

<b>APPLICATION NO.</b>	<a href="#">P20/S3660/FUL</a>
<b>APPLICATION TYPE</b>	FULL APPLICATION
<b>REGISTERED</b>	30.9.2020
<b>PARISH</b>	HENLEY-ON-THAMES
<b>WARD MEMBERS</b>	Ken Arlett, Kellie Hinton & Stefan Gawrysiak
<b>APPLICANT</b>	Mr Jon Furneaux
<b>SITE</b>	253 Greys Road Henley-on-Thames, RG9 1QS
<b>PROPOSAL</b>	Demolition of existing dwelling and construction of three dwellings with associated vehicular accesses (As amended by drawings received 12 November 2020 to move gable of plot 3).
<b>OFFICER</b>	Marc Pullen

1.0 **INTRODUCTION AND PROPOSAL**

- 1.1 This application is recommended for approval, subject to conditions, and this report details the assessment made in reaching this conclusion. This application is referred to planning committee at the call-in request of Councillor Arlett.
- 1.2 This application seeks planning permission for the erection of three new dwellings, consisting of one detached dwelling and a pair of semi-detached dwellings following the demolition of the existing property. The application site (which is shown on the OS extract **attached** as Appendix A) is situated within the built-up limits of Henley-on-Thames and contributes to a linear row of housing which is accessed off Greys Road.
- 1.3 A previous application, P20/S1588/FUL, for three detached dwellings was refused planning permission in August 2020 for two reasons:
1. That owing to the proximity and scale of the dwelling proposed on plot 1 the proposed development would result in an overbearing impact on the neighbouring dwelling, 251 Greys Road, and unduly harm their amenity. As such the proposed development conflicts with saved policies D4, G2 and H4 of the South Oxfordshire Local Plan and Policies H4 of the Joint Henley and Harpsden Neighbourhood Plan.
  2. That owing to the density of the proposed development, the width of the individual plots and the relatively small gaps between the proposed dwellings and their respective neighbours, the proposal would result in a cramped form of development which would be out of keeping with the spacious and verdant character and appearance of this part of Greys Road. As such the proposed development conflicts with Policy CSQ3 of the South Oxfordshire Core Strategy, saved policies D1, G2 and H4 of the South Oxfordshire Local Plan and Policies H4 and DSQ1 of the Joint Henley and Harpsden Neighbourhood Plan.
- 1.4 The current proposal seeks to address these refusal reasons.
- 1.5 Reduced copies of the detailed plans accompanying the application are **attached** as Appendix B of this report. Other documentation associated with the application can be viewed on the council's website, [www.southoxon.gov.uk](http://www.southoxon.gov.uk).

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

2.1 **Henley-on-Thames Town Council – Object**

- Proposal would result in an overdevelopment, the plot is not of sufficient size to provide three dwellings.
- The development would be the same scale and massing as what was refused previously and the semi-detached property would be out of keeping with the character and appearance of this part of Greys Road.
- The development is not of a scale, type and density appropriate to the site and its setting.
- Furthermore, the proximity and scale of the dwellings proposed would result in an overbearing impact on the neighbouring dwellings and unduly harm their amenity.
- The development would result in significant additional cars and the Committee are concerned over safety with vehicular entrances proposed near to the roundabout.
- The amendment has not changed the view of the Town Council.

**Countryside Officer** (South Oxfordshire & Vale of White Horse) – No objection

- No habitats or species of importance were noted on site and the existing dwelling is considered unlikely to support roosting bats

**Drainage** - (South & Vale) – No objection

- No objections to planning permission being granted subject to the inclusion of pre commencement drainage conditions requiring details of surface water and foul water drainage

**Forestry Officer** (South Oxfordshire District Council) – No objection

- Subject to tree protection compliance condition being attached to secure all tree protection measures shown on plan and report and to landscaping compliance condition to secure the long-term establishment of all planting shown on soft landscaping drawing

**Highways Liaison Officer** (Oxfordshire County Council) – No objection

- The proposal is unlikely to have a significant adverse impact on the highway network
- Subject to conditions requiring parking and manoeuvring areas to be retained and conditions requiring the access being implemented in accordance with specific details – including visibility splays and means to reduce gravel spread onto the highway.

**The Henley Society** (Planning) – Object

- This renewed application to replace a single house by three is still overintensive and unneighbourly. In this location, a maximum of two houses would be appropriate
- Despite the small amendment, the erection of three houses on this plot would be an over-development and unneighbourly.

**Neighbours** – Five representations:

- The development is over intensive, unneighbourly, overbearing and intrusive
- It also sets a precedent
- The new proposal is still a cramped development and out of keeping with the spacious character of this part of Greys road – 2 detached houses would be reasonable
- Semi-detached houses are not in keeping with the area

- The depth and height of the proposed development impacts the rear outlook, privacy and enjoyment of gardens of both neighbours. Their daylight & sunlight is also affected by the protruding nature of the 2 storey dwellings.
- Concern over the future management of the hedge to the rear and impact on neighbours
- The proximity of the plots to one another and the depth of the units means they will appear as one continuous built form
- Property on Plot 1 is of a similar scale to the refused scheme and would continue to have an overbearing impact on neighbour – would impact on daylight and sunlight from the west of neighbour’s property and garden
- Height of proposed dwellings and extensive built frontage would result in an overbearing and over dominant built form on Greys Road
- The inclusion of a shared drive for Plots 2 and 3 in the plans submitted highlights the fact that the developer is seeking to overdevelop the current site and we are not aware of any other properties on this stretch of Greys Road that share a drive meaning this would be out of keeping
- The potential of nine vehicles to be turning in and out of the proposed new properties presents traffic and pedestrian safety issues, particularly as the proposed entrances are in close proximity to a side road and a roundabout
- The loss of much of the landscaping from the site will make the scheme quite stark with mitigation planting only tokenistic
- The proposal would allow direct line of sight from the master bedroom (first floor rear facing) of the proposed property down into our kitchen / diner (ground floor) through our east facing bi-fold doors (255a Greys Road)
- The proposed development would adversely affect the access of light for 255a Greys Road

### 3.0 RELEVANT PLANNING HISTORY

#### 3.1 [P20/S1588/FUL](#) - Refused (28/08/2020)

Demolition of existing dwelling and construction of three detached dwellings with associated vehicular accesses (as amended to reposition Plot 1 and provide additional tree protection and landscape information 01 and 10 July 2020).

The site plan relating to this application is **attached** as Appendix C.

### 4.0 ENVIRONMENTAL IMPACT ASSESSMENT

#### 4.1 N/A.

### 5.0 POLICY & GUIDANCE

#### 5.1 Development Plan Policies

##### South Oxfordshire Local Plan 2035 Policies:

DES1 - Delivering high quality development

DES2 - Enhancing local character

DES5 - Outdoor amenity space

DES6 - Residential amenity

DES8 - Efficient use of resources

DES10 - Carbon Reduction

H1 - Delivering new homes

H3 - Housing the towns of Henley-on-Thames, Thame and Wallingford

HEN1 - The strategy for Henley-on-Thames

STRAT1 - The overall strategy

STRAT2 - Housing and employment requirements

TRANS5 - Consideration of development proposals

5.2 **Joint Henley and Harpsden Neighbourhood Plan 2016 policies:**

H4 - Infill and self-build dwellings  
DQS1 - Local character

5.3 **Supplementary Planning Guidance/Documents**

South Oxfordshire Design Guide 2016 (SODG 2016)

5.4 **National Planning Policy Framework and Planning Practice Guidance**

5.5 **Other Relevant Legislation**

- Human Rights Act 1998 - The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.
- Equality Act 2010 - In determining this planning application the Council has regard to its equalities obligations including its obligations under Section 149 of the Equality Act 2010.

6.0 **PLANNING CONSIDERATIONS**

6.1 **The relevant planning considerations are the following:**

- **Whether the principle of residential development is acceptable here**
- **Whether the development would impact on the character and appearance of the area**
- **Whether the development would harm the amenity of neighbours**
- **Whether the development will have acceptable access to the highway and parking**
- **Whether the development would harm important trees**
- **Other material planning considerations**
- **Other matters**

**Principle of the development**

6.2 The application site contains a detached two-storey dwelling and is situated within the built-up limits of Henley-on-Thames. The site contributes to the built-up frontage along Greys Road and is bounded by residential use on all sides.

6.3 In Henley-on-Thames the principle of residential development is largely governed by policies H1, H3 and HEN1 of the South Oxfordshire Local Plan (2035). Policy HEN1 and H3 seek to deliver at least 1,285 new homes in Henley-on-Thames. Policy H1 seeks to deliver new housing in accordance with the SOLP and any adopted Neighbourhood Plan. Policy H4 of the Joint Henley and Harpsden Neighbourhood Plan (JHHNP) allows for infill and self-build dwellings, where it can be demonstrated that the proposed development constitutes sustainable development.

6.4 The JHHNP does not define infill development but the SOLP does. The SOLP defines infill or 'infilling' as the filling of a small gap in an otherwise built-up frontage or on other sites within settlements where the site is closely surrounded by buildings. It is officer's view that the site does meet the definition of infill – bridging a gap between nos. 251 and 255a Greys Road. As such, the principle of the development is considered to be acceptable subject to an assessment of other material considerations.

**Impact on character and appearance of the area**

6.5 The National Planning Policy Framework (NPPF) seeks to ensure that all development is sympathetic to local character, including the surrounding built environment and landscape setting. The housing and development policies within the council's development plan seek to ensure that all new developments are of a design and size that is in keeping with the surroundings and does not harm the character of the area.

6.6 Plan form

The area is residential in character with detached dwellings along Greys Road. The site and its immediate neighbours are detached two-storey dwellings of varying sizes and widths fronting onto Greys Road with parking to the front and gardens to the rear. The proposed development would accord with the general pattern of the area.

6.7 Impact on street scene

The proposed dwellings would read alongside neighbouring properties at no. 251 Greys Road and 255a and 255b Greys Road. The dwellings would be 8.5 metres in height, which would be only marginally higher than the existing neighbours (255a Greys Road at 8 metres and 7.9 metres at 251 Greys Road) – as shown on the indicative street scene plan. In officer's opinion this would be acceptable and would not introduce overly dominant structures within the street scene. Compared to the recently refused scheme - the proposed dwellings would allow for much greater gaps between the dwellings and the existing neighbouring dwellings. In appreciating the existing street scene, it is clear that there is a variation in spacing between dwellings. There are clear examples where dwellings achieve the same, if not shorter, gaps between buildings to what is currently proposed and there are examples of greater gaps.

6.8 Reading the street scene from afar, you appreciate that built form is close together and roof forms are prominent. In officer's view, the improved spacing achieved between all relevant buildings in this current scheme would be appropriate having regard to the context of the existing street scene and would not be unduly harmful to the somewhat varying, but clearly continuous, linear street scene. Compared to the previously refused scheme this current scheme contains one detached dwelling and a pair of semi-detached units, which have been designed into one physical mass. The design of the dwellings seeks to ensure that the projecting gables are not perceived as overly dominant or (following amendments to the scheme) too close to each other so as to create a large visual mass along the street scene. The use of a pair of semi-detached units would not be out of keeping with the wider street scene of Greys Road – as you travel further out to the west properties begin to vary significantly and there are a number of semi-detached units. Once again, as per the previous scheme, whilst the dwellings are deep, it is not likely that the depths of the properties would be perceived unless immediately standing within each plot. The addition of a second access would not unduly compromise the existing character of the street given the presence of a number of accesses off Greys Road. It is officer's view that the proposed development would introduce a development that would respond appropriately to the existing street scene along Greys Road.

6.9 Amount of development

The proposed development would be of a similar density to some existing built form within the area. The recently approved (and currently under construction) redevelopment scheme at no. 245 Greys Road achieves a similar density to what is currently proposed on the application site. Immediately adjacent to the application site no. 255 was granted consent to be demolished and replaced with two dwellings. Further along Greys Road at no. 267 a similar form of development was also approved. These developments all achieved appropriate densities and plot coverage whilst responding to local character.

6.10 The proposed scheme would allow adequate provision for off-street parking with three parking spaces each. Each dwelling would have a rear garden area in excess of 180 square metres which far exceeds the advisory standards set out in the South Oxfordshire Design Guide of 100 square metres or more. It is with this that officers are satisfied that this development does not result in the ‘overdevelopment’ of the site as it would neither result in a lack of space to fit the dwellings on the site or appear as cramped or contrived. The NPPF celebrates the efficient use of land and recognises the need to do so in sustainable locations. Henley-on-Thames is one of the four towns within the District which is sustainable to support growth and sustain a significant number of new homes. Whilst the density may be greater on this site than other plots nearby, it is not to say that this would be inappropriate – especially when officers consider the development to accord appropriately to the character of the area and would allow for more than adequate parking and private amenity space. Officers are therefore satisfied that the amount of development proposed would not be harmful to the character of the area and would result in an efficient use of available land to provide an additional two dwellings.

6.11 Design of the dwellings

The area is characterised by having two-storey detached dwellings which front onto the highway with varying widths and heights. There is a prevalent use of red roofing tiles and red brickwork, but with some variation to external wall materials with cladding and painted gables. The eaves heights are high at second floor height with a variety of gable and half-hipped roof forms. The detached appearance with second-storey eaves and half-hipped roofs is not incongruous within the area. The semi-detached dwellings would appear as one continuous form and appear as a large detached unit somewhat similar to a number of dwellings along Greys Road, including 261 Greys Road. The external materials of red plain roofing tiles and predominantly red brickwork would accord with the appearance and palette of materials experienced locally. The use of chimneys draws from other dwellings nearby and the use of brick lintels and corncicing provides a high-quality appearance. It is officer’s view that the design of the dwellings would be acceptable in this location where there is a clear variety of form but strong prevalence of red brickwork and roofing tiles. Despite the fact that the dwellings would have three storeys it is accepted that the dwellings would take the physical form and appearance of two-storey properties. Indeed, other dwellings nearby could and may well use their roof space for living accommodation.

6.12 Landscaping

As previously identified, there is a level of concern locally regarding the loss of trees on site as a result of this development. A number of trees have already been removed, but these trees were removed by the owner and did not require any consent from the local planning authority. The area is quite green in character with a number of large and visually pleasing trees and a strong line of hedgerow adjacent to the pavement along the road. Of particular prominence is the neighbours Purple Prunus, Holly and Cypress trees and one Cypress tree within the application site. The latter is due to be removed.

6.13 The soft landscaping plan shows that the existing hedgerow will be maintained, except for where the vehicular access will be introduced. In addition, five trees will be planted along the front of the site, replacing in part the trees which were previously cut down and the Cypress tree which is due to be removed. In officer’s view, these trees will help provide betterment to the existing street scene following the removal of trees and would be in keeping with the appearance of the road. In addition to these trees there will new trees planted in the rear gardens of the proposed new dwellings.

6.14 Wider views

As already partly touched on, the views of the site from further along the street scene would not be uncharacteristic, with roof forms prominent and a clear character of linear built form. When viewed from the roundabout at the junction of Greys Road with Wootton Road and King James Way, the site is relatively inconspicuous and as such the change to the appearance of the street scene would not be overly discernible. When viewed further along Greys Road (opposite direction to the roundabout) the dwellings would continue the appearance in terms of roof form and linear built form.

6.15 It is officer's view that the proposed development would respond positively to the existing character and appearance of the area. The plan form and design of the proposed dwellings responds positively to existing built form and does not diminish the existing character or appearance of the street scene. Whilst it is now proposed to erect a detached dwelling and a pair of semi-detached dwellings the overall scale of the development proposed is considered consistent with the existing character and street scene of Greys Road and would not be overly dominating. The proposed development would assimilate well into the street scene and once established; replacement planting would enhance the appearance of the site.

6.16 Officers are satisfied therefore that the development would respond positively to and respect the existing character and appearance of the site and its surroundings. As such, the proposed development would adhere to the requirements of the relevant design policies and guidance set out within section 5 of this report, and in Officers' view addresses the criticisms of the earlier scheme as expressed through refusal reason 2 of planning application [P20/S1588/FUL](#).

**Impact on the amenity of neighbours**

6.17 The council's policies and guidance seek to ensure that 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.

6.18 Previously the scheme for three detached dwellings was refused given the proximity and scale of the dwelling on plot 1 having an overbearing impact on neighbouring 251 Greys Road. Compared to the refused scheme, this current scheme moves both dwellings on plot 1 and plot 3 away from neighbouring 251 Greys Road and 255a Greys Road. In addition, the dwelling on plot 1 has been moved forward. The dwelling on plot 1 would be approximately 3.2 metres away from neighbouring 251 Greys Road. The dwelling on plot 1 would project beyond the rear of 251 Greys Road by approximately 4.7 metres; as shown below. The refused scheme projected beyond the rear of 251 Greys Road by approximately 5.4 metres and was 0.6 metres closer to this neighbour than what is currently proposed. In addition, the single storey rear aspect of Plot 1 has been set in from the side of the property, which further opens up the boundary with this neighbour.

6.19

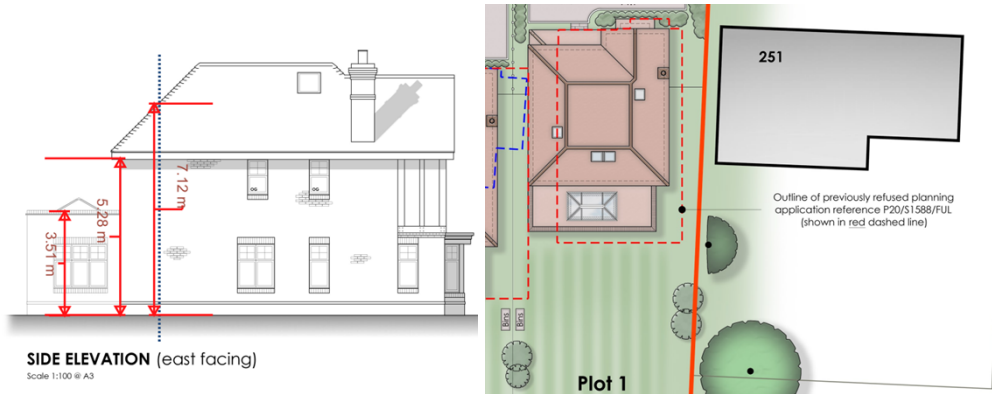


Figure 1 - Extent of how much Plot 1 will project beyond no. 251 Greys Road



Figure 2 - Photograph of neighbouring 251 in context of application site

6.20 The relationship between the proposed development and neighbouring 255a Greys Road is largely similar to the previously refused scheme, which the South Oxfordshire District Council Planning Committee did not previously consider to be harmful. Despite this the current proposal improves the relationship between the dwelling on plot 3 and neighbouring 255a Greys Road by moving the dwelling further away from the shared boundary (the red dotted line shows the extent of the previously refused scheme).

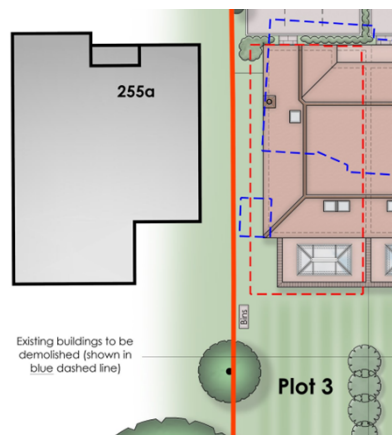


Figure 3 - Relationship between the dwelling on Plot 3 with neighbouring 255a Greys Road

6.21 Officers consider that the currently proposed scheme would have a much more positive relationship with neighbours and would avoid any adverse impact upon the amenity of these neighbours.



### Highway impact and parking

- 6.22 The council's development plan advises that all new types of development should provide safe and convenient access to the highway network. All proposals should make provision for loading, unloading, circulation and turning spaces and the parking of vehicles in accordance with council standards. The NPPF advises that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 6.23 In consultation with the local highway authority, the proposed development is not considered to present any severe cumulative impacts on the highway network or result in the likelihood of any highway safety issues. The development would benefit from adequate visibility splays to either side of both accesses so its proximity to the roundabout is not a contributing factor to any safety concerns. The proposed development allows for adequate parking and turning areas to allow cars to enter, manoeuvre and leave in forward motion. Conditions are recommended by the local highway authority.

### Impact on trees

- 6.24 Several trees have been removed from the site and there are a number of smaller trees on site which are sought to be removed. These are detailed within the submitted landscaping and tree protection plans. Officers do not object to the removal of these trees but recommend replacement planting to the front of the site to mitigate against their loss. The council's forestry officer does not object to the proposed development subject to landscaping details being implemented as shown on the soft landscaping plan and tree protection measures being implemented as shown on plan. It is officer's intention to attach a condition requiring a greater level of detail in relation to the landscaping of the plots which would include hard landscaping, boundary treatments and soft landscaping. Whilst the soft landscaping plan is sufficient in order to establish what new planting is proposed, this plan lacks further details in relation to the landscaping of the application site as a whole. As such, it is considered reasonable to attach a condition which requests all these details.

### Other material planning considerations

- 6.25 Ecology –  
The council's countryside officer does not object to this development. This application is supported by an ecological letter report which presents the findings of a preliminary ecological survey of the site. No habitats or species of importance were noted on site and the existing dwelling is not considered to support roosting bats.
- 6.26 Drainage –  
The council's drainage engineers do not object to this development. However, they request two conditions which require the details of surface water drainage and foul water drainage to be submitted to be approved by the local planning authority.
- 6.27 Differences between this scheme and refused [P20/S1588/FUL](#) –  
Officers are of the view that the proposed development would enable greater visual space between buildings on site and neighbouring buildings. The proposed development would ensure that the amenity of neighbours would not be adversely compromised and would better improve the relationship with neighbouring 251 Greys Road, when compared to the previously refused scheme. Officers uphold the view that

the proposed development does not represent an overdevelopment of the site and would not appear as a cramped form of development and that the number of homes proposed is not harmful to the character of the area. As such, it is officer's view that the current application has been revised sufficiently to overcome the refusal reasons on the previous scheme.

**Other matters**

6.28 Sustainability –

Following the adoption of the new South Oxfordshire Local Plan (SOLP) the proposed development should demonstrate that it achieves at least a 40% reduction in carbon emissions compared with building regulations and should seek to minimise the carbon and energy impacts. As such, a condition should be attached to require the submission of this information for approval by the local planning authority prior to the commencement of the development.

6.29 Pre-commencement Conditions –

In accordance with The Town and Country Planning (Pre-commencement Conditions) Regulations 2018, Section 100ZA (6) of the Town and Country Planning Act 1990(a) the Council is required to confirm agreement to all pre-commencement conditions. These will all have been agreed by the applicant/agent in writing in accordance with the requirements of this legislation.

6.30 Community Infrastructure Levy (CIL) –

The council's Community Infrastructure Levy charging schedule was adopted 1 April 2016 and applies to all relevant proposals. 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 or net gain of residential use on site. This development would be liable to pay CIL since the development would result in the provision of new dwellings. In this instance, CIL will be charged on the net increase of residential floor space provided on site, when deducting the floor space of the existing dwelling on site.

7.0 **CONCLUSION**

7.1 It is recommended that planning permission is granted for the proposed development. The proposed development is considered to be acceptable in principle. The development is not considered to be harmful to the character and appearance of the area, would not cause material harm to the amenity of neighbours, would not result in any significant or adverse impacts on the highway network or on known ecology or important landscape features. As such, the development is considered to adhere to the relevant policies set out within this report.

8.0 **RECOMMENDATION**

**Planning Permission should be granted subject to the following conditions:**

8.1 **1 : Development must commence not later than the expiration of three years beginning with the date of this permission**

**2 : The development must be implemented in accordance with the approved drawings**

**3 : Full schedule of all materials to be used in external construction and finishes to be submitted to and approved in writing**

**4 : First floor side facing windows to be obscure glazed**

- 5 : The new vehicular access onto Greys Road shall be formed and laid out and constructed strictly in accordance with the local highway authority's specifications**
- 6 : The existing access off of Greys Road, to be widened, shall be improved and laid out and constructed strictly in accordance with the local highway authority's specifications**
- 7 : The existing access off of Greys Road, to be widened, shall be improved and laid out and constructed strictly in accordance with the local highway authority's specifications**
- 8 : Vision splay dimensions – 2 metres by 2 metres to be provided for pedestrian awareness**
- 9 : Vision splay dimensions – 2.4 metres by 43 metres to be provided for vehicles**
- 10 : Reduce Gravel Spread onto Highway – concrete or blacktop should be laid a 1 metre strip from the boundary to the driveway**
- 11 : No surface water from the development shall be discharged onto the adjoining highway**
- 12 : A scheme of landscaping of the site, including soft and hard landscaping (including boundary treatments and driveways) shall be submitted to and approved in writing by the local planning authority**
- 13 : The tree protection details as shown on approved report and drawings shall be put in place prior to any site works and thereafter retained in situ during the development**
- 14 : A scheme of landscaping of the site, including soft and hard landscaping (including boundary treatments and driveways) shall be submitted to and approved in writing by the local planning authority**
- 15 : A full foul water drainage scheme shall be submitted to and approved in writing by the local planning authority**
- 16 : Carbon reduction – energy statement (details required)**

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