
APPLICATION NO.	P11/E0033
APPLICATION TYPE	Full
REGISTERED	28 February 2011
PARISH	Shiplake
WARD MEMBER(S)	Malcolm Leonard and Robert Peasgood
APPLICANT	Mr & Mrs Shelley
SITE	Waynflete, Station Road, Lower Shiplake
PROPOSAL	Demolition of garage/store and erection of dwelling and detached garage and double garage to serve existing dwelling incorporating new vehicular access.
AMENDMENTS	None
OFFICER	Paul Lucas

1.0 INTRODUCTION

- 1.1 This application is reported to the Planning Committee as a result of a conflict between the Officers' recommendation and the views of Shiplake Parish Council.
- 1.2 The application site is shown in bold on the OS extract at **Appendix 1**. The application site consists of a residential plot within the built up area of Lower Shiplake comprising a detached two storey dwelling known as Waynflete located towards the front of the site and a detached garage and store positioned towards the rear of the site. There are similar frontage dwellings on either side of the site, Chestnut House to the west and Chiltern Lodge to the east. The rear garden of 5 Quarry Lane adjoins the rear section of the western site boundary. There are properties to the north that front onto Bolney Trevor Drive, of which Ashmead and Milverton directly back onto the rear boundary of the site. Waynflete is finished in brick and render with clay tiles. The garage/store consists of a steeply pitched structure with a small first floor area and some later flat-roofed additions, which provide parking for three vehicles. It is constructed from a variety of materials and has a footprint of about 85 square metres and a first floor area of roughly 20 square metres and is adjacent to the boundary with Chiltern Lodge. There is a swimming pool located just to the south-west of the garage/store and it is accessed via a long driveway running along the eastern boundary of the site from Station Road. There is a slight downwards slope from west to east across the site, which continues across adjoining land. The site contains several mature trees, mainly located close to the boundaries of the plot. Holme Cottage is a detached dwelling located to the rear of Little Holm, adjacent to the east of Chiltern Lodge. Beyond Holme Cottage to the east, another dwelling has been recently constructed. The area has no special designations.

2.0 PROPOSAL

- 2.1 The application seeks full planning permission for the erection of a dwelling and detached double garage using the existing access and a replacement garage for Waynflete incorporating a new access. The proposed dwelling would be located in a similar position to the existing garage/store, but would occupy a larger footprint. It would measure 15.5 metres in width and the depth would range from 7.4 metres to 13.6 metres including the front and rear gables. The ridge height would be 7 metres. It would be positioned at its closest point, 1.5 metres from the boundary with Chiltern Lodge, 6.3 and 8.4 metres from the boundary with Milverton, 9.7 metres from the boundary with Chestnut House and 26 metres from the new rear boundary of Waynflete.

2.2 The double garage for the new dwelling would measure 7.6 metres deep by 5.9 metres wide and 5.7 metres high. It would be located about 20 metres in front of the south side of the dwelling and would be positioned 3.6 metres from the boundary with Chestnut House. It would be connected to the existing drive via a new section of hardstanding and would contain a store area in the roof above the two parking spaces. The existing pool serving Waynflete would be relocated further south and would serve the new dwelling. The replacement garage for Waynflete would measure 7.6 metres deep by 5 metres wide and would have a ridge height of 5 metres. It would be attached to Waynflete and located within 0.7 metres of the boundary with Chestnut House. The new vehicular access serving this garage would be constructed towards the south-west corner of the site. The materials for the proposed house and garage would consist of terracotta brick and render and slate roofs and the new garage for Waynflete would consist of brickwork, timber and tiles to match existing. The applicants' supporting design and access statement is available to view online on the Council's website, www.southoxon.gov.uk. The plans of the proposed development are shown at **Appendix 2**.

3.0 **CONSULTATIONS & REPRESENTATIONS**

3.1 **Shiplake Parish Council** – The application should be refused:

- Design and style out of keeping with vernacular of Lower Shiplake.
- Highway safety implications of additional dwelling and access onto Station Road, conditions have worsened since 2009.
- Relevant appeal decision – new housing dismissed in backland location on Baskerville Road.

3.2 **OCC Highways** – Previous comments apply: no objection subject to standard conditions.

3.3 **Health and Housing (Contamination)** – No objection subject to the imposition of a Contaminated Land Statement condition.

3.4 **Forestry Officer** – No objection subject to landscaping and tree protection conditions.

3.5 **Countryside Officer** – Previous comments apply: no objection subject to standard informative.

3.6 **Neighbours** – Four representations of objection and one of concern, summarised as follows:

- Close proximity of dwelling to boundaries would have adverse impact on outlook, amenity and privacy of Milverton, Ashmead, 5 Quarry Lane and Chiltern Lodge.
- Inappropriate backland development, which would halve the distance between houses and destroy the spacious character and semi-rural ambiance.
- Inappropriate scale and type, design out of keeping with character of area, should be smaller and built closer to Waynflete.
- Criticisms of conclusions of arboricultural survey and those trees close to the boundary with 5 Quarry Lane and along northern boundary should be retained.
- Additional access too close to junction with Crowsley Road and would add to existing congestion.
- Additional access harmful to visual amenity of street scene.

4.0 RELEVANT PLANNING HISTORY

- 4.1 P09/E0091/O – Outline planning permission was granted in June 2009 by the Planning Committee. Matters of layout and access were considered at that stage. Planning conditions restricting the ridge height of the development to 7 metres and restricting the position of first floor windows were imposed.
- 4.2 P87/S0434/O – An outline planning application for a dwelling on this part of the site was refused outline planning permission in 1987.
- 4.3 P65/H0735 – A planning application for a dwelling on this part of the site was refused planning permission in 1966.

5.0 POLICY & GUIDANCE

- 5.1 Adopted South Oxfordshire Local Plan 2011 Policies:

- G2 – Protection of the Environment
- G5 – Making the Best Use of Land
- G6 – Promoting Good Design
- C4 – The Landscape Setting of Settlements
- C9 – Landscape Features
- EP8 – Contaminated Land
- D1 – Good Design and Local Distinctiveness
- D2 – Vehicle and Bicycle Parking
- D3 – Plot Coverage and Garden Areas
- D4 – Privacy and Daylight
- D8 – Energy, Water and Materials Efficient Design
- D10 – Waste Management
- H4 – Towns and Larger Villages Outside the Green Belt
- H5 – Larger Villages Within the Green Belt and Smaller Villages Elsewhere
- H13 – Extensions to Dwellings
- T1 – Transport Requirements for New Developments
- T2 – Transport Requirements for New Developments

- 5.2 Supplementary Planning Guidance:
 - South Oxfordshire Design Guide 2008 – Sections 3, 4 and 5.
 - South Oxfordshire Landscape Assessment – Character Area 11.

- 5.3 Government Guidance:
 - PPS1 – Delivering Sustainable Development
 - PPS3 – Housing
 - PPS7 – Sustainable Development in Rural Areas
 - PPG13 – Transport

6.0 PLANNING CONSIDERATIONS

- 6.1 The proposed dwelling would be located within the built-up area of the village of Lower Shiplake, which is a settlement where infill residential development of up to 4 dwellings is acceptable in principle. Consequently, through Policy H5, the proposal falls to be assessed against the criteria of Policy H4. The planning issues that are relevant to this application are whether the development would:

- 1. result in the loss of an open space or view of public, environmental or ecological value;
- 2. be in keeping with the character and appearance of the surrounding area;
- 3. compromise the living conditions of neighbouring residential occupiers and

- the development would provide suitable living conditions for future occupiers;
4. result in an unacceptable deficiency of off-street parking spaces for the resultant dwellings or other conditions prejudicial to highway safety;
 5. would incorporate sufficient sustainability and waste management measures; and
 6. have regard to any other material planning considerations.

Loss of Open Space

- 6.2 Criterion (i) of Policy H4 of the SOLP 2011 requires that an important open space of public, environmental or ecological value is not lost, nor an important public view spoilt. The site has formed part of an established residential plot and as such constitutes previously developed land. The Countryside Officer has previously confirmed that there is no evidence that it has any particular ecological value and there are limited public views of the rear of the site from the main road. This criterion would therefore be satisfied.

Character and Appearance

- 6.3 Criteria (ii) and (iii) of Policy H4 of the SOLP 2011 seek to ensure that the design, height, scale and materials of the proposed development are in keeping with its surroundings and the character of the area is not adversely affected. The dwelling would be positioned in place of an existing structure and whilst the dwelling would have a larger footprint and would inevitably have a greater massing, it would not be in a prominent location in public views from the main road. The dwelling would be more noticeable in private views across the surrounding back gardens than the existing building, but would be positioned further away from the closest eastern and northern boundaries than the footprint of the dwelling approved under the previous outline planning permission. The size of the gardens would be sufficient to enable the dwelling to fit onto the site without appearing cramped and it would have a relatively simple form and massing that would be sympathetic to its surroundings. The detailed appearance of the proposed dwelling would be acceptable, given that houses within the locality cover a broad cross section of design styles from Victorian/Edwardian to mock Tudor and late 20th century. The Forestry Officer is satisfied that trees worthy of protection would be retained through tree protection and landscaping conditions and that new planting would help to soften the impact of the development into its surroundings. The proposed garages would be sympathetic in scale and appropriately located. In light of this assessment, the proposed development would comply with the above criteria.

Living Conditions

- 6.4 Criterion (iv) of Policy H4 of the SOLP 2011 requires that there are no overriding amenity objections. Criterion (v) explains that if the proposal constitutes backland development, it should not create problems of privacy or access. Officers consider that the level of separation between the proposed dwelling and nearby properties would be consistent with and in places greater than that approved under the outline planning permission. The proposed design of the dwelling would also abide by the previous constraints in respect of ridge height and first floor windows to habitable rooms, which were imposed on the outline permission by planning conditions. This would be sufficient to prevent any loss of outlook, daylight or privacy to the existing dwellings and in particular would ensure that the established standard window to window distance of 25 metres would be complied with. The aforementioned landscaping and tree protection conditions would also ensure that established screening foliage is retained and strengthened with new planting. The proposed garages would not cause any loss of

residential amenity and have not generated any specific objections. The outdoor amenity space provision would provide sufficient living conditions for the future occupiers of both Waynflete and the new dwelling. On the basis of this assessment, the proposed development would meet criteria (iv) and (v) of Policy H5.

Highways and Parking

- 6.5 Criterion (iv) of Policy H4 of the SOLP 2011 also requires that there are no overriding highway objections. Criterion (v) explains that if the proposal constitutes backland development, it should not create problems of privacy or access. The proposed access arrangements would be consistent with those already agreed by the Local Highway Authority, where satisfactory visibility and parking standards could be secured through planning conditions. The Forestry Officer is satisfied that the required access works would not harm the important trees at the front of the site. The proposed development would therefore satisfy the above criterion.

Sustainability Measures and Waste Management

- 6.6 Policy D8 of the SOLP 2011 requires proposals to incorporate sustainability measures in terms of energy, water and materials efficient design. Section 3 of the SODG 2008 recommends that single dwellings reach at least Level 3 of the Code for Sustainable Homes. A detailed sustainability statement has been submitted with this application and the implementation of the measures outlined could be secured through a planning condition. Policy D10 requires the provision of waste collection facilities and space for refuse and recycling collection for both dwellings is shown on the plans. Both of these aspects could be secured via planning conditions.

Other Material Planning Considerations

- 6.7 Shiplake Parish Council have drawn comparison with a recently dismissed appeal for the erection of two dwellings in a backland location at the rear of dwellings on the northern side of Baskerville Road, shown hatched on the site plan at **Appendix 1**. There are some key differences between that site and the site of the current application. Firstly, all of the dwellings around Baskerville Road are frontage dwellings and there is no established backland development. Near to Waynflete there is Holme Cottage, Croft Cottage and another dwelling at the rear of Gateways nearing completion. Secondly, there was no outline planning permission already in existence on the Baskerville Road site or on any adjoining land. Thirdly, the depth of the Waynflete site and the back to back distance between existing dwellings is about 20 metres greater than on Baskerville Road. Although private residential gardens are now excluded from the definition of previously developed land, if they are in relatively sustainable and accessible locations they are potentially suitable for housing development in policy terms, because they reduce the pressure for development on existing public and private open spaces, Green Belt land and the countryside. Using land efficiently is still a key consideration in planning for housing. Paragraph 50 of PPS3 makes clear that the density of existing development should not dictate that of new housing by stifling change or requiring the replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment. Thus, the thrust of national policy has not been materially changed by the recent changes to PPS3.

7.0 **CONCLUSION**

- 7.1 The application proposal would comply with the relevant Development Plan Policies, Supplementary Planning Guidance and Government Guidance and it is considered

that, subject to the attached conditions, the proposed development would not materially harm the living conditions of nearby residents or the character and appearance of the area or result in conditions prejudicial to highway safety.

8.0 RECOMMENDATION

8.1 Grant Planning Permission subject to the following conditions:

- 1. Standard 3 Year Time Limit**
- 2. Approved plans condition**
- 3. Details of slab levels prior to commencement**
- 4. Schedule of materials prior to commencement**
- 5. Removal of permitted development rights for new dwelling for first floor windows in north elevation**
- 6. Removal of permitted development rights for new dwelling for extensions, roof extensions, outbuildings**
- 7. Obscure glazed and fixed shut windows eastern side elevation and first floor of north elevation**
- 8. Implementation of sustainability measures prior to occupation**
- 9. Implementation of refuse and recycling collection points prior to occupation**
- 10. Provision of vision splays and access as plan prior to occupation**
- 11. Provision of parking and turning areas prior to occupation**
- 12. Retention of garages for car and cycle parking only**
- 13. Details of hard and soft landscaping prior to commencement**
- 14. Details of tree protection prior to commencement**
- 15. Details of Contaminated Land Statement prior to commencement**

Author: Paul Lucas
Contact No: 01491 823434
Email: Planning.east@southoxon.gov.uk