

APPLICATION NO.	P15/S2021/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	18.6.2015
PARISH	WALLINGFORD
WARD MEMBERS	Imran Lokhon Elaine Hornsby
APPLICANT	Mr J Lane
SITE PROPOSAL	71 Wantage Road, Wallingford, Oxon, OX10 0LS The demolition of no 75 Wantage Road and the construction of 3 new dwellings with garages and modified access as amended by plans 884.15D and 884.10C reducing single storey store on plot 3 and removing 5 dormer windows on plot 1 and replacing them with rooflights and plans 884.11C and 884.17A including the demolition of no 75 Wantage Road.
AMENDMENTS	None
GRID REFERENCE	459690/190104
OFFICER	Kim Gould

1.0 **INTRODUCTION**

- 1.1 This planning application has been referred to Planning Committee because the recommendation conflicts with the views of the Wallingford Town Council.
- 1.2 This site is located within the built up limits of Wallingford on the south side of Wantage Road. The application site area includes numbers 71, 73, and 75 Wantage Road.
- 1.3 No 71 Wantage Road has a very large rear garden which abuts the rear boundaries of properties in Queen’s Avenue to the west and no 69 Wantage Road to the east. A public right of way runs along the south western boundary of the site.
- 1.4 The site lies within a residential area within walking distance of the town centre. The site is identified on the map **attached** at Appendix 1.
- 1.5 Since 2007, there have been a number of planning applications on this site seeking planning permission for residential development at the rear of 71 Wantage Road. Most of these applications have either been refused or withdrawn with planning application P11/S0035 being dismissed on appeal. A copy of the appeal decision is **attached** as Appendix 2.
- 1.6 Outline planning permission was granted in 2014 for residential development for the demolition of no 75 Wantage Road, the retention of 71 and 73 Wantage Road and the erection of three additional detached dwellings with access. Only details of access was considered at that stage with appearance, landscaping, layout and scale as reserved matters.

2.0 **PROPOSAL**

- 2.1 This planning application, as amended, seeks full planning permission to erect 3 detached dwellings to the rear of 71 Wantage Road and to demolish 75 Wantage Road together with a modified access.

- 2.2 The fundamental difference between this application and the previously refused schemes is the demolition of 75 Wantage Road.
- 2.3 The proposal includes one 3 bed dwelling, one 4 bed dwelling and one 5 bed dwelling and the most relevant plans submitted with the application are **attached** as Appendix 3 whilst other documentation associated with the application can be viewed on the council's website, www.southoxon.gov.uk.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

- 3.1 **Wallingford Town Council** – Objection – Over development of the site, adverse impact on neighbouring properties, particularly those in Queen's Avenue and it would be out of character with the surrounding area.

OCC (Archaeology) - No objection

Countryside Access - No objection

OCC (Highways) - No objection subject to conditions relating to access, vision splays, no garage conversions.

Forestry Officer - No objection – recommends a detailed tree protection condition and landscaping condition.

Neighbours – Two letters of objection received – Overlooking, loss of a view, noise and disturbance, this scheme is different to that approved under the outline scheme, parking zones straddle turning head, insufficient space for emergency vehicles to access the site, need for levels and lighting to be addressed via conditions.

Neighbour No Strong Views (2)

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 [P14/S3057/O](#) - Approved (19/11/2014)
Outline application for a residential development, comprising demolition of 75 Wantage Road, the retention of 71 and 73 Wantage Road, and erection of three additional detached dwellings with access.
- [P11/S0035](#) - Refused (14/05/2012) - Refused on appeal (29/01/2013)
Erection of four detached and two semi-detached dwellings with garages, alterations and extensions to existing detached house, two garages and the formation of a new access onto Wantage Road.
- [P11/W1583](#) - Refused (12/12/2011)
Erection of four detached and two semi-detached dwellings with garages, alterations and extensions to existing detached house, two garages and the formation of a new access onto Wantage Road.
- [P10/W1920](#) - Refused (02/03/2011)
Three detached dwellings with garages, alteration and extension of existing detached house and the formation of a new access road onto Wantage Road (As amended by drawing No 0746 A & as amplified by letter from Agent dated 8 February 2010 and by drawing No 0752).
- [P10/W1633](#) - Approved (22/12/2010)
Attic room that include dormer windows to the front and rear elevations.

5.0 **POLICY & GUIDANCE**

5.1 South Oxfordshire Core Strategy policies

CS1 - Presumption in favour of sustainable development
CSH3 - Affordable housing
CSH4 - Meeting housing needs
CSQ2 - Sustainable design and construction
CSQ3 - Design
CSS1 - The Overall Strategy
CSWAL1 - The Strategy for Wallingford

5.2 South Oxfordshire Local Plan 2011 policies;

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

South Oxfordshire Design Guide 2008 (SODG)

5.3 National Planning Policy Framework

National Planning Policy Framework Planning Practice Guidance

6.0 **PLANNING CONSIDERATIONS**

6.1 The main issues to be considered in the determination of this full planning application are:

1. The principle of residential development
2. Policy H4 Criteria
3. Affordable housing
4. Housing mix
5. Concerns raised by local residents

6.2 **Principle**

Policy CSWAL1 of the Core Strategy allows housing on suitable infill sites and redevelopment sites within Wallingford. This site lies within the built up limits of Wallingford in a well-established residential area. As such, the principle of residential development on this site is acceptable subject to the criteria of saved policy H4 of the SOLP. In September 2014 an outline planning application was approved for the erection of 3 no new dwellings. This extant permission reaffirms that the principle of residential development is acceptable on this site.

6.3 **Policy H4 of the SOLP**

Policy H4 of the SOLP allows for housing on sites within the built up areas of the towns such as Wallingford provided that the following criteria are met:

1. **An important open space of public, environmental or ecological value is not lost, nor an important public view spoiled.** The site comprises the residential curtilages of 71, 73 and 75 Wantage Road. These are not areas of public, environmental or ecological value nor areas where an important public view is currently afforded.
2. **The design, height, scale and materials of the proposed development are in keeping with its surroundings.** The proposal involves the erection of 3 detached dwellings. The proposed external materials for the development include medium red facing brick and painted feather edged boarding, clay plain tiles and painted softwood. To the north and east of the site, the established character comprises large, mainly detached dwellings fronting onto Wantage Road with large rear gardens and of a low density. To the west of the site is Queen's Avenue which is a higher density 1960s development which comprises smaller terraced and semi-detached dwellings within smaller plots with a separate garage court. The proposed development reflects varied house types of the adjacent area to the north and east.
3. **The character of the area is not adversely affected.** The established character of the area is residential. The exceptionally large rear garden of 71 Wantage Road is an anomaly within this locality. The proposed style of development taking access off Wantage Road and building in depth is similar to that which has been permitted at Queen's Avenue in the 1960s albeit at a lower density. From Wantage Road which is a public view point, the site will not change significantly as the 3 new dwellings will not be visually prominent in the street scene. A public footpath runs along the southern boundary of the site and the new dwellings will be visible from here. However, within the vicinity of the site, there is built form close to the footpath in the way of large detached garages and outbuildings and nos. 49-63 Queen's Avenue. The Town Council has objected on the grounds that the scheme represents overdevelopment of the site. If approved, the density of this site would be approximately 10 dwellings per hectare which is a similar density to the development on the northern side of Wantage Road opposite the site which has a density of approximately 9 dwellings per hectare. In contrast the density at Queen's Avenue is some 42 dwellings per hectare. As such, your officers are of the view that the proposed density would be in keeping with the established character of the area and would not represent an overdevelopment of the site.
4. **There are no overriding amenity, environmental or highway objections**
Access The proposed access was approved under the outline planning permission of 2014. This application is a full planning application rather than reserved matters and therefore the access has to be considered on its own merits.

Highways The County Highway Authority has not raised any objection to the proposal subject to a number of standard conditions relating mainly to parking, turning and preventing the conversion of the garages into habitable accommodation.

Amenity The 3 dwellings will have garden sizes and off street parking which meets or exceeds the minimum standards of the Council. The dwellings have been designed to minimise the impact on the neighbouring properties. Those most affected by this proposal are nos. 35 to 47 Queen's Avenue which have rear windows and gardens facing the western boundary of the site. Some residents are concerned about the potential overlooking from the new dwellings. Plot 1 has been designed so that a single storey element of the dwelling backs onto no 47 queen's Avenue with the two storey main part of the dwelling having first floor windows facing towards Wantage Road at the front and the open farmland to the rear. As such, there will be no direct overlooking into the rear garden of number 47. Plot 2 has a large single storey element to the side of the dwelling which backs onto 41 and 39 Queen's Avenue. This property will have first floor rear bedroom windows facing the rear elevation of nos. 43 and 45 Queen's Avenue. However, there would be a distance of some 24m between the windows. This is 1m short of the Council's standard of 25m set out within the South Oxfordshire Design Guide and as such would not, in your officer's opinion, result in a sufficiently harmful situation as to warrant a refusal of planning permission. The window to window distance between plot 3 and no 35 and 37 Queen's Avenue is some 21.5m which does not meet the 25m as set out in the SODG. However, your officers do not consider that this small shortfall is sufficient to warrant a refusal of planning permission. Concerns have been raised by the occupiers of the site in relation to spoiling an existing view. This is not a material planning consideration and cannot be taken in to account in determining this planning application.

5. **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.** This proposal does constitute backland development. With previous refused schemes, one of the reasons for refusal was the adverse impact of the access road on the residential amenity of the occupiers of no 75 Wantage Road. As amended, no 75 Wantage Road is to be demolished. As such, this concern is no longer relevant. The development would not extend the built up limits of Wallingford and would not create problems of privacy or access.

6.4 **Affordable Housing**

Policy CSH3 of the SOCS requires the provision of 40% affordable housing on sites where there is a net gain of three or more dwellings. In this particular case, the proposal seeks full planning permission for 3 dwellings. However, the proposal also includes the demolition of 75 Wantage Road so there is only a net gain of 2 dwellings. Therefore there is no requirement to provide affordable housing in this instance.

6.5 **Housing mix**

Policy CSH4 of the SOCS requires a mix of dwelling types and sizes. The proposal includes a 3 bed, a 4 bed and a 5 bed dwelling. As such, this would accord with policy CSH4 of the SOCS.

6.6 **Concerns raised by local residents**

Residents' concerns are set out in paragraph 3.1 above and can be summarised as:

- **Overlooking**
- **Loss of a view**
- **Noise and disturbance**
- **Different to the outline scheme**
- **Insufficient space for emergency vehicles**

- **Lighting and levels**
- Overlooking has been addressed in 6.3 iii. above.
- Loss of a view is not a material planning consideration when assessing planning applications.
- Noise and disturbance was raised in the context of noise from the access road affecting residents in properties on Queen's Avenue and from construction noise. The number of vehicles using the access road will not be significant given the small number of houses involved and the development is designed so that rear gardens of the new dwellings will back on to rear gardens in Queen's Avenue so minimising any noise and disturbance from the development on the residents of these existing dwellings. A degree of noise and disturbance during any development is expected. If noise is considered by residents to be excessive, they are advised to contact the Council's Environmental Health team who can investigate noise through environmental health legislation.
- The outline scheme sought permission only for the access with design, siting and landscaping reserved for consideration at the reserved matters stage. Included in that scheme was a layout which was for indicative purposes only. This was not approved as part of the outline scheme. The current application is a full planning application not a reserved matters application. As such, it stands to be considered on its own merits.
- The Council's Building Control team have confirmed that the proposed access road is sufficiently wide and designed in a way which will not prevent emergency vehicles from gaining access to the site.
- Finally, the site is relatively flat. A plan showing the ridge heights of the new dwellings and those in Queen's Avenue has been submitted and a condition requiring levels to be submitted prior to the commencement of development has been recommended. External lighting can be controlled by condition.

7.0 **CONCLUSION**

7.1 The principle of residential development on this site is acceptable. The proposed development would not be out of keeping with the surrounding development or the established character of the area and subject to the recommended conditions would not be unneighbourly. The proposal accords with Development Plan policies.

8.0 **RECOMMENDATION**

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

- 1 : Commencement of development within three years**
- 2 : Development to be carried out in accordance with the approved plans**
- 3 : New vehicular access to be provided prior to occupation**
- 4 : Close existing access prior to use of proposed access**
- 5 : Vision splays to be provided**
- 6 : Turning Area & Car Parking to be provided prior to occupation**
- 7 : Construction Traffic Management scheme to be agreed prior to commencement of development**
- 8 : No Surface Water Drainage to Highway**
- 9 : No Garage conversion into accommodation**

- 10 : Landscaping (incl access road and hard standings) to be agreed prior to commencement of development**
- 11 : Tree Protection measures to be agreed prior to commencement of development**
- 12: Removal of permitted development rights for Class A (extensions)**
- 13: Removal of permitted development rights for Class E (outbuildings)**
- 14. Details of levels to be agreed prior to commencement of development**
- 15. External lighting to be agreed prior to commencement of development**
- 16. Schedule of materials to be agreed prior to commencement of development**

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