
APPLICATION NO.	P17/V2042/FUL
SITE	Brookvale, 8 South Avenue, Abingdon, OX14 1QH
PARISH	ABINGDON
PROPOSAL	Demolition of existing dwelling. Erection of a new two-storey building containing 4 no. x 2 bedroom flats, provision of parking for 6 cars, covered cycle storage and enclosed bin store (amended parking plans received 12th October 2017).
WARD MEMBER(S)	Margaret Crick Sandy Lovatt
APPLICANT	Saxonville Limited
OFFICER	Andy Heron

RECOMMENDATION

To grant planning permission subject to the following conditions:-

Standard

- 1 : TL1 - Time limit - full application**
- 2 : Approved plans**

Compliance

- 3 : Materials as specified**
- 4 : RE27 - Obscured glazing (non-opening)**

Prior to occupation

- 5 : Sustainable drainage scheme**
- 6 : Boundary walls and fences**
- 7 : Levels as approved**
- 8 : Car parking as approved**
- 9 : Access in accordance with specified plan**
- 10: Cycle parking as approved**
- 11: Hours of deliveries during construction: between 9:30am and 2:30pm**

1.0 INTRODUCTION AND PROPOSAL

- 1.1** This application is referred to planning committee following a call-in request from one of the local members, Councillor Sandy Lovatt. Councillor Lovatt has requested that members of the committee consider the impact of the development on neighbouring occupants, particularly traffic implications.
- 1.2** The site is located in the settlement boundary of Abingdon. It is situated in a residential area that consists of large detached dwellings of individual design.

A detached, white rendered bungalow is situated on the site which is served by a private access road that runs off Oxford Road. Dense scrubland and mature planting is adjacent to the south of the site, mature planting is situated on the north boundary. A site location plan is provided below:



- 1.3 This application seeks planning consent for the demolition of the existing bungalow to erect a new two storey building containing four 2 bedroom flats, the provision of car parking for 6 cars, covered cycle storage and bin storage. The building is proposed to have a hipped roof with two front facing gables with second floor terraces. The height of the building will be 8.43 metres to match the height of the adjacent dwelling to the west (10 South Avenue). The building is proposed to be built on the footprint of the existing dwelling with a reduced depth, although the width of the proposed building will increase from 13.82 to 19.07 metres.
- 1.4 The building is proposed to be constructed of materials to match the features of the existing dwelling. Vehicle access is intended to remain as existing with 6 on-site car parking spaces to the front of the building. The application plans are **attached** at Appendix 1.

2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

- 2.1 A summary of the responses received is set out below. Comments made can be viewed in full online at www.whitehorsedc.gov.uk.

Abingdon Town Council – Object.	The proposed development would overdevelop the site and create a harmful impact on the character and appearance of the area. There would be a lack of parking provision whilst the access would be too narrow and could be damaged by additional traffic.
Neighbours - 19 letters of objection and 1 letter of observation. The grounds for objection concern:	<ul style="list-style-type: none"> - Loss in sunlight. - Loss in privacy. - Noise pollution.

	<ul style="list-style-type: none"> - Overbearing impact. - Traffic implications. - Highway safety. - Impact on the character and appearance of the area. - Insufficient parking.
Vale - Highways Liaison Officer	No objection. The revised car parking layout, the inclusion of 2 visitor spaces within the site and the vision splays are noted and acceptable. For the avoidance of doubt the visitors spaces will both need to be marked and retained for visitor use only. The provision of these reduces the likelihood of obstruction of the private road. The revised cycle parking provision and positioning (drawing number P06C) is noted and acceptable. In light of the above I revise my interim objection to one of no objection subject to conditions.
Drainage	No objection subject to condition.
Countryside Officer	No objection.
Health & Housing - Environmental Protection Team	No objection.
Health & Housing - Contaminated Land	No objection

3.0 **RELEVANT PLANNING HISTORY**

- [P84/V0216](#) - Approved (03/08/1984)
Erection of a conservatory garden room and W.C.

3.1 **Pre-application History**

- [P17/V0927/PEM](#) - Other Outcome (19/04/2017)
Demolition of existing dwelling. Erection of a new two-storey building containing 4 No. x 2 bed flats, parking for 4 cars, covered cycle storage and enclosed bin store. The principle of the development was considered acceptable subject to design amendments.
- [P16/V1819/PEM](#) - Other Outcome (10/08/2016)
To demolish existing building on the site and develop/build two 4 bedroom detached houses sitting side by side on the existing plot. The principle of residential development is acceptable although concerns are raised with regard to the overdevelopment of the plot.

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

- 4.1 The application has been considered under the provisions of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. The scale of the proposal is below relevant thresholds and the locality has no recognised specific environmental sensitivity. Therefore an EIA is not required.

5.1 **Principle of development**

The settlement hierarchy set out in Policy CP3 of the Local Plan 2031 Part 1 identifies Abingdon as a market town within the Abingdon-on-Thames and Oxford Fringe Sub-Area. Market towns have a range of services and facilities. Policy CP4 of the Local Plan 2031 Part 1 states that there is a presumption in favour of sustainable development within the existing built area of market towns.

- 5.2 The NPPF is clear that local planning authorities should look to significantly boost the supply of housing in line with the principles of sustainable development. Policy CP4 of the Local Plan 2031 Part 1 sets out the Council's approach to delivering new homes and retaining the housing stock. New homes will be located in accordance with the settlement hierarchy outlined in Policy CP3.
- 5.3 The development is located within an area that benefits from a good level of services and facilities with relatively good public transport provision a short walk away from the site. It would provide a net increase of 3 additional dwelling units in the Vale, meeting the Council's requirement for the delivery of new homes.
- 5.4 In view of the above the principle of development is therefore acceptable providing it accords with other relevant development plan policies.

5.5 **Design and Layout**

The NPPF is clear that good design is indivisible from good planning, it attaches great importance to the design of the built environment. Visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

- 5.6 Core Policy 37 of the Vale of White Horse Local Plan 2031 Part 1 states that new development must demonstrate high quality and sustainable design that relates not only to the appearance of a development, but the way in which it functions. The design and overall appearance of the building will fit with the general scale and features of the surrounding area. The building is proposed to be built to the same height as the neighbouring property to the west (no. 10). It would also be set-behind no.10's building line by approximately 0.5 metres. The design is intended to replicate that of neighbouring dwellings to the west, that are also situated in South Avenue. These properties have a hipped roof

design with front facing gables. They are also characterised by on-site car parking to the front of the dwelling. The proposed property will provide adequate amenity space, parking and privacy for the future occupants.

- 5.7 In view of the above the design and appearance of the proposed development is in compliance with the advice contained within the NPPF, and Core Policy 37 of the Vale of White Horse Local Plan 2031 Part 1.

5.8 **Residential Amenity**

Core Policy 37 of the Local Plan 2031 Part 1 and DC9 of the Local Plan 2011 Saved Policies are of importance with regard to the potential impact upon neighbouring amenity. Policy DC9 states that development will not be permitted if it would unacceptably harm the amenities of neighbouring properties and the wider environment.

5.9 Loss in sunlight

The proposed building will be situated approximately 1.5 metres distance from the east and west boundaries. The development will not be built beyond a 40-degree line taken from the windows of the neighbouring occupants nearest habitable rooms. The proposed development would therefore not create a harmful impact in terms of a loss in sunlight to neighbouring occupants.

5.10 Loss in privacy

A condition is recommended to obscure the glazing on the proposed east and west first floor bathroom windows to prevent any loss in amenity to neighbouring occupants and future residents. No other windows are proposed on the first floor east and west elevations. Mature planting is situated to the north and south of the proposed development with a road beyond. Neighbouring dwellings to the north and south are distanced well in excess of the design guide standard of 21 metres with the exception of 4 Mandeville Close which is situated 19.92 metres to the north, at a slight angle to the site. The windows in this neighbour's dwelling that would be closest are two small ground floor windows on the front wall. These serve a room that is lit by a much larger, primary window on a different wall. It is generally accepted that secondary windows cannot be protected to the same extent as primary windows. Given this, and the angle between the sites, officers consider there will be no harm to these windows from overlooking.

5.11 Overbearing impact

The proposed building will match the height of the neighbouring dwelling to the west (no. 10) and be set slightly behind its line. Larger properties are situated within the surrounding area. The size and layout of the development would not create an overbearing impact in this instance.

5.12 Noise

The property would be adequately distanced away from neighbouring properties. Furthermore, the proposed second floor balconies would be recessed to avoid a harmful impact towards neighbouring occupant's amenity.

- 5.13 Overall the impact upon neighbouring amenity will be acceptable as the building will be sufficiently distanced away from neighbouring dwellings. It is therefore considered that the criterion contained within Core Policy 37 of the Vale of White Horse Local Plan 2031 Part 1 and DC9 of the Vale of White Horse Local Plan 2011 Saved Policies will be adhered to.
- 5.14 **Visual Impact**
The proposed development is situated in an urban area which is characterised by large dwellings of individual design. The development has been designed to reflect the form of semi-detached houses in the locality, and will reflect the surrounding neighbouring dwellings in terms of scale and appearance.
- 5.15 In view of the above the proposed development will be in accordance with the character and appearance of the area and is in compliance with Core Policy 44 of the Vale of White Horse Local Plan 2031 Part 1.
- 5.16 **Flood Risk and drainage**
The site is not situated in flood zones 2 or 3. Therefore fluvial flooding is unlikely to occur at the site. A culvert ditch runs approximately 7 metres to the south of the site and its location has been shown on the submitted plans. The drainage officer has raised no objection, subject to a sustainable drainage condition to ensure the effective drainage of the site.
- 5.17 **Traffic, parking and highway safety**
The NPPF states that transport assessments must ensure safe and suitable access to the site can be achieved for all people. It further states that, development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 5.18 Proposed developments must have access to high quality public transport facilities, create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, and avoid street clutter.
- 5.19 Policy DC5 of the Vale of White Horse Local Plan Saved Policies 2011 concerns access. It states that proposals for development will only be permitted provided that: safe and convenient access will be provided both within the site and to and from the adjoining highway network for all users including those with impaired mobility, and for all modes of transport; the road network can accommodate the traffic arising from the development without causing safety, congestion or environmental problems. Adequate provision must be made for vehicle turning, parking vehicles and cycles.
- 5.20 Policy CP35 of the Vale of White Horse Local Plan 2031 Part 1 seeks to ensure that new development is designed to encourage walking as the preferred means of transport, not only within the development, but also to nearby facilities and transport hubs. It also seeks to ensure that adequate parking is delivered on new developments in accordance with Oxfordshire County Council's published standards.

- 5.21 The site is situated in a highly sustainable area with good public transport links situated a short walking distance away on Oxford Road. The site is accessed by a private road which links to Oxford Road to the east. A total of 6 car parking spaces, and 6 cycle stands are also proposed on-site. This equates to one space per flat and two visitor spaces and accords with adopted car parking and cycle storage requirements. Furthermore, the development would provide sufficient visibility splays onto the private access road for vehicles to access and egress the site safely.
- 5.22 Objectors are concerned that the relatively narrow width of the road means that if a vehicle is parked on the road it will obstruct other vehicles, including emergency, delivery and refuse vehicles. At its narrowest point the road is approximately 4.8m wide. According to national standards, **attached** at Appendix 2, this is wide enough for a car and lorry to pass each other. The highways officer has visited the site on several occasions at various times of the day. He has confirmed that 5 point turning can be achieved by vehicles within the road, and this is sufficient due to the very limited traffic speeds which operate along this section of South Avenue. His assessment has included the likelihood of a vehicle being parked in the road. Firstly, the increase in on-site parking has reduced the likelihood of this occurring. Secondly, even if it does occur, the road is wide enough for another vehicle to pass. Therefore, using national standards, the road would only be obstructed if a larger vehicle was parked at the exact same time that another larger vehicle needed to pass. Given the small number of properties on the road, this likelihood is very low, so low that the county highways officer cannot prove “severe harm” and object to the proposal. He has also confirmed that any car parking on the private road is for residents to manage as they do now. There are no recorded accidents at the South Avenue/Oxford Road junction within the past 5 years. The highways officer has also confirmed that there is enough space for emergency, waste, and delivery vehicles to safely reverse into South Road from Oxford Road and exit in a forward gear.
- 5.23 In view of the above the proposed development will provide adequate on-site car parking and preserve highway safety in accordance with Policy DC5 of the Vale of White Horse Local Plan Saved Policies 2011, Core Policy 44 of the Vale of White Horse Local Plan 2031 Part 1, and the National Planning Policy Framework (NPPF).

5.24 **Biodiversity**

The Council's ecologist has assessed the development raising no objection, confirming that there are unlikely to be any significant ecological impacts.

5.25 **Other matters**

It is important to clarify that South Avenue is an unadopted road. The owner(s) of this section of South Avenue are unknown. Therefore, the agent has served an article 13 notice to inform any owners of the proposed development in a local newspaper. For clarity, notice has also been served on all other South Avenue occupants who use the un-adopted road.

5.26 **Sustainable development**

When considering development proposals, the Council is required to take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.

5.27 The National Planning Policy Framework places a strong emphasis on sustainable development. All planning applications must result in sustainable development with consideration being given to economic, social and environmental sustainability aspects of the proposal. The new flats will have a minimal impact upon the local services which operate in Abingdon. The environmental considerations have been assessed in terms of design; highway safety, amenity and impact on the character and appearance of the area and for the reasons given above are considered acceptable. Social considerations overlap those of environmental in terms of amenity. As these have been found acceptable the development is considered to constitute sustainable development.

6.0 **CONCLUSION**

6.1 The proposal will not unduly harm the character and appearance of the surrounding area, nor impact upon neighbouring amenity and highway safety. It is recommended that the application be approved.

6.2 This decision has been considered using the relevant policies related to the proposal. These are listed below.

6.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of any planning application must be made in accordance with the development plan unless material considerations indicate otherwise. The statutory Development Plan comprises;

- The Local Plan 2031 Part 1
- The Local Plan 2011 Saved Policies
- The Oxfordshire Minerals and Waste Local Plan 2031
- Neighbourhood Plans for; Drayton, Coxwell, Blewbury, Faringdon, Great Coxwell, and Longworth.

Other material considerations include government guidance, in particular:

- The National Planning Policy Framework (March 2012) (NPPF)
- The National Planning Policy Guidance (March 2014) (NPPG)

- Vale of White Horse Design Guide Supplementary Planning Document (SPD) (March 2015)
- Manual for Streets (2007)

Other Relevant Legislation

- Human Rights Act 1998
- 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.
- Equality Act 2010
- In determining this planning application the Council has regard to its equalities obligations including its obligations under Section 149 of the Equality Act 2010.

The Vale of White Horse Local Plan 2031 Part 1 policies which are relevant to the proposed development consist of:

- CP01 - Presumption in Favour of Sustainable Development
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP08 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
- CP22 - Housing Mix
- CP23 - Housing Density
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP37 - Design and Local Distinctiveness
- CP42 - Flood Risk
- CP44 - Landscape
- CP46 - Conservation and Improvement of Biodiversity

The Vale of White Horse Local Plan 2011 Saved Policies which are relevant to the proposed development consist of:

- DC5 - Access
- DC6 - Landscaping
- DC7 - Waste Collection and Recycling
- DC9 - The Impact of Development on Neighbouring Uses
- DC12 - Water Quality and Resources

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