

West Area Planning Committee

13th December 2016

Application Number: 16/02177/FUL

Decision Due by: 17th October 2016

Proposal: Demolition of existing garages. Erection of a 3 storey building to provide 2 x 3-bed flats and 1 x 4-bed flat. Provision of car parking for 12No. vehicles with new vehicle access and bin store.

Site Address: Land Adjacent Summertown Church Hall Portland Road
Oxford Oxfordshire

Ward: Summertown Ward

Agent: Mr Adrian James

Applicant: Rev. Gavin Knight

Application Called in – by Councillors - Cllr Gant, supported by Cllrs Wilkinson, Wade and Landell Mills

Recommendation:

West Area Planning Committee is recommended to grant planning permission for the following reasons:

- 1 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples
- 4 TRO
- 5 Parking Permits
- 6 SUDS Parking
- 7 Cycle Parking Provision

- 8 Landscaping
- 9 Boundary Treatments
- 10 Drainage
- 11 Drainage Infrastructure
- 12 Contaminants
- 13 Remedial Works
- 14 Obscure glazing

Legal Agreement and CIL

A CIL Contribution is required, no legal agreement is required.

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- CP22** - Contaminated Land

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS9_** - Energy and natural resources
- CS10_** - Waste and recycling
- CS11_** - Flooding
- CS12_** - Biodiversity
- CS17_** - Infrastructure and developer contributions
- CS23_** - Mix of housing
- CS24_** - Affordable housing

Sites and Housing Plan

- MP1** - Model Policy
- HP2_** - Accessible and Adaptable Homes
- HP4_** - Affordable Homes from Small Housing Sites
- HP9_** - Design, Character and Context
- HP10_** - Developing on residential gardens
- HP11_** - Low Carbon Homes
- HP12_** - Indoor Space
- HP13_** - Outdoor Space
- HP14_** - Privacy and Daylight
- HP15_** - Residential cycle parking
- HP16_** - Residential car parking

Other Material Considerations:

National Planning Policy Framework

Relevant Site History:

None

Statutory Consultees:

Oxfordshire County Council Highways

No objection – subject to conditions

Representations Received:

2a, 35 Blenheim Drive, 36 and 38 Harpes Road, 369 Woodstock Rd, 1, 21, 22, 25, 26, 38 and 40 Portland Road, 60 Flatford Place, 39 Howard Street, 179 Godstowe Road, 4, 13, 26, 45, 66, 70, 80, 86 and 94 Hamilton Road, 5 Kings Cross Road, 34, 43, 58, 78 and 85 Lonsdale Road, 327 Banbury Road, 32 Leys Road, 7 Manor Court 8 Minchery Road, 57 Princes Street, 57 Hurst Rise Rd, 30 New High Street, 11 Summerhill Road, 59 Maidcroft Road, 14 Northmoor Rd, 18 Sunderland Ave, 17 Woodman Court, 37 Hurst Rise Road, 24b St Johns Road (Wallingford), 46 Coleridge Drive (Abingdon), 73 Wykeham Way (Haddenham), South Side (Steeple Aston), 33 Norwood Avenue (Southmoor), 17 Templar Road, Frog Lane (Cuddington), 12 Paddox Close, No address provided, 83 Wycombe Road (Marlow) and Geneva Ballet School (Aylesbury), objections:

- Access
- Amount of development on site
- Effect on adjoining properties
- Effect on character of area
- Effect on existing community facilities
- Effect on traffic
- Height of proposal
- Light - daylight/sunlight
- Noise and disturbance
- On-street parking
- Parking Provision
- Open space provision

Site Location and Description

1. The application site encompasses garages and the parking area of the St Michael and All Angels Church Hall on Portland Road, the proposal will involve the demolition of the garages located to the north of the parking area. The War Memorial at the front of the church is Listed (Grade II).
2. The site covers an area of approximately 684m² and is on the northern side of Portland Road. The area around the application site contains predominantly 1930s semi-detached and detached dwellings. Despite some properties being extended there is a very strong established character to the area; suburban housing with front gardens and a variety of materials including plain white render and red and brown tiled roofs. Small trees, shrubs and low boundary walls in front gardens contribute positively to the verdant, suburban character of the area.

3. The topography of the site and the immediate area around it is level.

Proposed Development

4. It is proposed to erect a three storey building on the site to provide three flats; 2 x 3 bedroom flats and 1 x 4 bedroom flat. The development proposes car parking and cycle storage at the rear of the building (the northern edge of the site) and refuse and recycling storage internally on the western side of building. Access is proposed to the building from an improved access point onto Portland Road.
5. The proposed building would have a contemporary design and the proposed residential units would sit within one block. The massing, width, depth and height of the block has been designed to transition with those of neighbouring properties situated to the east along Portland Road. The applicant sought pre-application advice with Officers prior to submission and the design was altered to reflect the immediate street scene through the use of materials which reflect a transition between the Church Hall and 1 Portland Place.
6. The proposed building would have a flat roof with balconies and terrace areas at first and second floors. An area of garden is proposed to serve the flats (with the largest area of private garden being proposed to the south and south-east of the building).
7. The main pedestrian access to the site would be from Portland Road; with access to all flats from an entrance hall and stairs on the western side of the building.
8. The ridge height of the building would sit lower than that of the Summertown Church Hall (11m West) and identical to that of 1 Portland Road (East, 8.5m)
9. The materials proposed for the building would be rough textured facing brick and contrasting smooth stonework which will tie in with the residential aspects of the street architecturally while also addressing the adjacent Church Hall building.
10. The principal determining issues of the application are:
 - Principle of development
 - Design
 - Impact on Amenity
 - Car Parking and Access
 - Flooding and Surface Water Drainage

Officers Assessment:

Principle of Development

11. The application site would be considered to be previously developed land. The National Planning Policy Framework (NPPF) together with the Council's adopted Policy CS2 of the Core Strategy (2011) require that the majority of new development should be sited on previously developed land. As a result of this, the development can be considered to be

acceptable in terms of the principle of development.

12. The development proposed would seek to make a more intensive use of the site and would arguably increase the efficient use of land. On this basis, the proposed development would be broadly supported by Policy CP6 of the Oxford Local Plan 2001-2016.
13. The proposed development would involve the creation of three residential units which falls below the threshold where a mix of dwelling sizes is required by Policy CS23 of the Core Strategy.
14. No affordable housing contribution would be required because the proposed development falls below the threshold identified in Policy HP4 of the Sites and Housing Plan (2013).

Design

Visual Appearance and Impact on Streetscene

15. The proposal attempts to transition with the design style and materials of the Church Hall and No. 1 Portland Road. The proposed colour of the materials using pale colour facing brickwork with Cast Portland Stone bands/ details are influenced by the stonework of the Church Hall and provide brickwork visually similar in style to that of 1 Portland Road. Portland Road is characterised by some variation in the palette of materials used in the construction of properties which adds to the visual interest of the streetscene; Officers recommend that these proposals will also contribute positively to mix of materials and styles used.
16. The residential dwellinghouses along Portland Road have front gardens and there is a strong building line that the proposed development maintains by also providing a front garden. The height of the development would match the ridge height of 1 Portland Road and is subservient to that of the Church Hall. Its built form which includes a flat roof varies from the more traditional character of 1930s properties in the area but provides a visually acceptable contrast that bridges between the Church Hall and No. 1 Portland Road.
17. Officers recommend that the proposed building would as a result of its considered design and appearance combined with its scale and siting form an acceptable addition to the street scene. Therefore, it is considered that the proposed development would be in keeping with Policy CP1, CP8 and CP10 of the Oxford Local Plan 2001-2016, Policy CS18 of the Core Strategy (2011) and Policy HP9 of the Sites and Housing Plan (2013).

Materials

18. The proposed materials would be rough textured facing brick and contrasting smooth stonework which will tie in with the residential aspects of the street architecturally while also addressing the adjacent Church Hall

building. The proposals have included some contrasting use of these materials to attempt to break up the appearance of elevations and add visual interest.

Living Conditions (Indoor) and Accessibility

19. The proposed development includes flats of varying numbers of rooms, and layout; these properties would benefit from different amounts of indoor space. Officers have considered the proposals in relation to Policy HP12 of the Sites and Housing Plan (2013) and the national space standards and it is considered that the proposals would provide an acceptable quality and quantity of indoor space.

20. The development would also provide an acceptable internal layout and circulation space for disabled occupiers (though upper floor flats may be unsuitable for persons with limited mobility). The development would therefore comply with Policy CP13 of the Oxford Local Plan 2001-2016.

Outdoor Amenity Spaces

21. All of the proposed flats would provide some private outdoor amenity space. Flat 1 (a three bedroom unit on the ground floor) would have access to two small private garden areas at ground floor at the southern and northern edge of the site. Flat 2 (a four bedroom unit first floor) and Flat 3 (a three bedroom unit second floor) would have access to external terraces. All of the proposed outdoor amenity spaces would be south facing and acceptable for the size of the dwellings proposed. In reaching this view, Officers have been mindful that the site lies within a ten minute walk of Sunnymeade Park which provides a larger area of public outdoor amenity space which would enable the proposals to be more acceptable in the context that some of the units may be occupied by families.

Refuse and Recycling Storage

22. A refuse and recycling store is proposed within the building at the ground floor level. This would be conveniently accessible for all occupiers of the dwellings proposed. The development would therefore comply with the requirements of Policy HP13 of the Sites and Housing Plan (2013).

Impact on Amenity

Privacy

23. The proposed first floor and second floor windows, balconies and terraces face predominantly towards Portland Road and over the proposed car parking area to the rear. The result is that the views from the dwellings would be over existing road areas and the proposed car park which would provide sufficient separation to ensure the privacy of surrounding residential properties would be maintained. Windows on the side elevation facing towards 1 Portland Road would be obscure glazed and Officers

have recommended a condition be included to ensure that obscure glazing is used.

Impact on Sunlight and Daylight

24. The proposed development maintains building lines on the north side of Portland Road and would be separated from the Church Hall by the car parking area. As a result of the separation distance and the orientation of the proposed development relative to surrounding properties it would not give rise to an adverse impact on light for occupiers. In reaching this view, Officers have been mindful of the 45/25 degree code set out in Policy HP14 of the Sites and Housing Plan (2013).

Access and Car Parking

Access and layout

25. It is proposed to provide access onto the site from Portland Road into the proposed car parking area. There is an existing vehicular access in this location. The highway authority have commented that the development would be acceptable in terms of the access proposed but have recommended a condition be included if approval is granted to require visibility splays to meet specific standards.
26. The proposed vehicle access, including shared space area, is acceptable and there are no highways objections relating to the access arrangements proposed on the site.

Car parking

27. The proposal will result in an overall reduction in the number of parking spaces provided on site, from 17 to 12 spaces. 9 spaces are proposed to be for the Church Hall and 3 for the proposed flats. As spaces were previously rented out to nearby commuters it is likely that the traffic impact of this development will reduce, or at least be neutral.
28. One car parking space is allocated to each of the 3 dwellings. This represents a fairly low provision of car parking but is considered acceptable given the development is located within a highly sustainable location close to the Summertown District Centre and within close proximity to bus stops.
29. Amendments to the existing Traffic Regulation Order relating to car parking will need to be dealt with by condition to ensure that the proposed development does not give rise to an adverse impact on on-street parking to the detriment of highway safety. The size of the dwellings proposed could generate higher parking demand if not controlled.
30. The new access also requires some modifications to existing on-street parking bays. The arrangements relating to this would have to be dealt with by the

applicant in consultation and with the permission of the County Council as the Local Highway Authority.

Cycle parking

31. 16 covered cycle parking spaces are proposed. Officers recommend that this would comply with the requirements of Policy HP15 of the Sites and Housing Plan; though the arrangements that have currently been proposed would not likely be considered adequately secure for the purposes of the Council's policies. As a result a condition is recommended that would require the submission of a revised layout of parking to ensure that covered, secure parking is provided for both the Church Hall's use and the use by the occupiers of the proposed flats.

Flooding and Surface Water Drainage

32. The application site does not lie in an area of defined high flood risk.
33. A compliant Sustainable Drainage Strategy has been submitted as part of the application and Officers consider that this would be acceptable. As a result of these measures it is considered that the development would meet the requirements of Policy CS11 of the Core Strategy (2011). A condition is recommended that would require that the development is constructed in accordance with the proposed drainage strategy.

Biodiversity

34. The existing site is vacant and within an urban setting. As a result, Officers recommend that the proposed development would not have an adverse impact on protected species or their habitat. A condition has been recommended that would require the submission of biodiversity enhancement measures prior to commencement.

Conclusion

36. On the basis of the above and for the reasons outlined in this report, Officers recommend that the West Area Planning Committee grant planning permission for the proposed development subject to the conditions set out above.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by

imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to approve, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers:

16/02177/FUL

Contact Officer: Graeme Felstead

Extension: 2160

Date: 1st December 2016

This page is intentionally left blank