

<b>APPLICATION NO.</b>	<a href="#">P19/S4031/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	5.11.2019
<b>PARISH</b>	HENLEY-ON-THAMES
<b>WARD MEMBER(S)</b>	Ken Arlett Kellie Hinton Stefan Gawrysiak
<b>APPLICANT</b>	Mr Steven Beck
<b>SITE</b>	57 Reading Road Henley-On-Thames, RG9 1AB
<b>PROPOSAL</b>	Two storey / single storey extension to rear of lockup shop to provide separate dwelling to rear.
<b>OFFICER</b>	Simon Kitson

1.0 **INTRODUCTION**

1.1 This application is referred to planning committee as the officer's recommendation of approval conflicts with the views of Henley Town Council.

1.2 The application site as shown at **Appendix A** is comprised of No. 57 Reading Road, an historic, mid terrace property located within Henley town centre and the Henley Main Conservation Area. This part of the town also falls within an Air Quality Management Area (AQMA).

1.3 There is scant planning history for the site. In 1984, consent was granted for a new shopfront and advertisements serving a wine merchants. In 2013, the Planning Enforcement Team investigated the use of the building as a massage parlour. The Council considered there was a change of use from retail to Use Class D1 of the Use Classes Order, but ultimately concluded that it would not be expedient to take enforcement action.

1.4 The land to the rear of the adjacent property at no. 59 Reading Road has recently been developed, with two houses now accommodated within a former commercial yard (P16/S3223/FUL).

2.0 **PROPOSAL**

2.1 As detailed in the application submission, this proposal seeks consent for a part two-storey, part single-storey extension to the building in order to provide a 2-bed dwelling.

2.2 The current proposed site plans, elevations and floor plans are attached as **Appendix B**, and other documentation associated with the application can be viewed on the council's website, [www.southoxon.gov.uk](http://www.southoxon.gov.uk).

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Henley-on-Thames Town Council – Objection

- Recommend refusal due to overdevelopment of the site

Highway Liaison Officer (Oxfordshire County Council) - No strong views, subject to the following conditions:

- A Unilateral Undertaking excluding the property from a residential parking permit
- Cycle parking facilities
- Construction Traffic Management

The Henley Society (Planning) – Objection

- The Henley Society considers that the construction of a new dwelling in this cramped space would clearly be an over-development.

County Archaeological Services (SODC) - No strong views

- The proposals outlined would not appear to have an invasive impact upon any known archaeological sites or features. As such there are no archaeological constraints to this scheme

Air Quality – No objections subject to the following conditions:

- All residents should have sustainable travel packs
- All gas-fired boilers should meet a prescribed standard
- All developments should provide some form of secure cycle storage

Neighbour Object (1)

- The development of the site would remove bin storage provision for an adjacent commercial property, despite a private agreement to the contrary.

Neighbour No Strong Views (1)

- Confirmation requested that no windows would overlook no. 46 Queen Street and that there would be no adverse loss of light at the end of the garden

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P19/S1682/PEM](#) - Other Outcome (17/07/2019)

Two storey rear extensions to provide new dwelling to rear.SITE MEETING

[P84/S0317/A](#) - Approved (08/08/1984)

Externally illuminated fascia shop sign.

[P84/S0316](#) - Approved (08/08/1984)

Installation of new shopfront (window, door with blind over). (As amended by plan received 23 July 1984).

5.0 **POLICY & GUIDANCE**

5.1 Joint Henley and Harpsden Neighbourhood Plan (JHNNP)

Housing Strategy

Primary Housing Objectives H04

Policy H4 - Infill and self-build dwellings

Policy DSQ1 – Local Character

Policy T1 – Impact of development upon the transport network

5.2 South Oxfordshire Core Strategy (SOCS) Policies;

CS1 - Presumption in favour of sustainable development

CSHEN1 - The Strategy for Henley-on-Thames

CSQ3 - Design

CSS1 - The Overall Strategy

CSEN3 – Historic Environment

5.3 South Oxfordshire Local Plan 2011 (SOLP 2011) Policies;

CON5 - Setting of listed building

CON7 - Proposals in a conservation area

- 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
- D5 - Compatible mix of uses
- EP1 - Adverse effect of people and environment
- G2 - Protect district from adverse development
- G3 - Development well served by facilities and transport
- H4 - Housing on sites within the built up areas of towns and villages
- T1 - Safe, convenient and adequate highway network for all users
- T2 - Unloading, turning and parking for all highway users

5.4 Supplementary Planning Guidance/Documents

South Oxfordshire Design Guide 2016 (SODG 2016)

5.5 National Planning Policy Framework (NPPF)

National Planning Policy Framework Planning Practice Guidance (NPPG)

5.6 Emerging Local Plan 2034

On 10 October 2019 the Secretary of State for Housing Communities and Local Government issued a Holding Direction on the Council in relation to the emerging Local Plan 2034. The holding direction has been made under the provisions of Section 21A of the Planning and Compulsory Purchase Act 2004. This means that the emerging plan has 'no effect whilst the direction is in force', this is set out in section 21A(2) of the Planning and Compulsory Purchase Act 2004. The emerging Local Plan holds no weight at present.

6.0 **PLANNING CONSIDERATIONS**

6.1 The main areas for assessment in this application are as follows:-

1. The principle
2. The impact upon the character of the site, the street scene and the wider conservation area
3. The impact upon residential amenity
4. The impact upon highway safety
5. The impact upon air quality

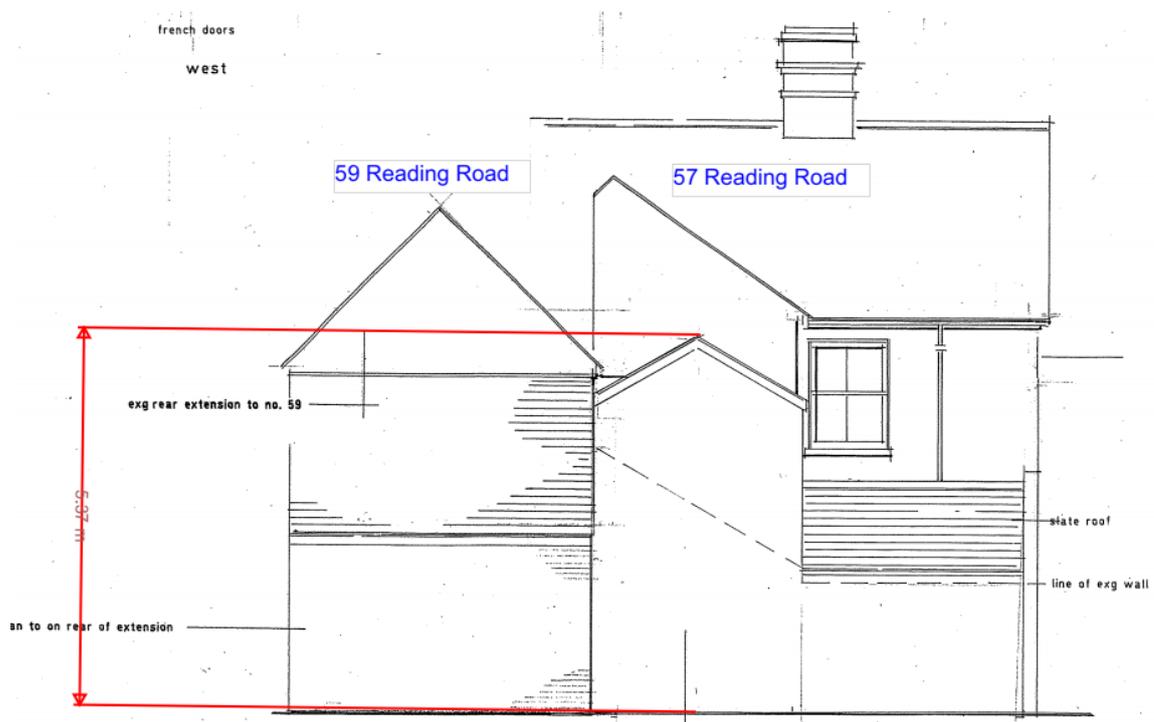
**Principle**

6.2 With regard to the principle of infill housing, the proposal falls within the built-up confines of Henley and it is worthy of note that the JHHNP emphasises the importance of intensifying existing land uses within sustainable locations. JHHNP Policy H5, SOCS Policy CSHEN1 and SOLP Policy H4 support housing within this location, subject to compliance with other development plan policies.

**Scale and design**

6.3 Paragraphs 192-196 of the NPPF require the planning authority to take account of the desirability of sustaining and enhancing the significance of heritage assets, to consider whether there is a positive contribution to local character and distinctiveness and, if applicable, weigh less-than-substantial harm against any public benefits. The proposal was discussed with the Conservation and Design Team over the course of the application.

- 6.4 Officers do also note that the Reading Road properties fronting the east side of this part of Reading Road comprise identified buildings of local note within Character Area 6 of the Henley Main Conservation Area. This is shown on the council's Conservation Area Character Map. The application property is however unlisted and the Conservation Area Appraisal emphasises the importance of the attractive detailing at the public facing elevations in defining the character of this part of the conservation area. By contrast, the service areas to the rear of the Reading Road commercial properties are considerably more functional in appearance, varied in character and officers note the profusion of two storey extensions, flat roofed structures and commercial apparatus at the adjacent properties.
- 6.5 The current proposal would not affect the attractive principle elevation of the existing building, which officers consider to be of primary importance to the historic setting. The proposal would result in the loss of a historic lean-to extension, but this would not in itself require consent from the council. Officers note that this structure has a simple form and it does not currently perform a specific function in connection with any part of the main property. There would be no visibility of the proposed extensions from public vantage points.
- 6.6 Although most of the new extension would be two-storey, it would have a ridge height under 5.5m, just 1.7m higher than the top of the existing lean-to, shown dotted on the proposed plans. It would be considerably shorter than the main building at no.57, with the ridge sitting more than 2m below the two-storey outshot to which it would be attached. Both the eaves and ridge would also be noticeably lower than the adjoining building at no. 59 to the south.



- 6.7 Whilst the roof pitch would be relatively shallow, officers consider that the structure would not appear at odds with the adjoining building and the lower overall height would respond appropriately to the hierarchy of structures projecting behind the main frontage. It would have a reasonable degree of visual subservience to the surrounding built form and an area of the existing yard would be retained. As currently proposed, the scheme would incorporate appropriate multi brickwork, slate tiles and timber

fenestration detail, all broadly in keeping with the existing buildings. Consent has been obtained for the specific details to be agreed by condition.

- 6.8 Officers consider that the proposal would not cause material harm to the character of the site or its contribution to the defining characteristics of this part of the conservation area. There is no conflict with SOCS Policy CON7 or SOLP Policy CSEN3.

**Level of development**

- 6.9 Whilst few have commented on the application, the Town Council and Henley Society raise objection to the proposal on the basis that it represents an overdevelopment of the site. In response, officers would point out that the proposed dwelling would be constructed largely within the footprint of an existing part of the building. The two-storey element would be relatively modest in height, and the additional single storey structure would remove a limited proportion of the yard area.
- 6.10 The amount of private amenity space allocated for the dwelling, around 20 sq.m, would fall well short of the 50sq.m minimum recommended under Section 7 of the South Oxfordshire Design Guide (SODG). However, officers acknowledge that both this document and Policy D3 of the SOLP allow a flexible approach, taking into account local context and the characteristics of the area. In this regard, it is noted that the property is within a built-up, sustainable, walkable location with good access to parks and key facilities. On the basis that other residential developments, including a number of flats, terraced properties and the recent approvals to the rear of 59 Reading Road, have similar private amenity standards, officers consider the level of plot coverage and amenity space to be acceptable.

**Neighbouring amenity**

- 6.11 Since the pre-application scheme, which raised potential issues in relation to neighbouring amenity, the extent of first floor accommodation has been reduced. The part of the building extending further along the north-east boundary with no. 48 Queen Street would now be single-storey with a pitched roof sloping away from that property.
- 6.12 Having regard to the orientation of the properties and the larger existing structures abutting the side and rear elevation of the proposed dwelling, officers consider that any noticeable changes in the amount of sunlight reaching the neighbours' gardens would be confined to the later afternoon. It is unlikely that the level of sunlight lost at the March equinox would conflict with advice within the Building Research Establishment (BRE) guidelines. Neither is there likely to be a significant loss of daylight visible from the neighbours' living accommodation having regard to the distances between the two storey element and the nearest directly facing openings serving habitable rooms.
- 6.13 Officers do accept that the extension would be visible from the neighbouring properties but it would be appraised in the context of the significantly larger adjoining structures. Within the context of the built-up surroundings, officers consider that the additional bulk and massing would not be particularly overbearing or oppressive.
- 6.14 With regard to privacy, the windows openings nearest to no. 46 Queen Street would be high-level rooflights and an obscure-glazed landing window. The views from the westernmost bedroom window would be largely confined to the roofline of the extension covering the rear of the adjacent restaurant to the north. Views of other neighbouring gardens would be oblique and consistent with this type of built-up location.

**Highway safety**

- 6.15 Criterion (iv) of Policy H4 requires that there are no overriding highway objections. Although the proposed dwelling would provide no off-street parking, this is a highly

sustainable location, close to Henley Town Centre and an appropriate location for a 'car-free' development.

- 6.16 The Highway Liaison Officer (HLO) has raised no objections to the proposal on the basis that the applicant enters into a unilateral undertaking to amend the Traffic Regulation Order so that the occupiers of the dwelling would be excluded from automatic eligibility for parking permits. Officers agree that this is appropriate as the site is within an area where there are known parking pressures. The construction traffic management condition requested by the HLO is not normally imposed on this scale of development, particularly where it is extending an existing building.

#### **Air quality**

- 6.17 Officers consider that the above parking measure would, in conjunction with the appliance condition requested by the council's Environmental Health Team, ensure that the development would have an acceptable impact upon the Henley AQMA. The site is not publicly accessible and, given the limited amenity space in the rear, officers do not consider it reasonable to require specific cycle storage details at this stage.

#### **7.0 CONCLUSION**

- 7.1 The proposal broadly complies with the relevant Development Plan policies and national planning guidance. Officers consider that the proposal would not cause material harm to the character of the site or the wider conservation area. Subject to the attached conditions, the proposal is considered acceptable in terms of the relationship with the neighbouring properties and highway safety.

#### **8.0 RECOMMENDATION**

- 8.1 **Grant Planning Permission, subject to the following conditions:**

**1 : Commencement within three years - Full Planning Permission**

**2 : Development to be in accordance with the approved plans**

**3 : Schedule of materials to be submitted and agreed in writing prior to commencement of the development.**

**4: The landing window at the north elevation shall be non-opening and fitted with obscure glazing prior to first use of the accommodation hereby approved. No additional window openings shall be constructed without an application for planning permission from the local planning authority.**

**5: Any gas-fired boilers must meet a minimum standard of <40 mgNOx/kWh.**

**6 : Prior to first occupation of the dwelling hereby approved, the District Council shall be provided with confirmation that the unit has been excluded from eligibility for parking permits. A cost of £2200 to amend the Traffic Regulation Order shall be met by the applicant through a Unilateral Undertaking.**

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