

APPLICATION NO.	P18/S2245/FUL
APPLICATION TYPE	FULL APPLICATION
REGISTERED	10.7.2018
PARISH	SONNING COMMON
WARD MEMBERS	Will Hall Paul Harrison
APPLICANT	Mr James Stone
SITE	Jalna Peppard Road Sonning Common, RG4 9NJ
PROPOSAL	Single and two storey extension and erection of a new detached two storey three-bed dwelling house. (Amended Plans submitted on 24 August 2018 showing changes to the parking layout, and on the extension of the existing house the garage has been removed and the front external wall of the extension has been set back to create space for the parking). (Amended plan received 9 October 2018 showing internal changes to the first floor layout of the existing dwelling to show only 3 bedrooms instead of 4 as previously). (Further amended plans received 2 January 2019, showing single storey ground floor extension reduced to 3.0 metres to be in line with neighbours conservatory).
OFFICER	Davina Sarac

1.0 **INTRODUCTION**

1.1 This application is referred to the Planning Committee because the officer's recommendation conflicts with the view of Sonning Common Parish Council.

1.2 The application site (which is shown on the OS extract **attached** as Appendix A) contains a semi-detached dwelling, known as Jalna. It is constructed in red brickwork with a pitched roof and brown tiles. Jalna is located amongst a group of dwellings between Kennylands Road and the B481 at the southernmost end of Sonning Common. The main vehicular access to the site is via a private lane to the west of the site, there is only a pedestrian access to the east of the site. The site does not belong to any specially designated area of land.

2.0 **PROPOSAL**

2.1 This application seeks planning permission for the erection of single and two storey extensions to the west elevation of Jalna. The existing single storey side extension to Jalna is to be removed to make way for the erection of a new detached two-storey dwelling located to the south side of Jalna (currently garden space). The application also shows changes to the west of the site to create parking spaces within the site for both the existing and new dwelling. The new dwelling is proposed to be constructed in brickwork with tiled roof and white uPVC windows and doors to match Jalna.

2.2 A copy of the plans accompanying the application is **attached** as Appendix B. Other documentation associated with the application, including the Design and Access Statement and visibility splay plan, can be viewed on the council's website, www.southoxon.gov.uk

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Sonning Common Parish Council** – Strongly object on the grounds of:

- Overdevelopment of the site;
- Highway risks from poor visibility from junction at Bird in the Hand Lane and to the site;
- The gravelled and unadopted lane to provide site access is not owned by the applicant. Matters of Ownership should be resolved before planning permission is sought;
- Proposal conflicts with SOLP policies G2, D1 (points 6 & 7), H4 (iii) & T1 also SCNDP Policies SCH3 and SCD1.

3.2 **Highways Liaison Officer (Oxfordshire County Council)** - Recommend a Holding Objection until further information is supplied regarding:

- Visibility splays need to be demonstrated for consideration;
- It is unclear whether a vehicle can egress the site in a forward gear, there does not appear to be sufficient space to turn within the curtilage and the available carriageway width;
- The car parking spaces do not meet current dimensional standards; for a standard car parking space;
- The garage accommodation does not meet current dimensional standards, for a single occupancy garage;
- No clear 1.0m wide pedestrian access has been provided to the front door of the south eastern proposed dwelling.

3.3 **SGN Plant Protection Team** – General standard advice given to draw the applicants attention to visit the Dig Safely pages.

3.4 **South Oxfordshire Environmental Protection Team** – The council has received a complaint about preliminary works being carried out at the property, concerns that the proposed development may cause an adverse impact in terms of noise and dust on neighbouring residential properties, therefore, a request that the conditions regarding hours of operation, noise and dust are included in the granting of any planning permission.

3.5 **Neighbour representations** – 12 Letters of objection received in total, the main points raised from those objections are summarised below:

- Overdevelopment of the site; new dwelling would appear cramped;
- The proposal to turn the property around such that the rear faces Peppard Road and the front faces the track is at odds with all other neighbouring dwellings;
- Concerns over the access track serving the dwellings, which is inadequate for increased traffic movements;
- Extensions at Jalna will result in loss of light and be overbearing to Stoney Haven;
- New dwelling would result in loss of light and overshadowing to Silverlea;
- Development may impact the covenants relating to the access track lane;
- Contrary to policies within the Neighbourhood Plan;
- Plans are misleading as show hedges to be retained and these have been removed already;
- Works appear to have been started with the blocking up of windows on Jalna.

Following Amended plans received in August 2018, a further round of public consultation was carried out. The amendments were:

- **Alterations to the parking layout, and on the extension to Jalna the garage was removed;**

- **The front external wall of the extension to Jalna was set back to create more space for the parking;**

The comments received were as below:

3.6 **Sonning Common Parish Council** – Object on the grounds:

- It would be a significant over-development of the site;
- It conflicts with policies H3 Infill and D1 Design of the SCNDP;
- Portions of the single-track lane, which adjoin the site, are under the private ownership of existing residents (the residents have deeds to prove this);
- Access for construction traffic would be problematic, if not impossible;
- The issues raised by Highways, particularly regarding public safety, have, to the committee's knowledge, not been resolved;
- The proposal would have a detrimental impact on the neighbouring public footpath;
- The proposal does not respect the settlement pattern in terms of its proposed size, height, scale, mass and density;
- The proposal is forward of the existing building line
- While neighbouring properties front on to Peppard Road it is proposed that the new/extended properties would front onto the unadopted single track which runs behind the site, contrary to the prevailing settlement pattern;
- The proposal would have a detrimental impact on neighbours (Silver Lea and Stoneyhaven), leading to a significant loss of light to their homes and gardens and a reduction in their privacy;
- The proposal has already had an adverse impact on the surrounding countryside since the hedgerow along the Peppard Road border has been removed and replaced with a harsh, wooden fence.

3.7 **Highways Liaison Officer (Oxfordshire County Council)** – Following the previous Highway Authority comments, additional information has been supplied which has addressed a number of points. However, the revised plans have removed the provision of a garage, for the four-bedroom dwelling. Given the location, the private car is likely to be the main mode of transport therefore three parking spaces are required. Recommends a holding Objection until further information is supplied to address the above

3.8 **Neighbour representations** – Strong objections from several residents for the same reasons as stated previously mainly, overdevelopment, not in keeping and concerns with increased traffic.

Following the Highway Officers comments further amended plans were submitted in October to show internal layout changes to the first floor layout to Jalna to show only 3 bedrooms instead of 4 as previously.

3.9 **Sonning Common Parish Council** – Comments summarised as the amendments do not address the previous issues raised especially with regard to the access track with traffic concerns and the overdevelopment of the site to the detriment of the area. Recommend that the application is refused.

3.10 **Highways Liaison Officer (Oxfordshire County Council)** – No objection subject to the recommended conditions regarding the access, vision splays and the parking areas.

3.11 **Neighbour representations** – Strong objections raised from 8 residents with the same points as previously stated (see 3.5)..

Following Amended plans received in January showing a reduction in the size of the single storey extension to Jalna, another round of public consultation was carried out. The comments received were as below:

- 3.12 **Sonning Common Parish Council** – Whilst members recognised the attempt by the applicant to reduce the impact of the proposed development by reducing the size of the extension, the Parish felt strongly, to uphold their objection on the grounds of:
- It still represents an over-development of the site that is contrary to policies H3 and D1 within the SCNDP and SOLP;
 - The addition of a new house and extended, original property would be at odds with the design and layout of neighbouring properties, since along that section of the Peppard Road single dwellings are set in generous plots;
 - The previous correspondence with SODC, relating to access, traffic and highways safety, remain;
 - The application should be refused.
- 3.13 **Highways Liaison Officer (Oxfordshire County Council)** – No objection subject to the recommended conditions regarding the access, vision splays and the parking areas.
- 3.14 **Neighbour representations** – 8 Letters of objection received. The amendments do not address the concerns related to the access track and traffic concerns nor the overdevelopment of the site to the detriment of the area. Recommend that the application is refused.

4.0 **RELEVANT PLANNING HISTORY**

- 4.1 [P18/S0173/PEM](#) – Response given via letter (21/02/2018)
Demolition of existing side single storey extension. Erection of detached 2 storey dwelling cottage-style 3 bed.

5.0 **POLICY & GUIDANCE**

- 5.1 **National Planning Policy Framework (NPPF)**
National Planning Policy Framework Planning Practice Guidance (NPPG)

5.2 **South Oxfordshire Core Strategy (SOCS) Policies**

- CS1 - Presumption in favour of sustainable development
- CSB1 - Conservation and improvement of biodiversity
- CSQ3 - Design
- CSR1 - Housing in villages
- CSS1 - The Overall Strategy

5.3 **South Oxfordshire Local Plan 2011 (SOLP 2011) policies**

- C8 - Adverse affect on protected species
- 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
- EP1 - Adverse affect on people and environment
- EP2 - Adverse affect by noise or vibration
- G2 - Protect district from adverse development
- H4 - Housing sites in towns and larger villages outside Green Belt
- H13 - Extensions to dwellings
- T1 - Safe, convenient and adequate highway network for all users

T2 - Unloading, turning and parking for all highway users

5.4 **Sonning Common Neighbourhood Development Plan policies (SCNDP)**

H3 – Infill

D1 – Design

D1a – Design – storeys

D1b – Design on allocated and infill sites

5.5 **South Oxfordshire Design Guide 2016 (SODG 2016)**

Section 7 – Buildings and Plots

6.0 **PLANNING CONSIDERATIONS**

6.1 The main issues to be considered are:

1. The principle of new housing development;
2. Whether the development would result in the loss of an open space or view of public, environmental or ecological value;
3. Whether the design, height, scale and materials of the development would be in keeping with the character and appearance of the surrounding area;
4. Whether the development would result in harmful impact to neighbouring residential amenity;
5. Whether the development would result in an unacceptable harm to highway safety;
6. Other material considerations

Principle of development

6.2 Policy CSR1 of the Core Strategy (SOCS) identifies the areas throughout the district where new housing will be allowed in principle. The site is located within the built up limits of Sonning Common, which is classed as a 'larger village' under policy CSR1 of the SOCS where the principle of infill housing development is acceptable. Policy H3 of the SCNDP relates to infill housing within Sonning Common and defines infill development as the infilling of a small gap within an otherwise built-up frontage or group of houses where they are surrounded on all sides by other buildings.

6.3 The site lies to the south-east of the main built up area of Sonning Common, within a group of housing between Kennylands Road and Peppard Road. The site for the new dwelling forms part of the residential garden of Jalna and is closely surrounded by other buildings. Whilst this group of housing does lie somewhat separated from the main built up area, development has been recently granted in the immediate locality which has supported this area as falling within the built up area of the village. Therefore, in officers' opinion this site falls within the definition of an infill plot and the principle of erecting a dwelling on the site is therefore acceptable. The proposal for the new dwelling therefore falls to be assessed against the criteria of saved Policy H4 of the Local Plan (SOLP) and Policy H3 of the SCNDP. Policy H4 supports new housing in villages, subject to a number of environmental and amenity considerations, which are addressed below. These considerations are consistent with those required by Policy H3.

Loss of Open Space

6.4 Criterion (i) of saved Policy H4 of the SOLP requires that an important open space of public, environmental or ecological value is not lost, nor an important public view spoilt. The application site does not constitute an important open space of public, environmental or ecological value, and is not an area from which there is an important public view. This criterion would therefore be satisfied.

Impact on character and appearance

- 6.5 Criteria (ii) and (iii) of Policy H4 of the SOLP 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. These requirements are also outlined within Policy H3 of the SCNDP. This part of Sonning Common contains a variety of house designs, mostly detached and semi-detached, typically with generous gardens and boundary hedges, providing an attractive semi-rural character. The new dwelling would front the adopted access lane on the west of the site. Third parties have raised concerns that the new dwelling would be out of character with the other dwellings due to the design and the front facing the access track at the rear rather than Peppard Road. However, most dwellings within this row use the access track and the rear of their properties for parking, and Officers consider that from Peppard Road it would not be immediately apparent that the elevation facing Peppard Road is actually to the rear. Furthermore, the immediate neighbouring property Silverlea, has the front door facing the access track, therefore, I do not consider this would be at odds with the character of the area. The concerns have further expressed with the removal of the hedgerow that was fronting Peppard Road which has been replaced with a timber fence. However, a landscaping condition is recommended to ensure that new planting can be secured to preserve semi-rural character of the area.
- 6.6 The size of the rectangular building plot would accommodate the dwelling proposed in keeping with the prevailing spacing and density of housing in this area. Whilst several objections have been raised to the new dwelling being forward of the building line. The new dwelling is only slightly forward of the line of Jalna and the properties along this row by 1.0 metre. The height of the new dwelling is lower than Jalna but higher than the bungalow at Silverlea, to give a staggered appearance. Officers consider the slightly forward position of the new dwelling would not be detrimental to the character and appearance of the area.
- 6.7 The ridge and eaves height of the new dwelling would be lower than Jalna and the new dwelling would be approximately 1 metre taller than Silverlea. Officers do not consider this to be out of character when viewed within the context of the varied street scene. It is clear that there are a number of other two storey dwellings in the immediate setting of this site. The footprint and mass of the new dwelling would also reflect other properties in the surrounding area. The design of the dwelling is considered to be simple and would be constructed in matching materials. Officers consider the house to plot ratio would reflect the overall grain of development in this area and would not make the proposal appear cramped. A sufficient gap would be retained between the new dwelling and Jalna and Silverlea.
- 6.8 Officers do not consider that the development constitutes an ‘overdevelopment’ of the site. Adequate space would be provided to park vehicles to the front of the new dwelling. The private amenity space provided for the new dwelling would be 90 square metres, which although short of the recommended 100 square metres set out within the SODG, would be acceptable in the context of the local area.
- 6.9 The site does not lie within the Chilterns AONB but it does lie within close proximity to its boundary. Council policy and guidance states that new development should conserve and enhance the Chilterns AONB for its landscape character and key features. Similarly, Policy ENV1 of the SCNDP states that all new development inside the Chilterns AONB must demonstrate how it conserves and enhances the landscape and scenic beauty. Policy ENV2 of the SCNDP states that development proposals should take account of the locally valued landscape setting of the village. Officers are satisfied that the proposed development does not adversely harm the landscape or scenic beauty of the area. However, it is appreciated that landscaping of the site would

soften the development and that it would be reasonable to request details of landscaping as a condition of approval.

- 6.10 The proposed part single and part two storey extensions to Jalna would extend out at 3.0 metres along the boundary adjacent to Stoneyhaven and then would be staggered, extending out at two storeys by 3.9 metres and then by 4.6 metres. There would also be a single storey side extension to Jalna that would run along the entire length of the dwelling and would be 1.29 metres in width. The eaves of the two-storey element would match the existing eaves and the roof height would be set much lower than the existing ridge line. The design and size, and scale would clearly be subservient to the existing dwelling. The extension would be built in matching materials. In officer's view the use of external materials is a matter for later consideration and can be a condition of approval. There is a variety of external materials used nearby, but it is clear that clay tiles and red brick is common.
- 6.11 For the reasons explained above, Officers consider that the proposed developments would not cause any significant harm to the character and appearance of the site, the street scene or the surrounding area. Consequently, the proposal would meet the design aims of SOCS policies CSR1 and CSQ3, SOLP policies D1, G2 and H4 and SCNDP policies H3, D1, D1a and D1b.

Impact on neighbour amenity

- 6.12 The Council's policies and guidance seek to ensure that extensions to existing dwellings and new dwellings are considerate to neighbours by way of ensuring that the development does not intrude upon a neighbour's privacy, does not overshadow, obstruct daylight or have an oppressive or overbearing impact, which would be harmful to the amenity of occupiers living in neighbouring properties. Furthermore, Policy H3 of the SCNP seeks to ensure that all development for new dwellings, where found to be acceptable in principle, should demonstrate that the amenities of neighbouring residential occupiers will not be adversely affected through overbearing development and loss of light.
- 6.13 A number of consultation responses refer to the potential impact on the neighbours at Stoney Haven and Silverlea that would arise as a result of this application.
- 6.14 The proposed new dwelling would be located 1.0 metre from the boundary of Silverlea and approximately 4.5 metres from the side elevation of this property. Silverlea has one side facing window, this window serves a bedroom. The new dwelling's roof height and design would result in minimal loss of light to this room. The new dwelling proposes no side facing window on the south elevation. It does propose two roof lights on the south roof slope. Given the angle of the rooflights, it is considered the privacy of Silverlea would be retained. Views from the proposed first floor windows of the new dwelling would not offer any direct sight into neighbours' habitable rooms and these views would be restricted to neighbours' gardens. Whilst it is appreciated that these neighbours are not subjected to excessive levels of overlooking, having the front and rear gardens overlooked by neighbouring first floor windows is not uncommon within a row of dwellings such as this. Officers do not consider that this proposed new dwelling nor the proposed extensions at Jalna would materially harm the privacy of the adjoining neighbours.
- 6.15 The amendments to the scheme brought the single storey extension to Jalna back in line with the conservatory of Stoneyhaven. Although the extension would be 2.8 metres in height Officers do not consider that the extension would block significant amounts of light to the conservatory when viewed as a whole. The two-storey extension complies with the 45-degree rule of thumb from the rear windows of Stoneyhaven. It is officer's

view that the extensions do not detrimentally prevent these windows from accessing daylight during the day. Officers are satisfied that the proposal would not result in a significant loss of light.

- 6.16 The new dwelling would be closer to Silverlea than the current Jalna property, however due to the spacing between the development and this neighbour, in officers' view this would ensure that this neighbour's outlook from their dwelling would not be materially compromised. Given the location of the two-storey extension in relation to Stoneyhaven officers are satisfied that outlook from this dwelling would not be materially harmed. Therefore, Officers consider that the proposal would preserve satisfactory living conditions for the neighbouring residents in relation to the requirements of SOLP policies D4 and H4 and SCNDP policy H3.

Impact on the highway and parking

- 6.17 Criterion (iv) of Policy H4 of the SOLP also requires that there are no overriding highway objections. Concerns over parking and highway safety by increasing the traffic on the access track and Bird in the Hand Lane have been raised. The Highways Officer initially recommended a holding objection until further information was submitted. Amended plans were submitted showing internal floor plan changes reducing Jalna from a proposed 4 bedroom dwelling down to a 3 bedroom dwelling and the garage removed to allow more space for parking. Vision and pedestrian splays were also submitted. The Highways Officer has raised no objection to the proposed dwelling following the amended plans subject to conditions.
- 6.18 The Highways Officer has assessed the proposal and determined that the vehicle movements associated with the proposal do not present severe harm as required through the National Planning Policy Framework to warrant a recommendation for refusal. The site layout plans show that there is adequate parking available for the new dwelling and the extended existing dwelling on the site. On the basis of this assessment, the proposed development would meet the above criteria.

Other material planning considerations

- 6.19 Concerns have been raised by neighbours and the Parish Council about the impact of the loss of the boundary hedge. The removal of the hedge is regrettable, but its removal does not require planning consent. The Council's forestry officer has assessed the proposal and raised no objections to the development as it will not impact on any trees with high amenity value or high arboricultural value. The layout of the proposed parking area and new access is considered to be in keeping with the character of the area. A landscaping condition is recommended in order to ensure some planting is carried out to help soften the proposed development. The proposed site plans shows a hedgerow fronting Peppard Road and through the condition, the Council will seek to have the hedge reinstated.
- 6.20 There are no known ecological constraints on the application site. The habitats on site are not considered to be a constraint to the proposed development. The site resides within a rural locality, close to grassland, trees and arable fields. The habitat connectivity of the site to the wider landscape is considered to be good and the proposed development is considered not to be a constraint to the local wildlife.

Community Infrastructure Levy (CIL)

- 6.21 The council's CIL charging schedule has recently been adopted and will apply to relevant proposals from 1 April 2016. CIL is a planning charge that local authorities can implement to help deliver infrastructure and to support the development of their area and is primarily calculated on the increase in footprint created as a result of the development. In this case CIL is liable for the application and is charged on floor area.

25% of the CIL payment will go directly to the parish council (as they have an adopted Neighbourhood Plan) for spending towards local projects.

7.0 CONCLUSION

7.1 The proposed development is considered to comply with the relevant Development Plan Policies and, subject to the attached conditions, would not be harmful to the character and appearance of the site and surrounding area, the local highway network or the amenities of those occupants living in neighbouring properties.

8.0 RECOMMENDATION

To grant planning permission, subject to the following conditions:

- 1. Full planning permission – development to commence within three years of date of permission.**
- 2. Development to be carried out in accordance with approved plans.**
- 3. A schedule of all materials to be used in the external construction and finishes of the development hereby permitted shall be submitted to and approved in writing by the Local Planning Authority (LPA).**
- 4. Existing access to be improved and laid out in accordance with local highway authority's specifications.**
- 5. Vision splays shown on the approved plan PL-NB-.8, Rev A shall not be obstructed by any object, structure, planting or other material with a height exceeding or growing above 0.6 metres.**
- 6. The parking and turning areas shall be provided in accordance with the approved plan PL-NB-.8, Rev A and shall be constructed, laid out, surfaced, drained and completed to be compliant with sustainable drainage (SuDS) principles.**
- 7. A landscaping scheme shall be submitted to and approved in writing by the LPA.**
- 8. Removal of permitted development rights for extensions.**
- 9. The hours of operation for construction and demolition works shall be restricted to 08:00-18:00 Monday to Friday and 08:00-13:00 on a Saturday. No work is permitted to take place on Sundays or Public Holidays.**

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