

<b>APPLICATION NO.</b>	<a href="#">P16/V0446/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	23.2.2016
<b>PARISH</b>	KINGSTON BAGPUIZE
<b>WARD MEMBER(S)</b>	Eric Batts
<b>APPLICANT</b>	Mr Jonathan Cliff
<b>SITE</b>	Crossroads Garage Faringdon Road Southmoor Abingdon, OX13 5HE
<b>PROPOSAL</b>	Demolition of Crossroads Garage showroom and sales offices, retaining workshops at the rear, with one being altered to act as new reception/office. New local supermarket with associated storage/office space, plant, refuse area and parking. 4no. flats above supermarket with associated amenity space and shared refuse/bike storage.  (15 June 2016 - Amended plans received)  (11 August 2016 - Amended plans received_design amendments)
<b>AMENDMENTS</b>	As above
<b>GRID REFERENCE</b>	439918/198132
<b>OFFICER</b>	Sarah Green

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## 1.0 INTRODUCTION

- 1.1 The application site is the existing garage site in the centre of Southmoor which is a used car dealership and Renault repair centre. It occupies the corner of the Faringdon Road and Draycott Road junction. A location plan is **attached** at appendix 1. The site is not within a conservation area and there are no listed building adjacent to the site.
- 1.2 This application comes to committee at the request of the local ward councillor, Eric Batts.

## 2.0 PROPOSAL

- 2.1 The application seeks permission for the demolition of the showroom and office space towards the front of the site, which is underutilised. The workshops to the rear would be retained and refurbished and the garage use retained on this portion of the site.
- 2.2 At the front of the site would be erected a new retail unit for a local Sainsbury's food convenience store with 4 flats above. A parking area for the store would be located to the side with access from Faringdon Road. Parking for the proposed flats would be separate and accessed from Draycott Road. A new lay-by would be created along Faringdon Road which would be used as a delivery bay for the store. Extracts of the plans are **attached** at appendix 2. A full copy of the plans and supporting documents are available on the council's website.

## 3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

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

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Vale of White Horse District Council – Committee Report – 28 September 2016

3.1

Kingston Bagpuize With Southmoor Parish Council	<p>Objection on the following grounds:-                  Drainage into sewer                  No justification for additional retail                  Parking and access issues                  The delivery lay-by will be dangerous                  The proposed flat access not acceptable                  Additional traffic and speeding                  Encloses open village vernacular                  Litter.</p>
Neighbour Object (26)	<ul style="list-style-type: none"> <li>• Already a supermarket in village, no need</li> <li>• Out of character, out of keeping</li> <li>• Does not reflect any building in Southmoor</li> <li>• Pays no tribute to historic properties.</li> <li>• Hours of business are unacceptable in residential area</li> <li>• Anti-social behaviour</li> <li>• Increase in traffic on busy crossroads</li> <li>• Parking issues</li> <li>• Lay-by will block visibility</li> <li>• Safety issues with pedestrians</li> <li>• Crossroads accident black spot</li> <li>• Area busy with school children</li> <li>• Building will block visibility from Draycott Road</li> <li>• Impact on light reaching Lime Grove properties</li> <li>• Impact on privacy, overlooking</li> <li>• Light pollution</li> <li>• Flats will cause disturbance due to balcony doors</li> <li>• Noise pollution</li> </ul>
Waste Team - Vale	No objections subject to conditions
Urban Design Officer (South Oxon & Vale of White Horse DC)	Supports the building being used as a corner emphasis and that high quality materials should be used. Keen to ensure parking is appropriately screened.
Drainage Engineer (Vale of White Horse District Council)	No objection subject to condition
Health & Housing - Food Safety	No objections
Health & Housing - Contaminated Land	No objection subject to condition
Health & Housing - Env. Protection Team	No objection subject to condition
Oxfordshire County Council Single Response	Highways – no objection Archaeology – no objection
Thames Water Development Control	No objection

**4.0 RELEVANT PLANNING HISTORY**

4.1 None

**5.0 POLICY & GUIDANCE**

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

CF2 - Provision of New Community Services and Facilities

DC1 - Design

DC20 - External Lighting

DC5 - Access

DC6 - Landscaping

DC7 - Waste Collection and Recycling

DC9 - The Impact of Development on Neighbouring Uses

GS1 - Developments in Existing Settlements

H11 - Development in the Larger Villages

S13 - Development of village shops

**5.2 Emerging Local Plan 2031 – Part 1**

The draft local plan part 1 is not currently adopted policy. At present it is officers' opinion that the emerging local plan policies carry limited weight for decision making.

**5.3 Supplementary Planning Guidance**

- Design Guide – March 2015

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

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

**5.6 Environmental Impact**

The application site area is under 5ha. Consequently the proposal is beneath the thresholds set in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015 and this proposal is not EIA development and there is no requirement under the Regulations to provide a screening opinion.

**5.7 Other Relevant Legislation**

- Planning (Listed Buildings and Conservation Areas Act) 1990
- 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
- The Conservation of Habitats and Species Regulations 2010
- Localism Act

**6.0 PLANNING CONSIDERATIONS**

6.1 The relevant planning considerations are the following:

- Principle
- Design
- Amenity
- Highway matters
- Drainage
- Contributions

**6.2 Principle**

The NPPF requires the planning system to support an appropriate level of economic growth in rural areas to create jobs and prosperity by taking a positive approach to sustainable new development. The planning system should promote the retention and development of local services and community facilities in villages, such as local shops. It also states that sequential test does not apply to small scale rural retail development.

6.3 Local plan policy supports new small scale shops within villages provided they do not result in other planning harm. Such shops can help to support the day to day needs of a community and contribute to making places more sustainable. The principle of a new shop should therefore be supported. There have been a number of objections relating to the proximity of the proposal to existing village shops. Members will be aware that commercial competition is not a material planning consideration. Thus the application cannot be refused because it will increase competition with existing shops. Kingston Bagpuize-with-Southmoor is categorised as a larger village within the current adopted local plan. Over the last few years at least 672 new dwellings have received permission and are being built, increasing the population of the villages. The development will be a new service to the area which will serve both existing and new residents.

6.4 Officers consider that the proposal to build this new village shop should be welcomed. In terms of the new flats, the site is within the built up area and new residential would be acceptable in this location. The proposal also retains the existing garage use, and hence employment, on the site, although within a smaller area.

**6.5 Design**

The NPPF advises that design policies should avoid unnecessary prescription or detail and should not attempt to impose architectural styles or particular tastes. Moreover they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

6.6 The adopted design guide advocates that the scale of new buildings should relate to their location but that landmark or corner buildings provide opportunities for distinctive designs and increased building heights.

6.7 The proposed layout of the site has been revised to transpose the original location of the building and main parking area such that now the building will sit at the corner of the site. The revised layout has also allowed for the parking for the residential flats to be separated from the commercial parking.

6.8 This change to place the building on the corner follows good design practise. It enables the building to act as a focal feature. The parking area will be to the side of the building and less dominating in the street scene. The ground floor of the building would provide glazing around the structure to help the building address the street. Similarly, at first floor, full height windows and Juliet balconies will address the street and provide natural surveillance. Each flat will be provided with its own small outside garden area at the rear at first floor level.

6.9 The building would have two storeys and be 7.4 metres high. The size of the building is partly dictated by the requirement for the store size. The gross retail floor space provided would be 372sqm. The building would be 27.4 metres in length along Faringdon Road. Each side elevation would be around 12.2 metres high at two storeys before they drop down to the boundaries which enclose the first floor gardens.

- 6.10 The design of the proposed building is contemporary. Part of the rationale for this is that the site has been occupied by commercial garage and workshop buildings for many years and the proposed building is a modern continuation of that history. The proposed building itself incorporates high quality external materials including zinc, timber, aluminium and brick. A clear reference to local distinctiveness is included with a Flemish bond motif on some of the brick panels, involving stretchers alternating with recessed headers. A traditional Flemish bond wall comprises orange/red stretcher bricks with blue-glazed headers. It is a locally distinctive feature. Officers consider this modern reference to be innovative and very welcome on such a project.
- 6.11 Overall officers consider the proposed building to be a thoughtful design, with references both to the history of the site and to local distinctiveness. Its scale is justified in design terms and the proposed materials are of high quality. In view of its attributes, officers consider the proposal to be entirely acceptable in design terms.
- 6.12 **Amenity**  
Each flat would be provided with its own private external garden terrace area. These would provide the occupiers with some external living area and also provide natural surveillance of the stairs and terrace area.
- 6.13 There are residential properties around the site which benefit from views of the site. It is acknowledged that the outlook these properties have towards the site will change. This in itself is not necessarily harmful. Members will be aware that the right to a view is not a material planning consideration. Therefore officers have paid careful attention to the material considerations of potential overlooking or dominance.
- 6.14 To the east of the site is Woodlea, a bungalow. The boundary of the site encloses one side of this property. The revised layout of the proposal has resulted in the removal of the building and external terrace areas away from the boundary with this property and therefore has removed the overlooking and dominance that would have occurred to this neighbour. The building is now over 30metres away from the boundary which also means that the existing conifer hedge on the boundary will not be affected. Along the boundary will be parking, similar to the current arrangement, with the bin provision now behind the building and not adjacent to the neighbour.
- 6.15 To the west of the site is Draycott Road and the backs of properties in Lime Grove. The first floor windows of the flats will overlook the street and public realm. The design guide recommends that a distance of at least 21 metres between facing habitable rooms should be achieved to ensure there is no direct overlooking between properties. The distance between the flats and the Lime Grove properties would be 26m. Given this distance officers do not consider that the proposal will result in harmful overlooking towards these properties.
- 6.16 To the south of the site is Faringdon Road and a number of detached properties on the other side of the road. The proposed building would be set back from the edge of the road by around 5.5 metres. The distance between the opposite properties and the building would be between 22.5 and 26 metres, exceeding the recommended distances in the design guide.
- 6.17 Concerns have been raised by residents to the disturbance the development will create in terms of car movements and the use of the ATM. The site is essentially within the centre of the village, adjacent to the main road through the village where there will be a higher level of disturbance than on residential side streets. Such convenience stores are typically located within residential areas without causing significant nuisance. The council's environmental health officer has no objection to the scheme. He recommends

that all deliveries should be restricted to between 7am and 11pm and officers consider this to be reasonable to ensure that residents are not disturbed during the night. Details of any ventilation or refrigeration can also be sought by condition to ensure they do not adversely affect residents through noise.

- 6.18 In terms of the advertisement and signage lighting, this would be covered under a separate advertisement consent process.
- 6.19 **Highway matters**  
Adopted local plan policy DC5 requires safe access for developments and that the road network can accommodate the traffic arising from the development safely. Paragraph 32 of the NPPF states that applications should only be refused on transport grounds if the impact is “severe”.
- 6.20 The development would utilise the existing access to the site from Faringdon Road to serve the parking area for the shop. The residential parking would be accessed from Draycott Road where there is already dropped kerbs. The garage would continue to use its existing access and a new one from Draycott Road.
- 6.21 A total of 17 spaces will be provided for the shop. This is two spaces below the parking standard of 19 spaces. Five spaces are to be provided for the residential flats, one for each and a visitor space. The site is within walking distance of a number of residents within the village and the bus stops are adjacent to the site where the 66 bus stops every half hour. A lay-by will be created along Faringdon Road to allow delivery lorries to pull off the carriageway.
- 6.22 The county highways officer has carefully considered the proposal in light of the NPPF threshold of “severe” harm. He considers that the number of traffic movements from the development would not have a severe impact on the local highway network. In terms of parking he notes the number of parking spaces for the shop is not up to the standard and that on-street parking is likely to arise. However, the next question is whether that is likely to cause “severe” harm. The county engineer is mindful of recent appeal experience, for example in Kennington where an inspector accepted that a commercial business would cause on-street parking but considered that this was insufficient in itself to outweigh the significant economic benefits of commercial development. He therefore considers that, given the local traffic levels, which are relatively low, any objection on this ground is unlikely to be supported at appeal.
- 6.23 Objections have been raised by residents to the visibility at the junction of Draycott Road and Faringdon Road and that the development, and the position of the new building, will make it difficult to exit the junction. The new building will be set back from Faringdon Road by 5.5metres which is behind the line of the existing hedge along the frontage. Officers are satisfied that the new building will not interrupt the visibility splay from Draycott Road. Having a lay-by will enable a delivery vehicle to park off the road instead of within the carriageway and it would be there for relatively short periods. Overall the county highways officer does not consider the visibility available to drivers at the junction will be compromised.
- 6.24 **Drainage**  
Both the council’s drainage engineer and Thames Water have been consulted on the application and neither have any objection to the proposal. Conditions relating to drainage are suggested and details will require approval by the council’s drainage engineer.

6.25 **Contributions**

No contributions are sought by either the county or district councils due to the relative small scale of the scheme. The parish council has requested various contributions for bus services, bus shelters and pedestrian crossing facilities. The contributions are however not considered to be necessary or reasonable in light of the scale of the development, and such requests have not been asked for by the highway authority, and neither have the highway authority asked for any traffic calming or changes to traffic regulations.

7.0 **CONCLUSION**

7.1 Paragraph 7 of NPPF identifies three mutually dependant dimensions to sustainable development; it should fulfil an economic role, a social role and an environmental role.

7.2 The proposed development would perform an economic role, in that it would provide employment during the construction phase. It would also retain existing employment on the site and create new employment. The scheme would also provide 4 additional small units and add to the local housing mix.

7.3 The proposal will result in some environmental change resulting from localised changes to the character of the area. Although the development will be different in appearance, it is considered that it has taken account of general urban design principles. The NPPF places great weight on supporting sustainable economic development and also to boost the supply of housing. This development would contribute towards both of these aims. In view of this it is considered that the proposal is acceptable and therefore it is recommended for approval.

8.0 **RECOMMENDATION**

8.1 **It is recommended planning permission is granted subject to the following conditions:**

1. **Commencement three years - full planning permission.**
2. **Approved plans.**
3. **Samples of materials to be submitted.**
4. **Details of windows and doors to be submitted.**
5. **Details of hard and soft landscaping to be submitted.**
6. **Landscaping to be implemented.**
7. **Access and parking in accordance with plan.**
8. **No development commence until scheme for off-site highways works agreed.**
9. **Bicycle parking in accordance with plan.**
10. **Surface and foul water drainage details to be submitted.**
11. **Bin store in accordance with plan.**
12. **Deliveries to retail unit limited to between 07:00 and 23:00 unless a quiet delivery protocol is agreed.**
13. **Phased contaminated land assessment.**
14. **Details of ventilation, refrigeration or plant equipment to be submitted.**

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