

APPLICATION NO.	P17/V2850/FUL
SITE	18 North Avenue, Abingdon, OX14 1QN
PARISH	Abingdon
PROPOSAL	Demolition of existing bungalow and outbuildings. Erection of 6 x 1 Bed flats with the provision of 6 parking spaces with turning area, 12 covered cycle spaces and enclosed refuse store. (Amended and additional plans and parking survey received 30 November 2017.)
WARD MEMBER(S)	Margaret Crick Sandy Lovatt
APPLICANT OFFICER	Willow Spring Homes Ltd Sarah Green

RECOMMENDATION

To grant planning permission subject to the following conditions:

Standard conditions:

- 1. Commencement three years - full planning permission.**
- 2. Approved plans.**

Prior commencement:

- 3. Details of materials.**
- 4. Drainage details (surface and foul).**
- 5. Boundary details and soft landscaping.**

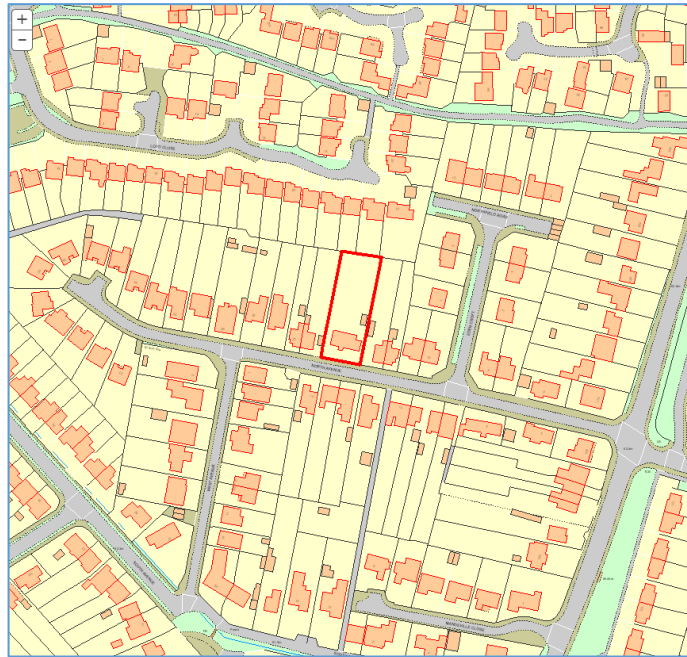
Prior to occupation:

- 6. Access, parking and turning in accordance with plan.**
- 7. Bicycle storage.**
- 8. Refuse storage.**
- 9. Obscured glazing to first floor side windows and retained.**

1.0 INTRODUCTION AND PROPOSAL

- 1.1** This application has been referred to planning committee at the discretion of the Development Management Manager due to the number of objections.
- 1.2** The site is located in a residential area in north Abingdon as shown on the location plan overleaf. The plot is rectangular in shape. Currently there is an existing dwelling on site which is a single storey bungalow, situated towards the front of the plot. To the rear is a garden. There is a single vehicular access onto North Avenue.

1.3



1.4 The proposal is to replace the existing dwelling with a new, two storey building containing six one-bedroom flats. Six car parking spaces are proposed on the site, with two accessed from the existing access point and four accessed from a new access point on the other end of the frontage.

1.5 To the rear will be a communal garden for all the flats. Bin and cycle storage will be provided to the side of the building.

1.6 Following the comments from the highways officer, a parking survey has been completed and submitted by the agent and the plans amended to address his other comments on parking and vehciel tracking. Extracts of the plans are **attached** at Appendix 1.

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1 A summary of the responses received to the current proposal is below. A full copy of all the comments made can be seen online at www.whitehorsedc.gov.uk

Abingdon Town Council	<p>Objection</p> <ul style="list-style-type: none"> • Overdevelopment • Loss of privacy and amenity • Increase traffic • Lack of parking
Neighbour Objections (63)	<p>Objections covering the following topics:</p> <ul style="list-style-type: none"> • Parking – lack of on street and on site • Impact on amenity - overlooking, noise, lighting • Traffic congestion • Loss of the bungalow • Out of keeping with area • Overdevelopment

	<ul style="list-style-type: none"> • Lack of housing mix • Housing not needed
Health & Housing – Environmental Protection Team	No Objection
Waste Management Officer	No objection
Highways Liaison Officer	No objection
Drainage	No objection

3.0 **RELEVANT PLANNING HISTORY**

3.1 [P17/V2289/FUL](#) - Withdrawn (09/10/2017)

Demolition of existing bungalow and outbuildings. Erection of 7 flats (6x1Bed and 1x2Bed) within 2.5 storey building with accommodation in the roof. The provision of 7 parking spaces with turning area, 18 covered and securable cycles spaces and enclosed refuse store.

[P70/V0607](#) - Approved (17/02/1970)

Erection of extensions to form (1) dining room, (2) private garage and (3) front entrance porch. Planning Application History

3.2 **Pre-application History**

P17/V1505/PEM – pre-app enquiry (26/07/2017)

The demolition of the existing dwelling, erection of a 2.5 storey building with 9 x 1 Bedroom flats. The provision of 9 off-street parking spaces, new access and associated amenity, refuse and cycle stores.

P15/V1748/PEM – pre- app enquiry (04/09/2015)

Demolition of existing bungalow, construction of 2x3 bed semi-detached dwellings and 1x3 bed detached dwelling with associated off street parking (2 spaces per dwelling).

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The site area is less than 5ha, fewer than 150 dwellings are proposed and the site is not in a defined ‘sensitive area’. The proposal is not therefore, EIA development.

5.0 **MAIN ISSUES**

5.1 **The relevant planning considerations are the following:**

- Principle
- Design and Scale
- Amenity
- Parking
- Other Issues
- Community Infrastructure Levy (CIL)

5.2 Principle

The site is located within Abingdon, one of the main towns in the district. Residential development in principle is supported in such areas under policies CP3 and CP4 of the local plan 2031 Part 1. The site also has an existing residential use. Therefore the principle of a residential use on the site is acceptable.

5.3 Design and scale

The surrounding area is characterised by a variety of dwellings: two storeys, one-and-a-half, and single storey. Pitched roofs and brickwork dominate in terms of materials but there are some rendered properties as well. To each side of this site are semi-detached houses. One is two storeys, the other is two-and-a-half storeys.

5.4 The proposed building has a pitched roof and will be constructed in brick and plain tiles. It would be a simple T-shape in its form, with the rear element set down from the main front element, similar to how a rear extension to a house would appear. The fenestration layout on the front is simple. In this regard it follows the advice in the design guide on keeping the form and massing simple (principle DG52). In terms of the street scene officers consider the building itself would not look out of keeping or out of scale with the semi-detached dwellings either side.

5.5 A new, second access would be created so there would be one at either end of the frontage, similar to a pair of semi-detached properties. The parking spaces that are to be parallel to the road are set back slightly so a low boundary wall and planting can be incorporated which will help to soften the visual impact of the parking from the street. There will be space for six cars on the plot which is more than now. However, officers are mindful that a pair of semi-detached dwellings could have a similar amount of on-site parking. The additional number of vehicle movements when compared to the existing total on the local road network is relatively small, and officers consider the increase is not sufficient to argue there will be harm to the character of the area.

5.6 The bin and cycle stores are to be located to the side of the new building. The bin store is close enough to the road so that the bins will be able to be collected from the store by refuse crews. The final appearance of the stores can be agreed by conditions, as can the boundary treatments and landscaping. This will ensure that they are appropriate for the area. The rear of the site will remain as communal gardens for the future occupiers.

5.7 The proposed development is able to provide an acceptable level parking, bin stores, cycle stores and garden space. The new building would not be out of scale or character with its neighbours. Given this, officers consider it is difficult to justify that the proposal is an overdevelopment of the plot.

5.8 Amenity

The parking in this scheme has been located to the front and side of the proposed building rather than to the rear. This will keep car movements towards the front of the plot and therefore minimise the impact on the

neighbouring rear gardens. The rear garden will be kept as a communal garden. This layout is not dissimilar to other surrounding plots.

- 5.9 The environment currently experienced by neighbours will clearly change. Change in itself does not constitute planning harm, or make the development unacceptable. Rather it is whether the change would cause harm to neighbours' existing levels of amenity. Guidance on this is set out in the design guide.
- 5.10 The building is set off the boundary with No 20 by 5.8m and is 10.6m from No 20 itself. The existing building is over 2m closer to No 20, although it is single storey. Given the distance of the building officers consider that it would not result in overshadowing of this neighbour. The gaps between buildings are not dissimilar to those between other properties along the road.
- 5.11 The building would be 6.4m at its closest point to No 16 itself. This is closer but again is not dissimilar to the relationship of other properties. This neighbour has a single storey kitchen extension which extends to the rear. The extension has a side window but also has doors out to the rear and rooflights. The neighbour also has an existing outbuilding along the boundary with the application site.
- 5.12 The side of the proposed building would be 8.7m from the side of the neighbour's kitchen extension, with the rear element being nearly 11m away. Given the distances, and the number of openings available to the kitchen, officers consider it would be difficult to justify that the proposal is over dominant on the neighbour in planning terms.
- 5.13 The first floor side windows in the building are to be obscure glazed. Therefore there will not be any direct overlooking to either No 16 or No 20. Windows to the rear will look over the rear garden and have oblique views of the neighbouring gardens. This situation would be no different to the normal relationship between neighbours. Objections have been received from neighbours in Loyd Close that it would overlook their gardens. The rear of the building would be over 30m away from the rear boundary which is beyond the direct back to back window distance of 21m advised in the design guide. Officers therefore consider the proposal will not cause harmful overlooking to these properties.
- 5.14 There is an existing standard 1.8m fence along the boundary with No 20 which goes part way down the plot. There is a hedge along No 16. Such boundary treatments would be appropriate for the area. As set out in the previous section, details of the final boundary treatments can be conditioned to ensure they are appropriate and completed, as well as the details of the cycle and bin stores.
- 5.15 Objections have been received with regards to impact of lights from the cars entering and exiting the site. As the parking is towards the front of the plot, this will keep any car lights to the frontage, and will not affect the properties in Loyd

Close. The impact of lights from cars exiting or accessing the site would generally be no different to the impact from other properties along the road.

5.16 Parking

The majority of the objections received to the application relate to the level of parking and the impact on on-street parking and traffic congestion.

5.17 The site is within a sustainable location and is within easy reach of a good bus service. The county council parking standards seek 1 bedroom properties to have either a maximum of 1 allocated space plus 0.4 unallocated space per dwelling, or if all spaces are unallocated a maximum of 1.2 per dwelling. Some deviation from the parking standards may be justified for small scale developments in some instances if the site is within a highly sustainable location and/or there is parking available elsewhere. Each site is considered on its merits.

5.18 The proposal provides 1 space per dwelling. If the spaces are allocated an additional 2.4 spaces would be needed. If unallocated, an additional 1.2 spaces. As set out above the site is within easy reach of a good bus service and is within one of the most sustainable settlements in the district. It is therefore a question as to whether these additional spaces can be accommodated on the highway. In view of the local comments received about on street parking, the highways officer requested a parking survey to be carried out to evidence the current parking situation.

5.19 The survey has been carried out in accordance with a method approved by the highways authority. The survey is undertaken when the highest number of residents are at home, and hence therefore highest number of cars, which is generally late at night during the week. The survey was undertaken at 5am. The survey has indicated that there is space available on street for the level of parking required. This also tallies with the observations of the highways officer who has visited the site at 6.30am in the morning, and observed space available on the highway. In light of this the highways officer does not raise any objection to the level of parking provided by proposal. Officers therefore consider that a refusal on this basis is not justified.

5.20 Objectors have referred to parking on the road causes an obstruction. Having to pass a parked car on the road, whilst may feel inconvenient, is not illegal. There are no parking restrictions in force along the road, or others in the vicinity, to prevent on-street parking.

5.21 The plans have been amended to ensure that the parking spaces are the correct size and the vehicle tracking requested by the highways officer has been provided.

5.22 Other Issues

There have been objections raised to the lack of housing mix and that there is no need for additional housing as the district has a five-year supply. Policy CP22 of the local plan 2031 part 1 seeks development to provide a mix of dwellings in line with the SHMA. However for small scale development and infill

sites it is difficult to provide a mix in accordance with this, simply because of the small scale nature of such developments and that they would not be viable. The provision of small units on this site would however help to contribute towards a wider mix of units sizes in the local area, and the local plan's aim of building sustainable mixed communities. The districts five-year housing supply included an allowance for unallocated windfall sites to come forward for housing, such as this. Consequently this site would contribute towards maintaining the district's housing supply.

5.23 CIL

This development is liable to pay the community infrastructure levy (CIL) as set out in the charging schedule. It is estimated this would be £23,961.60.

6.0 **CONCLUSION**

6.1 Sustainable development has three strands - social, economic and environmental. The site is within a sustainable location. The delivery of new housing has economic and social benefits to the district. Although there would be a change, environmentally, to the local area officers consider that this change, as set out above, would not be sufficient to cause harm that would justify refusing the proposal. There are no objections from technical consultees to the application. Therefore, in weighing up the planning balance, officers consider the scheme is acceptable and recommend approval.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2031 Part1 policies;

CP01 - Presumption in Favour of Sustainable Development

CP03 - Settlement Hierarchy

CP04 - Meeting Our Housing Needs

CP33 - Promoting Sustainable Transport and Accessibility

CP35 - Promoting Public Transport, Cycling and Walking

CP37 - Design and Local Distinctiveness

CP44 - Landscape

Vale of White Horse Local Plan 2011 policies

DC5 - Access

DC6 - Landscaping

DC7 - Waste Collection and Recycling

Design Guide SPD 2015

National Planning Policy Framework 2012

Planning Practice Guidance, 2014

Equalities Act 2010

The proposal has been assessed as part of the public sector equality duty under Section 149 of the Equalities Act. No recognised groups should suffer discrimination as a result of the proposal

Human Rights Act 1998

The proposal has been considered against Articles 1 and 8 of the Human Rights Act. The impact on individuals has been weighed against the public interest and officers consider they have acted proportionately in arriving at the recommendation.

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