

APPLICATION NO.	P18/S1553/O
APPLICATION TYPE	Outline
REGISTERED	8 May 2018
PARISH	Chinnor
WARD MEMBERS	Lynn Lloyd Ian White
APPLICANT	Mr A Grange
SITE	Manor Farm Road Running Through Henton, Henton, OX39 4AE
PROPOSAL	Outline application (with all matters except for access reserved) for the erection of eight dwellings following demolition of all built form on site
OFFICER	Simon Kitson

1.0 **INTRODUCTION**

- 1.1 This application is referred to the area planning committee as the officers' recommendation of approval conflicts with the views of Chinnor Parish Council.
- 1.2 The application site (which is shown on the OS extract and aerial photograph **attached** at Appendix A) comprises an area of land close to 1ha in area, accessed via an existing farm entrance and track leading to the main highway through Henton. All buildings and structures within the site have been demonstrated to be in lawful equestrian use in connection with a commercial livery business (P17/S3132/LDE).
- 1.3 The site does not fall within a conservation area or Area of Outstanding Natural Beauty (AONB). However, there is a strong rural character to the surrounding landscape and the land is visible in views from Chinnor Footpaths 19 and 19a to the north and east of the site.

2.0 **PROPOSAL**

- 2.1 As detailed in the application submission, the proposal is for the redevelopment of the site, comprising the demolition of the existing structures and the erection of eight dwellings. Consent is sought at the outline stage for the access arrangements, with landscaping, scale, layout and design reserved for subsequent approval.
- 2.2 The proposed plans are **attached** as Appendix B. All associated documents and consultation responses can be viewed on the council's website: www.southoxon.gov.uk

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

- 3.1 Chinnor Parish Council – Objection
- Overly urban development in a rural area
 - Extending the boundary too far
 - Overdevelopment of site
 - Not in the Chinnor Parish Neighbourhood Plan
 - Inappropriate development of agricultural site
 - Loss of local employment a major concern.
- 3.2 County Archaeological Services (SODC) - No strong views
- An Archaeological Written Scheme of Investigation should be submitted as a condition of consent

- 3.3 CPRE Oxfordshire – Objection
- The proposal does not accord with the infill policies within the Development Plan
 - The proposal should be higher density e.g. 11 or more dwellings
 - There would be a loss of employment
- 3.4 Countryside Access - No strong views, subject to conditions
- 3.5 Waste Management Officer (District Council) - No strong views
- 3.6 Contaminated Land Officer - No strong views
- 3.7 Highways Liaison Officer (Oxfordshire County Council) – Holding Objection
- Access to the proposal will need to be sufficient so as to allow for two vehicles to pass from the development into the Henton Road
 - The 'red-line' area appears to create a narrowing feature opposite dwelling no.5 it is unclear whether this parcel of land is outside of the applicant's ownership
 - Vehicle tracking information is required to be demonstrated for consideration in terms of emergency, service and delivery vehicles
 - The double garages are required to be a minimum of 6.0m wide by 6.0m in length
 - The number of bedrooms will impact upon the number of required parking spaces for each dwelling along with the development as a whole, given the lack of facilities within Henton the majority of trips will be via the private car
 - No visitor parking has been demonstrated for consideration
- 3.8 Countryside Officer(South Oxfordshire & Vale of White Horse) - No strong views
- There are unlikely to be any significant ecological impacts if planning permission is granted.
- 3.9 Neighbour representations – 20 Objections – Key issues raised:
- The site is not allocated within the Chinnor Neighbourhood Plan. It is therefore a speculative application not supported by council policies.
 - There is insufficient infrastructure within Henton to support new housing development of this scale and there are no easily accessible key services and facilities
 - There are inaccuracies within the submitted plan and a number of key landscape features and watercourses are not included.
 - The indicative proposal would encroach on open countryside, contrary to the advice within the case officer's pre-application letter
 - Issues with parts of the submitted planning statement
 - The proposal would have an overly urbanising impact upon the gentle rural character of the area. This would be evident in public and private views
 - Loss of important agricultural land and employment associated with the existing manège
 - Potential neighbouring amenity issues associated with the indicative layout, particularly the proximity of the housing to neighbouring property boundaries.
 - Wildlife and ecological impacts associated with the redevelopment of the site. Loss of habitats for bats and barn owls
 - The proposed access road is inadequate for the number of vehicular movements and the main highway cannot cope with additional private cars or delivery vehicles
 - Future residents would be highly dependent on private motor cars to access essential services, employment and shops.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P17/S3780/FUL](#) - Approved (18/12/2017)

Proposed outdoor riding arena and stables served by new track from existing access.

[P17/S3132/LDE](#) - Approved (21/11/2017)

Certificate of Lawfulness for: 1/ Existing Use of Manor Farm Barns and land as an equestrian livery yard; 2/ Retention of overhead floodlighting for the outdoor arena, in breach of condition 3 of planning permission P00/N0401

[P17/S2001/O](#) - Approved (21/07/2017)

Erection of detached dwelling and associated garaging

[P00/N0401](#) - Approved (03/08/2000)

Change of use from agricultural to manege for the exercise and riding of horses. (As amplified by agent's letter dated 24 July 2000).

[P99/N0715/RET](#) - Approved (14/01/2000)

Change of use of agricultural building to stables and riding area in retrospect. Addition of 5 new stables 15 for commercial liveries. (Part Retrospective). (As amplified by agent's letter dated 1 December 1999 and attached OS extract of holding).

5.0 **POLICY & GUIDANCE**

5.1 The Chinnor Neighbourhood Plan (CHP) policies;

CH H1 – Infill housing

5.2 South Oxfordshire Core Strategy (SOCS) policies;

CS1 - Presumption in favour of sustainable development

CSH1 - Amount and distribution of housing

CSQ3 - Design

CSS1 - The Overall Strategy

CSEN1 - Landscape protection

5.3 South Oxfordshire Local Plan 2011 (SOLP) policies;

C4 - Landscape setting

C8 - Adverse affect on protected species

C9 - Loss of landscape features

D1 - Principles of good design

D2 - Safe and secure parking for vehicles and cycles

D3 - Outdoor amenity area

D4 - Reasonable level of privacy for occupiers

D10 - Waste Management

G2 - Protect district from adverse development

H4 - Housing sites in towns and larger villages outside Green Belt

T1 - Safe, convenient and adequate highway network for all users

T2 - Unloading, turning and parking for all highway users

5.4 Supplementary Planning Guidance/Documents

South Oxfordshire Design Guide 2016 (SODG 2016)

5.5 National Planning Policy Framework (NPPF)

National Planning Policy Framework Planning Practice Guidance (NPPG)

6.0 **PLANNING CONSIDERATIONS**

6.1 The main areas of consideration for this application are as follows:

- The principle of development
- The impact of the design, height, scale and materials upon the character of the site, the street scene and the wider landscape;
- The environmental and ecological impact;
- The impact upon neighbouring amenity, in terms of light, outlook and privacy
- The impact upon the highway network, in terms of highway safety, access and parking provision.

Principle of development

6.2 The site falls within the CNP area, which permits infill residential development within the existing built-form of Chinnor Village (Policy CH H1). Whilst expressing support for the effective and appropriate use of brownfield land within the plan area (4.11) the document is silent with regards to infill and redevelopment schemes within the confines of settlements outside of Chinnor. Officers do not accept that this precludes housing growth within Henton, it merely requires that officers assess the principle against other relevant policies within the wider Development Plan.

6.3 Henton is classed as an 'Other Village' under Appendix 4 to the South Oxfordshire Core Strategy (SOCS). Policy CSR1 allows for 'infill' development within this type of settlement on sites up to 0.1ha. However, redevelopment proposals are also permitted by this policy, with no upper limit on site area, subject to compliance with other Development Plan policies.

6.4 The site is located at the edge of the settlement, behind a more built-up frontage of ribbon housing development. The developable parts of the site equate to approximately 0.75ha and the land is mostly bordered by open agricultural/ grazing land towards the east. On this basis, the proposal would clearly not qualify as an 'infill' scheme as defined by the SOCS. However, there is a significant volume of built development within the site which is currently used in connection with the lawful equestrian uses of the land. As these structures would be removed in order to accommodate the proposed dwellings, officers consider that this is a redevelopment proposal broadly supported by Policy CSR1.

6.5 With regard to the removal of the buildings, the existing structures are generally functional in appearance and of no particular architectural merit. There is no objection to their removal. Whilst it is noted that there would be a loss of an existing manege and commercial livery, officers do not consider that this land use is explicitly protected by any current employment policies, neither would it comprise an essential community facility protected under SOLP Policy CF2.

Scale and design

6.6 Whilst comments have been received from a number of respondents which raise issues over the submitted plans, officers would stress that the proposal only seeks consent for the principle of the proposed development and access. The site layout, overall scale, position of the dwellings, garaging and landscaping are not fixed at this stage and these would be the subject of subsequent detailed reserved matters applications if the

committee are minded to grant planning permission. Any subsequent application would be subject to the same statutory consultation procedure as the current proposal.

- 6.7 The indicative plans indicate that a reserved matters scheme could comfortably achieve private amenity spaces for each dwelling in excess of 100 sq.m in area and 10m in depth, as recommended within Section 7 of the SODG. Furthermore, parking can be provided in accordance with the maximum standards set out under Appendix 5 to the SOLP. Officers are in no doubt that a suitable layout can be provided which would mostly be contained within the previously developed parts of the site whilst following the general grain of development to the west. This aspect of the proposal would broadly accord with Policy D3 of the SOLP. There is no indication that an appropriate housing mix would not be provided in accordance with SOCS CSH4.
- 6.8 Whilst this is not a designated area identified as in need of special protection on the basis of historic interest or outstanding natural landscape quality, officers fully appreciate that there is a strong rural character to the built form within the surrounding area and large swathes of open farmland border the site to the east. Whilst the comments regarding the potential urbanisation of Henton are noted, it should be born in mind that the scheme would involve the removal of a range of large agricultural buildings with a particularly utilitarian appearance that does not respond positively to the rural character of the surrounding landscape. Furthermore, the majority of the built form within the indicative scheme would either be contained within the more developed parts of the existing site or in the case of dwelling 1, follow an existing line of built development. Nowhere within the application does it propose volume house building styles which would be found within a modern estate. Officers consider that there is scope to demonstrably improve the appearance of the site within public views, subject to appropriate vernacular designs.
- 6.9 The pre-application advice referenced by a number of objectors strongly recommended that consideration is given to a bespoke design and layout which takes visual cues from the former agricultural buildings at Lowfields and Manor Farm Barns. It was also recommended that the amount of hardstanding within the site is kept to a minimum and that soft landscape boundaries and fencing are used both externally and internally to reflect the local area. Officers stand by that advice and consider that this could be achieved within a subsequent detailed scheme.

The environmental and ecological impact

- 6.10 The council's Countryside Team have assessed the proposal and raise no issues in relation to ecological impact.
- 6.11 Based on the information provided in the Preliminary Risk Assessment Contaminated Land Risk Assessment Report, the council's Environmental Health team are satisfied that there are no land contamination issues impacting the development site.

Neighbouring amenity

- 6.12 The proposal would remove a substantial barn building from the site which is visible from some of the neighbouring gardens and it is likely that the final scheme would reduce the bulk and massing within private views. A number of neighbour objections nonetheless raise issues with the current proposal over potential losses of light, outlook and privacy. It has been explained that the detailed layout, scale, height, finishes and fenestration arrangements have yet to be determined.

- 6.13 Officers note the relatively close proximity of the indicative dwelling in plot 2 to the property boundary with Lowfields to the west. It is accepted that there could be potential issues due to the distance to the neighbour's patio areas and windows serving primary living accommodation. However, there is no guarantee that the dwelling would remain in this position at the reserved matters stage and, in any event, the impact could be mitigated through careful consideration over the ridge height, eaves height and the position of the window openings. Officers are satisfied that a development of the density proposed could be implemented within the site without insurmountable neighbouring amenity issues.
- 6.14 A reserved/ full application would be assessed in detail against the recommended minimum amenity standards set out under Section 7 of the SODG and, where necessary, the Building Research Establishment (BRE) guidelines.

Highway safety

- 6.15 Whilst a holding objection was received from the Local Highways Authority (LHA), most of the concerns relate to aspects of the site layout which are subject to change at the reserved matters stage. The points relating to the sustainability of the site in terms of access to key services and facilities cannot be afforded weight where a development of this scale falls within a settlement allocated for housing under the Development Plan. The SOCS was found to be consistent with the NPPF under examination and the settlement categories under Appendix 4 and CSR1 are based on a robust settlement assessment undertaken by the council.
- 6.16 Following discussions with the LHA's liaison officer, officers are in agreement that the driveway serving the development can be widened, the 'narrowing feature' opposite dwelling 5 could be removed, garages meeting the minimum standards could be provided and parking allocated in accordance with the standards set out under Appendix 5 to the SOLP. Furthermore, the access track leading to the main highway already serves other residential properties and a commercial business with traffic movements by customers, staff cars and heavy goods vehicles. No issues were raised with regard to the visibility standard at the junction with the highway and no specific objections were received from the Countryside Access Team over impacts upon the public right of way. Officers are satisfied that the scheme would not be prejudicial to pedestrian or highway safety.

7.0 CONCLUSION

- 7.1 The proposal broadly complies with the relevant Development Plan policies and national planning guidance. Subject to an appropriate layout and design at the reserved matters stage, the development would respect the special rural character and appearance of this part of Henton and its wider landscape setting. There are no insurmountable issues in terms of its impact upon the amenities of neighbouring occupiers and the proposal would not be prejudicial to highway safety

8.0 RECOMMENDATION

- 8.1 **To grant outline planning permission, subject to the following conditions:**
- 1. That the development to which this permission relates shall be begun not later than whichever is the later of the following dates:**
 - (a) the expiration of three years from the date of this permission; or**
 - (b) the expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.**

- 2. Application for approval of each of the reserved matters: landscaping, appearance, layout and scale shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.**
- 3. Except in the case of any building work hereby permitted, no change in the levels of the land shall take place unless in accordance with a detailed scheme which shall have been submitted to and approved in writing by the Local Planning Authority before any development commences on site. The scheme shall include details of existing and proposed ground levels.**
- 4. Prior to any demolition and the commencement of the development a professional archaeological organisation acceptable to the Local Planning Authority shall prepare an Archaeological Written Scheme of Investigation, relating to the application site area, which shall be submitted to and approved in writing by the Local Planning Authority.**
- 5. Following the approval of the Written Scheme of Investigation referred to in condition 4, and prior to any demolition on the site and the commencement of the development (other than in accordance with the agreed Written Scheme of Investigation), a staged programme of archaeological evaluation and mitigation shall be carried out by the commissioned archaeological organisation in accordance with the approved Written Scheme of Investigation. The programme of work shall include all processing, research and analysis necessary to produce an accessible and useable archive and a full report for publication which shall be submitted to the Local Planning Authority**
- 6. The development hereby permitted shall not be commenced until foul and surface water drainage details have been first submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall proceed in accordance with the approved details.**
- 7. The reserved matters for the scheme shall be designed to secure an appropriate market housing mix in accordance with Policy CSH4 of the South Oxfordshire Core Strategy.**

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