

Notice of Meeting



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Western Area Planning Committee

Wednesday, 10th July, 2019 at 6.30 pm

**In the Council Chamber Council Offices
Market Street Newbury**

Members Interests

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Plans relating to the Planning Applications to be considered at the meeting can be viewed in the Council Chamber, Market Street, Newbury between 5.30pm and 6.30pm on the day of the meeting.

No new information may be produced to Committee on the night (this does not prevent applicants or objectors raising new points verbally). If objectors or applicants wish to introduce new additional material they must provide such material to planning officers at least 5 clear working days before the meeting (in line with the Local Authorities (Access to Meetings and Documents) (Period of Notice) (England) Order 2002).

For further information about this Agenda, or to inspect any background documents referred to in Part I reports, please contact the Planning Team on (01635) 519148
Email: planapps@westberks.gov.uk

Further information, Planning Applications and Minutes are also available on the Council's website at www.westberks.gov.uk

Any queries relating to the Committee should be directed to Jo Reeves on (01635) 519486 Email: jo.reeves@westberks.gov.uk

Date of despatch of Agenda: Tuesday, 2 July 2019



Agenda - Western Area Planning Committee to be held on Wednesday, 10 July 2019
(continued)

- To:** Councillors Adrian Abbs, Phil Barnett, Jeff Cant, Hilary Cole, Carlyne Culver, Clive Hooker (Chairman), Claire Rowles, Tony Vickers (Vice-Chairman) and Howard Woollaston
- Substitutes:** Councillors James Cole, David Marsh, Steve Masters, Andy Moore, Erik Pattenden and Garth Simpson
-

Agenda

Part I

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(1) Application No. and Parish: 19/00806/HOUSE - 24 Donnington Square, Newbury	5 - 30
Proposal: Three storey side extension and new porch.	
Location: 24 Donnington Square, Newbury.	
Applicant: Mr & Mrs Davies	
Recommendation: To DELEGATE to the Head of Development and Planning to GRANT PLANNING PERMISSION subject to conditions.	
(2) Application No. and Parish: 19/00577/FULD - 6 Northwood Drive, Newbury	31 - 32
Proposal: New single family dwelling	
Location: 6 Northwood Drive, Newbury, RG14 2HB	
Applicant: Mr Hamey and Mrs Woodhead	
Recommendation: To DELEGATE to the Head of Development and Planning to GRANT PLANNING PERMISSION subject to conditions	
(3) Application No. and Parish: 18/03398/HOUSE - Winterley House, Kintbury	33 - 42
Proposal: Two storey and single storey extensions	
Location: Winterley House, Kintbury	
Applicant: Mr and Mrs McNally	
Recommendation: The Head of Development and Planning be authorised to REFUSE planning permission.	

Background Papers

- (a) The West Berkshire Core Strategy 2006-2026.
- (b) The West Berkshire District Local Plan (Saved Policies September 2007), the Replacement Minerals Local Plan for Berkshire, the Waste Local Plan for Berkshire and relevant Supplementary Planning Guidance and Documents.
- (c) Any previous planning applications for the site, together with correspondence and report(s) on those applications.



Agenda - Western Area Planning Committee to be held on Wednesday, 10 July 2019
(continued)

- (d) The case file for the current application comprising plans, application forms, correspondence and case officer's notes.
- (e) The Human Rights Act.

Sarah Clarke
Head of Legal and Strategic Support

If you require this information in a different format or translation, please contact
Moira Fraser on telephone (01635) 519045.



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WESTERN AREA PLANNING COMMITTEE ON 10/07/19

UPDATE REPORT

Item No: (1) **Application No:** 19/00806/HOUSE **Page No.** 5 - 13
Site: 24 Donnington Square

Planning Officer:

Derek Carnegie

Planning Officer Presenting:

Member Presenting:

Parish Representative speaking: N/A

Objector(s) speaking: Charlotte Hawkins

Supporter(s) speaking: N/A

Applicant/Agent speaking: James Sopp (On behalf of Mr & Mrs Davies)
Matt Taylor

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

1. Introduction

This report complements the Application Report published prior to the Committee and provides an update on matters that have changed in the meantime.

2. Additional consultation responses

As members are aware, there have been numerous submissions and responses on behalf of an objector and the applicant regarding the conservation merits of the proposal. These submissions have been published with the application documents, but are also attached for ease of reference.

Since this application was last deferred, we have received two further letters of objection; in total objections have been received from 20 individuals. We have also received letters of support from 10 individuals. An objection has also been received from the Newbury Society.

A summary of the representations is as follows:-

Objections

- Proposal should be reduced by a storey, as per Officer suggestion
- Will dominate No. 23, will create extra shadowing on them.
- Adverse impact on street scene – claim of a terracing effect.

Newbury Society

“Donnington Square is a Conservation Area: this is a material consideration in planning matters. As English Heritage states: “Under the National Planning Policy Framework (NPPF) conservation areas are designated heritage assets and their conservation is to be given great weight in planning permission decisions.”

The Donnington Square Conservation Area was designated on March 16, 1971. Before deciding on this application, councillors need to understand the details and character of this Conservation Area, which has now been in existence for 48 years, and why it was originally designated. Have they been fully advised on this?

When the Conservation Area was designated it was described as a highlight of Newbury, “where especially high standards of design are expected and where uses and adaptations that are sympathetic to the surrounding character are essential.”

The proposed extension is still too large, particularly in width. It will have a significant impact on the appearance of this part of the Conservation Area, and as such will be detrimental to the character of this Conservation Area.”

Support

- Proposal is compliant with planning guidelines
- Applicants have been accommodating
- Blends with existing character/ complimentary/ high quality/ enhance square aesthetic/ positive addition/ enhance street view
- Rebalance manor house
- No disadvantages/no additional impact on neighbours
- Gap will not be closed, proposal is set back

3. Updated recommendation

The various submissions and representations have all been taken into account, and the recommendation remains unchanged: To delegate to the Head of Development and Planning to **GRANT PLANNING PERMISSION** subject to the conditions listed in Section 8 of the Committee Report.

DC

Mrs Charlotte Hawkins

Sent by email only

4 June 2019

Dear Charlotte

19/00806/HOUSE 24 Donnington Square, Newbury. Conservation and design issues

Further to my site visit and our previous correspondence, I have identified the following key issues based on information relating to the proposed 3 storey extension available on West Berkshire Council's website at 3 June 2019.

1. Impact on the character or appearance of a conservation area;
2. Impact on the significance of a conservation area;
3. Impact on the significance of non-designated heritage assets;
4. Design.

Context

Decisions on planning applications must be taken in accordance with the Development Plan unless material considerations dictate otherwise. In this case, key policies in the Development Plan include Policy CS14 Design Principles, and Policy CS19 Historic Environment and Landscape Character, within West Berkshire Council's Core Strategy, adopted 2012.

The National Planning Policy Framework (February 2019) (NPPF) is also relevant to consideration of this application, notably Section 4 Decision-making; Section 12 Achieving well-designed places; and Section 16 Conserving and enhancing the historic environment.

West Berkshire Council's Quality Design SPD (2006) is also relevant.

Conservation areas are a type of 'designated heritage asset', 'areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.' I note that Section 72 of the Planning (Listed Buildings and Conservation Areas Act) 1990 states that with respect to any buildings or other land within a conservation area, in the exercise of relevant functions under the Planning Acts, *special attention* shall be paid to the desirability of preserving or enhancing the character or appearance of that area (my italics).

I note also that the NPPF requires that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation... irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.' 'Substantial harm' is a high test: where harm is 'less than substantial' such harm should be weighed against the public benefits of the proposal.

The Council has no conservation area appraisal for Donnington Square Conservation Area, the extent of which is shown on the extract from the Council's mapping system, below.

The applicant has not submitted a statement of significance as required by the NPPF.

The Newbury Historic Character Study 2005 describes Donnington Square (Area 57), and notes that 'large individually designed, 19th century, mainly semi-detached houses are arranged around three sides of a square. They are usually three storeys plus basement.' It notes that there is also some 20th century development, and that 'This area has a distinct character, not paralleled elsewhere in the town.'

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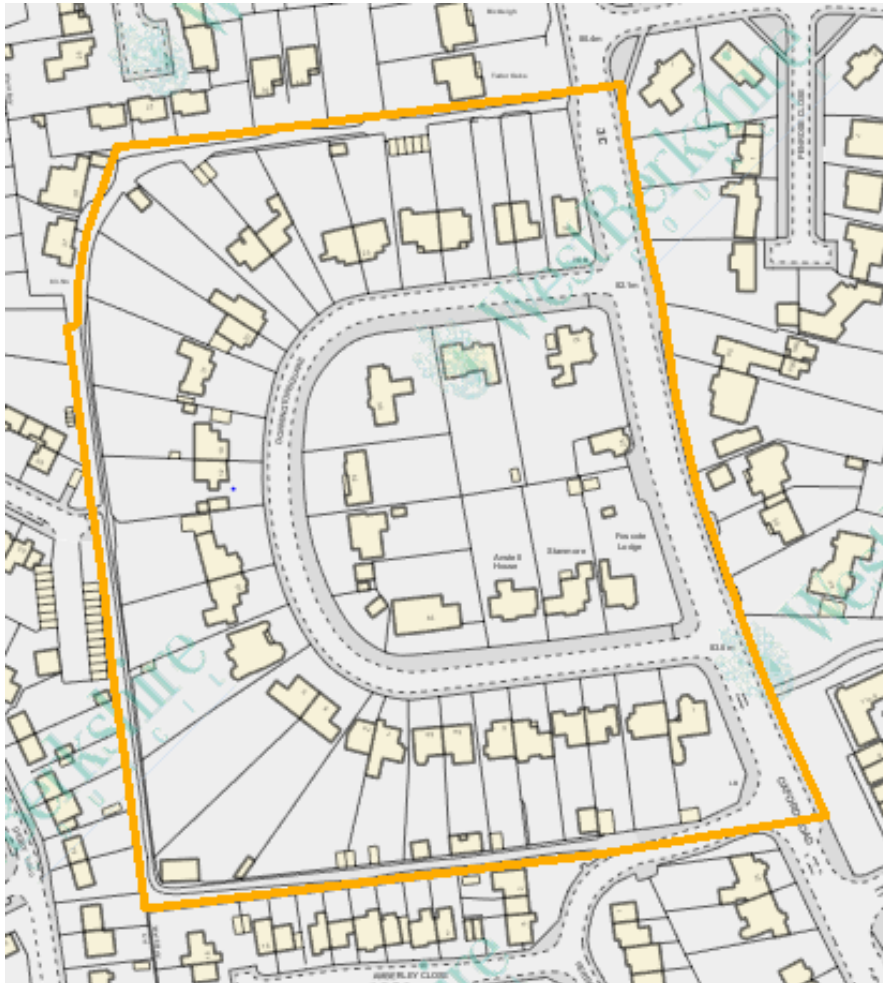
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The 19th century houses may, due to their architectural and historic interest, be considered as non-designated heritage assets. Some have been extended.

As shown on the map, No. 24 Donnington Square is one of an originally symmetrical pair of semi-detached 19th century houses, 3 storeys plus basement. Its neighbour, No. 23, is one of a pair of 20th century houses, 2 storeys tall, their frontage set back from the building line of older development. It is understood that No. 22 and 23 replaced earlier development destroyed by fire.



The conservation area

The significance of the Donnington Square conservation area derives from its 19th century houses, which are, individually of some interest. The distinctive character and appearance of the conservation area derives largely from the quality of those buildings and from their layout. Later buildings, which are generally less tall than the 19th century properties, trees, and other vegetation also contribute to character and appearance. The spaces between buildings and the fact that building frontages are set back from the carriageway give this quiet enclave a feeling of spaciousness.

Assessment

Whilst a number of the older properties within the conservation area, including No. 25, have been extended such that the distance to the boundary from their side wall has been reduced, the circumstances of this application are unique in a number of key respects, both in terms of the planning

context and the physical context. The relationship between No. 24 and its neighbour, No. 23, is very different from the relationships between other properties, due to differences in the position, size and scale of buildings.

I would therefore suggest that the application should be refused for the following reasons:

- The proposal, by virtue of its location, form and massing, size, and scale relative to the neighbouring property, No. 23, would fail to preserve or enhance the character and appearance of the conservation area. The spaciousness of this part of the conservation area would be eroded, and the development would have an overbearing effect on No. 23. Any adverse effects of the difference in scale of the two dwellings as existing would be exacerbated by the narrowing of the gap between them and by the form, massing, size and scale of the proposed development.
- The proposal would result in harm to the significance of the conservation area and to the significance of undesignated heritage assets. As noted above, the significance of the conservation area derives from its 19th century houses, which are individually of some interest. No 24 is of an elegant design, presently largely unaltered, presenting a gable to the street, the arrangement of its major and subsidiary elements resulting in a building form which has an attractive and well-composed appearance with cascading roof slopes. The proposal would detract from that appearance, notably by introducing a roof form which would detract from the silhouette of the building and would present incongruous horizontal ridge and eaves lines on the principal elevation of the building.

I note that the proposal would fail to comply with Policy CS14 of the Development Plan in that it would not 'enhance the character and appearance of the area', and with Policy CS19 in that it would not be 'appropriate in terms of location, scale and design' and would not result in the 'conservation' or 'enhancement of heritage assets and their settings.' Further, any harm to the significance of heritage assets would not be outweighed by public benefits as required by the NPPF.

I trust that the above is helpful.

Yours sincerely

Christina Duckett RIBA MRTPI

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This is an EXTERNAL EMAIL. STOP. THINK before you CLICK links or OPEN attachments.

From: Matt Taylor
Sent: 25/06/2019 10:53:24
To: Scott Houston
Cc: James Sopp; Bob Dray; Derek Carnegie
Subject: 19/00806/HOUSE - 24 Donnington Square, Newbury
Attachments: S Houston - 24 Donnington Sq.pdf; 2929-02F Block Plan.pdf

Dear Scott,

On behalf of Gareth and Lenny Davies, further to the western area Planning Committee on 12th June, you will be aware that this item was deferred, mostly due to an opinion prepared by HDA on behalf of the objecting neighbour Ms Hawkins. Due to the late submission of this information, neither the applicant nor the majority of the Members had seen it prior to the committee and therefore, understandably, the item was deferred to allow time for this information to be considered and for the applicant to respond as appropriate.

Conservation and Heritage

The letter from HDA is limited in providing any real analysis of the proposal and is instead an opinion commissioned from a negative standpoint. This also contradicted the more detailed feedback prepared by the Council's own impartial Conservation Officer (Dennis Greenway), who is the most relevant and local expert. We are pleased to note that the consultation response from the Conservation Officer has now been provided on the Councils website and, in summary, confirms:

"I would agree...that the balance is tipping towards greater acceptability in design terms, since there is some variety in the design of the extensions to this part of Donnington Square referred to in my original comments, and with a not a strict duality between the pairs of houses here, including numbers 24 and 25" 08/05/19

And most recently;

"Notwithstanding any other Development Control Case Officer considerations, I confirm the comments made in my 08/05/2019 e-mail, that the balance in building conservation terms favours the (amended) proposals". 22/05/19

Notwithstanding this, some Members raised concerns during the committee that the applicant had not commissioned their own Heritage Statement and therefore we are now pleased to provide an unrepentant statement from James Weir Historic Buildings Consultant. James is a well-respected and highly qualified heritage specialist, being a Guardian, Trustee and Casework Committee member of the 'Society for the Protection of Ancient Buildings'; a heritage consultant acting for Bournemouth Borough Council; as Heritage and Conservation Officer for Bournemouth Civic Society and an experienced private Heritage Consultant.

We are certain that you will find this statement to be a detailed, interesting and, moreover, a correct and well-reasoned analysis of the Conservation Area, the host building and the proposed extension. In conclusion, James states that *"the proposed extension appears to be complementary with both the existing building and the general architectural context of the Conservation Area..... We would therefore conclude that the proposal preserves the character and appearance of the Conservation Area, and will result in no discernible harm on the significance of No. 24 as a non-designated heritage asset on the strength of its relatively unaltered form and, as a building which encapsulates the defining architectural interest of the Conservation Area, a positive contributor to it."*

Dimensions

The other main issue which arose during the planning committee was the misunderstanding from both the Newbury Society and Ms Hawkins that the proposed extension was larger than the approved and constructed extension at No.25 (the other half of the semi-detached pair). Indeed, as worded, both of the objections suggested that if the proposed extension was no larger than the existing extension at No.25, there would be no objection.

We explained to Committee Members that this was in fact an error made by the objecting parties and in fact the proposed extension was, overall, much smaller than the extension at No.25. For clarity and the avoidance of doubt, we are pleased to provide an amended site plan which shows the neighbouring property in full, with measurements annotated on both extensions for ease of comparison. In summary, the measurements compare as follows:

	PROPOSED EXTENSION (No.24)	EXISTING EXTENSION (No.25)
Width	3.6m	3.7m
Depth	7.1m	9.0m

We trust that this provides the Planning Committee with clarity regarding these matters and politely ask that you add this email, along with the attachments to the online application file as the earliest opportunity.

In the interim, we intend to circulate an email to Members in advance of the committee to summarise these findings for the avoidance of any doubt.

Kind Regards

Matt Taylor

BA(Hons) PG-Dip MRTPI

Senior Principal Planner

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1901/C/24 Donnington Sq

West Berkshire District Council
Market Street
Newbury
Berks.
RG14 5LD

For the attention of Mr S Houston

19 June 2019

By Email

Dear Sirs,

Re: 19/00806/HOUSE, 24 Donnington Square, Newbury, Berks RG14 1PJ

Following the Planning Committee's decision at its most recent meeting on 12 June 2019 to defer determination of the above application, I have been instructed by Mr G Davies of 24 Donnington Square to provide an independent heritage review of the proposals and the relevant application documentation. This is in response to concerns raised by Members that the application was not supported by a specific Heritage Statement.

Summary of Experience

I have been working in the heritage sector for 15 years, the early years of which were spent in the area of building surveying in private practice and, subsequently, the National Trust. During these years, I completed a Postgraduate Diploma in Surveying, and took a Masters degree from Somerville College, Oxford. In 2010 I began practising as an independent Historic Buildings Consultant and completed a Postgraduate Certificate in Architectural History through the Department of Continuing Education at the University of Oxford. In 2011, I gained full professional membership of the Institute of Historic Building Conservation; was elected a Fellow of the Royal Society of Arts; and commenced a doctorate in Architectural History at Kellogg College, Oxford, in which I am in the latter stages of writing the final thesis.

Since 2010, I have worked exclusively with historic buildings and landscapes, with the work broadly encompassing building/condition surveys, Historic Building Appraisals, Heritage Statements, and general consultancy on the historic environment. A significant part of my work involves scrutinising and assessing the heritage elements of planning applications, which I encounter in various ways: as a Guardian, Trustee and Casework Committee member of the Society for the Protection of Ancient Buildings; a heritage consultant acting for Bournemouth Borough Council; as Heritage and Conservation

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Officer for Bournemouth Civic Society; and through general consultancy providing pre- and post-, application advice to building owners or other relevant parties.

Designations

The property is situated in the Donnington Square Conservation Area, and is not statutorily listed. However, owing to its positive contribution to the Conservation Area and among its original defining buildings, the property is considered to be a non-designated heritage asset as defined in the National Planning Policy Framework (2018).

Policies

The conclusions of this report are underpinned by the relevant sections of national policy contained within the NPPF, particularly paragraphs 184, 189-190, 192-196, and 200.

The following policies in the West Berkshire Core Strategy are considered particularly relevant to this application:

CS 14 – Design Principles

CS19 – Historic Environment and Landscape Character

Donnington Square - Development

Donnington Square is a planned development of detached and semi-detached houses approximately 1km northwest of the centre of Newbury, arranged in a crescent around a central space. The latter was originally open, but has now also been developed.

The land for the development originally formed part of a common field called 'Claypit Field' which, at the time of the Speen parish enclosure was allotted to Mr John Payton (Berkshire Record Office [BRO] D/ENM1/E36). The Enclosure Map of 1780 confirms both that the current extent of the Square is broadly coterminous with Payton's allotment, and that it was at this time undeveloped. By 1797, the former common field was further divided, to provide a total of 14 parcels of land (BRO D/EX1379/73/1-5).

The land for the development was purchased in 1848 by Jere Bunny (1788-1854), a solicitor in Newbury and partner in the 'Newbury Bank' with Samuel Toomer (1736-1817) and Samuel Slocock (1747-1831), founded in 1791. In 1851, Jere Bunny sold part of the land (12-15 Donnington Square) to John Dyne, a local builder (BRO D/EX198/2/1), and the remainder to his son, Henry Bunny (1822-1891), who was town clerk at the time. In 1853 Henry Bunny then sold on his parcel, seemingly along with the other which had already been sold by Jere Bunny, for a considerable sum to another builder, Richard Shaw. In the ensuing scandal, in which it appears that he had forged ownership documents, Henry Bunny fled for New Zealand and was disinherited. In the ensuing legal disputes between the remaining parties, the majority of the site came into the possession of Edward Brice Bunny (1785-1867), who by that time was also a partner in the Newbury Bank.

The first buildings on the Square are therefore likely to date from the 1850s, almost certainly after the legal wrangling had concluded. Berkshire Record Office has a watercolour of the 'Proposed Development of Donnington Square' by the architect, William Ford Poulton (1822-1901), dated c. 1855, which suggests both that this architect

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might have had some involvement in the designs of the houses, and that building was beginning at this time. In the 1861 Census, 13 dwellings are recorded on the Square, indicating that the majority had been built by this time.



Figure 1. Extract from 1st edition 6-inch OS (1877)



Figure 2. Extract from 2nd edition 25-inch OS (1898)



Figure 3. Extract from 3rd edition 25-inch OS (1910)

By the time of the 1st edition of the Ordnance Survey, surveyed in this area in 1877 and published in 1883 (Figure 1), the development comprising mostly semi-detached

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dwellings extended around the developed square in a somewhat piecemeal fashion, with at least three vacant plots. It seems that the plot of the current Nos. 22/23, which has been described in the application documentation as having originally had a dwelling which burned down in 1851, fitted the pattern of this piecemeal development of the Square resulting in occasional vacant plots; we were not able to find any evidence of a building on this site at this time, nor of one having been destroyed by fire.

Subsequent maps illustrate that little had changed on the site by 1898, and by 1910 the only significant development was the construction of Olney Lodge (between Nos. 9 and 10) on the southwest side of the Square, and also the beginning of infill development within the square itself (Figures 2 and 3).



Figure 4. Extract from 4th edition 25-inch OS (1932)

By 1932, development is limited to further encroachment upon the central square and various extensions, including side extensions to Nos 11 and 12 and to No. 25, adjoining the application site (Figure 4). Subsequent editions of the Ordnance Survey, surveyed in the period 1930-45, indicate that the smaller dwellings occupying Nos 6a-6b, 17, 22-23 were constructed during this period. The complementary style of these buildings suggests that their construction was broadly contemporary, whilst Nos. 17 and 22-23 share a set-back building line.

In 2007, the early-twentieth-century, two-storey side extension to No. 25 was demolished and replaced with the current, much larger, extension.

Donnington Square - Significance

Donnington Square was designated a Conservation Area in March 1971 and is therefore understood to have special architectural and/or historic interest. Its **architectural interest** lies broadly in its eclectic mix of styles, a trait typical of speculative estates where development proceeded piecemeal under different owners and builders/architects. Whilst all the original buildings broadly conform to typical mid-nineteenth-century neo-classical type, there are some broad categories which bear similar characteristics, including being three-storeyed, and having gabled or shallow-hipped slated roofs, rendered external walls, and timber sash windows.

Nos 24/25, along with Nos 5-6 and 20-21 present prominent gable-ends to the street frontage, with lean-to entrance wings and broadly symmetrical plan-forms. Other

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dwellings reflect this gable-prominent form, but are either detached (Nos 2 and 30), or have central entrances (Nos 3-4), or eschew symmetry altogether (Nos 26-27).

A second type comprises the slightly more ornate, Italianate villas with prominent turrets (Nos 8-9, 12-19), whilst a third is illustrated by the box-like form typical of the early- to mid-nineteenth century descendants of Georgian domestic architecture (Nos 7, 28-9).

Exceptions to these broad neo-classical types have already been mentioned and date from a later period. Olney Lodge, constructed in the period 1898x1910, is more typical of Victorian Gothic suburban architecture with stone mullioned windows and quoins, exposed brick walls, and clay-tiled roofs, although it maintains conjunctive cues in the form of a turret and prominent front-facing gable. Finally, the mid-twentieth-century buildings, such as Nos 22-23, are generally two-storey brick structures with hipped, tiled roofs, and casement windows.

Although the insertion of these later buildings and the development of the central square has to some extent impacted upon the character of the Conservation Area, it is for the greater part intact and well-preserved. Alterations to buildings have been generally limited to modest side and rear extensions in complementary styles.

The **historical interest** of Donnington Square can be broadly described in two particular areas. First, and as shown by nineteenth-century maps of the locality, the development was unique in the locality at the time in introducing what was effectively a planned residential estate on the prevailing Georgian/Regency type in the fields between Newbury and Donnington, themselves characterised on the one hand by a dense, medieval burgh plot pattern and, on the other, a small irregular, medieval village which developed along the thoroughfares between Donnington Castle and Priory.

Secondly, the development has associative value in its connection with prominent nineteenth-century local personalities in the form of the Bunny family. As well as being involved with the Newbury Bank, Jere Bunny had been Mayor in 1836 and his brother Edward Brice Bunny (1785-1867) was a JP. Henry Bunny, as well as being town clerk in 1849-53, rose to some prominence in New Zealand, where he was an MP, Secretary and Treasurer of Wellington Province and the province's last superintendent before it was abolished in 1876.

Proposals and Impact Assessment

The proposal encompasses a three-storey extension on the west side of the building, along with a new porch surrounding the existing entrance door. In assessing these proposals, we have taken into account the representation provided by Christina Duckett of Hankinson Duckett Associates (HDA) and the comments of Debra Inston, Principal Conservation and Design Officer, West Berkshire Council.

Scale The front (south) elevation of the proposed extension is set back from the building line of the existing frontage. On the rear (north) elevation, only the ground-floor of the extension extends northwards to the existing rear building line, whilst the upper floors are recessed on this elevation. The three-storey height matches that of the existing wing, whilst the roof has a shallow pitch which culminates in a slightly lesser height than the current lean-to roof.

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Cumulatively, not only does this result in a lesser footprint and mass than the existing lean-to wing, it also serves to demarcate the extension as a later addition to the structure.

The west side of No. 24 is characterised by a considerable gap between the west flank wall and the property boundary. The full extent of the extension and associated landscaping in the form of a retaining wall does not reach the property boundary and therefore cannot reasonably be said to be an overdevelopment of the plot. The experience of the extension at No. 25 demonstrates how, though an extension can be taken closer to the property boundary, this does not adversely affect appreciation of the spacing between the dwellings, which is, of course, desirable to maintain for aesthetic reasons. Similarly, the distance between the extension and the front elevations of Nos 22-23, which are set back 25 metres from the roadside, means that any modest addition will have little discernible visual impact upon this open aspect (Figure 5). In this context, it seems unreasonable to suggest that the proposed extension could be said to 'dominate' No. 23. Moreover, the extension does not dominate the existing building.



Figure 5. Existing view between Nos. 22-23 (left) and No. 24 (right) (Image: Google)

Style The extension is designed in a complementary style that continues many of the features of the existing building, including a slate roof, sash windows, rendered external walls, plinth and plat band. In general design, then, the extension appears to be appropriate to the general context of the Conservation Area and to the design of the existing building.

Some concern has been raised that the proposed hipped roof form would 'detract from the silhouette of the building and would present incongruous horizontal ridge and eaves lines on the principal elevation of the building' (HDA letter, p. 3). First, the use of hipped roofs is demonstrably not incongruous with the prevailing architecture of the square: whilst some buildings have this as their predominant roof form, others, such as No. 26, employ it in an analogous context, i.e. to cover a set-back section of building (Figure 6). One could rather conclude that the interplay between gable and hipped roof forms is a defining element of the character of the buildings

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around the square. Secondly, the use of a hipped roof on this extension should serve to lessen its mass and visual impact, particularly on views towards the building from the square.



Figure 6. No. 26 Donnington Square showing (original) hipped roof over set-back entrance/stair wing (Image: Google)

Views At present, the frontal view of the semi-detached pair forming Nos 24/5 is not balanced owing to the 2007/8 three-storey extension to No. 25 on the site of the earlier extension which had been built in the period 1910x1932. Although gradual accretion of extensions on one building should not *per se* permit matching examples to be added to another in an ever-increasing escalation of overall building mass, in this case the lack of balance is obvious and veers considerably from the original aesthetic. A corresponding mass will restore some measure of symmetry to the building.

The proposed extension is not an exact copy of the extension to No. 25: the roof presents a hip to the street frontage, whilst the second floor has only one window as opposed to two (though the fenestration is otherwise similar). The overall architecture of the original buildings around the square is not one of homogenous terracing with strictly-applied symmetry, such as one might find in Georgian and regency developments, but is rather varied in conception and reflective of a lesser insistence upon symmetry that developed in the mid- to late-Victorian period. Therefore the subtle differences to the extension in this case are, owing to the broad agreement of its mass and position, considered to be acceptable and appropriate to the general spirit of the square, where consciously-designed architectural variety is evidenced throughout.

Owing to the location of No. 24, the extension is hidden from any views into the Conservation Area from the B4494 and, similarly, appears to be all but totally obscured from view from No. 36 owing to the tree screening on the latter's boundary. The main viewpoint from which the extension will be experienced is from the southwest on Donnington Square, where the building's prominence is emphasised by the open space in front of Nos 22-23

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(Figure 7). For reasons already stated, primarily to do with the subservient scale of the extension and the complementary design, it is not felt that the extension will impact negatively upon any aesthetic appreciation of the buildings from this viewpoint, but merely take its visual place alongside the multifarious roof-forms and wall lines which characterise the prevailing built form from this direction.



Figure 7. View towards No. 24 (centre) from the southwest (Image: Google)

Conclusion

In conclusion, the proposed extension appears to be complementary with both the existing building and the general architectural context of the Conservation Area. The pattern of development of the latter has historically been restricted to side- and rear-extensions as adaptations to changing occupancy patterns and affluence and this proposal fits within this defining pattern.

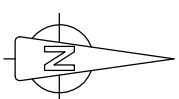
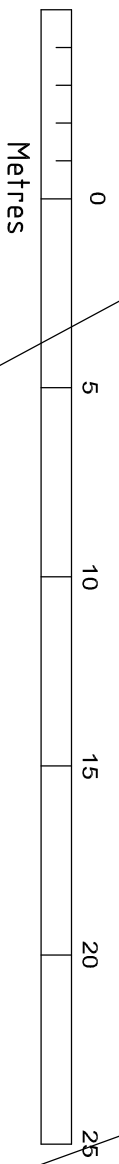
The architectural interest of the Conservation Area has been found to lie in the variety of the building designs, which are nonetheless united in a neo-classical template and with specific shared details such as prominent gables, shallow subsidiary hips etc. Insofar that the extension does not go against this general pattern, and is of a subservient scale, it cannot reasonably be said to impact negatively upon the character and appearance of the Conservation Area.

We would therefore conclude that the proposal preserves the character and appearance of the Conservation Area, and will result in no discernible harm on the significance of No. 24 as a non-designated heritage asset on the strength of its relatively unaltered form and, as a building which encapsulates the defining architectural interest of the Conservation Area, a positive contributor to it.

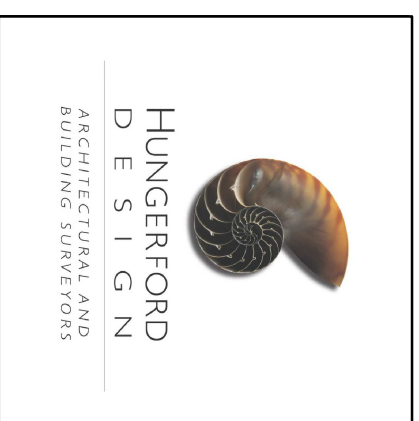
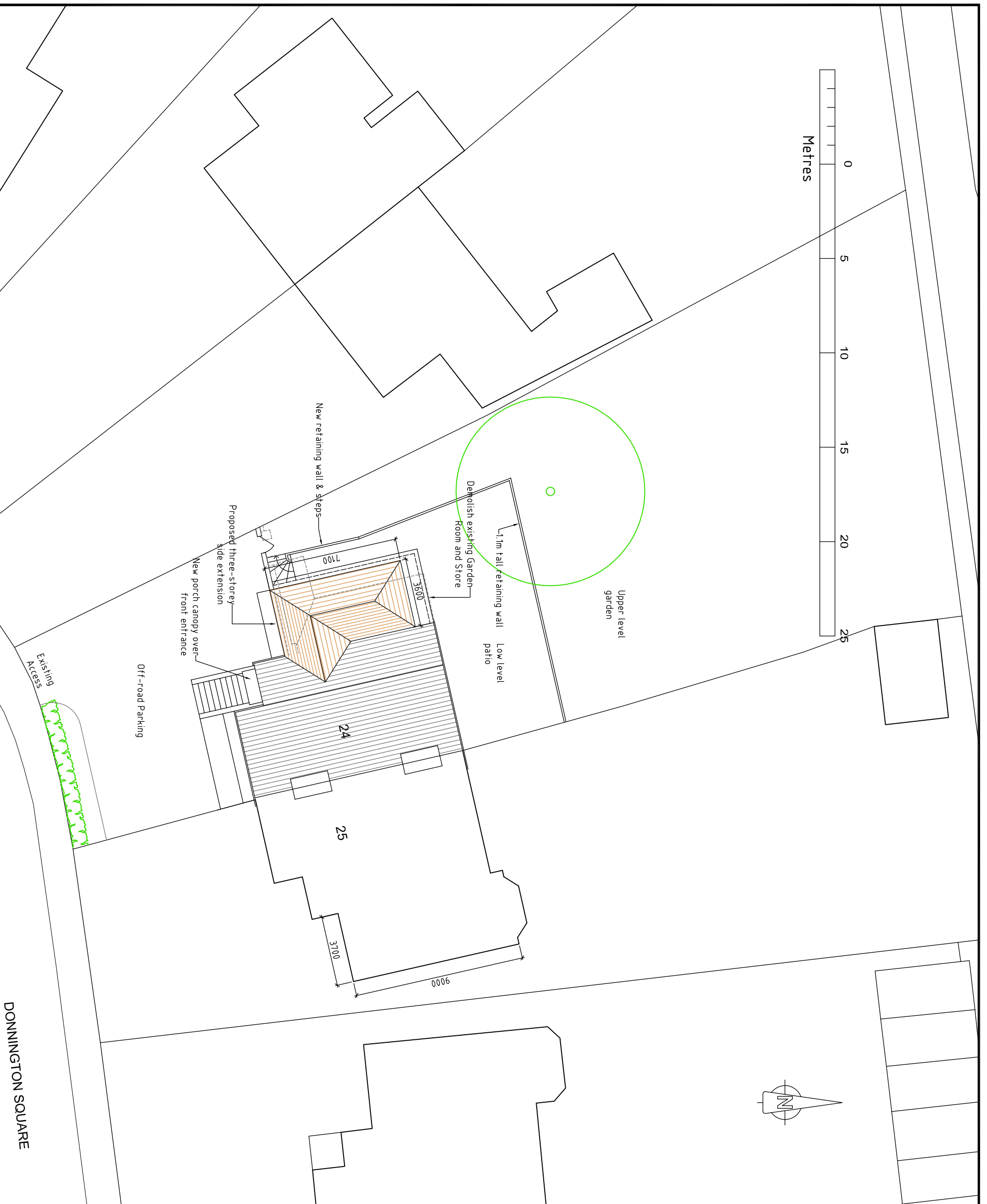
Yours faithfully,

A handwritten signature in blue ink, appearing to read 'J Weir'.

James Weir MA (Oxon) PgDipSurv PgCertArchHist FRSA IHBC



NOTES
 All levels, dimensions and construction details to be checked on-site by the contractors before work commences. All construction details to comply with the latest Building Regulations, British Standard Specifications and Codes of Practice.



**CHILTON HOUSE, CHARNHAM LANE
 HUNGERFORD, BERKSHIRE, RG17 0EY
 TEL :- 01488-683424 FAX :- 01488-683500**

DRAWING TITLE
Proposed Side Extension
24 Donnington Square
Newbury, Berks, RG14 1PJ
for Mr & Mrs G. Davies

SCALE	DATE	DRAWN BY	APPROVED BY
1:200	June 2019	JS	

DRAWING NUMBER	REV
2929-02F	F
CAD REFERENCE	
Block Plan	A3

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Mrs Charlotte Hawkins

Sent by email only

28 June 2019

Dear Charlotte

19/00806/HOUSE 24 Donnington Square, Newbury. Conservation and design issues

Background

In my letter of 4 June I suggested that the application should be refused for the following reasons:

- 1. The proposal, by virtue of its location, form and massing, size, and scale relative to the neighbouring property, No. 23, would fail to preserve or enhance the character and appearance of the conservation area.** The spaciousness of this part of the conservation area would be eroded, and the development would have an overbearing effect on No. 23. Any adverse effects of the difference in scale of the two dwellings as existing would be exacerbated by the narrowing of the gap between them and by the form, massing, size and scale of the proposed development.
- 2. The proposal would result in harm to the significance of the conservation area and to the significance of undesignated heritage assets.** As noted above, the significance of the conservation area derives from its 19th century houses, which are individually of some interest. No.24 is of an elegant design, presently largely unaltered, presenting a gable to the street, the arrangement of its major and subsidiary elements resulting in a building form which has an attractive and well-composed appearance with cascading roof slopes. The proposal would detract from that appearance, notably by introducing a roof form which would detract from the silhouette of the building and would present incongruous horizontal ridge and eaves lines on the principal elevation of the building.

I noted that the proposal would fail to comply with Policy CS14 of the Development Plan in that it would not 'enhance the character and appearance of the area', and with Policy CS19 in that it would not be 'appropriate in terms of location, scale and design' and would not result in the 'conservation' or 'enhancement of heritage assets and their settings.' Further, any harm to the significance of the conservation area would not be outweighed by public benefits as required by the NPPF.

Review of recent correspondence

The following points are, in my view, relevant to any decision made by the committee.

As a planning professional who is a design and conservation specialist, I have evaluated literally thousands of applications for planning permission over my professional career, and have acted as a case officer for a number of important planning applications and applications

hankinson duckett associates

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for listed building consent. As you are aware, I was formerly the Principal Conservation and Design Officer at West Berkshire.

I respect the opinions of experienced former colleagues, with whom I worked for a number of years. However, my assessment of the impact of proposals on the spaciousness of this part of the conservation area differs from that of the current Principal Design and Conservation Officer, Mrs Inston, as expressed in her email of 19 June.

Assessments of whether, and the extent to which, a proposal would erode spaciousness will inevitably be subjective. I am firm in my opinion, having visited the site and experienced views from the neighbouring property, No.23, that the spaciousness of this part of the conservation area, an important contributor to its character and appearance, would be seriously eroded by the proposal.

Mrs Inston is silent in relation to other aspects of the first suggested reason for refusal, notably the overbearing effect of the proposal on No.23. The effects of the proposal in this respect are not addressed in any detail in the applicant's heritage specialist's report: I anticipate that he may not have viewed the site from your property, No.23. I am firm in my opinion, having visited the site and experienced views from within your property, that the proposal would have an overbearing effect on No.23.

In her email of 19 June, Mrs Inston agrees with my second reason for refusal, namely that the proposal would result in harm to the significance of the conservation area and to the significance of undesignated heritage assets. I note that recent decisions made by the Courts make it clear that considerable importance and weight must be given to such harm in decision-making.

It is notable that the case officer does not accept the advice given by Mrs Inston, the Council's in-house specialist in matters relating to conservation and design.

The case officer (and the applicant's heritage specialist) compare the proposed extension favourably to the extension to No. 25. The officer's comparison fails to take account of the contexts of the two extensions, which are quite different. Indeed, the Council's other Principal Conservation and Design Officer, Mr Greenway, points out in an email of 8 May that there is a 'unique relationship' between Nos. 24 and 23.

No. 25 is close to No. 26, which has previously been extended, and is, in general terms, similar to No. 25 in its size, scale and relationship to the street. The space between No. 24 and its neighbour, No. 23, results in a feeling of spaciousness (as noted above), and allows views to vegetation beyond which makes a positive contribution to the character and appearance of the conservation area. No. 23 is a much smaller dwelling than No. 24, and is set much further back from the street.

The applicant's heritage specialist notes that the prominence of No. 24 (also noted by the case officer in an email of 29 April) is emphasised by the open space in front of Nos. 22 and 23. That open space means that the large area of unrelieved wall on the proposed west

elevation of the extension would also be highly prominent in views from the southwest. (His Figure 7 makes this very clear).

I have commented that the proposed roof form would detract from the silhouette of the building, and again I am firm in my opinion in this regard. I note that Mrs Inston supports, in her email of 19 June, concerns raised by me relating to the roof form proposed. I do not know what the case officer means when he refers to 'manor houses' and I do not agree with his statement to the effect that the proposed roof form will not be readily appreciable from the street 'by anyone who isn't specifically looking for it.'

The fact that there are ridges which run parallel to the street on other extensions within the locality does not mean that the roof form proposed is appropriate to the particular circumstances of this application. I note that Mr Greenway advised in an email of 25 April that most of the older properties on north side of the Square have been extended 'usually with a good set back from the front and with gabled roofs facing the main road.'

I find it odd that the case officer uses the word 'we' in his report when he says 'we decided to place the perpendicular ridge at the front.....' He notes that the amended design was created as a 'compromise' and suggests that the roof form proposed is acceptable because it is preferable to alternatives such as a flat roof, which would otherwise be necessitated by the plan form and number of storeys proposed. I note that it is not a given that an extension with the plan form and number of storeys proposed is acceptable.

A related point is that I am concerned that he bases his recommendation for approval on his assessment that the current proposal represents an improvement on the scheme as originally submitted.

The proposal as presently submitted should be considered on its merits: it should not be approved because it is considered to be preferable to an alternative scheme.

Conclusion

Having reviewed information available on line subsequent to my previous letter, my views are unchanged and I would reiterate that the application should be refused for the reasons previously outlined.

I trust that the above is helpful,

Kind regards

Christina Duckett RIBA MTRPI

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bell cornwell

CHARTERED TOWN PLANNERS

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Mr Scott Houston
West Berkshire District Council
Council Offices,
Market St,
Newbury
RG14 5LD

Our ref: 9330

05 July 2019

Dear Scott,

19/00806/HOUSE - 24 Donnington Square, Newbury

In light of the late acceptance of third party comments, which we understand has been confirmed as a procedural error, we write on behalf of the applicant in response to the new information submitted, specifically to respond to the letter from HDA (addressed to Ms Charlotte Hawkins, dated 28th June 2019) and the sketch elevation drawing which accompanied it. We trust that, in the circumstances, the applicant is entitled to the right of reply.

The updated letter from HDA is disappointing in that it gives limited justification for the conclusions reached therein and largely ignores the Heritage Statement prepared by James Weir. It is assumed, therefore, that HDA could find no real fault with the independent heritage advice provided by James Weir and so chose not to address this matter. The letter therefore only serves to provide a conflicting opinion presumably commissioned in an attempt to stifle the planning application.

In essence, the letter from HDA now only raises two perceived main issues; (i) the loss of spaciousness; and (ii) the roof form which HDA consider to create a somehow unacceptable silhouette of the building. We have purposely not gone into exhaustive detail in responding to these matters because to do so would repeat ground already covered by the Planning Officer, the Conservation Officer and the matters covered in the Heritage Statement from James Weir, however the applicant's response is provided below:



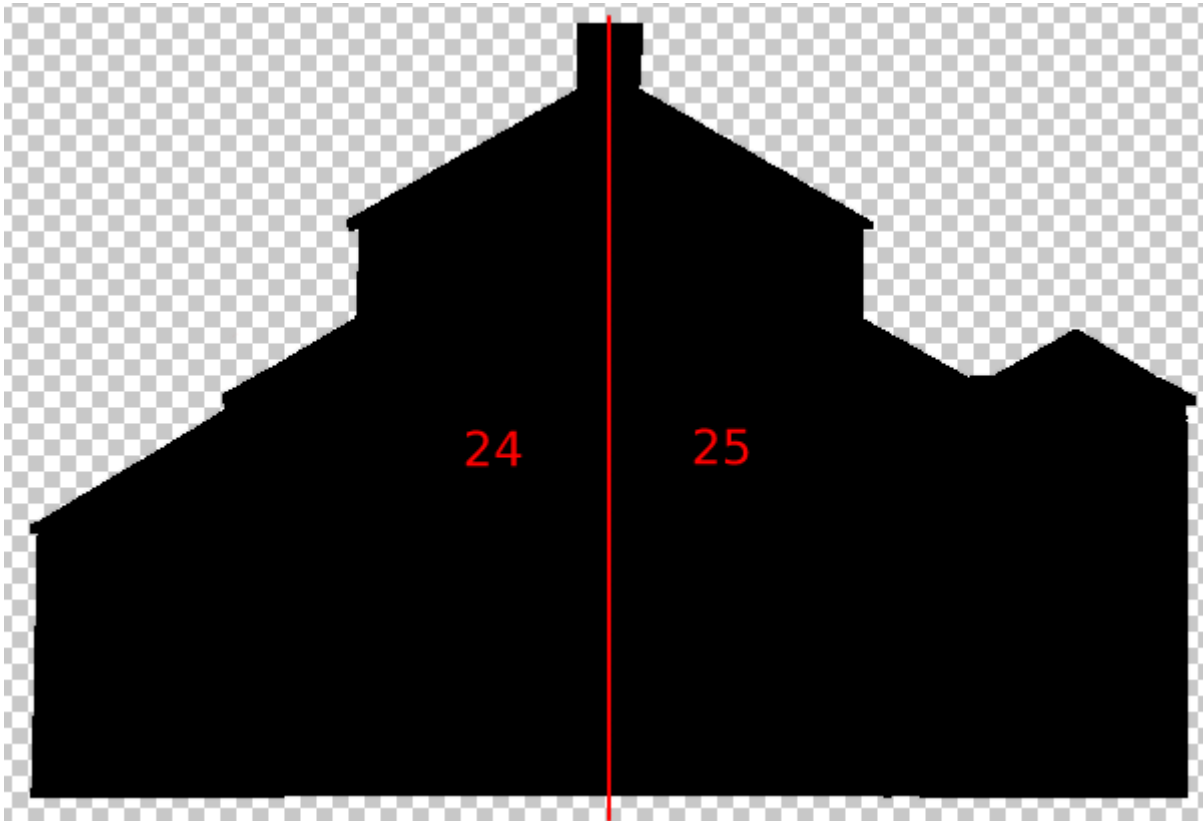
Visual Spaciousness

With regard to the perceived impact on visual spaciousness, the letter from HDA fails to recognise the historic significance of this part of the Conservation Area, which is of course pivotal to any conclusion in this regard. It is therefore paramount to note that the more recent semi-detached pair comprising Nos. 22-23 are mid-twentieth century properties which, in both design and positioning, are incongruous with the Conservation Area, serving to dilute the historic significance. The presence of the gap created by the unusual position of these neighbouring dwellings cannot, therefore, be said to be an important part of the Conservation Area that should otherwise be given any significant weight. The original building which stood on the site was positioned close to the highway, the same as all of the other historic buildings which positively contribute to the historic character. The re-balancing of the historic semi-detached pair (the application property and No.25) is therefore a genuine enhancement which addresses the historic environment and more than outweighs any perceived loss of the gap, with the gap itself not being a historic feature that might otherwise be positive.

That said, the gap in question is vast, created by the semi-detached pair comprising Nos. 22-23 being set far back from the highway. The gap in the street frontage therefore spans the entire width of these plots. Accordingly, the notion that a narrow 3.6m wide extension, designed to be both subservient to the main house and set back significantly from the main elevation, would in any way materially alter this visual gap is, with respect, nonsense. We consider that the proposal cannot possibly be said to materially change the visual appearance of this large gap within the street scene.

Silhouette

Turning to the second issue, the letter from HDA suggests that the proposed roof design would create a 'silhouette' that would be out of keeping. Instead, a sketch elevation has been submitted alongside the letter from HDA showing the objectors recommended approach. A true silhouette of both the proposal and the sketch now provided with the HDA letter is provided below for ease of reference. As can be seen, the proposal creates an attractive and balanced silhouette, whilst the suggested approach would be considerably unbalanced, introducing a new type of extension to the pair which would only serve to dilute the character of both. Accordingly, we also find this objection to be without foundation and find that the sketch elevation submitted by the objector demonstrates the flawed nature of their objection.



Silhouette of the semi-detached pair including the suggested extension drawing which supported the HDA letter – note the lop-sided / imbalanced appearance that would result

Summary

The applicant's consider that, the fact that the revised letter from HDA now only raises two rather weak concerns is indicative of the fact that no true fault can be found with the submitted Heritage Statement (prepared by James Weir) and the conclusions reached by the Council's Officers. The proposal clearly does, therefore, comply with the relevant development plan policies and permission should be granted accordingly.

It is disappointing that such a modest proposal has been escalated in this way, however, we hope that the Committee now have confidence to support the proposal. The nature of the objections and the delays that have been experienced by the applicant's has been most distressing for them given that the proposal is essentially a very modest and sympathetic side extension.



The applicant's has been extremely neighbourly, consulting with Ms Hawkins throughout the application process and already amending the proposal to meet previous requests. The proposal which is now before the Council seeks to conserve the appearance of the dwelling and rebalance the semi-detached pair and also achieve enhanced family accommodation allowing Gareth and Lenka to remain living in Donnington Square which they so cherish. The extension would achieve a new nursery on the second floor with a new separate bathroom next to the master bedroom, a separate study on the first floor to provide a place for flexible working and separate dining room on the ground floor. The extension is entirely proportionate to the house and, as highlighted throughout, would be significantly smaller than the existing extension at No.25 but importantly achieve balance.

Finally, we understand that a special Western Area Planning Committee has been scheduled for 10th July. Whilst Gareth and Lenka are very appreciative of the efforts to arrange this meeting, they did explain before the meeting was organised that they are on leave next week. Accordingly, they politely request that the date is changed to the following week.

Yours sincerely,

BELL CORNWELL LLP

MTaylor

MATT TAYLOR

SENIOR PRINCIPAL PLANNER

DD: 01256 382 035

mtaylor@bell-cornwell.co.uk

WESTERN AREA PLANNING COMMITTEE ON 10 JULY 2019

UPDATE REPORT

Item No: (2) **Application No:** 19/00577/FULD **Page No.** 17 - 33

Site: 6 Northwood Drive, Newbury, RG14 2HB

Planning Officer Presenting: Derek Carnegie

Member Presenting: N/A

Parish Representative speaking: N/A

Objector(s) speaking: Marion Mottram

Supporter(s) speaking: N/A

Applicant/Agent speaking: Andrew Hamey (Applicant)

Ward Member(s): Councillor Jeff Cant
Councillor Jeff Beck

Update information:

Additional Neighbour objections:-

One neighbour objection has been received indicating, in summary, based on their measurements there would be a total of 173m² of garden space to be shared between the new house and the existing house (No. 6 Northwood Drive).

Following receipt of the update sheet at the adjourned committee meeting on 3rd July, a further response from the same objector:

CAD survey drawings (provided by the objector) show 175m² for No. 6 Northwood Drive based on laser measurements taken by suitably qualified person.

In relation to the size of the gardens of neighbouring properties, the objector's property is stated to have 75m² rear garden and 30m² front garden providing an overall size of 105m². No. 10 Northwood is stated to have a rear garden size of 82m² plus 21m² front garden providing an overall size of 103m².

If there is still a dispute on measurements, it is requested that the planning department arrange for independent measurements to be taken.

Agent Representations:

The agent has advised, based on their accurate survey, No. 6 Northwood would retain 101m² of garden space and the new plot would include just under 100m² in garden space.

The agent also advises that neighbouring properties Nos. 8 - 18 Northwood Drive have garden sizes of 80 sqm or less, and in the case of No. 8 that is reduced to 67.5m as a detached garage lies within that area. All much smaller than either of the plots proposed by this application.

DC

WESTERN AREA PLANNING COMMITTEE ON 10 JULY 2019

UPDATE REPORT

Item No: (3) **Application No:** 18/03398/HOUSE **Page No.** 37-44
Site: Winterley House, Kintbury

Planning Officer Presenting: Derek Carnegie

Member Presenting: N/A

Parish Representative speaking: N/A

Objector(s) speaking: N/A

Supporter(s) speaking: N/A

Applicant/Agent speaking: Marcus McNally (Applicant)
Frank Dowling (Agent)

Ward Member(s): Councillor Dennis Benneyworth
Councillor James Cole
Councillor Claire Rowles

Update information:

The application was deferred from the Western Area Committee dated 03 July. Additional draft amended plans for consideration have been submitted which are shown in the presentation.

The amendment consists of a reduction in the length of the proposed orangery and office of 2 metres. No changes to the overall scale or width of this linear element of the extensions or the two storey extensions.

The alteration is not considered to overcome the principle concerns outlined in the officers' report or the fundamental objections and dismissal of the previous appeal by the Planning Inspectorate which outlined a number of key elements which have not been addressed.

The conservation officer has provided additional comments on the amendment as follows:-

In essence the amendments reduce the length of the extensions from 19.4 metres to 17.4 metres, but otherwise are as originally submitted and are not therefore considered to overcome my previously made building conservation objections.

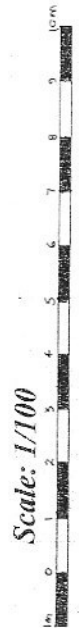
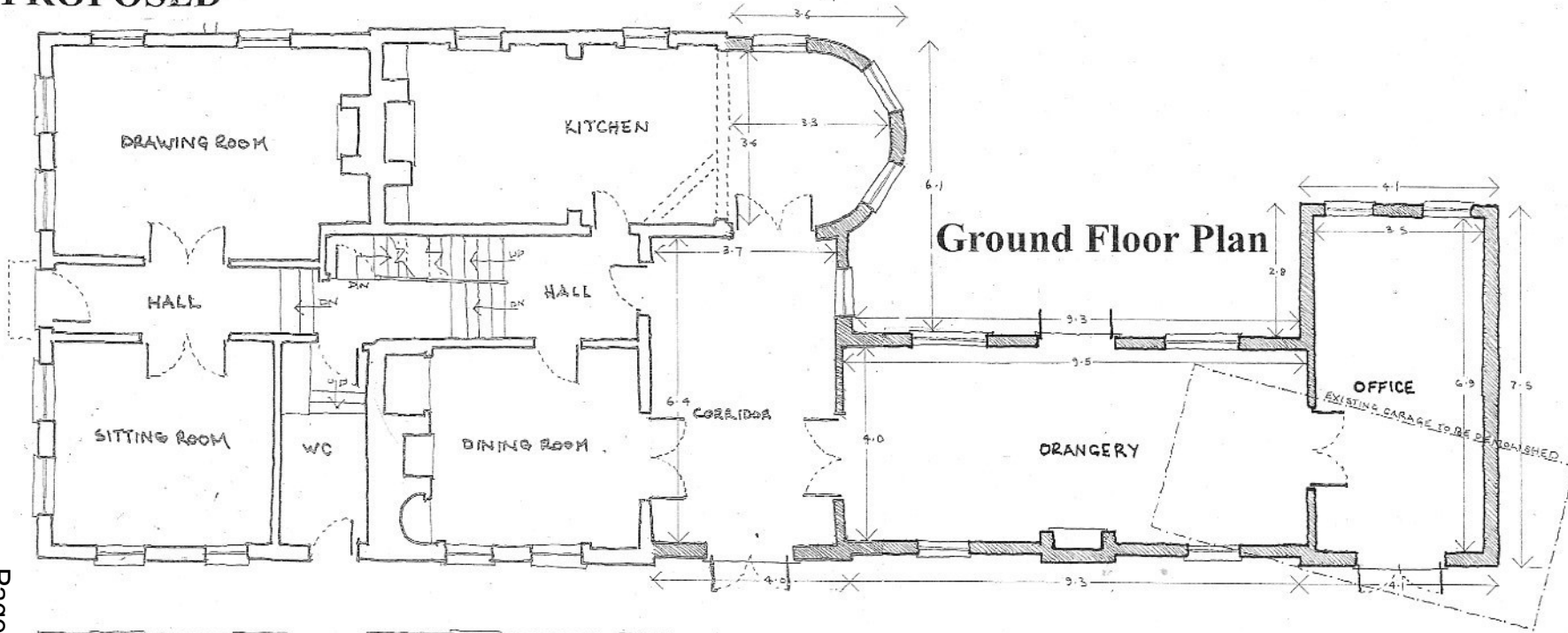
By way of reference the existing frontage width of the dwelling is some 13 metres scaled from the application drawings.

It is worth referring to comments in the appeal decision letter in respect of the previous application on the site, which refers, inter alia, not only to the scale of the two storey extension not appearing subservient and having an unbalancing impact on the appearance of the existing building on the site, but also the single storey extensions introducing a strong linear element contrary to the compact square form of the existing dwelling, which would have a dominating impact given its substantial length, especially when compared with the existing footprint, and would not therefore appear as a subservient addition.

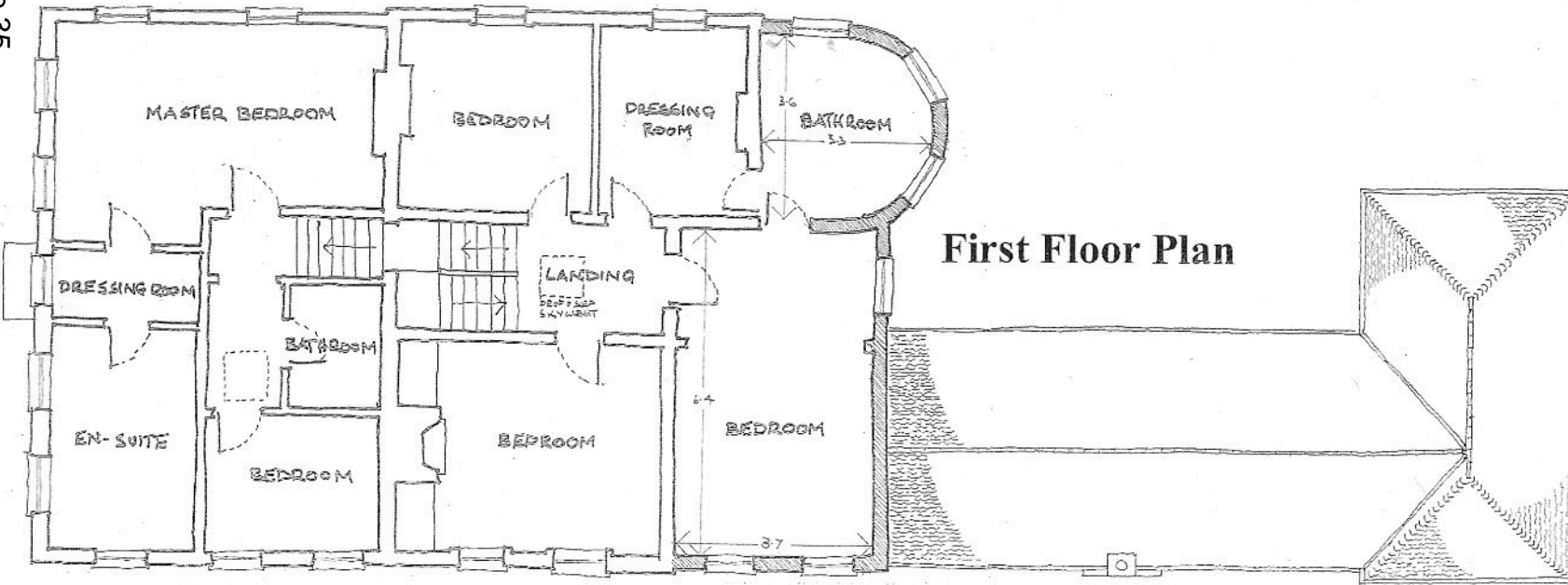
The appeal decision letter also refers to the length of built form eroding the spacious setting of the site, as well as other design issues exacerbating the impact of the proposals.

DC


PROPOSED



Page 35



Winterley House Kintbury

Client: <i>Mr & Mrs McNally</i>	
Site: <i>Winterley House Kintbury Berkshire RG17 9SY</i>	
Project: <i>Erection of two storey and single storey side extension</i>	
Title: <i>Proposed Floor Plans</i>	
Scales: <i>1/100</i>	Date: <i>May 2019</i>
Dwg No: <i>WH/18/04/C</i>	Revision No: 18 Feb 19 Extension set back on south elevation
Drawn by: <i>FJD</i>	16 JUN 2019 EXTENSION REDUCED IN LENGTH
	
<i>F J Dowling</i> <small>18th Street</small> <small>Consultants & Design Consultants</small> Bascombe House Ford Street Thetford Norfolk IP24 2EP Tel: 01842 763469 Mobile: 07887 714854 dowlingfrank@hotmail.com	

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PROPOSED



South Elevation



Scale: 1/100

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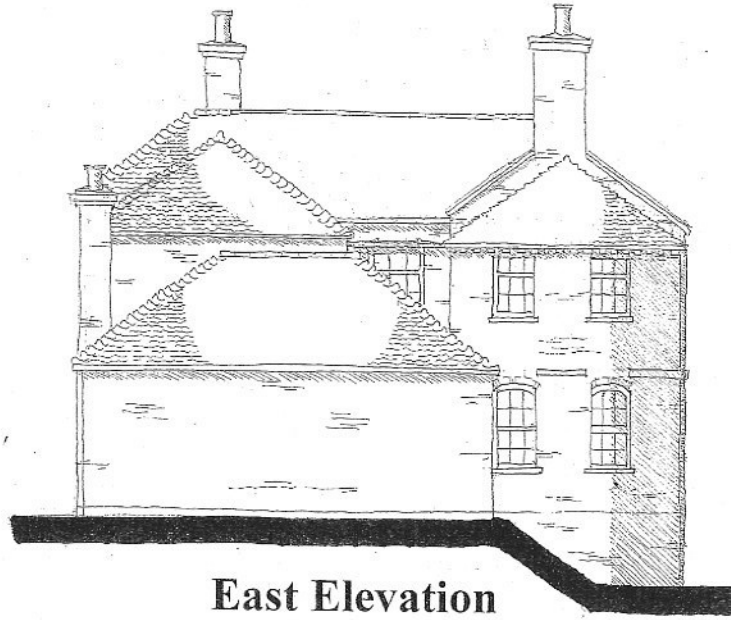
North Elevation

Winterley House Kintbury

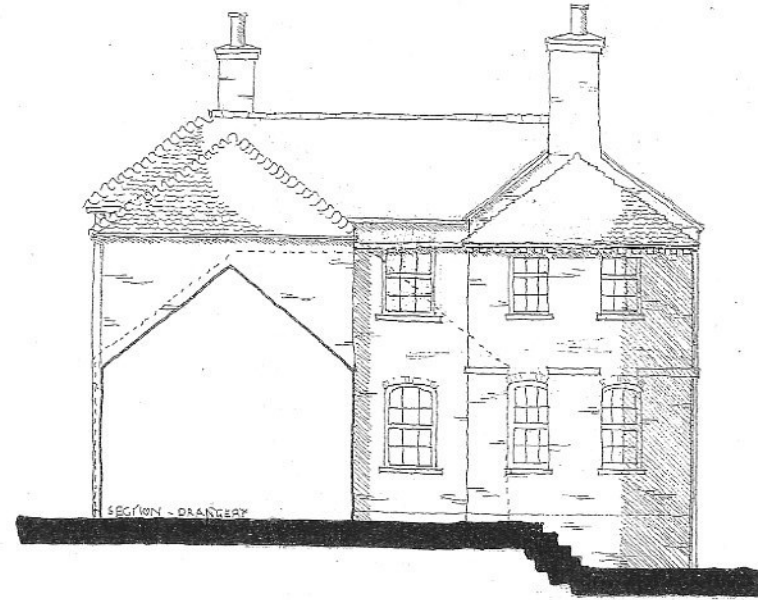
Client: Mr & Mrs McNally	
Site: Winterley House Kintbury Berkshire RG17 9SY	
Project: Erection of two storey and single storey side extension	
Title: Proposed Elevations	
Scale: 1/100	Date: May 2018
Dwg No: GP/18/05/D	Revision No: 'A' JUL '18 AMENDMENT TO RISE
Drawn by: FJD	PLIGHTS: 18'0" x 24'0" 4 STOREY EXTENSION REDUCED IN HEIGHT 12'0" x 24'0" SOUTH ELEVATION REVISED 10 JULY 2018 - EXTENSION REDUCED
 F J Dowling <small>Architects</small> Conservation & Design Consultants Boscombe House Ford Street Thetford Norfolk IP24 2EP Tel: 01842 763469 Mobile: 07887 714854 dowlingfrank@btinternet.com	

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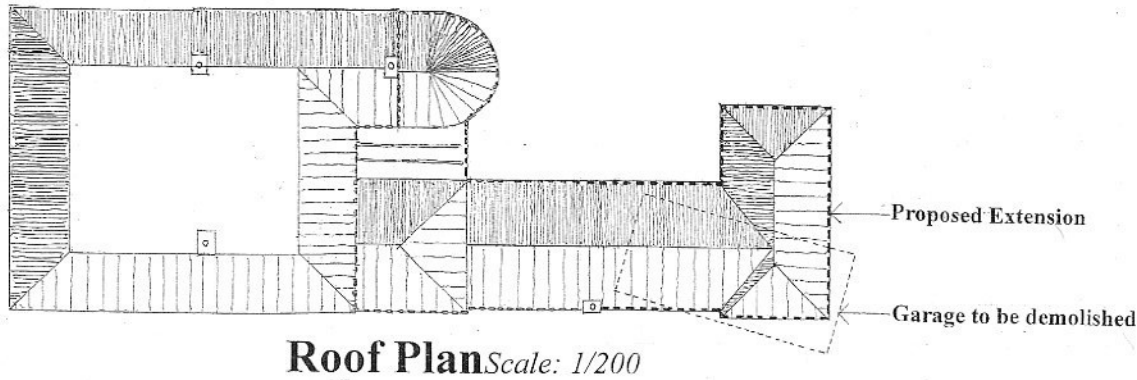
PROPOSED



East Elevation



Section/East Elevation



Roof Plan Scale: 1/200



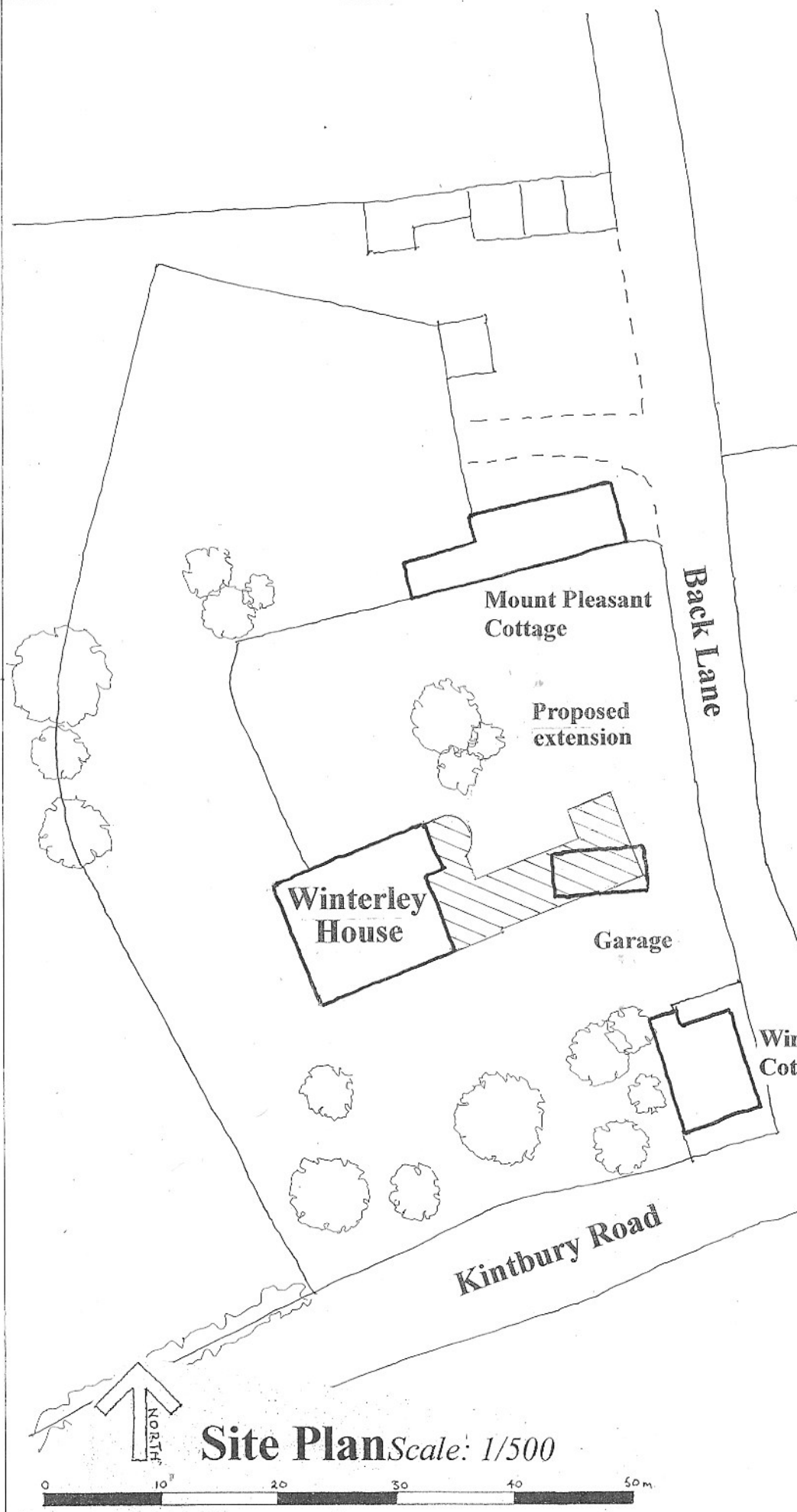
Scale: 1/100

Page 39

Winterley House Kintbury

Client: <i>Mr & Mrs McNally</i>	
Site: <i>Winterley House Kintbury Berkshire RG17 9SY</i>	
Project: <i>Erection of two storey and single storey side extension</i>	
Title: <i>Proposed east elevation, section & roof plan</i>	
Scale: <i>1/100 & 1/200</i>	Date: <i>May 2018</i>
Dwg No: <i>WH/18/06/C</i>	Revision No: A' DEC 2018 <i>2 STOREY EXTENSION REDUCED IN HEIGHT</i>
Drawn by: <i>FJD</i>	'B' FEB 2019 <i>WINDSHIELD ADJUSTED</i>
	'C' MAY 2019 <i>ROOF PLAN-BETTERMENT REDUCED</i>
 F J Dowling <small>1988 2000</small> <small>Conservation & Design Consultant</small> Brimcombe House Ford Street Thetford Norfolk IP24 2EP Tel: 01842 763469 Mobile: 07887 714854 dowlingfrank@hotmail.com	

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Client: <i>Mr & Mrs McNally</i>	
Site: <i>Winterley House Kintbury Berkshire RG17 9SY</i>	
Project: <i>Erection of two storey and single storey side extension</i>	
Title: <i>Site plan</i>	
Scale: <i>1/500</i>	Date: <i>May 2018</i>
Dwg No.: <i>WH/18/01/A</i>	Revision No.: 'A' JULY 2019 <i>EXTENSION REDUCED IN LENGTH.</i>
Drawn by: <i>FJD</i>	
	F J Dowling MS, HBIC Conservation & Design Consultant Boscombe House Ford Street Thetford Norfolk IP24 2EP Tel: 01842 763469 Mobile: 07887 714854 dowlingfrank@hotmail.com

Site Plan Scale: 1/500

Winterley House Kintbury

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