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PLANNING STATEMENT

in support of

CONSTRUCTION OF ONE-BEDROOM TWO STOREY DWELLING

10 Reid Close, Banbury, OX16 0SZ

For

MS COLTMAN

Prepared by

JANE PAPENFUS BSc (Hons) MA MRTPI

OCTOBER 2020

1. INTRODUCTION

- 1.1 On behalf of Ms Coltman (the 'Applicant'), this Planning Statement has been prepared in support of a full planning application for the construction of a one-bedroom, two storey dwelling (the 'Proposed Development') attached to the west of 10 Reid Close, Banbury (the 'Site').

2. DEVELOPMENT SITE AND CONTEXT

- 2.1 The Site is located on Reid Close, Banbury and comprises the side garden of No. 10, which is a semi-detached, three-bedroom dwelling (Photograph 1), situated within the Ruscote Ward; a suburb of Banbury to the west of the town centre (Fig. 1). A garage court, which is accessed via Reid Close, and which accommodates 11 garages of unremarkable appearance, is situated to the west of the Site.



Photograph 1: No. 10 Reid Close

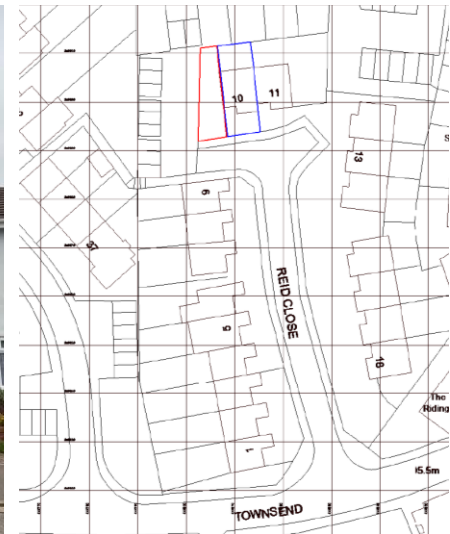


Fig. 1: Site Location Plan

- 2.2 Reid Close gradually slopes down from its junction with Townsend towards the application Site and is characterised by groups of terraced dwellings to either side which were constructed in the 1960s and which step down in accordance with the change in land levels.
- 2.3 The dwellings are set behind front gardens which include off street parking and are arranged with flat roofed integral garages which project forward from the front elevation in each case (some of which have been converted to provide additional living space). The dwellings are consistently faced with brick and render under a concrete tiled roof.
- 2.4 There are no public footpaths within the immediate vicinity of the Site.

- 2.5 The area in which the Site is located is not covered by any national or international designations or assets that relate to biodiversity, landscape, cultural heritage, or other designations.
- 2.6 The Environment Agency's flood map for planning shows that the Site falls wholly within Flood Zone 1, where land and property have a low probability of flooding.

3. PLANNING HISTORY

- 3.1 There is no recent planning history relating to the Site that can be obtained via the Council's website (which dates back to 1995).
- 3.2 The Council responded to a pre-application advice request on 14.08.20 (LPA Ref: 20/01873/PREAPP) which related to a proposal for a three-bedroom dwelling on the same Site. The Council concluded that the pre-application proposal represented an over-development of a constrained site, which would result in substandard residential accommodation and a cramped living environment. The Council also cited significant detrimental impacts on the safety and convenience of highway users resulting from the lack of appropriate on-site parking provision leading to increased demand for on-street parking, as further reasons for not supporting the scheme.
- 3.3 The Council notes in its pre-application advice report that planning permission was granted for the 18 dwellings, access road and garages on Reid Close under LPA Ref: B.772/62. A further application for 9 garages with access was approved under LPA Ref: B.749/63.

4. PROPOSED DEVELOPMENT

- 4.1 The Proposed Development involves extending to the side (west) of No. 10 Reid Close, to provide a one-bedroom, two storey, attached dwelling. Due to the nature of the Site, the west elevation would taper inwards from front to rear. The proposed dwelling would accommodate an entrance hall, living space, kitchen and WC on the ground floor and double bedroom, study and bathroom on the first floor. An off-street parking space with EV charger is proposed to the front of the proposed dwelling together with a pedestrian path to the front door, bin storage and landscaping. The rear garden, which would benefit from a side pedestrian access, would accommodate covered cycle parking.
- 4.2 In design terms, the new dwelling would be set back from the frontage of the host dwelling and its ridgeline and eaves would be dropped below the existing. The dwelling would be faced with red brick and render to match the existing dwelling. Matching concrete tiles are proposed for the roof. A projecting porch is proposed which would be positioned to the east side of the front elevation (Fig. 2).



Fig. 2: Proposed dwelling in the context of No. 10 Reid Close

5 POLICY AND GUIDANCE

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the adopted Development Plan unless material considerations indicate otherwise.

5.2 The District’s Development Plan consists of the Cherwell Local Plan 2011-2031 Part 1, which was adopted on 20 July 2015 and ‘saved’ policies from the Cherwell Local Plan 1996.

5.3 Cherwell Local Plan Part 1 Policies relevant to the proposed development include:

- Policy PSD1: Presumption in Favour of Sustainable Development
- Policy BSC1: District Wide Housing Distribution
- Policy BSC2: The Effective and Efficient Use of Land
- Policy BSC4: Housing Mix
- Policy ESD15: The Character of the Built and Historic Environment
- Policy SLE4: Improved Transport and Connections

5.4 Cherwell Local Plan 1996 ‘saved’ Policies relevant to the proposed development include:

- Policy C28: Layout, design and external appearance of new development

Policy C30: Design of new residential development

5.5 OTHER MATERIAL CONSIDERATIONS

The National Planning Policy Framework February 2019

Cherwell Residential Design Guide (2018)

The Government's Technical Housing Standards – Nationally Described Space Standard (2015)

Cherwell Home Extensions and Alterations Design Guide (2007)

CDC Planning and Design Guidance: Sub-division of Buildings for Residential Use (2007)

6 PLANNING APPRAISAL

6.1 PRINCIPLE

6.1.1 The Cherwell Local Plan 2001-2031, unlike its village categorisation policies, does not contain a specific policy which sets out the types of residential development that are appropriate within the District's two main towns of Banbury and Bicester. However Section C: Policies for Cherwell's Places, of the Local Plan, which reflects the text set out under Theme Two of the same Plan: Policies for Building Sustainable Communities, states that *'Development in and around the towns of Bicester and Banbury will ensure that the housing growth the District needs is focussed on the locations that are most sustainable and most capable of absorbing this new growth'*. Furthermore, Local Plan Policy BSC1: District Wide Housing Distribution, sets out that Cherwell District will deliver a wide choice of high quality homes by providing for 22,840 additional dwellings over the plan period and identifies that, beyond existing completions, permissions and allocations, a further 416 dwellings will be delivered on windfall sites of less than 10 dwellings within Banbury.

6.1.2 Given its location within a suburb of Banbury, and its close proximity to a wide range of local services, and transport links, the Site lies within one of the most sustainable areas of the District. Furthermore, as a single dwelling, the Proposed Development accords with the 'windfall' delivery of housing in Banbury as per Local Plan Policy BSC1. The proposed dwelling would also make effective and efficient use of land in accordance with Policy BSC2.

6.1.3 Furthermore, the proposed one-bedroom dwelling would contribute towards offering choice to smaller households, in keeping with a need to provide a mix of housing

identified in the Cherwell Local Plan to reflect a growth in smaller households in line with Policies BSC1 and BSC4.

- 6.1.4 The Council's pre-application response recognises that the Site is located in an established residential area of Banbury and therefore the principle of new residential development, in sustainability terms, is generally considered acceptable.
- 6.1.5 For these reasons, it is clear that the provision of a one-bedroom dwelling in the location proposed accords, in principle, with the relevant Local Plan Policies. The detail of the scheme is discussed against other relevant policies and material considerations below.

6.2 DESIGN AND CHARACTER OF THE BUILT ENVIRONMENT

Policy Context

- 6.2.1 Local Plan Policy ESD15: The Character of the Built and Historic Environment, states that successful design is founded upon an understanding and respect for an area's unique built, natural and cultural context. Relevant to the proposed development it sets out that development of all scales should be designed to improve the quality and appearance of an area, contribute positively to an area's character and identity by creating or reinforcing local distinctiveness and respecting local topography and landscape features and ensure new development is sensitively sited and integrated. Development is expected to respect the traditional pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings, and reflect, or in a contemporary design response, re-interpret local distinctiveness, including elements of construction, elevational detail, windows and doors, building and surfacing materials, mass, scale and colour palette.
- 6.2.2 Saved Local Plan Policy C28 seeks development that is sympathetic to the character of the urban or rural context. Saved Local Plan Policy C30 seeks to ensure that design is compatible with appearance, character, layout, scale and density of existing dwellings.
- 6.2.3 In its pre-application report, the Council describes the Site as being in a prominent location at the turning head of the close. It states that the pre-application proposal is of a somewhat contrived design with the property tapering to the rear, and (given the full height design of the pre-application proposal) would unbalance the existing pair of semi-detached properties, creating a terracing effect, which would not be entirely consistent with the character of the area and would appear somewhat cramped in the context. The report concludes by stating that the proposal would result in an increase to the built form and loss of garden areas which positively contribute to the character and the appearance of the area and that the development would appear as cramped over-development of the site to the detriment of the visual amenities of the site and its wider setting within the street-scene.

Built Form

6.2.4 Whilst the pair of semi-detached dwellings, which are situated at the end of the close, are clearly visible on entering Reid Close, they do not necessarily reflect the rhythm and form of the rest of the terraced dwellings on the close, which are closely grouped together and which do not, in the main, benefit from side gardens. In this respect, Nos. 10 and 11 Reid Close are somewhat out of character with the consistent layout of the rest of the Reid Close properties. Furthermore, whilst the side of No. 10 Reid Close is not developed, the view through the existing gap is occupied in some vantage points by the roofs of dwellings on Warwick Road and as such open views beyond the Site to this side are limited. For these reasons, it is not considered that an increase to the built form and the loss of the appearance of the side garden would be detrimental to the appearance, character or form of the close; the Proposed Development would have the appearance of a side extension in many views – a typical feature of many dwellings within Banbury – and as confirmed by the Design and Access Statement the Proposed Development would replicate the existing street form.

Design

6.2.5 The one bedroom-dwelling has been carefully designed to reflect the Council’s pre-application advice, which is now set down at the roof and set in from the front elevation of No. 10 Reid Close, so as to ensure that the dwelling has the appearance of a subservient addition, which would not result in a terracing effect or unbalance the appearance of the existing pair of semi-detached dwellings (Fig. 3). Furthermore, the set down to the ridge of the dwelling would be in keeping with the step down between other dwellings on the close.



Fig. 3: The design and appearance of the proposed dwelling

6.2.6 The Design and Access Statement confirms that the materials proposed for the new dwelling would match the materials used on the existing dwellings in every respect,

therefore preserving the language of Reid Close. Whilst the proposed development would necessitate the removal of the existing leylandii tree (a non-native species) from the frontage of the Site, the front garden would be appropriately landscaped to soften the appearance of the Proposed Development within the street scene.

6.2.7 Whilst the Council identifies the tapered nature of the proposed dwelling as somewhat contrived, the design of the dwelling is a direct reflection of the shape of the Site and is such that it proposes to make efficient use of the space available for the development. The tapered elevation of the dwelling would not be viewed from Reid Close itself, only from the garage court and it is not considered that the tapered design of the dwelling would detract from this unremarkable area.

6.2.8 The design of the proposed dwelling also takes into consideration the Council’s view that the pre-application scheme for a three-bedroom dwelling represented cramped, over-development of the Site to the detriment of visual amenity. Proposed now as a one-bedroom dwelling, its subservient nature, together with the requirement for just one off-street parking space to the front means that the Site would not appear cramped. Furthermore, due to the fact that the layout complies with the Government’s Nationally Described Space Standard for a one-bedroom dwelling (see Section 6.4) and adequately accommodates parking and landscaped amenity space commensurate with a one-bedroom dwelling, the proposal does not represent over-development. For these reasons, particularly as the Site is obscured in some views by the presence of No. 9 Reid Close, together with the proposed materials, finishing and landscaping, the dwelling would represent a positive addition to the street scene which would not cause harm to visual amenity.

6.2.9 Overall, the proposed dwelling, which is based upon an understanding of local context and identified distinctiveness, has been carefully designed so that, by virtue of scale, form and layout, it would be sensitively sited and integrated and therefore compatible with the existing Reid Close dwellings. Furthermore, through the use of quality materials and landscaping the dwelling would contribute positively to the character and identity of its urban context in accordance with Local Plan Policy ESD15 and saved Local Plan Policies C28 and 30.

6.4 RESIDENTIAL AMENITY

Policy Context

6.4.1 Local Plan Policy ESD15 expects development to consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation and indoor and outdoor space.

6.4.2 Saved Local Plan Policy C30 requires standards of amenity to be acceptable.

Outlook and Light

- 6.4.3 The proposed dwelling would achieve a separation distance of 14.2m between its front elevation and the side elevation of No. 9 Reid Close which complies with the Council's Alterations and Extensions Design Guide for preventing overshadowing. Furthermore, due to its proposed location to the side of an existing dwelling, its proposed scale in keeping with existing dwellings and the separation distances that it would achieve from all other dwellings, the Proposed Development would not result in an unacceptable level of impact with regard to outlook and light enjoyed by the neighbouring dwellings.
- 6.4.4 The dwelling itself has been designed to secure good levels of light and ventilation to all habitable rooms and would therefore be acceptable in this regard.

Privacy

- 6.4.5 Existing dwellings are arranged, fenestrated and separated from the siting of the Proposed Development such that it would not cause harm by way of loss of privacy for neighbouring properties. The dwelling would face the side of No. 9 Reid Close, however there are no windows in the facing side elevation of this dwelling, therefore this property would not be unacceptably overlooked.

Indoor and Outdoor Space

- 6.4.6 Proposed as a one-bedroom, two-person dwelling over two storeys, with a gross internal floor area (including storage) of 64.3sqm, the proposed dwelling comfortably exceeds the Government's Nationally Described Space Standard of 58sqm for one-bedroom dwellings.
- 6.4.7 The internal layout also complies with the Government's guidance of providing a double bedroom with a floor area of at least 11.5sqm and a width of at least 2.75m.
- 6.4.8 In assessing the space standards to be achieved by the pre-application scheme, the Council made reference to the Council's informal Planning and Design Guidance: Sub Division of Buildings for Residential Use (2011). This unadopted guidance relates to subdividing existing properties and only relates to flats; not the construction of new dwellings. In any event, the Council considers it to provide a good tool for ensuring that new dwellings provide good standards of amenity.
- 6.4.9 As proposed, the new one-bed dwelling would comply with and exceeds the Council's informal sub-division guidance in that the bedroom would have a floor area of 14.15sqm, the living/dining space would be 15.36sqm and the kitchen would be 9.88sqm, therefore clearly providing acceptable and ample living space throughout. A small study is proposed on the first floor as a reaction to an increased demand in the need to work from home resulting from the Covid-19 pandemic, which would be too small to function as a second bedroom and which does not comply with the Council's sub-division guidance, which

requires second bedrooms to be a minimum of 6.5sqm. The study cannot therefore be considered to be a bedroom.

- 6.4.10 With regard to outdoor space, the existing garden area serving 10 Reid Close would be subdivided so as to provide a rear private amenity area for both the existing and proposed dwellings. In its pre-application response, the Council raised concerns about the reduction in the amount of outside amenity space currently enjoyed by No. 10 Reid Close, and the limited garden space that would be achieved for the proposed dwelling.
- 6.4.11 Unlike the existence of the Government's Nationally Described Space Standard for internal spaces, there is no such national guidance relating to the provision of external spaces associated with residential use. Whilst former versions of planning practice guidance for housing set out requirements such as garden sizes, this has not been carried forward into current national guidance, rather the emphasis is on securing good design and the efficient use of land.
- 6.4.12 Furthermore, there are no policies within the Council's Development Plan which set out what should be achieved in terms of private amenity space relating to residential development. Nor is the Council's Residential Design Guide (2018) prescriptive in terms of the provision of amenity space, setting out only that building typologies should be appropriate to plot sizes and that the amount of gardens and outdoor space should be appropriate to the size of the property, with the expectation that larger properties will be located within larger plots with larger gardens, reflecting the likely needs of larger families.
- 6.4.13 With the Council's Residential Design Guidance in mind, together with guidance on achieving good design and making efficient use of land, both the existing and proposed dwellings would be of a typology appropriate to their plot size. In comparison to other dwellings on Reid Close, which largely benefit from private gardens to the rear only, Nos. 10 and 11 Reid Close, have particularly generous sized gardens due to extra garden space located to the side as well as to the rear. The removal of the side garden relating to No. 10 Reid Close would leave the existing dwelling with a rear garden that is commensurate with the rear gardens of Nos. 13 and 15 Reid Close (both of which are of the same typology as No. 10) and as such the resulting plot size for No. 10 would be in keeping with the character and density of these dwellings.
- 6.4.14 With regard to the amenity space proposed for the proposed dwelling, where the Council's Residential Design Guide sets out that larger gardens are expected to serve larger properties to reflect the needs of larger families, it stands to reason that smaller gardens will be suitable for smaller properties occupied by smaller families; in this case, a single person or a couple, for example, occupying a one-bedroom dwelling. The proposed rear garden would provide space for outside seating, hanging washing and space for soft

landscaping and planting should the occupier(s) wish to tend to a garden, therefore, providing for a small family's likely needs.

6.4.15 Overall, the Proposed Development has been designed to ensure that standards of amenity are acceptable in accordance with Local Plan Policy ESD15 and saved Local Plan Policy C30, and that private amenity space is commensurate with the building typology and size of each dwelling, as required by the Council's Residential Design Guide (2018), and in the case of No. 10 Reid Close, in keeping with the size of other private garden space on Reid Close.

6.5 TRANSPORT IMPACT

Policy Context

6.5.1 Local Plan Policy SLE4: Improved Transport and Connections, states that 'development which is not suitable for the roads that serve the development, and which have a severe traffic impact will not be supported'.

6.5.2 Policy ESD15 of the CLP 2031 states that 'new development proposals should be designed to deliver high quality safe, attractive, durable and healthy places to live and work in'.

Safety and Parking

6.5.3 No. 10 Reid Close currently benefits from an area laid to hard standing to the front of the dwelling which accommodates two cars, and an integral garage. The Proposed Development would not alter this parking arrangement.

6.5.4 The Proposed Development would involve the provision of a single off-road parking space measuring 5m x 2.5m, to the frontage of the new dwelling. The proposed arrangement would accord with Oxfordshire County Council's parking standards which requires a maximum of one allocated parking space for a one-bedroom dwelling in a location such as this. The dimension of the proposed space also complies with the guidance where the space is unobstructed on both sides. A single covered and secure cycle parking space is proposed in the rear garden.

6.5.5 At the time of the pre-application advice request, the County Council as Local Highway Authority commented that the proposed driveway will need to demonstrate that 2m x 2m pedestrian visibility splays can be provided to ensure the safety of pedestrians walking to and from the garage area nearby.

6.5.6 Drawing 1010-FCA-XX-ST-PL-A-0011-P03 shows that the leylandii tree and part of the front boundary fencing will be removed to accommodate the parking space and necessary vision splays so that pedestrians walking to and from the garage area are easily seen and therefore their safety ensured.

- 6.5.4 For the reasons stated and having regard to the relevant transport policies, the Proposed Development, due to its one-bedroom nature, would represent sustainable development that would have a neutral traffic impact and therefore would not adversely affect the highway network and which would deliver safe access and the appropriate level of off-road parking, in accordance with Local Plan Policies SLE4 and ESD15.

7 CONCLUSIONS AND PLANNING BALANCE

- 7.1 The Proposed Development has been carefully considered against the relevant Development Plan, consisting of the Cherwell Local Plan 2011-2031, Part 1 and 'saved' policies from the Cherwell Local Plan 1996. Other relevant material considerations have been taken into account including the Council's Residential Design Guide.
- 7.2 As Banbury is one of the most sustainable locations in the District and most capable of absorbing housing growth, the proposal for a one-bedroom dwelling on Reid Close which is within close proximity of a wide range of local services and transport links is acceptable in principle and would furthermore secure choice for smaller families and make efficient use of land in accordance with the relevant development plan Policies and guidance within the NPPF. The amount of accommodation proposed is appropriate so as not to result in over-development whilst offering good standards of internal space in accordance with National guidance whilst outside space is consistent with the Council's residential design guide and dwelling typology. The dwelling has been appropriately and positively designed to be in keeping with its context, would not cause undue harm to residential amenity and would achieve the required parking provision and standards of highway safety in accordance with the relevant development plan policies.
- 7.3 For these reasons, there are no matters arising which would justify the refusal of the application and as such, and in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) it is considered that as the proposal complies with the Development Plan and is supported by other material considerations the application represents sustainable development and should be granted planning permission without delay, as set out in the NPPF.

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