

Unrestricted Report

ITEM NO: 11

Application No.
22/00560/FUL

Site Address:

Ward:
Bullbrook

Date Registered:
1 July 2022

Target Decision Date:
26 August 2022

3 Ellenborough Close Bracknell Berkshire RG12 2NB

Proposal:

Proposed erection of a part two storey part single storey rear and side extension.

Applicant:

Mrs Natasha Van Hemelryk

Agent:

Mr Andrew Melvin

Case Officer:

Benjamin Marshall, 01344 352000

Development.control@bracknell-forest.gov.uk

Site Location Plan (for identification purposes only, not to scale)



1. SUMMARY

- 1.1. The proposal is for the construction of a part-single storey, part two-storey rear and side extension.
- 1.2. The proposed development is within the settlement boundary. The proposal would not be liable for SPA contributions and CIL payments

RECOMMENDATION

Planning permission be granted subject to the conditions set out in Section 11 of this report.
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2. REASON FOR REPORTING APPLICATION TO COMMITTEE

- 2.1. This application has been referred to the Planning Committee at the request of Councillor Dudley, on the grounds of it being 'overbearing and unneighbourly'

3. PLANNING STATUS AND SITE DESCRIPTION

PLANNING STATUS

Within settlement

Within 5km of SPA

- 3.1. No. 3 Ellenborough Close is a 3 bedroom, two-storey, semi-detached dwelling and is located within the defined settlement boundary.

4. RELEVANT PLANNING HISTORY

- 4.1. The relevant planning history is set out below:

21/00568/FUL - Proposed erection of a part two storey part single storey rear extension - Refused 2022 on grounds of design

5. THE PROPOSAL

- 5.1. The proposal is for the construction of a part-single storey, part two-storey rear and side extension.
- 5.2. The application has been amended during the course of the application omitting the first-floor overhang and hiping the roof of the 2 storey rear extension.

6. REPRESENTATIONS RECEIVED

Bracknell Town Council

- 6.1. Bracknell Town Council raised no objection to the proposed scheme.

Other representations received

- 6.2. Letters of objection have been received from the occupants of two neighbouring properties. The issues raised can be summarised as follows:

- Overdevelopment of the site
- Overbearing concerns
- Overshadowing concerns
- Scheme out of character with surrounding properties
- Insufficient parking

6.3. Further representations were received from these occupants following the submission of amended plans. The additional comments can be summarised as follows:

- Incoherent Design
- A sloping roof would be less prominent

7. SUMMARY OF CONSULTATION RESPONSES

Highway Authority:

7.1. The Highway Authority has raised no objection subject to conditions pertaining to the provision of the parking area and completion of the access prior to occupation.

8. MAIN POLICIES AND OTHER DOCUMENTS RELEVANT TO THE DECISION

8.1. The primary strategic planning considerations applying to the site and the associated policies are:

	Development Plan	NPPF 2021
General Policies	<ul style="list-style-type: none"> • CS7 (Design) of the CSDPD 2008 • EN20 (Design) of the BFBLP 2002 • HO 7 (Local Character) and HO 8 (Good Quality Design) of the BTNP (2016-2036) 	Consistent
Residential Amenity	<ul style="list-style-type: none"> • EN20 (Design) of the BFBLP 2002 	Consistent
Parking	<ul style="list-style-type: none"> • CS23 (Transport) of the CSDPD 2008 • M9 (Vehicle & Cycle Parking) of the BFBLP 2002 • HO 4 (Managing the Streetscape) of the BTNP (2016-2036) 	Consistent
Supplementary Planning Documents (SPD)		
Parking Standards SPD		
Design SPD		
Building Research Establishment: Site Layout Planning for Daylight and Sunlight: a Guide to Good Practice 2022 (BRE SLPDS)		
Other publications		
National Planning Policy Framework 2021 (NPPF), National Planning Policy Guidance (NPPG).		

9. PLANNING CONSIDERATIONS

9.1. The development will be considered against the following key issues:

- i. The principle of development
- ii. Impact on Character and Appearance of Existing Dwelling and Surrounding Area
- iii. Impact on Residential Amenity
- iv. Impact on Parking

i. Principle of Development

9.2. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise, which is supported by the NPPF (paras. 2 and 12). Policy CS2 of the CSDPD states that development will be permitted within defined settlements. This is provided that the development is consistent with the character, accessibility and provision of infrastructure and services within that settlement. The above policy is considered to be consistent with the NPPF, and as a consequence is considered to carry significant weight.

9.3. The site is located in a residential area that is within a defined settlement on the Bracknell Forest Borough Policies Map (2013). As a result, the proposed development is considered acceptable in principle, subject to no adverse impact on the amenity of the neighbouring occupiers, upon the character and appearance of the area and highway safety.

ii. Impact on Character and Appearance of Existing Dwelling and Surrounding Area

9.4. 'Saved' policy EN20 of the BFBLP states that development should be in sympathy with the appearance and character of the local environment and appropriate in scale, mass, design, materials etc. Policy CS7 of the CSDPD states that the council would require high quality design for all development in Bracknell Forest. Development proposals would be permitted which build on the urban local character, respecting local patterns of development. Paragraph 126 of the NPPF emphasises the importance of good design as key to making places better for people to live. Additionally, paragraph 130 of the NPPF states that the design of development should help improve the character and quality of an area and the way it functions.

9.5. Policy HO 8 of the Bracknell Town Neighbourhood Plan 2016-2036 states that developments will be expected to '*achieve high quality design that respects the established appearance, scale and character of the design of the particular neighbourhood in which they are being proposed.*'

9.6. The proposed development consists of a part single storey, part two storey side and rear extension, with the first-floor element restricted to the rear of the dwelling, and the single storey element projecting beyond the side elevation. The proposed single storey projection would be screened from views due to its position behind an existing single storey garage.

9.7. The proposed single-storey element protrudes a maximum of 2.81 metres beyond the side wall, a maximum 4.5 metres beyond the rear wall and would be 2.4 metres in height. The extension would have a stepped wall, with the rear wall closest to the northern boundary only extending 2.9 metres. The extension would be a sizeable addition to the rear of the property providing additional floor area equal to approximately 75% of the existing ground floor footprint. However, the scale of the extension would not be considered an unreasonable addition to the property owing to the size of the site. The extension would have a flat roof, in keeping with the

existing single-storey elements on the site and would individually be considered a subservient addition to the property.

- 9.8. Attaching to the proposed single-storey element is the first-floor extension which would be set down from the main ridge of the dwelling, with a dual-pitched roof matching the pitch angle. This element would measure approximately 6 metres in height, sloping down to 4.5 metres at eaves level. It would protrude 4.5 metres from the rear wall of the dwellinghouse in line with the single-storey element. Owing to its set down position and appropriate scale it would not be considered to be out of keeping with the design and scale of the existing property.
- 9.9. The overall proposal would retain a large proportion of the garden space to the rear and would therefore not be considered to result in overdevelopment of the site.
- 9.10. The surrounding area is characterised by two-storey, semi-detached properties linked by single-storey attached garages. There have been substantial amounts of development within Ellenborough Close, with several larger single-storey and two-storey elements. The single-storey elements are typically conservatories or flat roofed rear and side extensions and therefore the proposed rear extension would adhere to this prevailing character. The two-storey elements present within the street scene are contained to the rear of the dwellings and rarely extend beyond the side elevation. The proposed extension would not extend beyond the side elevation and is designed with a dual-pitched roof matching the prevailing character of the street.
- 9.11. The single-storey aspect would not be visible from the street scene and as such is unlikely to have an impact on the surrounding area. It is likely that there would be some visibility of the proposed two-storey element from the street scene however this would be read as part of the host dwelling and would not be of such a scale as to increase the prominence of the dwelling within the surrounding area.
- 9.12. There are minor views of the rear of the dwelling from Park Road to the south, these views are largely blocked by existing screening which is believed to be within the public realm as opposed to private ownership. Whilst the two-storey element would be visible it is not considered that the south to north view is of any significance as it is solely upon private residential gardens where extensions are typical.
- 9.13. The application proposed the inclusion of a rendered finish at ground floor level. Whilst there is no render on the dwellings within the street scene, as this material would solely apply to the rear of the site and there would be limited visibility of this element it would not be considered harmful to the character of the area. It is not considered reasonable to seek further control over the external materials of the dwelling as it would not satisfy the tests under paragraph 56 of the NPPF 2021.
- 9.14. As such, the proposal would not be considered to adversely affect the character and appearance of the surrounding area and would therefore be in accordance with 'Saved' policy EN20 of the Bracknell Forest Borough Local Plan 2002, Policy CS7 of Core Strategy Development Plan Document 2008, Policy HO8 of the Bracknell Town Neighbourhood Plan 2016-2036, the Design SPD 2017 and the NPPF 2021.

iii. Impact on Residential Amenity

9.15. 'Saved' policy EN20 of the BFBLP states that development will not adversely affect the amenity of surrounding properties and adjoining area. Paragraph 130 of the NPPF states that the Local Planning Authority should ensure high quality amenity for all existing and future occupants of land and buildings.

9.16. The neighbouring dwellings most impacted by the proposed development would be nos. 2 and 4 Ellenborough Close to the south and north respectively.

Overlooking

9.17. The Design SPD recommends that upper storey rear windows are separated from the rear garden boundary by at least 10 metres, with at least 22 metres to the nearest upper storey windows to the rear. The Design SPD recommends that all upper storey side windows are restricted to be obscure-glazed and top-opening only.

9.18. One upper storey side window is proposed, serving the proposed bathroom and facing north. This window would be conditioned in line with the above design recommendations to protect the privacy of no. 4 Ellenborough Close. It is also recommended that future upper storey side windows are restricted by condition to avoid unacceptable overlooking into the adjoining gardens and properties.

9.19. The proposed rear windows would be separated from the rear boundary by approximately 15.8 metres, and from the nearest western property, 5 Park Road, by approximately 20 metres. While this is 2 metres shorter than recommended by the Design SPD, a review of historic plans for 5 Park Road shows that no habitable rooms have windows facing towards the proposed development at first floor level. As such it is not considered the scheme results in unacceptable levels of overlooking.

Impact on Light

9.20. The BRE SLPDS is used as a guideline for assessing potential losses of light and the acceptable levels of loss for a habitable room. The guide specifies that: *The guidelines given here are intended for use for rooms in adjoining dwellings where daylight is required, including living rooms, kitchens, and bedrooms. Windows to bathrooms, toilets, storerooms, circulation areas, and garages need not be analysed.*

9.21. As part of the application a Daylight and Sunlight Assessment has been submitted which outlines impacts on light levels in accordance with the above guidance and the British Standard.

9.22. The ground floor window of no. 2 Ellenborough Close that is closest to the application site appears to serve the garage which lies between the host dwelling and the application site. Page 2 of the applicant's Daylight and Sunlight Assessment outlines the pathway of the vertical 45-degree test on this neighbouring window, clearly demonstrating it to pass in line with the guidance. The single-storey element would fail the horizontal 45-degree test when measured against this window, however, owing to the limited height of the extension and the existing use of the room the window serves, it is not considered that the development would result in an unacceptable loss of light.

- 9.23. The closest neighbouring window to the application site on no. 4 Ellenborough Close serves a kitchen/dining area. The Daylight and Sunlight Assessment demonstrates the proposal to pass the vertical and horizontal 45-degree test. When measured on the floor plans the corner of the single-storey element would fail the test. However, owing to the limited height of the single-storey element, and the orientation of the dwellings, with no. 4 being north of the proposed development, it is unlikely that there will be a significant impact on light received to the neighbouring property.
- 9.24. The Daylight and Sunlight Assessment demonstrates that the light received to either neighbouring property's gardens would pass the test as outlined within the BREEAM standards and as such would not have a significant impact on the receipt of daylight.
- 9.25. Overall, the applicant has provided sufficient evidence within their Daylight and Sunlight Assessment to demonstrate that the proposal would not result in a detrimental loss of light.

Overbearing

- 9.26. The Design SPD specifies that new developments should not result in an overbearing impact on neighbouring properties but does not specify how this should be assessed. Design recommendations include "setting the extension away from the property boundary so as to avoid any dramatic change in scale in relation to the neighbouring garden"
- 9.27. The example provided in the Design SPD shows a two-storey side extension, additionally the Design SPD states that additional separation distances may be necessary "as storeys rise" to mitigate against overbearing. It can be determined therefore that generally a single storey extension is less likely to result in a significant overbearing impact on neighbouring properties compared to an extension of two or more storeys.
- 9.28. The proposed single-storey element is limited in height and is separated from the neighbour by a fence of approximately 1.8 metres. The wall of the extension closest to the boundary is set in measuring approximately 2.9 metres from the rear wall of the neighbouring property. As such, it is not considered that the single storey element would result in an unacceptable overbearing impact.
- 9.29. Excluding the roof overhang, the proposed two storey element would be separated from the boundary with no.4 by approximately 2.32 metres, and project approximately 3.8 metres from the rear elevation of the neighbouring property. The two-storey element includes a dual-pitched roof sloping away from the northern neighbour and a hipped end, which resultingly reduces the visual dominance of the extension.
- 9.30. The overall height of the extension would be similar to the rear gabled elevation of no. 4 Ellenborough Close. The two-storey extension would be viewed solely above the height of the 1.8 metre fence, which is noted to increase in height in line with the increasing gradient of the garden. The most dominant part of the extension would therefore be closest to the dwelling, with a more limited dominance the further it reaches into the site. When considering the position, design and scale of the two-storey element it is

considered that whilst there would be an impact, this impact is limited and would not result in unacceptable harm to the neighbouring amenity.

- 9.31. No. 2 Ellenborough Close to the south-east, is laid out with the attached garage separating the main dwelling from the application site. The proposed extension two-storey element would be separated from the boundary by approximately 3.6 metres and from the main dwelling by 8.5 metres. Owing to this significant separation distance and the retained open views available to the neighbour it is unlikely that the development would be seen as an overbearing feature.
- 9.32. In totality the proposal, by virtue of it's scale, design and position, would not be considered to result in a detrimental impact on the amenity of the neighbouring properties. As such, it would comply with 'Saved' policy EN20 of the Bracknell Forest Borough Local Plan 2002, the Design SPD 2017 and the NPPF 2021.

iv. Impact on Parking

- 9.33. Policy CS23 of the Core Strategy Development Plan Document 2008 states that the council will use its planning and transport powers to reduce the need to travel, increase the safety of travel, promote alternative modes of travel and promote travel planning. 'Saved' policy M9 of the Bracknell Forest Borough Local Plan 2002 states that development will not be permitted unless satisfactory parking provision is made for vehicles and cycles. This policy also states that the standards set out in the Bracknell Forest Borough Parking Standards, Supplementary Planning Document 2016 (SPD) must be adhered to.
- 9.34. Policy HO4 of the Bracknell Town Neighbourhood Plan states that new residential development will be expected to provide car and bicycle parking.
- 9.35. The residential standards in the SPD state that a four bedroomed dwelling requires 3 parking spaces. The standard size of a parking space is 4.8 metres in length and 2.4 metres in width. A garage should have a width of 3.5 metres and a depth of 6.0 metres (excluding storage).
- 9.36. The submitted plans include the provision for 3no. external spaces on an extended forecourt. The parking spaces have been found to comply with the requirements of the SPD.
- 9.37. The Council's Highways Officer has reviewed the proposed development and raised no objection subject to conditions pertaining to the provision of the parking area and completion of the access prior to occupation. The officer notes that there is an existing access for the dwelling and no objection has been raised to this being used to accommodate the proposed development and therefore the inclusion of a condition pertaining to this is not reasonable. As the parking is being altered as part of this development the construction of the hardstanding is sought prior to occupation, through condition.
- 9.38. The proposed driveway would remove a grassed area to the front of the dwelling and has been recommended to be constructed with permeable block paving instead of gravel. It is noted that the application form states the proposed materials to be matching to the existing hardstanding. A condition will be added which requires either the proposed hardstanding to be

constructed using permeable materials or that sufficient drainage is installed within the site to allow for all run-off water to drain into an area that is permeable.

- 9.39. As the dwelling is in existing use and the proposal is only for an extension there is no need to consider the provision of bin and cycle storage.
- 9.40. As such, the proposal would be in accordance with 'Saved' policy M9 of the Bracknell Forest Borough Local Plan 2002, Policy CS23 of the Core Strategy Development Plan Document 2008 and Bracknell Forest Borough Parking Standards SPD 2016

10. CONCLUSION

- 10.1. It is considered that the development is acceptable in principle and would not result in an adverse impact on the character of the area or highway safety, nor would the development result in an adverse impact on the residential amenity of the occupiers of the neighbouring properties. As such, the scheme is considered to accord with the relevant 'Saved' policies of the Bracknell Forest Borough Local Plan 2002, the Core Strategy Development Plan Document 2008, the Bracknell Town Neighbourhood Plan 2016-2036, the Bracknell Forest Borough Parking Standards SPD 2016 the Design SPD and the NPPF 2021.
- 10.2. Therefore, the application is recommended for conditional approval.

11. RECOMMENDATION

11.1 That the application be approved subject to the following conditions:

01. 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).

02. The development hereby permitted shall be carried out only in accordance with the following approved plans: 2021 275 017C, 2021 275 018C, 2021 275 019, 2021 275 020B and 2021 275 022C received on 22/11/2022 and 2021/275/001, 2021/275/002, 2021/275/003, 2021/275/005, 2021/275/006, 2021/275/013, 2021/275/014, 2021/275/015/D, 2021/275/016/A, 2021/275/017/B received on 01/07/2022.

REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.

03. The materials to be used in the construction of the external surfaces of the development hereby permitted shall be in accordance with the details specified in the application.

REASON: In the interests of the visual amenities of the area.

04. The proposed side window hereby approved, serving the first-floor bathroom, shall be constructed with obscure glazing and be non-opening below 1.7 metres of the room in which it is installed, and thereafter, shall be retained as such.

REASON: To protect the residential amenity of neighbouring properties

05. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no additional windows, similar openings or enlargement thereof shall be constructed at first floor level or above in the side elevations of the development hereby permitted except for any which may be shown on the approved drawing(s), unless they are glazed with a minimum of Pilkington Level 3 obscure glass (or equivalent) and fixed shut, or the parts of the window, opening or enlargement which are clear glazed and/or openable are more than 1.7 metres above the floor of the room in which it is installed.

REASON: To protect the residential amenities of neighbouring dwellings.

06. The proposed hardstanding hereby approved shall be constructed of permeable materials or provision is made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the dwellinghouse.

REASON: To ensure the provision of adequate drainage within the site.

07. Prior to the first occupation of the first-floor extension hereby approved the hardstanding associated with this parking shall be constructed and laid out in accordance with approved drawing: 2021/275/015/F. This parking shall be retained thereafter.

REASON: In the interests of highways safety.

INFORMATIVES:

01. The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
02. No builder's materials, plant or vehicles related to the implementation of the development should be parked/stored on the public highway so as to cause an obstruction at any time.
03. The applicant should note that this permission does not convey any authorisation to enter onto land or to carry out works on land not within the applicant's ownership.
04. This is a planning permission. Before beginning any development, you may also need separate permission(s) under Building Regulations or other legislation. It is your responsibility to check that there are no covenants or other restrictions that apply to your property.