

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(2)	21/00429/HOUSE Shaw Cum Donnington Parish Council	22.04.2021 ¹	Two storey rear extension and external alterations to existing dwelling, following demolition of existing outbuildings (resubmission of application 20/01193/HOUSE) White Lodge Mr and Mrs Baynham
¹ Extension of time agreed with applicant until TBC			

The application can be viewed on the Council's website at the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/00429/HOUSE>

Recommendation Summary: Refusal

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

Reason for Committee Determination: Called-in by Councillor

Committee Site Visit: NA

Contact Officer Details

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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 refusal of application 20/01193/HOUSE at the Western Area Planning Committee on the 12th August 2020.
- 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 In common with the extensions proposed under application 20/01193/HOUSE the proposed rear extension comprises 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. These current proposals would not alter the projection of the resultant building along the east and west elevations from the scheme proposed under application 20/01193/HOUSE, but would reduce the projection of the extensions visible along the south elevation by 4m and along the north elevation by 3m. The design of the previously proposed flat roof link extensions has been altered under this current application to a pitched roof design, which has resulted in an approximate 600mm increase in height to this section. The roof design currently proposed to the main body of the two-storey rear extension would continue to have an element of flat-top crown, in common with application 20/01193/HOUSE, however, it would measure 200mm lower. The balconies have been removed from the current proposals, and the design for the current submissions differs from the modern appearance of the extensions proposed under application 20/01193/HOUSE, to reflect a more traditional appearance.

2. Planning History

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

Application	Proposal	Decision / Date
20/01193/HOUSE	Two storey rear extension and external alterations to existing dwelling, following demolition of existing outbuildings (resubmission of application 19/02505/HOUSE)	Refused 18.11.2020
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 4th March 2021 at the application site; the deadline for representations expired on 25th March 2021. A public notice was displayed in the Newbury Weekly News on 4th March 2021.
- 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:	<p>No Objections</p> <p>We note that the extension is disjoint from the existing dwelling. They are connected by a two-storey corridor. The extension could be separated from the existing building and used as a separate dwelling thus creating a further dwelling outside of the settlement boundary. There would also be problems in providing suitable curtilages for the two dwellings. We therefore suggest a condition or legal agreement to prevent the separation of the existing building and extension into two dwellings.</p>
WBC Highways:	<p>Each parking space should be provided with a clear 6 metre forecourt depth – whilst this is not shown on the plans, the proposed parking area is gravelled and so these spaces will not be marked out. I am satisfied that three vehicles can be accommodated within the proposed driveway and parking area.</p> <p>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>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 LPAs 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> <p>The proposal is for a substantial 2 storey extension to this modest building. I note that the footprint has been reduced since the refusal of 20/01193/HOUSE, but is still substantially greater than that approved under 17/00660/HOUSE.</p> <p>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 and proportions of the gables, and the size of many of the windows when compared to 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.</p> <p>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.</p> <p>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</p>
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	<p>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 of this part of the conservation area, thereby causing harm to its significance.</p> <p>In finding harm in respect of the significance of heritage assets, paragraph 196 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 196. However, though less than substantial, there would, nevertheless, be real and serious harm which would not appear be outweighed by any public benefits.</p> <p>The proposal therefore 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) which collectively seek to ensure proposals conserve and enhance heritage assets and their settings.</p>
Natural England	<p>No Objection</p> <p>Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites or landscapes.</p>

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 The application site comprises a modest 19th Century detached dwelling located just outside of the settlement boundary of Donnington, and within Donnington Grove Grade II Registered Historic Park and Garden. The dwelling at White Lodge falls within the Donnington Village Conservation Area, although the majority of the gardens fall outside of this boundary. The Conservation and Design Officer observes: *"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."* The Conservation and Design Officer considers this proposition to be further evidenced in the buildings *"modest form, which is typical of estate lodges which were generally small"*.

6.4 In this context 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.

- 6.5 The Conservation and Design Officer identifies the importance 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 are 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 with the NPPF.”* It is therefore clear that the importance and significance of White Lodge is informed by its relationship with Donnington Grove Registered Park and Garden, both in terms of the historic function and as well as existing context, and the modest scale and simple form of the dwelling, which signals this historic and important connection.
- 6.6 The covering letter submitted in support of this application states that: *“The extension proposed in this updated scheme is significantly smaller, and with a lower ridge height, than that previously proposed under Application No. 20/01193/HOUSE. The proposed extension is also considerably more muted in its architectural features, more closely aligning with the style of the existing house and thereby further cementing its subservience to the original dwelling.”* However, whilst it is acknowledged that the current proposals have been slightly reduced from the scheme proposed under application 20/01193/HOUSE, they remain considerably greater in scale than the extensions approved under application 17/00660/HOUSE and the existing dwelling; the proposals are therefore not considered to appear subservient to the host dwelling. In this regard the Conservation and Design Officer observes: *“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 and proportions of the gables, and the size of many of the windows when compared to 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.”*
- 6.7 Unlike the extensions approved under application 17/00660/HOUSE, where the existing and proposed elements of the building were unified under a single, simplified roof-scape, the current proposals have a complicated roof design with various elements abutting, rather than seamlessly adjoining the host dwelling. The introduction of a number of additional gable features and flat roof elements are considered, when combined, to emphasise the additional building volume. A further, less successful, departure from the scheme approved under application 17/00660/HOUSE is the replacement of the simple plan-form, in sympathy with the layout of the existing building, with a more complicated staggered design, which is also considered to emphasise the increased volume, mass and bulk of the proposed extensions. Whilst they have not raised any objections to the proposals the Parish Council have also observed *“the extension is disjoint from the existing dwelling”*. The previously approved extensions would have resulted in the ‘wings’ to the north and south resembling each other in terms of scale,

proportions, design, form and detailing, thereby creating a degree of symmetry and balance; the additional 'wing' to the north under the current proposals would have a considerably larger scale, projecting further to the west than the existing building, thereby rendering the proposed extensions visually prominent when viewed in the context of the south elevation, and unbalanced with the host dwelling.

- 6.8 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. In this regard, the projection of the dwelling along the east boundary, parallel to the footpath at SHAW/9/1, would increase from approximately 8m to just over 17m; and along the south elevation the extensions would project approximately 4m to the west of the existing dwelling. Whilst the current proposals may be more *"muted in its architectural features"* the introduction of gable ends with large chimneys along the east and west elevations, as well as a series of gabled features above first floor windows, combined with the larger fenestration details than the sash windows that are characteristic of the host dwelling, the design of the proposed extension is considered to emphasise the increase volume, mass and bulk. The scale of the proposed enlargement is therefore not considered to be subservient to the original dwelling. Whilst there have been some modest reductions to the proposals, the current scheme would continue to represent an increase in floorspace of approximately 138 sq. m, or 122% over and above the existing dwelling. Whilst this may be slightly smaller than the scheme proposed under application 20/01193/HOUSE, it remains considerably larger than the 103 sq. m, or 75% increase approved under application 17/00660/HOUSE, which is considered to be the upper limit of what would be considered appropriate in this sensitive location. Whilst the removal of the existing garage has been offered as justification for the considerable extensions proposed, the scale and appearance of the existing garage is not considered to be commensurate to the extensions proposed and is therefore considered to offer little weight in terms of offsetting the bulk and mass of the proposed development.
- 6.9 The covering letter submitted in support of the current application considers *"In spite of the site's positioning within these heritage designations (the CA and P&G), White Lodge is sequestered and screened from both in a manner that offers the site a sense of seclusion and separation from both."* However, in relation to the setting of White Lodge within the Donnington Grove Registered Park and Garden, the Conservation and Design Officer observes *"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."*
- 6.10 Furthermore, with regards to the context of the application site within the Donnington Conservation Area, the Conservation and Design Officer observed *"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 of this part of the conservation area, thereby causing harm to its significance.”

- 6.11 It is therefore concluded that this current amended scheme has not sufficiently overcome the concerns raised under the cover of application 20/01193/HOUSE. These revised proposals are considered harm the character and historic interest of the dwelling at White Lodge and its setting within the wider landscape. Furthermore the proposed extensions are not considered to appear subservient to the original dwelling, as a consequence the application is considered to be contrary to policies CS14 and CS19 of the Core Strategy and C6 of the Housing Site Allocations DPD.
- 6.12 In common with the scheme proposed under application 20/01193/HOUSE the additional first floor windows in the east and west elevations of the resultant building would not comprise primary windows to habitable rooms. The layout and scale of the proposed development does not alter meaningfully from the scheme proposed under application 20/01193/HOUSE. It is therefore considered the proposals would not harm 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. The revised scheme is not considered to have overcome the reasons for refusal for application 20/01193/HOUSE, consequently it is recommended that this current application is refused planning permission on the same grounds and the recommended wording for the refusal reflects the decision issued for application 20/01193/HOUSE.

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 siting, design and bulk, represent overly dominant and disproportionate additions which fail to respect or harmonise with the appearance of the existing dwelling or appear subservient to it. The resultant extended dwelling would appear prominent and incongruous in this location by comparison to the existing dwelling, including the east elevation where views would be available of it from public viewpoints and the public right of way (Shaw 9/1) within the Conservation Area, and from the north and north-west, within views from the Registered Park and Garden.</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</p>
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	<p>Allocations DPD 2006-2026, House Extensions SPG (2004) and the, Quality Design SPD (Part 2, 2006).</p> <p>Furthermore, by virtue of these impacts, the proposals would result in harm to the setting and character of the Conservation area and the Registered Park and Garden. The proposal therefore 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) which collectively seek to ensure proposals conserve and enhance heritage assets and their settings.</p>
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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>
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