

DELEGATED HOUSEHOLDER APPLICATION REPORT

Ward: Peppard

App Ref: 201140/HOU

Address: 20 Burnham Rise, Emmer Green, Reading, RG4 8XJ

Proposals: Single storey extensions front and rear, reconfigured side elevation and granny annexe within rear garden (part retrospective) (altered description)

Case Officer: Mr David Brett

Applicant: Mr Peter Mills

Date received (valid from): 13/08/2020

Target Decision date: 11/03/2022, decision date extended from 08/10/2020.

1. INTRODUCTION

The proposal site is a two-storey detached dwelling located on Burnham Rise, which is a cul-de-sac in Emmer Green. The surrounding area is considered predominantly residential with similarly designed two storey detached and semi-detached dwellings. It should be noted that the works to increase the height of the roof of the garage proposed to be converted had already commenced prior to the assessment of this application (as demonstrated in photos 1 and 2 below). Therefore, the application is considered part retrospective and the standard time limit condition will not be applied to any approval of this application.



1. Front of 20 Burnham Rise. Photo provided by the agent on 19/11/2020.



2. Rear of 20 Burnham Rise. Photo provided by the agent on 19/11/2020.

A site visit for this application was not possible due to the Coronavirus lockdown. The agent supplied site photos on 19/11/2020. These photos were used for the purpose of determining this application.

2. PROPOSAL AND SUPPORTING INFORMATION

The proposed development seeks;

- A front porch extension
- A single storey rear extension
- A reconfigured side elevation, partly associated with the front and rear extensions
- A granny annexe to the rear garden

Plans considered:

- Block Plan and Location Plan - P2001-01 Rev C
- Existing Plans and Elevations - P2001-02 Rev A
- ~~Proposed Plans and Elevations - P2001-03 Rev A~~
- Planning Statement

Received on 13/08/2020

- Proposed Plans and Elevations - P2001-03 Rev B
Received on 20/11/2020

- Arboricultural Planning Report - 20 Burnham Rise, Emmer Green, Berkshire, RG4 8JX
Received on 26/01/2021

3. RELEVANT PLANNING HISTORY

200029 - Rear extension measuring 5.50m in depth, with a maximum height of 4m, and 3m in height to eaves level. Notification of the construction of an extension under class A Part 1 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015. - Application Refused on 14/02/2020

4. CONSULTATIONS

4.1 *The following addresses were consulted by letter.*

19 Burnham Rise, Emmer Green, Reading, RG4 8XJ - Response received on 31/08/2020

21 Burnham Rise, Emmer Green, Reading, RG4 8XJ - Response received on 07/09/2020

11 Twin Oaks, Emmer Green, Reading, RG4 8SW - Response received on 03/09/2020

12 Twin Oaks, Emmer Green, Reading, RG4 8SW - Response received on 23/08/2020

Consultation response were also received from the following:

9 Burnham Rise, Emmer Green, Reading, RG4 8XJ - Response received on 09/09/2020

22 Burnham Rise, Emmer Green, Reading, RG4 8XJ - Response received on 31/08/2020

25 Burnham Rise, Emmer Green, Reading, RG4 8XJ - Response received on 07/09/2020

The following is a summary of the objections received from the neighbours listed above:

- Works already underway, so existing plans are inaccurate
- Noise and disturbance during construction to date
- Alter symmetry of house and out of character with the pre-war houses of Burnham Rise
- Rooflights already causing light pollution
- Rear extension is overbearing, would cause overlooking and represents overdevelopment
- Concerns that the granny annexe is overdevelopment
- Concerns that the granny annexe will be self-contained and rented.
- Threat to trees and wildlife
- Site visit required - *A site visit was not possible due to lockdown restrictions at the time that this application was assessed. The agent and applicant provide photographs of the proposal site as specified in section 1 of this report, which has allowed for the full assessment of the proposals.*

The concerns raised will be addressed in this report within the relevant sections of the appraisal.

Reading Borough Council, Trees - Response received on 11/12/2020

- *I note that the application form (section 6) states that there are no trees within falling distance of the proposals. Looking both at aerial photos and the comments received, this would not appear to be the case particularly in relation to the outbuilding/granny annex. It is clear on our validation checklist that trees will need to be considered and that all trees within 15m of any part of a proposal should be plotted accurately (trunk, canopy and Root Protection Area) and it is not acceptable to ignore tree constraints. The construction, particularly the foundations and installation of services has potential to sever roots of adjacent trees hence will need to be considered carefully.*
- *Whilst not 100% confirmed, it does not appear that there are any changes to the access, however the proposal does include a porch so confirmation of any required changes to the front garden, e.g. to re-align access to the front door, should be provided.*
- *In conclusion, the applicant has currently failed to provide any information on trees or vegetation, both on and adjacent to the site, hence failed to demonstrate that the*

proposal is acceptable in tree terms. A proposed plan should be provided with all trees within 15m of any part of the proposals plotted and, on the assumption that the granny annex is within RPAs, an Arboricultural Impact Assessment provided to demonstrate how the building can feasibly be constructed without harm to adjacent trees. Professional arboricultural input may be required - suitable professionals (tree consultants) can be found via the Arboricultural Association or Institute of Chartered Foresters.

Reading Borough Council, Trees - Response received on 28/01/2021 upon review of submitted Arboricultural Report

- The Arb report demonstrates sufficiently that the outbuilding itself could be constructed, subject to the principles within the reports being implemented - condition L7 (AMS) would be required to ensure this.*
- In conclusion, I have no objections subject to condition L7 (AMS) - for the applicant's information, this will need to include foundation specifications and service routes, amongst other things as detailed in the Arb report.*
- A concern has been raised regarding the proposed utility trench and how it is likely to join up based on the proposed internal layout of the annexe. The agent is aware of this and will provide drawings confirming this has been taken into account as part of discharging condition L7 as part of any approval.*

12 Twin Oaks, Emmer Green, Reading, RG4 8SW - Further response received on 15/02/2021 upon review of Arboricultural Planning Report submitted on 26/01/2021

- It is clear on our validation checklist that trees will need to be considered and that all trees within 15m of any part of a proposal should be plotted accurately (trunk, canopy and Root Protection Area) and it is not acceptable to ignore tree constraints.*
- Lists trees and vegetation at 12 Twin Oaks not addressed in Arboricultural Planning Report.*
- One of our main concerns is the presumption that our Ash Tree, T3 is considered "Self-seeded and growing into boundary fence - not sustainable long-term." (Appendix 2). This tree is the closest to the proposed building. I have attached a photograph (A) to show the beauty of this tree, it is a treasured plant in our garden, especially when it is in leaf. We endeavour to maintain it at its current size. You can also see from photo (B) that the tree is not growing into the boundary fence. I would like to challenge the categorisation of this tree in para. 4.2 as "Unsuitable for retention".*
- I see that in para. 3.2, EN14, that reference is made to Reading Borough Council Planning Policy, stating, "... to improve the level of tree coverage within the Borough, to maintain and enhance the character and appearance of the area in which a site is located, to provide for biodiversity and to contribute to measures to reduce carbon and adapt to climate change. Measures must be in place to ensure that these trees are adequately maintained." I am sympathetic to this policy and hope that my comments support this.*

Reading Borough Council, Trees - Response received on 16/02/2021 addressing the above objection raised by 12 Twin Oaks on 15/02/2021.

- The Ash shown in the photos (resident of 12 Twin Oaks supplied photos of trees concerned with comments) is T3 of the Tree Survey. I agree with the conclusions of the trees survey - it is not a specimen tree (multi-stemmed) and is in an unsustainable location at the base of the fence. The categorisation is dictated by the options with BS5837:2012 and is appropriate in that respect - trees surveys are carried out in relation to this standard and do not take into account any personal feelings or subjective comments about trees. Whilst I note the owner intends to maintain it at its current size, the trunk will continue to growth in girth and ultimately damage the fence, hence a non-sustainable location. The tree survey gives the diameter of the trunk as 110mm which equate to an RPA (circular) radius of 1.2m, therefore if the proposal is more than 1.2m from the tree, if its not a concern and even if the proposal impinged into the RPA marginally, as an open grown tree with a free rooting environment, this would be acceptable.*

- *We request information on all trees within 15m and has read this as 'we are concerned about all trees within 15m of the proposal' - this is not the case. 15m is the distance that RPAs are capped at in BS5837, so we want to know about trees within that distance in case their RPAs reach the proposal, which may not be the case.*
- *12 Twin Oaks provide details of a number of trees that appear to be ornamental in species and provides their height. Their height is of no relevance to the acceptability of the distance from them to the proposal, it is the RPA that is of relevance which is determined by their diameter. The tree survey includes 3 trees within 12 Twin Oaks. The arb consultant in question is a highly qualified and experienced consultant hence I would expect that he has included all relevant trees, i.e. those which might be impacted. I would not expect a tree survey to include non-tree species such as Rambling Rose or Elaeagnus.*

5. EQUALITY ACT 2010

In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. However, there is no indication or evidence (including from consultation on the application) that the protected groups identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Therefore in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

6. LEGAL AND PLANNING POLICY CONTEXT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. The following local and national planning policy and guidance is relevant to this application:

National Policy

National Planning Policy Framework
National Planning Practice Guidance

Reading Borough Local Plan (Adopted November 2019)

CC7 Design and the Public Realm
CC8 Safeguarding Amenity
EN14 Trees, Hedges and Woodland
H9 House Extensions and Ancillary Accommodation
H10 Private and Communal Outdoor Space

SPG/SPD

Design Guide to House Extensions SPD (March 2021)
Planning Obligations under S106 SPD (2015)

7. APPRAISAL

7.1 House Extensions and Ancillary Accommodation

In accordance with Reading Borough Local Plan policy H9: House Extensions and Ancillary Accommodation, house extension proposals are acceptable where it:

- *Respects the character and appearance of the house in terms of scale and locations.*
- *Respects the character and pattern of neighbouring properties and appearance of the street as a whole in terms of scale, location, materials and design, the arrangement of doors, windows and other principal architectural features and any important existing building line.*

Proposed Front / Porch Extension and reconfigured side elevation

The proposed front extension is sought as part of the conversion of the pre-existing garage to study. The proposed extension extends forward of the existing garage elevation by 0.7m, and has a width of 2.7m. The forward extension adjoins the proposed porch extension. The front extension features a pitched roof and window. The ground to eaves height of the front extension is 2.4m, the maximum height of the converted garage is to be increased from 2.6m to 3.5m (hence the reference to the reconfigured side elevation in the description of development). It should be noted that the works to increase the height of the roof of the garage proposed to be converted had already commenced prior to the assessment of this application.

The proposed porch extension has a depth of 1.6m, and a width of 1.9m. The footprint of the proposed porch, however, is 3m² as the doorway is at a 45° angle from the front and side elevation of the porch. The porch extension has a ground to eaves height of 2.4m, and a maximum height of 3.5m. The porch extension features a pitched roof, with windows to the south, and east elevations.

These proposed works to the front/side of 20 Burnham Rise are considered subservient and sufficiently respect the character and appearance of the main house. While it is acknowledged that the symmetry of the semi-detached pair will be altered by the proposed development, the front/side extensions are not considered to detrimentally impact the symmetry of the semi-detached pair to the point of refusal. The proposed front extensions and side alterations are considered sensitively designed, relatively modest in nature and with the materials specified on the application form to match the existing dwelling. The proposed extensions are not considered to infringe any important building lines along Burnham Rise.

Proposed Rear Extension

The proposed rear extension has a depth of 4.5m to the side boundary at number 19. The width of the proposed rear extension is 8.9m, and is set from the side boundary to number 21 by 1.9m. When measured from the rear (west) elevation, the ground to eaves height of the proposed rear extension is 2.7m, features a pitched roof, with the maximum height of the rear extension being 4.4m. The rear of the garden slopes down from the rear of the main house at number 20, which is why the height of the rear extension is significant when compared to the height of the front extensions. The rear extension features a window which serves the proposed kitchen, and bi-fold patio doors, which opens on to a patio from which there is a step down to the rear garden. Two roof lights are proposed to the rear extension, serving the proposed dining and sitting area.

The proposed rear extensions are considered subservient to the existing dwelling and to respect the character and appearance of the main house. The proposed extension is considered sensitively designed, with the materials specified on the application form to match the existing dwelling. The proposed extension is not considered to infringe any important building lines to the rear of Burnham Rise.

Proposed Granny Annexe to the Rear Garden

The proposed granny annexe is located in the south west corner of the rear garden. The footprint of the proposed granny annexe is 29m². The annexe features a flat roof which slopes down towards the side boundary at number 19. The ground to eaves height of the proposed annexe is 2.2m, with a maximum height of 2.7m to the north elevation. The proposed annexe is set from the side boundary to number 19 by 0.9m, with the maximum height of the annexe to the side boundary being 2.5m. Windows are proposed to the north, east and west elevations, while patio doors are proposed to the north elevation, providing access.

In appearance, the proposed annexe appears to be sensitively design in terms of size, scale and appearance. The height of the proposed annexe appears to have been minimised to reduce the impact to number 19 and properties to the rear of number 20. The exterior walls of the proposed annexe are to be constructed of larch cladding with a standing seam single ply roof. This is considered to contribute positively to the appearance of the annexe as a garden building, helping it to assimilate into its context in time. The proposed annexe is considered not to detrimentally impact the character and appearance of the main house due to the suitably high quality of the design.

The agent has specified within the Planning Statement that proposed use of proposed annexe is to house the applicant's father. The use of the proposed annexe and securing the building as ancillary to the main house is discussed in section 7.5 of this appraisal, as well as the implications of policy H9 of the Reading Borough Local Plan.

Overall, the size and scale of the proposed development is considered subservient to the existing dwelling and acceptable in accordance with policy H9 of the Reading Borough Local Plan. The width/depth of the annexe, however, is considered at the limit of acceptability due to the width in comparison with the main house and overall plot. With regards to materials used in the construction of the proposed development, these have been specified to match on the application form. The proposed arrangement of doors and windows is considered acceptable.

In accordance with Reading Borough Local Plan policy H9: House Extensions and Ancillary Accommodation, house extension proposals are acceptable where it:

- *Does not result in a loss of biodiversity within gardens.*

It is not considered that the proposal would result in a loss of biodiversity within the garden to the point of refusal for this application.

7.2 Safeguarding Amenity

This proposal has also been assessed against Reading Borough Local Plan policy CC8: Safeguarding Amenity, which states that proposals are acceptable where they will not cause a detrimental impact on the living environment of existing residential properties with regard to (amongst other matters):

- *Privacy and overlooking*
- *Access to sunlight and daylight*
- *Visual dominance and overbearing effects of a development*
- *Harm to outlook*

Proposed Front and Porch Extension / side alterations

The proposed front / porch extensions and side elevation alterations are not considered to detrimentally impact the living conditions to neighbouring residents due to the size, scale and location of the proposed works being relatively modest in nature and not representing significant increases in comparison with the pre-existing context.

Proposed Rear Extension

The proposed rear extension is not considered to detrimentally impact the living conditions at number 19. There is not considered to be a harmful loss of light to habitable rooms or the rear garden at number 19. This is due to the depth and orientation of the proposed development in relation to number 19, with the proposal not being significantly greater in depth. It has also been demonstrated on the proposed plan that the proposed rear extension would not infringe a 45° angle of light to habitable rooms at number 19. The proposed rear extension extends 1.5m beyond the existing rear extension at number 19 and is not considered overbearing.

The proposed rear extension is also not considered to detrimentally impact the living conditions at 21 Burnham Rise. The side elevation of the proposed rear extension is set from the side boundary to number 21 by 1.9m, therefore, the proposed rear extension is not considered overbearing. There are no side facing windows proposed to the side elevation of the proposed rear extension. It is acknowledged that the rear gardens to number 20 and 21 slope down, however, there are not considered to be views from the proposed rear elevation of the rear extension that would harm the living conditions at number 21 or harmfully overlook the rear garden.



3. Rear elevation of 20 Burnham Rise. Photo provided by the agent on 19/11/2020.



4. Aerial photo of 20 Burnham Rise. Retrieved from Google Maps on 29/01/2021.

It has also been demonstrated on the proposed plan that the proposed rear extension would not infringe a 45° angle of light to the nearest habitable room at number 21, which serves the kitchen. The window demonstrated on the plan is considered the main source of light to the kitchen at number 21. It has been stated in the comments received from the residents of number 21 that the glazed kitchen door should be included in this assessment, however, officers are satisfied that sufficient light would reach the kitchen as demonstrated on the proposed plan.

Proposed Granny Annexe to the Rear Garden

The proposed granny annexe is not considered to harm the living conditions at 19 Burnham Rise. Due to the proposed height, scale and location of the proposed annexe (in the context of the boundary treatment), there is not considered to be a harmful loss of light or privacy to number 19. The annexe is considered sensitively designed to minimise the visual impact of the proposed development, this is demonstrated in the height of the proposal (2.5m) to the side boundary at number 19, the annexe is also set from the side boundary to number 19 by 0.9m. The materials specified in the construction of the annexe reflect those of a typical garden outbuilding, therefore, the proposed annexe is not considered a harmful addition to the rear garden that would harm the outlook from number 19 due to the point of refusal.

With regards to properties to the rear of the garden, at 11 and 12 Twin Oaks, due to the single storey nature of the proposed annexe (in the context of the boundary treatment), there is not considered to be harmful overlooking to 11 and 12 Twin Oaks from within the proposed annexe. The proposed annexe is not considered visually dominant to 11 and 12 Twin Oaks due to the size, scale and orientation of the proposed annexe in relation to the rear gardens and main houses at 11 and 12. It is not considered that there would be a harmful loss of light to habitable rooms or the rear garden at number 11 or 12 or harm the outlook from these properties to the point of refusal for this application.



5. Rear garden of 20 Burnham Rise. Photo provided by the agent on 19/11/2020.

6. Rear garden of 20 Burnham Rise, facing the side boundary to number 19. Photo provided by the agent on 19/11/2020.

The proposed development is not considered to harm the living conditions at any other neighbouring properties not directly addressed within this appraisal.

Overall, the proposed development is not considered to harm the living conditions to neighbouring properties or the surrounding area to the point of refusal. Therefore, the proposed development is considered in accordance with policy CC8 of the Reading Borough Local Plan.

7.3 Private and Communal Outdoor Space

This proposal has also been assessed against Reading Borough Local Plan policy H10: Private and Communal Outdoor Space, which states that:

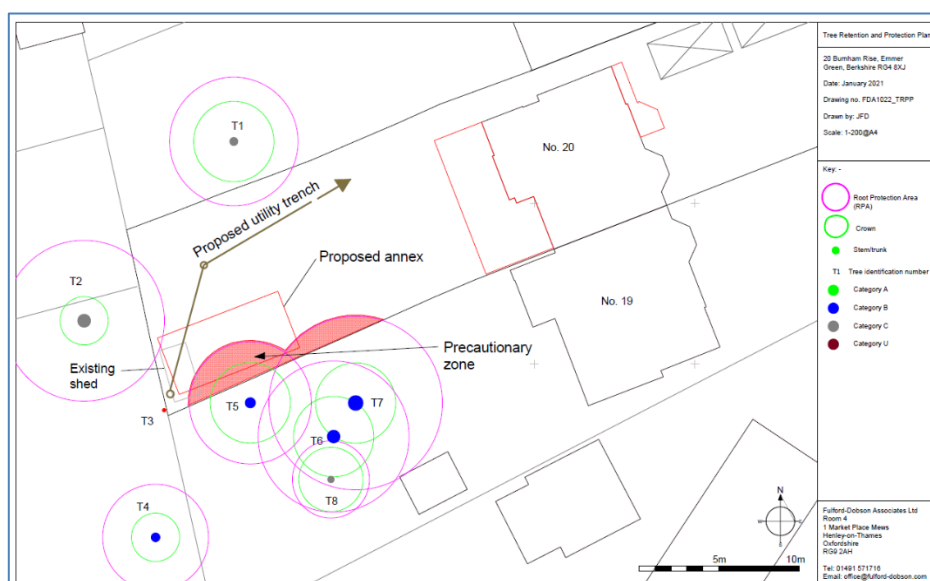
- *Usable outdoor space for houses should be no less than the gross floor area of the dwelling. To which it relates.*

It is considered that this proposal will not represent an unacceptable loss in private outdoor space. The depth of the rear extension is considered to continue to allow for an appropriate amount of private outdoor space in the rear garden.

7.4 Natural Environment

It is acknowledged that concerns were raised in public consultation responses regarding the impact of the proposed granny annexe on nearby trees and wildlife. The Reading Borough Council Natural Environment Officer was consulted on this matter and requested that an arboricultural report be submitted for this application in order to provide a full assessment of the impact that the proposed development would have.

The report submitted adequately demonstrated that the proposed annexe can be constructed whilst not detrimentally impacting the root protection areas to trees located within surrounding neighbouring properties. Efforts have been made to direct the utility trench away from the root protection areas, as demonstrated in the Tree Retention and Protection Plan. Whilst the report demonstrated that the impact to root protection areas would be low to moderate and there are no Natural Environment objections, further information is required to be submitted for approval by the LPA prior to any further development on site beyond what has already commenced. This relates to foundation specifications, and service routes (proposed utility trench). This will be secured via condition to any approval of this application in accordance with policy EN14 of the Reading Borough Local Plan.



7. Tree Retention and Protection Plan, Arboricultural Planning Report submitted on 26/01/2021.

An objection from 12 Twin Oaks received regarding the arboricultural information submitted for this application, and the assessment of said information by the Natural Environment Officer. The Natural Environment Officer has provided a response to these comments as detailed in section 4.1 of this report.

7.5 Granny Annexe - Ancillary Accommodation

It is considered appropriate for a s106 agreement to be in place for the proposed granny annexe in order to secure the building as ancillary to the main house at 20 Burnham Rise. In line with policy H9 of the Reading Borough Local Plan (para 4.4.76), planning obligations are required to ensure that the extra accommodation remains ancillary to the main dwelling. Proposals that meet the following criteria require such obligations:

- Is self-sufficient in terms of facilities e.g. kitchens and bathrooms;
- Has its own front door without internal links to the main house; and/or
- Has its own external facilities, e.g. access, drive, garden; or has scope for these external facilities to be easily created.

The proposed granny annexe can be accessed without internal links to the main house via the side access to the rear garden, and has its own internal facilities such as a small kitchen and bathroom. The applicant has agreed to enter into a s106 agreement for the use of the granny annexe for purposes ancillary to the main dwelling house at 20 Burnham Rise. This agreement would then be monitored by Legal Services.

8. CONCLUSION

The proposed development has been assessed and the proposed works are considered to be in accordance with the above relevant policies and planning permission can be granted subject to conditions and the completion of a s106 legal agreement in respect of the use of the proposed granny annexe for being used for purposes ancillary to the main dwelling house at 20 Burnham Rise.

9. RECOMMENDATION

GRANT PLANNING PERMISSION SUBJECT TO CONDITIONS AND COMPLETION OF A S106 LEGAL AGREEMENT

10. CONDITIONS

AP1: Approved Plans

The development hereby permitted shall ONLY be carried out in accordance with the following approved plans:

- Block Plan and Location Plan - P2001-01 Rev C

Received on 13/08/2020

- Proposed Plans and Elevations - P2001-03 Rev B

Received on 20/11/2020

REASON: For the avoidance of doubt and to ensure that the development is carried out and adhered to in accordance with the application form and associated details hereby approved.

M1: Materials (To Match)

The materials to be used in the construction of the external surfaces of the development hereby permitted shall match those used on the existing building.

REASON: In the interests of visual amenity and ensuring the new development responds positively to the local context and character in accordance with Policies CC7 and H9 of the Reading Borough Local Plan 2019.

L7: Arboricultural Method Statement (To Be Submitted)

Within six months of this decision notice an Arboricultural Method Statement and Tree Protection Plan in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice for all existing trees that are not shown as being removed on the approved drawings, both within and adjacent to the site, shall be submitted to the Local Planning Authority for approval. The remainder of the development shall not be carried out other than in accordance with the Arboricultural Method Statement and Tree Protection Plan subsequently approved in writing by the Local Planning Authority.

Reason: In order to ensure that appropriate protection is given to trees of amenity value within and adjacent to the site in accordance with Policy EN14 of the Reading Borough Local Plan 2019.

11. INFORMATIVES

Standard Informatives

IF2: Pre-commencement conditions

In accordance with Article 35 (DMPO 2015) some conditions have been highlighted to make clear that they require approval from the Local Planning Authority before any development begins. This is because the details need to be designed or works implemented before any other works start on the site or are of a nature that it would be impractical to consider after work has started.

IF4: S106

A section 106 Agreement has been completed for this development. A copy of the S106 Legal Agreement is available on the Council's Public Register of Planning

Condition 3

As the application is part retrospective in nature, the standard condition providing three years for implementation of the permission is not included, as development has already commenced; the remainder of the development can therefore be carried out at any time in the future. However, given the wording of condition 3, it is advised that no further development should take place before the AMS & TPP is submitted and determined by the local planning authority; hence the six month timescale for the submission of this approval of details application. Please contact the Council should you wish to discuss this further.