
APPLICATION NO.	P08/E1006
APPLICATION TYPE	FULL
REGISTERED	22.08.08
PARISH	SHIPLAKE
WARD MEMBER(S)	Mr Malcolm Leonard Mr Robert Peasgood
APPLICANT	Chesterton Commercial (Shiplake) Ltd
SITE	Danes Place, Crowsley Road, Shiplake
PROPOSAL	Demolition of existing dwelling. Erection of two detached dwellings and bin stores together with associated garages, access, turning areas and parking spaces.
AMENDMENTS	Amended by drawing nos. 2A and 3A accompanying letter from Agent dated 30 th September 2008.
GRID REFERENCE	477369/179255
OFFICER	Miss H Munro

1.0 INTRODUCTION

- 1.1 This application is referred to Planning Committee because the officer recommendation conflicts with that of the Parish Council.
- 1.2 The application site is situated in the village of Lower Shiplake on the eastern side of Crowsley Road at its junction with New Road (both private roads). The surrounding area is wholly residential and is predominantly characterised by detached properties of differing architectural styles situated within relatively spacious plots. A copy of the site location plan is **attached** at Appendix A.
- 1.3 The site itself currently comprises a large detached 4-bedroom house situated within generous grounds. The property has two existing vehicular access points, one onto New Road and the other onto Crowsley Road. There are significant trees close to the northern and western boundaries of the site, some are situated within the application site and others are along the highway verge.

2.0 PROPOSAL

- 2.1 The application seeks full planning permission for the demolition of the existing house and the erection of two detached five-bedroom dwellings together with associated garages, access, turning areas, parking spaces and bin stores.
- 2.2 The proposed two-storey dwellings are of individual design and would use differing materials to reflect this. Plot 1 would comprise facing brick with timber detailing and a plain clay tiled roof, whilst Plot 2 would comprise facing brick with brick quoining and a natural slate roof. The design and access statement submitted with the application confirms that quality materials would be used with hand made bricks and tiles.
- 2.3 Both properties would front onto Crowsley Road and be set back into their individual plots respecting the existing building line. The dwelling on Plot 1 would be positioned on a slight angle facing towards the junction with New Road with a turning circle immediately in front of the property. The frontage of this dwelling would measure approximately 17 metres, the maximum depth would be 15.5 metres and its height would measure 9.15 at its ridge. The dwelling on Plot 2 would be situated parallel to the

road in line with the neighbouring property on the southern side (Lynden House). The frontage of the building would measure approximately 15 metres, the maximum depth would be 17.5 metres and the dwelling would have a maximum height of 8.13 metres at its ridge.

- 2.4 There are currently two vehicular access points serving the existing dwelling, one from New Road and the other from Crowsley Road. Only one of these access locations is proposed to be retained and would be utilised to serve the front turning circle of Plot 1. The other existing access onto Crowsley Road would be permanently closed. However, two new access points are proposed to be created to serve the proposed detached garages of Plots 1 and 2. The garage for Plot 1 would be situated to the rear of the property adjacent to the eastern boundary of the site with an access off New Road, the garage for Plot 2 would be situated slightly forward of the proposed dwelling with a new access off Crowsley Road.
- 2.5 A bin store / recycling area is proposed for each property to be constructed in facing brick to match the dwellings, with timber doors and plain clay tile roofs. These would measure 3.2 metres in length, 2.1 metres in depth and have a ridge height of approximately 3.5 metres.
- 2.6 Amended plans were received on 1st October 2008 that reduce the height of the detached garage of Plot 1 and omit the flank elevation bedroom window of Plot 2 that faced towards Lynden House. The ridge height of both proposed garages will now measure a maximum of 4.73 metres.
- 2.7 A copy of the plans and design and access statement accompanying the application are **attached** at Appendix B.

3.0 CONSULTATIONS & REPRESENTATIONS

- 3.1 **Shiplake Parish Council** – Considers that this application should be refused. Prior to any decision being made the Parish Committee requests the following:
- Archaeological Services comments to be strictly observed;
 - Obtain a highways assessment with regard to the location of driveways;
 - In view of the width of both New Road and Crowsley Road any driveways should be angled to provide adequate turning space for larger vehicles entering and leaving the property;
 - The proximity of the garage block adjacent to Cannon Gate is unneighbourly, will overshadow the house and should be relocated;
 - The proximity of Plot 2 to Lynden House will create a lack of privacy;
 - Any glazing facing Lynden House to be obscure glass;
 - Maintain existing landscaping and particularly trees – there is significant run off in the area and any reduction in landscaping will prevent adequate drainage;
 - There should be no brick walls / piers;
 - There should be no solid gates;
 - Fences not to exceed 1.2m in height;
 - Design of Plot 1 does not compliment surrounding properties.
- 3.2 **County Archaeologist** – The building is located in an area of archaeological potential just 270m to the south east of an area thought to be Saxon Inhumation cemetery. Two urns with C6th decoration, thought to contain cremations, were found alongside other finds including a sword (PRN 2150). Further cremations, possibly prehistoric, have been found north west of these. Cropmarks of a series of rectangular enclosures and pits which are thought to be prehistoric have been recorded 280m to the west of the site (PRN 10911). Further enclosures have also been recorded 500m south east of the

site (PRN 2077). Numerous findspots of prehistoric flint tools have been recorded for the area surrounding the site and Roman finds have been recorded as being found 370m south of the site on the OS maps (PRN 2077). The early edition OS maps do not record any development on this site. It is possible therefore that further aspects of these features could survive on site.

It is therefore recommended that should planning permission be granted the applicant should be responsible for ensuring the implementation of an archaeological monitoring and recording action (watching brief) to be maintained during the period of construction. This can be secured by condition.

- 3.3 **Local Highway Authority** - The application proposes appropriate levels of off-street parking and manoeuvring space. Vehicular access is proposed at three separate locations. The need for one dwelling to have two points of access is questionable, however, this does not raise concerns of safety given the speed of traffic along the adjacent highway. Whilst visibility splays have not been demonstrated on the submitted plans, the LHA considers an appropriate level of visibility can be provided at each access.

There are no highway objections to the application subject to the following conditions, recommended in the interests of highway safety convenience.

- i) Prior to development, plans showing an appropriate level of visibility at each access shall be submitted to and approved by the Local Planning Authority.*
- ii) Prior to occupation, the accesses shall be constructed, as shown on the submitted plans and in accordance with condition (i).**
- iii) Any vehicular access, other than those shown on the submitted plans shall be closed to the specification of the Local Planning Authority.**
- iv) Prior to occupation, parking and turning areas shall be provided as shown on the submitted plans and subsequently shall be retained unobstructed except for the parking of vehicles.
- v) The garage shall not be converted to any other use without the prior permission of the Local Planning Authority.

*The LHA considers the visibility standards of Manual for Streets to be appropriate at this location.

**All works in or immediately adjacent to the highway must be carried out to the specification of the Local Highway Authority – please contact the LHA on 0845 310 1111.

- 3.4 **Forestry** – The trees within the curtilage of the development are not the subject of a tree preservation order and they are not within a conservation area. There are significant trees close to the northern and western boundaries. It is clear that a number of significant sized trees have been removed from the site along the northern boundary. This can clearly be seen from aerial photography.

No objection to the proposals subject to conditions being attached to any permission that require a detailed method statement for tree protection and a landscaping scheme (trees and shrubs only) to be submitted.

- 3.5 **Countryside Officer** – No objections subject to a condition being attached to any permission that requires the development to be implemented in strict accordance with the scheme of mitigation submitted in the Summary Protected Species Appraisal (20th August 2008) in all respects.

- 3.6 **Environmental Protection** – The proposed residential use of the site would be sensitive to any contamination and as required by PPS23 a precautionary approach should be adopted and the possibility of contamination assumed for these particularly sensitive developments. It is therefore recommended that any future planning permission should be subject to conditions requiring the applicant to investigate for contamination before the development commences and if necessary, to remediate the site before the development is occupied.
- 3.7 **Waste management** – The development does have refuse and recycling provision shown. A 330 litre composter should be provided for each property, this is to aid with the disposal of garden and kitchen waste on top of the other services provided. It would be preferable for the drive areas leading into the gates from the roads to be laid to either tarmac or block pavers to lessen the spread of gravel into the main roads.
- 3.8 **Neighbour Supporters** – 2 letters of support for the proposed development have been received from neighbouring residents. Their comments can be summarised as follows:
- We do not believe this to be over-development. The plans submitted are sympathetic to the location leading us to believe that the proposed development will enhance the amenity value of the area and the look and values of the surrounding houses.
- 3.9 **Neighbour Objectors** – letters of objection have been received from 4 local residents opposed to the proposed development. Their expressed concerns can be summarised as follows:
- The proposed access to Plot 2 directly opposite to that of Cresswell Lodge will be dangerous.
 - The two properties should be built simultaneously to avoid the disruption of a protracted building programme.
 - The position of the garages on Plot 1 is very close to the boundary of Cannongate and with a roof angle of 45 degrees will take all natural light away from the lounge.
 - The proposed entrance for the garages on Plot 1 will be in New road and very close to 2 other properties entrances, namely Cannongate and The Grey House, which might present a potential safety risk.
 - The location of the access and driveway to plot 2 is located in close proximity to the driveway and front garden of Lynden House which raises serious concerns about safety as well as negative impact of noise and traffic movement.
 - The garage for Plot 1 should not become a reason to create a second entrance off New Road for the property.
 - Allowing the garage to be built with a separate entrance may allow a future developer to apply for permission to extend this garage into a full dwelling place.
 - The proposed development of 2 houses is much larger than the existing single dwelling.
 - It is proposed to locate the dwelling on Plot 2 less than 8 metres away from Lynden House which would result in a very significant reduction in the current level of separation.
 - The development will create an overbearing presence on the site which will diminish the level of daylight, sunlight and privacy that Lynden House currently enjoys.
 - It is considered that due to the increase in the scale of the built form the development will have an overbearing impact on the streetscene.

4.0 RELEVANT PLANNING HISTORY

- 4.1 P83/S0432 – Detached house and garage. Alteration to existing access. Planning permission was granted on 14th September 1983.
- 4.2 P81/S0061 – Re-siting of recently approved detached house (application ref SO/S/273/81) together with modifications to external appearance and internal alterations. Planning permission was granted on 2nd December 1981.
- 4.3 P81/S0273 – Erection of one five-bedroomed detached house with double garage and access. Planning permission was granted on 30th June 1981.
- 4.4 P81/S0012/O – Erection of one dwellinghouse with double garage and access to Crowsley Road. Planning permission was granted on 20th March 1981.
- 4.5 P71/H0858 – Detached bungalow. Planning permission was granted on 24th November 1971.
- 4.6 P71/H0770 – Detached bungalow. Planning permission was granted on 2nd December 1971.
- 4.7 P71/H0117 – Two private dwellings. Accesses. Planning permission was granted on 7th June 1971.
- 4.8 P60/H0131 – Erection of dwellinghouse and garage with vehicular access. Planning permission was granted on 20 January 1960.

5.0 POLICY & GUIDANCE

- 5.1 Adopted Oxfordshire Structure Plan 2016:
 - G1 – General Policies for Development
 - G2 – Improving the Quality and Design of Development
 - T8 – Development Proposals
 - H1 – The Amount and Distribution of Housing
 - H3 – Design, Quality and Density of Housing Development
- 5.2 Adopted South Oxfordshire Local Plan 2011:
 - G2 – Protection and Enhancement of the Environment
 - G6 – Promoting Good Design
 - D1 – Good Design and Local Distinctiveness
 - D2 – Vehicles and Cycle Parking
 - D3 – Plot Coverage and Garden Areas
 - D4 – Privacy and Daylight
 - D8 – Energy, Water and Materials Efficient Design
 - D10 – Waste Management
 - H4 – Town and Larger Villages Outside the Green Belt
 - H5 – Larger Villages within the Green Belt and smaller villages throughout the District
 - H7 – Range of Dwelling Types and Sizes
 - H8 – Dwelling Densities
 - T1 – Transport Requirements for New Developments
- 5.3 Supplementary Planning Guidance:
South Oxfordshire Design Guide (2008)
- 5.4 Government Guidance:
PPS1 Delivering Sustainable Development (2005)

PPS3 Housing (2006)

6.0 **PLANNING CONSIDERATIONS**

6.1 The planning issues that are relevant to this application are:

1. The principle of the development;
2. The impact of the development on the character and appearance of the site and surrounding area;
3. The impact on neighbouring properties;
4. The impact on highway safety;
5. Trees; and
6. Sustainability.

The Principle of Development

6.2 The application site falls within the built-up area of Lower Shiplake. Policy H5 of the South Oxfordshire Local Plan 2011 (SOLP) advises that within the smaller villages throughout the district such as Lower Shiplake, infill, which is defined as the filling of an appropriate small gap in an otherwise largely built-up frontage by the erection of one or two detached or semi-detached dwellings will be permitted provided that the following criteria of Policy H4 can all be met.

- (i) an important open space of public, environmental or ecological value is not lost, nor an important public view spoilt;
- (ii) the design, height, scale and materials of the proposed development are in keeping with its surroundings;
- (iii) the character of the area is not adversely affected;
- (iv) there are no overriding amenity, environmental or highway objections; and
- (v) the proposal would not create problems of privacy and access and would not extend the built limits of the settlement.

Given that the site is currently occupied by an existing dwelling it is not strictly an “infill” site. However, planning permission is not required for the demolition of the existing dwelling, the site does form part of a largely built-up frontage and its overall size is considered suitable to accommodate more than 1 dwelling. The principle of re-developing the site for 2 detached dwellings is therefore generally considered to be acceptable provided that the proposal is found to comply with the criteria of Policy H4 and all other relevant Policies of the Local Plan.

Impact on the Character and Appearance of the Area

6.3 The relationship of buildings within a plot is critical to how well a development fits in with neighbouring properties and its impact on the overall character and appearance of an area. In accordance with PPS1 (Delivering Sustainable Development), Policy G6 of the SOLP seeks to ensure that all development in the district is of a high quality and inclusive design, that it has regard to the distinctive characteristics of the local area and that any development is appropriate in terms of its type and scale.

6.4 The application site occupies quite a prominent position at the junction of Crowsley Road with New Road. The surrounding area is wholly residential and comprises a wide range of housing in terms of size, age and design, however the majority of properties are set back from the road and are partially hidden from view due to mature trees and planting. The immediate neighbouring property on the southern side (Lynden House) is a large two-storey detached house that has recently been extended at two-storey level. The neighbouring property adjoining the eastern side of the application site (Cannon Gate) is a large detached bungalow, the garden of which

extends beyond the length of Danes Place.

- 6.5 The proposed new dwellings would be set back into the site and would respect the existing building line and pattern of development along Crowsley Road through the dwelling on Plot 1 imitating the angled position of the existing dwelling on the site and the dwelling on Plot 2 being situated in line with the immediate neighbouring property on the southern side (Lynden House). This layout is considered to be appropriate for the site and surrounding area as it would preserve the existing character and appearance of the streetscene and respect the existing relationship with both the junction and neighbouring properties. It is therefore considered that the proposal would not have any overbearing impact on the streetscene.
- 6.6 Although the proposed development would increase the overall built form on the site, the size, scale and footprint of the proposed dwellings would be in keeping with the varied properties in the surrounding area and each new dwelling would be well positioned within its respective plot and in relation to neighbouring properties. The style and design of the houses would complement each other and given the variety of existing dwellings on both Crowsley and New Roads, the proposed development would not be out of keeping with the established character or appearance of the area.
- 6.7 Policy H7 of the SOLP seeks a mix of dwelling types and sizes to be provided in all new residential developments to meet the needs of current and future households whilst Policy H8 of the SOLP states that where housing development is acceptable in principle, a density of 30 dwellings or more per hectare (net) will be required, unless such densities would have an adverse effect on the character of the area.
- 6.8 Given that the proposed development is for two no. five-bedroom detached dwellings the application proposal does not meet the requirements of Policy H7 and the proposed density also falls well below 30 dwellings per hectare. However, the established character of the area comprises large detached properties set within generous plots where the general density of development is very low. If smaller units of accommodation were to be achieved on the site, inevitably the density would considerably increase but it is considered that this would be harmful to the overall character and appearance of the area. It is therefore considered that the number, type and size of dwellings proposed would make more efficient use of the site without having an adverse effect on the character of Lower Shiplake.

Impact on Neighbouring Properties

- 6.9 The rear elevation of the proposed dwelling on Plot 1 would be situated a minimum of 24.5 metres from the flank elevation of the immediate neighbouring property to the east (Cannongate). This is considered to be an acceptable relationship and would not result in any undue overlooking or loss of privacy to the occupiers of this property.
- 6.10 The detached garage of Plot 1 would be situated just less than 1 metre from the shared boundary with Cannongate, however taking into consideration that this neighbouring dwelling is inset from the shared boundary by approximately 3 metres, the eaves height of the proposed garage would be only 2.3 metres and the ridge height has now been reduced to a maximum of 4.73 metres, it is considered that there would be minimal impact on the occupiers of Cannongate in terms of loss of light or overshadowing to their property. Furthermore it is not considered that the location of the garage would give rise to any undue noise or disturbance to the occupiers of the neighbouring dwelling.
- 6.11 The proposed dwelling on Plot 2 would be inset from the shared boundary with

Lynden House on the southern side by an average of 6.5 metres. In order to address Officer concerns in relation to overlooking and loss of privacy to the occupiers of Lynden House, amended plans were received on 1st October 2008 omitting a first floor flank elevation window to bedroom 2. The relationship between the proposed dwellings and Lynden House is now considered to be acceptable and there would be no loss of amenity to the occupiers of this property in terms of unreasonable loss of daylight, sunlight or privacy. The separation between the properties would also ensure that there would not be an overbearing impact on Lynden House.

Impact on Highway Safety

- 6.12 The majority of objections received from local residents raise concerns in relation to the proposed access points on Crowsley and New Roads and the danger this will cause to motorists and pedestrians. In particular, concerns have been raised that occupiers of the new dwellings would have to reverse out onto Crowsley Road.
- 6.13 Vehicular access is proposed for the development at three separate locations, one of which is an existing access. Both properties propose appropriate levels of manoeuvring and turning space within their frontages so vehicles can exit in a forward gear onto Crowsley Road. Although the new access points would be situated in close proximity to existing accesses to neighbouring properties the Local Highway Authority have advised that this would not have any detrimental impact on highway safety given the slow speed of traffic along the road.
- 6.14 Overall the application proposes appropriate levels of off-street car parking and manoeuvring space and none of the access points would have a detrimental impact on highway safety or convenience. The Local Highway Authority have therefore raised no objection to the proposal subject to conditions and as a result the proposal is found to be in accordance with Policies D2 and T1 of the SOLP.

Trees

- 6.15 A number of significant sized trees have been removed from the site along the northern boundary, however the trees within the curtilage of the site are not the subject of a tree preservation order and they are not within a conservation area. The design and access statement submitted with the application advises that some felling of mature trees has already taken place as these trees had not been maintained for a considerable period and were of no arboricultural merit.
- 6.16 There are still a number of significant trees close to the northern and western boundaries of the site and an arboricultural survey was submitted in support of the application on 18th September 2008. The Forestry Officer has raised no objection to the proposal provided that conditions are attached to any permission requiring a substantial landscaping scheme to be submitted that mitigates the loss of the previously removed mature trees. In particular, high density tree planting along the northern boundary is required. In addition, details of tree protection during construction will need to be submitted which must include a method statement for the improvements to the access from the north and the construction of the wall and piers plus bin store close to the adjacent trees.

Sustainable Design

- 6.17 The design and access statement that accompanies this application (copy **attached** at Appendix B) advises that the applicants are keen to make the proposed houses as energy efficient and low maintenance as possible seeking reductions in carbon

emission wherever possible. Wet-system under floor heating is proposed to be used throughout the houses, high efficiency wood burning stoves will be used in the main living spaces and in addition the applicants intend to utilise solar heating to augment hot water supply.

6.18 Furthermore it is proposed that surface water drainage will be collected and recycled via an on site rain water harvester which will act as an alternative supply for garden irrigation. Any excess water not useable by the rainwater harvester will be dissipated via soakaways.

6.19 On the basis of the information provided it is considered that the proposal complies with Policy D8 of the South Oxfordshire Local Plan in relation to sustainable design measures. However, in accordance with the South Oxfordshire Design Guide (2008), should planning permission be granted it is recommended that a suitable condition be attached requiring that the proposed dwellings be designed and constructed to attain Level 1 of the Code for Sustainable Homes.

7.0 **CONCLUSION**

7.1 It is recommended that planning permission be granted because the principle of development is acceptable and it is considered that, subject to the attached conditions, the development would be acceptable in terms of its impact on the character and appearance of the area, it would not be unneighbourly and it would not have any detrimental impact on highway safety or trees. The proposal therefore complies with the relevant Development Plan policies.

8.0 **RECOMMENDATION**

8.1 **GRANT Planning Permission subject to the following conditions:**

1. **Commencement 3 yrs – Full Planning Permission**
2. **Sample materials required (all)**
3. **Trees & hedges**
4. **Landscaping scheme**
5. **Vision splays**
6. **New accesses**
7. **Existing access to be closed**
8. **Turning areas and car parking**
9. **No garage conversion into accommodation**
10. **Withdrawal of Permitted Development Rights (Classes A to F)**
11. **No additional windows, doors or other openings (southern flank elevations)**
12. **Obscure glazing (first floor bathrooms on southern flank elevations)**
13. **Refuse / recycling storage**
14. **Contamination 1**
15. **Contamination 2**
16. **Archaeological watching brief**
17. **Sustainable design – Code Level 1**
18. **Implementation of a species scheme**

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