

<b>APPLICATION NO.</b>	<a href="#">P16/V0527/O</a>
<b>APPLICATION TYPE</b>	OUTLINE
<b>REGISTERED</b>	17.3.2016
<b>PARISH</b>	GROVE
<b>WARD MEMBER(S)</b>	Ben Mabbett Chris McCarthy
<b>APPLICANT</b>	Mr and Mrs Breakspear
<b>SITE</b>	The Bungalow, Townsend, Grove, Wantage, OX12 0AZ
<b>PROPOSAL</b>	Demolition of existing bungalow and industrial workshops/storage sheds. Erection of 14 flats, car parking, landscape and works there to.
<b>AMENDMENTS</b>	None
<b>GRID REFERENCE</b>	439762/190605
<b>OFFICER</b>	Charlotte Brewerton

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## SUMMARY

This application is an outline application for access only with all other matters reserved for the demolition of the existing bungalow and industrial workshops and the erection of 14 flats with car parking spaces to the rear. The provision would be for 1 x one bed flat and 13 x two bed flats with 1 parking space per flat and 7 visitor parking spaces provided. Private amenity space would measure 392m<sup>2</sup> and would be located to the rear.

This application comes to planning committee as Grove Parish Council object to the development on grounds that the proposed flats would be too tall and should be the same height as adjacent dwellings and that there should be 2 parking spaces per dwelling to prevent overspill parking into the local area.

Local residents have objected on grounds of noise and increased traffic, overdevelopment, dominating visual presence, not in keeping, loss of light, increase in vermin and distance from boundaries.

The Highways Officer has assessed the proposal and has no objections subject to conditions. Waste management team have asked for a contribution of £170 per dwelling but no other contributions are sought and there is no affordable housing contribution trigger.

There are no technical objections to this application and Officers are satisfied that the widening of the access and provision of additional dwellings in a sustainable residential location would be in accordance with Local Plan Policies and the NPPF. The recommendation is for approval.

## 1.0 INTRODUCTION

- 1.1 The Bungalow, also known as Breakspear's Yard, sits within a large corner plot which fronts Newlands Road in Grove. Existing access to the site is from Denchworth Road leading to a service yard area with a number of workshops and covered service areas. The site has an industrial appearance. Grassed amenity space sits to the front and side of the bungalow, which is visible from Newlands Drive, and shares the plot with

the business use behind. The bungalow itself, of no architectural merit, sits adjacent to a modern two and a half storey dwelling with a rendered appearance.

- 1.2 The surrounding character is very much residential in appearance with all 4 sides of the plot having a variety of dwelling types and sizes. Surrounding dwellings are a mix of materials with red brick and render featuring in the surrounding area.
- 1.3 Cotton Close sits to the north of the plot and Steptoe Close to the East. To the West of the site fronting Churchward Close sits an area of Public Open Space (POS).
- 1.4 The site itself is contained by a mature hedgerow and a number of tall trees which are of no particular arboricultural merit.
- 1.5 There are two bus stops located along Brereton Drive approximately 87m from the site. The site is not located within any designated area or known flood risk area. A Location Plan can be seen **attached** at Appendix 1.

**2.0 PROPOSAL**

- 2.1 This application seeks outline planning permission for access only, for the demolition of the bungalow and workshop buildings in Breakspear’s Yard and for the construction of 14 flats. The site area measures 0.189 ha (0.47acres).
- 2.2 The provision is for 1 x one bed flat with one parking space and 13 x two bed flats with one space each. There are to be 7 additional visitor parking spaces with all spaces measuring 2.5m by 5m in accordance with OCC standards. Parking and private amenity space is to be located to the rear of the site.
- 2.3 The proposal seeks to alter and widen the existing access off Denchworth Road to 4.1m wide to allow two cars to pass. A vision splay of 2.4 x 43m is indicated on the application site plan. The layout, landscaping, scale and mass shown on the proposed block plan are for illustrative purposes only. The proposed site access and illustrative plans can be seen **attached** at Appendix 2.

**3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

Below is a summary of the responses received to both the original plans and the amendments. A full copy of all the comments made can be viewed online at [www.whitehorsedc.gov.uk](http://www.whitehorsedc.gov.uk)

3.1	<b>Grove Parish Council</b>	Object Too tall and there should be two parking spaces per dwelling to reduce impact and overspill parking onto adjacent highway. Double yellow lines should be used.
	<b>Oxfordshire County Council Single Response</b>	No Objections, subject to highways conditions and No Contributions sought and drainage details as necessary.
	<b>Thames Water Development Control</b>	No Objections
	<b>Health &amp; Housing - Contaminated Land</b>	No objections however the land could be contaminated given previous use. Contaminated land investigation works as condition.
	<b>Health &amp; Housing - Env.</b>	No Objections

<b>Protection Team</b>	
<b>Health &amp; Housing - Air Quality -</b>	No Objections
<b>Countryside Officer(South Oxfordshire &amp; Vale of White Horse)</b>	No Objections – Bat informative suggested
<b>Waste Management Officer (District Council)</b>	No Objections £170 per dwelling as contribution
<b>Urban Design Officer (South Oxon &amp; Vale of White Horse DC)</b>	No Objections Variations in height provide a visual interest to the street scene however planting unclear.
<b>Drainage Engineer (Vale of White Horse District Council)</b>	No Objections subject to OCC as lead on drainage.
<b>Neighbour Object (3)</b>	Noise increase, overdevelopment, too many units, not in keeping, increased traffic will be a problem, too large and tall, vermin issue, domainting presence, loss of light in winter months, distance from boundaries to proposed development too close, whose maintenance of green areas?
<b>Neighbour No Strong Views (1)</b>	Principle acceptable Landscaping and boundary treatments to be sought.

**4.0 RELEVANT PLANNING HISTORY**

**4.1** [P92/V0994](#) - Approved (19/03/1992)

Erection of an open ended vehicle shelter.

**4.2** [P85/V2061](#) - Approved (26/04/1985)

Construction of a single detached bungalow. (Site area 0.19 hectare).

**4.3** [P80/V0985](#) - Approved (21/05/1980)

New bay windows, boiler house extension and alterations.

**4.4** [P74/V7437/O](#) - Approved (12/08/1974)

Grovelands Park, residential development. Phase V, VI, VIII(part).

**5.0 POLICY & GUIDANCE**

**5.1 Vale of White Horse District Council Local Plan 2011**

The development plan for this area comprises the adopted Vale of White Horse local plan 2011. The following local plan policies relevant to this application were 'saved' by direction on 1 July 2009.

DC1 - Design

DC3 - Design against crime

DC5 - Access

DC6 - Landscaping

DC7 - Waste Collection and Recycling

DC9 - The Impact of Development on Neighbouring Uses

GS1 - Developments in Existing Settlements

H10 - Development in the Five Main Settlements

H15 - Housing Densities

H16 - Size of Dwelling and Lifetime Homes  
H23 - Open Space in New Housing Development  
TR5 - The National Cycle Network

## 5.2 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:-

<b>Policy No.</b>	<b>Policy Title</b>
Core Policy 1	Presumption in favour of sustainable development
Core Policy 2	Co-operation on unmet housing need for Oxfordshire
Core Policy 3	Settlement hierarchy
Core Policy 4	Meeting our housing needs
Core Policy 5	Housing supply ring-fence
Core Policy 7	Providing supporting infrastructure and services
Core Policy 20	Spatial strategy for Western Vale Sub-Area
Core Policy 22	Housing mix
Core Policy 23	Housing density
Core Policy 24	Affordable housing
Core Policy 33	Promoting sustainable transport and accessibility
Core Policy 35	Promoting public transport, cycling and walking
Core Policy 36	Electronic communications
Core Policy 37	Design and local distinctiveness
Core Policy 38	Design strategies for strategic and major development sites
Core Policy 44	Landscape
Core Policy 45	Green infrastructure
Core Policy 46	Conservation and improvement of biodiversity

## 5.3 Supplementary Planning Guidance

- 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)

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)

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)

- Open space, sport and recreation future provision – July 2008
- Sustainable Design and Construction – December 2009

## 5.4 National Planning Policy Framework (NPPF) – March 2012

5.5 **National Planning Practise Guidance 2014 (NPPG)**

5.6 **Other Relevant Legislation**

- Community & Infrastructure Levy Legislation Human Rights Act 1998
- Equality Act 2010
- Section 17 of the Crime and Disorder Act 1998
- Natural Environment and Rural Communities (NERC) Act 2006
- Localism Act (including New Homes Bonus)

5.7 **Neighbourhood Plan**

Grove have not submitted a neighbourhood plan.

5.8 **Environmental Impact**

This proposal does not exceed 150 dwellings, the site area is under 5ha and is not within a 'sensitive area' as defined by the EIA regulations. Consequently the proposal is beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 as amended and this proposal is not EIA development and there is no requirement under the Regulations to provide a screening opinion.

5.9 **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.

5.10 **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 character of the site and the surrounding area;
- The impact to pedestrian safety and the surrounding highway network; and
- Other material considerations

6.2 Principle of Development

The site is located within Grove which is one of the five settlements within the district which will allow new housing within the built up limits identified by local plan policy H10. The NPPF advises that new developments should be located within sustainable locations with good public transport and links to the surrounding areas. In addition there are three strands to sustainable development which should have an economic, social and environmental role within the local area.

6.3 The site is currently within employment use as a service and scrap storage yard. Policy E14, which deals with small scale employment sites, states that the loss of these sites would not be permitted where it would reduce employment opportunity for the local area. However this Policy is considered not to be fully consistent with the National Planning Policy Framework (NPPF).

6.4 The agent has advised that the use of the site has become redundant for the daily operations of the business. The NPPF advises that in order to secure economic growth to local areas employment sites should be able to adapt and grow to secure future longevity. This site is located within a residential area. Expanding such an industrial business within this local environment could have social and environmental

implications. The site is currently a previously developed brownfield site and alongside the NPPF, Officers consider that its redevelopment to assist with the housing deficit would improve the environmental character and social cohesion whilst also allowing the business to be relocated to a more suitable location. Allowing such principles would be consistent with the thrust of national planning policy alongside the local plan and emerging plan policies for continued growth and development within the district.

- 6.5 Officers consider that the principle of the loss of the employment site alongside the redevelopment of this prominent corner plot for additional housing within a residential area supports the fundamental requirements of the NPPF. Unless any harm can be identified in the report below which outweigh these benefits highlighted above, Officers consider the principle to be appropriate development.
- 6.6 Character  
Adopted local plan policy DC1 states that development should be of a suitable layout, form, design, scale and mass so that it would not detract from the character of the surrounding area.
- 6.7 There is an existing access into the site from Denchworth Road which currently serves haulage vehicles and larger industrial trucks. This access is to be altered and widened to OCC standards to which the highways officer has no objection to. This would not be detrimental to the surrounding character of the area as the site is existing and currently in daily use.
- 6.8 The proposed illustrative drawings show that the proposed flatted development would be located on the corner with Denchworth Road and Newlands Drive resulting in a prominent feature building that overlooks the adjacent public open space that fronts Churchward Close.
- 6.9 The agent has shown within their design and access statement a concept drawing and plan in which could inform the layout, scale, mass and design of such a building at any subsequent reserved matters stage. The urban design officer has stated that more clarification could be had to the planting and the room layouts to maximise lighting and outlooks for future occupants; however the changes in heights and gradual step change of the building would provide visual variation and interest to the street scene whilst also offering a feature building on a prominent corner location. Officers are satisfied that a number of comments made by the urban design officer can be dealt with in detail at any subsequent reserved matters stage and that a number of issues previously had with Officers at pre-application stage have already been addressed in terms of design and layout.
- 6.10 The surrounding character is residential and whilst the proposed development would be prominent in this corner location; it would not detract from the surrounding character in terms of its proposed scale, mass, bulk, and visual appearance. The step changes to the scheme would ensure that the development is not too bulky, stepping down nearer to the adjacent existing properties and creating a taller mid-section to front the surrounding street scene. These principles are considered to be appropriate.
- 6.11 The location of the building on the corner of the convergence between Newlands Drive and Denchworth Road allows for a feature building which provides good visual interest and surveillance of the open green space. The use of materials are matching with examples found in the local area. However, these are a detail which could be controlled under a reserved matters application.

In terms of scale the provision of 14 flats on this site seems a sensible addition to the

- 6.12 provision of smaller housing stock in this area on previously developed land. The proposed private amenity space would be to the rear and would have an outlook onto a parking area. The Design Guide advises a private amenity area of 15m<sup>2</sup> per bedroom.
- 6.13 This application seeks 27 bedrooms in total on this site, which equates to a requirement of 405m<sup>2</sup> of private amenity space. However the Agent has advised that the private space to the rear is for 392m<sup>2</sup>. This equates to a deficit, in terms of the private provision per bedroom, of 13m<sup>2</sup>. There is however a useable area at the front of the site which measures 122m<sup>2</sup> and the public space across the road is in close proximity. This allows for future occupants to have sufficient access to outside area.
- 6.14 Officers consider that this is not significantly harmful to the amenity of future occupants to result in a refusal on these grounds. This however could be revised at the reserved matters stage when layout and details are provided for this scheme, should it be approved.
- 6.15 Officers are satisfied that a development as shown on the illustrative plans could be accommodated upon this site with no significant or demonstrable harm to local character and that scale, mass, layout could be positively achieved in accordance with local plan policies.
- 6.16 Traffic considerations  
Adopted local plan policy DC5 states that new development should provide safe and adequate pedestrian safety and access to the existing traffic network.
- 6.17 Oxfordshire County Council has no objections to the scheme which utilises the existing access off Denchworth Road into the site. The traffic trips proposed for a residential use, whilst may not be comparative to the current movements, would result in a reduction in heavy haulage movements, servicing and works of an industrial nature. The highways officers considers that the widening of the access is appropriate to the residential use and would not result in severe harm to the existing traffic network.
- 6.18 They have commented that the parking provision is acceptable for the number of additional units proposed in this location and have no concerns with overspill into the surrounding area. The highway officer is of the opinion that if an occupier does not own a vehicle this space can be used by a visitor thereby reducing the likelihood of on-street parking by visitors in the vicinity of a junction. They have not suggested that double lines be used as per the Parish Council comments and so Officers are not requiring this as a condition to the application.
- 6.19 The Highways Officer has suggested that conditions be attached that seek to stop up the existing access off Denchworth Road. However there is only one vehicular access into this site, which is off Denchworth Road, and this is proposed to be widened and utilised as part of the residential redevelopment of the site. This condition is therefore not reasonable or required.
- 6.20 A Construction Traffic Management Plan (CTMP) is also required to manage the likely disruption the proposal will cause on the adjacent Highway Network. Officers consider that given the number of units being provided and the size of the scheme within a residential area this is appropriate in this instance.
- 6.21 Cycle Parking is recommended to be provided prior to occupation. Officers consider this can be as a condition which is a reasonable requirement. There is adequate parking provision and turning areas within the site. The access alterations and provision is therefore adequate for the use proposed and no severe harm can be identified to

recommend refusal of this scheme for access only. Officers consider that this proposal is in accordance with local plan policy DC5.

6.22 Impact to neighbouring amenity

Adopted local plan policy DC9 states that proposed development should not be detrimental to adjacent neighbouring uses as a result of loss of light or privacy, increased overlooking, overwhelming, overshadowing and shall not result in increased dust, noise or smell pollution.

6.23 The site is a residential area with dwellings on all sides. The existing use is as a service and haulage yard with heavy goods vehicles using the site daily. Officers consider that the removal of this use from the site and the provision of a use more akin to the surroundings would improve the visual appearance of the site whilst also resulting in reduced noise, potential for reduced pollution from oil and industrial contaminants and an improvement to the area from the general running of such a business enterprise.

6.24 In response to the objections the proposed illustrative plans show that the proposed dwellings are largely stepped away from immediate neighbouring boundaries and more closely located alongside Denchworth Road in the bottom west corner of the site.

6.25 There is a gap between those properties located to the north and the nearest proposed wall of the new development of 6.2m. Again the distance of the proposed new build to the boundary is 3.7m with the adjacent 2.5 storey dwelling to the east approximately 8m away. Whilst the development would be visible to surrounding and adjoining neighbours, Officers consider that its built form would not be significantly overwhelming, dominating or overshadowing to neighbouring amenity areas or main habitable rooms and that loss of light is minimal when considering the path of the sun and the location and proximity of adjacent dwellings. Officers do note however that the submitted plans are for illustrative purposes only and that these distances will be dealt with in more detail at a subsequent reserved matters stage.

6.26 Some comments have been received with regards to the maintenance of green areas however this is for the agent to advise on at the reserved management stage and is not a detail under consideration at this stage. In addition boundaries and landscaping requirements can all be considered in a reserved matters application; however Officers consider that these details would be able to be designed so as not be detrimental to surrounding amenity.

6.27 Officers therefore consider that the proposed development would not cause significant or demonstrable harm to existing occupants and surrounding amenity and is in accordance with Policies.

6.28 Other considerations

The countryside officer is satisfied that there would be no harmful impact to protected species. Given the open nature of the industrial buildings he has suggested that an informative be placed on any grant of planning permission to ensure that should bats be found to use the site then they are protected as per the legislation.

6.29 Environmental health do not have any concerns with the site in terms of air quality or environmental protection issues. Given the previous use of the site and the potential for oil spillage and industrial contaminants they have suggested that a contamination investigation be undertaken to ensure there would be no harmful impact during the future development of this site. Officers are satisfied that this can be satisfactorily controlled by condition which is reasonable in this instance.



6.30 The site is not within a known area at risk from flooding and therefore the drainage officer and OCC have no objections subject to a full details of the Sustainable Urban Drainage system to be used. Officers are satisfied that this can be controlled by condition. Thames Water have advised they too have no objections to the scheme.

6.31 Contributions

Education - Based on the unit mix stated in the application, this proposed development has been estimated to generate 2.66 primary pupils, 1.48 secondary pupils and no pupils requiring education at an SEN school. OCC is not seeking Education contributions to mitigate the impact of this development on infrastructure. This is solely due to Regulation 123 of the Community Infrastructure Levy Regulations 2010 (as amended), and the need to reserve the ability to seek contributions from larger developments than this in the area in future.

6.32 Waste Management have asked for a contribution per dwelling of £170 to secure additional refuse and recycling facilities to this part of Grove. Officers understand that waste management is currently not CIL compliant and therefore this is not a reasonable request that Offices can request monies for at the present time.

7.0 **CONCLUSION**

7.1 This site is located within a sustainable location and an area that supports additional growth. This site redevelopment would provide much needed housing within the District aiding the five year housing land supply. The application has shown that adequate access can be provided, subject to appropriate conditions, and the illustrative design shows that 14 flats can be achieved on this site without having a significant or demonstrably harmful impact upon the residential character of the site and surrounding area. Material considerations have been found to be acceptable with additional details to be considered at the reserved matters stage. Officers are therefore satisfied that the proposal complies with the Local Plan Policies and the NPPF.

8.0 **RECOMMENDATION**

**That outline planning permission is granted, subject to the following conditions:**

- 1. Content of reserved matters.**
- 2. Date for the submission of reserved matters – two years.**
- 3. Commencement date – three years.**
- 4. Development in accordance with approved plans.**
- 5. Access only to specified road.**
- 6. Construction traffic management plan to be submitted.**
- 7. Cycle parking prior to occupation.**
- 8. Contamination investigation to be undertaken.**
- 9. Sustainable drainage scheme details to be submitted.**
- 10. Bat informative.**

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