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| **West Area Planning Committee** | 13th October 2020 |

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| **Application number:** | 20/01784/FUL |
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| **Decision due by** | 16th September 2020 |
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| **Extension of time** | 20th October |
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| **Proposal** | Demolition of existing garage, erection of two storey front extension, erection of part single, part two storey side and rear extension, replacement of 2no. windows with 2no. doors to front elevation and alterations to rear boundary fence. |
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| **Site address** | 2A Squitchey Lane, Oxford, OX2 7LB, – see **Appendix 1** for site plan |
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| **Ward** | Summertown Ward |
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| **Case officer** | James Paterson |

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| **Agent:** | Mr Noel Skeats | **Applicant:** | Mr & Mrs Matsuzaki |

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| **Reason at Committee** | This application was called in by Councillors Gotch, Gant, Garden, Goddard, Smith and Wade. This was due to concerns over the impact of the development proposal on neighbouring residential occupiers. |

1. RECOMMENDATION
   1. West Area Planning Committee is recommended to:
      1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.
      2. **agree to delegate authority** to the Head of Planning Services to:

* finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary.

1. EXECUTIVE SUMMARY
   1. This report considers an application for the erection of a part single, part two storey wrap around extension to the side and rear of 2A Squitchey Lane. The proposal also includes a two storey front extension as well as various alterations to the fenestration and boundary treatments of the house.
   2. Officers consider that the proposal would accord with the policies of the development plan when considered as a whole and the range of material considerations support the grant of planning permission.
   3. The scheme would also accord with the aims and objectives of the National Planning Policy Framework. The proposal would constitute sustainable development and given conformity with the development plan as a whole, paragraph 11 advises that the development proposal should be approved without delay. Furthermore there are not any material considerations that would outweigh the compliance with these national and local plan policies.
2. LEGAL AGREEMENT
   1. This application is not subject to a legal agreement.
3. COMMUNITY INFRASTRUCTURE LEVY (CIL)
   1. The proposal is not liable for CIL.
4. SITE AND SURROUNDINGS
   1. The site is located within a quiet residential street, between the busier arterial roads of Woodstock Road and Banbury Road. 2A Squitchey Lane is a two storey detached dwelling, located on the north side of the street. The house was erected in the 1970s on land that previously formed part of the garden of 349 Banbury Road.
   2. The house has design features typical of nearby houses on Squitchey Lane; it has a large chimney atop a large hipped roof. The house is finished in brick at ground floor level with a rendered finish at first floor level. The house is served by a detached brick garage, located to the east of the house.
   3. The main outdoor private amenity space is located to the front of the house, as this forms the largest area of private garden space serving the house and has direct sunlight for much of the day, being south-facing. There is a rear terraced garden; however this is far more modest in size and is completely overshadowed by the house and does not enjoy direct daylight for much of the day.
   4. There are two large protected trees in the front garden, near to the front boundary. Various trees are located to the rear of the site, in the garden of No. 351 Banbury Road. These run along the length of the rear boundary of the site.
   5. See location plan below:



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Ordnance Survey 100019348

1. PROPOSAL
   1. The application proposes to demolish the existing garage, which is located to the side of the house. A part single, part two storey wrap around extension would then be erected to the side and rear of the house. The ground floor element would be of a simple, contemporary design characterised by its flat roof and substantial glazing to the front and rear. The first floor element would more closely resemble the host dwelling as it would have a gabled roof which would feed into the existing gabled roof, forming a single entity. The extension would be of matching materials to the host dwelling. The extension would extend to a maximum width of 13.2m, maximum depth of 7.1m and would have a height of 3m to the flat roof of the single storey element. The two storey element would match the eaves height of the host dwelling and would have a maximum height of 7m.
   2. It is also proposed to erect a two storey front extension. This would be modest in terms of its footprint as it seeks to enlarge the existing hallway at ground level and create an ensuite bathroom at first floor level. This extension would closely resemble the host dwelling in terms of its roof typology, materials and detailing, such as the banding across the principal façade. This extension would be 3m in width with a depth of 1.4m. The hipped roof would have a total height of 6.2m, with 4.8m to the eaves.
   3. Other minor alterations are proposed including the replacement of two windows with doors on the front elevation and alterations to the rear boundary fence to increase its height to 2m. The door of the existing garden store would also be changed from the rear to the front elevation to better serve the primary garden to the front of the house.
2. RELEVANT PLANNING HISTORY
   1. The table below sets out the relevant planning history for the application site:

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| 63/13256/A\_H - Outline application for dwelling house and bungalow and garage for private car (land rear of 349 Banbury Road). PER 7th May 1963.  71/24443/A\_H - Erection of 3 bedroomed house with garage for private car (rear of 349 Banbury Road). PER 27th July 1971.  18/01926/TPO - Crown lift (to 4m above ground level) 2no. Sycamore tree (T1) and (T2) as identified in the Oxford City Council - Squitchey Lane (No. 1) Tree Preservation Order, 2005.. PER 22nd August 2018.  18/03034/FUL - Erection of a 1.35m high fence to the southern boundary (Retrospective).. PER 24th January 2019.  20/00425/FUL - Demolition of existing garage. Erection of part single and part two storey side and rear extensions. Erection of a two storey front extension. Alterations to 2no. door front elevation. Alterations to boundary fence.. WDN 2nd April 2020. |

1. RELEVANT PLANNING POLICY
   1. The following policies are relevant to the application:

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| **Topic** | **National Planning Policy Framework** | **Local Plan** | **Other planning documents** | **Neighbourhood Plans:** |
| **Design** | 117-123, 124-132 | DH1, H14 |  | HOS2, HOS3 |
| **Natural environment** | 91-101 | G7, G8 |  |  |
| **Transport** | 117-123 | M3, M5 |  |  |
| **Environmental** | 117-121, 148-165, 170-183 | RE4 |  |  |
| **Miscellaneous** | 7-12 | SR1, SR2 |  |  |

1. CONSULTATION RESPONSES
   1. Site notices were displayed around the application site on 30th July 2020.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

* 1. No objection. A condition has been requested for details of cycle parking.

Public representations

* 1. 5 local people commented on this application from addresses in Squitchey Lane, Stockport and London.
  2. In summary, the main points of objection (4 residents) were:
* Amount of development on site
* Effect on adjoining properties
* Effect on character of area
* Effect on privacy
* General dislike or support for proposal
* Height of proposal
* Information missing from plans
* Light - daylight/sunlight
* Local ecology, biodiversity
* Noise and disturbance
* Not enough information given on application
* Open space provision
* On-street parking
* Parking provision

Officer response

* 1. Officers have considered carefully the objection to these proposals. Officers have come to the view, for the detailed reasons set out in the officer’s report, that the reasons for the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.

1. PLANNING MATERIAL CONSIDERATIONS
   1. Officers consider the determining issues to be:
2. Design
3. Neighbouring amenity
4. Trees
5. Drainage
6. Car Parking
7. Cycle Parking
8. Other Matters
9. Design
   1. Policy DH1 of the Oxford Local Plan 2036 states that planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness. Proposals must be designed to meet the key design objectives and principles for delivering high quality development, set out in Appendix 6.1.
   2. The proposed wrap-around extension to the side and rear of the house would represent a substantial addition to the host dwelling as it would significantly increase the footprint of the house and its internal floor space. However, the extension would, for the most part, be located out of site from the street. The exception to this would be the front of the side element of the proposed extension. This would be similar in profile and scale to the existing garage and would not appear as overdevelopment or disproportionate in size, when considering public views of the site. The proposed wrap-around extension would therefore not worsen the appearance of the principal façade of the house or significantly impact the streetscene.
   3. The single storey element of the proposed extension would be a proportionate addition to the host dwelling as it would be clearly subservient in appearance and would not compete with the main dwelling in terms of form or use. The materials also mirror those of the host dwelling which would help to ensure that it would read as a congruent addition to the existing house. While the fenestration would be at odds with that of the host dwelling, the contemporary glazing would be mostly concentrated away from the principal façade and would therefore be largely obscured from view. The large window opening to the front would be the only visible element in this regard and it is noted that it would not relate to the windows or openings of the host dwelling. However, given that this would be set back from the front building line and would be of contemporary design, this would clearly read as a subservient contrasting addition to the host dwelling and would therefore be acceptable.
   4. The first floor element of this extension would be located in a discreet location to the rear of the house and would not be perceptible to public views. This element of the extension is also modest in size and would not represent a disproportionate increase to the site. Private views of this element would be limited to the rear windows of 349 Banbury Road, the side window of 2 Squitchey Lane and the garden of 351 Banbury Road. The impact, in design terms, would therefore be minimal. It is also noted that the proposed extension responds to characteristics of the host dwelling, such as in terms of its roof typology and materiality, which softens its visual impact and ensures it would appear a coherent addition to the house.
   5. The proposed two storey front extension would be modest in terms of its footprint and would not represent a disproportionate built presence forward of the front building line. The proportions of the extension and its fenestration would respond to the fenestration and proportions of the host dwelling and would therefore appear to be a congruent addition. The subservient form of the roof would also ensure it would not overpower the front elevation. The proposed materials and roof typology would serve to integrate the extension with the host dwelling and create a successful relationship. It is noted that such extensions are not typical on the street, however, in this case, the addition would be of good design and would therefore not appear out of place in the streetscene.
   6. The changes to the fenestration on the existing dwelling and relocation of the door on the garden store are all minor changes that would not significantly alter the appearance of the house nor unbalance the appearance of the principal façade. It is also noted that these changes do not typically require planning permission.
   7. The proposal would entail the complete loss of the rear garden. This would typically be resisted when considering matters of design due to rear gardens typically representing the most important area of private outdoor amenity. However, when considering this application on its own merits, planning officers note that the rear garden receives very little daylight and is very modest in size to the point that it is entirely overshadowed by the dwelling. Planning officers also note that this space is not the principal area of amenity used by the occupants of the dwelling as the occupants of the dwelling use the front garden, which is far larger and south facing, as their principal area of outdoor amenity. A sufficient amount of the garden space to the front of the house would remain to continue to meet the needs of the current and future occupants of the house. Planning officers also note that 2a Squitchey Lane also benefits from having Permitted Development Rights. A 4m rear extension could therefore be constructed without the need to obtain planning permission. Planning officers have also given significant weight to this consideration in reaching forming a view on the application.
   8. Officers have also carefully considered the proposals in the context that a significant portion of the ground floor elements could be erected as permitted development and this represents a fallback position.
   9. The proposal is therefore acceptable in terms of design and Policy DH1.
10. Neighbouring Amenity
    1. Policy H14 of the Oxford Local Plan 2036 states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy H14 sets out guidelines for assessing development in terms of whether it will allow adequate sunlight and daylight to habitable rooms of the neighbouring dwellings.

Daylight

* 1. The development proposal would comply with the 25/45 degree access to light test, outlined in Policy H14, and would not lead to a direct loss of sunlight to neighbours’ internal rooms. The first floor side window of No. 2 has been considered in this assessment. The light to this window is currently not impacted by the existing house, as the existing house accords with the 25/45 degree access to light test. The proposed extension would be unlikely to exacerbate this existing impact as the new element would accord with this test in addition to its being in line with the existing building line to the side. The proposal would therefore not unacceptably impact the direct daylight received by neighbours. The front extension would not, by virtue of its location result in overshadowing of neighbours’ dwellings.
  2. In terms of overshadowing, the majority of the proposed wrap-around extension would be single storey in height. This means that there would not be a significant reduction in daylight to neighbours’ gardens. The two storey element of this proposal is of a modest depth, as it would not extend to the full depth of the ground floor element, and would be no higher than the existing dwelling. This extension would also not cause unacceptable overshadowing to neighbours’ outdoor amenity space.
  3. The layout of the site, orientation of the sun and the requirements of H14 have been considered as part of this assessment.

Overbearing

* 1. The element of the proposal which could have an impact, in terms of overbearing, would be the wrap-around extension, the majority of which would be single storey and set away from neighbours’ houses. The proposed extension would not result in unacceptable overbearing to 349 Banbury Road as it would stand 1m above the proposed boundary treatment, set back from the boundary by 1m and would only extend for 7m of the shared boundary; not dissimilar to the existing garage which extends for 6m. In terms of the garden of 351 Banbury Road, to the rear of the site, it is noted that the extension would extend across 13.2m next to the shared boundary. However, considering the relatively modest height of the extension, its being set 1m back from the boundary and the substantial screening offered by the mature trees to the rear of the site, this would also not result in unacceptable overbearing to this neighbours’ amenity space. The two storey element of the extension is sufficiently modest and set back from the boundary, 3.4m, so as to not result in overbearing to this neighbour. In terms of 2 Squitchey Lane, the proposal would not result in unacceptable overbearing. The ground floor portion of the extension would be very similar to the depth of No. 2, while the second floor element would be set 2m further back. The side passage of No. 2 would be impacted, however this is considered to be a purely circulatory space of limited amenity value and this would, therefore, be acceptable. The outlook of the side window of No. 2 would also be altered by the erection of the 2m deep first floor element of the extension, set approximately 2m from No. 2. However, this is considered acceptable given the modest addition this would represent.

Privacy

* 1. The proposed window layout would concentrate views to the front and rear of the property. This is considered acceptable as there is sufficient relief between the proposed new windows on the front elevation and neighbours to the front of the site, across the street, so as to ensure there would not be unacceptable inter-looking. Rearwards, the ground floor windows would be of a height where views would not be readily available over the proposed boundary treatment. No views would be possible out of the first floor element of the proposed extension as there are no windows proposed to serve the new bathroom.
  2. Having considered the above, the proposal would not give rise to an unacceptable loss of neighbours’ amenity and would accord with Policy H14.

1. Trees
   1. Policy G7 of the Oxford Local Plan 20136 states that planning permission will not be granted where development would result in the loss of green infrastructure features such as hedgerows, trees or woodland, where this would have a significant adverse impact upon public amenity or ecological interest. It must be demonstrated that their retention is not feasible and that their loss will be mitigated. Planning permission will not be granted for development resulting in the loss or deterioration of ancient woodland or ancient or veteran trees except in wholly exceptional circumstances.
   2. The two large sycamore trees located at the front of the property are protected under a Tree Preservation Order. The development proposal does not call for the removal of any trees on site, nor would any of the works impact these trees or their roots. However, the proposed development would encroach on the Root Protection Areas (RPA) of the mature trees in the garden of 351 Banbury Road, to the rear of the site. The only significant trees in this location which contribute to the public amenity of the area would be the two Leyland cypress trees, which are visible from the public realm. The submitted Arboricultural Impact Assessment (AIA) states that damage to the RPA of off-site trees would be minimised by the deployment of a no-dig, pile and beam foundation design; although there is no technical engineering information to support and demonstrate this statement. Notwithstanding this, given the fact that the contribution to public amenity of these trees is limited, on balance, the information submitted is sufficient to satisfy the requirements of an AIA. However, further information is needed in the form of a Tree Protection Plan and Aboricultural Monitoring Programme to ensure the trees would not be harmed by the proposed development. Therefore conditions 4 and 5 have been attached to this effect.
   3. Subject to conditions, the proposal is acceptable in terms of trees and Policy G7.
2. Drainage
   1. Policy RE4 states that all development proposals will be required to manage surface water through Sustainable Drainage Systems (SuDS) or techniques to limit run-off and reduce the existing rate of run-off on previously developed sites. Surface water runoff should be managed as close to its source as possible, in line with the drainage hierarchy outlined in the policy. Applicants must demonstrate that they have had regard to the SuDS Design and Evaluation Guide SPD/ TAN for minor development and Oxfordshire County Council guidance for major development.
   2. The site is in a Flood Zone 1 area and is therefore not at significant risk of flooding. Therefore, it is considered disproportionate, when considering Paragraph 55 of the NPPF, to attach a condition requiring SuDS to be installed and maintained; it would be sufficient for the development to be built in accordance with Approved Document H of the Building Regulations.
   3. The proposal is considered to be acceptable in terms of flood risk and therefore Policy RE4.
3. Car Parking
   1. Policy M3 of the Oxford Local Plan 2036 states that in Controlled Parking Zones or employer-linked housing areas where occupants do not have an operational need for a car where development is located within a 400m walk to frequent public transport services and within 800m walk to a local supermarket or equivalent facilities planning permission will only be granted for residential development that is car-free. In all other locations, M3 states that planning permission will only be granted where the relevant maximum standards set out in Appendix 7.3 are complied with.
   2. The proposal would lead to the loss of a garage. However, it is considered that the application would not lead to a net change in car parking spaces as the garage is undersized and is not sufficient for the parking of modern vehicles. Furthermore, it is considered that there would be sufficient space remaining on the front driveway to park cars, in accordance with the requirements of Appendix 7.3.
   3. The proposal is therefore acceptable in terms of car parking and Policy M3.
4. Cycle Parking
   1. Policy M5 of the Oxford Local Plan 2036 states that planning permission will only be granted for development that complies with or exceeds the minimum bicycle parking provision as set out in Appendix 7.47.3. Bicycle parking should be, well designed and well-located, convenient, secure, covered (where possible enclosed) and provide level, unobstructed external access to the street. Bicycle parking should be designed to accommodate an appropriate amount of parking for the needs of disabled people, bicycle trailers and cargo bicycles, as well as and facilities for electric charging infrastructure.
   2. The proposal would lead to the loss of the garage and presumably thereby also the location where any cycles may be stored. It is noted that the County Council Highways Authority has therefore requested a condition requiring new cycle parking to be provided to offset this assumed loss. However, when considering Paragraph 55 of the NPPF, planning officers do not consider that this is proportionate or directly related to the development proposal and therefore have not included this condition to the recommendation for approval.
   3. The proposal is therefore considered acceptable in terms of cycle parking and Policy M5.
5. **Other Matters**
   1. Most of the concerns raised during the consultation period were addressed in the above sections, where they have not been, they are addressed in this section.
   2. This application is for a householder extension. It is considered disproportionate to include a condition on the development to minimise issues of nuisance and traffic during construction. There are mechanisms outside of the planning system which ensure that the Council can take action against householder extensions which give rise to unacceptable nuisance during construction.
   3. It is noted that there is an ongoing pandemic which may impact the availability of neighbours to comment on the application. However, the Council has conducted a consultation in accordance with the requirements of article 18 of The Town and Country Planning (Development Management Procedure) (England) Order 2015. Therefore, planning officers consider that a decision can be made on this basis.
6. CONCLUSION
   1. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 of the report.
   2. Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.
   3. The NPPF recognises the need to take decisions in accordance with Section 38 (6) but also makes it clear that it is a material consideration in the determination of any planning application (paragraph 2). The main aim of the NPPF is to deliver Sustainable Development, with paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the Framework. The relevant development plan policies are considered to be consistent with the NPPF.
   4. Therefore it would be necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.
   5. In summary, the proposed development would be an acceptable addition to the site. The proposal is suitable in terms of local planning policy and complies with the relevant policies of the Oxford Local Plan 2036.
   6. Therefore officers consider that the development accords with the development plan as a whole.

*Material considerations*

* 1. The principal material considerations which arise are addressed above, and follow the analysis set out in earlier sections of this report.
  2. National Planning Policy: the NPPF has a presumption in favour of sustainable development.
  3. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
  4. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF for the reasons set out within the report. Therefore in such circumstances, paragraph 11 is clear that planning permission should be granted without delay.
  5. Officers would advise members that, having considered the application carefully, the proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework and relevant policies of the Oxford Local Plan 2036 when considered as a whole. There are no material considerations that would outweigh these policies.
  6. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 below.

1. CONDITIONS

1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with Policy S1 of the Oxford Local Plan 2036.

3 The materials to be used in the proposed development shall be as specified in the application hereby approved. There shall be no variation of these materials without the prior written consent of the Local Planning Authority.

Reason: To ensure that the development is visually satisfactory as required by Policies S1 and DH1 of the Oxford Local Plan 2036.

4 No development, including demolition or enabling works, shall take place until a Tree Protection Plan (TPP) has been submitted to, and approved in writing by the Local Planning Authority. The TPP shall include such details as are appropriate for the protection of retained trees during development, and shall be in accordance with the current BS. 5837: "Trees in Relation to Design, Demolition and Construction - Recommendations" unless otherwise agreed in writing by the Local Planning Authority.

The TPP shall include a scale plan indicating the positions of barrier fencing and/or ground protection materials to protect Root Protection Areas of retained trees and/or create Construction Exclusion Zones (CEZ) around retained trees. The approved physical protection measures shall be in place prior to the commencement of any development, including demolition or enabling works, and shall be retained for the duration of construction, unless otherwise agreed in writing beforehand by the Local Planning Authority.

The Local Planning Authority shall be informed in writing when physical measures are in place, in order to allow Officers to make an inspection prior to the commencement of development. No works or other activities including storage of materials shall take place within designated CEZs unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with Policies G7, G8 and DH1 of the Oxford Local Plan 2036.

5 Development, including demolition and enabling works, shall not begin until details of an Arboricultural Monitoring Programme (AMP) have been submitted to and approved in writing by the Local Planning Authority (LPA). The AMP shall include a schedule of a monitoring and reporting programme of all on-site supervision and checks of compliance with the details of the Tree Protection Plan and/or Arboricultural Method Statement, as approved by the Local Planning Authority. The AMP shall include details of an appropriate Arboricultural Clerk of Works (ACoW) who shall conduct such monitoring and supervision, and a written and photographic record shall be submitted to the LPA at scheduled intervals, all in accordance with the approved AMP.

Reason: In the interests of visual amenity in accordance with Policies G7, G8 and DH1 of the Oxford Local Plan 2036.

1. APPENDICES

* **Appendix 1 –** Site location plan

1. HUMAN RIGHTS ACT 1998
   1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.
2. SECTION 17 OF THE CRIME AND DISORDER ACT 1998
   1. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.