



ERECTION OF AN ANCILLARY ANNEXE

Planning, Design & Access Statement

**18 Tangley Drive
Wokingham
RG41 2NY**

Date: July 2025

Document Ref: NAPC/JD/1121/JM

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Introduction

This Planning, Design & Access Statement has been prepared by NAPC Ltd to support the householder planning application for the erection of a single-storey timber prefabricated annexe, for ancillary residential use associated with the dwelling *18 Tangle Drive, Wokingham, RG41 2NY*.

The purpose of the proposed annexe is to accommodate the applicant's parents. Due to advancing age and declining health and mobility, the proposed annexe will allow for the close care and support of their family. The erection of this annexe will allow the applicant's parents to maintain a degree of independence while having the necessary care readily available.

In support of the application, a supporting letter has been included (Appendix A), offering additional context and background to demonstrate the need for the proposed annexe.

The supporting documents submitted as part of this application are:

- Location Plan
- Existing Block Plan
- Proposed Block Plan
- Proposed Elevations
- Proposed Floor Plan
- Supporting Letter from the Applicant

Proposal

This application seeks approval for the erection of a single-story timber pre-fabricated annexe within the residential curtilage of an established Class C3 dwellinghouse.

The purpose of the annexe is to serve as an ancillary space to the main dwelling, fostering strong functional connections between the two. The occupants will regularly engage in activities within the main dwelling, including preparing and consuming meals, relaxing, socialising with family, and using existing household facilities.

The proposed annexe will **not** have any separate or independent:

- Address
- Post box
- Utility metres
- Services (such as internet, phone line, and television)
- Parking area
- Garden area or residential curtilage
- Access

The use of the annexe is heavily reliant on the main dwellinghouse. It is important to clarify that this proposal does **not** constitute a separate, standalone unit of accommodation and it could not operate as such, given the site constraints and reliance on the main dwellinghouse.

Site Context

Application Site

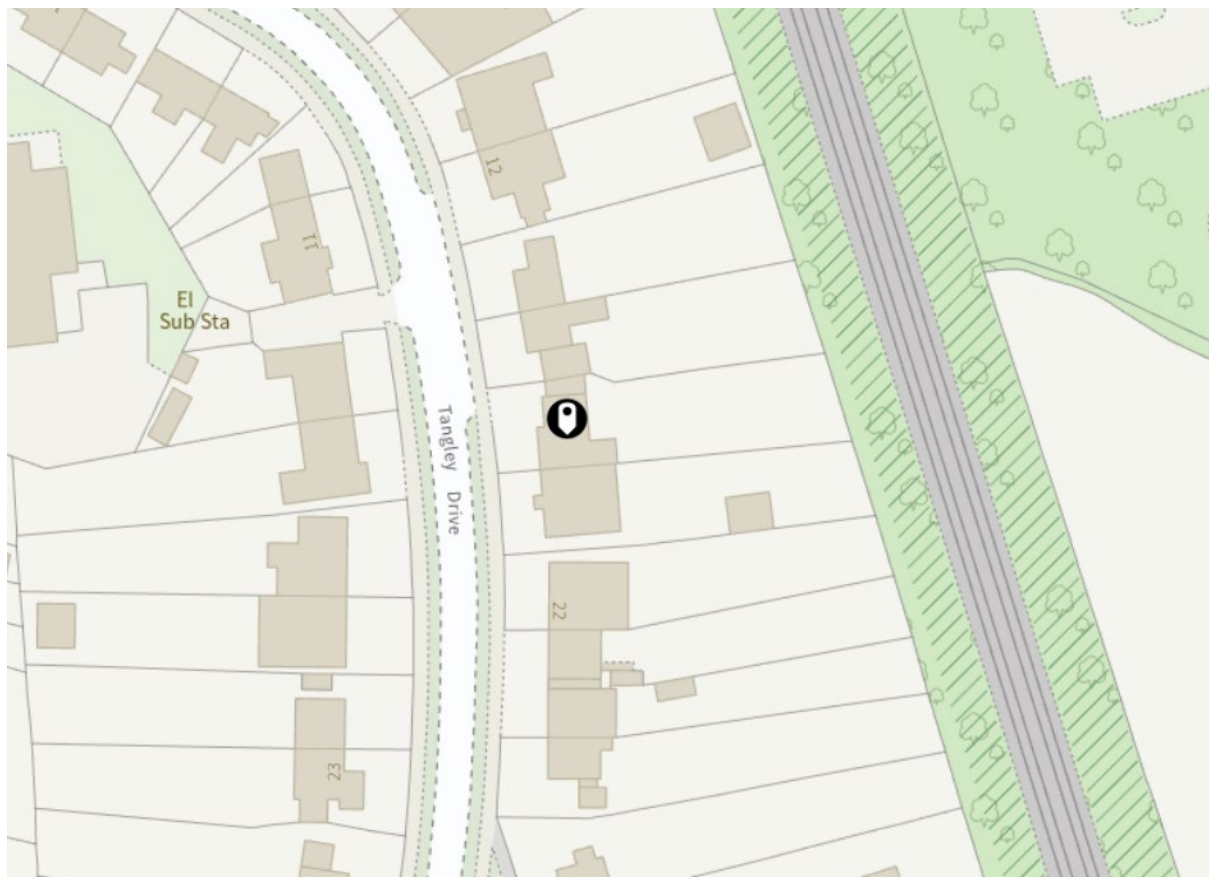
The application site is situated on the eastern side of Tanglely Drive, in the southern part of Wokingham, within the administrative boundaries of Wokingham Borough Council. The property comprises a two-storey semi-detached Class C3 dwellinghouse, finished in brickwork and featuring a pitched tiled roof. The site benefits from ample private amenity space to the east and off-street parking to the front of the main dwellinghouse.

The plot is bordered by neighbouring gardens to the northern and southern boundaries and a railway line to the eastern boundary. The residential curtilage is clearly defined with domestic fencing and mature vegetation, serving as an effective screen to minimise any potential impact on neighbouring amenity and on the street scene.

The surrounding area is primarily residential, meaning it is therefore not out of character to find ancillary outbuildings located in gardens.

Site Designations

As per the adopted Wokingham Planning Policies and Constraints Map, the application site is not covered by any specific planning or landscape designations.



The Environment Agency's Flood Risk Map confirms that the site is within Flood Zone 1, which is categorised as having the lowest risk of flooding from rivers and the sea.

Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions must be made in accordance the Local Development Plan unless material considerations suggest otherwise.

The relevant policies for assessing this proposal are outlined in the adopted Wokingham Borough Core Strategy (2019), the Wokingham Borough Managing Development Delivery Document (MDD) (2014), the National Planning Policy Framework (NPPF) (2024), and any relevant Supplementary Planning Documents (SPDs).

Wokingham Borough Core Strategy (2019)

- Policy CP1 – Sustainable development
- Policy CP3 – General principles for development
- Policy CP7 – Biodiversity
- Policy CP9 – Scale and location of development proposals

Wokingham Borough MDD (2014)

- Policy CC01 – Presumption in Favour of Sustainable Development
- Policy CC02 – Development Limits
- Policy CC03 – Green Infrastructure, Trees and Landscaping
- Policy CC06 – Noise
- Policy CC07 – Parking
- Policy TB06 – Development of Private Residential Gardens

SPDs

- Wokingham Borough Design Guide SPD (2012)

NPPF (2024)

- Paragraph 8 – Achieving sustainable development
- Paragraph 11 – Presumption in favour of sustainable development
- Paragraph 39 – Approaching decision making in a positive and creative way
- Paragraph 63 – Creating homes for older people
- Paragraph 96 – Achieving healthy, inclusive and safe places
- Paragraph 124 – Making effective use of land
- Paragraph 131 – Creating high quality, beautiful and sustainable buildings and places

Planning Assessment

Principle of Development

The proposed annexe represents an ancillary residential structure within the curtilage of an existing dwelling. The annexe is intended for use in connection with the main house and will not function as a separate, independent unit. As such, the proposal complies with Core Strategy Policy CP1 and MDD Policy CC01, both of which support sustainable development within existing settlement boundaries.

Furthermore, the site lies within the defined development limits of Wokingham, as established under MDD Policy CC02, which supports development that respects the character of the area. The proposal also aligns with Policy TB06, which provides criteria for the development of private residential gardens. As the annexe is modest in scale and clearly subordinate to the main dwelling, the development does not constitute overdevelopment and retains sufficient garden space.

Personal Need

This proposal seeks to erect an annexe to provide ancillary accommodation for the applicant's parents, who, due to advancing age and declining health and mobility, require an increasing level of care and support from their family (*see supporting letter in Appendix A for further details*).

The erection of the annexe is motivated by the family's desire to provide ongoing support now and in the future. The annexe is essential to fulfil the care and support needs of the applicant's parents, and the family is committed to addressing day-to-day requirements such as cooking, socialising, laundry, errands, appointments, and overall support without relying on state care. This aligns with the government stance that promotes and supports multigenerational living. This not only alleviates stress on state-funded care but contributes towards sustainable development at a local level.

Ancillary Use

Regarding its relationship with the main dwelling, although the annexe won't be physically attached to this, it will have a clear dependence on the main dwelling for essential services. The clear functional relationship between the main house and the annexe, along with the site layout, clearly indicate that independent use would be challenging and undesirable.

To confirm, the proposed annexe will have **no** separate:

- Access
- Address
- Utility metres
- Garden
- Residential curtilage
- Septic tank
- Post box

Residential annexes are typically considered ancillary units, even if they contain all the facilities necessary for independent living (such as a kitchen, bathroom, and bedroom). The key distinction is that they are functionally linked to the main dwellinghouse, rather than being separate, self-contained units of accommodation. Furthermore, annexes are typically designed to accommodate family members, such as elderly relatives, and are used to allow them to live close to the primary household while remaining part of the same residential unit. The physical layout, including proximity to the main house and shared access points, demonstrates that annexes are extensions of the main dwellinghouse.

The above point carries notable significance considering the *Uttlesford v SoS (Environment & White)* landmark case. In that case, the Inspector acknowledged that the annexe, while equipped with all the facilities for day-to-day domestic life, had the potential to function as a separate dwelling.

However, the Inspector emphasised that the capability for independent use did not necessarily imply that it had been used as such. Notable factors in this determination included the lack of separate utility meters, a distinct postal address, and a dedicated telephone line. Additionally, the Inspector highlighted the absence of any separate curtilage or distinct access arrangements as relevant considerations in assessing the independent nature of the annexe.

This is further supported by the case of *R. (on the application of Fuller) v London Borough of Bromley* [2012] EWHC 191 (Admin), where the High Court held that the Planning Inspector had correctly identified that an annexe was designed to be used ancillary to the main dwelling, even if it was capable of independent occupation.

Future Use

The applicant would be happy to agree to an appropriate condition to restrict the use of the annexe solely for ancillary purposes. Whilst the National Planning Practice Guidance published on 6th March 2014 and Circular 11/95 was cancelled, Appendix A of the Circular is currently retained. Therefore, such a condition continues to be promoted by the Government.

Quoting the circular, it emphasises that if there are valid planning reasons why the creation of an additional dwelling would be unacceptable, it is appropriate to impose a planning condition ensuring that the building permitted is used solely as accommodation ancillary to the main dwelling house. The applicant will accept the following condition, derived from model condition 47 (Circular 11/95):

‘The proposed building hereby permitted shall not be occupied at any time other than for purposes ancillary to the residential use of the main dwellinghouse.’

Considering the above, the principle of development can therefore be considered acceptable.

Design and Character

The proposed annexe is single-storey with a flat roof and will be finished in materials that respect and complement the surrounding built form:

- **Foundations** – Screw pile foundation system
- **Roof** – Flat roof with a dark EPDM rubber membrane
- **Fenestration** – White PVCu windows and doors
- **External cladding** – Grey Green Fibre Cement Lap Weatherboard Cladding

The use of grey-green fibre cladding and white PVCu fenestration is consistent with the local palette and is in keeping with guidance set out in the Borough Design Guide SPD, particularly Section 4.2 on responding to character and context.

The flat roof with dark EPDM rubber membrane reduces the overall height and visual impact, ensuring a discreet presence within the plot. The screw pile foundation system further minimises ground disturbance and supports sustainability objectives in Core Strategy Policy CP1 and CP3, which require high-quality design and sustainable construction methods. The proposed development reinforces local character and is sympathetic to the character the main dwellinghouse and reads as an ancillary residential outbuilding, in line with SPD guidance on residential extensions and garden development.

Neighbouring Amenity

The annexe has been sited to the rear of the property and is appropriately distanced from neighbouring dwellings. There are no windows directly overlooking adjacent properties that would give rise to a loss of privacy. Given the single-storey nature of the building, its limited height, and the modest built form, the proposal will not give rise to issues of overshadowing or visual intrusion, nor will it result in any additional or significant levels of noise or disturbance that would be expected from an ancillary residential outbuilding of this nature.

The proposed development therefore complies with Core Strategy Policy CP3, MDD Policy CC06 (Noise), and the Borough Design Guide SPD Section 4.7, which requires new development to safeguard neighbouring amenity in terms of privacy, outlook, and noise.

Access

The annexe will not be served by a separate access and will remain fully reliant on the existing access arrangements serving the main dwelling. No additional parking is proposed, nor is any required, given that the structure is ancillary and will not generate independent vehicle movements.

The proposal is therefore compliant with MDD Policy CC07 (Parking) and CP6 (Managing Travel Demand) of the Core Strategy, both of which support sustainable patterns of movement and avoid unnecessary expansion of vehicle infrastructure where not justified.

Trees

The proposed annexe does not necessitate the removal of any existing trees or vegetation. The screw pile foundation method is low-impact, non-invasive to trees and their roots, and helps to preserve any nearby root systems. The rear garden retains significant green infrastructure, and no harm to biodiversity or tree cover is anticipated.

The proposal therefore accords with Core Strategy Policy CP7 (Biodiversity) and MDD Policy CC03 (Green Infrastructure, Trees and Landscaping), which seek to retain and enhance biodiversity and green assets within development proposals.

Sustainability

NPPF Chapter 2 states that: *‘the purpose of the planning system is to contribute to the achievement of sustainable development.’* This planning statement has clearly demonstrated how the proposed annexe is compliant with the social objective of sustainability; the environmental and economic objectives will be discussed further in this section.

Offsite Manufacturing

Most of the annexe is pre-constructed in the iHus factory, including floor cassettes, wall panels, and roof trusses. These kits are then transported to the site. Offsite construction offers several advantages over traditional methods, including:

- **Reduced environmental impact** – Construction waste and emissions can be halved, by virtue of production efficiencies and increased recycling.
- **Reduced waste** – Factory production brings about design consistencies to minimise the waste of components. WRAP believes this to be as much as 70-90% waste savings.
- **Environmentally friendly** – The reduced time on actual building sites provides a less intrusive environment for surrounding businesses, households, and road networks.
- **Safety** – The factory is a far more predictable setting than the physical construction site, which eliminates the variables of weather and visibility. Having the conditions be the same every time makes errors much less likely. Most of onsite construction’s most dangerous hazards: like fall from height and equipment accidents, are not an issue in the factory.
- **Less greenhouse gas** – As well as the solid waste that goes to landfill, the machinery used in construction can't avoid pumping various pollutants into the atmosphere. However, if air pollution can't be avoided, it can at least be minimised. Reducing works traffic reduces noxious nitrates, which limits local air pollution but greenhouse gases like carbon dioxide are a more global problem that are already causing significant climate change around the world.

Materials

Sustainably sourced or environmentally friendly materials are used for proposed annexe:

Foundations

The foundations used are a screw pile system. This creates almost zero mess, removing the need for skips or other transport requirements for waste spoil a traditional foundation system would produce. Screw Piles are helping drive down carbon emissions against conventional methods. Concrete is now the second most consumed substance on Earth after water. On average, each year 3 tonnes of concrete are consumed for every person on the planet, with 10% of all global carbon emissions because of cement production.

Timber Frame

95% of the timber used in the construction of the annexe is FSC grade certificate wood. FSC controlled wood is defined as virgin wood or wood fibre, which has been verified as having a low probability of including wood from any of the following categories:

1. *Illegally harvested wood.*

2. *Wood harvested in violation of traditional and civil rights.*
3. *Wood harvested in forests in which high conservation values are threatened by management activities.*
4. *Wood harvested in forests being converted from natural and semi natural forest to plantations or non-forest use.*
5. *Wood from forests in which genetically modified trees are planted.*

Forest management certification is awarded to forest managers or owners whose management practices meet the requirements of the FSC Principles and Criteria and the applicable FSC national forest stewardship standard.

OSB

OSB3 is an engineered, load-bearing wood-based panel product used to create the wall panels, free of knots and voids, and suitable for structural use in humid situations.

FSC certified OSB3 is a safe and sound choice for the construction industry and is used extensively in timber frame housing and for flooring, wall sheathing, roofing. OSB3 is sourced from locally managed forests that are independently certified to Forest Stewardship Council (FSC) criteria. Logs used to manufacture OSB3 are a natural bi-product of the thinning process that takes place in managed woodlands to help it thrive. Only the smaller trees are selected to make OSB3, leaving the larger, stronger trees to grow on for years and provide suitable raw material for the saw milling industry.

Electric Heating and Waste

Electric heating is environmentally friendly because it does not create emissions and leaves the inside and surrounding outdoor air clear. Electric heating does not produce dangerous carbon monoxide and leaves no build-up of debris like other heating sources. Government figures released in 2018 show that electric heating is better for the environment than gas. This revelation is due to investments in renewable energy, plus a reduced reliance on coal-fired power stations. Another big influence is a re-think on how carbon emissions for new houses are measured.

Lighting

All LED used in the annexe is A+ rated and 90% energy saving vs Halogen with a 25,000-hour life.

Economic

This objective seeks to build a strong, responsive, and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation, and improved productivity; and by identifying and coordinating the provision of infrastructure. The proposal provides affordable ancillary accommodation for the applicant, and in many cases releases a family home into the housing stock.

Multigenerational living also has great financial savings because households share common resources, such as food, childcare, eldercare, heat, electricity, transportation, and mortgage/rent, thereby reducing the cost of living relative to individual or single-family living arrangement. The family will care for each other this will reduce the use of state funded social health services therefore reducing the burden on such provisions.

Material Considerations

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions must be made in accordance with the Local Development Plan unless material considerations suggest otherwise. In the case of the proposed annexe, several material considerations are deemed relevant in the decision-making process.

Appeal Precedents

Appeal Ref: APP/Q5300/D/16/3147827 (Appendix B)

The appeal, challenging the refusal of an annexe application by the London Borough of Enfield, was allowed. Despite concerns that the proposal might create a separate dwelling, the Inspector disagreed, noting the importance of a model condition to restrict use to ancillary purposes.

This appeal highlights the Inspector's view that the inclusion of facilities for independent occupation does not mean that an annexe would be used as such, highlighting the enforceability of a condition restricting the annexe to remain in ancillary use.

Appeal Ref: APP/B3438/A/12/2188171 (Appendix C)

The appeal against the decision of Staffordshire Moorlands District Council resulted in permission being granted. The Inspector acknowledged that while the proposed annexe could contain independent facilities, its small size and basic amenities were indicative of ancillary use. The Inspector also recognised the enforceability of a model condition to maintain ancillary occupation.

This case reinforces the notion that certain characteristics, such as size and amenities, support the ancillary nature of the proposed unit. It emphasises the enforceability of conditions outlined in national planning guidance.

Consistency in Decision-Making

Planning law emphasises consistency in decision-making to ensure fairness in the determination of planning applications. This principle has been reinforced through case law, where courts have repeatedly stressed that decision-makers should aim for consistency to uphold fairness, equality, and the rule of law in planning decisions.

A key case that reinforces this point is *North Wiltshire District Council v Secretary of State for the Environment* [1992] 3 PLR 113, which highlights the importance of consistency in decision-making. In this case, it was held that local planning authorities should not depart from their previous decisions unless there are good reasons to do so, and if they do depart, they must clearly justify why. This judgment has often been cited to underscore that fairness requires similar cases to be decided in a similar manner unless there is a significant material difference in circumstances.

While recognising the uniqueness of each application, consistency in decision-making is crucial for instilling confidence in the planning system. This principle aligns with legal precedents and decisions by appeal Inspectors. Consistency is not only paramount for public confidence but has legal weight, as evidenced in High Court decisions and appeal Inspector statements.

Considering the above, it is argued that the proposed annexe aligns with established principles, emphasising the enforceability of conditions to restrict usage. These considerations should carry weight in the decision-making process to ensure a fair and consistent application of planning principles.

Personal Need

The personal circumstances surrounding the need for the proposed annexe, as detailed in the supporting documents, hold significant weight in the planning decision-making process. Lord Scarman's commentary in *Westminster City Council v Great Portland Estates plc* [1985] emphasises that personal circumstances, including personal hardship, are essential factors in the administration of planning control, as excluding the human factor would be inhuman pedantry.

The legal precedent set by *Great Portland Estates plc v Westminster City Council* [1985] A.C. 661 further supports the acknowledgment of personal circumstances as exceptional or special circumstances in the context of development control.

We strongly consider that the personal circumstances of the applicant's parents constitute a strong material consideration that warrants due weight in the decision-making process. The documented supporting letter outlines the significant need for the annexe, aligning with the 'relevant protected characteristics' under Section 149 of the Public Sector Equality Duty in the Equality Act 2010.

The proposed development is essential to cater to the specific needs of the applicant's parents, encompassing various aspects of daily life and health care that cannot be adequately addressed in their current accommodation. A refusal of the application would have severe and negative consequences on their day-to-day lives and overall health.

Considering the above, it is respectfully asked that the council recognises the personal circumstances and the need for the proposed annexe, giving them due consideration in the decision-making process.

Planning Precedents

Whilst we note that all planning applications should be judged on their individual merit, it is important to consider the successful approvals of applications in the same local area as the application site, or those of a comparable nature to this proposal. This ensures fairness and consistency in the decision-making process. As such, it is worthwhile noting that the below application was granted planning permission by Wokingham Borough Council.

Application Ref: 230726 | *Householder application for the proposed erection of a single storey annexe for ancillary use.* | 16 Skates Drive, Wokingham, RG41 1AF

This application was granted planning permission on 25th May 2023. The approved annexe featured a bedroom, bathroom, hall area, and a kitchen / living room / dining room. The proposed annexe was considered to have no significant impacts on the character of the area; on neighbouring properties, on rear/private amenity space, or on highways and parking. Furthermore, the case officer noted that whilst the annexe would include a bedroom, bathroom, and a kitchen / living room / dining room, raising concerns that it would have the potential to be used separately to the main dwellinghouse, they acknowledged and confirmed that the use would still be ancillary to the main dwellinghouse:

'...the applicant has demonstrated by way of a personal statement that the annexe would be occupied in conjunction with the applicants' occupation of the main dwelling on the basis of providing incidental accommodation and care for the applicant's mother and father, who due to advancing age and ongoing illness, both require the care and support of their family. There would be a dependency on the main dwelling for basic services, therefore, the applicant's mother and father would still share the residential occupation and enjoyment of the principal dwelling and spend time with their family in the main house each day. It is considered this would be an incidental use to the main dwelling house in this instance.'

Conclusion

This planning, design and access statement has been prepared by NAPC Ltd to support the planning application for the erection of a single-storey, timber, prefabricated annexe, for ancillary residential use associated with the dwelling *18 Tangle Drive, Wokingham, RG41 2NY*. This statement has demonstrated that the proposals align with both national and local planning policies, regarding its design, use, and visual impact.

Furthermore, the proposal seeks to erect an ancillary annexe to enable the family to stay together, while facilitating the provision of essential care and support. Beyond the familial context, the proposal also addresses a broader societal concern by alleviating pressure on our public healthcare system. Additionally, it is an extremely sustainable form of development which should be championed.

We therefore politely request that this application is granted planning permission without delay.

Positive and Proactive Decision-Making

NPPF Paragraph 39 states that local planning authorities should approach decisions positively and proactively, working with the applicants and agents to reach amicable solutions. As such, we ask that Wokingham Borough Council works positively and proactively with the applicant and agent on this application. Should the council require any further information or any clarification on any aspects of the application, we ask that this is requested from NAPC Ltd before a decision is issued, to ensure that a positive outcome can be reached on the application.

Appendices

Appendix A – Supporting Letter

22nd July 2025

Dear Sir/Madam,

Re: Proposed annexe at 18 Tangley Drive, Wokingham, RG41 2NY.

We are writing in support of the planning application for the property we are about to complete the purchase of, Tangley Drive, Wokingham, RG41 2NY.

Kathryn's parents, Steve and Jean, have lived in Spencers Wood since 2019, and have enjoyed a good standard of independent living to date. We are, however, increasingly concerned about the long-term viability of this arrangement: there are no shops, or GP, or social activities, within walking distance of their current home. At present only Steve is able to drive, but he is suffering with increasing back and leg pain: he is no longer able to walk significant distances, and is no longer comfortable driving further than locally. Jean and Steve have no children other than Kathryn, and no other source of support.

We feel the need to make preparations for a time when neither of them is able to drive or access vital day-to-day services, and we are keen to support them ourselves, as best as we are able, rather than relying on council-funded support.

We have all agreed that, should planning permission be granted, a good solution would be for Jean and Steve to live at our property, but with their own space. We are proposing an annexe which will allow them to live with us, including shared facilities for laundry, and would allow them to maintain a high standard of living and a degree of privacy, as their health allows.

At times of ill health, or poor mobility, we will assist Jean and Steve with day-to-day living arrangements, rather than needing external carer support from the council.

It seems likely that Jean and Steve will become less independent with time, but with this arrangement (with planned ramps, wide doors, easy access cupboards, a low-level shower entry, and close proximity to us) that transition could be managed with dignity, with graduated support from us over the years.

Thank you for considering this application in support of Kathryn's parents.

Yours faithfully,

Edward and Kathryn Clark

Appendix B – Appeal Ref: APP/Q5300/D/16/3147827

Appeal Decision

Site visit made on 13 July 2016

by Gary Deane BSc (Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 16 August 2016

Appeal Ref: APP/Q5300/D/16/3147827

82 Perry Mead, Enfield EN2 8BS

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Leslie Ernest and Ella Blinko against the decision of the Council of the London Borough of Enfield.
 - The application Ref 16/00020/HOU, dated 5 January 2016, was refused by notice dated 1 March 2016.
 - The development proposed is the erection of an ancillary granny annexe.
-

Application for costs

1. An application for costs was made by the appellants against the Council. This application is the subject of a separate decision.

Decision

2. The appeal is allowed and planning permission is granted for the erection of an ancillary granny annexe at 82 Perry Mead, Enfield EN2 8BS in accordance with the terms of the application Ref 16/00020/HOU, dated 5 January 2016, subject to the conditions set out in the schedule to this decision.

Main issues

3. The main issues are firstly, whether the proposal would constitute a separate unit of residential accommodation, rather than an ancillary use; and secondly, the effect of the proposal on the character and appearance of the local area.

Reasons

Whether a separate unit of residential accommodation

4. Although the Council considers that the proposal is tantamount to a new independent unit of residential accommodation that is not what has been applied for. The application forms lodged with the Council make clear that planning permission is sought for the erection of an ancillary granny annexe. The Council validated the application on that basis.
 5. The Council supports its opinion with reference to the intended occupier, which would be the appellant's daughter, the self-contained nature of the accommodation to be provided, the limited connection to the main house, and the ability to provide separate access and to subdivide the plot that is to be shared with No 82. With a bedroom, lounge, kitchen, bathroom and store, the
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new building would have adequate facilities and sufficient space within and around it potentially for independent use by a separate household. Therefore, the Council's concern is not unfounded.

6. However, the evidence is not conclusive that the proposal would actually be used in this way. The appellants contend and have repeatedly stated in writing that it would not. The new building would provide for the needs of the appellant's daughter, enabling her to be on hand to care for her elderly parents that reside within the main dwelling. From my inspection of the plans, the use of the site, in its entirety, would remain for single-family occupation. The proposal would not have a separate address nor would it have separate utility provision or garden. All of these matters consistently point towards the ancillary nature of the proposal.
7. The use of the new building as an annexe could also be controlled by a condition if planning permission were to be granted. The model condition for granny annexes put forward in national guidance is designed to prevent the creation of an additional dwelling. This condition is capable of being enforced in this instance because there is no obvious reason why the Council should not be able to investigate and take any action with regard to any alleged breach of the condition.
8. A request to use the new building independently could be made in the future. However, its location within the garden of No 82, away from the road, with only pedestrian access would indicate that the building would not be suitable for use as a separate dwelling. If such a proposal did come to pass, it could be resisted on the grounds that the building would be unsuitable for use as a separate residential unit with support from adopted planning policies.
9. With a suitably worded condition in place to restrict the use of the new building to an ancillary annexe, I conclude on the first main issue that the proposal does not constitute a separate unit of residential accommodation and that it would be ancillary to No 82. Therefore, I find no conflict with Policy DMD 12 of the Enfield's Development Management Document (DMD). This policy notes that proposals for outbuildings will only be permitted if its criteria are met, which include a requirement that the building is ancillary to the use as a dwelling.
10. As the proposal is not for a separate dwelling, it follows that Policies 3.5 and 3.8 of the London Plan and DMD Policy DMD 8 are not applicable.

Character and appearance

11. The new addition would be a single storey detached building with timber walls and a dual pitched tiled roof. It would stand to one side of No 82 within its side and rear garden. It would be a sizeable addition and larger than ancillary outbuildings and structures that are generally found in the gardens of residential properties. During the site visit, I saw no outbuildings there were comparable in size to the proposal.
12. Even so, the proposal would be clearly subordinate in relation to the more substantive 2-storey host building and the site. A good-sized garden would remain with the new built form in place. With appropriate external materials and a low profile due to its modest height and shallow pitched roof, the new building would not be obtrusive. While the full-length windows would give the

proposal a residential character, its design would be simple with a utilitarian appearance that would not look out of place in a residential garden setting. Consequently, the new building would not be incongruous in its context.

13. The proposed building would be partly screened from public view by the main house and the boundary fence around the perimeter of the back garden. Only a small part of the new building would be glimpsed from the road, between the existing buildings. From this direction, the new development would be inconspicuous and have no discernable effect on the character and quality of the street scene. The upper part of the new addition would be visible from some gardens and windows of nearby properties. In these views, it would be largely seen in the context of the more substantial 2-storey flank wall of an adjacent property. In that context, the appeal development would not appear excessively large or an overly dominant addition.
14. For these reasons, I conclude on the second main issue that the proposal would not be out of keeping with the character and appearance of the local area. Accordingly, I find no material conflict with CS Policy CP30 and DMD Policies DMD 7, DMD 12 and DMD 37 insofar as they aim to ensure that development is appropriate to, and reflects an understanding of, its context and does not harm the character of the local area.

Other matters

15. The Council is critical of the appellants for failing to provide sufficient evidence to demonstrate a need for the proposed accommodation. In this instance, the proposed annexe would enable the appellant's daughter to live close to but independent from her parents. In this way, the appellants could stay in their home, thereby providing continuity and stability, while enabling them to be cared for and supported as they become more infirm and dependent. The appellants have provided a cogent case that the proposal, when taken together with the main house, would meet a need that is particular to their personal circumstances. In those circumstances, the new annexe would not, in itself, satisfy a specialist housing need, to which DMD Policy DMD 15 refers, but the application was not promulgated on the basis that it would.
16. Reference is made to case law and several recent appeal decisions involving proposals for annexes elsewhere. From the limited information provided, none appear to reflect the particular circumstances of this case. In the absence of full background details, I am unable to attach significant weight to these decisions either for or against the appeal scheme. In any event, each proposal should be considered on its own merits, as I have done in this instance.

Conditions

17. I have considered the conditions suggested by the Council in the light of relevant advice contained within the Planning Practice Guidance. In addition to the standard time limit condition, it is necessary to impose a condition that requires the development to be carried out in accordance with the approved plans for certainty. In the interests of the character and appearance of the area, a condition is necessary to require that samples of external materials are agreed before construction work starts. In addition, a condition is also necessary to ensure the proposed building remains ancillary to the main house.

Conclusion

18. For the reasons set out above, I conclude that the appeal should be allowed.

Gary Deane

INSPECTOR

Schedule of conditions

- 1) The development hereby permitted shall begin not later than three years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with the following approved plans: Refs 0392-12-15/1A, 0392-12-15/2A, 0392-12-15/3A and 0392-12-15/4A.
- 3) No development shall take place until samples of the materials to be used in the construction of the external surfaces of the building hereby permitted have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.
- 4) The building hereby permitted shall not be occupied at any time other than for purposes ancillary to the residential use of the dwelling known as 82 Perry Mead, Enfield EN2 8BS.

Appendix C – Appeal Ref: APP/B3438/A/12/2188171



Appeal Decision

Site visit made on 30 April 2013

by Alison Partington BA (Hons) MA MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 6 June 2013

Appeal Ref: APP/B3438/A/12/2188171

Far End Cottage, Quarry Road, Hollington, Stoke-on-Trent ST10 4HP

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Kevin Corkery against the decision of Staffordshire Moorlands District Council.
 - The application Ref 12/00578/FUL, dated 13 July 2012, was refused by notice dated 9 November 2012.
 - The development proposed is the replacement of existing garage to provide living accommodation for dependent relative.
-

Decision

1. The appeal is allowed and planning permission is granted for the replacement of existing garage to provide living accommodation for dependent relative at Far End Cottage, Quarry Road, Hollington, Stoke-on-Trent ST10 4HP in accordance with the terms of the application, Ref 12/00578/FUL, dated 13 July 2012, subject to the conditions set out in Annex A:

Main Issues

2. The main issues of the appeal are:
 - Whether the proposed development would constitute a separate unit of residential accommodation rather than an ancillary use.
 - The effect of the proposed development on the character and appearance of the area.

Reasons

Whether an ancillary use

3. The appeal site is a detached house with a variety of outbuildings situated in a rural location on the edge of the village of Hollington, and in a Special Landscape Area (SLA). The proposed accommodation for the dependent relative would be built on the site of the existing double garage. It would therefore be separate from the main dwelling but would be directly facing and in close proximity to it.
4. The accommodation would comprise a bedroom, bathroom and living room that would include a small kitchen area. In the Council's view therefore because the accommodation is physically separate from the main dwelling and due to the range of facilities proposed within the unit, it could be used as an independent residential unit.

5. However, the appellant has stated that the accommodation is not to be used in this way but to provide accommodation for a dependent relative for whom they have to provide care. I have only been provided with limited evidence regarding the level of care needed by the relative, but the need to provide care for them has been corroborated by the local councillor. Furthermore given the nature of the illnesses suffered by the relative I consider that the need to provide care will increase with time.
6. Whilst I accept that the proposed accommodation would contain all the facilities required for it to be used as an independent unit, its overall size would be small and the level of facilities it would provide would be basic, which is what would be expected for accommodation that is ancillary to the main dwelling.
7. Furthermore the accommodation would be provided with no separate outdoor space of its own and would share the same access as the main dwelling. Given its proposed location adjacent to the boundary of the site and in close proximity to the main dwelling I cannot envisage any way that it would be possible to provide separate outdoor space for the property or a separate access either now or in the future. Consequently any occupiers of the accommodation would have to utilise the outdoor space and access associated with the main dwelling.
8. In addition it has been stated that the accommodation would not have a separate address nor would it have separate utility provision. These factors again indicate that it would be ancillary to the main dwelling.
9. I recognise that the grant of planning permission could result in pressure for the building to be used as a separate dwelling at the some point in the future. For the reasons set out above I consider that it is very unlikely to be occupied independently of the main dwelling. Moreover Circular 11/95 provides a model condition which could be attached to this permission to ensure that the occupation of this unit remains ancillary. The fact that such a condition is included in national guidance is an indication that it is capable of being enforced and I see no reason why the Council should not be able to investigate and take any action on any breach of the condition.
10. I note the concerns of the Council regarding whether adequate consideration has been given to either providing the required accommodation within the existing house or by extending the existing dwelling. However given the constraints of the site it is not clear to me that the extension of the house would be feasible. Furthermore, given the relative limited size of the current dwelling and the lack of any bathroom facilities on the ground floor I consider that it would not be possible to provide the required accommodation in the existing dwelling without extending it.
11. Overall therefore I conclude that the proposed development would be ancillary to the main dwelling rather than an independent residential unit. As an ancillary use the proposal represents a sustainable form of development and therefore accords with Policies D1 of the *Staffordshire and Stoke on Trent Structure Plan (as amended) (adopted May 2001)* (SSSP) and SS1 of the *Staffordshire Moorlands Local Development Framework Core Strategy Development Plan Document (Revised Submission Document December 2011)* (SMCS). Since I have concluded that the proposed development is not a separate dwelling Policies H11 of the SSSP, H7 of the *Staffordshire Moorlands*

Local Plan (adopted September 1998) (SMLP) and R2 of the SMCS are not applicable.

Character and Appearance

12. The existing garage is a concrete structure that is in a poor state of repair and is not in keeping with the stone buildings that are the predominant building type in the area. The proposed building which would be constructed with stone walls and a slate roof would therefore reflect the surrounding buildings and be more in keeping with the area.
13. Whilst I accept that the proposed building would have a greater height than the existing garage, as a single storey building I consider it would still appear subordinate to the main dwelling which is 2 storeys. Further, in terms of its visual impact on the wider area, when approached from Quarry Road the proposed building would be partially screened from view by the wall and vegetation that forms the boundary treatment at this point. In addition, given the local topography and the close proximity of the proposed accommodation to the existing house I am satisfied that the proposed building would not have an adverse impact on any views from the nearby public footpath.
14. The Council have argued that the demolition of the existing garage could result in additional outbuildings being constructed for the same purpose which could have an adverse impact on the countryside. In the short term the evidence before me indicates that it is unlikely that appellants would want to do this. Furthermore given a suitable condition can be used to ensure that this cannot be done under permitted development rights, the acceptability of any future outbuilding could be considered by the Council. Consequently I consider that this does not constitute a reason for refusing this current application.
15. As a result I consider that the development would respect the character and appearance of the area and it would not materially detract from the high quality of the SLA. As such it would accord with Policies D2, D4, NC1 and NC2 of the SSSP, Policies N8, N9 and B13 of the SMLP and Policies SS6c, SO8, SO9, DC1 and DC3 of the SMCS which seek to ensure that development respects the character, appearance and local distinctiveness of the area and protects the open countryside for its own sake.

Conclusions and Conditions

16. For the reasons set out above I conclude the appeal should be allowed.
17. In addition to the standard implementation condition, it is necessary for the avoidance of doubt, to define the plans with which the scheme should accord. In the interests of the character and appearance of the area a condition is required to control the external appearance of the building. A condition is also necessary to ensure the proposed building remains ancillary to the main house.

18. I am not persuaded it is necessary to remove all the permitted development rights suggested by the Council. Circular 11/95 *The Use of Conditions in Planning Permissions* indicates that such restrictions should be exceptional. However, in order to protect the character and appearance of the area I have restricted rights relating to the development of outbuildings.

Alison Partington

INSPECTOR