

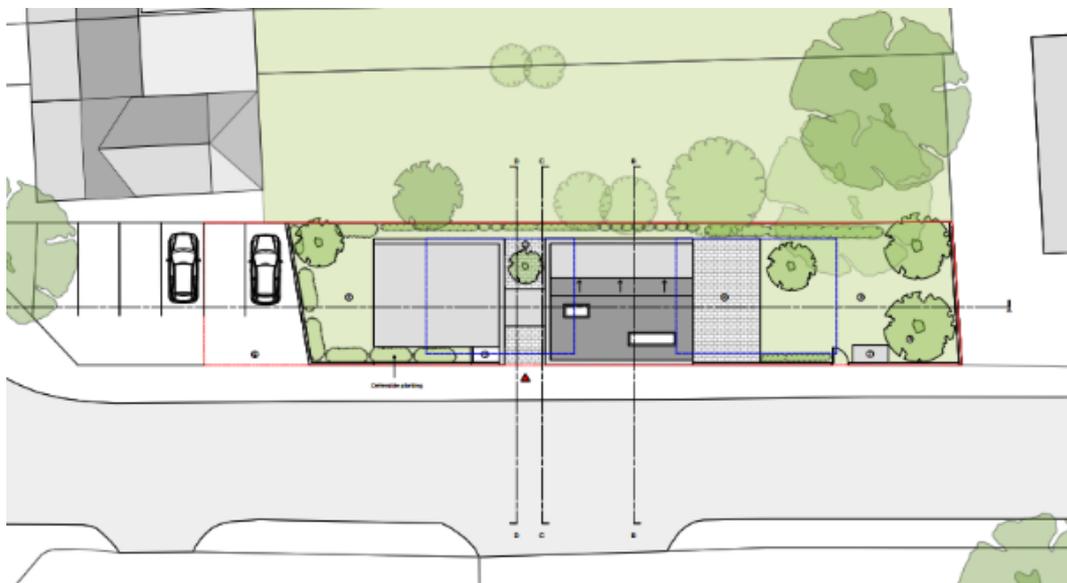
APPLICATION NO.	P18/S1510/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	1.5.2018
PARISH	Henley-On-Thames
WARD MEMBERS	Stefan Gawrysiak, Lorraine Hillier & Joan Bland
APPLICANT	Marson Property Limited
SITE	Land at Newtown Road, Henley-On-Thames
PROPOSAL	Erection of a three bedroom house together with landscaping and parking
OFFICER	Paul Lucas

1.0 **INTRODUCTION**

- 1.1 The application is referred to the Planning Committee due to Henley Town Council's objection. Officers recommend that planning permission is granted. This report explains how officers have reached this conclusion.
- 1.2 The application site is identified at **Appendix A**. The application site comprises an area of hardstanding on the north-west side of Newtown Road, close to the junction with Reading Road, within the built-up confines of the town of Henley. It forms an area of hardstanding most recently used for parking in association with 309 Reading Road, opposite the site to the south-east. This building was formerly in office use as Innovex House, but has been converted and extended to flats, which now have their own allocated parking spaces elsewhere. The adjoining land to the north-west is the rear garden of 307 Reading Road, an end of terrace late 19th century dwelling. The site lies within the industrial area of Newtown Road that is designated as an Employment Site in the South Oxfordshire Local Plan 2011 (SOLP 2011). There are no other special designations on this site.

2.0 **PROPOSAL**

- 2.1 The application seeks full planning permission for the erection of a two-storey 3-bedroom dwelling, as shown on the plans and supporting documents submitted with the application.
- 2.2 Copies of the current plans are shown at **Appendix B** whilst other documentation associated with the application can be viewed on the Council's [website](#).



3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Henley-on-Thames Town Council** - Recommend Refusal on the grounds of overdevelopment, unneighbourliness and the expansion of residential development into an industrial and commercial area. The application is contrary to the Joint Henley and Harpsden Neighbourhood Plan, Policy E1 Supporting Henley's Economy.

Environmental Protection Team – No objection subject to conditions

Forestry Officer (South Oxfordshire District Council) - No objection subject to conditions

Highways Liaison Officer (Oxfordshire County Council) - No objection subject to conditions

Contaminated Land Officer - No objection

Neighbours – two representations of objection and concern, summarised as follows:

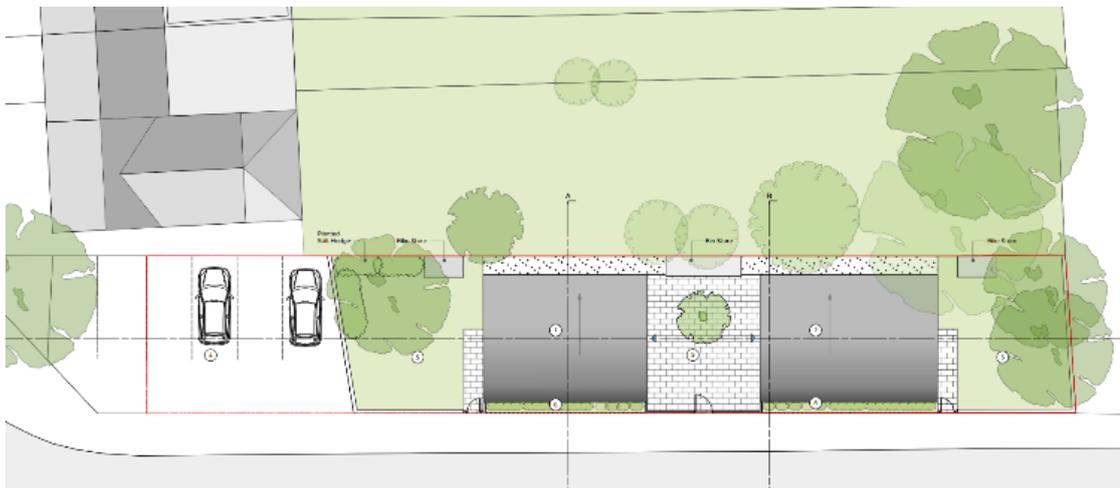
- Overbearing and loss of light and outlook to No's 305 & 307 Reading Road
- Unsightly and poor design out of keeping with closest residential properties
- Loss of designated employment land

The Henley Society (Planning) - The erection of a house on this narrow strip of land would be an over-development. It would also reduce the amount of land available for commercial use in an area zoned for that purpose, and at a time when the emerging Local Plan recommends that additional land in Henley should be allocated for commercial/light industrial use.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P17/S2858/FUL](#) - Refused (29/01/2018)

Erection of 2 x two-bedroom houses together with landscaping and parking:



The application was refused for the following reasons:

1. The proposed development would result in the dwellings being sited in close proximity to Newtown Road that would lead to it being an unduly prominent form of development in the locality to the detriment of the character and appearance of the site and its surroundings. As such, the proposal would be contrary to Policy CSQ3 of the South Oxfordshire Core Strategy and saved Policies G2, D1 and H4 of the South Oxfordshire Local Plan 2011.

2. The proposed development would result in the three-metre-high eaves of the dwellings positioned at a distance of one metre from a significant section of the side boundary of No.307 Reading Road. This would result in an oppressive and overbearing impact upon the outlook of the neighbouring occupiers' rear garden, thereby detracting from their residential amenity. As such, the proposal would be contrary to saved Policies G2, D4 and H4 of the South Oxfordshire Local Plan 2011.
3. The proposed development would result in garden areas being positioned at the side of the dwellings. Due to their proximity to the road they would be insufficiently private and the occupiers would experience noise nuisance from commercial traffic. In addition, the garden of House 1 would be overlooked by two first floor bedroom windows at the rear of No.307 Reading Road, at six metres to the boundary and 14 metres to the south-west elevation of House 1. This would result in an additional lack of privacy for the occupiers of that unit. The proposal would therefore be contrary to saved Policies G2, D3, EP2 and H4 of the South Oxfordshire Local Plan 2011.

4.2 P16/S3796/PDO, P17/S0335/FUL & P17/S1355/FUL – 309 Reading Road: conversion and extension of premises to form 30 flats. The approved off-street parking allocated for these residential units does not include the application site.

5.0 **POLICY & GUIDANCE**

5.1 South Oxfordshire Core Strategy (SOCS) Policies

- CS1 - Presumption in favour of sustainable development
- CSEM4 - Supporting economic development
- CSHEN1 - The Strategy for Henley-on-Thames
- CSM1 - Transport
- CSQ2 - Sustainable design and construction
- CSQ3 - Design
- CSS1 - The Overall Strategy

5.2 South Oxfordshire Local Plan 2011 (SOLP 2011) policies;

- C9 - Loss of landscape features
- D1 - Principles of good design
- D2 - Safe and secure parking for vehicles and cycles
- D3 - Outdoor amenity area
- D4 - Reasonable level of privacy for occupiers
- D10 - Waste Management
- EP2 - Adverse affect by noise or vibration
- EP8 - Contaminated land
- G2 - Protect district from adverse development
- G5 - Best use of land/buildings in built up areas
- H4 - Housing sites in towns and larger villages outside Green Belt
- HEN3 - Reading Road Industrial Estate
- T1 - Safe, convenient and adequate highway network for all users
- T2 - Unloading, turning and parking for all highway users

5.3 Henley and Harpsden Neighbourhood Plan policies;

- Housing Strategy
- Primary Housing Objectives H04
- Policy H4 - Infill and self-build dwellings
- Policy DQS1 – Local Character
- Policy E1 Supporting Henley's Economy
- Policy T1 – Impact of development upon the transport network

5.4 Supplementary Planning Guidance/Documents
South Oxfordshire Design Guide 2016 (SODG 2016) – Section 7 – Plots & Buildings

5.5 National Planning Policy Framework (NPPF)
National Planning Policy Framework Planning Practice Guidance (NPPG)
The policies within the SOCS, the SOLP 2011 and JHHNP of relevance to this application are in general conformity with the provisions of the NPPF and NPPG and therefore this application can be determined against the relevant policies above.

6.0 PLANNING CONSIDERATIONS

6.1 The planning issues that are relevant to this application are whether the development would:

- be acceptable in principle;
- result in the loss of an open space or view of public, environmental or ecological value;
- have an acceptable impact on the character and appearance of the site and its surroundings;
- safeguard the residential amenity of neighbouring occupiers and provide adequate living conditions for future occupiers;
- include adequate off-street parking and turning arrangements and prevent any conditions prejudicial to highway safety; and
- give rise to any other material planning considerations.

6.2 Principle of Development

The site lies within the built-up confines of the town of Henley, where residential development is usually acceptable in principle, subject to compliance with several impact-based criteria set out under the SOLP 2011 Policy H4 and JHHNP Policy H4. However, the site lies within an area allocated for B1 and B8 employment uses under the SOLP 2011 Policy HEN3. Criterion (viii) of the SOCS Policy CSHEN1 reinforces the requirement to improve the stock of commercial buildings and the environment of the employment areas as an important part of the strategy for Henley. Policy E1 of the JHHNP also lends further support for development that would be compatible with the role of the Reading Road Industrial Estate as the main employment area.

6.3 Officers consider that residential development within a designated employment area would usually be contrary to the above aims and objectives. However, 309 Reading Road, the office building that the land has historically been associated with has been granted prior approval for change of use to residential and subsequently planning permission for an extension to provide further residential accommodation. The site is also partly bordered by a residential property. As such, it is unlikely that the site would be appropriate for independent commercial use without resulting in loss of residential amenity to the adjoining occupiers. In addition, the residential development of this site would be unlikely to be incompatible with and would not prejudice future commercial/industrial development elsewhere on the industrial estate and would not compromise the aims of employment Policies CSHEN1, HEN3 and E1. It is also a material planning consideration that the previous application [P17/S2858/FUL](#) was not refused planning permission due to loss of employment land. As such, the principle of development is acceptable.

6.4 Loss of Open Space

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 currently comprises an area of hardstanding and is not accessible to the public. There is some visibility from Newtown Road to the north-east and Reading Road

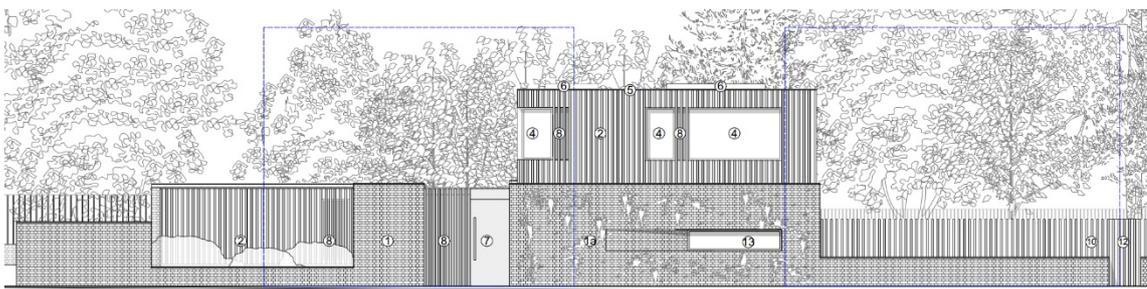
to the south-east, but this is only in the context of surrounding commercial and residential buildings. There is no evidence that protected species are present on the site and the site is likely to have negligible ecological value. As such, the proposal would comply with the above criterion.

6.5 Visual Impact

Criteria (ii) and (iii) of Policy H4 of the SOLP 2011 explain that the design, height, scale and materials of the proposed development should be in keeping with its surroundings and the character of the area should not be adversely affected. Policies CSQ3 of the SOCS and D1 of the SOLP 2011 expand on this requirement in respect of ensuring good design and maintaining local distinctiveness. Policy DQS1 of the JHHNP advises that all new development should be sensitive and make a positive contribution to the local character of the area.

6.6 Officers accept that because this is a location where the site lies between traditional housing and an industrial estate, a contemporary design approach could be acceptable. Indeed, such an approach has been taken with the external alterations to facilitate the residential conversion of 309 Reading Road. This is a much larger building and is more prominent in views along Reading Road and Newtown Road than the proposed dwelling would be. Consequently, officers have no objections to the scale and form of the proposed dwelling. One of the reasons that the previous application for two dwellings [P17/S2858/FUL](#) was refused planning permission was because the dwellings would be sited so close to the street that they would appear as an unduly prominent form of development in the locality.

6.7 The proposed dwelling would remain at a similar distance to the highway frontage as the previous application. However, the overall bulk and massing would be significantly reduced, as evidenced by the dashed outline of the refused dwellings indicated on the proposed elevations. Officers are of the view that such a reduction in scale would make the contemporary design appear less jarring. The Council's Forestry Officer is also satisfied that the submitted tree protection and landscaping details would be sufficient to retain important trees on the site boundaries and to help soften the appearance of the development. This has addressed our previous concerns about the prominence of the proposed development to the extent that a refusal on those grounds would no longer be warranted when assessed against the above policies.

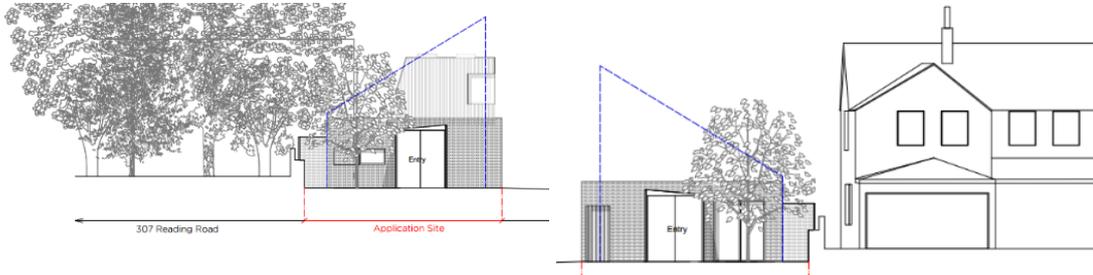


Proposed South Elevation

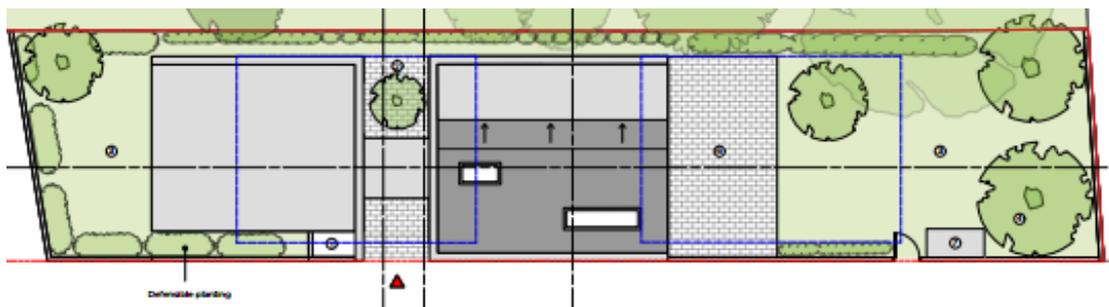
6.8 Neighbour Impact

Criterion (iv) of Policy H4 of the SOLP 2011 requires that there are no overriding amenity objections. Policy D4 of the SOLP 2011 requires that all new dwellings should be designed and laid out to secure a reasonable degree of privacy for the occupiers. In comparison with the previous application, the amount of two storey development would be significantly reduced with the ridge height being 1.75 metres lower. The two-storey element would also be positioned over 7 metres further from the rear of No.307. The single storey element would project 0.8 metre above the boundary at around 6.5 metres

from the rear of No.307 at its closest point. Whilst there would be some reduction in light and outlook on the rear aspect and garden of No.307, officers consider that this would not be sufficiently harmful to justify refusal of planning permission. The proposed dwelling would be located over 10 metres from the boundary with No.305 and as such there would be no discernible impact on the residential amenity of the occupiers of that property.



- 6.9 The proposed development would result in garden areas being positioned at the side of the dwellings. The total outdoor amenity space would be more than the recommended minimum standards of 100 square metres and 10 metre depth for a dwelling of this size as set out in Section 7 of the SODG 2016. Although most of the amenity area would border Newtown Road, which carries commercial traffic, its size means that it would be sufficiently private to safeguard the occupiers from excessive noise nuisance. In addition, there would be a small enclosed courtyard that would provide a sitting out area entirely segregated from the road. This would overcome officers' previous concerns with the smaller gardens that would have served the refused dwellings. In addition, the main garden area would be positioned to the north-east of the dwelling, where it would not be overlooked by the two first floor bedroom windows at the rear of No.307. Any overlooking of the smaller garden to the south-west of the dwelling from those windows would be at an oblique angle. The Council's Environmental Protection Officer has recommended that a planning condition is imposed to ensure that the proposed dwelling would be constructed so that the indoor ambient noise levels would not exceed those set out in the relevant BS standards. Based on this assessment, the proposed development would accord with the above policies.



6.10 Access and Parking

Criterion (iv) of Policy H4 of the SOLP 2011 also requires that there are no overriding highway objections. Policy T1 of the SOLP 2011 seeks to ensure that all new development would provide a safe and convenient access for all users of the highway. The Highway Liaison Officer (HLO) has commented that the land adjacent to the site is no longer required for 'Innovex House' and therefore a reason for refusal due to loss of parking would not be justified. The proposed parking layout would meet current standards for a dwelling of this size and the HLO is satisfied that adequate pedestrian visibility splays can be achieved. On this basis, the proposal would comply with the above criterion.

6.11 Other Material Planning Considerations

Planning conditions are deemed necessary to remove certain permitted development rights for extensions, dormer windows, outbuildings and hardstandings and openings at the first-floor level on the north-west facing elevation, to enable the Council to retain control over future householder development that might otherwise have an unacceptable visual impact or be harmful to neighbouring amenity or retained trees.

6.12 Community Infrastructure Levy

The proposed development is CIL liable at a charge of £150 per square metre (index linked). As there is a made neighbourhood plan, 25% of the funds collected by CIL from the proposed development would be passed to Henley Town Council to go towards local projects.

7.0 **CONCLUSION**

7.1 The application proposal would comply with the relevant Development Plan Policies and it is considered that, subject to the attached conditions, the proposed development would accord with the District's Housing Strategy, would not be harmful to the character and appearance of the locality or the residential amenity of nearby residents. The development would also provide acceptable living conditions for future occupiers of the proposed dwellings and would not result in conditions prejudicial to highway safety.

8.0 **RECOMMENDATION**

8.1 **To grant planning permission subject to the following planning conditions:**

1. **Commencement of development within three years.**
2. **Development to be carried out in accordance with the approved plans.**
3. **No change in levels.**
4. **Schedule of materials to be agreed prior to their first use.**
5. **Tree protection to be implemented in accordance with the approved details.**
6. **Noise assessment and control scheme to be submitted and agreed prior to development above foundation level.**
7. **Close the existing access prior to occupation of the new dwelling.**
8. **Parking and manoeuvring areas retained in accordance with the approved plans.**
9. **Landscaping to be implemented in accordance with the approved details.**
10. **No windows, doors or other openings on first floor north-west facing elevation.**
11. **Withdrawal of permitted development rights for extensions, porch, outbuildings, and hardstandings.**
12. **Vision splays to be provided prior to occupation of the new dwelling.**

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