

| Item No. | Application No. and Parish | Statutory Target Date | Proposal, Location, Applicant |
|--|------------------------------|-------------------------|--|
| (3) | 21/01481/HOUSE Pangbourne | 21/02/2021 ¹ | <p>The proposal consists of two main parts. Firstly, to convert the current indoor pool to create a kitchen, dining and family room area within ancillary storage areas to include boot and utility space. Above a subservient first floor extension, we propose to form two bedrooms with en suites with associated dressing areas and covered balcony. Secondly, we propose a single storey extension to the current outbuilding courtyard to create a gym.</p> <p>Oakingham House, Bere Court Road, Pangbourne, RG8 8JU</p> <p>Mr and Mrs J Ray Snr</p> |
| ¹ Extension of time agreed with applicant until TBC | | | |

To view the plans and drawings relating to this application click the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/01481/HOUSE>

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| Recommendation Summary: | Delegate to the Service Director (Development & Regulation) to grant planning permission |
| Ward Member(s): | Councillor Gareth Hurley |
| Reason for Committee Determination: | Called-in by Councillor Hurley |
| Committee Site Visit: | 8 th September 2021 |

Contact Officer Details

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1. Introduction

- 1.1 This application seeks planning permission for the conversion of the existing indoor pool to create a kitchen, dining and family room area with ancillary storage areas to include boot and utility space. A first floor extension is proposed above to form two bedrooms with en-suites and associated dressing areas and covered balcony. A single storey extension is also proposed to the current outbuilding courtyard to create a gym.
- 1.2 The application site comprises a large detached dwelling with associated outbuildings located on the south-east side of Bere Court Road; it benefits from spacious grounds and mature landscaping. Bere Court Road is a rural lane with sporadic development, characterised by large detached dwellings of individual design and situated within spacious plots. The dwelling at Oakingham House is a modern replacement dwelling in a neo-classical style.
- 1.3 The proposals would convert a swimming pool in the wing of the existing dwelling to form part of the habitable accommodation. A single storey infill extension is proposed along the north-west corner of the dwelling to facilitate a utility room. This extension would measure 2.85m in width and project by 1.9m; it would have an eaves height of 3.7m and a ridge height of 5m with a hipped roof. A first floor extension is proposed above the converted swimming pool measuring 15.4m in width and projecting by 8.75m; it would have a hipped roof design measuring 6.3m in eaves height and 9.6m in ridge height. The proposed first floor extension includes a covered terrace along the rear elevation. A two-storey rear extension is proposed measuring 6.7m in width and projecting by 2.8m; it would have a hipped design roof measuring 6.3m in eaves height and 8.5m in overall ridge height. The proposed extension to the existing outbuilding to facilitate a gym would measure 6640mm in width and project by 6940mm; it would have a half-hipped roof design measuring 2.6m to eaves height and 4.9m to the top of the ridge.
- 1.4 The application drawings also include 3 dormer windows in the rear roof-slope; these have not been included on the application description. The windows would measure 1.42m in width, 1.3m in height and would project by 2.8m. They would have a slightly domed appearance rather than a conventional flat or pitched roof design.

2. Planning History

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

| Application | Proposal | Decision / Date |
|----------------|--|------------------------|
| 00/00134/HOUSE | To install all weather Tennis Court | Approved 11.09.2000 |
| 97/51205/FUL | Conservatory extension to existing residence | Approved 02.10.1997 |
| 95/46974/FUL | Erection of a summerhouse and pergola | Approved 25.08.1995 |

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| 95/46045/FUL | Alterations to outbuildings for insertion of windows | Approved 28.03.1995 |
| 93/43039/ADD | Replacement of existing dwelling | Approved 22.11.1993 |

- 2.2 There is a long planning history for this site, the most relevant to this application are detailed above. The historic use of the site as a stables / stud appears to have ceased.

3. Procedural Matters

- 3.1 **EIA:** Given the nature and scale of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environment Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 **Publicity:** A site notice was displayed at the application site on 23rd June 2021, the deadline for representations expired on 17th July 2021.
- 3.3 **CIL:** 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 floor space (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, cumulatively, increase the floor space of the existing dwelling by more than 100 sq. m; the proposals are therefore 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.

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| Pangbourne Parish Council: | <p>Object on the following grounds:</p> <ol style="list-style-type: none"> 1. The application falls within the AONB, outside the settlement boundary of Pangbourne. The boundary marked on the location plan includes land reserved for equestrian use. 2. The application is for a large and bulky building which will be prominent in the landscape. The previous application was approved having made note of the fact that much of the application was single storey which lessened the visual impact. 3. The drawings are incomplete. There is no existing site plan and it is not clear whether what is being applied for is four |
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| | <p>separate buildings linked by a single roof, or the extension of the garage to include a gym.</p> <p>4. We believe that two flats have been built in what were originally stables on the previous plans without permission.</p> |
| Tidmarsh with Sulham Parish Council (adjacent): | No comments to make |
| Pang Valley Group (Ramblers): | The adequacy of the application site should mean that there is no need for encroachment by contractor's materials and vehicles but we do have concerns because the access to the area of the extension for the gym is restricted. There might be a temptation to utilise the Public Footpath for access to the area of the courtyard for the construction of the gym. There is no "Design and Access" Statement attached to the application that would clarify the position. If the Council are minded to grant permission, we would ask for a condition requiring that Public Footpath PANG/13/3 be kept clear of contractor's vehicles at all times and for reinstatement to be required if appropriate. |
| WBC Highways: | Highways DC have no comments |
| North Wessex Downs AONB: | No comments returned |
| WBC Ecology: | No comments returned |
| Natural England: | No comments returned |
| WBC Rights of Way: | No comments returned |

Public representations

4.2 No representations have been received in response to the 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, ADPP5, CS13, CS14, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies C1, 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)
- North Wessex Downs AONB Management Plan 2019-24
- WBC House Extensions SPG (2004)
- WBC Quality Design SPD (2006)
- Pangbourne Village Design Statement
- West Berkshire Landscape Character Assessment (2019)
- North Wessex Downs AONB Integrated Landscape Character Assessment (2002)

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 locality and the wider AONB setting;
- The impact on neighbouring properties.

Principle of development

6.2 Oakingham House (formerly known as Oakleigh House) is located outside of any defined settlement boundary and is 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. An extension or alteration will be permitted providing that:

- the scale of the enlargement is subservient to the original dwelling and is designed to be in character with the existing dwelling; and
- 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
- the use of materials is appropriate within the local architectural context; and
- there is no significant harm on the living conditions currently enjoyed by residents of neighbouring properties.

6.3 In addition, Policy ADPP5 of the Core Strategy, which concerns the North Wessex Downs Area of Outstanding Natural Beauty (AONB), requires development to conserve and enhance the local distinctiveness, sense of place and setting of the AONB whilst preserving the strong sense of remoteness, tranquillity and dark night skies, and the development should respond positively to the local context.

Character and appearance

6.4 The original dwelling occupying the application site was replaced as a result of the planning permission granted under application 93/43039/ADD. This replacement dwelling at Oakingham House has a distinctly Neo-classical form, despite its modern appearance. Neo-classical architecture is characterised by grandeur of scale, simplicity of geometric forms, dramatic use of columns and a preference for blank walls. These features are considered to be in particular evidence in the design of the rear elevation

of the proposed extensions with the introduction of a columned and covered terrace linking the proposed two-storey rear extension with the existing dwellinghouse.

- 6.5 The proposed first floor extension would not increase the footprint of the dwelling at Oakingham House, being located above the existing swimming pool wing. The single storey front and two-storey rear extensions would increase the footprint of the dwelling by only a modest amount when considering the overall scale of the host-dwelling. The original dwelling occupying the site in 1992 also comprised a substantial detached dwelling, with the officer report for application 93/43039/ADD observing that the replacement dwelling would represent an approximate increase in floor area of 27%. These current proposals would increase the footprint the main dwellinghouse by approximately 24 sq. m.
- 6.6 Despite the modest increase in the footprint of the host dwelling, it is acknowledged that the proposals would result in a greater increase in floor area. However, due to the grand scale of the existing dwelling, the proposed extensions are considered to remain sufficiently subservient to the host dwelling. At ground floor level the single storey front and two-storey rear extension would increase the floor-space by just 5%; at first floor level the proposals would increase the floor area by approximately 60% and at second floor level this increase would amount to 19% above the existing floor area. These figures show that the first floor element of the proposed extensions would have the greatest visual impact, however, they would measure 5m less in width than the main dwelling and would have a clearly subordinate ridge height.
- 6.7 The first floor extensions would be largely confined within the existing footprint of built development, and would not result in the spread of the dwelling in to more open areas of the application site. The proposed dormer windows are considered to be of a sufficiently modest scale and simple form to harmonise with the existing dwelling. They would be located in the roof-space of the main dwellinghouse and would serve an existing room in the roof-space. Bere Court Road is predominantly characterised by substantial and spacious properties, and Oakingham House already has the appearance of a residential estate, with the grandeur of the existing dwellinghouse and formal landscaped gardens. The proposed extensions to the main dwellinghouse are therefore considered to be commensurate in scale and in keeping with the character of the application site.
- 6.8 The proposed extension to the existing outbuilding to facilitate a gym would be situated within an existing complex of outbuildings in a courtyard setting, and consequently is not considered to push development out in to more open and undeveloped areas of the application site. It would increase the existing outbuilding by approximately 39%. The half-hipped roof-scape and plain design of the proposed gym extension is considered to be in keeping with the subservient character of this outbuilding, and the scale and appearance of this resultant complex, set in a horse-shoe shape in keeping with the historic character and function of the outbuildings at this site, is not considered to compete with the host dwelling.
- 6.9 Given the existing scale of the host dwelling, its symmetrical design with a significant number of French doors, and the existing spacious balcony, the proposals are not considered to result in any greater harm to the rural character of the locality or the North Wessex Downs AONB, or have any greater detrimental impact on the dark night skies, than the existing buildings occupying the application site.

Neighbouring Amenity

- 6.10 Due to the spacious nature of development along Bere Court Road and the significant degree of mature landscaping that characterises the locality, the proposals are

considered to be located too great a distance from adjacent properties to have any adverse impact on their residential amenities.

Other Matters

- 6.11 With regards to other matters raised in the consultation responses, there is a current application, given reference 20/02508/FULD, which is seeking planning permission for the creation of a separate residential unit. This is a separate application and is not considered to affect the assessment of this application for extensions to the main dwellinghouse. Any concerns that existing outbuildings have been unlawfully converted are a separate planning issue.
- 6.12 The red line application site shown on the Location Plan is extensive, and concern has been raised that the red line includes equestrian land. The dwellinghouse occupies the northern corner of the land together with a series of formal gardens immediately to the south-east and south-west. The remainder of the land to the south is open grassland, except for the aforementioned building which is separated by vegetation and accessed via a separate access track to the south-west along Bere Court Road. Since a tennis court was approved in 2000 to the west of the gardens, aerial photography indicates little change to the grassland in the intervening period. The extensions proposed by this application are contained within the existing footprint of the house and long established gardens, and so this application does not raise concerns of extending residential use. Equally, the granting of planning permission does not give tacit approval for an extended residential curtilage beyond the approved footprint. Any unauthorised extension of residential use would be a separate planning issue. It is recommended that an informative is applied to make clear that this decision does not imply agreement as to the residential curtilage.
- 6.13 It is not necessary for the planning system to duplicate other legislation. However, it is also considered reasonable, in response to the Ramblers Association's observations, to include an informative with any permission that may be granted to inform the applicant that the public footpath must not be obstructed.
- 6.14 The permission granted for the replacement dwelling under application 93/43039/ADD restricted permitted development rights for this property, and as a consequence no further conditions are considered necessary in this regard to check the sprawl of the building in the future. A condition was also included on the planning permission requiring the garage to be retained as such and not converted into additional habitable accommodation. In this regard, it is considered reasonable to condition any permission that may be forthcoming to ensure that the gym remains in ancillary / incidental use to the main dwelling at Oakingham House.

7. Planning Balance and Conclusion

- 7.1 It is considered the proposed extensions are acceptable and would not harm the character and appearance of the application site, its setting within the North Wessex Downs AONB, or the rural character of the locality. No material harm is anticipated to neighbouring amenity.
- 7.2 Having taken into account the relevant policy considerations and materials considerations referred to above, it is considered that the development is acceptable and conditional approval is justifiable.

8. Full Recommendation

- 8.1 To delegate to the Service Director (Development & Regulation) to GRANT PLANNING PERMISSION subject to the conditions listed below.

Conditions

1. **Commencement of development**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. **Approved plans**

The development hereby permitted shall be carried out in accordance with the approved plans and documents listed below:

3747/100 (Location Plan), received on 26/05/2021
3747/101 (Existing Ground Floor Layout), received on 26/05/2021
3747/102 (Existing First and Second Floor Layouts), received on 26/05/2021
3747/103 (Existing Elevations), received on 26/05/2021
3747/201 Rev A (Proposed Ground Floor Layout), received on 26/05/2021
3747/202 Rev A (Proposed First and Second Floor Layouts), received on 26/05/2021
3747/203 (Proposed Elevations), received on 26/05/2021
3747/205 Rev A (Proposed Site Plan), received on 26/05/2021

Reason: For the avoidance of doubt and in the interest of proper planning.

3. **Materials as specified / match**

The materials to be used in the development hereby permitted shall be as specified on the plans and/or the application forms. Where stated that materials shall match the existing, those materials shall match those on the existing development in colour, size and texture.

Reason: To ensure that the external materials respond to local character. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (June 2006), and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

4. **Ancillary/incidental use**

The gym extension hereby permitted to the existing outbuilding shall not be used at any time other than for purposes ancillary and/or incidental to the residential use of the dwelling known as Oakingham House.

Reason: To limit the future use of the building to prevent uses which would not be ancillary or incidental to the main dwelling. This condition is applied in the interests of preventing a change of use which would result in an unsustainable pattern of development, and detract from neighbouring and local amenity. This condition is applied in accordance with Policies ADPP1, ADPP5, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, Policies C3 and C6 of the Housing Site Allocations DPD 2006-2026, WBC Quality Design SPD (2006), and WBC House Extensions SPG (2004).

Informatives

1. **Residential curtilage**
The applicants attention is drawn to the fact that the Local Planning Authority does not necessarily accept that the red line plan accompanying the application accurately reflects the size of the lawful curtilage on site.

2. **No obstruction of public right of way**
The applicant is advised that this planning permission does not in any way allow the Public Right of Way to be obstructed at any time during the course of the development.