

APPLICATION NO.	P20/V2385/FUL
SITE	17 Bow Bank, Longworth, Abingdon, OX13 5ER
PARISH	LONGWORTH
PROPOSAL	Two storey side extension to create two dwellings.
WARD MEMBER(S)	Jerry Avery
APPLICANT	Mr Thomas Belcher
OFFICER	Susannah Mangion

RECOMMENDATION

Planning Permission subject to the following conditions:

Standard:

1. Commencement
2. Approved plans

Prior to commencement:

3. Surface water drainage
4. Foul water drainage
5. External materials
6. Access details

Compliance:

7. Hedge protection
8. Bin storage and collection point in accordance with plans
9. Parking in accordance with plans
10. Visitor parking space
11. Removal of pd rights – windows or rooflights

Informatives:

CIL General Consent
Works within the Highway

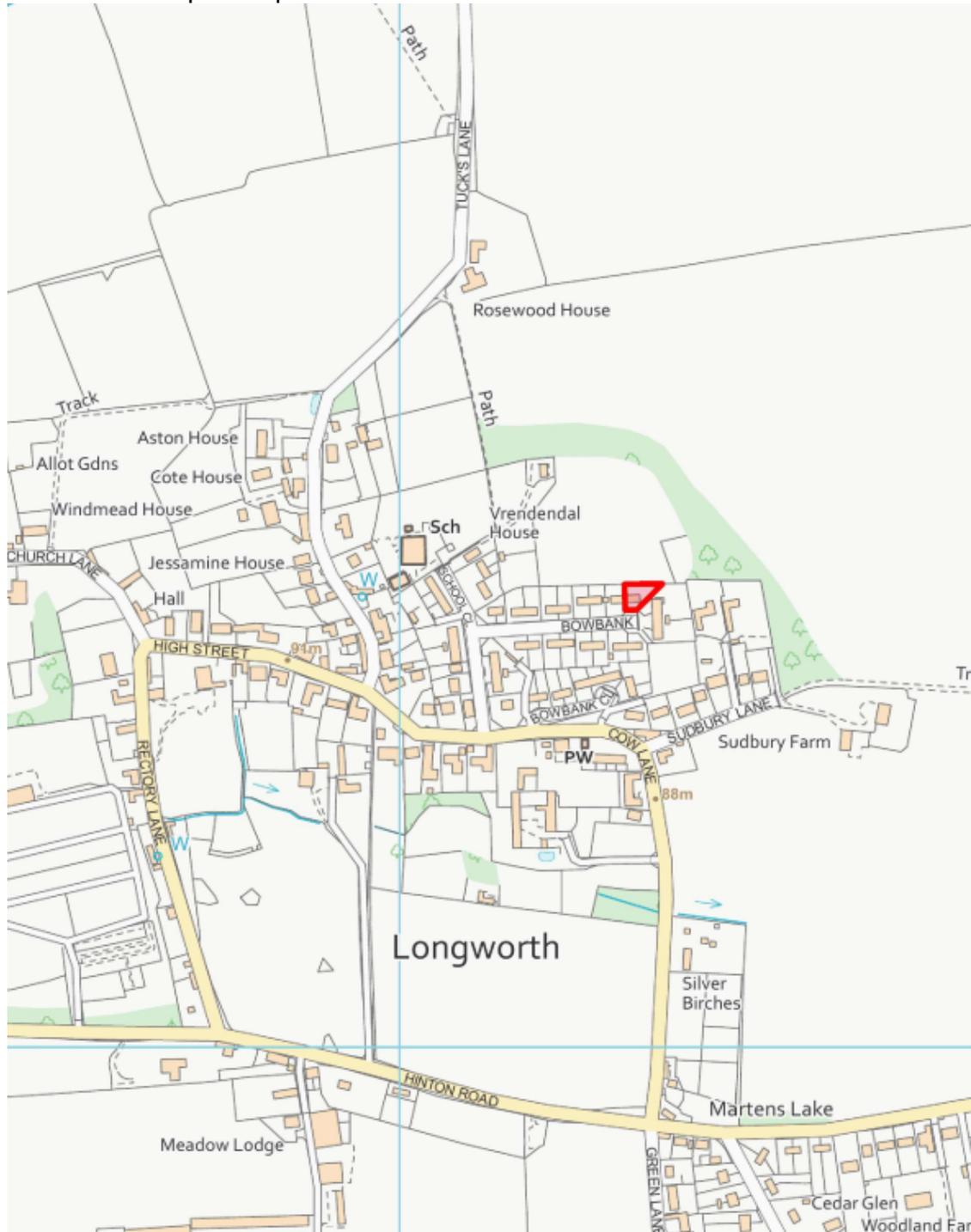
1.0 INTRODUCTION AND PROPOSAL

1.1 The application has been brought to Planning Committee at the request of the Planning Manager.

1.2 The application site is within the built settlement of Longworth. The site occupies a corner plot at the end of a cul-de-sac of post-war dwellings comprising semi-detached and terraced homes. The site does not benefit from any particular designation. The site is currently occupied by a 3-bedroom semi-detached home. Both a former single storey side extension and a detached garage have been recently demolished. Access is taken from the front of the property where there are areas of hard-standing available for the

informal parking of a number of vehicles. The front garden area has been partially hard-surfaced whilst the remainder, adjoining the boundary with the attached neighbour at 18 Bow Bank, is laid to lawn. To the east is 16 Bow Bank, which is an end-of-terrace dwelling, to which is attached an annexe.

1.3 A site location plan is provided below:



1.4 The application seeks the erection of a two storey side extension to the semi-detached dwelling at 17 Bow Bank to create two additional, two storey 1-bedroom dwellings. A single storey kitchen extension is also proposed to be added to the existing dwelling. Two parking spaces are proposed at the front

of the site in association with the existing dwelling at no. 17. Three parking spaces are shown to the side and rear of the proposed new dwellings, one for each of the new dwellings plus one visitor space. Bin stores are proposed on site together with an area at the front of the site which would accommodate up to six wheelie bins plus food caddies for presentation on collection day.

1.5 Planning permission was granted on 31 August 2018 under ref P18/V1521/FUL for the erection of a 2-bedroom dwelling to the side of the existing dwelling. The permission remains extant. In June 2020 planning permission was refused for a two storey extension to provide two 1-bedroom flats (P20/V0862/FUL). The main reason for refusal was that flats do not fall within the specific types of infill development supported by the Longworth Neighbourhood Plan.

1.6 The application plans are attached at **Appendix 1** and the approved plans for the extant planning permission are in **Appendix 2**.

2.0 SUMMARY OF CONSULTATIONS & REPRESENTATIONS

2.1 This is a summary of the final responses received from consultees and third parties to the application. The full responses can be viewed on the council website: www.whitehorsedc.gov.uk

Longworth Parish Council	Objection. The Parish considers the proposal does not comply with the limited infill policy of the neighbourhood plan and will result in a terrace of four homes. However, sympathetic to the development of more affordable homes.
Drainage Engineer	No objection subject to pre-commencement surface and foul water drainage conditions.
Highways Liaison Officer	No objection. This application overcomes the previous highway reasons for refusal. The proposed parking provision is acceptable, provided the visitor space is clearly marked and retained as such. Details of the access arrangement will need to be submitted for approval due to the gradient within the site. A separate licence to make the necessary adjustment to the access will be required from OCC Licensing and Streetworks Team.
Neighbours – support (3)	Support the provision of more affordable housing in the village as

	no other local options.
Neighbours – object (1)	Although this may provide more affordable housing, there is nothing available in the next level up, so moving out of the village may be inevitable later on. There may be four additional cars associated with the development, which would be a strain on parking due to existing congestion at the turning circle, and the road being used for parking from the school.

3.0 **RELEVANT PLANNING HISTORY**

3.1 [P20/V0862/FUL](#) - Refused (04/06/2020)

Erection of single storey rear extension. Erection of a two storey side extension to create two flats.

(Amended plan BWBKP10.revJ received 12 May 2020)

The refusal of planning permission has been appealed and we are awaiting the decision by the Planning Inspectorate.

[P18/V1521/FUL](#) - Approved (31/08/2018)

Demolition of existing store & erection of new 2 bed dwelling.

3.2 **Pre-application History**

[P18/V0914/PEM](#) - (11/05/2018)

Proposed 2 bed dwelling

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The proposal does not fall within a category of development that would be subject to EIA.

5.0 **MAIN ISSUES**

The relevant planning considerations are the following:

- Current Housing Policy
- Extant planning permission P18/V1521/FUL
- Design and Layout
- Residential Amenity
- Flood Risk and Drainage
- Traffic, parking and highway safety
- Landscape
- Community Infrastructure Levy

5.1 **Current Housing Policy**

Longworth is identified as a Smaller Village at policy CP3 of LPP1. The Smaller Villages have a low level of services and facilities, where any development

should be modest and proportionate in scale and primarily be to meet local needs. Policy CP4 of the Local Plan Part 1 manages development in the smaller villages and states, at the Smaller Villages, limited infill development may be appropriate within the existing built areas of these settlements, or if it is allocated within an adopted Neighbourhood Development Plan or future parts of the Local Plan 2031. Proposals for limited infill development will be supported where they are in keeping with local character and are proportionate in scale and meet local housing needs, and/ or provide local employment, services and facilities.

- 5.2 Policy 1 of Longworth Neighbourhood Plan states that proposals for limited infill development inside the village's built-up areas will be supported provided they are in-keeping with the character of the local dwellings and landscapes, and that they are proportionate in scale to existing buildings in the vicinity. Paragraph 4.10 of the neighbourhood plan then defines limited infill as follows:

- developments to be allowed only within the built-up areas on available sites that fall between existing houses
- design must be in keeping with the majority of properties in the immediate area
- developments must retain appropriate road frontage to substantiate the proposed development and also with access direct from an existing adopted/adoptable road
- Provision for off road parking for at least two vehicles per property is desirable for all developments to avoid congestion
- Development must consist of no more than one of the following on any single site:
 - o 2 detached homes
 - o 1 pair of semi-detached home and 1 detached home
 - o 1 terrace of up to 3 homes

- 5.3 Members will note that, in terms of the type of development that is acceptable under the neighbourhood plan, the limitations are imposed "on any single site". Longworth Parish Council objects to the proposal as they consider it would give rise to a terrace of four homes. However, this conclusion is based on adding an existing dwelling that is not on the site, the dwelling at 18 Bow Bank. Officers consider the application site itself would comply with the policy as there would be one terrace of three homes on the site, the existing semi-detached dwelling plus two additional homes.

- 5.4 Although officers fully understand the aims of the neighbourhood plan in terms of controlling opportunities for infill development, there is concern that the parish council's position is not based on a reasonable interpretation of the restriction stated in the neighbourhood plan. Officers' experience at appeal is that the wording used to impose restrictions on housing numbers in any local plan is generally interpreted explicitly by inspectors. In explicit terms, the proposal complies with the limitations stated in the neighbourhood plan, a terrace of three homes on a single site. Consequently, officers conclude that the proposal does comply with Policy 1 of the neighbourhood plan.

5.5 **Extant planning permission P18/V1521/FUL**

Planning permission was granted on 31 August 2018 for the erection of a 2-bedroom attached dwelling and erection of a single storey rear extension to the

existing dwelling. A front porch was proposed for the existing dwelling and attached dwelling. Four off-road parking spaces were proposed forward of the dwelling, two for the existing and two for the proposed dwelling. Although it was not discussed within the delegated report for the above permission, the development was considered to accord with the Neighbourhood Plan. This extant planning permission represents an entirely realistic “fall-back” for the site.

5.6 **Design and Layout**

Policy CP37 of LPP1 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 NPPF advises that good design is indivisible from good planning. It attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development and should contribute positively to making places better for people. Policy 2 of the Longworth Neighbourhood Plan also emphasises the importance of design considerations.

5.7 The proposal has a similar external appearance to the extant approval for a 2-bedroom dwelling, maintaining the same width and depth as well as eaves and ridge heights. Differences include:

- The addition of a small-scale 2-storey element to the eastern side which extends to 2.35 metres in width and is set back 3.2 metres from the front elevation. The ridge and eaves height step down from the height of the main part of the extension for this addition.
- The omission of the provision of a front porch for the existing dwelling.
- A reduction in the number windows to the side (east) elevation, including none proposed at first floor.

5.8 The extant permission will create a terrace, and there is a long-established terrace of four houses immediately to the east, 13-16 Bow Bank. Therefore, a terrace form of development is not out of keeping with the street. The proposed plot division will leave the same private garden area for the existing house as the extant approval. The proposed 1-bedroom dwellings will each have a private garden of 35sq.m, which complies with the standards in Principle DG63 of the design guide. Conveniently located bin storage is also included, in compliance with Principle DG67 of the design guide. Design and external materials will be sympathetic to the area. Given that the overall built form is similar to the extant approval, and that the intent is to provide smaller, more affordable dwellings, which is welcomed, officers consider the impact of the proposal on the character and appearance of the area is acceptable.

5.9 **Residential Amenity**

Policy DP23 of the Local Plan 2031 Part 2 states that development proposals should demonstrate that they will not result in significant adverse impacts on the amenity of neighbouring uses. Principles DG63-64 of the design guide pertain to amenity, privacy and overlooking.

- 5.10 The first floor window of the annexe at 16 Bow Bank looks across the application site but the views into the garden area of the proposed new homes will be no different than the current position.
- 5.11 Each of the proposed units and the retained dwelling would benefit from adequately sized private garden areas and the proposed new homes meet space standards for one-bedroom dwellings.
- 5.12 The proposed side elevation of the scheme contains no windows at first floor level and will not be unneighbourly to either 16 Bow Bank or its annexe. The closest corner of the main part of the current proposal is the same distance as the closest corner of the approved dwelling, that is 2.5 metres from the side boundary with 16 Bow Bank. The closest corner of the additional two storey element on the eastern side of the extension lies further away, that is 3.1 metres from the same side boundary. The additional element to the built form also lies to the north-west of the front windows of the annexe to 16 Bow Bank. Therefore, officers consider the current proposal will have no greater impact on no. 16 or its annexe in terms of potential overshadowing or dominance compared with the approved scheme.
- 5.13 The current proposal differs from previous ones in that it extends the existing drive to the east of the dwelling along the east boundary of the site to provide more parking. This extended drive and parking area will lie alongside a similar hard surfaced drive on the neighbouring property, no.16. The private garden to no.16 and its annexe lies some distance to the east, behind the buildings, Therefore, officers consider that any noise and disturbance associated with cars using this area will not cause harm to the occupants of no.16 or its annexe.
- 5.14 **Flood Risk and drainage**
The site is within Flood Zone 1, an area at less risk of flooding. The Council's drainage engineer has no objection to the proposal, subject to pre-commencement conditions and is satisfied of the ability to connect to the adopted drainage network.
- 5.15 **Traffic, parking and highway safety**
As noted above, the current proposal differs from previous ones in that it includes a driveway and parking on the east side of the site. This has been done to address a previous objection to the refused scheme for flats that related to inadequate car parking provision, The current proposal demonstrates sufficient off-road parking spaces to accommodate residents' and visitor parking for the existing and proposed homes, to the satisfaction of the County Council's Highways Liaison Officer. Compliance with parking standards minimises the likelihood of parking on the road. Planning conditions would be imposed to provide access details, to require the retention of the parking spaces free of obstruction and to ensure that the visitor parking space be clearly marked and retained for such purpose.

5.16 **Waste management**

The development proposes bin and recycling storage for the existing and proposed dwellings, within accessible areas of the site. An area for bin storage on collection day has also been proposed within the site to prevent obstruction of the highway.

5.17 **Landscape**

The proposal does not propose any direct impacts on landscape features, but the council's Tree Officer has recommended that if planning permission is to be granted, the rear hedge should be protected during construction by means of a planning condition.

5.18 **Community Infrastructure Levy**

The council adopted the Community Infrastructure Levy Charging Schedule on 1 November 2017. The proposed development would be CIL liable.

6.0 **CONCLUSION AND PLANNING BALANCE**

- 6.1 Officers consider the proposed development accords with the definition of 'limited infill' in the Longworth Neighbourhood Plan and, therefore, consider the development is acceptable in principle. The proposal will bring economic benefits in terms of support for the construction sector and the prospect of proportionate levels of support for the rural economy. It will provide important social benefits through the provision of smaller, more affordable units of housing. The proposal is considered to be acceptable in terms of its environmental aspects, as it does not detract from the character or appearance of the area, contains amenity space to adopted standards, and makes adequate arrangements for off-road parking and refuse storage. Overall, the proposal is considered to bring considerable benefits, and to be a sustainable development that accords with relevant policies of the development plan and with the NPPF.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2031 Part 1 (LPP1) Policies:

- CP1 - Presumption in Favour of Sustainable Development
- CP3 - Settlement Hierarchy
- CP4 - Meeting Our Housing Needs
- CP8 - Spatial Strategy for Abingdon-on-Thames and Oxford Fringe Sub-Area
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP37 - Design and Local Distinctiveness
- CP42 - Flood Risk
- CP44 - Landscape

Vale of White Horse Local Plan 2031 Part 2 (LPP2) Policies

- DP2 - Space Standards
- DP16 - Access
- DP23 - Impact of Development on Amenity
- DP28 - Waste Collection and Recycling

Longworth Neighbourhood Plan

This plan was made (adopted) as part of the district council's development plan on 16 October 2016 and accordingly has full weight.

Policies:

Policy 1: A Spatial Plan for the Parish

Policy 2: Design

Supplementary Planning Guidance/Documents

Vale of White Horse Design Guide (2015)

National Planning Policy Framework and Planning Practice Guidance

The National Planning Policy Framework (NPPF)

The National Planning Policy Guidance (NPPG)

Other Relevant Legislation

Human Rights Act 1998

The provisions of the Human Rights Act 1998 have been considered 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 equality obligations including its obligations under Section 149 of the Equality Act 2010.

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