

Unrestricted Report

ITEM NO: 8

Application No.
22/00898/FUL

Ward:
Sandhurst

Date Registered:
15 November 2022

Target Decision Date:
10 January 2023

Site Address: **45 Forest End Road Sandhurst Berkshire GU47 8JT**

Proposal: **Proposed erection of two storey front extension with enlarged dormer, rear single storey extension including garage conversion into habitable accommodation and loft conversion with rear dormer.**

Applicant: Mrs Robson-Malone

Agent: Mrs Judith Charles

Case Officer: Benjamin Marshall, 01344 352000

Development.control@bracknell-forest.gov.uk

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



OFFICER REPORT

1. SUMMARY

1.1. The proposal is for the construction of a two-storey front extension, enlargement of an existing front dormer and construction of a rear dormer.

1.2. The proposed development is within the settlement boundary. The proposal and is therefore acceptable in principle. The proposal would not result in an adverse impact on the character of the area, highway safety, nor would the development result in a detrimental impact on the protected trees or residential amenity of the occupiers of the neighbouring properties.

RECOMMENDATION
Planning permission be granted subject to the conditions set out in Section 11 of this report.

2. REASON FOR REPORTING APPLICATION TO COMMITTEE

2.1. This application has been referred to the Planning Committee at the request of Councillor Brown, due to concerns that the proposal is disproportionately large compared with the surrounding dwellings and potentially overbearing.

3. PLANNING STATUS AND SITE DESCRIPTION

PLANNING STATUS
Within settlement
Within 5km of SPA

3.1. No. 45 Forest End Road is a two-storey detached dwelling and is located within the defined settlement boundary.

4. RELEVANT PLANNING HISTORY

4.1. The relevant planning history is set out below:

21/00188/TR5 – TPO 4/1967 - Application to fell 1 tree – Approval 05/08/2021

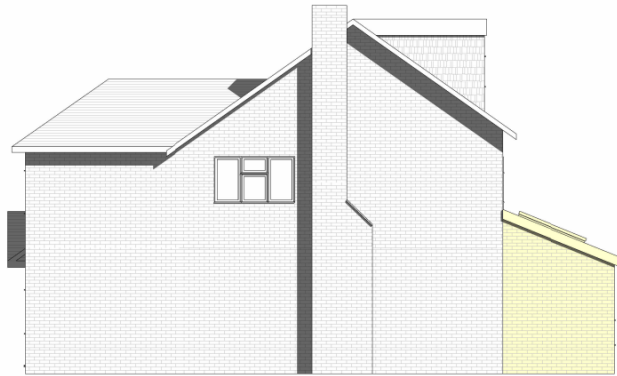
604376 - Development of 6 detached houses and garages, access roads and associated works. (Affects 41 - 51 odd Forest End Road) – Approval 17/10/1980

5. THE PROPOSAL

5.1. Full planning permission is sought for the erection of a two-storey front extension, enlargement of an existing front dormer and construction of a rear dormer.



① Proposed Front Elevation
1:50



② Proposed Side Elevation_1
1:50



③ Proposed Rear Elevation
1:50



④ Proposed Side Elevation_2
1:50

Extract from planning document: Proposed Elevations and 3D Views, Revision 8, dated 24/05/2023.

6. REPRESENTATIONS RECEIVED

Sandhurst Town Council

6.1. Sandhurst Town Council has objected to the application for the following reasons:

- Dormer out of character with the scale and proportion of the existing dwelling and surrounding area.
- Dormer windows out of character with the scale and proportion and appear incongruous.

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:

- Scale and design of the dormer would be out of character with the dwelling and within the street scene
- Loft Dormer would be overbearing and out of keeping.
- Potential loss of privacy

- Height of rear ground floor extension dominating in scale
- Concern regarding parking provision

7. SUMMARY OF CONSULTATION RESPONSES

Trees:

7.1. A Tree Officer was consulted, and the development was found to be acceptable in relation to the protected trees, subject to the inclusion of an appropriate planning condition.

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"> • CS1 & CS7 (Design) of the CSDPD 2008 • EN1 (Protecting tree and hedgerow cover), EN20 (Design) of the BFBLP 2002 	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 	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:

- The principle of development
- Impact on Character and Appearance of Existing Dwelling and Surrounding Area
- Impact on Residential Amenity
- Impact on Parking
- Impact on Trees

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 and upon the character and appearance of the area, trees and highways 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. The proposed development consists of a two-storey front extension, enlargement of an existing front dormer and construction of a rear dormer. Each of these elements will be considered individually and then cumulatively.

Two-storey front extension

9.6. The proposed two-storey extension would be located to the north of the dwelling and extend in line with the existing front single-storey element. The extension would measure 7.33 metres in height but remain set down from the main ridge by approximately 0.65 metres.

9.7. The proposed two-storey extension would have a dual pitched roof and owing to its position, scale and design would appear as a subservient addition to the host dwelling. The extension would infill a space behind the front building line of the dwelling and is considered to remain in keeping to the scale and design of the existing dwelling.

Front dormer enlargement

9.8. There is an existing pitched roof dormer which formed part of the original dwellinghouse on the front roofslope. As part of the development this would be extended by approximately 3.3 metres to link with the proposed two-storey extension. The amended dormer would retain the pitched nature of the roof and provide 1no. additional window which appears in keeping with the existing windows on the property.

9.9. There would be no increase in depth or height as part of the alterations and the dormer would remain distinctly subservient within the main roofslope of the dwelling.

Rear dormer

9.10. The applicant is proposing a rear dormer which measures approximately 2.89 metres in depth, 2.1 metres in height and 10.33 metres in width. It would have a cubic volume of 31.3 m³ and would not be set down from the ridge height of the main building.

9.11. The dormer would have a flat roof form and stretch across almost the entire roofslope. It would be a dominant addition to the dwelling and would fail to appear subservient to the host dwelling.

9.12. The dormer would have openings which would, by their position, create a visual imbalance on the rear of the property, as they do not accurately reflect the positioning of the existing openings, as recommended within the Council's Design SPD.

9.13. Whilst the dormer, by virtue of its scale, design and position would be considered harmful to the character of the property it is a material consideration that the proposal benefits from a permitted development fallback position.

9.14. Class B, Part 1, Schedule 2 of The Town and Country Planning (General Permitted Development) (England) Order 2015(as amended) allows for the "*enlargement of a dwellinghouse consisting of an addition or alteration to its roof.*", so long as the development complies with the restrictions and conditions set out in Class B.1 and B.2. The restriction which is of note is B.1(d)(ii) which requires the relevant addition to not exceed the cubic content of the original roof by more than 50 cubic metres. As identified above the cubic capacity of the dormer is below the restriction threshold. However, the cubic volume of roof space provided by the two-storey front extension would need to be taken into consideration as it does not form part of the original roofspace. No calculations have been provided demonstrating the volume of this loft aspect however indicative calculations result in an uplift of 48.58 cubic metres. Regardless of if the calculations have been under calculated, if the dormer were to be constructed prior to the two-storey extension then it would comply with the permitted development criteria. The inclusion of this aspect within the application is due to a desire to build the loft extension at a later stage, therefore whilst harm is identified it would not be reasonable to refuse the application owing to this accepted fallback position.

9.15. The overall proposal would remain faithful to the design and scale of the host building and as such is found to be in keeping with the character of the existing dwelling.

9.16. The surrounding area is characterised by two-storey detached properties which have largely retained the original design, approved under application 604376. Whilst the front dormer and two-storey extension would be visible they would not be considered to increase the prominence of the dwelling within the street scene to an unacceptable degree. Furthermore, there is a significant level of screening to the front of the dwellings in the direct vicinity of the dwelling, which mean that wider views of the property are limited. It should be noted that the lack of development within an area does not automatically make development unacceptable. As such, In the context of the street these elements of the development would appear appropriately designed to respect the original dwelling and as such is not considered unacceptable.

9.17. There may be some visibility of the rear dormer from the street scene which whilst sizeable would not be an unduly obtrusive feature. It is acknowledged that there is a similar scaled development which exists on the rear roofslope of no. 41 Forest End Road. As such, there is an established precedent for rear development. There has been no planning permission attained for this rear dormer, however it can reasonably be inferred that this dwelling has also utilised its permitted development rights to provide the addition.



9.18. Overall, whilst harm was found in the design, scale, and position of the dormer this is outweighed on balance by the permitted development fall-back position. The remaining elements of the proposal were found to respect the character of the host dwelling and surrounding area. The proposal therefore 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, the Design SPD 2017 and the NPPF 2021.

iii. Impact on Residential Amenity

9.19. '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.

9.20. The neighbouring dwellings most impacted by the proposed development would be nos. 43 and 47 Forest End Road to the east and west respectively. Nos. 45 and 43 share an access boundary with both dwellings facing towards this shared access which results in a more angled side to side relationship with the properties within the street scene.

Overlooking

9.21. The Design SPD recommends that 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, at least 30m from windows at second floor level and 15m to the rear boundary. The Design SPD recommends that all upper storey side windows are restricted to be obscure-glazed and top-opening only.

9.22. There are no properties to the rear of the dwelling which would be impacted by the development as such the impact is localised to the two neighbouring dwellings.

9.23. There could reasonably be concern regarding the potential outlook from the dormer windows, however it is considered that the views achieved would be similar to those from the first-floor windows. Additionally, as this element could be achieved under permitted development it is not reasonable that the development could be refused on this basis.

9.24. One upper storey side window is proposed, serving the proposed home office. This window's views would be over the front part of the dwelling and the dwelling's front amenity space. The applicant has not noted whether or not this window would be obscure glazed however owing to the orientation of the dwellings and the window's outlook being limited to the front garden space, it is not considered that the window would result in unacceptable overlooking.

Impact on Light

9.25. The Building Research Establishment (BRE) guide 'Site layout planning for daylight and sunlight' 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.*

9.26. As part of the application a Daylight and Sunlight Assessment has not been submitted alongside this application.

9.27. The ground floor front window of no. 47 Forest End Road is closest in proximity to the application site and the proposed two-storey front element. Based on the existing floor plan this window serves an open plan lounge/dining room. Whilst no daylight assessment has been submitted, the 45-degree test has been calculated from the submitted plans and has been found to pass the horizontal test. It would be likely to fail the vertical 45-degree test, however owing to the dwelling's orientation the window in question would face away from the application site and as such is unlikely to be detrimentally impacted by the development. Overall, it is therefore not considered that the extension would result in a detrimental loss of light.

Overbearing

9.28. The Design SPD specifies that new developments should not result in an overbearing impact on neighbouring properties. 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"

9.29. 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 impacts. 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.

9.30. The proposed two-storey front extension is limited in scale 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. The hipped roof on the two-storey element would further help reduce the extension's bulk when viewed from the neighbouring property. As such, it is not considered that the two-storey element would result in an unacceptable overbearing impact.

9.31. The rear dormer would not extend beyond the rear building line of either neighbouring property and as such is would not be considered overbearing regardless of its scale and bulk.

9.32. In totality the proposal, by virtue of its scale, design and position, would not be considered to result in an adverse impact on the amenity of the neighbouring properties to warrant refusal. 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. The residential standards in the SPD state that a four or more 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. Any new garage should have a width of 3.5 metres and a depth of 6.0 metres (excluding storage).

9.35. The existing dwelling benefits from 4no. bedrooms, with the proposed development providing one additional bedroom, which is listed on the proposed floor plans as an office. A parking plan has not been submitted to support the application however according to the Council's Parking Standards SPD there is no required increase in parking, which results from the increase of 1no. bedroom from a four-bedroom property to a five-bedroom property. As such, it is considered that the existing provision is satisfactory and no additional parking is required to be demonstrated.

9.36. As the dwelling is in existing use and the proposal is for an extension there is no need to consider the provision of bin and cycle storage.

9.37. 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

v. Impact on Trees

9.38. 'Saved' policy EN1 of the BFBLP states that planning permission will not be granted for development which would result in the destruction of trees and hedgerows. Trees and hedgerows are important to the retention of the character and appearance of the landscape or townscape of the area. Paragraph 131 of the NPPF states that trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change.

9.39. The trees within the local area are protected by a group Tree Preservation Order reference TPO 4/1967. A 2021 application was approved to fell one tree which is within the rear garden. As such, the two trees most relevant to the proposed development are to the front of the dwelling.

9.40. The only front development which would create additional foundations beyond the existing dwelling's base is the two-storey extension. Whilst there are amendments to the front dormer this is not considered to require any improved foundations, nor would it result in an increased height or depth of the dormer.

9.41. The submitted tree protection plan demonstrates that the proposed two-storey extension would be sufficiently distanced from the root protection areas of the trees as to not cause a detrimental impact. Furthermore, a site visit has demonstrated that there is unlikely to be an increased pressure to prune resulting from the additional bulk on the dwelling. The Tree Service was consulted verbally and agreed with the above consideration of the development. It is noted that a condition will be required to be attached to any permission to ensure that the tree protective measures are carried out in accordance with the tree protection plan but also to ensure that the trees will not be harmed during construction. Therefore, subject to condition, no material harm to the protected trees has been identified and the development would meet the requirements of Policy EN1 and EN20 of the BFBLP, Policy CS7 of the CSDPD and the NPPF 2021.

10. CONCLUSION

- 10.1. It is considered that the development is acceptable in principle and would not result in an unacceptable adverse impact on the character of the area, highway safety, nor would the development result in a detrimental impact on the protected

trees or residential amenity of the occupiers of the neighbouring properties. As such, the scheme would be considered in accordance with the relevant 'Saved' policies of the Bracknell Forest Borough Local Plan 2002, the Core Strategy Development Plan Document 2008, 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.

RECOMMENDATION

11. 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: GA.01, GA.02 and GA.05 received on 15/11/2022 and GA.03/08 and GA.04/08 received on 24/05/2023.

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 of similar appearance to those of the existing dwelling.

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

04. The protective fencing and other protection measures identified within the Arboricultural Assessment Report and Compliant Tree Survey, produced by Watts Consulting, dated December 2022, shall be erected prior to the commencement of any development works, including any initial clearance, and shall be maintained fully intact and (in the case of the fencing) upright, in its approved locations at all times, until the completion of all building operations on the site. No activity of any description must occur at any time within these areas including but not restricted to the following:

-

- a) No mixing of cement or any other materials.
- b) Storage or disposal of any soil, building materials, rubble, machinery, fuel, chemicals, liquids waste residues or materials/debris of any other description.
- c) Siting of any temporary structures of any description including site office/sales buildings, temporary car parking facilities, porta-loos, storage compounds or hard standing areas of any other description.
- d) Soil/turf stripping, raising/lowering of existing levels, excavation or alterations to the existing surfaces/ ground conditions of any other description.
- e) Installation/siting of any underground services, temporary or otherwise including; drainage, water, gas, electricity, telephone, television, external lighting or any associated ducting.
- f) Parking/use of tracked or wheeled machinery or vehicles of any description.

In addition to the protection measures specified above,

- a) No fires shall be lit within 20 metres of the trunks of any trees, or the centre line of any hedgerow shown to be retained.
- b) No signs, cables, fixtures or fittings of any other description shall be attached to any part of any retained tree.

REASON: - In order to safeguard trees and other vegetation considered to be worthy of retention in the interests of the visual amenity of the area.

[Relevant Policies: BFBLP EN1 and EN20, CSDPD CS7]

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. No details are required to be submitted in relation to the following conditions; however, they are required to be complied with:
 01. Time limit
 02. Approved plans
 03. Materials
 04. Tree Protection Measures
05. 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.

Doc. Ref: Uniform 7/DC/Agenda

The application file to which this report relates can be viewed on-line at the Council's Time Square office during office hours or online at www.bracknell-forest.gov.uk

