

<b>APPLICATION NO.</b>	<a href="#">P15/V0473/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	11.3.2015
<b>PARISH</b>	KINGSTON BAGPUIZE
<b>WARD MEMBER(S)</b>	Eric Batts
<b>APPLICANT</b>	Mrs Ann Lewis
<b>SITE</b>	TRS Faringdon Road Southmoor, OX13 5AF
<b>PROPOSAL</b>	Change of use from commercial to residential and erection of one detached dwelling. (Re-submission of previously withdrawn application P14/V2164/FUL)
<b>AMENDMENTS</b>	None
<b>OFFICER</b>	Charlotte Brewerton

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## SUMMARY

This application comes to committee as the recommendation differs to that of the Kingston Bagpuize with Southmoor Parish Council.

The application seeks to demolish the existing Telephone Repeater Station in Southmoor and construct a two storey dwelling on this site. There would be an enclosed rear garden and off street parking to the front.

The parish council have concerns that the proposal is an overdevelopment of the site and has a restricted access. Adjacent neighbours are concerned that there will be overlooking from upper floor windows and overshadowing.

Officers consider that the site is within the built limits of a larger village where new dwellings can be permitted. The scale, size and mass is similar to adjacent dwellings with matching materials. The proposal meets the adopted standards for spacing and any overlooking that will occur will not cause sufficient harm to warrant a refusal.

The application is recommended for approval.

### 1.0 INTRODUCTION

- 1.1 The site, situated along Faringdon Road, is on the main road through Southmoor in a predominantly residential area. Adjoining the site to the east is a row of terraced cottages. To the west and also adjoining the site is the main residential estate The Paddock. Residential dwellings surround this site and are built of stone under plain tile roofs.
- 1.2 There is currently a development of 50 dwellings being built on the opposite side of Faringdon Road.
- 1.3 The site itself is a redundant industrial building. Built of red brick and plain clay tile pitched roof the single storey building is largely overgrown and screened from the front of the roadside by shrubs and hedging.
- 1.4 A previous application for a new dwelling in this location (P14/V2164/FUL) was withdrawn. Officers had concerns with its scale, size, bulk and mass, and the impact upon adjoining properties. The current application has reduced the depth of the proposed dwelling and altered the design to overcome previous concerns.

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1.5 The applicant also owns the dwelling to the east Ashbourne Cottage which is currently rented out.

1.6 The site is not located within any designated area. A site location plan can be seen **attached** at appendix 1

### 2.0 PROPOSAL

2.1 This application seeks planning permission for a new two storey dwelling to replace the existing telephone repeater station (TRS).

2.2 The proposal seeks to demolish the existing building. The proposed dwelling would be approximately 8.2m tall, 3.7m to the eaves, and would extend to 8.2m in depth. There would be off street parking to the front and access to the dwelling would be along the side. A garden area measuring 9m wide, reducing to 7m at its far end, by 10m deep would be at the rear.

2.3 The dwelling itself would consist of a kitchen, living room, study, utility room and WC at ground floor level and three bedrooms, one en-suite and family bathroom at first floor.

2.4 Materials are to be masonry blockwork (external cladding not specified), plain clay tiles and timber doors and windows.

2.5 Floor plans and elevations can be seen **attached** at appendix 2.

### 3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

3.1 Kingston Bagpuize With Southmoor Parish Council	<b>Object</b> <ul style="list-style-type: none"><li>• Overdevelopment of a small plot</li><li>• Access to rear restricted</li></ul>
Highways Liaison Officer (Oxfordshire County Council)	<b>No objection</b> Details for parking and manouvering to be submitted as a condition
Thames Water	<b>No strong views</b>
Neighbour Comments (2)	<b>Objection (1)</b> <ul style="list-style-type: none"><li>• Overlooked from upper windows</li><li>• Overshadowing</li><li>• End on car parking rather than side on</li></ul> <b>Comments (1)</b> <ul style="list-style-type: none"><li>• Bungalow should be built on this site</li><li>• Move dwelling forward in plot</li></ul>

### 4.0 RELEVANT PLANNING HISTORY

4.1 [P14/V2164/FUL](#) - Other Outcome (09/12/2014)  
Change of use from industrial site to detached dwelling

### 5.0 POLICY & GUIDANCE

5.1 National Planning Policy Framework (NPPF)

**5.2 Vale of White Horse Local Plan 2011 policies;**

- GS1 Developments in Existing Settlements
- H11 Development in the Larger Villages
- DC1 - Design
- DC5 - Access
- DC7 - Waste Collection and Recycling
- DC9 - The Impact of Development on Neighbouring Uses

**5.3 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:-

Policy No.	Policy Title
Core Policy 1	Presumption in favour of sustainable development
Core Policy 4	Meeting our housing needs
Core Policy 22	Housing mix
Core Policy 33	Promoting sustainable transport and accessibility
Core Policy 35	Promoting public transport, cycling and walking
Core Policy 37	Design and local distinctiveness
Core Policy 44	Landscape

**5.4 Design Guide – March 2015**

The following sections of the Design Guide are particularly relevant to this application:-  
Responding to Site and Setting

- Character Study (DG6) and Site appraisal (DG9)

**5.5 Establishing the Framework**

- Existing natural resources, sustainability and heritage(DG10-13, 15, 19)
- Landscape and SUDS (DG14, 16-18, 20)
- Movement Framework and street hierarchy (DG21-24)
- Density (DG26)
- Urban Structure (blocks, frontages, nodes etc) DG27-30

**5.6 Layout**

- Streets and Spaces (DG31-43)
- Parking (DG44-50)

**5.7 Built Form**

- Scale, form, massing and position (DG51-54)
- Boundary treatments (DG55)
- Building Design (DG56-62)
- Amenity, privacy and overlooking (DG63-64)
- Refuse and services (DG67-68)

**5.8 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.

**5.9 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 considerations in the determination of this application are:

- The principle of development
- The impact upon the site and the surrounding area
- The impact upon adjacent amenity
- Highways Considerations

**6.2 Principle**

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).

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 Policy GS1 of the adopted local plan provides a strategy for locating development concentrated at the five major towns but with small scale development within the built up areas of villages provided that important areas of open land and their rural character are protected. In terms of a hierarchy for allocating development this strategy is consistent with the NPPF, as is the intention to protect the character of villages.

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- 6.7 Kingston Bagpuize with Southmoor is considered to be a relatively sustainable location where new dwellings can be permitted, as has been seen on the site for 50 dwellings opposite. The site is considered to be an infill plot which is surrounded by residential properties. Officers therefore consider that the site is suitable for a new dwelling that is appropriately designed and laid out, and that a dwelling would not appear out of context in this location.
- 6.8 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 three 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.
- 6.9 **Character**  
Policy DC1 of the adopted local plan permits development which would not have a harmful impact upon the character and local distinctiveness of an area and in terms of its layout, scale, mass, design and detailing would not detract from the positive contribution its character has in the wider surrounding area.
- 6.10 The surrounding area is residential in nature and there are currently housing developments ongoing on the opposite side to the application site. The proposed dwelling would be of a similar height, scale, mass and design to those already in situ along Faringdon Road, these being the row of terraces to the east including Ashbourne Cottage and those to the west in The Paddock. The proposed three bed dwelling would not be seen as out of context in this sustainable residential location.
- 6.11 The parish council consider the development of this site would amount to overdevelopment. The plot measures 12m wide by 25m deep This is in contrast to the adjacent dwelling Ashbourne Cottage whose plot measures 6m wide and 25m deep. The size of the application site would enable off street parking at the site. Officers consider that there is adequate space to accommodate a new dwelling in this location.
- 6.12 The applicant has reduced the size of the dwelling when compared to the previous scheme. Its proposed garden space is to be similar in depth to that of Ashbourne Cottage and, whilst it is just under that required within the adopted design guide for a three-bed dwelling (100sqm), officers consider that, as an infill plot, it will be sufficient for the size of the dwelling house.
- 6.13 The staggered layout of the proposed dwelling from Ashbourne Cottage would reduce its overall impact upon the wider street scene and ensure that it appears of appropriate scale in relation to adjacent dwellings whilst also being able to accommodate two off street parking spaces to be created at the front. This is in keeping with the adopted standards and NPPF guidance.
- 6.14 The external materials have not been identified on the planning application. However, a condition requiring that samples are submitted prior to development can be applied.
- 6.15 **Amenity**  
Policy DC9 permits development that would not have a harmful impact upon surrounding neighbouring uses in terms of privacy and overlooking, and loss of light.

- 6.16 The proposed new dwelling would be located adjacent to the end of the garden of no.27 The Paddock, to the west of the application site. At present there is a row of young conifer trees along the boundary with the application site. The existing telephone station building, which is of single storey height, is relatively inconspicuous from this site and is not intrusive to the rear garden space or outlook from no.27. This is also true from the rear garden of no.26 The Paddock.
- 6.17 Officers are mindful that the proposed dwelling would be set on higher ground than No.27, which is set down by approximately 1-1.5m. The new dwelling would be 8.2m in height, but would have eaves that are lower than that of a full two storey house. Consequently, although the new dwelling will be seen from these two dwellings, the side wall will be sited approximately 13m from the rear facing kitchen window of No.27. The adopted minimum standard for the distance from a rear habitable room window to the side wall of a full-height two storey gable end wall is 12m. Therefore officers consider that, whilst there would be a visual change to the site and outlook, it would not result in significant harm to the amenity of these dwelling. There are to be no windows that face onto the rear garden of No.27 and as such there would be no harmful overlooking. Given the orientation of these dwellings there is unlikely to be significant overshadowing from the proposed dwelling.
- 6.18 No.26 The Paddock also shares a boundary with the application site. The proposed dwelling will be more visible than the existing building. However, given its height, scale, and distance from this neighbour, the proposed dwelling will not cause harm through overlooking, overshadowing or dominance.
- 6.19 When viewed from adjacent properties the new dwelling would appear in keeping with, and of a similar design to, others within this residential estate. Whilst there would be upper floor windows with some outlook onto adjacent dwellings this is true of adjacent and surrounding dwellings within the estate. The garden proposed to the rear is of a sufficient depth, 10m, so as not to amount to significant overlooking or a loss of privacy of adjacent dwellings.
- 6.20 Neighbours have expressed a preference for a bungalow on this site or for moving the dwelling within the plot. However, a bungalow has not been proposed and any movement of the dwelling forwards in line with Ashbourne Cottage would result in insufficient room for the parking of cars on the site.
- 6.21 Officers cannot conclude that there would be significant or demonstrable harm to the amenity of adjacent properties from the proposed new dwelling and therefore consider the proposal would accord with relevant local plan policies and the NPPF.
- 6.22 **Highways**  
Policy DC5 of the adopted local plan permits development that would not have a harmful impact upon traffic safety in terms of access and egress, congestion or environmental problems, circulation, turning, servicing and would not result in congestion of the site or surrounding highway network.
- 6.23 The parish council have some concerns over the access to the rear. There is sufficient space for pedestrian access along the side and is a similar arrangement to surrounding dwellings.
- 6.24 The county highways officer has no objections to the proposed parking plan as submitted with the application. He has advised that a detailed parking and manoeuvring plan, showing spaces that measure to 2.5m x 5m should be submitted prior to development and the spaces laid out prior to first occupation. This can be included as a

condition.

**7.0 CONCLUSION**

7.1 The site is located within a sustainable location within one of the larger villages that can accept new dwellings, especially on infill plots. Whilst the proposed three-bed dwelling would be more visible from adjacent dwellings than the existing telephone repeater building, its overall height, scale and mass would not result in significant overlooking or overshadowing to adjacent properties. Its character and appearance is such that it would appear in keeping with the surrounding context and grain of development. The proposal does not therefore cause substantial or demonstrable harm to warrant a refusal in this instance and is considered to be acceptable in accordance with the NPPF and relevant local plan policies.

**8.0 RECOMMENDATION**

**To grant planning permission subject to the following conditions:**

- 1. Commencement three years - full planning permission.**
- 2. Approved plans.**
- 3. Car parking.**
- 4. No drainage to highway.**
- 5. Matching materials.**
- 6. Materials (details).**
- 7. Sustainable Drainage Scheme.**

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