

Item No	Application No. and Parish	8/13 week date	Proposal, Location and Applicant
(2)	18/00386/HOUSE Bradfield Parish	18 th April 2018	Demolition of existing detached garage and construction of ground and first floor side extension, rear single storey extension. Norton Cottage, Tutts Clump, Reading, Berkshire, RG7 6JY Waveney Thomson

To view the plans and drawings relating to this application click the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=18/00386/HOUSE>

Recommendation Summary: To **DELEGATE** to the Head of Development and Planning to **APPROVE PLANNING PERMISSION** for reasons given below (Section 8.1).

Ward Member(s): Councillor Pask, Councillor Webb

Reason for Committee determination: The number of objections received exceeds 10.

Committee Site Visit: 6th June 2018

Contact Officer Details

Name: Donna Toms
Job Title: Planning Officer
Tel No: (01635) 519111
Email: donna.toms@westberks.gov.uk

1. PLANNING HISTORY

There is no recent planning history.

2. PUBLICITY

2.1 A site notice was displayed on 6 March 2018 and expired on 27 March 2018. Neighbour notification letters have been sent to 2 local recipients. The Council has therefore complied with the publicity requirements of the Town and Country (Development Management Procedure) Order 2015 and the Council's Statement of Community Involvement. Amendments were made and further neighbour notification letters were sent out to 12 local contributors. A further site notice was displayed on 4 April 2018 and expired on 20 April 2018.

3. CONSULTATIONS AND REPRESENTATIONS

3.1 Consultations

Parish Council:	Support
Highways	No objection subject to condition
Waste Management	No objection
Ecology	No comments received at time of report
Environmental Health	No comments
Natural England	No comments

3.2 Representations

Total: 18	Object: 18	Support: 0
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Summary of comments – (original scheme):

Objecting:

- Dominant and overbearing
- Out of keeping with adjacent properties
- Exceed 100% of existing
- Neighbouring property will be overshadowed
- Over development of the site
- Separation between properties reduced
- Plans submitted imply Norton Cottage to be extended to match Rosewood Cottage, however does not take into account Rosewood Cottage was original 2 cottages.
- There will be a loss of symmetry as a result of the large extension.
- One of the smaller cottages in the area therefore more affordable - overdevelopment of the site take away this opportunity.
- Windows looking over at 1 Mead Cottages will constitute an invasion of privacy.
- Parking concerns only 1 space in what is a crowded road

- Out of proportion with the original
- Too close to 1 Mead Cottages - will encroach by being 1 metre from the boundary with neighbour.

Further comments following amended plans:

One contributor maintained objection and included:

- The four windows to be included on the side elevation will have an adverse impact on privacy of 1 Mead Cottages.
- The flat roof will give an opportunity to extend upwards further decreasing daylight to 1 Mead Cottages.
- Should the porch be enclosed it will further decrease light to 1 Mead Cottages.

4. PLANNING POLICY

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of any planning application must be made in accordance with the development plan unless material considerations indicate otherwise. The statutory development plan for West Berkshire comprises:

- West Berkshire Core Strategy (2006-2026)
- West Berkshire District Local Plan 1991-2006 (Saved Policies 2007)
- Replacement Minerals Local Plan for Berkshire (2001)
- Waste Local Plan for Berkshire (1998)

4.2 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and who these are expected to be applied. It is a material consideration in planning decisions. The NPPF is supported by the Planning Practice Guidance (PPG).

4.3 According to paragraph 215 of the NPPF, due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

4.4 The West Berkshire Core Strategy (2006-2026) is the first development plan document (DPD) within the new West Berkshire Local Plan. It sets out a long term vision for West Berkshire to 2026 and translates this into spatial terms, setting out proposals for where development will go, and how this development will be built. The following policies from the Core Strategy are relevant to this development:

- NPPF Policy
- ADPP1: Spatial Strategy
- ADPP5: AONB
- CS13: Transport
- CS14: Design Principles
- CS17: Biodiversity and Geodiversity
- CS19: Historic Environment and Landscape Character

4.5 A number of policies from the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007) remain part of the development plan following the publication of the Core

Strategy. The following saved policies from the Local Plan are relevant to this development:

- TRANS.1: Meeting the Transport Needs of New Development

According to Paragraph 216 of the NPPF, decision-takers may also give weight to relevant policies in emerging plans according to:

- (1) The stage of preparation,
- (2) The extent to which there are unresolved objections to relevant policies and
- (3) The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF.

The Local Development Scheme (LDS) provides a timetable for the preparation of emerging development plan documents.

4.6 The Housing Site Allocations Development Plan Document (2006-2026) (HSA DPD) is the second DPD of the new West Berkshire Local Plan, and allocates non-strategic housing sites across the district. No specific housing allocations are relevant to this application.

The following policies from the HSA DPD is relevant to this development and now carry significant weight.

- C1: Location of New Housing in the Countryside
- P1: Parking Standards for New Residential Development

4.7 The following local policy documents adopted by the Council are material considerations relevant to the development:

- West Berkshire Supplementary Planning Guidance: House Extensions (adopted July 2004)
- West Berkshire Supplementary Planning Guidance: Replacement Dwellings and Extensions to Dwellings in the Countryside (adopted July 2004)
- West Berkshire Supplementary Planning Document Series: Quality Design (SPDQD), (adopted June 2006)
 - Part 1 Achieving Quality Design
 - Part 2 Residential Development
- West Berkshire Supplementary Planning Document Delivering Investment from Sustainable Development
- The Wildlife and Countryside Act 1981 (as amended).
- The Conservation of Habitats and Species Regulations 2010.
- National Planning Practice Guidance (Use of Planning Conditions reference ID: 21a)

5. DESCRIPTION OF DEVELOPMENT

5.1 The application is for the demolition of the existing garage and construction of two storey and single storey side and rear extensions. The proposal will not increase the number of bedrooms within the property, however it will enable the bathroom to

be moved to the first floor. The downstairs alterations will result in a more modern layout with an open plan kitchen dining and living area to the rear of the property.

- 5.2 The scheme was assessed by the case officer and recommendations were given to the applicant regarding reductions that bring the scheme in line with the Council's guidance and policy. The original scheme consisted of a two storey extension extending from the original property by approximately 4.3 metres to an overall width of 8 metres. The overall dimensions of the proposed extension:
- 4.3 metres width by 6.6 metres length of the front two storey extension
 - 2.7 metres width by 4.3 metres length of the middle two storey extension
 - 6.7 metres width by 4 metres length of the rear single storey extension.

The overall footprint of the previous scheme was approximately 109.59 square metres the existing footprint is approximately 42.94 square metres.

- 5.3 Amended plans have been submitted at officers' request that indicate a reduction in size of the ground floor side front extension to 3.3 metres and the first floor extension reduced to 2.4 metres in width. The extensions have been reduced in size in line with the ground floor front side extension and an open porch included to the side extension. The existing flat roof of the first floor rear extension will remain and extend over the new extension. The overall dimensions of the proposed extension:
- 3.3 metres width by 6.6 metres length of the front single storey extension
 - 2.4 metres width by 6.6 metres length of the front first storey extension
 - 2.4 metres width by 4.3 metres length of the middle two storey extension
 - 6.7 metres width by 3.2 metres length of the rear single storey extension.

The overall footprint is now approximately 95.63 square metres. The overall increase in floor space over the original is 96%. It should be noted that the existing garage has not been included in either of these calculations.

6. CONSIDERATION OF THE PROPOSAL

The main issues for consideration in the determination of this application are:

- The principle of the development
- The impact on the character of the area and the Area of Outstanding Natural Beauty
- The impact on neighbouring amenity
- The impact on highways and parking
- Community Infrastructure Levy
- The presumption in favour of sustainable development

6.1 The principle of the development

- 6.1.1 Policy ADPP1 of West Berkshire Core Strategy advises that most development will be within or adjacent to existing settlements. In the countryside only appropriate limited development will be allowed. Policy C1 of West Berkshire Council's Housing Site Allocation Development Plan Document (HSA DPD) identifies the settlements for planning purposes.

- 6.1.2 The application site is located with the hamlet of Tutts Clump which is outside of any defined settlement boundary and within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). Outside of the defined settlement boundaries there is a generally more restrictive approach to development subject to criteria set out within the relevant development plan policies.
- 6.1.3 Policy C6 of the DPD allows for extensions to dwellings in the countryside, subject to certain criteria:

An extension or alteration will be permitted (in the countryside) providing that:

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

The application is for a number of extensions as detailed above. When viewing historic maps the property appears to have been mostly completed by 1939 with two small porches being later attached to the dwelling at some point, however no record of them has been included within any recorded planning history. The proposed extension will include an additional footprint of approximately 78.83 square metres. The overall floor space of the proposed extensions, including the proposed, over the original dwelling will be approximately 81.85 square metres which amounts to an increase of 104% over the original this is without the porches or the garage being included within the figure. The overall floor space of the proposed extension if the porches had been completed prior to 1948 would be 78.83 metres square, an overall increase of 96% over the original. The materials are proposed to match the existing dwelling and the extension has been designed to fit architecturally with the original. It is considered that the proposed development is in accordance with policy C6 and the principle of the development is acceptable subject to the following considerations.

6.2.1 The impact on the character of the area and the Area of Outstanding Natural Beauty

- 6.2.2 Policy CS14 of the Core Strategy, Policies C1 and C6 of Housing Site Allocation Development Plan Document, section 7 of the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG) and West Berkshire SPD in Quality Design seek to ensure high quality design that respects and enhances the character and appearance of the area.
- 6.2.3 The site is located within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). The NPPF provides AONBs the highest level of protection. Policy ADPP5 of the core strategy states that 'development will conserve and enhance the local distinctiveness, sense of place and setting of the AONB'.
- 6.2.4 The proposed two storey side extension increases the width of the property to approximately 7.1 metres the original being 3.7 metres in width. The proposed extension has been set back and down and is clearly subservient to the host

dwelling and is in line with West Berkshire Council's Supplementary Planning Guidance 'House Extensions'. While the SPG advises that extensions should generally have pitched roofs, the proposed rear first floor extension will continue the flat roof extension of the existing rear first floor and whilst this is contrary to the guidance given in the SPG it will keep the overall height of the building to an acceptable level to prevent unacceptable overshadowing on the neighbouring property and will generally not be seen on the street scene. The design of the extension includes a single storey side extension in line with the existing garage which will be demolished leaving a 2 metre gap between the house and the boundary. Overall it is considered that the amended plan is acceptable and will not detrimentally impact the character of the area or the AONB.

6.3 Impact on neighbouring amenity

- 6.3.1 The Core Principles of the NPPF state that planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings and Policy CS14 states that development should make a positive contribution to the quality of life. As such amenity is an important consideration. Furthermore the immediately adjacent property number 1 Mead Cottages is set to the north of the application site, the impact on that property should therefore be carefully assessed.
- 6.3.2 **Sunlight & Daylight:** SPG 04/02 supports Policy CS14 and provides guidance on how to assess loss of sunlight and daylight. However, given the relationship between proposed side and rear extension of Norton Cottage and side living room window of 1 Mead Cottages the proposal has been assessed in accordance with the BRE Site Layout planning for daylight and sunlight. The side living room window is directly facing the rear half of the side extension which has a flat roof. There will be some overshadowing as a result of the extension, however the angle of the line taken from the middle of the window, 2 metres from the ground level to the edge of the roof will be 23 degrees which is considered acceptable. Due to the level difference between the properties, it is noted that the 1 Mead Cottages is lower than proposed site levels, the measurement was dropped to 1.5 metres to include this variation in height and the angle of the line taken to the edge of the roof will be 25 degrees which is also considered acceptable within the BRE Site Layout Planning for Daylight and Sunlight guidance.
- 6.3.3 **Overlooking / privacy:** The issue of overlooking and loss of privacy has been considered in relation to each of the neighbouring properties. There will be four new windows to the ground floor facing the neighbouring property, however the existing fence will shield the neighbouring property from any overlooking. There are two first floor windows proposed facing towards the neighbouring property; one will service the bathroom and is proposed to be obscure glazed and the other is a secondary window for the third bedroom. It is noted on the existing elevations that there are already windows facing towards the neighbour and although the window is not directly facing the neighbouring bedroom window there is a potential for the loss of privacy. It is considered that obscure glazing and top hung openings for both windows could be conditioned to maintain privacy to the neighbouring property. The applicant is willing to accept this condition.
- 6.3.4 **Overbearing:** The issue of a possible overbearing impact has been considered in relation to the surrounding properties.

- 6.3.5 The boundary to 1 Mead Cottages is screened by fencing. The proposals will be visible from habitable rooms at 1 Mead Cottages above the boundary screening. Due to the orientation and relationship between the properties it was considered that extending at first floor level to the full extent of the width of the existing garage would have an overbearing affect on the occupants of 1 Mead Cottages. The amended scheme reduces the width of the first floor and two storey elements by 1 metre and 1.8 metres respectively and increases the separation distance to side and rear windows of the habitable area at 1 Mead Cottages to approximately 3 metres from the porch. The height of the two storey element is reduced by 0.3 metres and the loss of the pitched roof to the rear elevation reducing the overall height by approximately 1.4 metres. Due to the degree of separation now proposed to the first floor and two storey elements the proposals are not considered to have such a significantly detrimental impact upon amenity to warrant refusal of the application.
- 6.3.6 Due to the degree of separation to other surrounding neighbours there is not considered to be any overbearing affect.
- 6.3.7 **Noise and disturbance:** The proposal is an extension to an existing residential property. It is not therefore considered that there will be any significant impact in terms of noise and disturbance from its use. Given the semi rural location it is considered a condition to restrict the hours of work during construction is appropriate.

6.4 Impact on Highways

- 6.4.1 The existing driveway provides adequate vehicular parking space. No objections have been raised by highways officers.

6.5 Community Infrastructure Levy

- 6.5.1 The increase in internal floor space of the proposed house extension is less than 100m². Under the Community Infrastructure Levy Charging Schedule adopted by West Berkshire Council and the government Community Infrastructure Levy Regulations, house extensions of less than 100m² are not liable to pay the Community Infrastructure Levy.

6.6 Presumption in favour of sustainable development

- 6.6.1 The NPPF places a strong emphasis on sustainable development. Planning applications must result in a sustainable form of development with consideration of the economic, social and environmental sustainability aspects of the proposal.
- 6.6.2 This application is an extension to an existing residential property and has limited economic benefits. Contributing to and protecting and enhancing the natural and built environment is fundamental to the environmental role of planning. The impact on the character and appearance of the surrounding area has been carefully assessed and found to be acceptable and the extensions are not considered to have any significantly detrimental impact on the surrounding area. Social considerations overlap those of environmental in terms of amenity and this must be balanced against the impact upon the amenity of surrounding neighbours. The

extensions proposed are not considered to have any significantly detrimental impact on the amenities of neighbouring occupiers sufficient to warrant refusal.

- 6.6.3 For the above reasons it is considered that the proposed development complies with the presumption in favour of sustainable development.

7. CONCLUSION

- 7.1 The impact of the proposed extension on the character and appearance of the AONB and the character of the area and the setting of Tutts Clump has been carefully assessed. It is considered that due to its size, scale, layout, siting, form and appearance, the proposed extension will not have a detrimental impact on the character and appearance of the area.
- 7.2 Whilst it is acknowledged there will be some impact on the adjacent property at 1 Mead Cottages and on other surrounding properties it is not considered that the proposed extension would have such a significantly detrimental impact on the amenities of the occupiers to warrant refusal.
- 7.3 There is not considered to be any detrimental impact upon highways and parking.
- 7.4 Overall, it is considered that the proposed development would be consistent with the presumption in favour of sustainable development introduced by the NPPF.
- 7.5 Having taken account all of the relevant policy considerations and the other material considerations referred to above, and having regard to the reasons to support the proposal, the proposed development is recommended for approval subject to the conditions listed below

8. RECOMMENDATION

DELEGATE to the Head of Development and Planning to **GRANT PLANNING PERMISSION** subject to the schedule of conditions (Section 8.1)

8.1 Schedule of conditions

1. **Full planning permission time limit**
The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004); to enable the Local Planning Authority to review the desirability of the development should it not be started within a reasonable time.
2. **Standard approved plans**
The development hereby permitted shall be carried out in accordance with the approved drawings; Location Plan received on 23 January 2018, Block Plan, Existing and Proposed Elevations proposed ground and floor plans received on 4 April 2018.

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

3. **Materials to match**

The materials to be used in the development shall match those on the existing development to the satisfaction of the Local Planning Authority, and those materials shall remain at all times thereafter as the unaltered external finish to the development hereby permitted.

Reason: To ensure that the materials are appropriate to the existing development, the site and its surroundings. This condition is imposed to comply with the National Planning Policy Framework (March 2012), Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026.

4. **Hours of work (construction)**

No demolition or construction works shall take place outside the following hours:

- 8:00am to 6:00pm Mondays to Fridays;
- 8:30am to 1:00pm Saturdays;
- nor at any time on Sundays or Bank Holidays.

Reason: To safeguard the amenities of adjoining land uses and occupiers. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS14 of the West Berkshire Core Strategy (2006-2026).

5. **Windows PD removal**

Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking, re-enacting or modifying that Order), no windows/dormer windows (other than those expressly authorised by this permission) which would otherwise be permitted by Schedule 2, Part 1, Classes A, B or C of that Order shall be constructed at first floor level on the north elevation without planning permission being granted by the Local Planning Authority in respect of an application made for that purpose.

Reason: In the interests of the privacy and amenity of neighbouring properties. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (2006) and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

6. **Obscure glazing before use**

The windows at first floor level in the north side elevation shall be fitted with obscure glass and top hung opening only before the extension hereby permitted is first brought into use. The obscure glazing shall be permanently retained in that condition thereafter.

Reason: In the interests of the privacy and amenity of neighbouring properties and to prevent the overlooking of 1 Mead Cottages in the interests of neighbouring amenity. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (2006) and

7. **Surfacing of access (YHA15)**

No development shall take place until details of the surfacing arrangements for the vehicular access to the highway have been submitted to and approved in writing by the Local Planning Authority. Such details shall ensure that bonded material is used across the entire width of the access for a distance of 1 metre measured back from the carriageway edge. Thereafter the surfacing arrangements shall be constructed in accordance with the approved details.

Reason: To avoid migration of loose material onto the highway in the interest of road safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

8. **Parking in accord with plans (YHA24)**

The development shall not be brought into use until the vehicle parking has been surfaced, and provided in accordance with the approved plan. The parking shall thereafter be kept available for parking (of private motor cars and/or light goods vehicles) at all times.

Reason: To ensure the development is provided with adequate parking facilities, in order to reduce the likelihood of roadside parking that would adversely affect road safety and the flow of traffic. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

Informatives:

1 **Approval - Need for revision - representations received**

This decision has been made in a positive way to foster the delivery of sustainable development having regard to Development Plan policies and available guidance to secure high quality appropriate development. In this application whilst there has been a need to balance conflicting considerations, the local planning authority has worked proactively with the applicant to secure and accept what is considered to be a development which improves the economic, social and environmental conditions of the area.

2 **Damage to footways, cycleways and verges**

The attention of the applicant is drawn to the Berkshire Act, 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway, cycleway or grass verge, arising during building operations.

3 **Damage to the carriageway**

The attention of the applicant is drawn to the Highways Act, 1980, which enables the Highway Authority to recover expenses due to extraordinary traffic.

4 **Consent to enter adjoining land**

You must obtain the prior consent of the owner and occupier of any land upon which it is necessary for you to enter in order construct, externally finish, decorate, or in any other way carry out any works in connection with this development, or to

obtain any support from adjoining property. This permission granted by the Council in no way authorises you to take such action without first obtaining this consent.