

APPLICATION NO.	P14/S3373/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	4.11.2014
PARISH	DIDCOT
WARD MEMBER(S)	Margaret Davies Eleanor Hards
APPLICANT	Mr K Ritson
SITE	140 Queensway DIDCOT Oxon, OX11 8SP
PROPOSAL	Demolish existing single storey extension and erect a two storey side extension to form two 2 bedroom flats and new access.
AMENDMENTS	None
GRID REFERENCE	452404/189071
OFFICER	Katherine Quint

1.0 INTRODUCTION

1.1 The application has been referred to Planning Committee because the recommendation conflicts with the views of Didcot Town Council who consider that the development would result in a lack of privacy to occupants of the proposed ground floor flat, and does not provide sufficient allocated amenity space.

1.2 The application site relates to a 2-storey, semi-detached dwelling on the corner of Queensway and Mowbray Road, with a gravel driveway to the front and garden to the side and rear. No 140 Queensway was extended in 2010 through the addition of a 2-storey rear extension and a single storey side extension. An electricity sub-station is located to the rear of the site, and the rear garden backs onto the gardens of properties on Green Road.

1.3 The site is identified on the Ordnance Survey Extract **attached** at Appendix 1.

2.0 PROPOSAL

2.1 The applicant seeks full planning permission for a 2-storey side extension to form two 2-bed flats with separate entrances. The proposal includes communal amenity space to the rear of the site, along with parking and cycle storage, and waste / recycling storage.

2.2 Reduced copies of the plans accompanying the application are **attached** at Appendix 2. Full copies of the plans and consultation responses are available for inspection on the Council's website at www.southoxon.gov.uk.

3.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

3.1 Didcot Town Council – Objection, as set out in section 1.1.

Highways - No strong views

No other representations received.

4.0 RELEVANT PLANNING HISTORY

4.1 [P10/W0693](#) - Approved (24/06/2010)
Erection of two storey rear extension (re-submission of planning application P09/W1084)

[P09/W1084](#) - Refused (15/01/2010)
Erection of two storey rear extension.

[P08/W1150](#) - Approved (05/12/2008)
Ground floor rear extension

[P02/W0434/RET](#) - Approved (14/08/2002)
Conservatory.

[P95/W0304](#) - Approved (29/06/1995)
Proposed ground floor extension.

[P53/R0508](#) - Approved (09/02/1953)
PROPOSED OUTDOOR ELECTRICITY SUBSTATION

[P52/R0489](#) - Approved (13/10/1952)
106 Easiform houses.

5.0 POLICY & GUIDANCE

- 5.1 South Oxfordshire Core Strategy policies (SOCS)
CS1 – Presumption in favour of sustainable development
CSS1 – Overall strategy and distribution of development
CSQ2 – Sustainable design and construction
CSQ3 – Design
CSDID3 – New housing in Didcot
- 5.2 South Oxfordshire Local Plan policies (SOLP)
D1 – Design
D2 – Vehicle and cycle parking
D3 – Plot coverage and garden areas
D4 – Privacy and overlooking
D10 – Waste facilities
H4 – Proposals for houses
T1 & T2 - Transport, parking and highway safety
- 5.3 South Oxfordshire Design Guide (SODG)
- 5.4 National Planning Policy Framework (NPPF)
National Planning Policy Framework Planning Practice Guidance (NPPG)

6.0 PLANNING CONSIDERATIONS

- 6.1 The main issues in this case are;
- Principle of residential development
 - Housing land supply
 - Impact on residential amenity
 - Amenity space
 - Design and scale in the context of the character of the area
 - Provision of parking
 - Sustainable design issues
- 6.2 **Principle of residential development**
- 6.2.i In establishing the principle of residential development on the site, consideration is given to policies CSDID3 – ‘New housing in Didcot’ of the South Oxfordshire Core Strategy, and saved policy H4 – ‘Proposals for houses’ of the South Oxfordshire Local Plan.

Agenda Item 8
South Oxfordshire District Council – Planning Committee 11 February 2015

Policy CSDID3 allows for housing in Didcot on suitable infill or redevelopment sites. The application site is within a built-up neighbourhood in Didcot and can be considered within the definition. As such, the assessment of whether the scheme constitutes 'suitable infill' must be explored further.

Policy H4 permits housing on sites within the built up areas of the 4 main towns provided that:

- i) *an important open space of public, environmental or ecological value is not lost, nor an important public view spoiled;*
The scheme does not result in any such area of particular merit being affected.
- ii) *the design, height, scale and materials of the proposed development are in keeping with its surroundings;*
- iii) *the character of the area is not adversely affected;*
Points ii) and iii) are assessed below in section 6.4 and 6.6.
- iv) *there are no overriding amenity, environmental or highway objections; and*
Residential amenity is considered in section 6.4.
Parking standards are addressed in section 6.6.
The site is located within a residential neighbourhood, which does not pose any concerns regarding Highway safety, as set out in consultation advice from the Highways Officer.
- v) *if the proposal constitutes backland development, it would not create problems of privacy and access and would not extend the built limits of the settlement.*
Not relevant in this case

The key planning considerations in determining whether the proposal meets policy H4 are considered in greater detail within the report.

6.3 Housing land supply

6.3.i The South Oxfordshire Core Strategy was prepared to be in conformity with the National Planning Policy Framework (the Framework). In particular, policy CS1 Presumption in favour of sustainable development was added to reflect the content of the Framework paragraph 14. This policy is clear that proposals which accord with the policies in the Development Plan will be approved without delay, unless material considerations indicate otherwise. Where the Development Plan is out of date or silent proposals will be determined having regard to the policies in the Framework and other material considerations. Where there is no 5 year supply the relevant policies will not be considered up to date and there will be a presumption in favour of sustainable development unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole (para 14 NPPF).

6.3. Didcot Shortfall:

ii The 2014 'Assessment of the 5 year Supply of Deliverable Sites in South Oxfordshire 2014' sets out the position of the district's 5 year supply. This demonstrates that in Didcot there is less than a 5 year housing supply (Didcot has a 20% buffer due to persistent under delivery). This application would therefore contribute towards the shortfall and this should weigh in favour of the proposal.

The site is in a sustainable location that could accommodate new development, and the proposal, although not seen as innovative in design terms, is not out of keeping with the character of the area. Given the size of the plot and the distance to neighbouring

properties, suitable standards of residential amenity can be maintained for occupants and neighbouring occupants. In conclusion, the application conforms to the requirements of CS1 and is therefore recommended for approval.

6.4 Impact on residential amenity

6.4.i Policies D4 and H4 of the SOLP consider the development's impact on the residential amenity of neighbouring occupants.

6.4. Privacy and overlooking

ii The application site benefits from being a corner plot, bordered by Queensway and Mowbray Road to the front and side, and separated from dwellings along Green Road by relatively long gardens. The depth of the new building does not extend beyond the existing 2-storey extension at no. 140. As such, the distance between neighbouring properties and the development is sufficient to ensure there would be no increase in overlooking from the proposed openings and to ensure privacy is not compromised.

Concern has been raised by the Town Council over the lack of privacy available to the ground floor flat. There will be a degree of overlooking from the first floor windows to the garden area, which is communal space, but this arrangement of outside space is not uncommon where flats are proposed. A similar approach has been taken in recent planning approvals within the Didcot area, specifically the relationship between upper and lower floor flats under references P12/S1299/O – Lower Broadway / Hagbourne Road and P12/S1286/FUL at Mereland Road.

6.4. Loss of light and overshadowing

iii The site faces northwards, and therefore any additional shadow cast by the development will fall across Mowbray Road and Queensway, or be screened by the existing dwelling. The levels of light and shadow to nearby properties across the highway, and at 142 Queensway will remain unchanged as a result of the development.

6.4. Scale and height

iv The size of the development is significant in relation to no. 140, with the same footprint as the existing building, and is located on a visually prominent corner-plot. While the depth of the proposed flats is visible within the street scene, the principle of the scale of the development has been established through the 2-storey extension granted at no. 140 in 2010, currently visible from beyond the site.

In conclusion, the development does not harm the amenities of neighbouring properties through loss of privacy, daylight or sunlight, and therefore complies with policies D4 and H4.

6.5 Amenity space

Policy D3 of the South Oxfordshire Local Plan sets out the following requirements for amenity space afforded to new dwellings:

A private outdoor garden or outdoor amenity space, or alternatively a shared amenity area should be provided for all new dwellings. [...] Private outdoor sitting areas should not be overlooked by adjacent outdoor sitting areas, living/dining rooms or kitchens.

The South Oxfordshire Design Guide recommends that 100sqm of amenity space is allocated to dwellings with 3 or more bedrooms, and 50sqm for 2-bed properties.

The site currently has 280sqm of amenity space to the rear of the dwelling – the scheme provides 113 square metres of private amenity space to no. 140, and 108 square metres of communal space to the 2 flats. Policy D3 supports the use of shared amenity space and the combined area available to the flats accords with the South

Oxfordshire Design Guide. A similar approach has been taken in recent planning approvals within the Didcot area, specifically communal space available to new flats under references P12/S1299/O – Lower Broadway / Hagbourne Road and P12/S1286/FUL at Mereland Road.

6.6 Design in the context of the character of the area

Policy D1 of the SOLP requires that development respects the principles of good design, and seeks to protect and reinforce a sense of local distinctiveness.

The neighbourhood is characterised by 1950s residential development, and is not considered to be of notable architectural merit. There are no specific conservation or landscape designations in the immediate area which require the design to tie closely with the architectural styles of neighbouring properties. In conclusion, the functional design continues to respect the policy requirements of policy D1 of the SOLP and is not considered harmful to the street scene as a whole.

6.7 Provision of parking

The South Oxfordshire Local Plan (Appendix 5) requires 2/3-bed properties to have access to 2 parking spaces. No. 140 currently has space for 2 vehicles on the front driveway which would continue to be available to the 3-bed house, following implementation of the scheme. Each of the 2-bed flats have been allocated 2 parking spaces to the rear of the site, to be accessed via Mowbray Road. Dropped kerb consent would be required to formalise these spaces prior to occupation, but can be secured by condition. The level of parking provision meets the policy requirements, and provides suitable off-street parking for the existing and proposed properties.

6.8 Sustainable design issues

- 6.8.i Policy CSQ2 of the Core strategy seeks to ensure that all new development demonstrates high standards in the conservation and efficient use of energy, water and materials. The application provides very little detail on the sustainability levels of the development. However a condition could be attached to any planning permission to cover this point and to ensure the houses are built to achieve a Code for Sustainable Homes Level 4 standard.

7.0 CONCLUSION

- 7.1 Your officers recommend that planning permission is granted because the proposed development is considered to be acceptable for the following reasons:

The site is in a sustainable location and the development responds positively to policy CS1 of the South Oxfordshire Core Strategy - Presumption in favour of sustainable development.

The scale, height, location and design of the dwelling do not detract from the character and appearance of the surrounding residential area. The proposal does not adversely impact the residential amenity of neighbouring occupants in terms of outlook, privacy, overshadowing or loss of light, and is at a scale that is appropriate to the plot and neighbouring buildings.

Subject to conditions, the proposal accords with the National Planning Policy Framework (2012) and National Planning Practice Guidance (2014), South Oxfordshire Core Strategy (2012), South Oxfordshire Local Plan (Saved policies, 2011) and the South Oxfordshire Design Guide (2008).

8.0 RECOMMENDATION

8.1 That planning permission be granted subject to the following conditions:

- 1. Three year commencement of work.**
- 2. In accordance with plans.**
- 3. Boundary detailing in place prior to occupation.**
- 4. Access to parking space (dropped kerb) in place prior to occupation.**
- 5. Parking in place prior to occupation.**
- 6. Code for Sustainable Homes – Code Level 4.**

Author: Katherine Quint
Contact No: 01235 540546
Email: planning@southandvale.gov.uk