

East Area Planning Committee

9th October 2012

Application Number: 12/01845/CT3

Decision Due by: 13th September 2012

Proposal: Outline planning application for demolition of garage block and erection of 3x3 bed houses with associated parking and bin stores

Site Address: Garage Block, Leiden Road, Headington (**Site Plan: Appendix 1**)

Ward: Churchill Ward

Agent: Kemp & Kemp Property Consultants

Applicant: Oxford City Council

Recommendation:

The East Area Planning Committee is recommended to approve outline planning permission for the following reasons:

- 1 The principle of the proposal is acceptable in that it would make an efficient use of previously developed land and deliver much needed affordable housing for the city within an existing residential area. All matters are reserved however the illustrative plans show indicative details of layout, scale, access, appearance and landscaping for the proposed development which would be sympathetic to the site and its surrounding while also safeguarding the residential amenities of the adjoining properties. Although the development will result in the loss of a sycamore tree, it is considered that this loss could be mitigated through more appropriate replacement planting to the front of the site. The application would therefore accord with the National Planning Policy Framework and policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and the emerging Sites and Housing Plan. No third party objections have been received.
- 2 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.

Conditions:

- 1 Reserved Matters within time limit
- 2 Details of Reserved Matters
- 3 Development parameters – 2 storey buildings / staggered building line
- 4 Sample Materials
- 5 Means of enclosure
- 6 Refuse and Cycle Storage
- 7 Landscape Plan
- 8 Landscape carry out by completion
- 9 Parking and Vision Splays Provided
- 10 Sustainable Urban Drainage Scheme

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
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- HS11** - Sub-Division of Dwellings
- HS19** - Privacy & Amenity
- HS20** - Local Residential Environment
- HS21** - Private Open Space
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- NE15** - Loss of Trees and Hedgerows

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS18_** - Urban design, town character, historic environment
- CS23_** - Mix of housing

Sites and Housing Plan - Submission

- HP9_** - Design, Character and Context
- 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
- Balance of Dwellings Supplementary Planning Document
- Parking Standards Supplementary Planning Document

Relevant Site History:

11/03012/CT3: Outline permission for demolition of garage block, erection of 3x3 bed units with associated parking and bin store: Withdrawn

Representations Received:

None

Statutory and Internal Consultees:

Thames Water Utilities Limited: No objection

Oxfordshire County Council Highways Authority: No objection subject to conditions

Officers Assessment:**Site Location and Development**

1. The site is situated on the western side of Leiden Road, and is bordered to the north and south by residential properties of 102 and 104 Leiden Road respectively (site plan: appendix 1)
2. The site comprises a block of 16 single storey garages which are accessed from Leiden Road. There is a footpath that links Leiden Road with The Slade directly to the north.

Proposal

3. The proposal is seeking outline planning permission for the demolition of the existing block of garages, and the erection of 3x3 bedroom dwellings with associated parking and bin stores as part of the Council's Affordable Housing Programme. The application is made in outline with all matters such as access, appearance, landscaping, layout, and scale reserved for approval.
4. Officers consider that the determining issues in this case would be the
 - principle of development
 - balance of dwellings
 - form and appearance
 - impact upon adjoining properties
 - residential uses
 - highway matter;
 - trees
 - biodiversity

Principle of Development

5. The National Planning Policy Framework encourages the effective use of land by reusing land that has been previously developed. This is supported by Policy CS2 of the Oxford Core Strategy 2026.
6. The site has been identified as suitable to provide housing as part of the Council's Affordable Housing Programme, which seeks to increase the supply of affordable homes within the city. The site would be classed as previously developed land, and its location within a residential suburb would make it a suitable site for residential use in accordance with the aims and objectives of the above-mentioned policies.

Balance of Dwellings

7. Policy CS23 of the Oxford Core Strategy 2026 requires residential development to deliver a balanced mix of housing to meet the projected future household need, both within each site and across Oxford as a whole. The mix of housing relates to the size, type and tenure of dwellings to provide for a range of households.
8. The Balance of Dwellings Supplementary Planning Document (BoDSPD) sets out the appropriate housing mixes for each Neighbourhood Area within the City. The site is located within the Wood Farm Neighbourhood Area, where a reasonable proportion of new family dwellings are required within residential schemes. The provision of 3x3 bedroom dwellings within the site would be wholly consistent with Policy CS23 of the Oxford Core Strategy 2026 and the BoDSPD.

Form and Appearance

9. Policy CS18 of the Oxford Core Strategy 2026 encourages development proposals to achieve a high-quality urban design that responds to the site and its surroundings; creates a strong sense of place; attractive public realm; and high quality architecture. Policy CP8 of the Oxford Local Plan 2001-2016 also states that the siting, massing, and design of development should create an appropriate visual relationship with the form, grain, scale, materials, and details of the surrounding area. This is supported in Policy HP9 of the emerging Sites and Housing Plan.
10. The area is generally characterised by modest two-storey dwellings which either in terraced rows or pairs of semi-detached properties. They follow a linear street pattern and are set back from the street by small front gardens with private gardens to the rear. There are a number of larger flatted developments, but the suburb is generally of a more domestic scale.
11. The development would provide a terraced row of two-storey dwellings that have a staggered frontage in order to continue the building line between 102 and 104 Leiden Road. Although the details of appearance, scale, and layout of the development are to be dealt with at the reserved matters stage, officers consider that the overall size, scale, and siting of the proposed dwellings as shown on the illustrative plans would create an appropriate visual relationship with Leiden Road street scene. In order to ensure that the reserved matters applications follow these illustrative plans a condition should be attached which sets the parameters of the staggered building line and two-storey height of the dwellings.

Impact upon the Adjoining Properties

12. Policy HS19 of the Oxford Local Plan states that permission will only be granted for development that protects the privacy or amenity of the proposed and existing residential properties, specifically in terms of potential for overlooking into habitable rooms, sense of enclosure, overbearing impact and sunlight and daylight standards. This is also echoed in Policy HP14 of the emerging Sites and Housing Plan.

13. The siting of the proposed dwellings would respect the linear pattern of the street scene along with the staggered building line that exists between 102 and 104 Leiden Road. Therefore while the proposal would increase the built form that exists on the site, officers consider that it would not have a detrimental impact upon the residential amenities of the adjoining properties of 102 and 104 Leiden Road in terms of loss of light, overbearing impact, overlooking.

Residential Uses

14. The proposed development would create a total of 3x3 bedroom dwellings all of which would have a good standard of internal environment in accordance with Policy HS20 of the Oxford Local Plan 2001-2016, and Policy HP12 of the emerging Sites and Housing Plan.

15. The dwellinghouses would have individual private gardens that are 10m in length and would receive sufficient levels of natural sunlight and daylight, which would improve the quality of the spaces. As such officers consider that the proposal would satisfy Saved Policies CP10, HS20, and HS21 of the Oxford Local Plan 2001-2016, and Policy HP13 of the emerging Sites and Housing Plan.

16. There would be sufficient space for each of the units to be provided with suitable refuse and cycle storage which is in an accessible and practical location in accordance with Policies CP10, HS19, and HS20 of the Oxford Local Plan 2001-2016, and Policy HP13 of the emerging Sites and Housing Plan.

Highway Matters

17. The existing garage block consists of 16 garages, 13 of which are empty and only 3 are currently let to individuals. The planning statement indicates that only 1 of the lessees is from the vicinity of the site. Therefore given the low usage of the garages, officers consider that the demolition of the garage block would not result in a significant displacement of vehicles onto the local highway. The statement also indicates that there are other garage blocks on Leiden road which could be used to re-house existing occupants if required. As a result the demolition of the garages would not result in any material harm to highway safety or congestion on Leiden Road.

18. The proposal would provide off-street parking for each of the units with 1 space for unit 1 and 3, and 2 spaces for unit 2. The parking provision has been designed to respond to the available space within the frontage and the need to maintain the existing street tree that lies outside the garage block.

19. The maximum parking standards set out within the Oxford Local Plan and the emerging Sites and Housing Plan state that 3 bedroom dwellings should be provided with 2 off-street parking spaces. However, these are maximum parking standards and both plans state that parking standards should respond to site circumstances and existing parking capacity within the vicinity of the site.

20. Having regards to the existing site circumstances, there are parking bays adjacent to the site which offer off-street parking and there is capacity within the street. At the same time although the site lies outside the Transport District Area, there is access to public transport links on The Slade and is within walking distance of the Wood Farm Shopping Parade. The Local Highways Authority has raised no objection to the parking provision within the scheme, subject to conditions requiring the spaces meeting current standards and suitable vision splays.

Trees

21. There are two trees situated on the street frontage, a Silver Birch to the north and a Sycamore to the south. A Tree Survey prepared by Land and Landscape Management Ltd has been submitted with the application, which concludes that while the trees do not have particular merit they make a significant contributions to the amenity value of the road.

22. The scheme has been designed to retain the Silver Birch to the north of the site but does result in the loss of the Sycamore to the south. The loss of the tree is regrettable, however the applicant has considered all options to retain the tree but none were considered appropriate. It is recognised that there would be an uncomfortable spatial relationship between the tree and the proposed dwelling (unit 1) which would have an impact upon the living conditions for future occupants and place pressures for constant pruning to the tree. The applicants had considered pushing the building back into the site in order to improve this relationship, but this resulted in a loss of amenity space and would still required a reduction to the crown of the tree. The only option was to reduce the number of units within the scheme to 2. However this approach would not make an efficient use of the site, and result in the delivery of a lower number of affordable units on a site which has been specifically identified to contribute towards the Council's Affordable Housing Programme.

23. In this instance given the need for affordable housing provision within the city, and the need to make an efficient use of land in order to deliver this housing. Officers consider that there is justification in this instance to remove the Sycamore tree. In order to mitigate the harm, a more suitable replacement tree could then be provided by condition. The tree should be taken from advanced nursery stock at planting, and could be a Pyrus 'Chanticleer' which would have a narrower crown form which would be better and more sustainable in the long term.

Biodiversity

24. The site lies within the catchment area for the Lye Valley Site of Special Scientific Interest. In accordance with Policy CS12 of the Oxford Core Strategy and Policies NE19 and 20 of the Oxford Local Plan, it is recommended that all hard surfacing within the site be permeable and any surface water and grey water from the roof be delivered to the aquifer by diversion to vegetated areas.

Amd Murdoch

Conclusion:

25. The proposal is considered to be acceptable in terms of the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and emerging Sites and Housing Plan and therefore officer's recommendation to the Members of the East Area Planning Committee is to approve the development.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant outline 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 grant outline planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 19th September 2012

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