

Application Number	Expiry Date	Parish	Ward
180243	26 <sup>th</sup> March 2018	Hurst	Hurst

<b>Applicant</b>	Ms A Jenkins
<b>Site Address</b>	1 Nelsons Lane, Hurst, RG10 0RR
<b>Proposal</b>	Householder application for the proposed raising of existing roof to create a first floor and additional accommodation in roof space, insertion of two side dormers windows, erection of a single storey rear extension, first floor side extension, removal of existing chimney stacks and changes to existing fenestration.
<b>Type</b>	Full
<b>PS Category</b>	633
<b>Officer</b>	Andrew Chugg
<b>Reason for determination by committee</b>	Listed by Councillor W. Smith

<b>FOR CONSIDERATION BY</b>	Planning Committee on Wednesday, 11 April 2018
<b>REPORT PREPARED BY</b>	Assistant Director – Place

<b>SUMMARY</b>
<p>The application site is located along the north-western part of Nelsons Lane, which is within the countryside. The existing dwelling is a single storey detached house sited on a corner plot with neighbouring dwellings located to the southern side shared boundary along Nelsons Lane. The dwelling is set in a rectangular shape with a hipped roof and has benefitted from various extensions in the past.</p> <p>The application site is well screened from the road by matured hedgerows that run along the site boundaries including the north, east and south boundary of the site.</p> <p>This application is effectively a resubmission of two recent planning applications (refs: 171039 and 173049) which were refused (under delegated powers) and withdrawn respectively last year. The previous applications were themselves identical and three reasons for refusal were issued in respect on 171039. The decision for 171039 identified concerns relating to the impact of the development on the countryside; the impact of the development on the character of the area; and the impact of the development on the amenity of the adjoining residential occupier. This current proposal varies from these previous applications in that two of the rear facing dormers (which previously would have overlooked the rear garden of 2 Nelsons Lane) have been relocated to the side elevations.</p> <p>Restrictive policies are in place to prevent inappropriate development in the countryside. Policy CP11 of the Wokingham Borough Adopted Core Strategy states that in order to protect the separate identity of settlements and the environment, proposals outside development limits will not normally be permitted except where they do not lead to excessive encroachment or expansion of development away from the original buildings and, in the case of residential extensions do not result in inappropriate increases in the scale, form or footprint of the original building. The Borough Design Guide provides a guideline figure of a maximum increase of 50% over the original dwelling.</p>

The proposed development would represent an increase in volume from the original dwelling of 272% and is considered to be an inappropriate form of development which would be harmful to the countryside. The increase in the scale and height of the building would be harmful in this countryside setting.

Any direct overlooking to the rear of 2 Nelsons Lane has been significantly reduced due to only a single rear facing dormer now being proposed. However, while the applicant has advised that the remaining rear facing dormer would be obscure glazed and opening only above 1.8m, the proximity of this dormer close to the rear garden of 2 Nelsons Lane would still introduce a perception of overlooking that would be unneighbourly and is considered unacceptable in terms of residential amenity.

The application has been listed by Councillor Smith. Members visited the site in December 2017 when considering application ref: 173049, prior to that application being withdrawn.

#### **PLANNING STATUS**

- Designated Countryside
- Wind Turbine Safeguarding Zone
- Land Liable to Flood
- Groundwater Protection Zone

#### **RECOMMENDATION**

**That planning permission be REFUSED for the following reasons:**

1. The proposed development, due to its excessive increase in cumulative volume of the dwelling when compared with the original building, represents a disproportionate addition over and above the size and volume of the original building and would lead to excessive expansion of development away from the original built form; and would result in inappropriate increases in the scale, form and volume of the original building and be harmful to the character and appearance of the application dwelling within its site context and the countryside location contrary to the aims of the Wokingham Borough Adopted Core Strategy Policy CP11 (2010) and Section 8 of the Borough Design Guide (2012).
2. By virtue of its excessive height, the proposal would have an overly dominating impact on the skyline and street scene to the significant detriment to the character and appearance of the surrounding area, contrary to the aims of the Wokingham Borough Adopted Core Strategy Policy CP1 and CP3 (2010) and the Wokingham Borough Managing Development Delivery Plan Policies CC01 and CC03 (2014).
3. The proposed development due to the location of the proposed rear roof slope dormer (south-west facing) and limited separation distance between the rear elevation of the host dwelling and the shared common boundary line with the neighbouring dwelling No. 2 Nelsons Lane, which falls short of the set guidance of the Borough Design Guide, would result in the perception of overlooking across and into the rear garden space of the neighbouring dwelling. This is in breach of the Policy CP3 of the Wokingham Borough Adopted Core Strategy (2010) and the Design Guidance R23 of the Wokingham Borough Design Guide (2012).

<b>PLANNING HISTORY</b>		
<b>Application Number</b>	<b>Proposal</b>	<b>Decision</b>
1990/72	Additions-2 bedrooms, bathroom, WC, lounge & kitchen	Approved 21/12/1972
F/2004/2900	Single storey extension, dormer and roof windows to front loft conversion	Refused 15/11/2004
F/2004/3486	Single storey front porch extension	Approved 18/01/2005
153272	Proposed erection of a part single storey part two storey front and rear extension, conversion of roof space to habitable accommodation and addition of front and rear dormer roof extensions Single storey detached house with hipped roof.	Refused 31/03/2016
171039	Proposed raising of existing roof to create a first floor and additional accommodation in roof space, erection of a single storey rear extension, first floor side extension, removal of existing chimney stacks and changes to existing fenestration	Refused 21/09/2017
173049	Proposed raising of existing roof to create a first floor and additional accommodation in roof space, erection of a single storey rear extension, first floor side extension, removal of existing chimney stacks and changes to existing fenestration.	Withdrawn 12/12/2017

<b>CONSULTATION RESPONSES</b>	
WBC Ecology	No objection
WBC Highways	No objection
WBC Trees & Landscape	Object

<b>REPRESENTATIONS</b>
<p><b>Town/Parish Council:</b> Object to the proposal - it represents over-development of the site and would have a negative and harmful impact on the street scene of this area and should be refused.</p> <p><b>Local Members:</b> Cllr W Smith has called the scheme into committee on the basis that it would not be unacceptable in terms of countryside impact/harm.</p> <p><b>Neighbours:</b> No comments received</p>

<b>APPLICANTS POINTS</b>
<ul style="list-style-type: none"> <li>The proposal represents an appropriate volume increase and does not adversely impact the character and appearance of the host dwelling or surrounding countryside.</li> <li>The proposal would not overlook neighbouring properties.</li> </ul>

<b>PLANNING POLICY</b>		
National Policy	<b>NPPF</b>	National Planning Policy Framework
Adopted Core Strategy DPD 2010	<b>CP1</b>	Sustainable Development
	<b>CP3</b>	General Principles for Development
	<b>CP7</b>	Biodiversity
	<b>CP9</b>	Scale and Location of Development Proposals
	<b>CP11</b>	Proposals outside development limits (including countryside)
Adopted Managing Development Delivery Local Plan 2014	<b>CC01</b>	Presumption in Favour of Sustainable Development
	<b>CC02</b>	Development Limits
	<b>CC03</b>	Green Infrastructure, Trees and Landscaping
	<b>CC04</b>	Sustainable Design and Construction
	<b>CC07</b>	Parking
	<b>CC09</b>	Development and Flood Risk (from all sources)
Supplementary Planning Documents (SPD)	<b>BDG</b>	Borough Design Guide – Section 4
	<b>VDS</b>	A Design for Hurst – Village Design Statement

<b>PLANNING ISSUES</b>
<p><b>Description of Development:</b></p> <ol style="list-style-type: none"> <li>1. Householder application for the proposed raising of existing roof to create a first floor and additional accommodation in roof space, insertion of two side dormers windows, erection of a single storey rear extension, first floor side extension, removal of existing chimney stacks and changes to existing fenestration.</li> </ol> <p><b>Principle of Development:</b></p> <ol style="list-style-type: none"> <li>2. The National Planning Policy Framework has an underlying presumption in favour of sustainable development which is carried through to the local Development Plan. The Managing Development Delivery Local Plan (MDD) Policy CC01 states that planning applications that accord with the policies in the Development Plan for Wokingham Borough will be approved without delay, unless material considerations indicate otherwise.</li> <li>3. Policy CC02 of the MDD sets out the development limits for each settlement as defined on the policies map and therefore replaces the proposals map adopted through the Core Strategy, as per the requirement of policy CP9. Policy CP9 sets out that development proposals located within development limits will be acceptable in principle, having regard to the service provisions associated with the major, modest and limited categories. As the site is within a major/modest/limited development location, the proposal is acceptable in principle.</li> </ol>

4. The site is located within the countryside. Policy CP11 of the Wokingham Borough Council Core Strategy states that in order to protect the separate identity of settlements and the environment, proposals outside development limits will not normally be permitted except where they do not lead to excessive encroachment or expansion of development away from the original buildings and in the case of residential extensions, do not result in inappropriate increases in the scale, form or footprint of the original building.
5. Policy CP3 of the Core Strategy states that development must be appropriate in terms of its scale of activity, mass, layout, built form, height, materials and character to the area in which it is located and must be of high quality design without detriment to the amenities of adjoining land uses and occupiers.
6. The Borough Design Guide (SPD) June 2012, Section 8 (8.5.4 – Extensions and additions) states that, inter alia:

*“Extensions may be permissible provided that the scale, form and footprint does not have an unacceptable impact upon the countryside”.*

And that:

*“A 50% increase in volume for a 1 storey development is acceptable when compared with the original building”.*

Therefore, while household extensions to dwellings within the Countryside are acceptable in principle, each application must be considered on its own merits and against the relevant development plan policies and national planning guidance as outlined below.

#### **Impact on the Countryside:**

7. The dwelling is located outside of settlement boundaries within a rural location. The centre of Twyford is approximately 3km to the north and the centre of Wokingham approximately 4km to the south. Although the dwelling is set along a row of three properties, they are low level properties, well screened from the street. Aside from these dwellings there is sparse development in the area, with the immediate context consisting of fields, some agricultural buildings and narrow country lanes.
8. The original dwelling as built on site would have been a modest single storey dwelling, with a volume of 185 square metres (sqm). Since it was built, there have been a number of applications to increase the size of the dwelling which are reported below.
9. Planning permission was granted in 1972 (application reference: 1990/72) for an extension which increased the width of the dwelling from 8m in width to 18m. This extension increased the volume of the building to 445 sqm, an increase of 140% from the original.
10. A later application for a single storey extension and dormer windows (application reference: F/2004/2900) was refused on the grounds that it constituted inappropriate development in the countryside. The officer's report stated that the proposal would have resulted in a cumulative increase in volume of 190% over the

original dwelling. A revised proposal for a smaller porch extension was approved in 2005 (application F/2004/3486) but was never implemented.

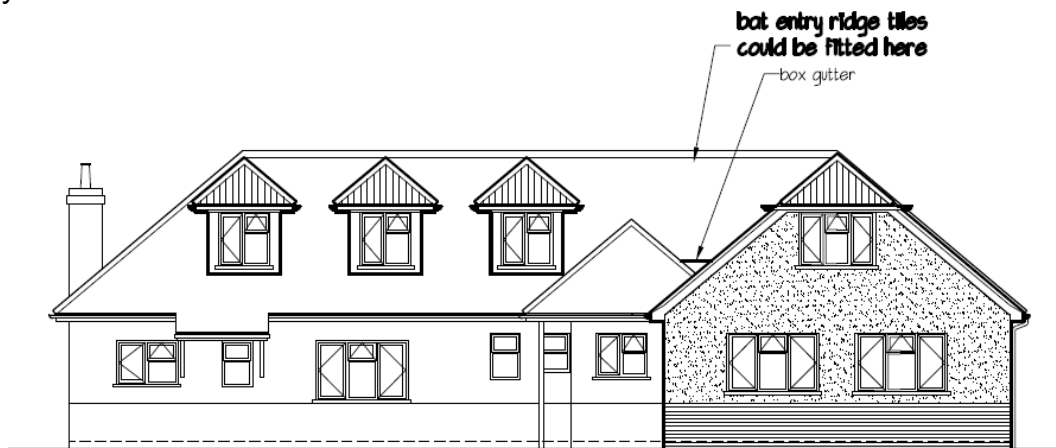
11. In 2016, planning permission was refused for the erection of a part single storey part two storey front and rear extension, conversion of roof space to habitable accommodation and addition of front and rear dormer roof extensions (application reference: 153272). This application would have resulted in an increase in volume of approximately 300% over the volume of the original dwelling.
12. This current proposal would result in a single storey rear extension of approximately 3m depth, 3.5m width and 2.8m in height projecting into the rear garden. It also proposes a proposed part single part two storey front extension including the raising of existing roof to create a first floor and habitable loft space would result in an increase in the existing dwelling house roof ridge height of approximately 1.5m. The resulting roof form of the proposed development would incorporate the insertion of two dormer windows with pitched roofs to the front, two to the sides and one dormer window with pitched roof to the rear roof slope. Overall, the resulting volume of the building would be 689 sqm, which would be an increase of 272% compared to the original dwelling.
13. For clarity, front elevations of the existing dwelling, previous and current proposals is provided below.

Existing dwelling (NTS):



FRONT

153272 (front elevation NTS): Refused as considered a “disproportionate in the scale, form, bulk, mass and footprint of the original dwelling” harming the rural character of this countryside location.



**Proposed Front Elevation**

171039 (front elevation NTS): Refused



**FRONT**

Current application – front elevation (NTS)



**FRONT**

14. The applicant has argued that *“aside from generic planning policies, there is no specific guidance on the scale of development which is acceptable when compared to the ‘original dwelling’. This term is not defined.”* Officers advise that Annex 2: Glossary of the NPPF provides the definition of the term “original building”; i.e. *“A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally”*.
15. The applicant also takes the view that the proposal represents a 41% increase over and above the existing dwelling (which has not been extended since the 1970’s) and therefore it is reasonable to suggest that the proposal complies with the 50% volume increase guidance in the Borough Design Guide. This is not considered to be the correct interpretation of the guidance and NPPF and the proposal represents another further unacceptable increase in the volume of the volume of the original dwelling as outlined below.
16. Policy CP11 of the Wokingham Borough Adopted Core Strategy states that in order to protect the separate identity of settlements and the environment, proposals outside development limits will not normally be permitted except where they do not lead to excessive encroachment or expansion of development away from the original buildings and, in the case of residential extensions do not result in inappropriate increases in the scale, form or footprint of the original building.
17. Following on from the Core Strategy, The Borough Design Guide provides more detailed advice relating to development in the countryside, including a guideline figure for extensions of a total maximum increase of 50% over the volume of the original dwelling. Whilst noted that this a guideline figure, the proposed 272% increase in volume is clearly significantly in excess of the Borough Design Guide. The latest changes to relocate the rear dormers to the side of the building would not significantly alter the previous volume calculations. The property has already been extended significantly beyond the 50% volumetric guidance, and accordingly any further extensions should be modest in scale, borne out by the planning history for the site which includes recent refusals for large extensions to the dwelling.
18. As described above, the 1972 extension increased the width of the dwelling from 8m to 18m, and the extensions proposed in this application represents further expansion away from the original building and would be a disproportionate addition over and above the size and volume of the original building which would be detriment to the countryside setting of the dwelling. The increase in the height of the building is discussed in detail below, but this would further add to the cumulative increase in size and volume of the dwelling and would therefore result in disproportionate additions to the building, constituting unacceptable development in the countryside.
19. In summary, the proposed development, due to its excessive increase in cumulative volume of the dwelling when compared with the original building, represents a disproportionate addition over and above the size and volume of the original building and would lead to excessive expansion of development away from the original built form; and would result in inappropriate increases in the scale, form and volume of the original building and be harmful to the character and appearance of the application dwelling within it site context and the countryside location contrary to



the aims of the Wokingham Borough Adopted Core Strategy Policy CP11 (2010) and Section 8 of the Borough Design Guide (2012).

**Impact on the Character of the Area:**

20. As described above, the site has a rural setting; there is sparse development in the vicinity of the site and the closest residential properties, including the application site, are single storey. The dwelling is currently well screened by existing vegetation and even though it is located at the junction of Nelsons Lane and Islandstone Lane, is not prominent from public vantage points. The application proposes to raise the ridge height of the dwelling by 1.5m to allow habitable accommodation at first floor level. In addition, it proposes a number of dormer windows and a glazed two storey feature above the front entrance with serve to attract attention to the building compared to the existing plain roof form. As such, the increase in height and additions to the roof would make the building much more visible from public vantage points and prominent in the streetscene. Moreover, the position of the proposed side dormers tight in the corners of the building would appear contrived and cramped within the roofline. The proposal would be out of keeping with the existing rural setting, the character and appearance of the existing development in the area and harmful to the streetscene.

21. By virtue of its excessive height, the proposal would have an overly dominating impact on the skyline and street scene to the significant detriment to the character and appearance of the surrounding area, contrary to the aims of the Wokingham Borough Adopted Core Strategy Policy CP1 and CP3 (2010) and the Wokingham Borough Managing Development Delivery Plan Policies CC01 and CC03 (2014).

**Impact on residential amenities:**

22. No. 2 Nelsons Lane is the nearest neighbouring dwelling to the application site and is located directly to the south. Nos. 1 and 2 are both set at angles to the road, and No. 1 is set perpendicular to No. 2. As described above, the application proposes to raise the height of the application dwelling to create habitable accommodation consisting of 4 bedrooms and a bathroom at first floor level and insert one dormer window (serving a bathroom) in the rear elevation (compared to the three proposed under 173049 – for comparison both rear elevations are provided below) facing No. 2's private rear amenity space.

173049 (Rear elevation - NTS): Refused



REAR

Current application: rear elevation (NTS)



REAR

23. In accordance with the Borough Design Guide, in order to maintain privacy and limit the sense of enclosure, a back to flank (i.e. from the rear of the new/extended dwelling to the flank of the existing neighbouring dwelling) separation distance of 12m is required. In this instance, the separation distance between the proposed rear dormer window and the boundary with No. 2 would be approximately 8.5m. This is significantly below the minimum required by the Design Guide. While the applicant has indicated that this dormer would be obscure glazed and opening only above 1.8m, the proximity of this bathroom window close to the rear garden of 2 Nelsons Lane would still introduce a perception of overlooking that would be unneighbourly and uncharacteristic of residential relationships within rural locations such as this. Although there is a hedge between the neighbouring properties, it is not at a height that would sufficiently prevent the dormer to be screened from view and in any event could not be relied on in perpetuity.
24. As such, the proposed rear dormer's insufficient separation distance between the shared common boundary with 2 Nelsons Lane (which falls short of the set guidance of the Borough Design Guide) would result in the perception of overlooking across and into the rear garden space of the neighbouring dwelling that would be significantly detrimental to residential amenities of the neighbouring property. This is in breach of the Policy CP3 of the Wokingham Borough Adopted Core Strategy (2010) and the Design Guidance R23 of the Wokingham Borough Design Guide (2012).

**Access and Movement:**

25. *Parking:* Three parking spaces are shown on the submitted plans, and it is considered that at least three vehicles can be accommodated within the curtilage of the dwelling. As such the level of parking proposed is adequate to serve the property.
26. *Highway Safety:* The existing access would not be affected by the proposals.

**Flooding and Drainage:**

27. The site is located within Flood Zone 2 (Medium risk of flooding). In accordance with the Environment Agency's standing advice, it would be expected that the application be submitted with a Flood Risk Assessment which sets out what proposed floor levels would be in relation to the estimated flood level. Although this has not been submitted, the Council's Drainage Officer advises that this further information could

be sought or conditioned were the development acceptable in all other respects. As such, it is not proposed that this be included as a reason for refusal.

**Amenity Space for future occupiers:**

28. The proposal would increase the foot print of the dwelling however the remaining amenity space would be of a size that would accord with the Borough Design Guide and would be able to accommodate typical garden activities. As such, no harmful impact is considered to occur.

**Ecology:**

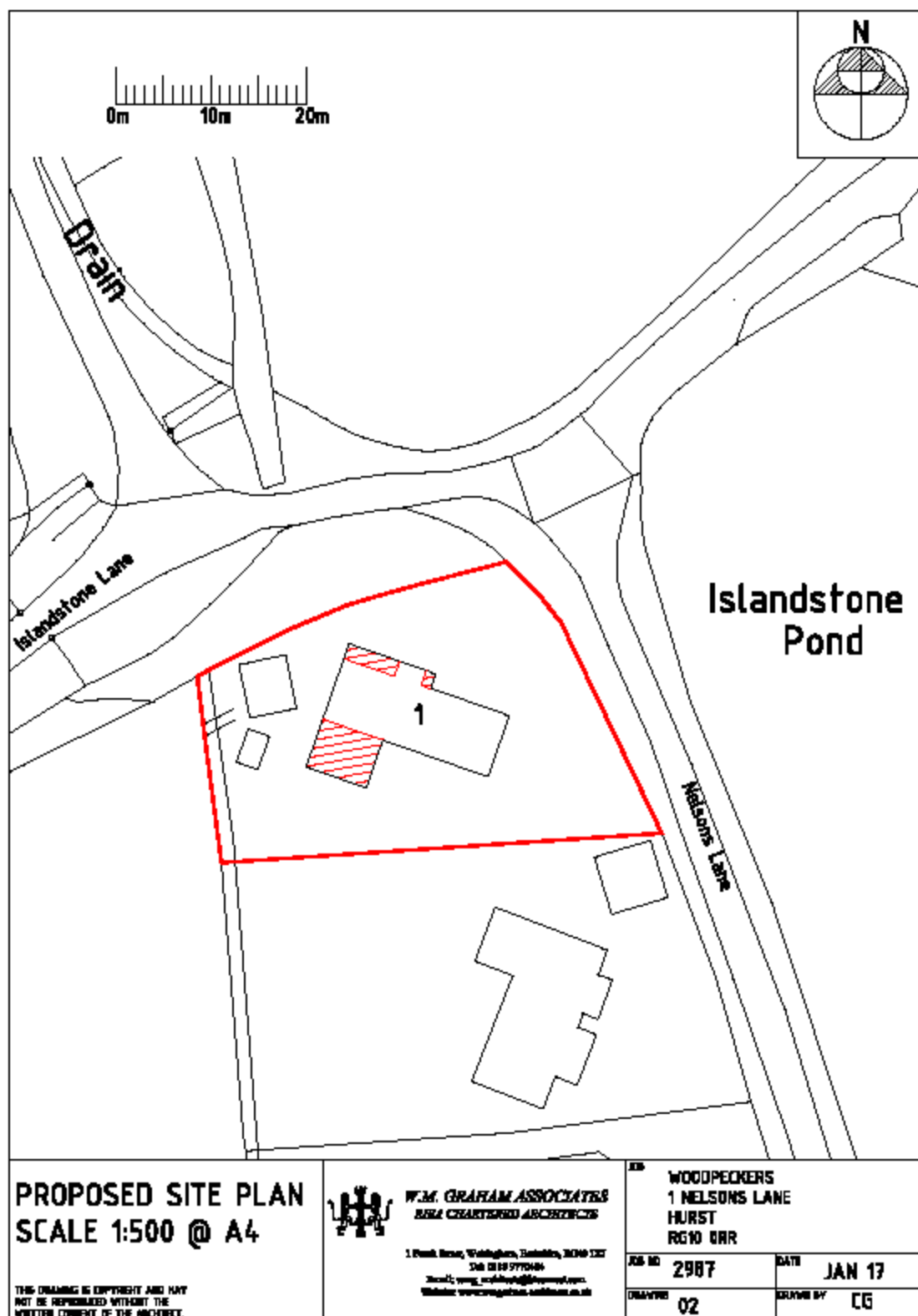
29. A Bat Survey has been submitted with the application which confirms that the risk of bats being affected by the development is low. The Council's Ecologist has reviewed the report and agrees that the development would be not be unacceptable in relation to bats. There is no objection on this basis, subject to a standard informative in the event that the application were approved.

**CONCLUSION**

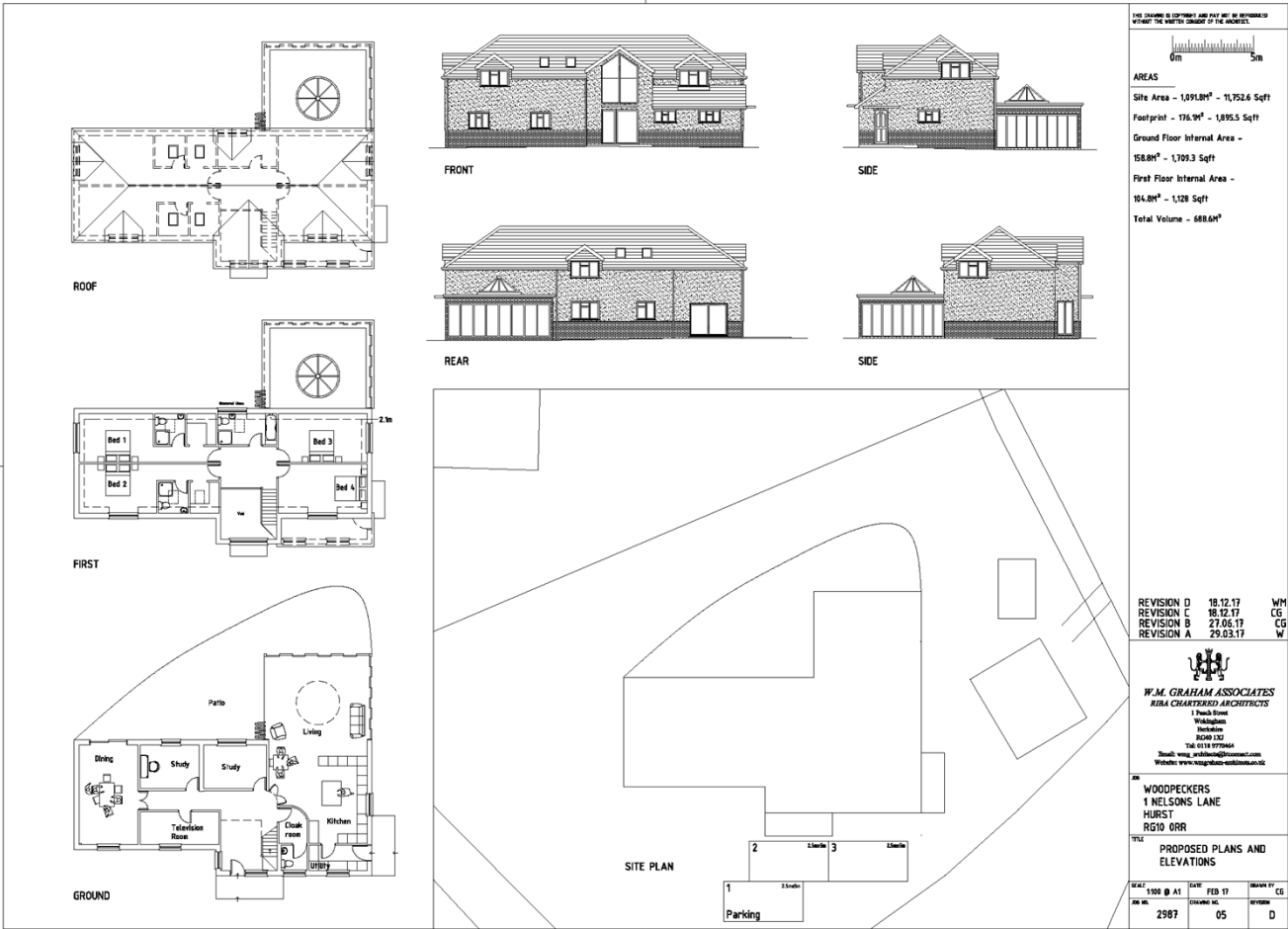
The proposed 272% increase in cumulative volume of the dwelling represents a disproportionate addition over and above the size and volume of the original building and would lead to excessive expansion of development away from the original built form, resulting in an inappropriate increase in the scale, form and volume of the original building. It would harmful to the character and appearance of the application dwelling within its site context and the countryside location. In addition, it would also result in the perception of overlooking and loss of residential amenity to the neighbouring dwelling.

The application is therefore recommended for refusal.

**Proposed Block Plan:**



Proposed Floor Plans and Elevations



**Parish comments:**

**ST. NICHOLAS HURST PARISH COUNCIL**

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Development Control Manager,  
Wokingham Borough Council,  
Planning Services,  
P.O. Box 157,  
Shute End,  
Wokingham,  
RG40 1WR

23/2/18

Dear Mr Balogun,

Planning Application 180243

I refer to the above-mentioned application by Ms A Jenkins, 1 Nelsons Lane, Hurst, RG10 0RR – householder application for the proposed raising of existing roof to create a first floor and additional accommodation in roof space, erection of a single storey rear extension, first floor side extension, removal of existing chimney stacks and changes to existing fenestration.

The Parish Council has considered this application and objects on the grounds that it represents over-development of the site and would have a negative and harmful impact on the street scene of this area.

For the above reason, we therefore request that this application is refused.

Yours sincerely,



Maria Bradshaw,  
Clerk.