

APPLICATION NO.	P16/V0992/RM
APPLICATION TYPE	RESERVED MATTERS
REGISTERED	21.4.2016
PARISH	MARCHAM
WARD MEMBER(S)	Catherine Webber
APPLICANT	Matthew Homes Limited
SITE	Land off Packhorse Lane Packhorse Lane Marcham ABINGDON, OX13 6NU
PROPOSAL	Reserved Matters application for the construction of 37 residential units pursuant to application P14/V1976/O (as varied by application P16/V644/O). (As amended by plans received 29 July 2016)
GRID REFERENCE	445770/196520
OFFICER	Stuart Walker

1.0 **INTRODUCTION**

1.1 This application is referred to committee as Marcham Parish Council objects to the proposal.

1.2 The application seeks approval of reserved matters pursuant to permission P14/1976/O for the erection of up to 37 dwellings and related works. The matters for consideration under this application are layout, scale, appearance and landscaping.

1.3 The green field site, broadly square in shape, measures 1.8 hectares in area and is located to the east of the access drive to Marcham Priory (a grade II* listed building) off Packhorse Lane. The site is partially bounded by hedgerows and trees. The site lies outside of the village conservation area, but is located within the Lowland Vale landscape. A location plan is **attached** at appendix 1.

2.0 **PROPOSAL**

2.1 The 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 effectively a third phase of development, following approval of 18 dwellings to the west of the site in August 2013 and replaces the 16 dwellings approved on the north part of the site in May 2014.

2.2 The development will provide 37 dwellings, including 14 units of affordable housing, in a mix of one to five bedrooms. The layout is arranged around one primary route running north to south within the site at a density of approximately 20.5 dwellings per hectare. Each dwelling has allocated parking and private amenity space. In addition, an area of open space is provided to the north of the development with secondary informal spaces located to the east and south.

2.3 The development will be predominantly two storeys in height reflecting the scale of the adjacent residential development. Following amendments, it will also include three chalet bungalows in the south of the site to respect the edge of settlement location and the setting of the listed priory. Dwellings will be a mix of brick and render with tiled and slate roofs and simple fenestration patterns in a traditional form with pitched roofs. The hierarchy of built form is arranged so dwellings front onto roads with garden space backing onto other new dwellings within the site.

2.4 A planning statement and design and access statement have been produced to support the application and extracts from the plan drawings are **attached** at Appendix 2. All plans and documents are available to view online at www.whitehorsedc.gov.uk.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

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

Marcham Parish Council	<p>Objection</p> <ul style="list-style-type: none"> Marcham Parish Council objects to the application. Their full comments are attached at appendix 3.
Oxfordshire County Council One Voice	<p><i>Highways</i></p> <ul style="list-style-type: none"> No objection, subject to conditions on access, turning space, car parking and cycle parking. (Previous holding objection regarding vehicle tracking paths now overcome with amended plans). <p><i>Archaeology</i></p> <ul style="list-style-type: none"> No objection, subject to conditions on archaeological investigation and evaluation. <p><i>Ecology</i></p> <ul style="list-style-type: none"> No comments to make.
Urban Design Officer	<p>No overall objection, but raises the following issues:</p> <ul style="list-style-type: none"> Plots 13, 14 and 19 do not properly address the public open space that they side onto. There are openings but some of these are not to habitable rooms and they do not positively contribute to the sense of natural surveillance or visual interest which is required in this area. I wish to reiterate that any boundary which faces onto the public realm streets, parking courts, public open space (POS) must not be a timber fence. More robust and attractive alternatives like a brick wall, hedge or railings should be used. The pump station is still proposed to be enclosed by a timber fence. This will be located within a piece of POS and will not be an attractive feature within the street scene. I would strongly suggest relocating this to a less prominent location and enclosing it with a brick wall. I do not support the use of reconstituted stone which is an inferior alternative to natural stone. I would suggest the use of a buff brick instead.
Waste Management Team	No objection.
Conservation Officer	No objection.
Drainage Engineer	No objection.

Landscape Officer	No objection. (Previous holding objection on minor landscape details now overcome with amended plans).
SGN Plant Protection Team	Standard advice on gas pipe network in local area.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P16/V0644/O](#) - Approved (20/05/2016)

Variation of condition 2 of Planning Permission P14/V1976/O

[P14/V1976/O](#) - Approved (28/08/2015)

Outline application for erection of 37 new dwellings, with associated works, garages, access road and public open space. (Phases 2 & 3)(as amplified by information received 7 October 2014)

[P13/V2046/FUL](#) - Approved (09/05/2014)

Erection of 16 No. dwellings with associated garages, new access road, associated works and public open space.

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
- GS2 - Development in the Countryside
- H11 - Development in the Larger Villages
- H13 - Development Elsewhere
- H17 - Affordable Housing
- H23 - Open Space in New Housing Development
- DC1 - Design
- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- DC9 - The Impact of Development on Neighbouring Uses
- NE9 - The Lowland Vale
- HE1 - Preservation and Enhancement: Implications for Development
- HE4 - Development within setting of listed building
- 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. The Inspectors letter has been received and consultation has been undertaken on the proposed modifications. Whilst this is positive news in terms of the local plan, limited weight can be given to the document. 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
- Affordable Housing – July 2006

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

5.6 **Planning Practice Guidance (NPPG) – March 2014**

5.7 **Environmental Impact Assessment**

The proposal is not EIA development. It does not exceed 150 dwellings and the site area is under 5ha, and is consequently beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended).

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 ***Design, scale and Appearance***

Good design is a key aspect of sustainable development and the framework is explicit in seeking a high quality outcome. The design, scale and layout of the proposed development are considered acceptable observing many principles of the council's residential design guide, with active street frontages and good visual linkages.

Adequate private and public outdoor space is provided along with sufficient levels of parking and bin storage. The design of buildings, with the use of sympathetic materials, detailing, pitched roofs and traditional form is acceptable.

6.2 The urban design officer has raised some minor queries in relation to the layout and boundary treatments. With the exception of plots 29 and 34 (adjoining a privately shared drive), all boundaries onto public spaces will be in brick or stone. The pump station cannot be relocated for technical drainage reasons and officers consider there is sufficient surveillance of open space on the east side of the site. Overall, these minor points could not reasonably be defended at appeal, and officers consider the scheme to comply with policy DC1 of the adopted local plan.

6.3 **Landscape**

Following discussions with the landscape officer, the plans have been amended to improve the proposed landscaping in terms of footpath links, boundary treatments and the visual appearance of the SUDS pond. The landscape officer has assessed the proposed changes and has no objection to the proposal. Subject to implementation (controlled by condition), the proposed development is considered to be visually acceptable.

6.4 **Impact on residential amenity**

The proposed development would not have any harmful impact on residential amenity of adjacent dwellings in terms of noise and disturbance, overshadowing, over-dominance or loss of privacy and security. Amenity standards within the council’s residential design guide have been observed. The parish has raised concern on whether there is sufficient amenity space. The proposed public space is policy compliant (15% of site area) and is complemented with private garden space which is acceptable. The parish has also commented on air quality. This issue was considered under the outline application and all new dwellings lie outside the air quality management zone (AQMA). Officers, therefore, see no reason to withhold approval of reserved matters on amenity grounds.

6.5 **Access / Highways**

The proposed road layout within the site is acceptable in terms of highway safety. The county highways team and the waste management team raise no objections to traffic circulation within the site. There is sufficient off street parking to meet the needs of each dwelling within the site along with turning areas and county highways consider the respective levels of on-site parking to be satisfactory.

6.6 The parish objection regarding access from Packhorse Lane was considered acceptable as part of the outline application. As such, officers consider there would be no justifiable reason to withhold approval of reserved matters on these grounds. Overall, the proposal complies with policy DC5 of the adopted local plan.

6.7 **Affordable housing**

The application proposes affordable housing provision in line with the outline application. The mix and tenure accords with the S106 agreement requirement (set out in table below) and the location of affordable units within the development is acceptable.

Affordable housing	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Rented	2	5	3	1
Shared Ownership	0	2	1	0
Total	2	7	4	1

6.8 **Housing Mix**

The outline planning consent included a condition (condition 19) which requires the provision of residential accommodation across the site to closely reflect the desired mix of new homes as identified in the strategic housing market assessment (SHMA). 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	5	9	7
Proposal	0	2	8	13

6.9 It is clear the market housing mix is skewed toward larger units, but this is not in itself harmful to withhold permission. Officers consider the proposed mix is acceptable, given the size of the development, especially in the context of the 14 affordable units which provide seven 2 bedroom units.

6.10 **Drainage and flooding issues**

The site is considered large enough to deal with surface water without causing surface water runoff to the public highway or onto neighbouring properties and this is controlled through planning conditions imposed on the outline application.

6.11 **Heritage Assets**

The application site is located within the setting of the grade II* listed Priory. Following discussions with the conservation officer the scheme has been amended to include three bungalows (in turn this also addresses the parish's concerns) to reduce the impact on the setting of the Priory. Overall, the conservation officer supports the proposal.

6.12 The proposal is thus 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.

6.13 **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.

6.14 The application area has been subject to a geophysical survey and an archaeological field evaluation (trenching) has been undertaken at the north part of the site. These revealed some anomalies in the north west part that were identified as ditches and gullies by the evaluation. The rest of the site appears to have been agricultural and no features of such importance to preclude development were revealed. The county archaeologist raises no objection subject to conditions to enable further investigation of the pits and gullies along with evaluation and, if necessary, mitigation in the south part. Subject to these, the proposal accords with adopted local plan policy HE10 and the NPPF.

7.0 **CONCLUSION**

7.1 The proposal is acceptable in terms of design / visual amenity, residential amenity, parking, highway safety, flood risk and heritage assets.

8.0 **RECOMMENDATION**

8.1 That the reserved matters application be approved, subject to the following conditions:

1. Time limit for reserved matters.
2. Approved plans.
3. Sample materials to be submitted.
4. Access, parking and turning in accordance plans.
5. Landscaping in accordance with approved plans.
6. Boundary details in accordance with approved plans.
7. Scheme of archaeological investigation.
8. Archaeological evaluation.

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