

East Area Planning Committee

16th April 2013

Application Number: 13/00386/FUL

Decision Due by: 15th April 2013

Proposal: Erection of a two storey side extension and alterations to existing 4 bedroom dwelling to create 1x1 bedroom dwelling and 1x2 bedroom dwelling

Site Address: 166 Sandy Lane Oxford (site plan at **Appendix 1**)

Ward: Blackbird Leys Ward

Agent: N/A

Applicant: Ms Deborah Thomas

Recommendation:

APPLICATION BE REFUSED

For the following reasons:-

- 1 The proposed 2-bed dwellings are unacceptable as they would fail to provide a reasonable quality of accommodation for future occupiers due to their inadequate size therefore failing to provide a decent standard of living accommodation for future residents. The proposals therefore fail to accord with the requirements of policy HP12 of the Sites and Housing Plan 2011-2026
- 2 The proposal fails to demonstrate the new dwellings can readily meet the needs of most people, including those with reduced mobility in that it has failed to establish they meet Lifetime Homes standards. The proposal therefore does not comply with policy HP2 of the Sites and Housing Plan 2011-2026.
- 3 The combination and arrangement of the car parking spaces, the cycle stores and the bin stores creates a cramped and cluttered frontage resulting in restricted access to the front doors and use of the cycle and bin stores to the detriment of the future occupiers. The proposals therefore fail to accord with the requirements of policy HP9, HP13 and HP15 of the Sites and Housing Plan 2011-2026

Main Local Plan Policies:

Oxford Local Plan 2001-2016 (OLP)

CP1 - Development Proposals
CP6 - Efficient Use of Land & Density

Core Strategy (OCS)

CS2_ - Previously developed and greenfield land
CS9_ - Energy and natural resources
CS18_ - Urb design, town character, historic env
CS22_ - Level of housing growth
CS23_ - Mix of housing
CS13_ - Supporting access to new development
CS9_ - Energy and natural resources

West End Area Action Plan

Barton AAP – Submission Document

Sites and Housing Plan (SHP)

MP1 - Model Policy
HP1_ - Changes of use to existing homes
HP2_ - Accessible and Adaptable Homes
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 (NPPF)
Supplementary Planning Document: Parking Standards, TAs and TPs Adopted Feb 2007.
Supplementary Planning Document Balance of Dwellings Adopted Jan 2008
Oxford City Council Planning Design Guides 2 Side Extensions

Relevant Site History:

57/06434/A_H - Outline application for housing and ancillary purposes including the stopping up of part of Long Lane and Sandy Lane. PER 8th October 1957.

60/10081/A_H - Development of road and sewers layout. PER 8th November 1960.

64/14908/AA_H - 24 dwelling houses with car ports (Revised). PER 13th October 1964.

64/14908/A_H - 24 dwelling houses with car ports. PER 5th May 1964.

65/14908/A_H - 24 Dwelling houses with car ports and oil storage tanks. PER 12th January 1965.

68/14908/A_H - Erection of 24 dwelling houses with car ports and oil storage tanks (Revised). PER 26th March 1968.

Representations Received:

Comments have been received from the following:

- 168 Sandy Lane, 148 Sandy Lane, 164 Sandy Lane, 166 Sandy Lane, 172 Sandy Lane

Comments can be summarised as:

- Not prepared to allow scaffolding on property nor allow builders access
- Access
- Amount of development on site
- Effect on adjoining properties
- Effect on character of Sandy Lane
- Increased parking – on-going problem on Sandy Lane
- Loss of a family dwelling
- One bed house too small – no storage
- No garage or attic
- Would set a precedent
- Lack of access for emergency services esp. the fire brigade
- Disturbance from construction works
- Loss of garden
- Loss of privacy

Statutory and Internal Consultees:

Oxfordshire County Council Highways : no objection subject to conditions

Oxfordshire County Council Drainage Team: the extension is to be drained using SUDs principles

Thames Water Utilities Limited: no objection

Blackbird Leys Parish Council: object, traffic, parking

Issues:

Principle
Balance of Dwellings
Residential Amenity
Design
Car Parking

Cycle Parking
Sustainability:

Officers Assessment:

Site description

1. The application site comprises an end of terrace property on the southern side of Sandy Lane within Blackbird Leys built in the late 1960's. The property has an integral garage and an off street car parking to the front and access down the side to the rear. The property is brick built with a flat roof.

Proposal

2. The application is seeking permission for the erection of a two storey side extension and conversion of the resulting building into a 1x2 bed dwelling and a 1x1 bed dwelling.
3. The 1x1 bed dwelling provides a study on the first floor which officers consider to be of an adequate size to be used as a single bedroom therefore the application will be considered as 2x2 bed dwellings.

Assessment

Principle/Balance of Dwellings

4. 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. The Balance of Dwellings Supplementary Planning Document (BoDS) sets out the appropriate housing mixes for each Neighbourhood Area within the City.
5. The site lies within a green area where the evidence of pressure is not great, so family dwellings need not be protected; but a slightly lower proportion of new family dwellings is still required as part of the mix for new developments.
6. Within green areas for residential developments of 1 – 3 units there is no specific target for the mix and balance of dwellings. Therefore in principle the conversion is considered acceptable.

Residential Amenity

7. Achieving mixed and balanced communities requires the City Council to plan for people's different physical needs. The City Council wishes to see new homes built that are accessible to all who may wish to live in them, and visit them, including those with disabilities. The Lifetime Homes Standard is a widely used national standard, which goes further than statutory building

regulations. Lifetime Homes specifications ensure that the spaces and features in new homes can readily meet the needs of most people, including those with reduced mobility.

8. Policy HP2 of the SHP states planning permission will only be granted for new dwellings where all the proposed new dwellings meet the Lifetime Homes standard. It has not been demonstrated the new dwellings will meet Lifetime Homes standards. It is not considered to be appropriate to add a condition requesting information relating to Lifetime Homes as significant changes may be required to the scheme as a result of Lifetime Homes standards.
9. Policy HP12 of the SHP require good quality internal living accommodation, with it stipulating any family dwelling providing less than 75m² of floor space will not be granted permission. A family dwelling is defined as a self-contained house (or bungalow) of 2 or more bedrooms, or a self-contained flat either with 3 or more bedrooms or otherwise deemed likely to encourage occupation by a family including children. The proposed dwellings are both less 75m² and therefore are not suitable for a family. The assessment of the floor area takes into account the integral garage as there are no conditions restricting its conversion to habitable space.
10. Policy HP13 of the SHP states planning permission will only be granted for new dwellings that have direct and convenient access to an area of private open space, to meet the following specifications a houses of 2 or more bedrooms must provide a private garden, of adequate size and proportions for the size of house proposed, for exclusive use by occupants of that house. The existing garden is to be divided to provide private amenity space for the two new dwellings. The resultant areas are considered to be adequate in size for the dwellings.
11. Policy HP14 of the SHP states planning permission will only be granted for new residential development that provides reasonable privacy and daylight for the occupants of both existing and new homes. One new high level window at first floor is proposed in the side elevation which is to serve a bathroom. The use of the rooms in the new units are no different to the current uses therefore it is considered there will be no additional overlooking or loss of privacy issues. The high level window could be conditioned to be obscure glazed.
12. Policy HP14 goes on to say planning permission will not be granted for any development that has an overbearing effect on existing homes. The two storey side extension will be built up to the common boundary with 168 Sandy Lane and adds an additional 1.4m to the width of the property. This addition is not considered to be overbearing on 168 Sandy Lane.

Design

13. Policy HP9 of the SHP states planning permission will only be granted for residential development that responds to the overall character of the area, including its built and natural features. It also states the form, layout and density of the scheme make should efficient use of land whilst respecting the

site context.

14. The two storey side extension is to be constructed in materials to match the existing property. It is a very small side extension in terms of width its being 1.4m wide. It is to be built up to the common boundary with 168 Sandy Lane. The two storey side extension will be built flush with the existing property and will continue the existing flat roof. The side extension is considered to be in keeping with the existing row of terrace properties in that it maintains the form, scale, mass and details of the surrounding area. There is a gap between the terrace blocks however it is a narrow gap therefore building up to the boundary will not have a significant impact on the character and appearance of the street scene.

Car Parking

15. The Highway Authority have visited the site and conclude the submitted plans indicate that the proposed parking spaces accord with the latest standards and the layout will provide 3 practical and usable off-street parking spaces.
16. A new scheme of parking restrictions has been introduced on Sandy Lane, aimed at commuter parking. It is therefore likely that on-street parking spaces are available for residents and that additional on-street parking is unlikely to create severe harm, where parking occurs along one side of Sandy Lane.
17. The provision of 3 parking spaces for the 2 new proposed dwellings is an improvement on the existing situation (sub-standard garage and 1 driveway space) for the existing 4-bed dwelling.
18. There would not be a Highways objection to the provision of 3 off-street parking spaces for 2 x 2 bed units.

Cycle Parking

19. Policy CS13 of the OCS states that planning permission will only be granted for development that prioritises access by walking, cycling and public transport. A fundamental part of encouraging cycling is the provision of secure cycle storage within people's homes. This is reiterated in the Parking Standards SPD which says secure, and preferably sheltered, cycle parking should be integrated in the design of residential developments and again in policy HP15 of the SHP which states all residential cycle storage must be secure, undercover, preferably enclosed, and provide level, unobstructed external access to the street. Policy HP15 also requires houses and flats of up to 2 bedrooms to have at least 2 spaces per dwelling.
20. Cycle parking for each dwelling is shown at the front in the form of two stores capable of housing two cycles each although there is no detail of the design. Whilst the stores at the front are likely to encourage the use of cycles their location when viewed in context with the car parking spaces and the bin stores is likely to make them unusable given the cramped nature on the front. If all three car parking spaces are occupied it will be impossible to access the cycle

stores.

21. Policy HP13 of the SHP Planning permission will not be granted for residential dwellings unless adequate provision is made for the safe, discrete and conveniently accessible storage of refuse and recycling. As with the cycle stores, bin stores for each dwelling are provided to the front. Again, as with the cycle stores, they are not easily accessible should all three car parking spaces be occupied.

Sustainability

22. Policy CS9 of the OCS sets out a commitment to optimising energy efficiency through a series of measures including the utilisation of technologies that achieve Zero Carbon developments. A key strategic objective in the Core Strategy seeks to maximise Oxford's contribution to tackling the causes of climate change and minimise the use of non-renewable resources.
23. Energy use in new development can be further reduced by appropriate siting, design, landscaping and energy efficiencies within the building. New developments, including conversions and refurbishments, will be expected to achieve high environmental standards. All development must include the use of renewable energy where possible.
24. The Council will require an assessment of energy demand from all proposals for residential development and student accommodation. This assessment must demonstrate that energy efficiencies, including renewable or low carbon technologies, have been incorporated into the proposals. This is reiterated via policy HP11 of the SHP which states all development proposals must submit an energy statement to show how energy efficiencies have been incorporated into the development. No information has been submitted with the proposal to demonstrate how energy efficient measure will be incorporated into the scheme. However in this instance it would be reasonable to ask for this information via a condition should planning permission be granted.

Conclusion:

25. Refuse for the reasons given above.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to refuse planning permission. 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.

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 refuse planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers:

Contact Officer: Lisa Green

Extension: 2614

Date: 4th April 2013