservation officer supports the proposal. The proposal is considered to have no adverse impact in respect of heritage assets and complies with the policies on conserving and enhancing the historic environment contained in the NPPF, planning policies HE1 and HE4, and the statutory tests set by Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.21 **Archaeology**
Policy HE10 of the adopted Local Plan states that development will not be permitted if it would cause damage to the site or setting of nationally important archaeological remains, whether scheduled or not.
- 6.22 The applicant has undertaken a geophysical survey of the Anson Field site and two subsequent phases of archaeological evaluation have been undertaken. These have revealed evidence of a Bronze Age barrow cemetery and an early to middle Iron Age settlement. The evaluation identified one barrow with a central primary burial whose ditches appear to have been infilled during the Iron Age. Whilst only one barrow was found other very similar circular features were revealed by the geophysical survey and these are therefore assumed to be further barrows. The Iron Age settlement appears to have been quite extensive with storage pits that have been reused for rubbish dumping and evidence of roundhouses. The evaluation identified further evidence of round houses that were not identified by the geophysical survey and further structures of that period should therefore be expected to occur across the entire site. The county archaeologist confirms that the “Anson Field site will therefore require further archaeological investigation”.
- 6.23 The Anson Institute site has not been evaluated, but this could be undertaken through a programme of archaeological investigation. The County Archaeologist has no objections to the development subject to further investigation prior to commencement of development (secured by condition). Subject to this, the proposal accords with adopted local plan policy HE10 and the NPPF.
- 6.24 **Ecology**
A Phase 1 habitat survey has been undertaken in connection with the development along with bat emergence surveys. The findings of the surveys are contained in the accompanying ecology report. The report confirms that bat roosts of low conservation value will be lost as a result of the proposed development along with 0.6 Ha of species poor grassland.
- 6.25 The report confirms that the ecological impacts of the proposed development can be effectively mitigated and recommends measures. The countryside officer has assessed the application and raises no objection subject to the mitigation measures being implemented. This can be secured by planning condition. The proposal is therefore considered to accord with the NPPF.
- 6.26 **Infrastructure**
Concern has been expressed that current social and physical infrastructure within the village could not cope with the increase in residents from this proposal, and that the replacement facilities are not sufficient in size and location to offset the impact of

development on the Anson Field.

- 6.27 The County Council have identified that the development will increase pressure upon existing community infrastructure. Therefore contributions have been requested towards increased school places. These are considered to be fair and reasonable and the applicant has agreed to pay these.
- 6.28 The outline element of the proposal will also agree in principle new facilities for a children's nursery, which is acceptable and can be secured through the S106 agreement.
- 6.29 In respect of the replacement facilities the proposal will provide a new community hall, multi-use games area and, through reorganisation of the existing space, an additional football pitch. The size and location of sports pitches within the site is acceptable, and Sport England and the leisure team both support the proposal.

7.0 CONCLUSION

- 7.1 The application has been assessed against relevant saved policies in the adopted local plan, the NPPF, PPG, and all other material planning considerations. It is clear 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 proposal would also result in the significant provision of new community facilities which weighs in favour of the proposal.
- 7.2 The proposed development would perform an economic role by providing additional housing and new commercial nursery premises. The scheme would have a social role as it will provide additional housing and enhance local facilities. The proposal would however have an adverse social impact in that it does not provide any affordable housing, but officers consider this is outweighed by the public benefits of this scheme. The proposal will have some adverse environmental impacts, but these are considered to be outweighed by the wider social and economic benefits of the development and can be mitigated by condition.
- 7.3 The proposal will not be harmful to heritage assets, the character of the area, residential amenity or highway safety and, therefore, complies with the national planning policy framework. Overall the proposed development amounts to sustainable development.

8.0 RECOMMENDATION

- 8.1 **That planning permission be granted subject to:**

1: A section 106 Agreement to secure affordable housing overage, public access to the new facilities and provision of new premises for children's nursery.

2: The following conditions (others may be added or removed):

- 1. Approval of reserved matters.**
- 2. Time limit for submission of reserved matters.**
- 3. Time limit for implementation.**

- 4. Approved drawings and documents.**
- 5. Materials to be agreed.**
- 6. Drainage details to be agreed**
- 7. Tree protection details to be agreed.**

- 8. Hard and soft landscaping scheme to be agreed.**
- 9. Boundary details to be agreed**
- 10. Changing room details to comply with The Football Foundation's Technical Design Guidance Note: *Changing Accommodation*.**
- 11. Details of the maintenance of the transition between the football and cricket seasons to be agreed.**
- 12. Access in accordance with approved plans.**
- 13. Car parking in accordance with approved plans.**
- 14. Cycle parking in accordance with approved plans.**
- 15. Bin storage provision prior to occupation**
- 16. Scheme of archaeological investigation.**
- 17. Archaeological evaluation**
- 18. Ecology mitigation in accordance with approved ecological appraisal.**

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