

APPLICATION NO.	P16/V3165/FUL
SITE	Land adjoining no. 38 Barrow Road Shippon ABINGDON, OX13 6JF
PARISH	ST HELEN WITHOUT
PROPOSAL	Proposed 4no. dwellings and works there to. (Additional information contamination received 2 March 2017 and amended by plans received from agent 27 June 2017). As per additional information - Heritage Impact Assessment (Additional waste tracking plan received 4 July 2017) (Amended heritage assessment received 27 July 2017) (Amended Plans received 2 August 2017_additional spot heights and removal of red dotted lines) (Additional plan for garages received 8 August 2017)
WARD MEMBER(S)	Catherine Webber
APPLICANT	Mr & Mrs J Binning
OFFICER	Sarah Green

RECOMMENDATION

That planning permission be granted subject to the following conditions:

Standard

1. Commencement of development – three years.
2. Approved plans.

Prior to commencement

3. Samples of materials for buildings.
4. Full details of Barrow Road boundary wall – including samples of materials, mortar and bedding/pointing.
5. Detail windows and doors.
6. Landscaping and boundary treatments to be submitted.
7. Drainage strategy and any off site works.
8. Foul water drainage details.
9. Surface water drainage details.
10. Full site level details.
11. Tree protection details.

Prior to occupation

- 12. Access and vision splays to be in accordance with plan.
- 13. Parking to be in accordance with plan.
- 14. Landscaping and boundary treatments in accordance with condition.
- 15. Details of any external lighting if required.

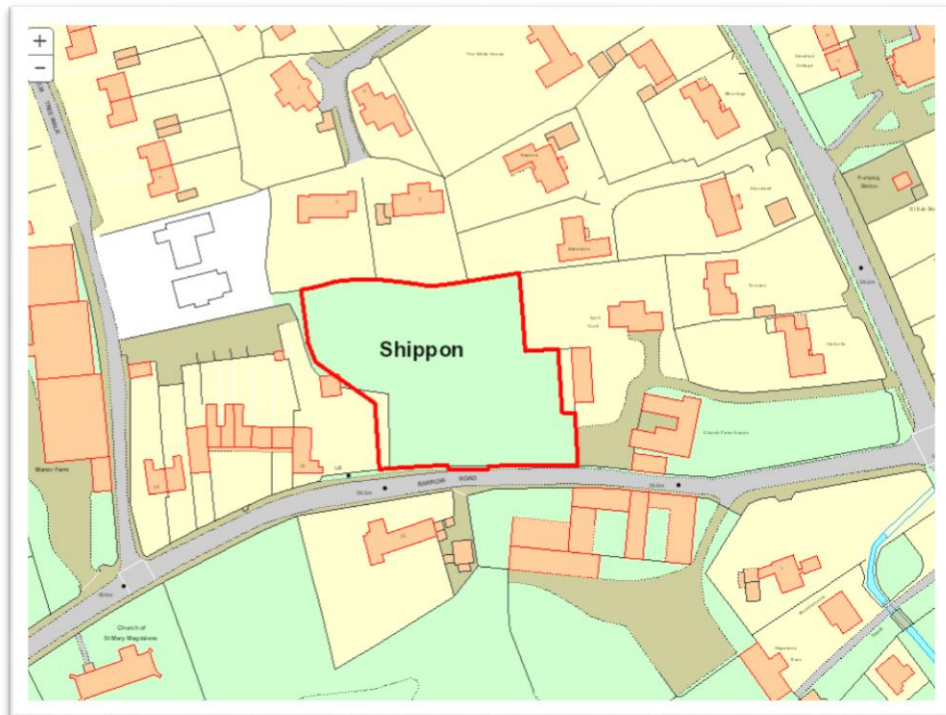
Compliance

- 16. Garages to be retained for parking.

1.0 **INTRODUCTION AND PROPOSAL**

1.1 This application is referred to planning committee at the request of Councillor Catherine Webber.

1.2 The site is located within Shippon. It is currently a paddock to the north of Barrow Road, as shown on the location map below. All of Shippon village is within the green belt.



1.3 There are three listed buildings close to the site: The Old Manor to the south, and Church Farmhouse and The Stables to the east. There is residential development to the east, north and west, and the Old Manor and agricultural barns to the south on the opposite side of Barrow Road. The site itself is approximately 1.75metres higher than Barrow Road and separated by a stone wall.

1.4 The proposal is to build four dwellings on the site with an access from Barrow Road. The proposal has been amended following the original consultation period. The dwellings are now designed in the form of agricultural barns, with timber cladding and tiled roofs. The dwellings have been reduced in height from between 9 - 9.4 metres in height to between 7.8 – 8 metres in height. The

dwellings will also be set down into the site by reducing the levels of the dwellings and drive area by approximately 1 metre.

- 1.5 The access into the site will be formed where the existing wall has deteriorated and collapsed. The wall will be rebuilt and repaired, and a small part realigned slightly to obtain the required visibility splay for the access. Extracts of the plans are **attached** at Appendix 1.

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1	St Helen Without Parish Council	<p>Support the principle of development on the site as being limited infill in the green belt.</p> <p>Object to the proposal as it is not appropriate for the site for these reasons:-</p> <ul style="list-style-type: none"> • Local need is smaller houses • Designs too high • Bedrock may prevent lowering of site • Access from Barrow Road
	Neighbours and Groups – 20 letters of objection on the following grounds	<ul style="list-style-type: none"> • Access from Barrow Road, should be from Elm Tree Walk • Loss of privacy • Over dominance • Impact on green belt/ loss of green belt • Don't meet local need • Vale has enough land to meet housing need • Size too big • Traffic • Impact on listed buildings/heritage • Drainage • Inappropriate development in the green belt • Harmful to visual amenities • The protection of the setting of historic buildings depends on maintaining the openness of the paddock
	Thames Water	No objection subject to condition
	County Archaeologist	No objection
	Highways Liaison Officer	No objection subject to condition
	Environmental Protection Team	No objection
	Waste Team	No objection
	Forestry Team	No objection subject to condition

Conservation Officer	No objection subject to condition
Contaminated Land Officer	No objection
Drainage Engineer	No objection subject to condition

3.0 **RELEVANT PLANNING HISTORY**

- 3.1 P15/V1301/PEM – pre- application enquiry (01/07/2015)
Development of site to include 4 detached dwellings.

Officer response emphasised the need to be sympathetic to local area and setting and the need to demonstrate access and parking in accordance with policy. It was pointed out that the proposal would be contrary to the infill test in policy GS3 of the Local Plan 2011

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

- 4.1 The site area is less than 5ha, fewer than 150 dwellings are proposed and the site is not in a 'sensitive area' as defined by the regulations. The proposal is not therefore, EIA development.

5.0 **MAIN ISSUES**

- 5.1 The relevant planning considerations are the follow:

- Housing and Green Belt
- Historic Environment
- Trees
- Highways
- Amenity
- Drainage
- Other

5.2 **Housing and Green Belt policy**

Policies CP3, CP4 and CP13 of the Local Plan 2031 Part 1 set out that Shippon is classified as a smaller village in the settlement hierarchy, within the green belt, where limited infill development would be supported and would not be inappropriate development in green belt terms. Policy CP13 completely replaced policy GS3 of the Local Plan 2011 which had a specific definition of what was considered to be "limited infill" within a green belt village. The definition was "one or two dwellings". However the new Local Plan 2031 Part 1, following the general approach of the NPPF towards green belt, is less restrictive and policy CP13 does not provide a numerical limit to define "limited infill".

- 5.3 Officers' interpretation of "limited infill" in this scenario is development on a site that is between, or surrounded by, other built development within the main built area of the settlement, and that numerically is "limited" in proportion to the total number of dwellings in the settlement. In the case of this site there are buildings to the east (Church Farm and its associated outbuildings and Stables) to the north (White Close properties), to the west (Barrow Road properties) and to the south, (the Old Manor, and agricultural barns). Officers consider that 4 dwellings is a small number of houses relative to the size of Shippon and is,

therefore, limited in number. For these reasons officers consider that the proposal amounts to “limited infill” for the purposes of policy CP13.

- 5.4 Objectors are concerned that local need is for small dwellings and that, as the district has a five year supply of housing, this proposal is not needed. However, on relatively small sites of this type, officers’ advice is that it is unreasonable to impose artificial limits on the number of bedrooms in dwellings. The five year supply calculation includes a notional amount for new housing on “windfall” sites like the application site. Preventing these sites coming forward works against the council maintaining a five year supply.
- 5.5 **Historic Environment**
Listed buildings are situated to two sides of the site. The Old Manor (grade II) to the south on the opposite of Barrow Road and Church Farmhouse and its buildings (grade II), including the stables as a separate listing (grade II) to the east. The site therefore forms part of the setting of these buildings.
- 5.6 Policy CP39 of the Local Plan 2031 Part 1 seeks to ensure that new development conserves and where possible enhances designated heritage assets and their setting. Policy HE4 of the Local Plan 2011, which is still saved, sets out that planning permission will not be granted unless the siting, scale, design, form and finishes of a proposal respect the characteristics of a listed building and its setting.
- 5.7 A heritage assessment has been submitted as part of the application assessing the impact of developing this site on views of, and from, the listed buildings. It concludes that developing this site would have a minor adverse impact upon the setting of the three listed buildings, but that much of this impact could be mitigated by design measures such as restricting the height of buildings and positioning buildings away from the listed buildings, and by adopting sensitive building forms and materials in keeping with the surroundings.
- 5.8 The conservation officer considers the most significant heritage assets are the listed buildings and their setting. The council has a statutory duty to have special regard to the desirability of protecting the setting of listed buildings under sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990. The boundary wall along Barrow Road and the openness of the site are features which contribute to the locally distinctive character in her opinion.
- 5.9 In consultation with the conservation officer the development has been amended to one of a more agricultural barn-style arrangement. The buildings have been re-designed to a barn form, which will be more in keeping with the rural character of the immediate area than the original standard type houses. The buildings heights have been reduced from between 9- 9.4m to between 7.7-7.9m in height. They have also be set down in to the site by approximately 1 metre and have also been moved further back from Barrow Road. It is considered that these facts, and the retention of the existing group of trees and vegetation in the south western corner, will minimise the impact of the buildings in views from Barrow Road and will maintain a better sense of openness nearer

to the road frontage. Plot 4 has been re-arranged so that the narrower gable end faces Barrow Road and a single storey element is presented on the end, reducing the dominance of this building on views from Barrow Road and views between the Old Manor and Church Farmhouse. The relocation of the access also means that the clump of existing trees and vegetation along Barrow Road can be retained. The wall will be rebuilt and repaired to meet vision splays from the access.

- 5.10 The proposal will mean a new access is provided through the existing stone boundary wall along Barrow Road. It has been suggested that this wall is possibly curtilage listed. The agent has confirmed that the application site was separated from the same ownership of Church Farm site in 1984 and it no longer functions as part of its curtilage. It was therefore no longer within the same curtilage or ownership at the time of the listing of Church Farmhouse in 1987. As such officers consider that the boundary wall of the application site along the road is not curtilage listed.
- 5.11 The wall does contribute to the character to Barrow Road. It has deteriorated and is over-grown in places and the access will be where the wall has already deteriorated and collapsed. Objectors argue that there is an alternative access via Elm Tree Walk along an existing private road behind the houses on Barrow Road. Members will be aware that they should consider the application before them and not possible alternatives. Whilst there would be a minor adverse impact on the setting of the listed buildings, the conservation officer is satisfied that the impact has been minimised and mitigated by the redesigned scheme. Officers therefore consider that the proposal is acceptable in terms of its impact on the heritage assets.
- 5.12 **Trees**
The proposal has been amended to address the forestry officer's original comments. His concerns related to the loss of the trees and vegetation group along the frontage of Barrow Road which offer a strong contribution to the character of the area and enhance the visual amenity for residents. The relocation of the access further along Barrow Road now means that this group of trees can be kept. Therefore the revised site layout in arboricultural terms is the best solution as the trees considered of importance - the group along the frontage, the walnut tree near Church Farmhouse and the ones to the north west of the site, can all be retained within the current scheme.
- 5.13 **Highways**
The county highways officer has no objection to the proposed access arrangements. The appropriate vision splays have been shown on plan as has the ability of the refuse vehicle to enter and turn on site. The access road is a minimum of 4.8 metres at its narrowest point, which is wide enough for two cars to pass. The boundary wall would be realigned on one side slightly to enable the vision splay to the east side to be achieved.
- 5.14 Two designated visitor parking spaces have been shown on plan and each dwelling will have two or more parking spaces, which would comply with the

council's standards. The garaging can be conditioned to ensure it remains in use for parking and is not converted into living accommodation under permitted development rights.

5.15 **Amenity**

The design guide sets out that habitable room windows should normally be at least 12m away from a flank wall of the neighbouring property to avoid overshadowing, and in terms of facing windows there should be 21m between them to avoid overlooking.

5.16 The rear of no.2 White House Close would be over 23 metres from the side elevation of plot 2, nearly twice the recommended distance in the design guide. Whilst plot 2 would be two storeys, the intervening distance means it would not harm the amenities of no.2 through overshadowing or dominance.

5.17 Plot 3 would be over 33m away from the rear elevation of no.3 White House Close, far enough to avoid harm from overlooking or overshadowing of the property. The rear elevation of plot 3 only has rooflights at first floor level and not windows. The garage block would be single storey and gable-end on to the neighbour. Consequently it is not considered that the amenity of this property would be harmed.

5.18 The boundary along no.2 and no.3 is currently part stone wall and part fencing. Although it is indicated that new planting will be included along this boundary details of this boundary will be required by as part of the landscaping condition to ensure that it is appropriate in terms of character and height.

5.19 The Stables to the east has no windows on the elevation facing the site and Church Farmhouse would be far enough away to not be overlooked. Overall it is considered that, whilst it will change the outlook for some neighbouring occupiers, the proposal would not harm the amenity of neighbouring properties in planning terms.

5.20 **Drainage**

The drainage engineer has not raised any objection relating to drainage and suggests conditions to cover the details. As Thames Water cannot determine the waste water infrastructure requirements a Grampian-style condition is recommended to require that a drainage strategy, and details of any on/off site works, are submitted before any development commences.

5.21 The existence of an underground stream has been raised by neighbours. The agent has confirmed that this is the drain as marked on the plan and runs outside the site.

5.22 **Other Issues**

A contaminated land questionnaire has been submitted and the contaminated land officer is satisfied with it and has no objections to the proposal.

5.23 It has also been stated that the bedrock around Shippon is close to the surface and that this has implications for aspects of the construction on this site, particularly the proposed lowering of levels. The agent has sought information from other local developments and states that, while soil depth in Shippon may be shallower in general than is typical across the Vale, the level of the site in comparison to the road and the size of the trees on it indicate the bedrock is well below current levels and at sufficient depth to allow the development to proceed. This view concurs with that of the forestry officer, who considers that if the soil were relatively shallow the trees on the site would not have grown to the size they are.

6.0 CONCLUSION

6.1 Sustainable development has three strands, social, economic and environmental. The proposal would fulfil a social role by providing additional housing that is needed in the district and an economic one by providing jobs through construction and investment in the local economy.

6.2 Considerable importance and weight is given to the desirability of preserving or enhancing the significance of the setting of the surrounding listed buildings. The harm that has been identified is considered to be less than substantial and the scheme has sought to mitigate the impacts. In weighing up the balance, officers consider that the relatively limited harm identified does not outweigh the benefits of the scheme and therefore the proposal is recommended for approval.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2031 Part 1 policies:

- CP01 - Presumption in Favour of Sustainable Development
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
- CP13 - The Oxford Green Belt
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP37 - Design and Local Distinctiveness
- CP39 - The Historic Environment
- CP42 - Flood Risk
- CP44 - Landscape
- CP46 - Conservation and Improvement of Biodiversity

Vale of White Horse Local Plan 2011 policies:

- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- HE4 - Development within setting of listed building

Vale of White Horse Design Guide, 2015

National Planning Policy Framework, 2012

Planning Practise Guidance, 2014

Equalities Act 2010

The proposal has been assessed under the Public Sector Equality Duty in section 149 of the Equalities Act. It is considered that no recognised group will suffer discrimination as a result of the proposal.

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