

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(1)	20/01193/HOUSE Shaw Cum Donnington Parish Council	22.07.2020 ¹	Two storey rear extension and external alterations to existing dwelling, following demolition of existing outbuildings (resubmission of application 19/02505/HOUSE) White Lodge Mr and Mrs Baynham
¹ Extension of time agreed with applicant until 13 th August 2020			

The application can be viewed on the Council's website at the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=20/01193/HOUSE>

Recommendation Summary: The Head of Development and Planning be authorised to refuse planning permission.

Ward Member(s): Councillor Lynne Doherty
Councillor Steve Masters

Reason for Committee Determination: Called-in by Councillor / Requested Site Visit

Committee Site Visit: Owing to social distancing restrictions, the option of a committee site visit is not available. Instead, a collection of photographs is available to view at the above link.

Contact Officer Details

Name: Lucinda Pinhorne-Smy
Job Title: Planning Officer
Tel No: 01635 519111
Email: Lucinda.Pinhorne-Smy1@westberks.gov.uk

1. Introduction

- 1.1 This application seeks planning permission for a two-storey rear extension and external alterations to the existing dwelling following the demolition of existing outbuildings. The application is a resubmission following the withdrawal of application 19/02505/HOUSE.
- 1.2 White Lodge is a late 19th Century building within the Donnington Grove Grade II Registered Historic Park and Garden as well as Donnington Village Conservation Area. The dwelling is modest in scale and characteristic of the period, with dentilled eaves and decorative ridge tiles to the main roof and porch. White Lodge has a clay-tile roof and painted facing brickwork. The scale and design of the dwelling at White Lodge, and its similarities with Pink Lodge, supports the theory that it was built to control the access to Donnington Grove Park from the village. A public footpath runs parallel to the east boundary of the application site and parkland extends to the north, south and west.
- 1.3 The proposed two-storey rear extension would comprise two elements; a two-storey extension which would be positioned to the north of, and run parallel with, the main dwelling, and a two-storey link that joins the larger extension to the main dwelling. The link would contain the principle entrance to the resultant dwelling, but would face inwards towards the application site. It would measure approximately 4m in width and would project a maximum of 4.7m; it would have a flat roof design measuring almost 6m in height. The main two-storey rear extension would measure 15.8m in width and project by 5.75m; it would have an eaves height of 4.5m and a ridge height of 7.2m, with a central flat-top crown roof extending the length of the roof. A 4m high balcony is proposed along each of the north and south elevations. The existing dwelling has a gross external floor area of approximately 138 sq. m, and a gross volume of approximately 409m³. The proposed extensions would have a gross external floor area of approximately 228 sq. m, and gross volume of approximately 658m³. This represents an increase of 165% and 160%, respectively. Characteristic features of the proposed extension include timber cladding, modern fenestration details and flat roof elements.

2. Planning History

- 2.1 The table below outlines the relevant planning history of the application site.

Application	Proposal	Decision / Date
19/02505/HOUSE	Two storey rear extension and external alterations to existing dwelling, incorporating integral garage; following demolition of existing outbuildings	Withdrawn
17/00660/HOUSE	Two storey extension to White Lodge	Approved 02.06.2017

3. Procedural Matters

- 3.1 Given the nature and scale of this householder development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.

- 3.2 Site notices were displayed by the applicant on the 15th June 2020 at the application site; the deadline for representations expired on 6th July 2020. A public notice was displayed in the Newbury Weekly News on 4th June 2020.
- 3.3 Community Infrastructure Levy (CIL) is a levy charged on most new development to pay for new infrastructure required as a result of the new development. CIL will be charged on residential (C3 and C4) and retail (A1-A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of net floorspace (including extensions) or when a new dwelling is created (even if it is less than 100 square metres).

Initial assessment of the scheme indicates the proposals would increase the floorspace by more than 100 sq. m, as a consequence the application is likely to be CIL liable. However, CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any permission. More information is available at www.westberks.gov.uk/cil.

4. Consultation

Statutory and non-statutory consultation

- 4.1 The table below summarises the consultation responses received during the consideration of the application. The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report.

Shaw Cum Donnington Parish Council:	The Parish Council notes that the extension to White House is almost disjoint with the house therefore the Parish Council would like to have a condition or legal agreement preventing the separation of the dwelling into two separate dwellings. The Parish Council considers that such a separation would not be acceptable because of short distance between the two buildings and the small amenity space that would be left to the original dwelling.
WBC Highways:	<p>There should be a clear 6 metre forecourt depth behind each of the proposed car parking spaces for manoeuvring. Whilst this is not a new dwelling, is it possible to request an electric vehicle charging point is provided in the interests of encouraging travel by sustainable modes? This should be a minimum of 7 kw.</p> <p>Subject to the above, the highway recommendation is likely to be for conditional approval.</p> <p>Conditions recommended should planning permission be forthcoming include:</p> <ul style="list-style-type: none"> - Electric Charging Point (details to be submitted); - CONS1 – Construction method statement – details to be submitted; - HIGH12 – Parking/ turning in accord with plans <p>Informatives recommended should planning permission be forthcoming include:</p>

	<ul style="list-style-type: none"> - HI 3 Damage to footways, cycleways and verges; - HI 4 Damage to the carriageway.
Conservation and Design Officer:	<p>White Lodge is a late C19th building located within Donnington Grove Grade II Registered Historic Park and Garden and Donnington Village Conservation Area; it is outside of the defined settlement boundary. It has architectural similarities with the late C18th Pink Lodge, which is located to the west of White Lodge. The HER notes that it is probable that White Lodge was built to fulfil a later need for controlling access to the Donnington Grove Park from the village. Given its location and similarity in architectural style to Pink Lodge, I think that this is quite likely.</p> <p>White Lodge is a charming and modest detached building, of painted brick construction. It is of simple form and construction, with a plain clay tiled gable clay roof, with dentilled eaves. Whilst the building is not listed it is clearly of some local architectural and historic interest.</p> <p>Government guidance on the application of national policies relating to the historic environment is provided in Planning Practice Guidance (PPG): Conserving and enhancing the historic environment. The paragraphs of particular relevance, relating to the designation of non-designated heritage assets are Paragraphs 039 (Reference ID: 18a-039-20140306), 040 (Reference ID: 18a-040-20140306) and 041 (Reference ID: 18a-041-20140306). Paragraph 039 states that:</p> <p>‘Local planning authorities may identify non-designated heritage assets....In some areas, local authorities identify some non-designated heritage assets as ‘locally listed’.</p> <p>Therefore, whilst Local Lists are the most proactive way of identifying non-designated heritage assets, the NPPF does not preclude LPA’s from establishing whether a building meets the meaning and definition of a non-designated heritage when considering a development proposal. Indeed, Paragraph 041 advises that ‘when considering development proposals, local planning authorities should establish if any potential non-designated heritage asset meets the definition in the National Planning Policy Framework at an early stage in the process’.</p> <p>The significance of White Lodge lies in the combination of the building’s age; its traditional form and detailing; its historic association with Donnington Grove Registered Park and Garden, and the Donnington Grove Grade II* house; its modest form, which is typical of estate lodges which were generally small; the positive contribution it makes to the heritage values of the Registered Park and Garden; and the positive contribution it makes to the character and appearance of Donnington Village CA. Therefore, whilst not currently included in West Berkshire’s Local List of Heritage Assets (which is currently in its early stages), the building is considered to be a non-designated heritage asset within the meaning and definition contained within the NPPF.</p>

The proposal is for a substantial 2 storey extension to this modest building. The approved extension (17/00660/HOUSE), whilst almost doubling the floorspace of the house, was designed sympathetically to reflect the form, scale and proportions of the existing building. In contrast the current proposal more than doubles the floorspace of the existing building resulting in an overly dominant addition to this modest building. This is exacerbated by the scale of the gables when compared to the existing building, and the far more strident fenestration and architectural detailing. The combination of these factor adds to the visual dominance of the proposal when viewed alongside the existing building. The proposed extension would overwhelm this modest cottage, creating a dwelling of considerable size, resulting in harm to the significance of this non-designated heritage asset.

In terms of the proposal's impact on Donnington Grove Registered Historic Park and Garden, whilst I appreciate that the site is screened from the wider park to the north and east, the building itself remains an important element within the park, sitting as it does on the eastern entrance into the park from Donnington Village. Indeed, the historic role it plays within the park is recognised in the listing description which notes that "A second drive, the east, Donnington Village drive, enters the park 500m south-east of the house, giving direct access from the village, the entrance marked by White Lodge, a two-storey, whitewashed brick lodge. From here the drive extends west through the park, flanked by remaining specimens of avenue trees, joining the Newbury drive 350m south-east of the house, close to Pink Lodge." The proposal would result in the creation of a substantial dwelling, which would detract from the primacy of the existing building's original purpose as a modest gate lodge set within spacious grounds. It would therefore form an incongruous addition to the surroundings. The historic role it plays within the Registered Park and Garden would be lost, resulting in harm to the character of the Registered Park and Garden.

With regards to the conservation area, it is noted that there is a soft, and verdant transition from the western edge of the conservation area into the Registered Park. This transition makes an important contribution to the character and appearance of the CA. The proposal would result in a substantial increase in built form on the western edge of the conservation area, which would be located partly within and partly outside of the conservation area. This increase in built form would have a harmful impact on the soft, verdant character and setting of this part of the conservation area.

In finding harm in respect of the significance of heritage assets, paragraph 134 of the Framework sets out that where a view is taken that the harm to the designated heritage asset would be less than substantial, this harm should be weighed against the public benefits of the proposal. In this instance, the degree of harm would be less than substantial in the context of paragraph 134. However, though less than substantial, there would, nevertheless, be real and serious harm which is not outweighed by any public benefits arising from the proposed works. The

	proposal conflicts with the statutory requirements of the Planning (Listed Buildings and conservation Areas) Act 1990, the NPPF and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026). Taken together, these policies require developments to have no adverse impact on the historic interest of any identified heritage assets.
--	---

Public representations

4.2 No third Party Representations have been received in respect of this application.

5. Planning Policy

5.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The following policies of the statutory development plan are relevant to the consideration of this application.

- Policies ADPP1, ADPP2, CS14, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies C3, C6, P1 of the Housing Site Allocations Development Plan Document 2006-2026 (HSA DPD).

5.2 The following material considerations are relevant to the consideration of this application:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- WBC House Extensions SPG (2004)
- WBC Quality Design SPD (2006)
- Planning Obligations SPD (2015)
- Newbury Town Design Statement
- West Berkshire Landscape Character Assessment (2019)

6. Appraisal

6.1 The main issues for consideration in this application are:

- The principle of the proposal;
- The impact on the character and appearance of the area.

Principle of development

6.2 The application site is located within the Donnington Village Conservation Area and outside of any defined settlement boundary within the district and it therefore regarded as 'open countryside' under Core Strategy Policy ADPP1. The policy states that only appropriate limited development in the countryside will be allowed. In the context of this general policy of restraint in the countryside, Policy C6 of the Housing Site Allocations DPD gives a presumption in favour of proposals for the extension of existing permanent dwellings. As extension or alteration will be permitted providing that:

- i. the scale of the enlargement is subservient to the original dwelling and is designed to be in character with the existing dwelling; and
- ii. it has no adverse impact on: the setting, the space occupied within the plot boundary, on local rural character, the historic interest of the building and its setting within the wider landscape; and
- iii. the use of materials is appropriate within the local architectural context; and
- iv. there is no significant harm on the living conditions currently enjoyed by residents of neighbouring properties.

Character and appearance

- 6.3 Core Strategy Policy CS14, Design Principles, states that proposals should demonstrate a high quality design that respects and enhances the area and makes a positive contribution to the quality of life in West Berkshire. It should respond positively to the wider context it is placed in, not just the immediate area. Policy CS19, Historic Environment and Landscape Character, further seeks to ensure that proposals respond appropriately in terms of location, scale and design reflecting a holistic approach to the local distinctiveness, sensitivity, and diversity of locations. The application site falls just within the Winterbourne Farmed Chalk Mosaic as identified in the Landscape Character Assessment, and described as *“An accessible landscape, with many public rights of way, it is relatively sparsely settled with the exception of Donnington in the south of the area.”* The Landscape Character Assessment identifies the Winterbourne Farmed Chalk Mosaic as being *“rich in historical and archaeological features, which combine with the parkland areas and woodland limiting urban influence to evoke a perception of strong time-depth in the landscape.”* The Landscape Strategy recommends the historic parklands are conserved and enhanced, and the sense of time-depth in the area is preserved, ensuring that changes in the landscape, and development, are sensitively sited and designed so as not to detract from the special qualities of the landscape and introduce suburbanising features.
- 6.4 In this regard the Conservation and Design Officers comments highlight the importance of the relationship between White Lodge and the Donnington Grove Registered Park:
- “The significance of White Lodge lies in the combination of the building’s age, its traditional form and detailing; its historic association with Donnington Grove Registered Park and Garden, and the Donnington Grove Grade II* house; its modest form, which is typical of estate lodges which were generally small; the positive contribution it makes to the character and appearance of the Donnington Village CA.”*
- 6.5 In this context, the proposed extensions are not considered to reflect the character and design of the host-dwelling, which includes painted facing brickwork, traditional clay-tiled pitched-roofs, dentilled eaves and, predominantly, sash windows. By contrast the proposals would introduce modern timber cladding, brick pillars, large expanses of flat roofs and large, plain, modern fenestration details. Whilst it may be argued that modern designed extensions can sometimes strike an appropriate contrast to a more historic building, given the scale of the extensions proposed in this instance, the modern design is considered to compete with, and appear incongruous and unsympathetic to the host dwelling. The roofscape of the resulting dwelling is not considered to be in keeping with the host dwelling and surrounding properties, and the significant areas of flat-roof are considered to emphasise the increased volume, mass and bulk of the resultant dwelling. The proposals are therefore not considered to respond positively to the host dwelling and its wider context within the Historic Park and conservation area.

- 6.6 The Conservation and Design Officer acknowledges the site is screened from the wider park to the north and east, but identifies *“the building itself remains an important element within the park, sitting as it does on the eastern entrance into the park from Donnington Village. Indeed, the historic role it plays within the park is recognised in the listing description which notes that “A second drive, the east, Donnington Village drive, enters the park 500m south-east of the house, giving direct access from the village, the entrance marked by White Lodge, a two-storey, whitewashed brick lodge. From here the drive extends west through the park, flanked by remaining specimens of avenue trees, joining the Newbury drive 350m south-east of the house, close to Pink Lodge.” The proposal would result in the creation of a substantial dwelling, which would detract from the primacy of the existing building’s original purpose as a modest gate lodge set within spacious grounds. It would therefore form an incongruous addition to the surroundings. The historic role it plays within the Registered Park and Garden would be lost, resulting in harm to the character of the Registered Park and Garden.”* In addition, in considering the context of the application site within the Donnington Village Conservation Area, the Conservation and Design Officer observes, *“it is noted that there is a soft, and verdant transition from the western edge of the conservation area into the Registered Park. This transition makes an important contribution to the character and appearance of the CA. The proposal would result in a substantial increase in built form on the western edge of the conservation area, which would be located partly within and partly outside of the conservation area. This increase in built form would have a harmful impact on the soft, verdant character and setting of this part of the conservation area”*
- 6.7 Policy C6 of the Housing Site Allocations DPD requires, inter alia, the scale of the enlargement to be subservient to the original dwelling and designed so as to be in character with the existing dwelling. The existing dwelling projects approximately 8m along the east boundary of the application site with the public footpath at SHAW/9/1. The depth of the resultant two-storey building along the boundary along the east boundary would measure approximately 20m. This increased volume, mass and bulk would be visible from public vantage points due to the prominence of the dwelling at the head of the road and the public footpath that runs parallel with the east boundary of the application site. To the south, the existing building has a width measuring approximately 8.5m, the proposed two-storey rear extension linked to the host dwelling would have an overall width of 15.85m. As a consequence, whilst the resultant dwelling would have a mixture of pitched and flat roofs, and would not exceed the ridge height of the existing dwelling at the application site, the proposals would result in a significant increase in footprint, volume, mass and bulk, and would not appear subservient to the host dwelling. The proposals are therefore considered to be more intrusive in its setting.
- 6.8 Furthermore, the Conservation and Design Officer considers the proposed extensions represent an overly dominant addition to an otherwise modest building, with: *“far more strident fenestration and architectural detailing. The combination of these factor adds to the visual dominance of the proposal when viewed alongside the existing building. The proposed extension would overwhelm this modest cottage, creating a dwelling of considerable size, resulting in harm to the significance of this non-designated heritage asset.”* The scale of the proposed enlargement is therefore not considered to be subservient to the original dwelling, and is not designed so as to be in character with the existing dwelling. This is evidenced by the 228 sq. m increase in floorspace, and 658m³ increase in volume, which represents an overall 160-165% increase over and above the existing dwelling occupying the application site. The scale of the resultant building is considered to appear harmful to the character and historic interest of the building at White Lodge and its setting within the wider landscape. The proposals are therefore considered to be contrary to policies CS14 and CS19 of the Core Strategy and C6 of the Housing Site Allocations DPD.
- 6.9 A number of new first floor windows are proposed in the east and south elevations of the original dwelling, however, they would not comprise primary windows to habitable

rooms. It is considered that the increased expanse of glazing and balcony along the south and east elevations may have increased the perception of overlooking to the nearest residential properties at Groombridge House and Mitford House if the existing mature trees and landscaping were not present to screen these neighbouring properties. It is therefore considered, due to the presence of the mature landscaping the proposals would not result in any harm to the residential amenities of adjacent properties.

7. Planning Balance and Conclusion

- 7.1 Having taken into account the relevant policy considerations and material considerations referred to above, it is considered that the development is not acceptable and there are strong reasons to justify refusal of planning permission.

8. Full Recommendation

- 8.1 To delegate to the Head of Development and Planning to REFUSE PLANNING PERMISSION for the reasons listed below.

Refusal Reasons

1.	<p>White Lodge is modest detached dwelling of simple form and construction that makes a positive contribution to the character of the Donnington Village Conservation Area and setting within the Donnington Grove Registered Park and Garden. It is located within open countryside on the edge of Donnington Village. These designations and the location of the site increases the sensitivity of the area to inappropriate development which does not conserve the prevailing character.</p> <p>The proposed extensions, by reason of their design, siting, and bulk, represent overly dominant and disproportionate additions which fail to respect or harmonise with the appearance of the existing property or appear subservient to it. The resultant dwelling would appear more prominent and incongruous in this location than the existing property, particularly to the east elevation where views would be available of it from public viewpoints within the Conservation Area.</p> <p>Consequently the proposals fail to represent high quality design that responds to local character and as such fails to conserve or enhance the existing character of the Conservation Area, contrary to the NPPF, Policies ADPP2, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, Policy C6 of the Housing Site Allocations DPD 2006-2026, House Extensions SPG (2004) and the, Quality Design SPD (Part 2, 2006).</p>
----	---

Informatives

1.	<p>In attempting to determine the application in a way that can foster the delivery of sustainable development, the local planning authority has approached this decision in a positive way having regard to Development Plan policies and available guidance to try to secure high quality appropriate development. In this application the local planning authority has been unable to find an acceptable solution to the problems with the development so that the development can be said to improve the economic, social and environmental conditions of the area.</p>
----	---