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TO THE CHAIRMAN AND MEMBERS OF THE **PLANNING COMMITTEE**

You are hereby summoned to attend a meeting of the Planning Committee to be held on Tuesday, 24 July 2018 at 7.00 pm in the Council Chamber - Civic Offices.

The agenda for the meeting is set out below.

RAY MORGAN
Chief Executive

NOTE: Filming Council Meetings

Please note the meeting will be filmed and will be broadcast live and subsequently as an archive on the Council's website (www.woking.gov.uk). The images and sound recording will also be used for training purposes within the Council. Generally the public seating areas are not filmed. However by entering the meeting room and using the public seating area, you are consenting to being filmed.

AGENDA

PART I - PRESS AND PUBLIC PRESENT

1. Minutes

To approve the minutes of the meeting of the Planning Committee held on 26 June 2018 as published.

1a. Apologies for Absence

2. Declarations of Interest

- (i) To receive declarations of disclosable pecuniary and other interests from Members in respect of any item to be considered at the meeting.
- (ii) In accordance with the Members' Code of Conduct, any Member who is a Council-appointed Director of a Thameswey Group company will declare a non-pecuniary interest in any item involving that Thameswey Group company. The interest will not prevent the Member from participating in the consideration of that item.
- (iii) In accordance with the Officer Procedure Rules, any Officer who is a Council-appointed Director of a Thameswey Group company will declare an interest in any item involving that Thameswey Group company. The interest will not prevent the Officer from advising the Committee on that item.

3. Urgent Business

To consider any business that the Chairman rules may be dealt with under Section 100B(4) of the Local Government Act 1972.

Matters for Determination

4. Planning and Enforcement Appeals (Pages 3 - 6)

5. Planning Applications (Pages 7 - 10)

Section A - Applications for Public Speaking

5a. 2017/0930 Lees Farm Cottages, Pyrford Road, Woking (Pages 13 - 22)

5b. 2018/0359 Broadoaks, Parvis Road, West Byfleet (Pages 23 - 74)

5c. 2018/0360 Broadoaks, Parvis Road, West Byfleet (Pages 75 - 92)

5d. 2017/1063 Ten Acre Farm, Smarts Heath Road, Woking **(To Follow)**

Section B - Application reports to be introduced by Officers

5e. 2018/0477 Land Adjacent To Civic Offices, Gloucester Square, Woking (Pages 95 - 102)

5f. 2018/0478 Existing Coach Park At, Woking Park, Kingfield Road, Woking (Pages 103 - 114)

5g. 2018/0311 Natural Flames Ltd, 17 Brewery Lane, Byfleet (Pages 115 - 130)

Section C - Application Reports not to be introduced by officers unless requested by a Member of the Committee

5h. 2018/0416 41 Lambourne Crescent, Sheerwater, Woking (Pages 133 - 150)

AGENDA ENDS

Date Published - 16 July 2018

For further information regarding this agenda and arrangements for the meeting, please contact Becky Capon on 01483 743011 or email becky.capon@woking.gov.uk



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PLANNING COMMITTEE – 24 JULY 2018

PLANNING AND ENFORCEMENT APPEALS

The Committee is requested to:

RESOLVE:

That the report be noted.

The Committee has authority to determine the above recommendation.

Background Papers:

Planning Inspectorate Reports

Reporting Person:

Peter Bryant, Head of Legal and Democratic Services

Date Published:

16 July 2018

APPEALS LODGED

2017/0884

Application for Erection of a two storey detached dwelling (3x bed) on land adjacent to No.4 Knightswood following demolition of existing attached garage at No.4 Knightswood, Woking.

Refused by Planning Committee
26 September 2017.
Appeal Lodged
8 May 2018.

2017/1186

Application for Erection of a two storey dwelling (2x bed) attached to No.8 Campbell Avenue and erection of part two storey, part single storey rear extension to No.8 plus associated parking at 8 Campbell Avenue, Westfield, Woking.

Refused by Delegated Powers
21 December 2017.
Appeal Lodged
10 May 2018.

2017/0980

Application for Prior notification for the erection of a livestock building at Blanket Mill Farm Goose Rye Road, Worplesdon.

Refused by Delegated Powers
15 September 2017.
Appeal Lodged
10 May 2018.

2017/1424

Application for Proposed two storey side extension and single storey front extension following the demolition of existing garage at Chippings Sheerwater Road, Woodham, Addlestone.

Refused by Delegated Powers
9 February 2017.
Appeal Lodged
22 May 2018.

2017/1386

Application for Proposed single storey side and front extension at 78 Balmoral Drive, Maybury, Woking.

Refused by Delegated Powers
1 March 2018.
Appeal Lodged
22 May 2018.

Planning and Enforcement Appeals

2017/1436

Application for Proposed erection of a single storey rear extension and first floor front, side and rear extensions with a new front porch. Loft conversion with one front dormer and two rear dormers at 1 Tringham Close, Knaphill, Woking.

Refused by Delegated Powers
13 March 2018.
Appeal Lodged
22 May 2018.

2017/0666

Application for Demolition of existing two storey retail building and ancillary buildings (A1) and erection of a two storey building comprising 7x self contained flats (C3) (3x one bed and 4x two bed) with ancillary facilities and new vehicular access (amended plans) at D W Burns Roydon House, Triggs Lane, Woking.

Refused by Delegated Powers
8 February 2018.
Appeal Lodged
20 June 2018.

2017/1398

Application for Erection of 2 x two bedroom semi detached bungalows and realignment of a small portion of private road at Land Ro, Sussex Court, High Street, Knaphill, Woking.

Refused by Delegated Powers
6 March 2018.
Appeal Lodged
21 June 2018.

APPEAL DECISIONS

2017/0663

Application for a Retrospective application for the erection of a single storey outbuilding at the rear of the property at 48 Cavell Way, Knaphill, Woking.

Refused by Delegated Powers
27 September 2017.
Appeal Lodged
22 February 2018.
Appeal Allowed
28 June 2018.

ENF/17/00051

Application for Appeal against Enforcement Notice against a retrospective application for the erection of a single storey outbuilding at the rear of the property at 48 Cavell Way, Knaphill, Woking.

Enforcement Notice authorised by
Planning Committee
26 September 2017.
Appeal Lodged
22 February 2018.
Appeal Allowed
28 June 2018.

2017/0735

Application for Erection of 2no. detached two storey dwellings (4+ bedrooms) with associated hard and soft landscaping following demolition of existing buildings and removal of hardstanding (flood risk assessment received on 22.11.2017) at Land At Copthorne Meadows Farm, Chobham Road, Knaphill, Woking.

Refused by Delegated Powers
15 December 2017.
Appeal Lodged
18 April 2018.
Appeal Allowed (Award of costs refused)
2 July 2018.

Planning and Enforcement Appeals

2017/0515

Application for Erection of a two storey replacement dwelling (7x bed) with accommodation in the roof space and a basement level following demolition of existing dwelling and erection of a detached double garage with first floor accommodation and external staircase at Holywell House, Hook Hill Lane, Mayford, Woking.

Refused by Delegated Powers
6 September 2017.
Appeal Lodged
13 April 2018.
Appeal Allowed
2 July 2018.

2017/1293

Application for Proposed single storey rear extension at Iris House, Pyrford Road, Woking.

Non determination.
Appeal Lodged
9 May 2018.
Appeal Dismissed
11 July 2018.

2017/1384

Application for Proposed two storey side and rear extension and single storey rear orangery, following the demolition of existing garage at 2 Lyndhurst Close, Horsell, Woking.

Refused by Delegated Powers
9 February 2018
Appeal Lodged
4 June 2018
Appeal Dismissed
11 July 2018.

2017/1072

Application for Erection of second floor extension (including 2no. front dormers and 1no. side rooflight) to create 1no. new flat (2 bedroom) and part second floor, part three storey extension to extend 2no. existing flats. Formation of additional parking at Apple Trees Place, Cinder Path Woking.

Refused by Delegated Powers
3 January 2018.
Appeal Lodged
9 May 2018.
Appeal Dismissed
11 July 2018.

PLANNING COMMITTEE AGENDA **PLANNING APPLICATIONS AS AT 24TH JULY 2018**

This report contains applications which either fall outside the existing scheme of delegated powers or which have been brought to the Committee at the request of a Member or Members in accordance with the agreed procedure (M10/TP 7.4.92/749). These applications are for determination by the Committee.

This report is divided into three sections. The applications contained in Sections A & B will be individually introduced in accordance with the established practice. Applications in Section C will be taken in order but will not be the subject of an Officer's presentation unless requested by any Member.

The committee has the authority to determine the recommendations contained within the following reports.

Key to Ward Codes:

BWB=Byfleet and West Byfleet
GP=Goldsworth Park
HO= Horsell
KNA=Knaphill
PY=Pyrford

C=Canalside
HE= Heathlands
HV=Hoe Valley
MH=Mount Hermon
SJS=St. Johns

Major Applications Index to Planning Committee

24 July 2018

<u>ITEM</u>	<u>LOCATION</u>	<u>APP. NO.</u>	<u>REC</u>	<u>WARD</u>
0005A	1 Lees Farm Cottages, Pyrford Road, Woking, Surrey, GU22 8UE	PLAN/2017/0930	PER	PY
0005B	Broadoaks, Parvis Road, West Byfleet, Surrey, KT14 7AA	PLAN/2018/0359	REF	BWB
0005C	Broadoaks, Parvis Road, West Byfleet, Surrey, KT14 7AA	PLAN/2018/0360	REF	BWB
0005D	Ten Acre Farm, Smarts Heath Road, Woking, Surrey	PLAN/2017/1063	To Follow	HE
0005E	Land Adjacent To Civic Offices, Gloucester Square, Woking, Surrey, GU21 6YL	PLAN/2018/0477	PER	C
0005F	Existing Coach Park At, Woking Park, Kingfield Road, Kingfield, Woking, Surrey, GU22 9BA	PLAN/2018/0478	PER	HV
0005G	Natural Flames Ltd, 17 Brewery Lane, Byfleet, West Byfleet, Surrey, KT14 7PQ	PLAN/2018/0311	PER	BWB
0005H	41 Lambourne Crescent, Sheerwater, Woking, Surrey, GU21 5RG	PLAN/2018/0416	REF	C

SECTION A - 5A-5D

SECTION B - 5E-5G

SECTION C - 5H

PER - Grant Planning Permission

LEGAL - Grant Planning Permission Subject To Compliance Of A Legal Agreement

REF - Refuse

SECTION A

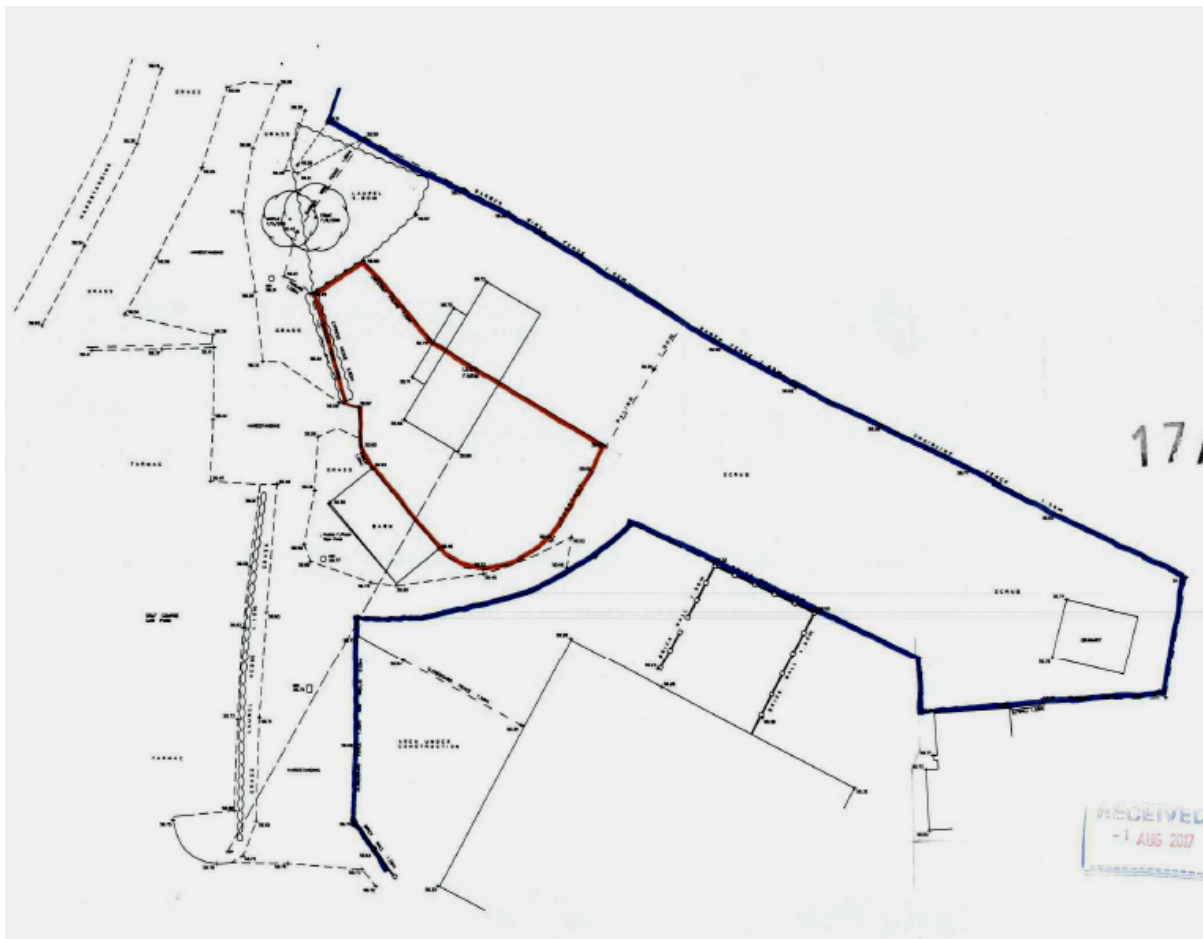
**APPLICATIONS ON WHICH
PUBLIC ARE ELIGIBLE
TO SPEAK**

(Note: Ordnance Survey Extracts appended to the reports are for locational purposes only and may not include all current developments either major or minor within the site or the area generally)

1 Lees Farm Cottages, Pyrford Road, Woking

PLAN/2017/0930

Retention of external insulation and timber cladding and replacement of existing metal windows with UPVC windows (retrospective)



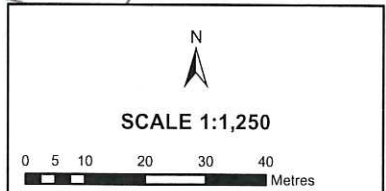
PLAN/2017/0930



1 Lees Farm Cottages



Comments



Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

24 JULY 2018 PLANNING COMMITTEE

5a 17/0930 Reg'd: 02.08.17 Expires: 27.09.17 Ward: PY
Nei. 05.09.17 BVPI Householder - Number >8 On No
Con. 05.09.17 Target 21 of Weeks on Cttee' Target?
Exp: Day:

LOCATION: 1 Lees Farm Cottages, Pyrford Road, Woking, GU22 8UE

PROPOSAL: Retention of external insulation and timber cladding and replacement of existing metal windows with UPVC windows (retrospective)

TYPE: Householder Planning Application

APPLICANT: Mr Gordon Melhuish

OFFICER: David Raper

REASON FOR REFERRAL TO COMMITTEE:

Councillor Chrystie referred this application to Planning Committee due to concerns surrounding the visual impact of the cladding on the character of the host building and surrounding area and on the setting of listed buildings, conflict with policy BE1 of the Pyrford Neighbourhood Plan (2016) and contravention of Building Regulations.

SUMMARY OF PROPOSED DEVELOPMENT

The proposal seeks permission for the installation of external insulation and timber cladding plus replacement of existing metal windows with UPVC windows. As the works have been carried out the proposal is retrospective.

PLANNING STATUS

- Green Belt
- Adjacent to 'curtilage listed' building (Grade II)
- Thames Basin Heaths SPA ZoneB (400m-5km)

RECOMMENDATION

GRANT planning permission subject to conditions.

PLANNING HISTORY

- PLAN/2011/0221 - Variation of condition 11 of PLAN/2010/0710 dated 03/12/2010 to allow for the dismantling and storage of the listed barn prior to commencement of works on Plot 1 and its re-siting and reconstruction prior to occupation of Plot 1 – Refused 23/06/11 but allowed at appeal
- PLAN/2010/0710 - Erection of 2no three bed detached dwelling houses following the demolition of the existing pair of semi-detached properties and relocation of listed barn. (Amendment to PLAN/2008/0662 dated 16 September 2008) – Permitted 03/12/2010
- PLAN/2008/0662 - Erection of two linked-detached 3 bedroom dwellings following demolition of existing buildings together with renovation and re-siting of existing barn for

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re-use in association with new residential properties (amendment to planning permission PLAN/2007/0719 by Removal of Condition 15 which required the development to be phased such that one of the existing houses is retained in residential use until the other has been completed) – Permitted 16/09/2008

- PLAN/2007/0720 - Listed Building consent for the renovation and re-siting of existing barn for re-use in association with adjacent residential properties – Permitted 11/01/2008
- PLAN/2007/0719 - Erection of two linked-detached 3 bedroom dwellings following demolition of existing buildings together with renovation and re-siting of existing barn for re-use in association with new residential properties (amendment to planning permission 2005/0089) – Permitted 11/01/2008
- PLAN/2005/0089 - Erection of a pair of 3 bedroom semi-detached cottages following demolition of existing buildings – Permitted 11/03/2015

CONSULTATIONS

Conservation Consultant: No objection.

Pyrford Neighbourhood Forum: Object to the proposal for the following summarised reasons:

- Cladding and windows are out-of-character with the dwelling and surrounding area
- Cladding represents a fire hazard
- Proposal conflicts with policies BE1 and OS1 of the Pyrford Neighbourhood Plan
- Cladding prevents Swifts and bats from using the eaves
- Applicant should be required to re-open sections of eaves to allow bat and bird nesting
- Applicant has flouted the planning process

Surrey Wildlife Trust: *“The Trust would advise that the Bat Scoping Survey Report by Crossman Associates dated 3rd May 2018, which the applicant has provided in support of the above planning application, now provides much useful information for the Local Authority to be able to assess the potential status of protected and important species on the proposed development site and the likely effect of the development on them.*

The above development works had been completed prior to this survey. The ecologist appears therefore to have been unable to determine if any sign of bat usage of the dwelling had been removed by these works. However they did ascertain that the remaining roof structure showed no sign of bat roosting activity but did show some signs of previous House Sparrow nesting activity.

We would therefore further advise the Local Authority, that should they be minded to grant this planning application for this site, the applicant should be required to undertake all the recommended actions in section 4 of the Report.”

REPRESENTATIONS

14x representations have been received, including one from a representative of the Byfleet, West Byfleet and Pyrford Residents' Association, objecting to the proposal raising the following summarised concerns:

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- The cladding and replacement windows are out of character with the area and would impact on the setting of listed buildings
- Nesting birds and bats have been using the eaves and these would be affected by the cladding
- The insulation and cladding is a fire risk
- Works have been carried out without planning permission or Building Control approval

RELEVANT PLANNING POLICIES

National Planning Policy Framework (NPPF) (2012):

Section 7 - Requiring good design

Section 9 - Protecting Green Belt land

Section 11 - Conserving and enhancing the natural environment

Section 12 - Conserving and enhancing the historic environment

Woking Core Strategy (2012):

CS6 - Green Belt

CS7 - Biodiversity and nature conservation

CS20 - Heritage and Conservation

CS21 - Design

CS22 - Sustainable construction

CS24 - Woking's landscape and townscape

CS25 - Presumption in favour of sustainable development

Development Management Policies DPD (2016):

DM20 - Heritage Assets and their Settings

Pyrford Neighbourhood Plan (2016):

BE1 - Maintaining the Character of the Village

BE3 - Spatial Character

OS1 – Community Character

OS4 - Biodiversity

Supplementary Planning Documents (SPDs):

Woking Design (2015)

In addition to the above, Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places a statutory duty on decision makers to have '*special regard to the desirability of preserving the [listed] building or its setting...*'.

BACKGROUND

The dwelling was originally semi-detached and attached to No.2 Lees Farm Cottages however this neighbouring dwelling has been demolished and rebuilt detached from No.1 as part of the partial implementation of the planning permission which exists to redevelop the cottages (see Planning History Section). As a result of the demolition of the attached neighbour and other issues within the property, the Council's Housing Standards Team issued the owner and landlord of the property with an 'Improvement Notice' under the Housing Act (2004) requiring the landlord to make a number of improvements to the property. These included the installation of external wall insulation and replacement windows. The current application seeks planning permission for the replacement windows and external cladding. As the works have been carried out, the proposal is retrospective.

PLANNING ISSUES

Impact on Character of Host Dwelling and Surrounding Area and on the Setting of Listed Buildings:

1. The proposal site is a two storey dwelling dating from the early C20. The dwelling was originally semi-detached and attached to No.2 Lees Farm Cottages however this neighbour has been demolished and rebuilt detached from No.1 as part of the part implementation of the planning permission which exists to redevelop the cottages. The host dwelling is not a listed building nor within the curtilage of a listed building. Directly adjacent to the site however is a single storey cart barn structure which is regarded as a 'curtilage listed' building in relation to the Grade II listed Lee's Farm Barn which is located to the south-west. The impact on the setting of the listed building must therefore be assessed in accordance with Core Strategy (2012) policy CS20, Woking DMP DPD (2016) policy DM20 and Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).
2. Lee's Farm Barn, along with the curtilage listed cart barn feature black timber weatherboarding and several more modern developments within the immediate vicinity have been finished in this material in order to respect the character of the area and the setting of the listed building. This material is therefore considered characteristic of the immediate area. The cladding of the building in weatherboarding is considered to result in a visually acceptable overall appearance and is considered to respect the character of the area. Weatherboarding is often found on rural buildings and the weatherboarding is therefore considered to respect the rural context of the proposal site. The proposal also includes the retention of white UPVC windows which replaced the previously existing single pane timber windows which were painted green. Although a different colour to the previously existing windows, the arrangement of glazing bars is similar and overall the windows are considered to have an acceptable impact on the character of the host building and surrounding area.
3. The use of timber weatherboarding is considered to show deference to the special character of nearby listed buildings and considering the points discussed above, the proposal is considered to preserve the setting of the nearby listed buildings and would have an acceptable impact on the character of the host building and surrounding area. The proposal therefore accords with Core Strategy (2012) policies CS20 'Heritage and Conservation', CS21 'Design' and CS24 'Woking's Landscape and Townscape', Woking DMP DPD (2016) policy DM20 'Heritage Assets and their Settings', policies BE1 and BE3 of the Pyrford Neighbourhood Plan (2016), Supplementary Planning Document 'Woking Design' (2015) and the NPPF (2012).

Impact on Protected Species:

4. Concerns have been raised in representations about the impact on bats and nesting birds using the eaves of the host dwelling. The Wildlife and Countryside Act (1981) establishes statutory protection for bats and nesting birds and The Conservation of Habitats and Species Regulations (2010) establish bats as a European Protected Species.
5. As the proposal is retrospective it is difficult to establish if protected species were unduly affected by the works; Officers therefore requested that a report from a qualified Ecologist be commissioned by the applicant in order to establish the likely impact on protected species. The submitted Bat Scoping Survey report concludes that evidence of previous use of the roof space by nesting birds was evident but no

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evidence was found of the presence of bats. The report also concludes that the bat and bird nesting potential of the current building with the works in-situ offers negligible opportunities for bird nesting and bat roosting but recommends that biodiversity enhancements can be made to the property retrospectively; possible solutions are to alter the existing weatherboarding in places or to provide bird and bat nest boxes attached to the building. Surrey Wildlife Trust has reviewed the submitted report and raise no objection subject to securing appropriate biodiversity enhancements on the site in accordance with the recommendations in the report. This can be secured by condition (Condition 2). Subject to this condition, overall the proposal is considered to have an acceptable impact on biodiversity and protected species.

Impact on Green Belt:

6. Section 9 of the NPPF (2012) defines appropriate development in the Green Belt as including '*the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building*'. The proposal does not involve extensions or result in an uplift in bulk or volume; the proposal is not therefore considered to result in disproportionate additions and is considered to constitute appropriate development in the Green Belt. The proposal therefore preserves the openness of the Green Belt. As discussed above the weatherboarding is considered visually appropriate to the rural context of the proposal site and therefore is considered to preserve the character of the Green Belt.

Impact on Neighbours/Occupants:

7. The installation of external weatherboarding is not considered to unduly impact on the occupants of the building or neighbouring occupiers in terms of loss of light or overbearing impacts.

Sustainability:

8. The installation of external insulation and replacement windows would improve the thermal efficiency and sustainability of the property which is considered a positive feature of the proposed development which is consistent with the sustainability aims of the Core Strategy (2012) and NPPF (2012).

Building Control Matters:

9. Concerns have been raised in representations on issues surrounding fire safety and building regulations. The works which have been carried out do require approval under part L1B of the Building Regulations (2010). Approval was not obtained before works commenced however the Council's Building Control Team issued a Contravention Notice requiring the applicant to submit a Building Notice application to regularise the works. The Building Notice application was submitted and approved in October 2017 and issues surrounding ventilation were remedied. In any case, building control matters relate to separate legislation and this is not considered a material planning consideration in the determination of this planning application.

CONCLUSION

10. Considering the points discussed above, the proposal is considered an acceptable form of development which respects the character of the host dwelling and surrounding area and preserves the setting of nearby listed buildings. The proposal therefore accords with the Development Plan and is recommended for approval subject to conditions.

BACKGROUND PAPERS

1. Site visit photographs
2. Representations
3. Consultation responses
4. 'Listed Building' Site Notice

RECOMMENDATION

GRANT planning permission subject to the following conditions:

1. The development hereby permitted shall be carried out in accordance with the approved plans listed below:

06611.1-PL-LO1 (Site Location Plan) received by the LPA on 01/08/2017
06611/SkS02 (Elevations as Existing) received by the LPA on 01/08/2017
06611/Sk02 (Elevations as Proposed) received by the LPA on 01/08/2017
06611/Sk01 (Floor Plans as Proposed) received by the LPA on 01/08/2017

Reason: For the avoidance of doubt and in the interests of proper planning.

2. Within 3 months of the date of this permission, details of measures for the enhancement of biodiversity on the site, in accordance with the recommendations set out within the submitted Bat Scoping Survey ref: M1142.001 prepared by Crossman Associates and received by the Local Planning Authority on 13/06/2018, shall be submitted to and approved in writing by the Local Planning Authority. Within 6 months of the date of this permission the approved details shall be fully implemented and maintained in accordance with the agreed details and thereafter permanently retained, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to enhance the biodiversity on the site in accordance with Policy CS7 of the Woking Core Strategy 2012 and the NPPF 2012

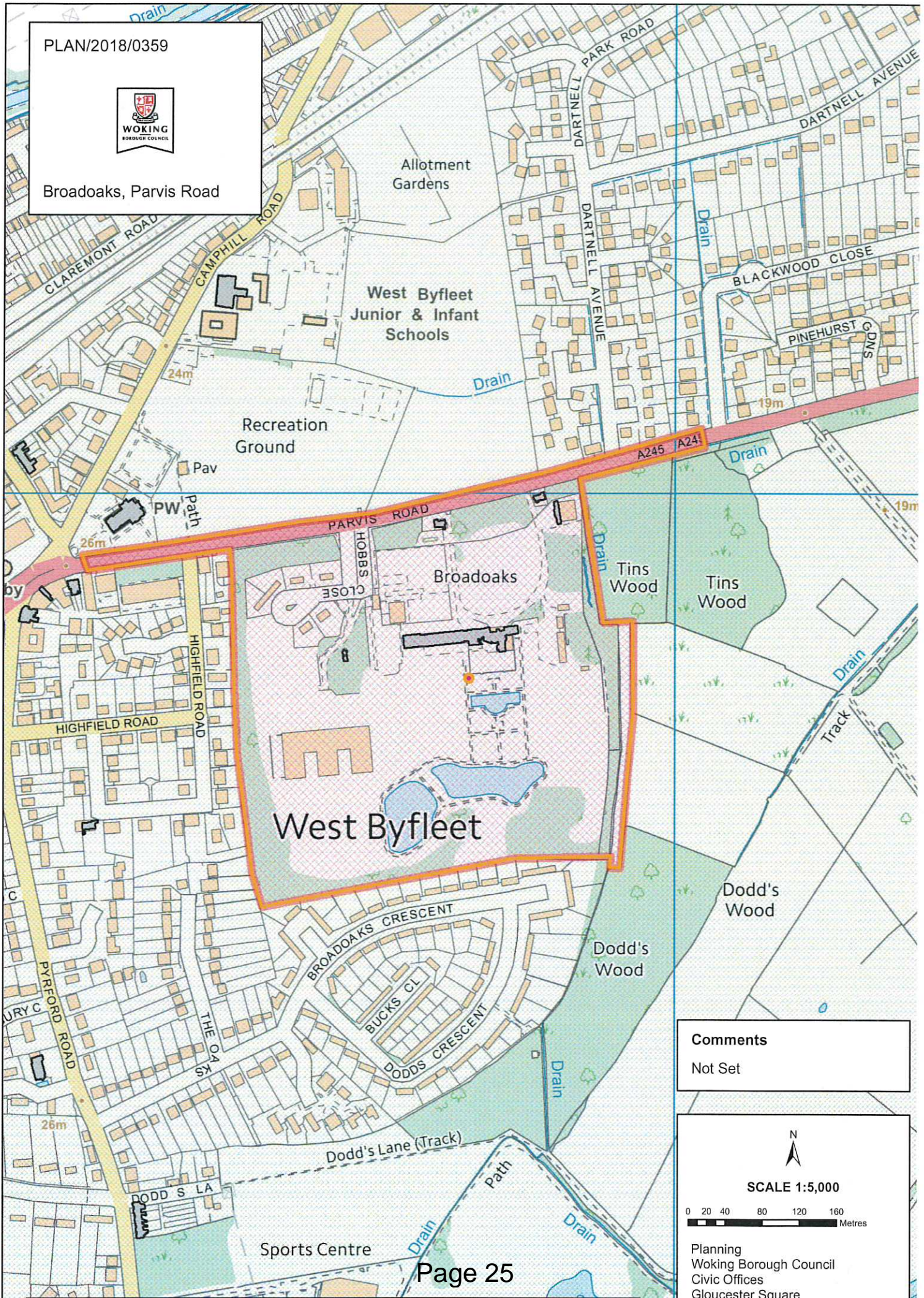
Informatives

1. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

PLAN/2018/0359



Broadoaks, Parvis Road

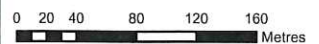


Comments

Not Set



SCALE 1:5,000



Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

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5b 18/0359 Reg'd: 16.04.18 Expires: 16.07.18 Ward: BWB
Nei. 08.05.18 BVPI Major Number 14/13 On No
Con. Target of Weeks Target?
Exp: on Cttee'
Day:

LOCATION: Broadoaks, Parvis Road, West Byfleet, KT14 7AA

PROPOSAL: Planning application for the demolition of the vacant Sherwood House office building (B1 use class); removal of all former MOD buildings, hardstanding and structures across the site; the erection of 115 new market dwellings (C3 use class) and associated garages); the erection of 54 affordable dwellings (C3 use class) and the part demolition; restoration and conversion of Broadoaks House to create 2 new market dwellings and the erection of 2 new garages; part demolition, restoration and reuse of the 2 Lodge Houses as new independent market dwellings with associated new detached garages; restoration and reuse of the Motor House to create 6 new market dwellings; restoration of the Model Dairy; restoration of the 2 existing summer houses 1 of which is to be repositioned; the erection of 75-bed assisted living accommodation (C2 use class) across 2 new buildings; the erection of a new 80-bed care home building (C2 use class); erection of anew 900sqm office building (B1 use class); new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road; associated internals, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and offsite highway work.

TYPE: Full

APPLICANT: Octagon Broadoaks Limited

OFFICER: Tanveer
Rahman

REASON FOR REFERAL TO COMMITTEE

The application has been referred to Planning Committee by the Development Manager due to the scale and significance of the application.

SUMMARY OF PROPOSED DEVELOPMENT

This is a full planning application for the following:

- The demolition and removal of all former MOD and other buildings, hardstanding and structures across the site; apart from the part demolition, restoration and conversion of Broadoaks House to create 2 dwellings and

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erection of 2 new garages. Part demolition, restoration and extension to the Coach House to create 6 dwellings and restoration and reuse of the 2 Lodge Houses as independent dwellings with associated garages, erection of 115 new market dwellings and 54 new affordable dwellings.

- New altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works.
- The erection of an 80-bed care home.
- Erection of a 900sqm office building.
- The erection of 75 retirement apartments over 2 buildings following demolition of Sherwood House.

The application has been amended with additional information submitted since its original submission which has included the following:

- Financial Viability Information
- Updated travel plan.
- The carport to the rear of plot 77 has been repositioned, minor fence changes were made to the rear of Plots 73 & 78 were made and Tree T277 (Scots Pine) was shown to be removed.
- TECHNICAL NOTE: TRANSPORT dated 12.06.2018

PLANNING STATUS

- Green Belt
- Major Development Site in the Green Belt
- Statutory Listed Buildings
- Locally Listed Buildings
- Tree Preservation Order
- Archaeological Interest
- Contaminated Land
- Adjoins Surrey Minerals Site Concreting Aggregates
- Thames Basin Heaths SPA Zone B

RECOMMENDATION

REFUSE planning permission for the reasons set out at the end of the report.

SITE DESCRIPTION & SURROUNDINGS

The application site relates to a major developed site within the Green Belt. It comprises of land to the south of Parvis Road (A245) and is directly accessed off this road. It is approximately 400 metres to the east of West Byfleet District Centre. To the north of the site is a large area of public recreation space which extends between the edge of the District Centre and Dartnell Park to the east. Adjoining the rear southern boundary is Broadoaks Crescent and to the west are the residential cul-de-sacs of Highfield Road and Highfield Lane. To the north west is Hobbs Close which is a residential cul-de-sac containing detached houses.

The site extends to an area of 14.7 hectares. It contains the Grade II listed Broadoaks House, the Model Dairy, front range of Broadoaks Motor House and the curtilage listed buildings of the rear of the Coach House and the two locally listed gate houses located along the Parvis Road frontage. The site was taken over by the

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MOD in 1947 with subsequent extensions carried out to Broadoaks House which are still present today. Sherwood House is a large office building in the western part of the site and forms part of the extant planning permission for the 3 office buildings approved under PLAN/1998/0340.

The site contains large areas of hardstanding in the northern portion of the site and two man-made concrete lakes within the southern part. There is a large man-made bund in the south western corner. The site is well bounded with tree margins along all boundaries. There are also large mature trees dotted throughout the site. There are level changes contained throughout the site which have been mainly due to man made actions associated with the extant permission. However in the main the land rises from the north eastern corner to the south west.

PLANNING HISTORY

- PLAN/2018/0360: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Gate Houses as independent dwellings and restoration of Model Dairy - pending consideration.
- PLAN/2016/1004: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) - permitted 16.10.2017.
- PLAN/2016/1003: Full planning application for the change of use of vacant class B1 business building [Sherwood House] to Class D1 secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office [ancillary to the use of the school]; demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create two dwellings and erection of two new garages, part demolition, restoration and extension to the Coach House to create six dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and erection of 2 new garages, erection of 151 new dwellings including 36 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works - permitted 16.10.2017.
- PLAN/2015/0988 - Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) – withdrawn.
- PLAN/2015/0987 - A hybrid application for a two phase development; full application for the change of use of vacant Class B1 business building (Sherwood

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House) to Class D secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office (ancillary to the use of the school); demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create 2 dwellings and erection of 2 new garages, part demolition, restoration and extension to the Coach House to create 6 dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and associated garages, erection of 67 new dwellings including 32 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works. Outline application for the erection of 40 new dwellings with access and layout to be determined (appearance, landscaping and scale reserved) - withdrawn.

- PLAN/2010/1127: Proposed change of use of block C from Class B1 offices to flexible office and data centre use - permitted 10.12.2012.
- PLAN/2009/1007: Certificate of Lawfulness for the Proposed use of Block C of Broadoaks Estate as a data processing centre in accordance with the permitted class B1 business use of the building - refused 23.03.2010.
- PLAN/2009/1092: Application to vary condition 1 (external alterations to clad in stone) of PLAN/2008/0205 dated 07.08.08 for the side elevations of the substation to have 3m high galvanised fencing - permitted 12.02.2010.
- COND/2009/0103: Discharge of condition 2 (landscaping) condition 4 (maintenance) to PLAN/2008/0205 for the retention of the substation - permitted 09.02.2010.
- AMEND/2008/0101: Amendment to modify the Section 106 agreement for PLAN/1998/0340 - permitted 20.10.2008
- PLAN/2008/0205: Retrospective application for an electricity sub-station - permitted 07.08.2008
- PLAN/2004/1362: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) and 20 (ecology) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House, construction of 3 office buildings with basement parking and surface parking (Amended plans showing revised gates and access details and additional trees to be removed) - permitted 18.07.2005
- PLAN/2004/1025: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking - refused 28.10.2004

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- PLAN/2002/0995: Details pursuant to conditions attached to planning permission 1998/0340 and the listed building consent PLAN/1998/0341 for the demolition of existing buildings with exception of Manor House, Coach House and Dairy (2475sq.m) and erection of 3 new office clusters (15,555 sq.m); provision of new access; 656 parking spaces and landscaping setting (18,029 sq.m. total) - refused 28.10.2004.
- PLAN/1998/0341: Listed building application for the restoration of Broadoaks House and Model Dairy including adaptation following demolition of adjoining office building, formation of formal gardens and landscaped set - allowed by the Secretary of State 21.12.2000.
- PLAN/1998/0340: Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking, revised vehicular access to Parvis Road and new cycle way - allowed by the Secretary of State 21.12.2000.

PROPOSED DEVELOPMENT

This application seeks full planning permission for the following:

Residential (C3 use class)

Full permission is sought for the demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create 2 x 6-bedroom houses and erection of 2 new garages; part demolition, restoration and extension to Broadoaks Coach House to create 6 x 2-bedroom flats and restoration and reuse of the 2 Lodge Houses as independent 2-bedroom houses with associated proposed garages. There is a related listed building application under ref PLAN/2018/0360 which covers the works to these listed and curtilage listed buildings. 115 new market dwellings are proposed comprising 2-storey storey detached, semi-detached and terraced properties with some containing roof accommodation served by dormers. Most of the properties are proposed to have their own private gardens. Parking is proposed through a combination of detached garages, integral garages and bays.

Table 1: Schedule of market housing unit sizes

Accommodation type	Number
1-bedroom	0 units
2-bedroom	16 units *
3-bedroom	22 units
4-bedroom	53 units
5-bedroom	26 units
6-bedroom	8 units **
Total	125 units

* Including 6 units from the conversion of The Motor House and 2 units from the conversion of The West Lodge House and The East Lodge House.

** Including 2 units from the conversion of Broadoaks House.

54 affordable units are proposed within 3 x 3-storey blocks with roof accommodation comprising 30 x 1-bedroom flats and 24 x 2-bedroom flats. 54 parking spaces are

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proposed along with cycle and bin stores. The ground floor flats are proposed to have private gardens while the upper floor flats are proposed to have access to the communal gardens adjacent.

Table 2: Schedule of affordable housing unit sizes

Accommodation type	Number
1-bedroom	30 units
2-bedroom	24 units
Total	54 units

Care home (C2 use class)

At the northern end of the site a care home building containing 80 x 1-bedroom ensuite units for residential care, nursing and dementia care is proposed. It is proposed to be 2-storeys with roof accommodation served by dormers and on its north east corner a small single-storey element with roof accommodation served by dormers is proposed. It is also proposed to have communal facilities such as dining rooms, lounges, a café, hair salon, cinema and pub.

35 parking spaces, including 2 disabled spaces are proposed to the west and south west of the building. This carpark is also intended to accommodate delivery and refuse vehicles to be able to enter and leave in a forward direction.

A communal garden area for residents is proposed to the east and north of the building.

Assisted living accommodation (C2 use class) at the west of the site

At the western end of the site two L-shaped buildings containing 75 bedrooms (including a guest suite) and linked by a colonnade are proposed. They are proposed to be 3-storeys with roof accommodation. They are also proposed to have a staff office, staff accommodation, a guest suite, a residents lounge, a bistro/café, residents larder and ancillary kitchen and stores, gym/ fitness studio and a treatment room.

113 parking spaces, including 11 disabled spaces and space for a set-down/pick up area are proposed to the north of the buildings.

Two communal gardens are proposed to the south of the two buildings.

Table 3: Schedule of assisted living accommodation units

Accommodation type	Number
1-bedroom	7 units
2-bedroom	68 units
Total	75 units

Office (B1a use class)

A 2-storey 900sqm office building is proposed to the rear of the 80-bedroom care home. 36 parking spaces, including 2 disabled spaces are proposed to the west and south west of the building. A garden area for employees is proposed to the east of the building.

Access arrangements and off site works

There are three existing access points to the site from Parvis Road. Two of these are proposed to be closed off and the third which currently serves Hobbs Close at the north west corner of the site is proposed to serve the proposed affordable housing blocks, the assisted living buildings and the office building.

To the east of this a new access point is proposed from Parvis Road to serve the market housing. It would lead to a traffic loop enclosing a 93 x 71m open space called 'The Green'.

Highway safety measures include widening Parvis Road on the south side to provide de-acceleration and acceleration splays to both site entrances and to create safe right turn waiting capabilities in the middle of the road which would extend for a distance in the event that several vehicles may be queuing and appropriate road markings. Page 19 of the submitted Design & Access statement states that this work is to *"be undertaken by Council approved contractors and to Highway Authority specifications, approval and supervision and all to be funded by the applicant company"*.

Differences to PLAN/2016/1003

The main changes to the previously approved application are:

- 22 more residential units are proposed.
- Instead of the proposed secondary school, playing field and MUGA pitch the specialist accommodation (C2 use class) buildings and the office building are proposed.

CONSULTATIONS

County Highway Authority: No objection subject to conditions.

Surrey County Council Archaeological Officer: No objection.

Surrey County Council Planning: No response received.

Surrey County Council Sustainable Drainage and Consenting Team: No objection subject to the Council's Flood Risk Engineer being satisfied

Thames Water: No response received.

Affinity Water Company: No response received.

Environment Agency: No objection.

Council's Drainage and Flood Risk Officer: No objection subject to conditions.

Council's Contaminated Land Officer: No objection subject to condition.

Council's Conservation Consultant: No objection.

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Historic England: No objection subject to the LPA attaching appropriate conditions for repairs to the listed buildings to be carried out as a priority if the the scheme is to be phased. Stated that their remit only extends to the Grade II listed buildings.

It is regrettable that works to the rear of the Motor House have not taken into account Historic England's previous representations. There is an opportunity for a creative and sensitive conversion here with an extension that emulates the form of the ranges to be demolished so the original function of the building can still be appreciated. This might be achieved by leaving an open internal courtyard where the existing service area is, for example and designing an extension which is less domestic in its appearance.

Natural England: Raised an initial objection which was then withdrawn following further information that was provided by the agent.

Surrey Wildlife Trust (SWT): Advised that should the LPA be minded to grant planning permission the applicant should be required to undertake all the recommendations in the submitted ecological reports, that the LPA has the opportunity to consider and approve a Landscape and Ecological Management Plan in line with the submitted reports and also recommended general recommendations.

Crime Prevention Design Advisor: No response received.

Council's Environmental Health Officer: No objection subject to conditions.

Council's Arboricultural Officer: No objection subject to condition.

Housing and Enabling Officer: No objection.

Council's Waste Department: No objection subject to condition.

Council's Planning Policy Team: Objection on the following three grounds:

EMPLOYMENT - a lack of evidence has been submitted to justify why the site should not be retained for business use, in accordance with policies CS3 and CS15 of the *Woking Core Strategy (2012)*.

GREEN BELT - significant enough 'very special circumstances' have not been put forward to outweigh the harm by way of inappropriate development in the Green Belt.

AFFORDABLE HOUSING PROVISION - the percentage of proposed affordable units is not in accordance with policy CS13 of the *Woking Core Strategy (2012)* (*Case officer's note: a viability report was submitted by the applicant to justify the shortfall in affordable housing units and this was considered to be acceptable by an independent viability surveyor*).

Council's Leisure and Community Services: No objection.

West Byfleet Neighbourhood Forum: No response received.

Independent viability surveyor: No objection subject to additional payments to be secured via legal agreement dependant on profit.

REPRESENTATIONS

One letter of objection was received which made the following main statements:

- The objector has experienced traffic congestion in the area and therefore feels that additional housing should not be approved.
- The proposed highway improvements are insufficient to deal with potential congestion.
- Central Government should stop increasing overcrowding in the country.

Three neutral letters of representation (including one on behalf of the Byfleet, West Byfleet & Pyrford Residents' Association and another on behalf of the Surrey Gardens Trust) were received which made the following main statements:

- The design approach is acceptable from a parks and gardens point of view.
- Maintenance of 'The Green' and the formal garden should be ensured by condition or agreement to recognise their garden design interest.
- Details of the site's south and west boundary fences should be submitted prior to determination of this application.
- There are existing mature trees on the boundary which should be maintained due to their important habitat function.
- There should not be public access for residents and the general public along the south and west boundaries as this would damage habitat and create overlooking towards gardens in The Oaks and Broadoaks Crescent (unless the existing chain-link boundary fencing is replaced).

APPLICANT'S POINTS

The application is supported by the following documents:

- Contents Page - Bell Cornwell
- Design and Access Statement - Octagon Developments Ltd
- Design and Access Statement - HUB Architects
- Planning Statement - Bell Cornwell
- Green Belt Statement - Bell Cornwell
- Schedule Of Residential Accommodation
- CIL additional information form
- Air Quality Technical Cover Note - WSP
- Archaeological Evaluation – Cotswold Archaeology
- Ecological Appraisal - Hankinson Duckett Associates
- Great Crested Newt Survey - Hankinson Duckett Associates
- Reptile Survey - Hankinson Duckett Associates
- Reptile Method Statement - Hankinson Duckett Associates
- Dormouse Survey Report - Hankinson Duckett Associates
- Bat Survey Report - Hankinson Duckett Associates
- Ecological Mitigation Plan - Hankinson Duckett Associates
- Ecological Addendum - Hankinson Duckett Associates
- BREEAM Statement - Hodkinson
- Headline Planning Need Assessment For Hamberley Development Ltd - Carterwood
- CO2 Regulations Compliance Report
- Part G Compliance Report - Therm Energy Ltd
- Energy Statement (Planning) - Therm Energy Ltd

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- Flood Risk Assessment - Water Environment Ltd
- Geoenvironmental Appraisal - Tier Environmental Ltd
- Condition report on the structure & construction of The East Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The West Lodge Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Former Stables & Garage Block Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Mansion House Lodge - Michael Barclay Partnership
- The Built Heritage Historic Buildings - Nexus Heritage
- Historic Environment Desk Based Assessment - Nexus Heritage
- Noise Addendum Technical Note (to noise impact assessment submitted as part of PLAN/2016/1003) - WSP
- Transport Assessment - WSP
- Framework Travel Plan - WSP
- Topographical Survey & Underground Service Trace - Laser Surveys
- Tree Survey and Arboricultural Impact Assessment - Clive Fowler Associates
- Utilities Statement - Bell Cornwell
- Thames Basin Heath SPA statement - Bell Cornwell
- SPA Technical note: Transport - WSP
- Viability Report

PUBLIC CONSULTATION

No details of any public consultation events were submitted with the application.

RELEVANT PLANNING POLICIES

National Planning Policy Framework (2012)

Section 1 - Building a strong, competitive economy

Section 4 - Promoting Sustainable Transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring Good Design

Section 8 - Promoting Healthy Communities

Section 9 - Protecting the Green Belt

Section 10 - Meeting the challenge of climate change, flooding and coastal change

Section 11 - Conserving and Enhancing the Natural Environment

Section 12 - Conserving and Enhancing the Historic Environment

Woking Core Strategy (2012)

CS1 - A Spatial Strategy for Woking

CS6 - Green Belt

CS7 - Biodiversity and Nature Conservation

CS8 - Thames Basin Heaths Special Protection Area

CS9 - Flooding and water management

CS10 - Housing Provision and Distribution

CS11 - Housing Mix

CS12 - Affordable Housing

CS13 - Older people and vulnerable groups

CS15 - Sustainable Economic Development

CS16 - Infrastructure Delivery

CS17 - Open space, green infrastructure, sport and recreation

CS18 - Transport and Accessibility

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CS19 - Social and Community Infrastructure
CS20 - Heritage and Conservation
CS21 - Design
CS22 - Sustainable construction
CS23 - Renewable and low carbon energy generation
CS24 - Woking's Landscape and Townscape
CS25 - Presumption in Favour of Sustainable Development

Development Management Policies DPD (2016)

DM1: Green Infrastructure Opportunities
DM2: Trees and Landscaping
DM3: Outdoor Sport and Recreation
DM5: Environmental Pollution
DM6: Air and Water Quality
DM7: Noise and Light Pollution
DM8: Land Contamination and Hazards
DM13: Buildings Within and Adjoining the Green Belt
DM16: Servicing Development
DM20: Heritage Assets and their Settings

West Byfleet Neighbourhood Plan 2017-2027 (2017)

BE1: Development Character
BE2: New Housing Quality
BE3: Residential Parking Provision
BE7: Flood Prevention
I1: Air Quality Assessment
I2: Pedestrians and Cycle Facilities
I4: Waste Water and Sewerage Infrastructure
OS1: Green Belt
OS4: Trees and Hedges
OS5: Access
S&C3: Sporting and Recreational Facilities
S&C6: CIL Projects

Supplementary planning documents/guidance:

Woking Design SPD (2015)
Outlook, Amenity, Privacy and Daylight SPD (2008)
Affordable Homes Delivery (2014)
Parking Standards SPD (2018)
Climate Change SPD (2013)
SPA Avoidance Strategy (2010 – 2015)
The Heritage of Woking (2000)
CIL Charging Schedule
Infrastructure Delivery Plan

PLANNING ISSUES

Environmental Impact Assessment (EIA) Regulations

1. PLAN/2015/0987 was screened and determined to constitute Schedule 2 development. It was considered at that time that the proposal would not give rise to significant environmental effects and so it was concluded that it was not EIA development. A formal screening opinion was adopted accordingly.

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2. PLAN2016/1003 reviewed this position as although it was for the same quantum of development as PLAN/2015/0987 the potential cumulative effects had changed as the Sheerwater regeneration scheme (PLAN/2015/1260) which included a larger quantum of development than that sought by Policy CS5 of the Core Strategy had been permitted by then. It was determined that PLAN/2016/1003 would not give rise to significant environmental effects and so it was concluded that it was not EIA development.
3. It is determined that this current proposal constitutes a Schedule 2 development. Consideration has been given to the significance of the proposal both individually and cumulatively including the regeneration of Sheerwater and other committed developments and it is concluded that the proposal is not for development of more than local importance; it would be subject to appropriate avoidance measures in respect to the Special Protection Area (SPA), and would not be a form of development that would have unusually complex or potentially hazardous environmental effects. It is considered that the proposal would not give rise to significant environmental effects and so it is concluded that it is not EIA development.

Economic Objectives of the Core Strategy

4. As part of its approach to safeguard land for economic uses Policy CS15 of the Core Strategy seeks to safeguard Broadoaks as a business park. The supporting text states that the site *"is identified as a Major Developed Site in the Green Belt. The site has planning permission as a high quality office and research park set within landscaped grounds. The Council considers the retention of this site for quality office and/or research premises is important as no other similar sites are available within the Borough. The Council will keep the site under review when updating its Employment Land Review (ELR) and preparing the Site Allocations DPD. The Council will consider justified alternative proposals that contribute quantitatively and qualitatively to the employment objectives of the Borough"*. The Site Allocations DPD is currently being prepared in accordance with Regulation 19 however the draft DPD identifies the site for an employment-led mixed use scheme to include high quality offices and research premises, and residential including affordable housing and housing to meet the accommodation needs of the elderly; in compliance with paragraph 22 of the NPPF, which seeks to avoid the long term protection of sites allocated for employment use, and ensure the regular review of land allocations. However in accordance with paragraph 216 of the NPPF, the draft Site Allocations DPD must currently be given very limited weight at present due to its early stage of preparation, and the extent of unresolved objections to the allocation of Green Belt sites for development. Regardless, the significance of the site as an employment led site is highlighted in both the Core Strategy and the emerging Site Allocations DPD.
5. The partially implemented planning permission PLAN/1998/0340 for an office and research park saw the construction of Sherwood House. PLAN/1998/0340 permitted 16,722sqm of employment floorspace. The application states that the site currently contains 12,000sqm of B1a floorspace and that the proposal would include just 900sqm of office space which is just 7.5% of existing floorspace. This is contrary to the Core Strategy's objective to retain the site as a high quality office and business park. It is noted however that paragraph 5.128 of the Core Strategy states that the Council will *"consider justified alternative proposals that contribute quantitatively and qualitatively to the employment objectives of the Borough"*. The agent contends that the specialist nursing care home and assisted living accommodation will generate 145 jobs. It is accepted that this use

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generates employment however it does not meet the Council's objectives for the site to be employment-led or maximise the opportunity of the site to contribute to identified economic growth areas, which include highly skilled professional services, ICT and hi-tech business (EM3 Commercial Market Report, 2016). The level of employment that could be generated from the existing office floorspace would be around 1000 full time jobs (based on figures in the Homes and Communities Agency's *Employment Density Guide, 3rd Edition, (2015)*), which would be significantly greater than the jobs put forward in the proposal. Therefore, both the nature and quantity of employment generated by the proposal falls significantly short of the Council's aspirations for the site.

6. The agent's submission refers to the site's dormant status for over 15 years and contends that extensive marketing of the site was undertaken from 2008 - 2013. This should be given due consideration however the marketing is now 5 years out of date. The applicant has not therefore provided up-to-date evidence based insight or assessment with regard to the local and wider office market, or demonstrated that there is currently a lack of demand for the site's employment use.
7. The LPA Planning Policy Team's consultation response provided two elements of recent market evidence to support the retention of the site for employment use, in accordance with the Core Strategy. Firstly, a number of commercial market reports such as Enterprise M3's *Commercial Property Study (2016)* outline the buoyancy of the office market in Woking. It is identified as a key growth location, having improving market confidence and a wave of speculative Grade A office space. It also identifies strong demand for high quality business parks with good amenities and potential for good levels of parking. Secondly, the Council's Annual Monitoring Report (AMR) has identified that over the past 5-6 years there has been significant and rapid loss of office space in West Byfleet and the borough as a whole. This detracts from integral development requirements of the Core Strategy. Between 2012 – 2017 2,364sqm of office floor space was lost which gives rise for the need to protect remaining office space in West Byfleet. This makes office provision, and protection of existing office floor space, at Broadoaks, with its good road and rail accessibility, all the more important.
8. It is noted that some of the office floor space lost has been lost through permitted development, and may be poor quality office space. This may be the case of the existing office floorspace at Broadoaks. However policy CS15 of the Core Strategy aims to encourage redevelopment of outmoded employment floor space to cater to modern business needs.
9. It is noted that PLAN/2016/1003 was considered to have an acceptable impact on the economic objectives of the Core Strategy partly due to the fact that the school would create over 100 jobs. According, to p15 of the Planning Statement submitted with this application the proposed development would create 50 full-time jobs at the proposed B1 office building and 78 full-time jobs (+20% for holiday and sick cover) at the proposed C2 buildings. These figures are not disputed and it is therefore considered that it would create more jobs than PLAN/2016/1003. However the proposed development would no longer have the new school or provide new sporting facilities that would be accessible to the wider community. It is considered that this disbenefit would not be outweighed by the additional jobs.

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10. The proposed development is considered to have an unacceptable impact on the economic objectives of the Core Strategy. This would be by way it failing to create an employment-lead high quality office and research park which would not be justified by through proposed uses which would accord with other Core Strategy objectives to sufficiently outweigh this conflict or through an up-to-date evidence base demonstrating why it would not be viable. This is contrary to policy CS15 of the *Woking Core Strategy* (2012).

Green Belt

11. The site is in the Green Belt. Paragraph 79 of the NPPF states that the fundamental aim of Green Belt policy “*is to prevent urban sprawl by keeping land permanently open*” and paragraph 81 goes on to state that “*local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land*”. Paragraph 83 states that “*Once established Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan*”. Therefore any decision on this application will not alter the Green Belt boundary and will be entirely separate to the Site Allocations DPD process. Ministerial Statements issued in July 2013 and January 2014 re-affirm the importance placed by Government on the protection of the Green Belt.
12. According to paragraph 87 of the NPPF “*inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances*” and paragraph 88 adds that “*Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations*”.
13. As outlined in policy CS6 of the Core Strategy, the site is a designated ‘Major Developed Site’ in the Green Belt. This allows for limited infilling and redevelopment, without compromising the Green Belt’s integrity. The suitability of any scheme will be measured against the requirements of the NPPF and other Core Strategy policies, although the policy is not intended to change the existing use of these major developed sites.
14. In addition Policy DM13 of the Development Management Policies DPD states that limited infilling and redevelopment within Major Development Sites will be acceptable where:
 - The development would not exceed the height of existing buildings or previous buildings if they have been demolished; and
 - Such infilling would not lead to a major increase in the developed proportion of the site; or
 - Such redevelopment would not occupy a larger area of the site than the existing buildings and hardstanding (unless this would achieve a reduction in height which would benefit visual amenity).
15. Paragraph 89 of the NPPF allows for “*limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not*

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have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development”.

16. In light the above, the site is considered suitable for limited infilling and redevelopment. The site currently contains Sherwood House, a number of MOD buildings, Broadoaks House, the Model Dairy, other curtilage listed structures, a large area of hardstanding in front of Sherwood House and another at the entrance to the site and two man-made lakes. The table below provides a comparison of floorspace and heights of the proposed development in relation to the extant permission:

Table 4: Proposed development openness comparison with extant permissions

	PLAN/1998/0340	PLAN/2016/1003	Proposed	Comments
Floor-space (sqm)				
Offices	28,300sqm	N/A	900sqm	3 office buildings
Ancillary Buildings	340sqm	N/A		Substation
Other MOD buildings	4,100sqm	To be demolished		
Listed buildings and curtilage listed	2,600sqm	2,600sqm	2,600sqm	Broadoaks House, Lodges, Coach House and Model Dairy
New build Houses	N/A	36,640sqm	36,660 sqm	
School	N/A	11,500sqm	N/A	Sherwood House
Specialist accommodation	N/A	N/A	13,791 sqm	C2 use buildings
Total	35,340sqm	50,740sqm	53,951 sqm	
Height (m)				
Offices	11m	N/A	12m	
New build Houses	N/A	10–13 m	9.6–13 m	13m affordable units, all other residential 9.6-9.9m
Broadoaks House	11m	11m	11m	
School	N/A	11m	N/A	
Specialist accommodation	N/A	N/A	12.1–15m	

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As illustrated in Table 4 the proposed development would lead to a greater floor space than both PLAN/2017/1003 and PLAN/1998/0340 which is considered to impact openness. It is noted that the proposed office would be 1m taller than the office approved a part of PLAN/1998/0340 and the proposed 12.1–15m C2 buildings would be higher than Broadoaks House as well as the 13m high affordable housing blocks approved as part of PLAN/2016/1003. It is noted that the existing 23,600sm man-made lakes are proposed to be filled in which would further impacts openness. Furthermore, the built structures would increase the sprawl of development across the site to areas which are currently open and undeveloped. The proposed development would therefore have a significantly greater impact on the openness of the Green Belt over that of the existing as well as previous extant permissions. As such the re-development of the site as proposed would not preserve the openness of the Green Belt and thus would not constitute an appropriate form of development.

17. The proposal therefore comprises inappropriate development that would be harmful to the openness of the Green Belt and in accordance with the NPPF, substantial weight is required to be given to this harm.
18. With regards to the five purposes of Green Belt land outlined in paragraph 80 of the NPPF, Broadoaks is clearly identified as a 'Major Developed Site' within the Green Belt in the Core Strategy's proposals map. The proposed development is contained within the defined boundaries of the site and a large gap would be maintained to the east of the site towards Byfleet, thus it is not considered to result in the unrestricted sprawl of large built up areas, result in neighbouring towns merging or result in encroachment of the countryside. Although West Byfleet and the surrounding area contain a number of heritage assets, it is not considered to be an historic town in this sense. Furthermore, the proposed development would assist in the recycling of derelict land, without harming the urban regeneration of West Byfleet.
19. It is therefore necessary to consider whether any very special circumstances exist which would clearly outweigh the harm by reason of inappropriateness and any 'other harm' which has been identified above as harm to the openness of the Green Belt. Furthermore all of the other material considerations are relevant when considering any 'other harm'. These are dealt with in the rest of the 'Planning Issues' section of this report. The planning balance is provided in the 'Conclusion' section of this report.

Very Special Circumstances

20. Very special circumstances to justify the granting of planning permission will not exist unless the harm to the Green Belt by reason of inappropriateness and any other harm is clearly outweighed by other considerations. Very special circumstances (VSC) can constitute one consideration or the combination of a number of considerations. The onus is no longer on the applicant to demonstrate very special circumstances.
21. In providing justification for the approval of PLAN/2016/1003 informative 19 of the decision notice stated that "*The Local Planning Authority considers that the "Very Special Circumstances" set out between paras 31 and 48 of the Officer's report outweigh the Development Plan presumption to otherwise refuse such development within the Green Belt*". Therefore it is important to assess the differences between the VSC case between that application and this current application.

22. The following points formed the VSC case assessed as part of PLAN/2016/1003:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: Creation of a new private school and provision of community sports facilities
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Necessity for the whole of the 2016 scheme to be consented before any regeneration of the site will occur

23. The submitted Planning Statement and Green Belt Statement for this current application makes the following VSC case:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: The need for specialist (elderly) accommodation
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Previously approved schemes are not viable

VSC1: Extant permission

24. The agent contends that the design and layout of the proposed development is a better option in the Green Belt than the consented and partially implemented office and research park. However, it is acknowledged that the proposed development increases the amount of development in comparison to the implemented permission. This does not help meet Green Belt policy objectives, in terms of restricting urban sprawl and in terms of impact on openness. It should also be noted that the office and research park explicitly met the Council's policy objectives for the site. The proposal does not include the school and community sports pitches proposed in the south west corner of the site that were proposed as part of PLAN/2016/1003. It is considered that the lack of these pitches are a considerable disbenefit for the current application.

VSC 2: Sympathetic restoration and re-use of deteriorating Heritage Assets

25. The agent highlights heritage benefits of the development for the site, which includes Grade II and locally listed buildings, including enhancing the setting of heritage assets and respecting and enhancing the character of the area. The NPPF highlights that local planning authorities should assess whether benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies. The proposed development is considered to make a positive contribution to heritage assets, but this in itself is not considered to be of significant enough weight to outweigh harm to the Green Belt, resulting from the development, particularly with regard to impact on openness.

VSC3: Emerging policy proposal to remove the site from the Green Belt

26. It is acknowledged that the proposed housing, including affordable housing and accommodation to meet the needs of older people, is identified within the draft allocation and would help meet development needs in the Borough. However, as mentioned above the draft Site Allocations DPD can only be afforded very limited weight at the current time, and therefore it cannot be used to demonstrate a very special circumstance. Furthermore, the proposed use for housing and accommodation to meet the needs of older people in the Site Allocations DPD does not detract from the core objective to retain the site as an employment led site.

VSC4: The need for specialist (elderly) accommodation

27. The agent contends that the proposed 155 C2 units are a considerable benefit of the scheme. Need for such specialist (elderly) accommodation is established and recognised in policy CS13 of the Core Strategy and evidenced in the West Surrey SHMA (2015) which states that there is an estimated need of 918 further specialist housing units for older people in Woking between 2013 and 2033. While this VSC is a substantial benefit, there does not seem to be any assessment of alternative brownfield sites that may be suitable for this type of development.

VSC5: Environmental improvements

28. Whilst environmental improvements brought by the development including the removal of the large areas of hardstanding and the two man-made lakes along with the comprehensive redevelopment of the site complete with the provision of SUDS would be considered a benefit, it is only considered to result in limited weight. The site is not within an environmentally sensitive designation and is not resulting in wider public harm.

VSC6: Highway network improvements

29. Highway improvements would be measures the Council would expect for any high quality development, and may be required to mitigate the impacts of any development of this scale. The enhancements put forward are considered to be a benefit but not to in themselves constitute very special circumstances to justify inappropriate development in the Green Belt.

VSC7: Previously approved schemes are not viable

30. Paragraph 173 of the NPPF states that viability is a material planning consideration in decision-taking. The agent states that the previous two permissions for the site are unviable. However, a Viability Assessment was not provided to demonstrate that this is the case. It is therefore considered that this argument currently holds no weight.

Conclusion on Very Special Circumstances

31. Whether these seven VSC arguments put forward in isolation or combination are considered to outweigh the harm to the Green Belt and any other harm resulting from the proposed development will be assessed as part of the conclusion-planning balance at the end of this report, once all other material planning

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considerations have been assessed as to whether 'any other harm' would result from the proposed development in addition to that already identified.

Impact on Heritage Assets and their Settings

History and description of the buildings

32. Broadoaks was previously a large countryside estate dating back to 1876. It was designed by a local architect Ernest Seth-Smith who hailed from a family of Scottish architects and is typical of the Elizabethan revival style popular within this part of Surrey at that time. The site was used for residential purposes up until 1946 when it sold to the MOD who occupied it from 1947 - 1996.
33. The main mansion building Broadoaks House is a Grade II listed, 2.5-storey, red brick, red roof tiled building with a strong horizontal emphasis. The eastern half the building was extended in the early 1900s whilst the western end has been significantly altered through 20th Century extensions.
34. To the west of the Broadoaks House is 'The Model Dairy' which is also a Grade II listed building that was erected sometime between 1896 and 1914. It is a garden building which is an Arts and Crafts interpretation of a Dairy.
35. The Broadoaks Motor House (previously referred to as the Coach House) lies adjacent to the south east of the Eastern Lodge. The front range of this building was Grade II listed on the 15th September 2016 with the rear of the building remaining as a curtilage listed building. This Arts and Crafts building was built around 1905 and would have been used originally as a garage to serve this small countryside house. This building has hipped and half hipped roofs with exposed rafter feet and decorative brick cogging.
36. The two lodge buildings fronting onto Parvis Road would have served the two historic entrances to the site. They are curtilage listed and locally listed buildings and are of a Gothic-Revival style.
37. The two summer houses on site appear to have been built between 1908 and 1914. They are of a simple square form with a hipped roof and would have formed part of the formal garden to Broadoaks House. They are curtilage listed buildings.
38. Although the parkland surrounding the main house is not a statutory registered park or garden, it is still considered to be of local importance as recorded with Surrey Historic Environment Records (HER) and is therefore considered to be a non-designated heritage asset.

Assessment

39. Section 66 of the *Planning (Listed Buildings and Conservation Areas) Act 1990* states that "*in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority...shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses*".
40. Paragraph 132 of the NPPF states that "*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation....Significance can be*

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harmd or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification....”

41. Paragraph 135 adds that *“the effect of an application on the significance of a non-designated heritage asset should be taken into account.....In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”*.
42. ‘Significance’ is defined, in terms of heritage policy, within the Glossary of the NPPF as *“the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting”*.
43. At a local level, policy CS20 of the Core Strategy requires new development to make a positive contribution to the character, distinctiveness and significance of the historic environment, including heritage assets at risk through neglect, decay or other threats. This is further supplemented by policy DM20 of the Development Management Policies DPD.

Broadoaks House

44. The proposal involves the conversion of Broadoaks House into two large family dwellings with the demolition of the three-storey 1970s attached office block and the removal of a chimney stack and infill extension at the rear. The proposed demolition of these elements is to areas of lower significance and in addition their removal will reinstate and better reveal the historic facades of the building and its historic footprint as well as improving its setting. As such there is no objection to their removal.
45. The proposed subdivision would preserve in the main the original plan form of the building with the retention of the large volumes of spaces within the house such as the ball room and dining room and any new openings would be limited. The small porch extension on the ground floor western elevation is designed to match the Tennant bay window of the drawing room, thus preserving the architectural interest of the building. However it is noted a new party wall is proposed along the divide of the principal rooms to the east and the service wing to the west. This would have the effect of reducing the legibility of the different functions of the house and divorcing the main living quarters from the more utilitarian areas which could cause some harm to the significance of the building.
46. The harm described above is considered to be less than substantial and would be offset against the sensitive restoration of the building which is now in quite poor and deteriorating condition into an optimum viable use. In the main the proposal would preserve the special architectural and historic interest of Broadoaks House.
47. Neither Historic England nor the Council’s Conservation Consultant have commented on this current application. However, they raised no objection to PLAN/2016/1003 which proposed the same works to Broadoaks House. Had the application been recommended for approval, a number of conditions in respect to this building would have been recommended to be secured via the listed building consent application under reference PLAN/2018/0360.

The Model Dairy

48. It is considered that the proposed restoration of the Model Dairy as outlined in Octagon Developments Ltd's Design and Access Statement would help reinstate the building to its former glory. A detailed schedule of works has not been submitted with this application however it is considered that it could have been secured via condition of the listed building consent application under reference PLAN/2018/0360 had the application been recommended for approval.

Broadoaks Motor House

49. The front façade/range of the Motor House is proposed to be retained and its rear is proposed to be demolished to create six flats. The remodelling of this building is supported by a Condition Report. The report states that the front of the building is in generally sound condition. However the rear of the building is in a dilapidated state in parts which has suffered damage that is beyond practical repair. Consideration has been given to the re-use of the building, however given the extent of repair, replacement, rebuilding and adaptation that would be required this does not justify its retention.
50. The Heritage Statement states that the front range of the building with the entrance gate and 2 small apartments on each side are the most important elements of the building which is further reinforced by the Grade II listing of the front range of this building with the rear of the building remaining curtilage listed. The principal reasons for the designation of the front range of the motor house relates to its architectural interest as a building of a stylish Arts and Crafts composition and its historic interest as a show-piece component of an early purpose-built motor house and its group value as part of a number of high-quality ancillary buildings which contribute to the overall special interest of the Broadoaks site.
51. The design for the amended Coach House is the same as that approved as part of PLAN/2016/1003. In their consultation response for PLAN/2016/1003 Historic England raised no objection although they stated that it is regrettable that the new build extension to the Motor House has not been amended to take account of their previous representations and its new listing. They consider that there is an opportunity for a creative and sensitive conversion with an extension that emulates the form of the ranges so that the original function of the building can still be appreciated.
52. It is also important to note that the scheme remains the same to the one where a resolution has been made to approve under application PLAN/2015/0987. Previously the building was treated as curtilage listed and as such it was assessed as having listed status with its significance, and contribution to setting fully considered at that stage with the proposed works deemed to be acceptable.
53. The proposal allows for the sensitive retention of the Grade II listed front range and would ensure that this remains the dominant element with the original function of the building still legible. The proposed works would improve and rebalance the front elevation with the removal of damaging later interventions including the fire escape door and stairwell. The proposed rear extension (with first floor accommodation contained within the roof) would re-use the same footprint and would be sympathetic in massing, roof form and materials to the front range with a high level of detailing. Therefore in light of the above, it is not

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considered necessary that further amendments are sought on the proposed extension to the Motor House.

54. Whilst the significance of the building would be harmed through the proposed demolition works, it is considered that any harm would be less than substantial with the main historic and architectural interest being preserved and enhanced and as such any harm would be offset through its sensitive restoration into an optimum use and when taken in combination with the significant improvements to the listed buildings on site as a whole. The Council's Conservation Consultant response for PLAN/2016/1003 considers that the interest of the building would be retained despite the necessary demolition and alterations. Had the application been recommended for approval a level 2 recording would have been secured via condition on the listed building consent application PLAN/2018/0360.

Curtilage Listed Buildings

55. The two lodge buildings are to be re-used and restored as independent dwellings. Externally the historic and architectural quality of the buildings would be preserved with limited additional openings proposed. Whilst there would be some low level harm to their significance through the internal works proposed, these are considered necessary to ensure their viable re-use and when taken in light of the great improvements to the site as a whole, the less than substantial harm is considered to be offset.

Setting

56. The surrounding parkland provides the principal setting for the various listed and curtilage listed buildings that sit within the site. In addition this allows for the Model Dairy, Coach House and Lodge Buildings to retain their historic association to Broadoaks House. Views of the site are generally confined to within the site boundary; therefore there is no impact on heritage assets outside of the site.
57. Currently the setting of Broadoaks House is compromised by the existing 1970s office block extension, other MOD buildings, Sherwood House and the unmanaged surrounding landscape. The proposed redevelopment would remove the office block and reinstate the formal gardens at the rear and the 'The Green' to the north allowing for the main views of Broadoaks House to be protected. Furthermore the separation distances to the 'The Courtyard' to the proposed dwellings to the west and east; as well as the housing framing the formal gardens to the south and their heights and scales respect the need to maintain views of Broadoaks House and its setting.
58. The setting of the Model Dairy is at present overwhelmed by Sherwood House and it is considered that the proposed demolition would therefore enhance its setting. The proposal will result in additional nearby built form however given the separation distances and their bulk and scale any impact to its setting is considered to be negligible. Its proposed restoration within a managed landscape is considered to offer an improvement to its setting.
59. In terms of the Lodge buildings, it is considered that the proposed garages have been sensitively located and are of an appropriate scale so as to not dominate these small buildings. Furthermore, there is sufficient garden space retained around the buildings which would offer an enhanced setting to the currently overgrown and unmanaged surroundings.

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60. It is considered that there is adequate space around the Broadoaks Motor House to maintain its setting. The proposed refuse and cycle stores have been sensitively sited with the car parking area and landscaped to ensure that these would not detract from its setting. It is considered that the proposal would result in an enhanced setting to this building.
61. Although it is acknowledged that Historic England previously said in their response that harm would be caused through the significant development proposed within the setting of the listed buildings, this is an issue which the Local Planning Authority must address. The Council's Conservation Consultant and planning officers' consider that the massing of the scheme is acceptable in delivering the protection of the setting of the historic assets on the site and supports the justifications made in the applicant's Heritage Statement.
62. Broadoaks is identified as a designed landscape of local interest in SCC's HER. The proposed development would restore and secure the long term management of 'The Green' and formal gardens. Furthermore, the siting and curtilage treatment of the proposed development has been sensitively designed to retain the open formal character of this landscape. Had the application been recommended for approval details of boundary treatments, landscaping and long term management would have been secured via conditions.

Conclusion

63. Whilst the proposed development would result in less than substantial harm to the significance of the designated heritage assets, it is considered that this harm would be outweighed by the public benefits of the proposal in securing the optimum viable use of the buildings which are in a dilapidated and deteriorating state as required by paragraph 134 of the NPPF. Furthermore, in respect of the non-designated heritage asset, it is considered that the proposal would respect and enhance this designed landscape of local interest. Overall, it is considered that the proposed development would preserve the most important historic elements of these heritage assets and protect their setting. It is therefore considered that the proposal would accord with policies CS20 and CS21 of the Core Strategy, policy DM20 of the Development Management Policies DPD, Design SPD, Heritage of Woking SPG, the NPPF and Section 66 of the Planning (Conservation Areas and Listed Buildings) Act 1990.

Archaeology

64. The Archaeological Evaluation by Cotswold Archaeology which was submitted with this application has been reviewed by Surrey County Council's Archaeological Officer who has recommended that no further archaeological work is necessary and as such there are no further archaeological concerns and the proposal would accord with policy CS20 of the Core Strategy and the NPPF in this regard.

Design, layout and impact on the character of the area

65. A core principle of the NPPF is to secure high quality design. Policy CS21 of the Core Strategy states that new development should respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land.

66. The three proposed apartment blocks would be three storeys high with accommodation in the roof at a height of 13m. Whilst this would be taller than the surrounding built form, given their secluded location, this increase is considered to be acceptable. Whilst it is noted that each block would have a significant amount of flat roof it is considered that they would be similar to what was approved as part of PLAN/2016/1003 and that they would not be unacceptably bulky or out of character with the wider area given that the proposed development would create a self-contained estate which would be clearly separate from nearby existing residential properties. Overall, the design of the proposed blocks would consist of a high level of detailing with well-balanced proportions throughout which successfully break up the bulk and scale. The proposed affordable units are considered to be of an acceptable design which would enhance the character of the area.
67. The proposed market dwellings comprise of a low density scheme of generally two-storey units with accommodation in the roof space in the form of detached, semi-detached, terraces, a courtyard and apartments. The proposed layout takes advantage of the landscaped setting with large areas of open space incorporated throughout creating a spacious feel. Parking has been thoughtfully considered through the use of detached garages, integral garages and undercroft car parking, which reduces the dominance of car parking and hardstanding within the site.
68. The layout of the proposed dwellings provides a good relationship to the private streets and formal communal gardens which helps deliver natural surveillance for better security as well as creating a 'sense of place' for future occupiers.
69. The proposed dwellings would be of a traditional design with an Arts & Crafts influence, well-balanced facades and a high level of detailing. The prominent materials used across the development will be red multi stock facing with Portland stone detailing and clay plain tiles. The roof forms are generally either pitched or hipped with dormer windows set within. Whilst it is noted that all of the house types would have significant amount of flat roof it is considered that they would be similar to what was approved as part of PLAN/2016/1003 and that they would not be unacceptably bulky or out of character with the wider area given that the proposed development would create a self-contained estate which would be clearly separate from nearby existing residential properties. The proposed buildings vary in appearance and type which helps to create visual interest and it is considered that this would contribute positively to the unique character of site.
70. The proposed care home (C2 use) would be three storeys high with accommodation in the roof at a height of 12.1m. The north east wing of the building would step down to 1.5 storeys to reflect the scale of the west lodge building. It would have a traditional form with pitched roof and zinc-clad dormers. Generally, the materials will consist of red facing brick with red-brown tiles. The garden for the inhabitants to the north and east of the building would be bounded from Parvis Road by timber fencing and the other three side would be bounded by steel painted railings.
71. The proposed two-storey office (B1 use) building would have a traditional character consisting of pitched roofs, hipped roofs, gables and chimneys. Generally, the materials will consist of red facing brick with cast stone around the windows and main entrance. The garden for the employees to the east of the building would be bounded by steel painted railings and contain existing mature

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trees. It is considered that this would relate satisfactorily to the character of the proposed care home to the north and the wider unique character of the site.

72. The two proposed apartment buildings (C2 use) would be three storeys high with accommodation in the roof at a height of 15m and a colonnade connecting them. They are proposed to have a more contemporary design to the rest of the proposed development with the first and second floor windows grouped to read as a 'piano nobile' which would be further reinforced by horizontal bands of brick soldier coursing and a stone banding running around the base to identify the ground floor and tie in with the colonnade. The materials would consist of red bricks, clay roof tiles with bronze balconies, rainwater goods and windows. It is considered that these buildings are of a high quality and innovative design which would contribute positively to the unique character of site.
73. Overall, the proposal is considered to be of a high design quality which would respect and make a positive contribution to the character of the area whilst also creating its own distinctive identity in accordance with policy CS21 of the Core Strategy, Design SPD and the NPPF.

Trees and Landscaping

74. A Topographical Survey & Underground Service trace and a Tree survey & Arboricultural Impact Assessment - Clive Fowler Associates have been submitted with the application. The site is covered by an Area Tree Preservation Order which would cover all trees present on the site at the time it was made. The site also contains a number of veteran English Oaks which are afforded further protection as per paragraph 118 of the NPPF which states that "*planning permission should be refused for development resulting.....in the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss...*"
75. Furthermore policy DM2 of the Development Management Policies DPD states that trees, hedgerows and other vegetation of amenity and/or environmental significance or which form part of the intrinsic character of an area must be considered holistically as part of the landscaping treatment of a new development.
76. The survey recorded a total of 970 trees containing a mix of Categories A, B, C and U graded trees.
77. Careful consideration has been given to the three veteran English oaks (T.15, T83 and T84) which are to the north of Broadoaks House within 'The Green' to ensure that they are retained and undisturbed by the proposed development. Following discussions with the Council's Senior Arboricultural Officer during the course of the application the carport to the rear of Plot 77 was repositioned, minor fence changes to rear of Plots 73 & 78 were made and Tree T277 (Scots Pine) was shown to be removed.
78. A large number of trees are required to be removed along the frontage to Parvis Road to enable the construction of the new accesses, road widening works and ensure adequate site lines are provided. The removal of the trees within this area include several low quality trees however there are a number of significant English Oaks (T46-47 and T112-T113) which are Category B trees. However given due consideration to the extant permission with the creation of the new access within a similar position and having regard to their location to a busy

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highway and the opportunity for extensive replanting on the site, their loss is considered to be acceptable.

79. To the south of Plot 94, a communal/ wooded area is incorporated within the layout which allows for the safe retention of the principal English Oak (T335). In addition a large wooded area is retained in the south eastern corner of the site which includes several important mature English Oaks. A number of trees are to be removed along the southern boundary of the site to make way for the detached houses which will be mitigated for through the replacement planting of large maturing specimens.
80. Generally there is significant tree loss throughout the site, however most of the trees shown to be removed are poor specimens, some of which are in significant decline. It is considered that any tree loss can be suitably mitigated for through extensive replacement planting. The Council's Senior Arboricultural Officer considers the soft landscaping plans and tree specification plans to be acceptable in principle subject to more detail demonstrating that no dig solutions are feasible given the variable ground conditions/levels. This can be covered via a detailed landscaping condition. Furthermore the tree buffers along the boundaries will be largely retained. It is considered that a sensible and sensitive approach has been taken in relation to the proposed layout of the development which will ensure that this important tree setting is continued through a proper long term landscape management plan.
81. The trees to be retained on the site will be protected by fencing during the construction works although there would be some works undertaken within the root protection areas of the retained trees. The works would comprise of the provision of new footpaths, accesses, foundations, provision of visibility splays, driveways, and utility services. Where these works occur within root protection areas they would be undertaken following either a no-dig construction technique or any necessary excavation being undertaken by hand with any roots encountered carefully pruned under the supervision of an arboriculturalist or with other specialist foundation methods. Conditions can adequately secure a detailed Arboricultural Method Statement including a Tree Protection Plan, details of demolition and provision of on-site pre-commencement meetings on a phase by phase basis and details of service and drainage runs.
82. The Council's Senior Arboricultural Officer offers no objection to the proposed development subject to conditions. It is therefore considered to comply with policy DM2 of the Development Management Policies DPD, policy CS21 of the Core Strategy and the relevant policies in the NPPF, subject to the imposition of appropriate conditions.

Impact on the amenity of future occupiers and neighbouring properties

83. A core principle of the NPPF is to secure a good standard of amenity for existing and future occupants of land and buildings. Policy CS21 of the Core Strategy states that development should achieve a satisfactory relationship to adjoining properties and provide appropriate levels of private and public amenity space. Furthermore development should be designed to avoid significant harm to the environment and general amenity, resulting from noise, dust, vibration, light or other releases.
84. The proposed development allows for a large tree buffer to be retained along the western and southern boundaries in addition to supplemental planting (can be

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controlled via condition) which adjoin the existing residential properties of Highfield Road, Hobbs Close, The Oaks, Broadoaks Crescent and Bourne Close. The two westernmost proposed affordable housing blocks have the same massing, design and location as the two affordable housing blocks approved as part of PLAN/2016/1003. It is therefore considered that the proposed development would not create unacceptable overlooking issues, would not unacceptably impact sunlight/daylight levels and would not appear unacceptably overbearing towards the properties on Highfield Road immediately to the west, 2 Hobbs Close to the east or 3 Hobbs Close to the north. The closest separation distance created by the proposed houses would be the 17.5m between the rear dormer window of the detached house at plot 62 and the boundary with 20 Broadoaks Crescent to the rear. This would exceed the minimum 15m separation recommended by the Council's SPD Outlook, Amenity, Privacy & Daylight. The closest point of this proposed dormer window with facing first floor rear windows at no.20 would be 37.5m which also exceeds guidelines in the SPD. It is also considered that it would not unacceptably impact sunlight/daylight levels or appear unacceptably overbearing towards no.20. For these reasons it is considered that all nearby existing houses will have their outlook, amenity, privacy and daylight preserved.

85. Elevated noise levels are inherent during all types of demolition and construction operations and can never be completely eliminated. The submitted Noise addendum technical note (to noise impact assessment submitted as part of PLAN/2016/1003) has assessed the impact of construction activities on the nearest residential properties with noise thresholds set in accordance with BS 5228. In addition a number of measures are proposed to mitigate against noise nuisance during construction including a restriction on hours of working. This can be covered by conditions to secure the recommended measures.
86. Regard has also been paid to the impact of road traffic noise changes arising from the development on existing properties. This concludes that any impact would be insignificant.
87. Given the removal of the 910 pupil school and associated floodlit sports pitches it is considered that the proposal would have less noise and light impact than PLAN/2016/1003.
88. In respect to the proposed residential development it concludes that the majority of dwellings would meet the external noise threshold without additional mitigation. For the dwellings that do not meet this threshold, appropriate mitigation is proposed including the installation of an acoustic barrier along the northern boundary of the site to protect from noise from Parvis Road and appropriate glazing and ventilation. These measures can be covered by conditions.
89. The proposed houses which would potentially have the most impact on the neighbouring amenity of other proposed houses would be the impact of the detached houses at plot 43 and 48 on the detached houses at plot 42 and 49 respectively. This would be by way of them having two-storey elements which project approximately 8m past the rear elevations of these neighbouring houses; as well as having dormer windows (which are not the sole windows serving habitable rooms) facing the rear garden of these houses. It is considered however that given the separation distances to the side boundaries as well as the relatively deep gardens at plots 42 and 49 they would not create unacceptable overlooking issues (subject to a condition requiring the side

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dormers facing the neighbouring gardens to be obscurely glazed and non-opening below a height of 1.7m from the floor level of the attic rooms they would serve), would not unacceptably impact sunlight/daylight levels and would not appear unacceptably overbearing toward plot 42 or plot 49. Outlook, Amenity, Privacy & Daylight recommends that family dwellings (those with 2 or more bedrooms and 65sqm or more gross floor space) should have an area of private amenity that would be at least equal to its footprint. Plots 25, 26, 27, 29, 104 and 106 are the only proposed houses (notwithstanding plots 21, 22, 30 and 31 which will be addressed below) that have rear garden areas which would be less than the footprints of the houses they are proposed to serve. These houses would have footprints of 90sqm and rear garden areas of 77sqm. However it is considered that this is a marginal shortfall and their garden areas would not be unacceptably low. Outlook, Amenity, Privacy & Daylight recommends that flats, duplex apartments and townhouses intended for family accommodation can have communal amenity space or terraces in lieu of private gardens with areas at least equal to the building footprint. Plots 21, 22, 30 and 31 would be 2-bedroom, semi-detached dwellings with more gross floor spaces over 65sqm however notwithstanding their individual entrances it is considered that their layout would be similar to duplex apartments. It is considered that the combination of their proposed first floor terraces as well as the communal amenity space within the development would mean that that would have an acceptable amount of amenity space, subject to a condition requiring a 1.8m high screen on the sides of the terraces to prevent overlooking issues towards neighbouring properties to the north and south. The closest point of the terraces at plots 30 and 31 would be just over 10m from the rear garden of plot 37 and it is considered that this would sufficient to prevent unacceptable overlooking issues towards this property. With regards to the wider development it is considered that it would ensure a good level of daylight and sunlight would be provided for the main habitable rooms, with a reasonable degree of outlook and an appropriate level of private amenity space in conjunction with the large communal areas of open space. The separation distances between the proposed dwellings would ensure that an adequate degree of privacy and protection from overlooking is maintained. Had the application been recommended for approval appropriate conditions regarding windows, balconies and screens would have been attached to further protect the privacy of future occupiers of the proposed development. The proposed development is therefore considered to be in accordance with policy CS21 of the Core Strategy, Outlook, Amenity, Privacy and Daylight SPD and the NPPF

Affordable Housing

90. A level of affordable housing should be provided as part of the development. The Core Strategy notes that there were 2273 active applications on the housing register in February 2012 and the Strategic Housing Market Assessment (SHMA) demonstrates a need for an additional 499 new affordable homes in the Borough every year. As such the evidence dictates a substantial need for affordable housing within the Borough. Policy CS12 of the Core Strategy states that on sites that are an exception to adopted policy, the Council will expect a substantially higher percentage of affordable housing as the primary benefit to balance the policy objection. It goes onto state the details will be determined on site-by-site basis through negotiation. Furthermore, the proportion of affordable housing should not prejudice the provision of other planning elements necessary and reasonably related to the scheme.

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91. In this instance it would be expected that the scheme should be delivering at least 40% of the dwellings as affordable. The current scheme proposes 54 affordable units on site which equates to 30.1%, a shortfall of 9.9%.
92. Accordingly, in line with the Core Strategy, where the provision of affordable housing in accordance with the policy is not economically viable, the Council will expect the submission of financial appraisal information. The applicant has provided a financial viability report which has been reviewed by the Council's External Viability Consultant. The Council's Consultant considers most of the assumptions and assertions to be reasonable but have highlighted an issue with a potential overvaluing of the build costs. However, given the extended period of time over which the build will take and the market uncertainties involved the Consultant is of the opinion that a S106 agreement similar to that agreed for PLAN/2016/1003 can be used to secure any further affordable housing contribution were the profits of the proposed development to be higher than that stated in the submitted viability report. In light of this, it is considered that the applicant has demonstrated on viability grounds that the reduced level of on site affordable housing would accord with the requirements of policy CS12 of the Core Strategy and the Affordable Housing SPD.
93. The SHMA (2009) identifies a need for 70% of new affordable dwellings to be in the rented tenure (social and affordable) and 30% at intermediate level (including shared ownership). According to the submitted Planning Statement a 50/50 split was proposed which is not in accordance with policy CS12 of the Core Strategy. The Council made the proposed provider of the affordable housing blocks Paragon Asra Housing aware of this policy conflict. Paragon Asra Housing then proposed for 2 of the 3 block to be for rented tenure. This equates to 36 of the 54 affordable flats which would be 67:33 split. This would represent a very small shortfall however the Council's Housing & Enabling Officer has raised no objection to this proposed split
94. Policy CS11 seeks to secure an appropriate housing mix to meet the needs of local residents. The Core Strategy identifies a significant need for new affordable family (2-bedrooms +) homes and the Council's Housing Register indicates that the demand is highest for small-sized affordable units including a strong need/demand for 1 and 2 bedroom units across the Borough which is further evidenced in the 2014 SHMA.
95. The affordable housing mix would be as follows:
 - 30 x 1-bedroom flats (55.5%)
 - 24 x 2-bedroom flats (44.5%)
96. The proposal would deliver 44.5% of the total affordable units as 2 bedroom plus. While this would be lower than the 75% proposed as part of PLAN/2016/1003 it is considered that the proposed housing mix would not be unacceptable and would help to address housing needs in this area, particularly West Byfleet where property prices and rents are high.
97. In terms of the location of the affordable units within the development, they are to be provided within their own part of the site with a separate access road and self-contained parking and amenity space. Generally affordable dwellings should be distributed amongst the market dwellings. However due to the low density layout and parkland setting of the development which is as a result of its Green Belt designation and other constraints such as the listed buildings and protected

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trees, it would be inappropriate to locate the blocks of flats amongst the houses. Furthermore there would be high service charges for the maintenance of the grounds, landscaping, water features, private road maintenance which would present difficulties for the affordable housing providers and their tenants/ shared owners in meeting their share of these high service charges. In light of the above it is considered that the proposed location of the affordable units would be the optimal solution in having their own grounds and access road thus avoiding contributing to the upkeep of the whole estate.

Housing Mix

98. Policy CS11 of the Core Strategy requires new developments to provide a mix of dwelling types and sizes to address the nature of local needs as evidenced in the latest SHMA (subject to density and character considerations and the viability of the scheme) in order to create sustainable and balanced communities.
99. The Council carried out and published an updated SHMA in October 2015. This document notes that the housing mix in the 2009 SHMA which was used to support policy CS11 and the now 2015 SHMA are broadly similar, therefore the figures indicated in the supporting text to CS11 are still applicable. Table 4 below shows that the overall need for housing across the Borough as evidenced in the SHMA 2009 compared to the proposed mix.

Table 5: Housing mix comparison

	SHMA (2009) need	Proposed
1-bedroom	19%	16.8%
2-bedroom	28%	22.3%
3-bedroom	39%	12.3%
4-bedroom +	14%	48.6%

100. Whilst the proposed housing mix is not exactly the same as the need, with a lower proportion of 1-bedroom units and a higher proportion of 4 bedroom + units, policy CS11 explains that the percentages should depend upon the established character and density of the neighbourhood and the viability of the scheme. Paragraph 5.73 of the Core Strategy further explains that lower proportions of smaller units will be acceptable in areas of existing low density where the character of the area will not be compromised. The site is located on the edge of the urban/rural fringe and neighbouring streets are low density in character typified by larger units so it is considered that the lower proportion of smaller 1 bed units would not compromise the character of the area in this respect. Furthermore the low density layout of the scheme is heavily constrained by the Green Belt designation of the land, listed buildings and the need to protect their setting and protected trees. In addition this would also be offset by 1 and 2-bedroom unit provision within recent Town Centre and West Byfleet schemes.
101. It is therefore considered that the proposed mix can be considered acceptable in accordance with policy CS11 of the Core Strategy.

Specialist accommodation

102. The proposed development includes a total of 155 (C2 use class) bedrooms, specifically accommodation for elderly people. This is made up of an 80-bedroom care home, referred to as C2 north (Hamberley Developments) and 75 private units referred to as C2 south (Pegasus Life) which offer independent

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accommodation for older people, with an element of support. This specialist accommodation is supported by policy CS13 of the Core Strategy which seeks new specialist accommodation in suitable locations (noting the Green Belt issues). The proposed accommodation should be of high quality design and include generous space standards and amenity space.

103. Policy CS13 states that at least 50% of schemes should have two bedrooms, but it is considered that this should only apply to the independent element of specialist accommodation as the 80-bedroom building to the north would provide a large element of care. Paragraph 5.100 of the Core Strategy provides further detail, stating that two bedroom units are required to account for residents future needs, which may include the requirement for an additional bedroom for a live in carer or family member to stay, therefore providing an alternative to residential care. Therefore it would not be reasonable to apply the requirement for 50% two-bedroom units to residential care homes. Nursing care is provided as an integral and central part of a care home's service.
104. Looking at the 75 private units, 68 will have 2 or more bedrooms, equating to 90% which more than meet policy CS13's 50% target. The applicant also outlines that the care home will provide 5 interconnecting rooms, to cater for couples who may wish to live in adjoining rooms. This would be considered positive in terms of allowing flexibility to meet the needs of elderly residents.
105. It is therefore considered that the proposed specialist accommodation (C2 use class) can be considered acceptable in accordance with policy CS13 of the Core Strategy.

Transport and Highways Assessment

106. Paragraph 32 of the NPPF states that developments which generate a significant amount of vehicle movements should be supported by a Transport Assessment and planning decisions need to take account of whether:
 - the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts are severe.
107. These requirements are reflected in Policy CS18 of the Woking Core Strategy. The applicant has submitted a Transport Assessment (TA) which been assessed by the County Highway Authority who raise no objection subject to recommended conditions (one of which is for an updated travel plan).
108. The creation of an additional access point to Parvis Road in a similar location has already been established under the extant permission PLAN/1998/0340 in addition to application PLAN/2016/1003 where a resolution was made to approve. It is therefore considered that the principle of a new access point onto Parvis Road as part of the proposed development is acceptable.

Access to local services and facilities

109. The site is approximately 450m from West Byfleet District Centre with good access to local amenities and public transport links through 3 bus routes within the vicinity of the site and West Byfleet Train Station being an approximately 6-7minute walk away and as such there is a choice of alternative means of transport other than the private car available in proximity of the site. The site is therefore considered sustainable in this respect.
110. As part of the development measures are proposed to improve connectivity of the site for pedestrians and cyclists through the creation of a footpath link along the southern side of Parvis Road to extend from the site to west onto an existing footpath along Parvis Road as well as to the east to connect with bus stops and the new pedestrian crossing on Parvis Road. A western crossing onto Parvis Road in the form of a signalised Toucan crossing is proposed between the site and Camphill Road. To the east of this a further two 'Courtesy Crossings' with beacon, central refuse, tactile paving and reflective bollards are proposed. These measures can be secured by 'Grampian' style conditions.
111. A Travel Plan has been submitted. The County Highway Authority deems that it needs to be amended but that this could be secured via condition.
112. In addition a Travel Statement has been submitted for the residential aspect of the development which is discussed in further detail in the parking section below.
113. It is considered that the improvements to facilities for pedestrians and cyclists and the promotion of travel initiatives which will be sought from updated Travel Plans for the respective uses would significantly improve the accessibility of the site and assist in reducing the reliance on the private car.

Traffic Impact

114. The TA sets out the trip generation associated with the proposed development with a comparison made to the trip generation associated with the partially implemented scheme (PLAN/1998/0340). Furthermore detailed modelling and assessments have been completed on the following junctions:
- A318/ A245 Parvis Road
 - Oyster Lane/ A245 Parvis Road
 - Chertsey Road/ A245 Parvis Road
 - Site Accesses / A245 Parvis Road
 - Camphill Road / Station Approach/ A245 Parvis Road
 - Sheerwater Road/ B382 Old Woking Road

taking into account TEMPRO growth factors and the Sheerwater Regeneration to determine the most effective improvements to mitigate against any likely traffic generation.

115. In order to calculate the new trips generated by the proposed residential development, the TRICS (Trip Rate Information Computer System which is a database containing independent survey data which is used by the industry to determine the likely number of vehicles generated by the proposed development) has been consulted and traffic surveys carried out to confirm the actual peak hours of the local highway network. The table below taken from the

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p.74 of the submitted TA provides the anticipated total development vehicular trips.

Table 6: Proposed vehicular trip generation

Land Use	AM Peak (07:30 - 08:30)			PM Peak (16:00 - 17:00)			PM Peak (17:30 - 18:30)		
	Arr	Dep	2-way	Arr	Dep	2-way	Arr	Dep	2-way
54 Affordable apartments	2	4	5	4	3	6	5	5	11
80-bed Care Home	11	5	16	5	10	15	4	8	12
50-person Office	8	1	9	1	6	8	1	5	6
75 Assisted Living Apartments	7	6	13	8	8	16	6	6	12
125 Residential Units	13	44	57	32	25	56	36	12	48
TOTALS	40	60	99	50	51	101	52	37	89

116. The table below as set out in paragraph 132 of committee report for PLAN/2016/1003 provides the anticipated total development vehicular trips for the previously approved school and residential development during peak hours:

Table 7: PLAN/2016/1003 proposed vehicular trip generation

Period	Total Arrivals/Departures
AM Peak (07:30 – 08:30)	356
School PM Peak (16:00 – 17:00)	248
Residential PM Peak (17:30 – 18:30)	54

117. This indicates that the trip generation by the proposed development would be less than that of the extant permission for PLAN/2016/1003 at AM Peak (07:30 - 08:30) and PM Peak (16:00 - 17:00) but it would be higher at PM Peak (17:30 - 18:30). However, as previously noted the County Highway Authority (SCC) has raised no objection subject to condition.

Safe and suitable access to the site for all

118. The existing access to the site is proposed to be modified as part of the proposal and two improved junctions will be implemented on Parvis Road (A245) to provide access to the development. The junctions will be ‘ghosted right turn’ priority junction arrangements and the visibility at the junctions will meet the required standards as set out in Manual for Streets (MfS) to ensure safety for vehicles using the site accesses and for existing vehicles on Parvis Road. In addition, a footway will be provided along the southern side of Parvis Road to extend from the site to the west to connect with the existing footway on Parvis

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Road. The proposed footway will also extend from the site to the east to connect with the bus stops and the new proposed pedestrian crossings on Parvis Road.

119. A Construction Management Plan has not been submitted as part of this application however it is considered that this could be secured by condition. As previously mentioned, is also considered that the amended Travel Plan could also be secure by condition.
120. These works are considered to ensure that a safe and suitable access to site can be achieved for all people in accordance with the NPPF and policy CS18 of the Core Strategy. These works can be secured via conditions and would be subject to a Section 278 Agreement with the CHA.

Residential (C3) parking

121. The Council's Parking Standards SPD 2018 recommends the following minimum parking standards:

Table 8: Parking Standards SPD (2018) minimum residential (C3) parking standards

	Flat, apartment or maisonette	House or bungalow
1-bedroom	0.5	1
2-bedroom	1	1
3-bedroom	1	2
4-bedroom +	1.5	3
5+-bedroom	2	3

122. The SPD adds that *"At the discretion of the Council and based on the merits of the proposal, extra car parking spaces for visitors parking will be provided at a minimum rate of 10% of the total number of car parking spaces provided for the development"*
123. The tables below show the required breakdown of the proposed development to be accordance with the Council's Schedule of Standards in the Parking SPD:

Table 9: Parking requirement of proposed market units based on Parking Standards SPD (2018)

Accommodation type	Number	WBC minimum standard
1-bedroom	0 units	0
2-bedroom	16 units	16
3-bedroom	22 units	44
4-bedroom	53 units	159
5-bedroom	26 units	78
6-bedroom	8 units	24
Total	125 units	321 + 30 visitors

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Table 10: Parking requirement of proposed affordable units based on Parking Standards SPD (2018)

Accommodation type	Number	WBC Maximum Standard
1-bedroom	30 units	15
2-bedroom	24 units	24
Total	54 units	39 + 4 visitors

124. The proposed development would provide 374 parking spaces for the market dwellings and 54 parking spaces for the affordable dwellings. Therefore, as illustrated in Tables 8 and 9 above the proposed development would provide a sufficient level of car parking in accordance with the Council's Parking SPD. Furthermore, given the nature of the development, any displacement of car parking from residential on curtilage and designated car parking areas would be likely to remain on site and as such would not affect the public highway or surrounding residential areas. Furthermore to encourage reduced car ownership the applicant proposes a Residential Travel Plan including measures to encourage cycling, walking, public transport use and car-sharing. The County Highway Authority has deemed this to be acceptable.
125. A range of parking options are proposed throughout the development including on-street, on frontage, garage and undercroft parking. The varying types of parking provision would help lessen the dominance of the car within the street scene. Generally all car parking areas are overlooked and as such are considered to offer attractive parking areas for residents. Issues such as measures for designing out crime, lighting and the hardstanding of the area could be secured via condition.
126. Each residential unit is provided with at least one cycle parking space which meets current standards. Cycle storage is proposed within rear garden sheds, garages and communal internal areas within the flatted blocks.
127. The layout and provision of vehicle and cycle parking is therefore considered acceptable and complies with policy CS18 of the Core Strategy.

Specialist accommodation (C2) parking

128. Parking Standards SPD 2018 recommends a minimum car parking provision of 1 space for every 2 residents. The proposed northern 80 x 1-bedroom care home would have 35 parking spaces which is considered to be in accordance with this standard. The proposed 75-bedroom (7x1-bedroom and 68x2-bedroom) western assisted living block would have 113 parking spaces.

Office (B1) parking

129. Parking Standards SPD 2018 recommends a maximum car parking provision of 1 space for every 30sqm of office space. The proposed office would have a gross floor area of 900sqm and would therefore require 30 parking spaces to be in accordance with the SPD. The proposed office would have 36 spaces which would be an over-provision however it is noted that the County Highway Authority has raised no objection.

Internal Site Layout

130. The proposed residential development would be private; therefore the internal roads would be an un-adopted highway. In any case the proposed roads would be of an acceptable width with provision for footpaths. Swept path analyses have been submitted to demonstrate that larger vehicles can service the site. As such the overall site road layout is considered to be acceptable.

Waste and Recycling

131. The submitted Transport Assessment contains a number of swept path diagrams which demonstrate that a refuse vehicle can be accommodated to service the entire proposed development. It is considered that details of refuse and recycling facilities can be secured by condition. Furthermore, the Council's Waste Department has raised no objection subject to condition.

Conclusion

132. The application is accompanied by a Transport Assessment and Travel Plans which were amended during the application to address comments from the County Highway Authority. The County Highway Authority does not raise any objection to the application subject to conditions. Furthermore the Council's Waste Department offers no objection. In terms of highways, movement, parking, waste and recycling the development is therefore considered to comply with policy CS18 of the Core Strategy, policy DM16 of the Development Management Policies DPD and the policies in the NPPF.

Flooding and provision of Sustainable Drainage

133. The site is located within Flood Zone 1 as identified on the Environment Agency's Flood Maps for Planning. However these maps do not take account of the flood risk from the ordinary watercourses along the southern and eastern boundary of the site. Following comments from the Council's Drainage and Flood Risk Officer an amended Flood Risk Assessment was submitted during the application stage. It contained details of an assessment of the flood risk from these watercourses which has found the flood risk to be minimal. In addition the finished floor levels of the proposed dwellings are to be raised 75-150mm above surrounding ground levels which would be higher than the predicted floodwater level in the unlikely event of flooding. The Council's Flooding and Drainage Officer has reviewed the submitted information and considers it to be acceptable in this regard. Had the application been recommended for approval, a suitable condition could have been attached to secure the finished floor levels.

134. The proposed development is therefore considered to comply with policy CS9 of the Core Strategy and the NPPF and accompanying technical standards (April 2015).

Waste Water Infrastructure

135. It is noted that Thames Water previously identified under application PLAN/2015/0987 that there was an inability of the existing waste water infrastructure to accommodate the needs of the proposed development and as such a condition was recommended requiring the submission of a detailed drainage strategy for the discharge of foul water for the development to ensure that the necessary infrastructure was in place to support the proposed

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development and to prevent adverse environmental impacts upon the local community. However as part of their consultation for PLAN/2016/1003 Thames Water advised that they had no objection in respect of waste water infrastructure capacity. Further clarification was sought as to the reasoning for this and they have advised that the method used to calculate the impact of proposed developments had changed. Thames Water provided no comment on this current application. In light of this the proposal is considered to accord with Policies CS16 and CS21 of the Core Strategy.

Contamination

136. Given the previous MOD use of the site there were significant contamination risks and concerns raised in respect to the remediation that was carried out as part of the previous planning approval and the building design and construction of Sherwood House. The previous application PLAN/2015/0987 was supported by a Geoenvironmental Appraisal, a Remediation Strategy and a Supplementary Letter. This has been reviewed by the Council's Contaminated Land Officer who has raised no objection subject to an appropriate condition to ensure the development does not pose a risk to future occupants and the surrounding area.
137. The site is located above the Kempton Park Gravels which is a designated principal aquifer and over the Lynch Hill Gravels which is a secondary aquifer. Therefore there is potential for pollution to controlled waters. The Environment Agency were previously consulted on planning application PLAN/2015/0987 and considered the risk to controlled waters to be low as this will be adequately addressed through the remediation of the site.

Air Quality

138. One of the NPPF's core principles is reducing pollution and it advises that in respect to air quality, planning policies should sustain compliance with and contribute towards national objectives for pollutants (paragraph 124). Furthermore Policy DM6 of the Development Management Policies DPD states that development which has the potential for significant emissions to the detriment of air quality, should include an appropriate scheme of mitigation which may take the form of on-site measures or, where appropriate, a financial contribution to off-site measures.
139. The application is supported by an Air Quality Assessment submitted as part of PLAN/2016/1003 together with an Air quality Technical cover note. The assessment provides a review of existing air quality at and in proximity to the proposed development site which indicates that none of the relevant air quality objectives are being or are predicted to be exceeded at the development site. The proposed site is therefore considered to be suitable for residential, care and office use in this regard.
140. It also considers the local air quality impacts arising from the construction and demolition activities of the proposed development. This shows that subject to mitigation measures outlined in Section 7 of the Air Quality Assessment, there would be a negligible impact in local air quality associated with the construction phase. The Construction Environmental Management Plan (CEMP) can be secured via condition.
141. Regard has also been paid to the impact of increased traffic levels during the operational stage of the proposed development and other permitted

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developments in terms of nitrogen dioxide and particulate matter which concludes that the predicted levels would be well within air quality objectives and as such the impact would be negligible and no mitigation is required.

142. A Council Senior Environmental Health Officer accepts the conclusions of the report and raises no objection on these grounds. The proposal is therefore considered to accord with Policy CS21 of the Core Strategy, Policy DM6 of the Development Management Policies DPD and the NPPF.

Sports and Recreation

143. Policy CS17 of the Core Strategy requires all new residential development to contribute towards the provision of open space and green infrastructure including children's play areas and outdoor recreational facilities for young people and outdoor sports facilities.
144. The Council Community Infrastructure Levy Regulation 123 lists a number of schemes which the Council have identified to be funded by CIL. While it does not state which ones are priorities for funding it is noted that outdoor sports, allotments and child play space and teenage Play Space within the Borough are listed in this document.
145. The development contains a play area which would deliver a Local Area of Play (LAP) for the occupiers of the proposed development and the submitted documentation does not indicate that it would be restricted for the sole use of any group of residents of the development.
146. Furthermore, the scheme includes a significant amount of landscaping throughout the site. The formal landscaped gardens that run north to south throughout the site offer residents the benefits of outdoor communal space. The proposals also retain a significant number of trees and the green corridor which connects the site to adjacent open spaces and residential gardens.
147. The proposed development would offer substantial benefits in the provision of open space and green infrastructure in accordance with Policy CS17 of the Core Strategy.

Healthcare Provision

148. The Council's Infrastructure Delivery Plan (IDP) identifies that the Borough is well-catered for in terms of GP provision at present. Whilst it is acknowledged that there might be locally specific pressures of oversubscription here in West Byfleet, the Council is working with the Clinical Commissions Group to see how provision can be aligned to match the demand. Based on the size of the residential development that is being proposed it is not considered that it would have a significant impact on GP pressure within West Byfleet nor would it warrant additional provision being made on a site specific basis in accordance with the three planning obligation tests as set out in the NPPG.

Waste/ Gas / Electricity Supply

149. The submitted Utilities Statement states that the site is already connected to water, gas and electricity networks, with upgrading works and new on site networks required to serve the development. A separate process exists for diversion/ new supply applications to these networks outside of the planning

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process. Furthermore the water supply provider Affinity Water Company was consulted on the two previous applications at the site and provided no response. In light of the above and the scale of the development no concern is raised.

Ecology and Biodiversity

Special Protection Area

150. The Thames Basin Heaths Special Protection Area (SPA) is classified for its internationally important bird breeding populations. The designation is made under *The Conservation of Habitats and Species Regulations* (2010). It is therefore necessary to ensure that planning applications for new residential development include sufficient measures to ensure avoidance of any potential adverse impacts on the SPA. The site is within the 400m-5km zone of influence of the SPA and the Council's adopted *Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015* is therefore relevant.
151. Policy CS8 of the Core Strategy requires all new residential development beyond the 400 metre SPA boundary to make an appropriate contribution towards the provision of Suitable Alternative Natural Green Space (SANG) and the Strategic Access and Management and Monitoring (SAMM). Furthermore, as the proposal is for a development of more than 10 dwellings, it must demonstrate that the development is within the specified distance of the SANG and there is a sufficient quantity in place to cater for the consequent increase in residents as a result of the development.
152. In this instance the financial contribution towards SANG would be collected through the CIL payments as explained in the section above. In addition there would be sufficient capacity within the following SANGs to accommodate the proposed development - Horsell Common, Heather Farm and Gresham Mill.
153. Natural England initially objected on the grounds that the applicant had decided to opt out of paying SAMM contribution for the proposed C2 units however following the submission of a TECHNICAL NOTE: TRANSPORT dated 12.06.2018 this was withdrawn.
154. A contribution towards the SAMM in line with the Updated April 2018 Avoidance Strategy Tariff would need to be sought. A payment of £152,671.00 would be required which would need to be secured via a S106 agreement. Natural England has raised no objection on this basis. However in the absence of a completed S106 agreement the local planning authority cannot determine that the development would not have an adverse impact on the SPA and as such the proposal would fail to accord with policy CS8 of the Core Strategy, the Council's adopted Thames Basin Heaths Avoidance Strategy 2010-2015 and section 11 the NPPF.

Habitats / Protected Species

155. NPPF states that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible. Circular 06/05 – Biodiversity Geological Conservation also requires the impact of a development on protected species to be established before planning permission is granted and in relation to habitat types of principal importance to assess the impact of development on

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these as part of the planning application process. This approach is reflected in policy CS7 of the Woking Core Strategy.

156. The same survey work and ecological appraisals that were undertaken to support PLAN/2016/1003 and PLAN/2015/0987 which assessed the entire site and was based originally on the same quantum, type and layout of development that is proposed under this application. All these documents have been assessed by Surrey Wildlife Trust who have no objection to the proposed development. It is noted that the Ecological Mitigation Plan would form the basis of the more detailed Landscaping and Ecological Management Plan which can be covered by condition.
157. There are no habitats of international, national, regional, county or district conservation value within or adjacent to the site. The habitats found within the site are of moderate local value. The proposed development will result in the loss of existing grassland, existing shrub and woodland habitats and existing waterbodies. The Ecological Appraisal and Ecological Mitigation Plan proposes mitigation and biodiversity enhancement measures to address this loss. These measures can be secured by condition.

Protected Species

Bats

158. In order to assess the impact of the proposed development on bats, surveys have been undertaken on the site to assess the potential of all buildings and trees to support bats. A Phase 1 Bat Scoping was undertaken which was then used to inform the Phase 2 Survey which included climbing inspections of trees potentially affected, dusk and dawn emergence/ re-entry surveys of buildings and trees and then a Phase 2 Bat Activity Survey. In addition an updated Phase 1 inspection of all buildings was carried out on the 28th July 2016.
159. Bat roosts were recorded in Buildings 2, 12, 16 and 25 with a possible roost within Building 17 supporting Soprano Pipistrelles and Brown Long-eared bats and further roosts were also identified in Tree 14, Tree 17 and Tree 56 which are proposed to be removed as well. Bat droppings were also recorded in Tree 124. Following the updated Phase 1 inspection there was recorded evidence of a Brown Long-eared bat in Building 7 (Broadoaks Motor House). A European Protected Species License (EPSL) would therefore be required from Natural England to enable the development to proceed. A list of measures have been identified to avoid, mitigate and compensate for the potential impact on bats including replacement opportunities during the construction phase through bat boxes on suitably retained trees and buildings for the short term roost replacement and retention of accessible roof voids, bat tubes/ boxes on new buildings and gaps allowing access to cavity walls, bat access tiles for the long term roost replacement and enhancement. Furthermore the approach and timing of the works are set out to minimise adverse impacts on bats. Surrey Wildlife Trust has advised that the applicant should be required to undertake all the recommended actions in particular the need to obtain a European Protected Species licence from Natural England. As such it is considered that these measures would be sufficient to mitigate against impacts of the development and can be secured via an appropriate condition.
160. Seven species of bat were recorded using the site for foraging and commuting with varying levels observed throughout the surveys. The results indicate that the

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site is considered to be of no more than low to moderate interest for foraging bats. Notwithstanding this the development proposal should seek to maintain and enhance the value of the site for foraging and commuting bats in accordance with the NPPF. A number of appropriate measures have been proposed within the Ecological Mitigation Plan and these can be secured by a Landscape and Ecological Management Plan condition.

161. External lighting has the potential to affect bat roosts and activity. The Ecological Mitigation Plan has advised that all external lighting proposals are reviewed at appropriate design stages by a suitably qualified ecologist. Whilst details have been provided for the proposed floodlighting, these have not been subject to review from a suitably qualified ecologist. The proposal installation of external lighting can be controlled by an appropriate condition.

Badgers

162. During the Badger Survey evidence of droppings were found and one outlying badger sett was recorded on site. Further evidence was previously sought as to whether the badger sett was an 'outlier' and not a main sett, as the closure of a main sett would involve considerable mitigation. The applicant's ecologist advised that the sett only comprised of one single hole and subsequently when collecting the Dormouse tubes, the sett was found to be unoccupied and containing a bee's nest. Therefore it was considered extremely unlikely that the sett was a main sett and the proposed mitigation was considered proportionate to the level of works in line with Natural England Advice. Since then the sett was checked on the 28th July 2016 and no evidence of badger use was found and the sett was considered to be unused. The Ecological Mitigation Plan details measures to avoid and mitigate potential impacts on Badgers during the construction phase and provision of suitable enhancements for their environment post development. These measures can be secured by condition.

Reptiles

163. The only species of reptile found during the 2015 survey of the site was the Grass Snake. Previously Surrey Wildlife Trust recommended that further surveys are likely to be required and a Reptile Mitigation Strategy should be submitted for consideration. A detailed Reptile Method Statement has been submitted which includes full measures to mitigate potential adverse effects on reptiles including the translocation exercise (it is considered that there are sufficient areas of habitat on site to support translocation) and further survey work. It also includes measures to enhance habitats to support Grass snakes and other reptiles. SWT has reviewed this document and raises no objection subject to a recommended condition.

Great Crested Newts

164. A Great Crested Newt survey was carried out which indicated that the species was absent from the all waterbodies within the site and those surveyed within the extended area. The proposed development is not considered to have an adverse impact on any Great Crested Newts and no mitigation is therefore required.
165. The applicant's Ecologist advised that although the site is considered to be of limited interest for amphibians, it is recommended that the development proposals seek to maintain and, where possible enhance opportunities for locally recorded amphibians. Measures are outlined in the Ecological Mitigation Plan

and can be secured as part of the detailed Landscape and Ecological Management Plan.

Birds

166. Trees, scrub and rough grassland and buildings on site offer nesting opportunities for a number of bird species. However due to an abundance of similar habitats in the wider area, the site is unlikely to be of any more than low local importance. It is therefore recommended that the removal of buildings, trees, scrub or hedgerows should ideally occur outside the bird breeding season. However in the event that these works are required during this period, a search for nesting birds should be undertaken by a suitability qualified ecologist prior to clearance. Furthermore in the event that breeding birds are discovered, sufficient habitat will need to be retained to ensure that they are not disturbed until nesting activity has been completed. These measures can be secured by condition.

Dormice

167. Following the required surveys including the nest tube survey and habitat assessment, no evidence of dormice was found on the site and therefore no mitigation is required in this respect.

Invasive species

168. The Ecological Appraisal states that Japanese Knotweed, Rhododendron and an unidentified Elodea waterweed have been recorded growing at the site. The Ecological Mitigation Plan outlines measures to control and eradicate these invasive plants. These measures can be secured by condition.

Sustainability

169. On 25th March 2015 a Written Ministerial Statement titled 'Planning Update' was delivered to Parliament by the then Secretary of State for Communities and Local Government. This Written Ministerial Statement has effectively repealed the Code for Sustainable Homes subject to interim arrangements; Therefore in applying Policy CS22 of the Core Strategy, the approach has been updated and at present all new residential development shall be constructed to achieve a water consumption standard of using no more than 105 litres per person per day indoor water consumption and not less than a 19% CO2 improvement over the 2013 Building Regulations TER Baseline (Domestic).

170. The planning application is supported by energy and water reports demonstrating that the residential development would meet the required standards set out above. These matters can be secured via condition.

171. In line with policy CS22, non-residential developments of 1,000 sqm or more (gross) floorspace should achieve a BREEAM very good rating. The proposed B1 office building would have a gross floor space of 900sqm and is not therefore covered by BREEAM. The BREEAM statement submitted with this application confirms that the proposed C2 buildings do not include sufficient communal space for residents to be assessed under BREEAM New Construction (Multi-Residential).

Minerals

172. The site is adjacent to a Mineral Safeguarding Area. Surrey Mineral and Waste Planning Policy Team raised no objection to PLAN/2015/0987. The site boundaries remain the same as per the previous application and as such there is no concern in respect of this issue.

Other Matters

173. The Police Crime Prevention Design Advisor has not provided comments on this current application. However the Advisor commented on application PLAN/2015/0987 advising that a planning condition be imposed on any permission granted requiring the development to achieve a Secured by Design award. Whilst the NPPF requires planning decisions to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion (paragraphs 58 and 69) there is no absolute national or local planning policy which requires new developments to achieve a Secured by Design award. In this regard such a condition would not meet the tests for planning conditions as set out in the NPPG. However it is considered it would be appropriate to attach a condition requiring measures for designing out crime to be submitted in accordance with the NPPF and policy CS21 of the Core Strategy had the application been recommended for approval.

Pro-active Planning

174. In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included proactively communicating with the applicant through the process to advise progress and providing advice on amendments.

- **CONCLUSION – THE PLANNING BALANCE**

Economic objectives

175. The proposed development is considered to have an unacceptable impact on the economic objectives of the Core Strategy. This would be by way it failing to create an employment-lead high quality office and research park which would not be justified through proposed uses which would accord with other Core Strategy objectives to sufficiently outweigh this conflict or through an up-to-date evidence base demonstrating why it would not be viable. This is contrary to policy CS15 of the *Woking Core Strategy* (2012).

Green Belt

176. The NPPF sets out that it is the Government's clear expectation that there is a presumption in favour of development and growth except where this would compromise key sustainable development principles and be contrary to local planning policies, unless material considerations indicate otherwise. The role of the planning system is to contribute to the achievement of sustainable development. This often involves balancing the economic, social and environmental aspects of proposed development. In addition, where a proposal comprises inappropriate development within the Green Belt a balancing exercise is required to establish whether very special circumstances exist that clearly

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outweigh the substantial harm to the Green Belt by reason of inappropriateness and any other harm.

177. The proposed development is inappropriate development in the Green Belt, which is by definition harmful. The other harm resulting from the inappropriate development is the loss of openness to the Green Belt, failure to deliver the policy objective of securing the Broadoaks site as a high quality office park and under provision of affordable housing. The NPPF requires substantial weight to be given to this harm.

178. Very special circumstances will not exist unless the harm to the Green Belt is clearly outweighed by other considerations. The following were assessed as forming part of the VSC case as detailed in the very special circumstances section of this report:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: The need for specialist (elderly) accommodation
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Previously approved schemes are not viable

179. Paragraph 72 of the NPPF (paragraph 72) states that “great weight” should be given to the need to create new schools. It is noted that a major difference between this current application and PLAN/2016/1003 is the removal of the school. It is also noted that paragraph 19 of the NPPF states that “significant weight should be placed on the need to support economic growth through the planning system.” Paragraph 81 states that Local Planning Authorities are also required to positively plan to provide opportunities for outdoor sport and recreation in the Green Belt and it is noted that another major difference to PLAN/2016/1003 is the removal of the sports pitches which were proposed to be open to the community outside of school hours. While the proposed C2 buildings and the relatively small amount of B1 space are considered to be a benefit they are considered to be much less of a benefit than the school and associated sports pitches for community use. Neither has it been demonstrated that there are no suitable site for them outside of the Green Belt. Furthermore, paragraph 140 of the NPPF states that, “*Local Planning Authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies*”.

180. Under PLAN/2016/1003 considered that the quantum of built development addressed Green Belt concerns and on this basis went onto consider that a package of factors including the benefits to the openness and character of the Green Belt when compared to the extant permission, provision of a new school and community benefits, sympathetic restoration and re-use of deteriorating Heritage Assets, environmental improvements in conjunction with the creation of jobs and improvement to the highway network outside of the am peak hour, when taken together would outweigh the substantial harm to the Green Belt and the failure to deliver the policy objective of securing the Broadoaks site as a high quality office park.

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181. Under PLAN/2016/1003 the LPA considered that the harm generated from the failure to deliver the Broadoaks site as a high quality office park could be overcome.
182. However the proposed development increases the sprawl and quantum of built development throughout the site which causes significantly greater harm to the openness of the Green belt over the existing and extant permission PLAN/2016/1003. Whilst the additional housing is regarded as a significant additional benefit over the PLAN/2016/1003 this is not on its own or in combination with the other benefits presented, considered to amount to very special circumstances that would outweigh the substantial harm to the Green Belt by reason of inappropriateness and loss of openness arising from the proposed scheme.

Conclusion

183. In light of this, officers' are recommending the application for refusal on the basis of conflict with policies CS6 and CS15 of the Woking Core Strategy, policy DM13 of the Development Management Policies DPD and the NPPF.
184. The recommendation has been made in compliance with the requirement of the NPPF to foster the delivery of sustainable development in a positive and proactive manner.

BACKGROUND PAPERS

1. Site visit photographs
2. Letters of representation
3. Consultation Responses
4. Application files PLAN/2015/0987, PLAN/2015/0988, PLAN/2016/1003, PLAN/2016/1004 and PLAN/2018/0360

RECOMMENDATION

REFUSE planning permission for the following reasons:

1. The applicant has failed to demonstrate that the proposed development would accord with the economic objective for the site contained in policy CS15 of the Core Strategy. The application is therefore contrary to provisions outlined in the National Planning Policy Framework and policy CS15 of the Woking Core Strategy 2012.
2. The proposal represents inappropriate development in the Green Belt. Given the sprawl of buildings across the site, its layout, quantum and height, the proposal would have a significantly greater impact on the openness of the Green Belt than the existing level of development. Inappropriate development is by definition harmful to the Green Belt and no very special circumstances have been advanced that would outweigh the harm by reason of inappropriateness and the harm to the openness of the Green Belt. The application is therefore contrary to provisions outlined in the National Planning Policy Framework, policy CS6 of the Woking Core Strategy 2012 and policy DM13 of the Development Management Policies DPD.

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Informatives

1. The plans relating to the application hereby refused are numbered:

- LP (Received by the LPA on 29.03.2018)
- 670-201 Rev.C (Received by the LPA on 03.05.2018)
- 1171-PL-(MH)-101 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-102 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-103 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-104 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-EX-(MH)-105 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-106 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-107 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-200 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-201 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-202 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-203 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(CH)-400 Rev.P1 (Received by the LPA on 29.03.2018)
- AA7454 2000 (Received by the LPA on 29.03.2018)
- AA7454 2001 (Received by the LPA on 29.03.2018)
- AA7454 2003 (Received by the LPA on 29.03.2018)
- AA7454 2010 (Received by the LPA on 29.03.2018)
- AA7454 2011 (Received by the LPA on 29.03.2018)
- AA7454 2012 (Received by the LPA on 29.03.2018)
- AA7454 2013 (Received by the LPA on 29.03.2018)
- AA7454 2014 (Received by the LPA on 29.03.2018)
- AA7454 2015 (Received by the LPA on 29.03.2018)
- AA7454 2016 (Received by the LPA on 29.03.2018)
- AA7454 2017 (Received by the LPA on 29.03.2018)
- AA7454 2018 (Received by the LPA on 29.03.2018)
- AA7454 2019 (Received by the LPA on 29.03.2018)
- AA7454 2020 (Received by the LPA on 29.03.2018)
- AA7454 2021 (Received by the LPA on 29.03.2018)
- AA7454 2022 (Received by the LPA on 29.03.2018)
- AA7454 2023 (Received by the LPA on 29.03.2018)
- 670-55 (Received by the LPA on 29.03.2018)
- 670-56 (Received by the LPA on 29.03.2018)
- AA7438-2001 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2002 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2003 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2004 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2005 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2006 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2007 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2010 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2011 Rev.D (Received by the LPA on 29.03.2018)
- 670-20 (Received by the LPA on 29.03.2018)
- 670-21 (Received by the LPA on 29.03.2018)
- 670-22 (Received by the LPA on 29.03.2018)
- 670-23 (Received by the LPA on 29.03.2018)
- 670-24 (Received by the LPA on 29.03.2018)
- 670-25 (Received by the LPA on 29.03.2018)

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- 670-26 (Received by the LPA on 29.03.2018)
 - 670-27 (Received by the LPA on 29.03.2018)
 - 670-28 (Received by the LPA on 29.03.2018)
 - 670-29 (Received by the LPA on 29.03.2018)
 - 670-30 (Received by the LPA on 29.03.2018)
 - 670-31 (Received by the LPA on 29.03.2018)
 - 670-32 (Received by the LPA on 29.03.2018)
 - 670-34 (Received by the LPA on 29.03.2018)
 - 670-35 (Received by the LPA on 29.03.2018)
 - 670-36 (Received by the LPA on 29.03.2018)
 - 670-37 (Received by the LPA on 29.03.2018)
 - 670-38 (Received by the LPA on 29.03.2018)
 - 670-39 (Received by the LPA on 29.03.2018)
 - 670-40 (Received by the LPA on 29.03.2018)
 - 670-41 (Received by the LPA on 29.03.2018)
 - 670-42 (Received by the LPA on 29.03.2018)
 - 670-43 (Received by the LPA on 29.03.2018)
 - 670-44 (Received by the LPA on 29.03.2018)
 - 670-45 (Received by the LPA on 29.03.2018)
 - 670-46 (Received by the LPA on 29.03.2018)
 - 670-47 (Received by the LPA on 29.03.2018)
 - 670-48 (Received by the LPA on 29.03.2018)
 - 670-49 Rev.A (Received by the LPA on 29.03.2018)
 - 670-50 (Received by the LPA on 29.03.2018)
 - 670-51 Rev.A (Received by the LPA on 29.03.2018)
 - 670-52 Rev.A (Received by the LPA on 29.03.2018)
 - 670-53 Rev.A (Received by the LPA on 29.03.2018)
 - 670-54 Rev.A (Received by the LPA on 29.03.2018)
2. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

Broadoaks, Parvis Road, West Byfleet, Surrey

PLAN/2018/0360

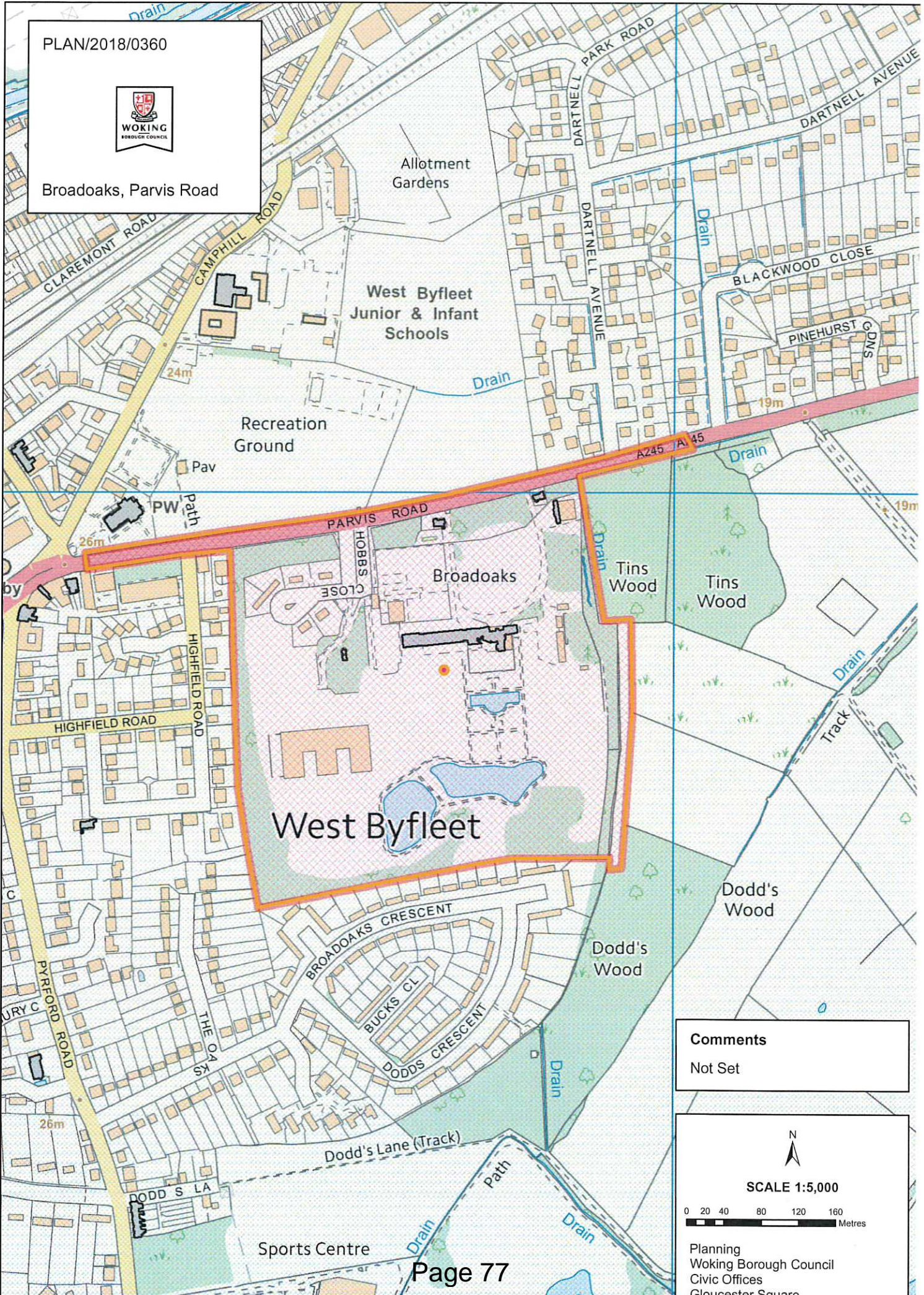
Planning application and Listed Building Consent for the demolition of the vacant Use Class B1 business building (Sherwood House) and the construction of assisted living dwellings with associated car parking, within its footprint; the restoration and change of use of the Model Dairy to an office or other use (ancillary to the assisted living); demolition and removal of all former MOD and other buildings, hardstanding and structures across the Site apart from the part demolition, restoration and conversion of Broadoaks House to create two dwellings and the erection of two new garages; part demolition, restoration and reuse of the two Lodge Houses as independent dwellings and associated garages; the erection of 174 new dwellings including 54 affordable dwellings and associated garages; the erection of a 900sqm office space (Use Class B1); and the erection of an 80-bed care home, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis; associated internals, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the Site and offsite highway work.



PLAN/2018/0360



Broadoaks, Parvis Road



Allotment Gardens

West Byfleet Junior & Infant Schools

Recreation Ground

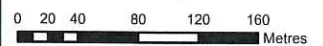
West Byfleet

Comments

Not Set



SCALE 1:5,000



Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

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5c 18/0360 Reg'd: 16.04.18 Expires: 11.06.18 Ward: BWB
Nei. 08.05.18 BVPI Other 23-24 Number 14/8 On No
Con. Target of Weeks Target?
Exp: on Cttee'
Day:

LOCATION: Broadoaks, Parvis Road, West Byfleet, KT14 7AA

PROPOSAL: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings; partial demolition, restoration and extension of the Coach House to create 6 dwellings; restoration and reuse of the two Lodge Houses as independent dwellings, restoration of the Model Dairy and restoration of 2 summer houses including the repositioning of one of them.

TYPE: Listed building consent

APPLICANT: Octagon Broadoaks Limited

OFFICER: Tanveer
Rahman

REASON FOR REFERRAL TO COMMITTEE

Listed building consent is required for demolition and restoration works to enable the implementation of the planning application elsewhere on this agenda (PLAN/2018/0359) which is a major application recommended for refusal, which the Development Manager has referred to Planning Committee due to the scale and significance of the application.

SUMMARY OF PROPOSED DEVELOPMENT

Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings; partial demolition, restoration and extension of the Coach House to create 6 dwellings; restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of the Model Dairy and restoration of 2 summer houses including the repositioning of one of them.

PLANNING STATUS

- Green Belt
- Major Development Site in the Green Belt
- Statutory Listed Buildings
- Locally Listed Buildings
- Tree Preservation Order
- Archaeological Interest
- Contaminated Land
- Adjoins Surrey Minerals Site Concreting Aggregates
- Thames Basin Heaths SPA Zone B

RECOMMENDATION

REFUSE Listed Building Consent.

SITE DESCRIPTION & SURROUNDINGS

The application site relates to a major developed site within the Green Belt. It comprises of land to the south of Parvis Road (A245) and is directly accessed off this road. It is approximately 400m to the east of West Byfleet District Centre. To the north of the site is a large area of public recreation space which extends between the edge of the District Centre and Dartnell Park to the east. Adjoining the rear southern boundary is Broadoaks Crescent and to the west are the residential cul-de-sacs of Highfield Road and Highfield Lane. To the northwest is Hobbs Close which is a residential cul-de-sac containing detached houses.

The site extends to an area of 14.7ha. It contains the Grade II listed Broadoaks House, the Model Dairy, front range of Broadoaks Motor House and the curtilage listed buildings of the rear of the Coach House and the two locally listed and curtilage listed gate houses located along the Parvis Road frontage. The site was taken over by the MOD in 1947 with subsequent extensions carried out to Broadoaks House which are still present today. Sherwood House is a large office building in the western part of the site and forms part of the extant planning permission for the 3 office buildings approved under PLAN/1998/0340.

The site contains large areas of hardstanding in the northern portion of the site and two man-made concrete lakes within the southern part. There is a large man-made bund in its south west corner. The site is well bounded with tree margins along all boundaries. There are also large mature trees dotted throughout the site. There are level changes contained throughout the site which have been mainly due to man made actions associated with the extant permission. However in the main the land rises from the north eastern corner to the south west.

PLANNING HISTORY

PLAN/2018/0359: Planning application for the demolition of the vacant Sherwood House office building (B1 use class); removal of all former MOD buildings, hardstanding and structures across the site; the erection of 115 new market dwellings (C3 use class) and associated garages; the erection of 54 affordable dwellings (C3 use class) and the part demolition; restoration and conversion of Broadoaks House to create 2 dwellings and the erection of 2 new garages; part demolition, restoration and reuse of the 2 Lodge Houses as independent dwellings with associated new detached garages; restoration and reuse of the Motor House to create 6 new dwellings; restoration of the Model Dairy; restoration of the 2 existing summer houses 1 of which is to be repositioned; the erection of 75-bed assisted living accommodation (C2 use class) across 2 new buildings; the erection of a new 80-bed care home building (C2 use class); erection of a new 900sqm office building (B1 use class); new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road; associated internals, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and offsite highway work - pending consideration.

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- PLAN/2016/1004: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) - permitted 16.10.2017.
- PLAN/2016/1003: Full planning application for the change of use of vacant class B1 business building [Sherwood House] to Class D1 secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office [ancillary to the use of the school]; demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create two dwellings and erection of two new garages, part demolition, restoration and extension to the Coach House to create six dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and erection of 2 new garages, erection of 151 new dwellings including 36 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works - permitted 16.10.2017.
- PLAN/2015/0988 - Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) – withdrawn.
- PLAN/2015/0987 - A hybrid application for a two phase development; full application for the change of use of vacant Class B1 business building (Sherwood House) to Class D secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office (ancillary to the use of the school); demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create 2 dwellings and erection of 2 new garages, part demolition, restoration and extension to the Coach House to create 6 dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and associated garages, erection of 67 new dwellings including 32 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works. Outline application for the erection of 40 new dwellings with access and layout to be determined (appearance, landscaping and scale reserved) - withdrawn.
- PLAN/2010/1127: Proposed change of use of block C from Class B1 offices to flexible office and data centre use - permitted 10.12.2012.

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- PLAN/2009/1007: Certificate of Lawfulness for the Proposed use of Block C of Broadoaks Estate as a data processing centre in accordance with the permitted class B1 business use of the building - refused 23.03.2010.
- PLAN/2009/1092: Application to vary condition 1 (external alterations to clad in stone) of PLAN/2008/0205 dated 07.08.08 for the side elevations of the substation to have 3m high galvanised fencing - permitted 12.02.2010.
- COND/2009/0103: Discharge of condition 2 (landscaping) condition 4 (maintenance) to PLAN/2008/0205 for the retention of the substation - permitted 09.02.2010.
- AMEND/2008/0101: Amendment to modify the Section 106 agreement for PLAN/1998/0340 - permitted 20.10.2008
- PLAN/2008/0205: Retrospective application for an electricity sub-station - permitted 07.08.2008
- PLAN/2004/1362: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) and 20 (ecology) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House, construction of 3 office buildings with basement parking and surface parking (Amended plans showing revised gates and access details and additional trees to be removed) - permitted 18.07.2005
- PLAN/2004/1025: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking - refused 28.10.2004
- PLAN/2002/0995: Details pursuant to conditions attached to planning permission 1998/0340 and the listed building consent PLAN/1998/0341 for the demolition of existing buildings with exception of Manor House, Coach House and Dairy (2475sq.m) and erection of 3 new office clusters (15,555 sq.m); provision of new access; 656 parking spaces and landscaping setting (18,029 sq.m. total) - refused 28.10.2004.
- PLAN/1998/0341: Listed building application for the restoration of Broadoaks House and Model Dairy including adaptation following demolition of adjoining office building, formation of formal gardens and landscaped set - allowed by the Secretary of State 21.12.2000.
- PLAN/1998/0340: Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking, revised vehicular access to Parvis Road and new cycle way - allowed by the Secretary of State 21.12.2000.

CONSULTATIONS

Historic England: *“We understand that the previous application for alterations and demolition to Broadoak’s complex of grade II listed buildings and the introduction of assisted living dwellings was approved (PLAN/2016/1004). The current application sees the introduction of specialist elderly housing, office space in place of the previously proposed private school as well as an increase in housing units.*

Our remit extends only as far as alteration to the grade II listed buildings where substantial demolition is proposed. Issues relating to the conversion of grade II listed curtilage building, and the setting of grade II listed buildings (including curtilage buildings) are for your authority to assess, with the input of your own Conservation Officer. Much of our previous advice remains valid (19 November 2016) and we therefore reiterate the following comments.

Turning to the grade II listed buildings, we note that limited plans have been submitted in support of the current application. We therefore assume that there are no amendments proposed to the previously approved scheme. It has been three years since we first visited that main house. Given its poor and deteriorating condition, the relatively low levels of harm to its significance will largely be offset by carrying out careful repairs to historic fabric, and securing a long term sustainable use for the building. We are content to leave matters of detail to your authority and recommend that if the scheme is to be phased that repairs to the listed building are seen as a priority, and controlled where necessary with appropriate conditions or legal agreements.

It is regrettable that the proposals for new build to the rear of the Motor House have not been much amended since the last application to take account of our previous representations, and its new grade II listing. There is an opportunity for a creative and sensitive conversion here with an extension that emulates the form of the ranges to be demolished, so that the original function of the building can still be appreciated. This might be achieved by leaving an open internal courtyard where the existing service area is, for example and designing an extension which is less domestic in its appearance. That the building has been recognised as worthy of listing in its own right is important, and while we acknowledge that the listing specifically excludes the rear range from being designated, we believe that the front range ought not to be considered in isolation from the service yard behind, which clearly adds to our understanding of the function of the building as a whole. We accept that repair of this very dilapidated range is unlikely now to be possible, but nevertheless feel that a new build element could seek to reinterpret the historic use and thus enhance the significance of the building, in the spirit of para. 131 of the NPPF. We would expect any demolition to be accompanied by a thorough recording exercise of the rear service range.

While it is not our role to assess the impact of new development on the setting of grade II listed buildings, we remind you of your statutory duty to have special regard to the desirability of preserving the listed buildings, their setting and any features of special interest (ss.16, 62, 1990 Act) when making a decision. We would therefore urge you to carefully consider the quantum of development proposed in the context of this small historic estate, and its impact on the significance of heritage assets as derived from their setting. Our Good Practice Advice Note 3 (<https://content.historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/gpa3.pdf>), provides further guidance on assessing significance derived from setting, determining levels of harm, and mitigating such harm. Ultimately, your Authority must weigh harmful impacts against the public benefits

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associated with the proposals (National Planning Policy Framework, paragraphs 132-134)."

Council's Conservation Consultant: No objection.

REPRESENTATIONS

None received.

APPLICANT'S POINTS

The application is supported by the following documents:

- Contents Page - Bell Cornwell
- Design and Access Statement - Octagon Developments Ltd
- Design and Access Statement - HUB Architects
- Planning Statement - Bell Cornwell
- Green Belt Statement - Bell Cornwell
- Schedule Of Residential Accommodation
- CIL additional information form
- Air Quality Technical Cover Note - WSP
- Archaeological Evaluation – Cotswold Archaeology
- Ecological Appraisal - Hankinson Duckett Associates
- Great Crested Newt Survey - Hankinson Duckett Associates
- Reptile Survey - Hankinson Duckett Associates
- Reptile Method Statement - Hankinson Duckett Associates
- Dormouse Survey Report - Hankinson Duckett Associates
- Bat Survey Report - Hankinson Duckett Associates
- Ecological Mitigation Plan - Hankinson Duckett Associates
- Ecological Addendum - Hankinson Duckett Associates
- BREEAM Statement - Hodkinson
- Headline Planning Need Assessment For Hamberley Development Ltd - Carterwood
- CO2 Regulations Compliance Report
- Part G Compliance Report - Therm Energy Ltd
- Energy Statement (Planning) - Therm Energy Ltd
- Flood Risk Assessment - Water Environment Ltd
- Geoenvironmental Appraisal - Tier Environmental Ltd
- Condition report on the structure & construction of The East Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The West Lodge Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Former Stables & Garage Block Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Mansion House Lodge - Michael Barclay Partnership
- The Built Heritage Historic Buildings - Nexus Heritage
- Historic Environment Desk Based Assessment - Nexus Heritage
- Noise Addendum Technical Note (to noise impact assessment submitted as part of PLAN/2016/1003) - WSP
- Transport Assessment - WSP
- Framework Travel Plan - WSP
- Topographical Survey & Underground Service Trace - Laser Surveys

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- Tree Survey and Aboricultural Impact Assessment - Clive Fowler Associates
- Utilities Statement - Bell Cornwell
- Thames Basin Heath SPA statement - Bell Cornwell
- SPA Technical note: Transport - WSP
- Viability Report

PUBLIC CONSULTATION

No details of any public consultation events were submitted with the application.

RELEVANT PLANNING POLICIES

National Planning Policy Framework (2012)

Section 7 - Requiring Good Design

Section 12 - Conserving and Enhancing the Historic Environment

Woking Core Strategy (2012)

CS20 - Heritage and Conservation

CS21 - Design

Development Management Policies DPD (2016)

DM20: Heritage Assets and their Settings

West Byfleet Neighbourhood Plan 2017-2027 (2017)

BE1: Development Character

BE2: New Housing Quality

BE3: Residential Parking Provision

BE7: Flood Prevention

I1: Air Quality Assessment

I2: Pedestrians and Cycle Facilities

I4: Waste Water and Sewerage Infrastructure

OS1: Green Belt

OS4: Trees and Hedges

OS5: Access

S&C3: Sporting and Recreational Facilities

S&C6: CIL Projects

Supplementary planning documents/guidance:

Woking Design SPD (2015)

The Heritage of Woking (2000)

PLANNING ISSUES

Impact upon the special architectural and historic interest of the Statutory Listed Buildings

1. Broadoaks was previously a large countryside estate dating back to 1876. It was designed by a local architect Ernest Seth-Smith who hailed from a family of Scottish architects and is typical of the Elizabethan revival style popular within this part of Surrey at that time. The site was used for residential purposes up until 1946 when it sold to the MOD who occupied it from 1947 - 1996.
2. The main mansion building Broadoaks House is a Grade II listed, 2.5-storey, red brick, red roof tiled building with a strong horizontal emphasis. The eastern half

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the building was extended in the early 1900s whilst the western end has been significantly altered through 20th Century extensions.

3. To the west of the Broadoaks House is 'The Model Dairy' which is also a Grade II listed building that was erected sometime between 1896 and 1914. It is a garden building which is an Arts and Crafts interpretation of a Dairy.
4. The Broadoaks Motor House (previously referred to as the Coach House) lies adjacent to the south east of the Eastern Lodge. The front range of this building was Grade II listed on the 15th September 2016 with the rear of the building remaining as a curtilage listed building. This Arts and Crafts building was built around 1905 and would have been used originally as a garage to serve this small countryside house. This building has hipped and half hipped roofs with exposed rafter feet and decorative brick cogging.
5. The two lodge buildings fronting onto Parvis Road would have served the two historic entrances to the site. They are curtilage listed and locally listed buildings and are of a Gothic-Revival style.
6. There two summer houses on site appear to have been built between 1908 and 1914. They are of a simple square form with a hipped roof and would have formed part of the formal garden to Broadoaks House. They are curtilage listed buildings.

Assessment

7. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering whether to grant listed building consent for any works, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
8. Paragraph 132 of the NPPF states that "*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation....Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification....*"
9. Furthermore paragraph 134 of the NPPF states that, "*where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use*".
10. Significance' is defined, in terms of heritage policy, within the Glossary of the NPPF as "*the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting*".
11. At a local level, Policy CS20 of the Core Strategy requires new development to make a positive contribution to the character, distinctiveness and significance of the historic environment, including heritage assets at risk through neglect, decay or other threats. This is further supplemented in Policy DM20 of the Development Management Policies DPD.

Broadoaks House

12. The proposal involves the conversion of Broadoaks House into two large family dwellings with the demolition of the three-storey 1970s attached office block and the removal of a chimney stack and infill extension at the rear. The proposed demolition of these elements is to areas of lower significance and in addition their removal will reinstate and better reveal the historic facades of the building and its historic footprint as well as improving its setting. As such there is no objection to their removal.
13. The proposed subdivision would preserve in the main the original plan form of the building with the retention of the large volumes of spaces within the house such as the ball room and dining room and any new openings would be limited. The small porch extension on the ground floor western elevation is designed to match the Tennant bay window of the drawing room, thus preserving the architectural interest of the building. However it is noted a new party wall is proposed along the divide of the principal rooms to the east and the service wing to the west. This would have the effect of reducing the legibility of the different functions of the house and divorcing the main living quarters from the more utilitarian areas which could cause some harm to the significance of the building.
14. The harm described above is considered to be less than substantial and would be offset against the sensitive restoration of the building which is now in quite poor and deteriorating condition into an optimum viable use. In the main the proposal would preserve the special architectural and historic interest of Broadoaks House.
15. Historic England have no objection to the proposed works. Had the application been recommended for approval, further details of services; details of timber repairs; schedule of door and window repair/replacement; method for making good of west elevation following demolition of 1970s extension; details of new joinery; details of new or repaired plasterwork; protection of interior features during works; details of new roof coverings, flashings, rainwater goods; details of new facing materials; details of mortar mixes and finishes could have been secured via appropriate conditions.

The Model Dairy

16. The proposed restoration would help ensure its long term viable use. The proposed restoration works would help reinstate the building to its former glory. It is considered that this can be successfully integrated without causing harm to its significance. Historic England have no objection to the proposed works. Overall the proposals would preserve the special architectural and historic interest of the building. A detailed schedule of works has been submitted would be sought via condition had the application been recommended for approval.

Broadoaks Motor House

17. The front façade/range of the Motor House is proposed to be retained and its rear is proposed to be demolished to create six flats. The remodelling of this building is supported by a Condition Report. The report states that the front of the building is in generally sound condition. However the rear of the building is in a dilapidated state in parts which has suffered damage that is beyond practical repair. Consideration has been given to the re-use of the building, however given

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the extent of repair, replacement, rebuilding and adaptation that would be required this does not justify its retention.

18. The Heritage Statement states that the front range of the building with the entrance gate and 2 small apartments on each side are the most important elements of the building which is further reinforced by the Grade II listing of the front range of this building with the rear of the building remaining curtilage listed. The principal reasons for the designation of the front range of the motor house relates to its architectural interest as a building of a stylish Arts and Crafts composition and its historic interest as a show-piece component of an early purpose-built motor house and its group value as part of a number of high-quality ancillary buildings which contribute to the overall special interest of the Broadoaks site.
19. Whilst Historic England have no objection, they have stated that it is regrettable that the new build extension to the Motor House has not been amended to take account of their previous representations and its new listing. They consider that there is an opportunity for a creative and sensitive conversion with an extension that emulates the form of the ranges so that the original function of the building can still be appreciated.
20. However it is important to note that the scheme remains the same to the one where a resolution has been made to approve under applications PLAN/2015/0987 and PLAN/2016/0988 as well as the approved applications PLAN/2016/1003 and PLAN/2016/1004. Previously the building was treated as curtilage listed and as such it was assessed as having listed status with its significance, and contribution to setting fully considered at that stage with the proposed works deemed to be acceptable.
21. The proposal allows for the sensitive retention of the Grade II listed front range and would ensure that this remains the dominant element with the original function of the building still legible. The proposed works would improve and rebalance the front elevation with the removal of damaging later interventions including the fire escape door and stairwell. The proposed rear extension (with first floor accommodation contained within the roof) would re-use the same footprint and would be sympathetic in massing, roof form and materials to the front range with a high level of detailing. Therefore in light of the above, it is not considered necessary that further amendments are sought on the proposed extension to the Motor House.
22. Whilst the significance of the building would be harmed through the proposed demolition works, it is considered that any harm would be less than substantial with the main historic and architectural interest being preserved and enhanced and as such any harm would be offset through its sensitive restoration into an optimum use and when taken in combination of the great improvements to the listed buildings on site as a whole. The Council's Conservation Consultant response for PLAN/2016/1003 considers that the interest of the building would be retained despite the necessary demolition and alterations. Had the application been recommended for approval a level 2 recording would have been secured via condition had it been permitted

Curtilage Listed Buildings

23. The two lodge buildings are to be re-used and restored as two independent dwellings. Externally the historic and architectural quality of the buildings would

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be preserved with limited additional openings proposed. Whilst there would be some harm to their significance caused through the internal works proposed, these are necessary to ensure their long term viable re-use and when taken in light of the great improvements to the site as a whole, the less than substantial harm is considered to be offset.

24. The existing summer houses are currently in good condition and are proposed to be retained and refurbished. The summer house of the proposed area is proposed to be repositioned. Had the application been recommended for approval, appropriate conditions could have been attached to ensure the safe storage and re-erection of this summer house. As such it is considered that the proposal would preserve the special historic interest that they possess and would not cause harm to their significance.

BACKGROUND PAPERS

1. Site visit photographs
2. Consultation Responses
3. Application files for PLAN/2015/0987, PLAN/2015/0988, PLAN/2016/1003, PLAN/2016/1004 and PLAN/2018/0360

RECOMMENDATION

It is recommended that listed building consent be REFUSED for the following reason:

1. No planning permission exists for the redevelopment of the site and therefore the works proposed to the listed and curtilage listed buildings are unjustified and entirely without purpose. In this regard the proposed development would represent unjustified works to the listed and curtilage listed buildings contrary to Policy CS20 of the Woking Core Strategy 2012, Policy DM20 of the Development Management Policies DPD and the policies in the NPPF.

Informatives

1. The plans relating to the application hereby refused are numbered:

- LP (Received by the LPA on 29.03.2018)
- 670-201 Rev.C (Received by the LPA on 03.05.2018)
- 1171-PL-(MH)-101 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-102 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-103 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-104 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-EX-(MH)-105 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-106 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-107 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-200 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-201 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-202 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-203 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(CH)-400 Rev.P1 (Received by the LPA on 29.03.2018)
- AA7454 2000 (Received by the LPA on 29.03.2018)
- AA7454 2001 (Received by the LPA on 29.03.2018)
- AA7454 2003 (Received by the LPA on 29.03.2018)

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- AA7454 2010 (Received by the LPA on 29.03.2018)
- AA7454 2011 (Received by the LPA on 29.03.2018)
- AA7454 2012 (Received by the LPA on 29.03.2018)
- AA7454 2013 (Received by the LPA on 29.03.2018)
- AA7454 2014 (Received by the LPA on 29.03.2018)
- AA7454 2015 (Received by the LPA on 29.03.2018)
- AA7454 2016 (Received by the LPA on 29.03.2018)
- AA7454 2017 (Received by the LPA on 29.03.2018)
- AA7454 2018 (Received by the LPA on 29.03.2018)
- AA7454 2019 (Received by the LPA on 29.03.2018)
- AA7454 2020 (Received by the LPA on 29.03.2018)
- AA7454 2021 (Received by the LPA on 29.03.2018)
- AA7454 2022 (Received by the LPA on 29.03.2018)
- AA7454 2023 (Received by the LPA on 29.03.2018)
- 670-55 (Received by the LPA on 29.03.2018)
- 670-56 (Received by the LPA on 29.03.2018)
- AA7438-2001 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2002 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2003 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2004 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2005 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2006 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2007 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2010 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2011 Rev.D (Received by the LPA on 29.03.2018)
- 670-20 (Received by the LPA on 29.03.2018)
- 670-21 (Received by the LPA on 29.03.2018)
- 670-22 (Received by the LPA on 29.03.2018)
- 670-23 (Received by the LPA on 29.03.2018)
- 670-24 (Received by the LPA on 29.03.2018)
- 670-25 (Received by the LPA on 29.03.2018)
- 670-26 (Received by the LPA on 29.03.2018)
- 670-27 (Received by the LPA on 29.03.2018)
- 670-28 (Received by the LPA on 29.03.2018)
- 670-29 (Received by the LPA on 29.03.2018)
- 670-30 (Received by the LPA on 29.03.2018)
- 670-31 (Received by the LPA on 29.03.2018)
- 670-32 (Received by the LPA on 29.03.2018)
- 670-34 (Received by the LPA on 29.03.2018)
- 670-35 (Received by the LPA on 29.03.2018)
- 670-36 (Received by the LPA on 29.03.2018)
- 670-37 (Received by the LPA on 29.03.2018)
- 670-38 (Received by the LPA on 29.03.2018)
- 670-39 (Received by the LPA on 29.03.2018)
- 670-40 (Received by the LPA on 29.03.2018)
- 670-41 (Received by the LPA on 29.03.2018)
- 670-42 (Received by the LPA on 29.03.2018)
- 670-43 (Received by the LPA on 29.03.2018)
- 670-44 (Received by the LPA on 29.03.2018)
- 670-45 (Received by the LPA on 29.03.2018)
- 670-46 (Received by the LPA on 29.03.2018)
- 670-47 (Received by the LPA on 29.03.2018)

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- 670-48 (Received by the LPA on 29.03.2018)
 - 670-49 Rev.A (Received by the LPA on 29.03.2018)
 - 670-50 (Received by the LPA on 29.03.2018)
 - 670-51 Rev.A (Received by the LPA on 29.03.2018)
 - 670-52 Rev.A (Received by the LPA on 29.03.2018)
 - 670-53 Rev.A (Received by the LPA on 29.03.2018)
 - 670-54 Rev.A (Received by the LPA on 29.03.2018)
2. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

SECTION B

**APPLICATIONS WHICH WILL BE
THE SUBJECT OF A PRESENTATION
BY OFFICERS**

(Note: Ordnance Survey Extracts appended to the reports are for locational purposes only and may not include all current developments either major or minor within the site or area generally)

Land Adjacent to Civic Offices, Gloucester Square, Woking

PLAN/2018/0477

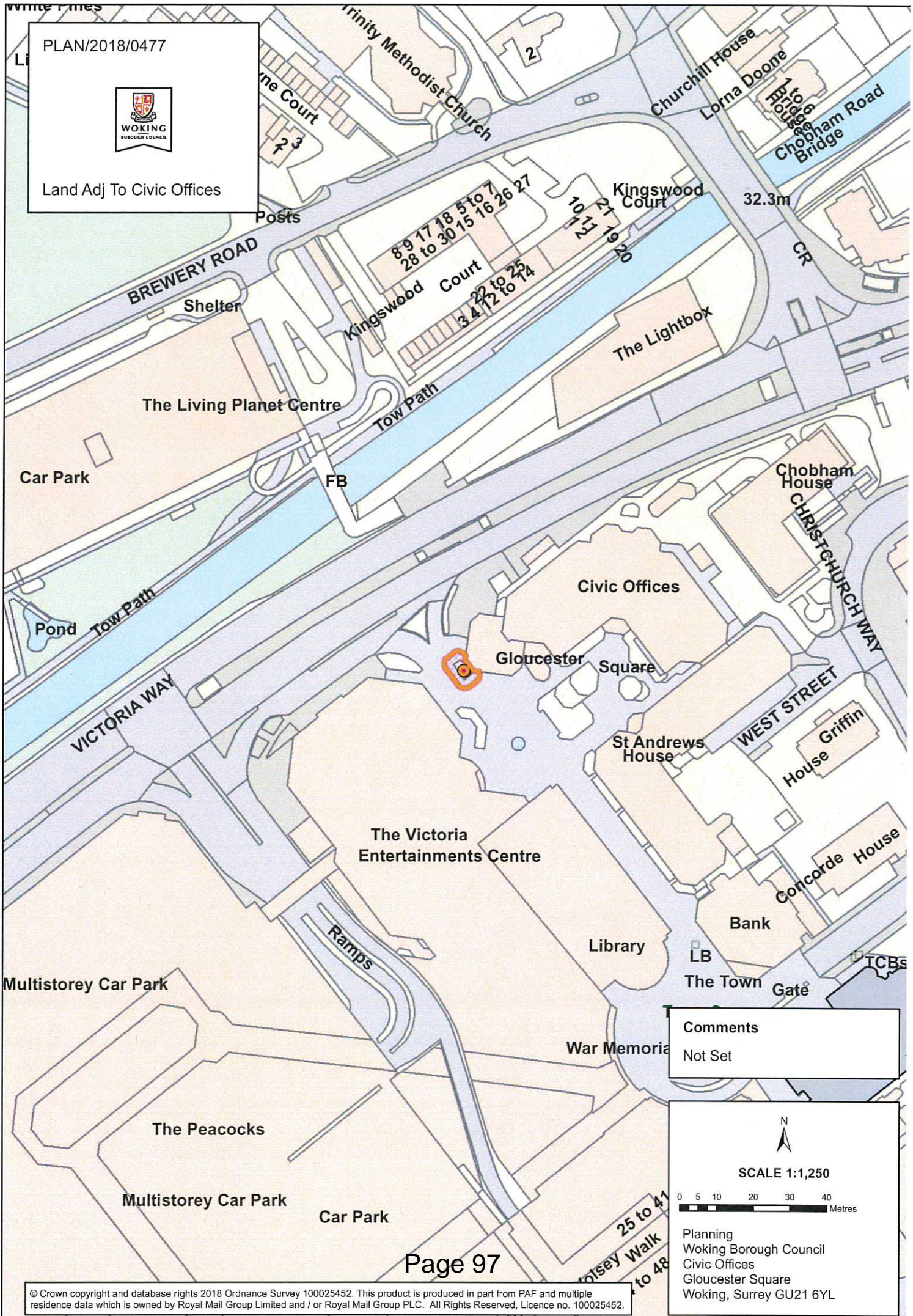
Installation of 6.5m pole with swift and bat habitat including 3no integral signs and associated hard and soft landscaping



PLAN/2018/0477



Land Adj To Civic Offices



Comments
Not Set

N

SCALE 1:1,250

0 5 10 20 30 40 Metres

Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

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5e 18/0477 Reg'd: 04.05.18 Expires: 29.06.18 Ward: C
Nei. 06.06.18 BVPI Minor Number On No
Con. 06.06.18 Target other - 18 of Weeks Target? No
Exp: on Cttee'
Day:

LOCATION: Land Adjacent to Civic Offices, Gloucester Square, Woking, Surrey, GU21 6YL

PROPOSAL: Installation of 6.5m pole with swift and bat habitat including 3no integral signs and associated hard and soft landscaping

TYPE: Full Planning Application

APPLICANT: Woking Borough Council

OFFICER: Komal Gorasia

REASON FOR REFERRAL TO COMMITTEE

The applicant on the application is Woking Borough Council which falls outside the scope of delegated powers as set out by the Management Arrangements and Scheme of Delegation.

PROPOSED DEVELOPMENT

Installation of 6.5m pole with the following:

- 8no nesting compartments at the top of the pole for swifts
- 2no nesting chambers at the top of the pole for bats
- 3no integral signs attached to the pole (directional and distance signs to Woking's Twin Towns)
- Hard and soft landscaping measuring 2.53m in diameter (surrounded by stone work) at the base of the pole.

RECOMMENDATION

Grant planning permission subject to conditions.

SITE DESCRIPTION

The application relates to a small parcel of fully pedestrianised public land outside the main entrance to the Woking Borough Council Civic Offices (Gloucester Square), opposite the Victoria Entertainments Centre, closest to Victoria Way.

PLANNING HISTORY

There is no relevant planning history to this site.

CONSULTATIONS

None

REPRESENTATIONS

None

RELEVANT PLANNING POLICIES

National Planning Policy Framework (NPPF) (2012):

Section 11 - Conserving and enhancing the natural environment

Woking Core Strategy (2012):

CS7 - Biodiversity and nature conservation

CS21 - Design

CS24 - Woking's landscape and townscape

Woking Development Management Policies DPD (2016):

DM17 – Public Realm

DM18 – Advertising and Signs

PLANNING ISSUES

Principle of Development:

1. The proposal is for the installation of a pole with a swift and bat habitat including directional signs to Woking's Twin Towns: Amstelveen (Netherlands), Le Plessis-Robinson (France) and Rastatt (Germany). The aim of the proposal is to promote awareness and special relationships between towns, promoting understanding of different cultures and lifestyles. The swift and bat habitat will provide nesting chambers and compartments for species which are known to be in rapid decline; the habitats will promote awareness of such species and support the aims of 'Thamesway' where local community and the Council work together to establish a Swifts in Woking project in the Borough.
2. The aim of the proposal is in line with paragraph 109 of the NPPF (2012) which states "The planning system should contribute to and enhance the natural and local environment by: minimising impacts on biodiversity and providing net gains in biodiversity where possible" and the paragraph 5.25 of CS7: Biodiversity and nature conservation of the Woking Core Strategy (2012) which states "The Council will apply a design approach that enhances biodiversity where it is possible to do so". For the reasons highlighted above, the principle of development is considered acceptable.

Impact on character and neighbouring amenity

3. Policy CS21: Design, seeks the creation of buildings and places that are "attractive with their own distinct identity", and which "respect and make a positive contribution to the streetscene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land". Policy CS24: Woking's Landscape and Townscape, similarly requires that "all development proposals will provide a positive benefit in terms of landscape and townscape character".
4. In this instance, the pole will be sited between two large buildings, respecting heights of the buildings whilst the design through sleek steel and stonework complements

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artwork and public realm improvements elsewhere within Woking Town Centre. The deliberate open position at the top of the entrance to the town centre allows for the pole to serve as a landmark gateway into the town centre when approached from the north. For these reasons, it is considered that the proposal will be a positive contribution to Woking town centre and would enhance the character and appearance of the immediate public realm and wider area.

5. The proposal is sited significantly away from residential properties and thus is not considered to cause harm to the visual or residential amenities of local residents.

Principle of Signs

6. The application proposes the installation of 3no directional signs which will be sited on the pole, displaying the names of the twin town, their respective crests and distances (in km and miles). Given the location and size of each sign, they benefit from 'Deemed Consent' under Class 1 of Schedule 3 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 (as amended) and thus do not require planning permission from the Local Planning Authority. Nonetheless, the signs are deemed to be minimal and well designed as to ensure they do not prejudice the enjoyment of this part of the town centre in line with policy DM18: Advertising and Signs of the Woking Development Management Policies DPD (2016).

CONCLUSION

7. For the reasons highlighted above, it is considered that the proposed development is consistent with the grain and pattern of development in the surrounding area, respecting the character and appearance of the surrounding area and resulting in a visually acceptable structure within its setting. The proposal adequately preserves and enhances biodiversity in the borough. The principle of the development is therefore deemed acceptable and in compliance with Core Strategy (2012) policies CS7, CS21 and CS24, Woking DPD (2016) policies DM17 and DM18 and the National Planning Policy Framework (2012).

BACKGROUND PAPERS

1. Site visit photographs
2. Site Notice dated 24.05.2018

RECOMMENDATION

It is recommended that planning permission be granted subject to the following conditions:

1. The development for which permission is hereby granted must be commenced not later than the expiration of three years beginning with the date of this permission.

Reason: To accord with the provisions of Section 91(1) of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved plans listed below:

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- Woking swift tower - general arrangement (W001 C)
- Swift and bat column section (W002 D)
- Swift and bat column details (W003 B)
- Wiring diagram (W004 A)
- Rendered view - close up
- Rendered view - whole tower
- Existing site location plan (0000A)
- Existing site block plan (0001A)
- Existing plan (0002A)
- Existing elevation (0003A)
- Proposed site location plan (1000A)
- Proposed site block plan (1001A)
- Proposed plan (1002A)
- Proposed elevation (1003A)
- Proposed view and planting preferences (1004A)
- Proposed stone artwork references (1005A)

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The external materials to be used in the construction of the development hereby approved shall be as those specified on plans hereby approved and submitted application form, unless otherwise first agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the area and in accordance with Policy CS21 of the Woking Core Strategy 2012.

Informatives

1. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

Existing Coach Park at Woking Park, Kingfield Road, Kingfield, Woking

PLAN/2018/0478

Retention of existing modular secondary school buildings and outdoor play area on existing car and coach park for 360 pupils required for a further temporary period until 15th November 2018 (school occupation of the buildings to cease by 10th August 2018) (Class D1 use).



PLAN/2018/0478



Existing Coach Park

Putting Green

Bowling Green Pavilion

Swimming Pool

Melbury

Posts

Peartree Court

Park View Court

El Sub Sta

Elmdene Court

Pumping Sta

Fleetwood

Stamford House

Posts

Play Area

Cot Duntra

POPLAR GROVE

Garden Close

ESS

Hoe Valley School

Footbridge

Chellow Dene

Ambleside

Woodpeckers

Wychwood

Whirlowdale

Woking Park

Car Park

CLAREMONT DRIVE

El Sub Sta

Balancing Pond Pond

Comments

Not Set



SCALE 1:1,250

0 5 10 20 30 40 Metres

Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

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5f 18/0478 Reg'd: 04.05.2018 Expires: 03.08.18 Ward: HV
Nei. 08.06.18 BVPI Major Number 12/13 On Yes
Con. 08.06.18 BVPI Major Number 12/13 On Yes
Exp: Target Target? Target?
on Cttee'
Day:

LOCATION: Existing Coach Park, Woking Park, Kingfield Road, Woking

PROPOSAL: Retention of existing modular secondary school buildings and outdoor play area on existing car and coach park for 360 pupils required for a further temporary period until 15th November 2018 (school occupation of the buildings to cease by 10th August 2018) (Class D1 use).

TYPE: FULL

APPLICANT: Education and Skill Funding Agency

OFFICER: Joanne Hollingdale

REASON FOR REFERRAL TO COMMITTEE

The application is for major development and is therefore outside the Scheme of Delegation.

SUMMARY OF PROPOSED DEVELOPMENT

The application proposes the retention of the existing modular secondary school buildings and outdoor play area on existing car and coach park for 360 pupils which is required for a further temporary period until 15th November 2018 (school occupation of the buildings to cease by 10th August 2018) (Class D1 use).

PLANNING STATUS

- Urban Area
- Adjacent to High Density Residential Area
- Thames Basin Heaths SPA

RECOMMENDATION

GRANT planning permission subject to conditions.

SITE DESCRIPTION

The application site comprises an area of land in the north-west section of Woking Park. The site is 0.28ha in size and is currently used as the temporary site for the Hoe Valley School and is occupied by a number of modular two storey buildings and associated facilities for the school e.g. cycle parking facilities. The site also includes an acoustic barrier which runs the length of the rear of the site.

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To the west and north of the application site are residential properties, with the main Woking Park facilities and parking areas to the east of the application site. To the south is the access road from Kingfield Road. The western and northern boundaries to the site are formed by mature planting and tree cover.

PLANNING HISTORY

PLAN/2017/0305 - Retention of existing temporary secondary school buildings and the erection of an additional two storey temporary teaching building and outdoor play area on existing car park for 360 pupils in total until 1 September 2018. Condition 1 is as follows:

1. *The use hereby permitted shall be discontinued on or before 31st July 2018; all of the existing and new school buildings and structures hereby permitted shall be removed from the site (including any debris) by 1st September 2018 (except for the existing acoustic barrier along the rear of the site which shall be retained in situ on the site in perpetuity) and the land shall be restored in accordance with a scheme of work (including timescales) which shall be submitted to and approved in writing by the Local Planning Authority on or before 31st July 2018. The approved scheme of works shall be fully implemented in accordance with the approved details and timescale.*

Reason: The development hereby permitted is not considered suitable as a permanent form of development and to safeguard the visual and residential amenities of the area and to comply with Policy CS21 of the Woking Core Strategy 2012 and the policies in the NPPF.

PLAN/2015/0118 - Erection of a temporary secondary school for 240 pupils comprising of 1No single storey administration block and 2No two storey teaching blocks until December 2017. Granted 27.04.15

[Officer note: It is noted that the description of the development for PLAN/2015/0118 referred to a 1no. single storey administration block which was incorrect as the submitted and subsequently approved plans showed clearly a 1no. two storey administration block and a two storey administration block was referred to in the officer report to the Planning Committee when the application was determined]

PROPOSED DEVELOPMENT

The application proposes the retention of existing modular secondary school buildings and outdoor play area on existing car and coach park for 360 pupils required for a further temporary period until 15th November 2018 (school occupation of the buildings to cease by 10th August 2018) (Class D1 use).

No new buildings are proposed as part of this application which seeks to extend the use of the buildings as a school for an additional ten days up until 10th August 2018 and then allow a period of 10 weeks for the buildings to be removed from the site and the land restored to its former condition (excluding the removal of the acoustic barrier which is to be retained on the site).

Details of the reinstatement scheme have been provided with the application and these include:

- All buildings to be removed.
- All infrastructure removed to facilitate the restoration of the tarmac car and coach parking facilities.
- All footings to be removed or made good as necessary.

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- Utilities connections will be disconnected and removed as necessary
- White lines to be re-painted on new surface.
- Reinstatement to take place between September and 15th November 2018.

An acoustic barrier was erected under PLAN/2015/0118 along the rear of the site and has been retained for the duration of the occupation of the site by the school. It is also proposed that the barrier will be retained on the site once the school relocates to its permanent site.

In support of the application a Design and Access Statement and Flood Risk Assessment, have been submitted.

CONSULTATIONS

County Highway Authority: No comments received.

Lead Local Flood Authority: No comments received.

WBC Flood Risk and Drainage Engineer: No comments received.

WBC Environmental Health Officer: We have not had any reported concerns relating to the above site – no objections to the extension of time.

WBC Contaminated Land Officer: No comments received.

WBC Arboricultural Officer: No objections to the extension of time.

REPRESENTATIONS

0 letters of representations have been received.

RELEVANT PLANNING POLICIES

The relevant policies are:

National Planning Policy Framework
Planning Practice Guidance

Policy Statement – Planning for Schools Development 2011

Woking Core Strategy 2012

CS7 – Biodiversity and nature conservation

CS9 – Flooding and water management

CS16 – Infrastructure delivery

CS18 – Transport and accessibility

CS19 – Social and Community infrastructure

CS21 – Design

CS24 – Woking's landscape and townscape

CS25 – Presumption in favour of sustainable development

Development Management Policies DPD 2016

DM2 – Trees and landscaping

DM5 – Environmental Pollution

DM7 – Noise and light pollution

DM8 – Land contamination and hazards

DM21 – Education Facilities

SPD

Parking Standards 2018

Outlook, Amenity, Privacy and Daylight 2008

Design February 2015

PLANNING ISSUES

1. As the site has been used as a temporary school for around 2 years, the main issue to consider in the determination of this application is whether the extension of the time period for the school to occupy the site for a further 10 days until 10th August and then to allow a period of 10 weeks until 15th November 2018 would raise any planning harm, having regard to the planning issues previously assessed or any other new matter.

Use of the site for an additional 10 days until 10th August 2018

2. Policies CS16 and CS19 seek the provision of accessible and sustainable social and community infrastructure to support growth in the Borough. In addition Policy DM21 of the DM Policies DPD supports the provision of new, replacement and the expansion of education facilities on existing sites. It is noted that the permanent school site has been completed although the new school also needs to be prepared for the start of the new academic year in September 2018.
3. The application seeks to extend the use of the site by the school for an additional 10 days until 10th August which would allow the school staff to vacate this building whilst also attending to the new school to ensure that it is ready for the start of the new term. The school term finishes on 18th July and the applicant has confirmed that there will be no students on site after this date. There will only be staff activity and packing up, clearing out etc related to the end of the year work and to move equipment over to the new school site. The Council's Environmental Health Officer has advised that no complaints have been received regarding the use of the site. This additional short time period for the occupation of the site by the school is not considered to result in any adverse impacts to any planning matter including neighbour impact and highway safety.

Restoration of the site until 15th November 2018

4. Once the school has vacated the site and the use ceased the buildings will need to be removed and the land restored to its former condition. The steps required to restore the site are noted above in the proposed development section of this report. It is however noted that the acoustic barrier along the rear boundary of the site will be permanently retained.
5. A period of 10 weeks between September and 15th November 2018 is not considered to be unreasonable to undertake the restoration works and should also take account of any potential inclement weather and also the need to minimise disruption to the wider Woking Park site. No planning harm is considered to result from this part of the proposal.

Local Finance Considerations

6. The Council implemented the Community Infrastructure Levy (CIL) on 1st April 2015. The proposed building is for a Class D1 (school) use and therefore the relevant CIL rate is nil.

CONCLUSION

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7. The proposed extension of the time period for the occupation of the site by the school and for the restoration works on the site is considered to be acceptable development within the urban area for the additional short period of time and subject to the recommended conditions would not result in any adverse impacts to the relevant planning matters (visual amenity, trees, neighbouring amenity, highway safety and transport, ecology, flood risk and surface water drainage, contamination) or any other material planning consideration. Having regard to the relevant policies of the Development Plan and other relevant material planning considerations the proposal is considered to be an acceptable form of development that complies with Policies CS7, CS9, CS16, CS18, CS19, CS21, CS24, and CS25 of the Woking Core Strategy 2012, Policies DM2, DM5, DM7, DM8 and DM21 of the DM Policies DPD 2016, the guidance in the relevant SPDs and the policies within the NPPF. It is therefore recommended that planning permission be granted subject to the conditions set out below.

BACKGROUND PAPERS

Planning File PLAN/2018/0478

RECOMMENDATION

It is recommended that planning permission be **GRANTED** subject to the following conditions:

1. The use hereby permitted shall be discontinued on or before 10th August 2018; all of existing and new school buildings and structures hereby permitted shall be removed from the site (including any debris) by 15th November 2018 (except for the existing acoustic barrier along the rear of the site which shall be retained in situ on the site in perpetuity) and the land shall be restored fully in accordance with the approved details submitted with the application.

Reason: The development hereby permitted is not considered suitable as a permanent form of development and to safeguard the visual and residential amenities of the area and to comply with Policy CS21 of the Woking Core Strategy 2012 and the policies in the NPPF.

2. The development hereby permitted shall be carried out in accordance with the following approved plans and documents:

Site Location Plan (28261135_001) rec 04.05.18
Existing Site Plan (28261135_002) rec 04.05.18
Proposed Site & Roof Plan (28261135_003) rec 04.05.18
Proposed reinstatement plan (28261135_004) rec 04.05.18
Phase 1 Admin block (28261135_005) rec 04.05.18
Phase 1 Teaching block 1 floor plans (28261135_006) rec 04.05.18
Phase 1 Teaching block 1 elevations (28261135_007) rec 04.05.18
Phase 1 Teaching block 2 floor plans (28261135_008) rec 04.05.18
Phase 1 Teaching block 2 elevations (28261135_009) rec 04.05.18
Phase 2 block ground floor plan (28261135_10) rec 04.05.18
Phase 2 block first floor plan (28261135_011) rec 04.05.18
Phase 2 block elevations (28261135_012) rec 04.05.18

Design and Access Statement rec 04.05.18
Flood Risk Assessment rec 08.06.18

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Reason: For the avoidance of doubt and to ensure that the development is completed in accordance with the approved plans.

3. The existing 2.4-3 metre high acoustic barrier/fence which forms the southern and western boundaries of the site, as shown on the reinstatement plan (28261135_004) rec 04.05.18, shall be retained and maintained at its current height, composition and appearance (natural coloured timber, double layered acoustic fence with insulated dense expanding foam) in situ on site in perpetuity unless otherwise first approved in writing by the Local Planning Authority.

Reason: To safeguard the amenities of nearby residential properties from activities on this site by reason of noise and disturbance and to comply with Policy CS21 of the Woking Core Strategy 2012 and the policies in the NPPF.

4. The school hereby approved shall only be open to pupils during the hours 08:00 to 18:00 hours Monday to Friday - except for up to 30 pupils registered at and attending the school breakfast club starting at 07:45am in accordance with the details contained in an email from the applicant dated 24.04.17 unless otherwise first approved in writing by the Local Planning Authority; and not at all on Saturdays, Sundays, Bank or Public Holidays. Use of the buildings after 18:00 hours shall be limited to parents evenings, PTA, Governors meetings and staff meetings only unless otherwise first approved in writing with the Local Planning Authority.

Reason: In order to protect the residential amenities of the neighbouring properties and to comply with Policy CS21 of the Woking Core Strategy 2012 and policies in the NPPF.

5. No deliveries shall be taken into or dispatched from the site outside the hours of 08:00 to 18:00 Monday-Friday and not at any time on Saturday, Sundays, Bank or Public Holidays.

Reason: In order to protect the residential amenities of the neighbouring properties and to comply with Policy CS21 of the Woking Core Strategy and the policies in the NPPF.

6. The school shall be limited to a maximum of 360 pupils during the 2017-18 academic year.

Reason: In order to protect the residential amenities of the neighbouring properties and to comply with Policy CS21 of the Woking Core Strategy and the policies in the NPPF.

7. No sound reproduction equipment which conveys messages, music or other sound by voice or otherwise which is audible outside the buildings hereby approved shall be installed on the site without the prior written consent of the Local Planning Authority.

Reason: In order to protect the amenities of occupiers of nearby properties and to comply with Policy CS21 of the Woking Core Strategy and the policies in the NPPF.

8. If one or more of the three trees, forming group G1, as identified in the submitted Arboricultural Information provided by Challice Consulting Ltd dated 15th March 2017 (submitted with application PLAN/2017/0305) are damaged/destroyed or removed, die or becomes diseased in the implementation of this planning permission (including the installation and/or removal of the buildings hereby approved) then those tree(s) shall be replaced during the next planting season following the expiry of this planning permission with specimens of the same size and species unless otherwise first approved in writing by the Local Planning Authority.

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Reason: In the interests of amenity and biodiversity and to preserve and enhance the character and appearance of the locality and to comply with Policies CS7 and CS21 of the Woking Core Strategy 2012 and the policies in the NPPF.

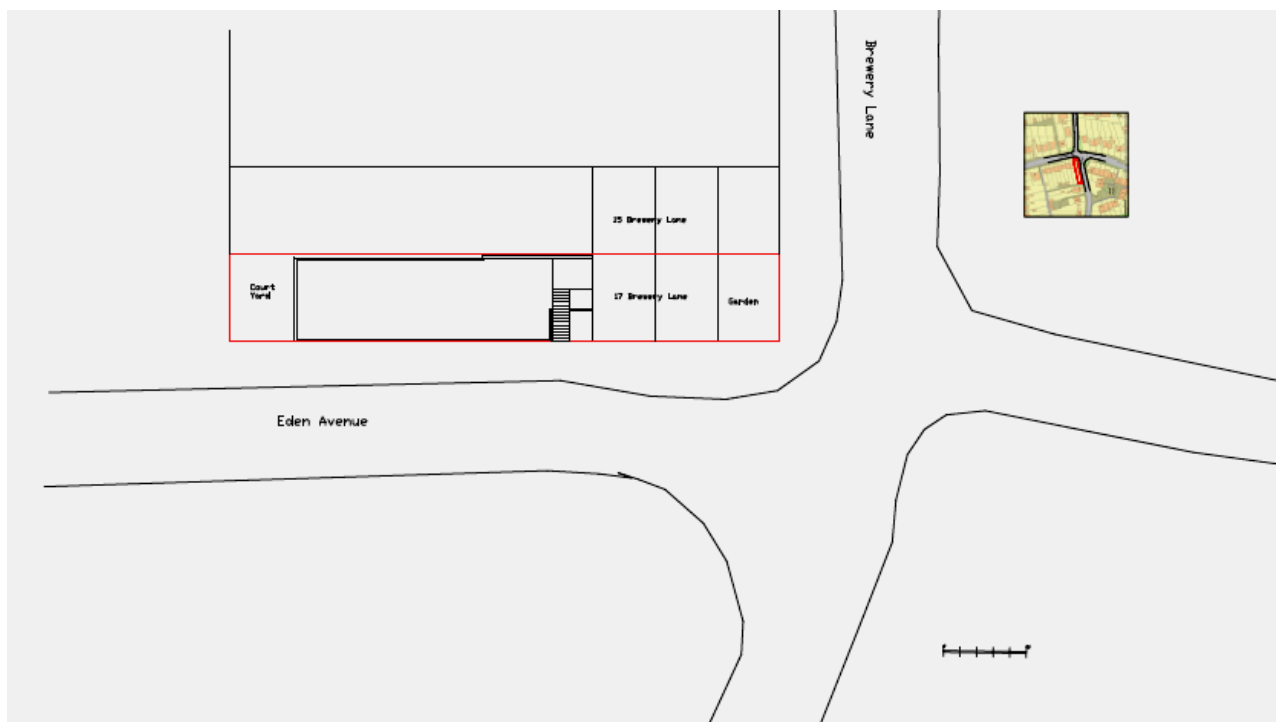
Informatives

01. For the avoidance of doubt, the applicant is advised that the granting of this planning permission would take precedence over the requirements of Condition 1 of planning permission PLAN/2017/0305 which require the buildings to be removed from the site on the expiry of that permission.
02. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.
03. You are advised that Council officers may undertake inspections without prior warning to check compliance with approved plans and to establish that all planning conditions are being complied with in full. Inspections may be undertaken both during and after construction.

Natural Flames Ltd,
17 Brewery Lane, Byfleet,
West Byfleet

PLAN/2018/0311

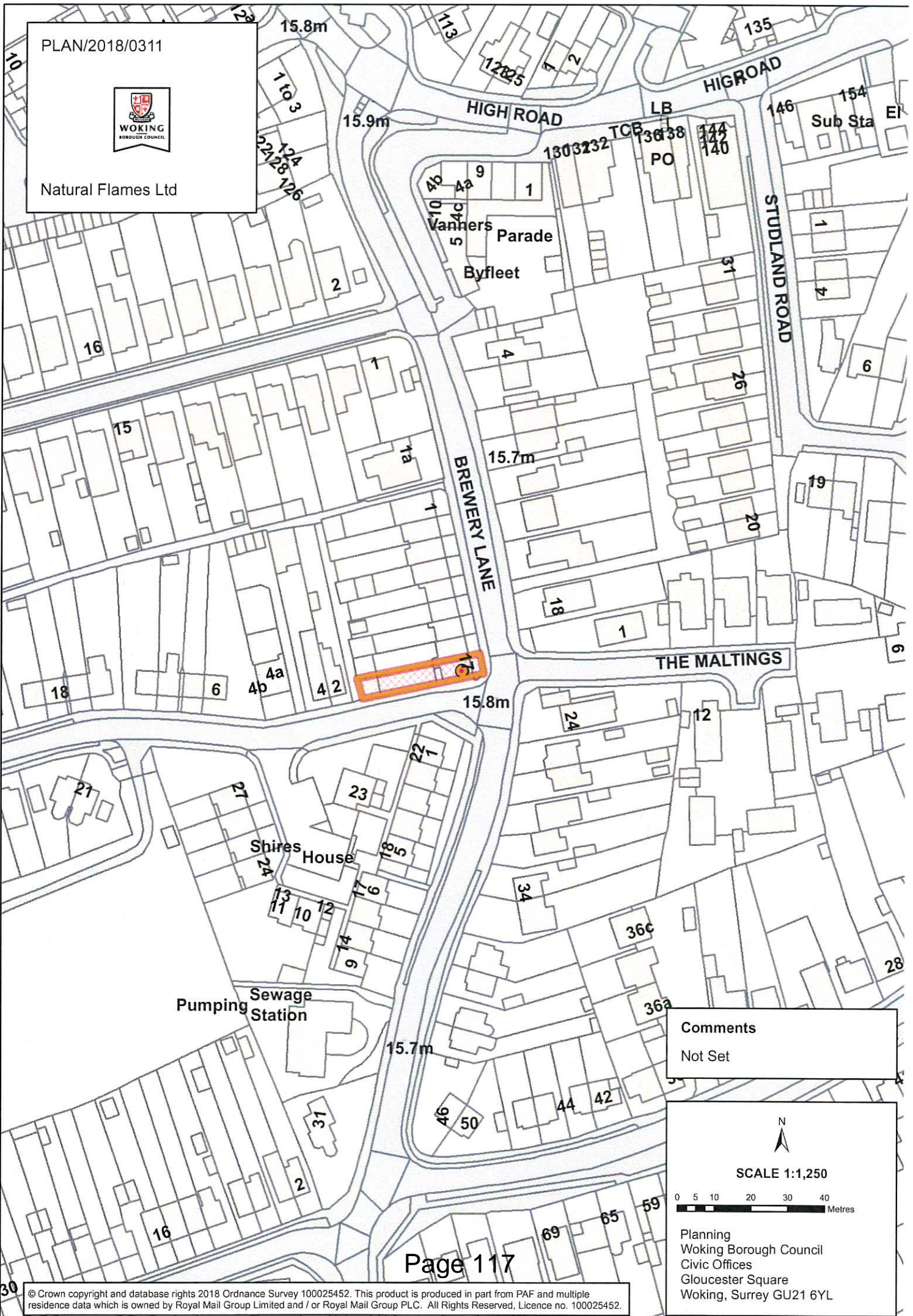
Conversion of a two-bedroom upper floor flat to 2 x one-bedroom flats, including the insertion of a new first floor door in the rear elevation.



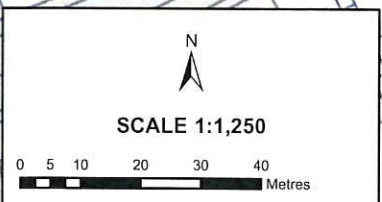
PLAN/2018/0311



Natural Flames Ltd



Comments
Not Set



Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

PLANNING HISTORY

- PLAN/2018/0313: Demolition of building and erection of two one bed apartments with a shallow pitched roof - withdrawn 18.04.2018.
- PLAN/2017/0799: Prior approval for a proposed change of use of a part of retail units (class A1/A2) to 4no one-bedroom dwellings (class C3) - approved 28.09.2017.
- PLAN/2017/0727: Erection of a rear dormer to create an en-suite bathroom at second floor, front rooflights and enlarged window to the ground floor flank elevation. (Amended Description) - permitted 13.09.2017.
- PLAN/2017/0269: Construction of 1 bed flat over garage following demolition of storage unit to rear of 17 Brewery Lane - no further action 10.03.2017.
- PLAN/2016/0320: Retention of a chimney flue - permitted 09.08.2016.
- PLAN/1995/0193/A: Development Appeal - appeal dismissed 24.10.1995.
- PLAN/1995/0193: Retrospective application for the retention of a single storey rear extension for storage purposes ancillary to the retail shop - refused 17.07.1995.
- PLAN/1988/0267/A: Development Appeal - split decision 11.11.1988.
- PLAN/1988/0267: Display of two shop signs and service information boards - refused 26.08.1988.
- PLAN/1988/0220/A: Development Appeal - appeal dismissed 26.02.1988.
- PLAN/1988/0220: Change of use of storage yard to pre-delivery inspection yard for motor vehicles - refused 26.08.1988.
- 0032111: ATLS ADDITION(S) - permitted 01.09.1973.
- 0014477: NEW SHOPFRONT - permitted 01.08.1961.
- 0011153: ALTERATION - permitted.

PROPOSED DEVELOPMENT

This application proposes to convert the first floor to a 1-bedroom flat and to create another 1-bedroom flat in the roof space. Another first floor rear door is proposed in the rear elevation which would provide access to new internal stairs up to the proposed flat in the roof space. The application proposes to implement the rear dormer approved as part of PLAN/2017/0727 in order to serve this new flat. The application also proposes to enlarge an existing ground floor window in the side (south) elevation.

SUMMARY INFORMATION

Site area (excluding dropped kerb area)	0.0175ha
Existing units	1 unit

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Proposed units	2 units
Existing bedrooms/unit	3 bedrooms
Proposed bedrooms/unit	1 bedrooms
Existing site density	57 dwellings/hectare
Proposed site density	114 dwellings/hectare

CONSULTATIONS

County Archaeological Officer (SCC): No objection subject to condition.

County Highway Authority (SCC): No objection subject to condition.

LPA Drainage & Flood Risk Engineer: *“Following a review of the information submitted, the proposed development is within Flood Zone 2 and is a subdivision of 1 dwelling into 2 dwellings. National Planning Policy and Woking Borough Council’s policy states that all developments within Flood Zone 2 require a Flood Risk Assessment and if necessary a Sequential Test must be carried out. As the proposed development is for the subdivision of a single dwelling into 2 dwellings, this is not classed as a minor development in drainage and flood risk terms and therefore a Sequential Test is required and must be passed. Therefore the application does not comply with NPPF and we cannot recommend approval of this development.*

However, following a review of the other information relating to drainage and flood risk, the proposed development is at first and second floor levels and is within the current curtilage of the property. This means there will be no loss in flood storage and no increase in flood risk. The development itself is above the flood levels for the site and from the plans there will be no increase in the vulnerability of the property.”

LPA Contaminated Land Officer: No objection subject to condition.

NEIGHBOUR REPRESENTATIONS

Three letters of objection were received which made the following main statements:

- An objector questioned why they were not notified of the application. (Case Officer’s note: the relevant neighbours were written to in line with the Council’s procedures.)
- Lack of parking.
- The proposal could cause people to park near the junction which could impede the views of drivers turning in and out of the road.
- There are currently building works undertaken at the application site which has created noise and debris pollution that has had an impact on an objector’s elderly mother who has also lives close to the site.
- An objector questioned whether the area shown as a front garden on the submitted drawings actually belongs to the applicant. Therefore if works are done to this area this could impede pedestrians.
- The owner could withdraw his application PLAN/2018/0313 and convert it back to a garden which would be more in keeping with the area.
- An objector questioned whether there would be sufficient space for refuse storage.

RELEVANT PLANNING POLICIES

National Planning Policy Framework (2012):

Section 4 - Promoting sustainable transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring good design

Section 10 - Meeting the challenge of climate change, flooding and coastal change

Section 11 - Conserving and enhancing the natural environment

Woking Core Strategy (2012):

CS1 - A Spatial Strategy for Woking

CS7 - Biodiversity and nature conservation

CS8 - Thames Basin Heaths Special Protection Area

CS9 - Flooding and water management

CS10 - Housing provision and distribution

CS11 - Housing mix

CS12 - Affordable housing

CS16 - Infrastructure Delivery

CS18 - Transport and accessibility

CS21 - Design

CS22 - Sustainable Design and Construction

CS24 - Woking's Landscape and Townscape

CS25 - Presumption in Favour of Sustainable Development

Development Management Policies DPD (2016):

DM8 - Land Contamination and Hazards

DM9 - Flats Above Shops and Ancillary Accommodation

Supplementary Planning Documents

Woking Design SPD (2015)

Outlook, Amenity, Privacy and Daylight (2008)

Parking Standards (2018)

Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015

Climate Change (2013)

Affordable Housing Delivery (2014)

PLANNING ISSUES

The main issues to consider in determining this application are the principle of development, impact on character, impact on neighbours, quality of accommodation, impact on flooding, impact on contamination, impact on car parking provision and highway safety, impact on sustainability and the impact on the Thames Basin Heaths Special Protection Area having regard to the relevant policies of the Development Plan.

Principle of development

1. The NPPF and Policy CS25 of the Core Strategy promote a presumption in favour of sustainable development. The application site is located within an established residential area. It also has good road and bus links. For these reasons the site location is considered to be suitably sustainable in the defined urban area of Woking.
2. Policy CS10 of the Core Strategy states that the Council "*will not permit the loss of family homes on sites capable of accommodating a mix of residential units*

unless there are overriding policy considerations justifying this loss". The proposed development would lead to the loss of a 3-bedroom flat and it is therefore considered that it would lead to the loss of a family dwelling which would be contrary to Policy CS10. It would however result in an additional residential unit which accords with Policy CS11 which states that the Council "will make provision for at least 4,964 net additional dwellings in the Borough between 2010 and 2027". Furthermore, it is noted that the existing flat has no private amenity space and is not therefore considered to be the best quality of accommodation for family purposes. For these reasons it is considered that the principle of development is acceptable subject to further material considerations as set out in this report.

Impact on neighbours

3. The neighbours potentially most affected by the proposal are 15 Brewery Lane to the north and 2 Eden Grove to west.
4. While it is noted that the proposed first floor rear door would be closer to 15 Brewery Lane the existing platform which would provide access to it is not proposed to be enlarged. It is therefore considered that there would be no increase in overlooking towards the rear garden of no.15 or the side access of no.2. The proposed dormer would be the same as that approved as part of PLAN/2017/0727 and it is therefore considered that it would not create unacceptable overlooking issues. The enlarged side window would be at ground floor level and it is therefore considered that it would not create unacceptable overlooking issues either.
5. It is considered that the proposed development would not have an unacceptable impact on the sunlight/daylight levels received by neighbouring properties or to appear unacceptably overbearing towards them.
6. The proposal is considered to be acceptable in terms of its relationship with neighbouring properties and will safeguard the outlook, amenity, privacy and daylight of existing and future occupiers of existing dwellings.

Quality of accommodation and private amenity space

7. The then DCLG's *Technical housing standards – nationally described space standard* (2015) recommends that a 1-bedroom flat should have a minimum gross internal area (GIA) of 37sqm. The proposed first floor flat would have a 38.3sqm GIA and would therefore accord with this. The proposed second floor flat would have a 39.2sqm GIA. It is noted however that the Technical Housing Standards recommends that areas with a head height of 1.5m or less do not contribute to the GIA and that 75% of the GIA should have a head height of at least 2.3m and that the second floor flat would fall short of this. However, this shortfall is considered to be marginal and it should also be noted that Technical Housing Standards has not been adopted by the Council and can therefore only be used as guideline. It is therefore considered that on balance the proposed dwellings would achieve an acceptable size and standard of accommodation with acceptable quality of outlook to habitable rooms.
8. Woking Council's SPD *Outlook, Amenity, Privacy & Daylight* (2008) states that "Dwellings specifically designed not to be used for family accommodation do not require any specific area to be set aside for each as private amenity space". The proposed dwelling would not be family accommodation and it is therefore

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considered that the fact that they would not have any private or communal amenity space would not be unacceptable.

9. The proposal is therefore considered to be acceptable in terms of quality of accommodation and private amenity space.

Impact on flooding

10. The application site is in the EA's Flood Zone 2. As a sequential test has not been undertaken in accordance with paragraphs 100-104 of the NPPF the Council Drainage & Flood Risk Engineer's consultation response states that he "*cannot recommend approval of this development*" but goes on to state that "*following a review of the other information relating to drainage and flood risk, the proposed development is at first and second floor levels and is within the current curtilage of the property. This means there will be no loss in flood storage and no increase in flood risk. The development itself is above the flood levels for the site and from the plans there will be no increase in the vulnerability of the property.*"
11. As the proposed development is considered not to increase flood risk or lead to a loss in flood storage. Therefore, whilst the proposal does not accord with NPPF flooding policy, no planning harm would arise and it is not considered reasonable to refuse this application on flooding grounds.
12. The proposal is therefore considered to have an acceptable impact on flooding.

Impact on contamination

13. Due to the site's former use for the storage of LPG and petroleum/kerosene contamination is suspected. However, the Council's Contaminated Land Officer has raised no objection subject to condition.
14. The proposal is therefore considered to have an acceptable impact on contamination subject to this condition.

Impact on car parking provision and highway safety

15. Woking Council's *Parking Standards SPD* (2018) recommends that 1-bedroom flats should have a minimum of 0.5 car parking spaces per flat. The proposed development would therefore need 1 parking space to comply with this. While it is noted that there is an area of hardstanding to the rear of the existing outbuilding this is not shown to be for parking. It is therefore considered that the proposal would have no parking provision and therefore fall below guidelines in the SPD.
16. However, the proposal has been assessed by the County Highway Authority (SCC) in terms of the likely net additional traffic generation, access arrangements and parking provision and they have raised no objections subject to condition.
17. The potential displacement of 1 car onto the highway would not result in demonstrable planning harm and the proposal is therefore considered to have an acceptable impact on car parking provision and highway safety.

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Sustainability

18. Planning policies relating to sustainable construction have been updated following the Government's withdrawal of the Code for Sustainable Homes. Therefore in applying policy CS22 of the *Woking Core Strategy* (2012), the approach has been amended and at present all new residential development shall be constructed to achieve a water consumption standard of no more than 105 litres per person per day indoor water consumption and not less than a 19% CO2 improvement over the 2013 Building Regulations TER Baseline (Domestic). A planning condition has been recommended to secure this.

Affordable Housing

19. Planning Practice Guidance (Paragraph 031 - Revision date: 19.05.2016) sets out that there are specific circumstances where contributions for affordable housing planning obligations should not be sought from small scale and self-build development. This follows the order of the Court of Appeal judgment dated 13th May 2016, which again gives legal effect to the policy set out in the Written Ministerial Statement of 28th November 2014 and should be taken into account. These circumstances include that contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floor space of no more than 1000sqm.
20. Whilst it is considered that weight should still be afforded to policy CS12 of the *Woking Core Strategy* (2012) it is considered that greater weight should be afforded to the policies within the Written Ministerial Statement of 28th November 2014 and the Planning Practice Guidance (Paragraph 031 - Revision date: 19.05.2016). As the proposal represents a development of 10 units or less, and has a maximum combined gross floorspace of no more than 1000sqm, no affordable housing financial contribution is therefore sought from the application scheme.

Local finance consideration

21. The proposed development would not lead to a gross internal area increase and would therefore be liable to make a financial contribution to CIL.

Impact on the Thames Basin Heaths Special Protection Area

22. The SPAs in this area are internationally-important and designated for their interest as habitats for ground-nesting and other birds. Policy CS8 of the *Woking Core Strategy* (2012) requires new residential development beyond a 400m threshold but within 5km of the SPA boundary to make an appropriate contribution towards the provisions of Suitable Alternative Natural Greenspace (SANG) and the Strategic Access Management and Monitoring (SAMM).
23. Suitable Alternative Natural Greenspace (SANG) and Landowner Payment elements of the SPA tariff are encompassed within the Community Infrastructure Levy (CIL) however the Strategic Access Management and Monitoring (SAMM) element of the SPA tariff is required to be addressed outside of CIL. A SAMM contribution of **£503** in line with the *Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015* (April 2018update) as a result of the uplift of one 1-bedroom dwelling that would arise from the proposal would be required.
24. A signed Unilateral Undertaking will be used to secure this financial contribution.

CONCLUSION

Overall the principle of development is considered to be acceptable and it is considered that it would have an acceptable impact on character, neighbours, quality of accommodation, amenity space, flooding, contamination, car parking provision and highway safety, flood risk, contamination sustainability and the Thames Basin Heaths Special Protection Area having regard to the relevant policies of the Development Plan. The proposal therefore accords with sections 4, 6, 7, 10 and 11 of the *National Planning Policy Framework* (2012), policies CS1, CS7, CS8, CS9, CS10, CS11, CS12, CS16, CS18, CS21, CS22, CS24 and CS25 of the *Woking Core Strategy* (2012), policies DM8 and DM9 of the *Development Management Policies DPD* (2016), *Woking Design SPD* (2015), *Outlook, Amenity, Privacy and Daylight* (2008), *Parking Standards* (2018), *Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015*, *Climate Change* (2013) and *Affordable Housing Delivery* (2014).

BACKGROUND PAPERS

Site visit photographs (03.04.2018)

PLANNING OBLIGATIONS

	Obligation	Reason for Agreeing Obligation
1.	Provision of £503 contribution to provide SAMM.	To accord with the Habitat Regulations and associated Development Plan policies and the Council's Adopted Avoidance Strategy.

RECOMMENDATION

It is recommended that planning permission be GRANTED subject to the above legal agreement and the following conditions:

1. The development hereby permitted shall be commenced not later than three years from the date of this permission.

Reason:

To accord with the provisions of Section 91 (1) of The Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the approved drawings listed below:

- 1:1250 location plan Drwg no.S101 (received by the LPA on 19.03.2018)
- 1:100 proposed block plan Drwg no.617-005A (received by the LPA on 06.04.2018)
- 1:100 plans and elevations Drwg no.617-004A (received by the LPA on 06.04.2018)

Reason:

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For the avoidance of doubt and to ensure that the development is completed in accordance with the approved drawings.

3. The external finishes of the development hereby permitted shall match those used in the existing building in material, colour, style, bonding and texture.

Reason:

In the interests of the character and appearance of the building and the visual amenities of the area and in accordance with policy CS21 of the *Woking Core Strategy* (2012).

4. The development hereby approved shall not be first occupied unless and until the following facilities have been provided in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for:
 - a) The secure parking of bicycles within the development site, and thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.

Reason:

The above condition is required in recognition of Section 4 of the NPPF.

5. (i) Development shall not begin until a scheme to deal with contamination of the site has been submitted to and approved in writing by the Local Planning Authority.
 - (ii) The above scheme shall include :-
 - (a) a contaminated land desk study;
 - (b) a suitably detailed site investigation proposal;
 - (c) a site investigation report based upon (a) and (b);
 - (d) a remediation action plan based upon (c);
 - (e) a discovery strategy dealing with unforeseen contamination discovered during construction;
 - (f) a validation strategy identifying measures to validate the works undertaken as a result of (d) and (e)
 - (g) a 'verification report appended with substantiating robust evidence demonstrating the agreed remediation has been carried out.
 - (iii) Unless otherwise agreed in writing by the Local Planning Authority, the development shall be carried out and completed wholly in accordance with such details as may be agreed.

Reason:

To ensure that a satisfactory strategy is put in place for addressing contaminated land, making the land suitable for the development hereby approved without resulting in risk to construction workers, future users of the land, occupiers of nearby land and the environment generally in accordance with Policies CS9 and CS21 of the *Woking Core Strategy* (2012).

6. ++ The development hereby permitted shall not commence until details of the measures to be undertaken to acoustically insulate and ventilate the building for the containment of internally generated noise have been submitted to and approved in writing by the Local Planning Authority.

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Reason:

To protect the environment and amenities of the occupants of neighbouring properties in accordance with Policy CS21 of the *Woking Core Strategy* (2012).

7. ++ The development hereby permitted shall not commence until details of the proposed waste and recycling management arrangements have been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be carried out in full prior to the first occupation of the development and maintained thereafter for use at all times.

Reason:

In the interests of amenity and to ensure the appropriate provision of infrastructure in accordance with Policies CS16 and CS21 of the *Woking Core Strategy* (2012).

Informatives

1. Your attention is specifically drawn to the conditions above marked ++. These condition(s) require the submission of details, information, drawings, etc. to the Local Planning Authority PRIOR TO THE COMMENCEMENT OF ANY DEVELOPMENT ON THE SITE or, require works to be carried out PRIOR TO THE COMMENCEMENT OF THE USE. Failure to observe these requirements will result in a contravention of the terms of the permission and the Local Planning Authority may serve Breach of Condition Notices to secure compliance.

You are advised that sufficient time needs to be given when submitting details in response to conditions, to allow the Authority to consider the details and discharge the condition. A period of between five and eight weeks should be allowed for.

2. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the *National Planning Policy Framework* (2012).
3. For the avoidance of doubt, the following definitions apply to the above condition (No:5) relating to contaminated land: Desk study- This will include: -
 - (i) a detailed assessment of the history of the site and its uses based upon all available information including the historic Ordnance Survey, Regulatory Consultations and any ownership records associated with the deeds.Site investigation proposal- This will include: -
 - (i) a detailed methodology for assessing and investigating the site for the existence of any form of contamination which is considered likely to be present on or under the land based upon the desk study.
 - (ii) This is subject to the written approval in writing of the Local Planning Authority, and any additional requirements that it may specify, prior to any site investigation being commenced on site.
 - (iii) Following approval, the Local Planning Authority shall be given a minimum of two weeks written notice of the commencement of site investigation works.Site Investigation Report: This will include: -
 - (i) a relevant site investigation including the results of all sub-surface soil, gas and groundwater sampling taken at such points and to such depth as the Local Planning Authority may stipulate.

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(ii) a risk assessment based upon any contamination discovered and any receptors. Remediation action plan: This plan shall include details of: -

(i) all contamination on the site which might impact upon construction workers, future occupiers and the surrounding environment;

(ii) appropriate works to neutralise and make harmless any risk from contamination identified in (i)

Discovery strategy: Care should be taken during excavation or working of the site to investigate any soils which appear by eye or odour to be contaminated or of different character to those analysed. The strategy shall include details of:

(i) supervision and documentation of the remediation and construction works to ensure that they are carried out in accordance with the agreed details;

(ii) a procedure for identifying, assessing and neutralising any unforeseen contamination discovered during the course of construction

(iii) a procedure for reporting to the Local Planning Authority any unforeseen contamination discovered during the course of construction

Validation strategy: This shall include: -

(i) documentary evidence that all investigation, sampling and remediation has been carried out to a standard suitable for the purpose; and

(ii) confirmation that the works have been executed to a standard to satisfy the planning condition (closure report).

Verification report: This shall include: -

(i) The report shall detail evidence of the remediation, the effectiveness of the remediation carried out and the results of post remediation works. The inclusion of site photographs is considered advantageous. All of the above documents, investigations and operations should be carried out by a qualified, accredited consultant/contractor in accordance with a quality assured sampling, analysis and recording methodology. In addition to this it is expected that best practice guidance from authorities such as the EA, British Standards, CIRIA and NHBC would be followed where applicable.

4. In seeking to address the waste and recycling management condition above, the applicant's attention is drawn to Woking Borough Council's Good Practice Guide for Developers; "Waste and Recycling Provisions for New Residential Developments" and in particular the requirements for provision of bins/containers (page 11). The guidance is available at: www.woking.gov.uk/environment/wasterecycle/goodpracticeguide.

SECTION C

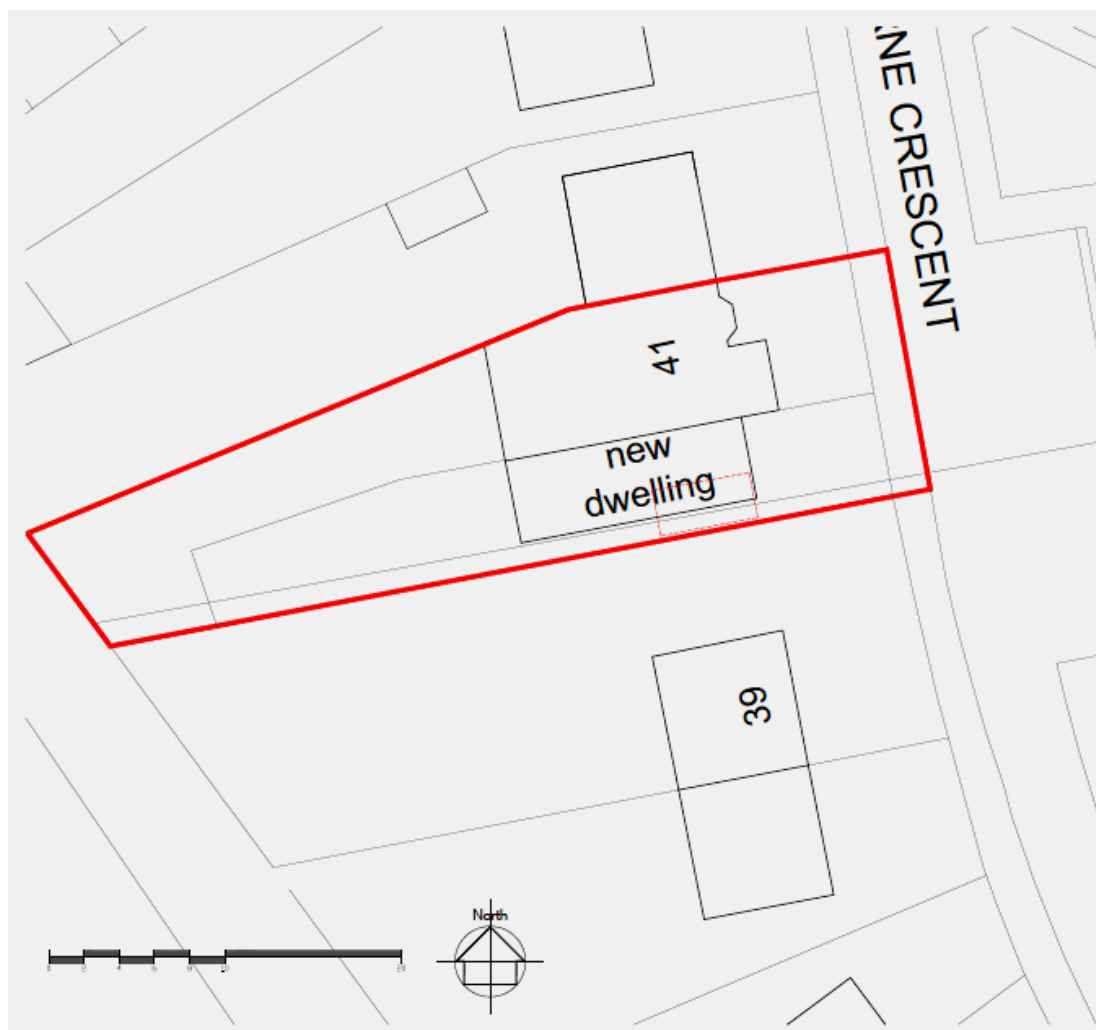
**APPLICATION REPORTS NOT TO BE
PRESENTED BY OFFICERS UNLESS REQUESTED
BY A MEMBER OF THE COMMITTEE**

(Note: Ordnance Survey Extracts appended to the reports are for locational purposes only and may not include all current developments either major or minor within the site or the area generally)

41 Lambourne Crescent, Sheerwater, Woking

PLAN/2018/0416

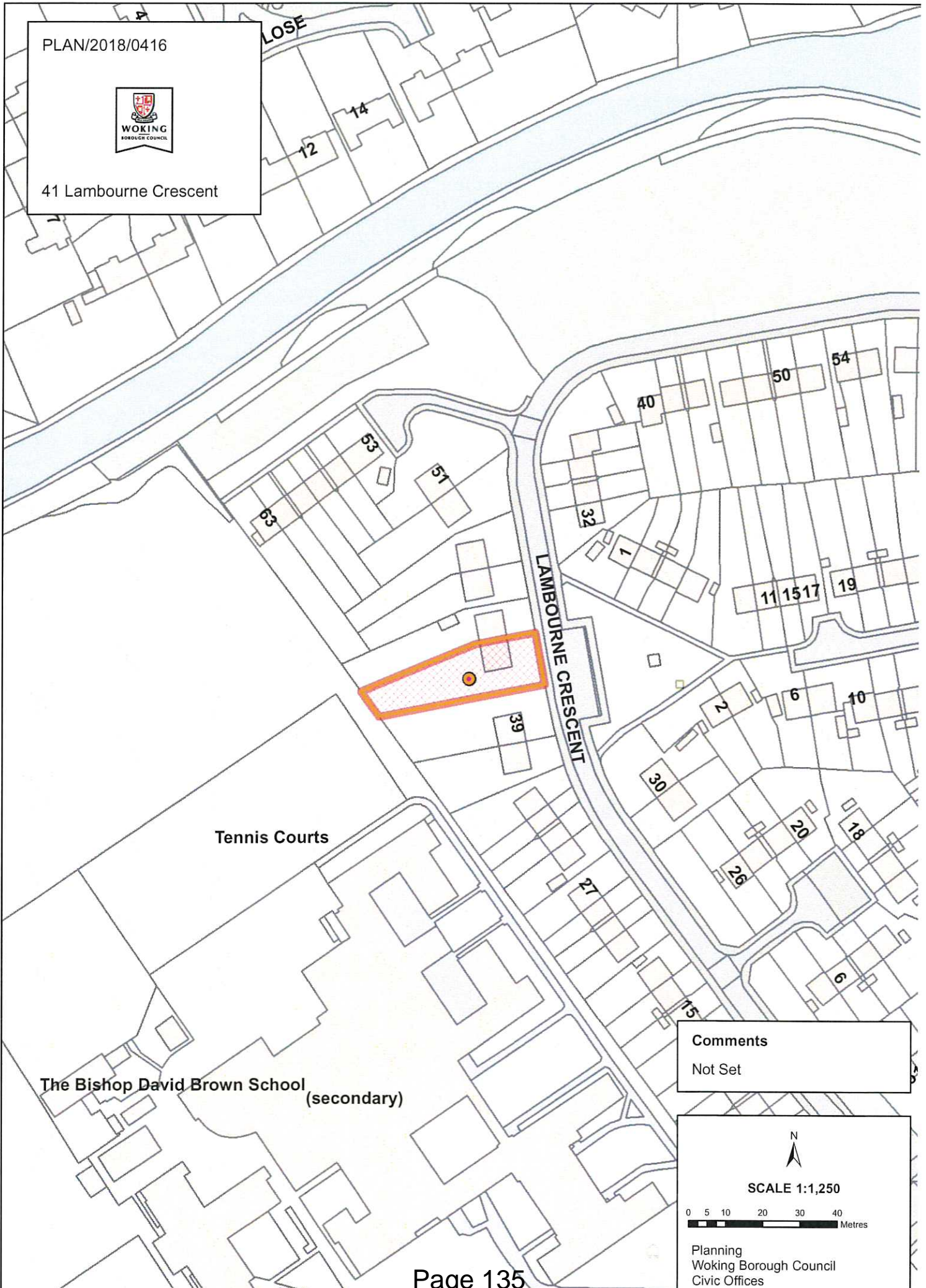
Erection of a two storey dwelling attached to no. 41 Lambourne Crescent to create terrace of three.



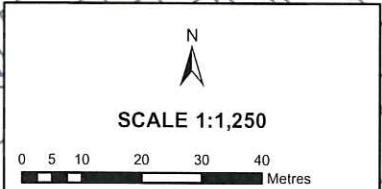
PLAN/2018/0416



41 Lambourne Crescent



Comments
Not Set



Planning
Woking Borough Council
Civic Offices
Gloucester Square
Woking, Surrey GU21 6YL

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5h 18/0416 Reg'd: 17.04.18 Expires: 26.07.18 Ward: C
Nei. 22.05.18 BVPI Minor Number 14 On No
Con. Target dwellings -13 of Weeks Target?
Exp: on Cttee'
Day:

LOCATION: 41 Lambourne Crescent, Sheerwater, Woking, Surrey, GU21 5RG

PROPOSAL: Erection of a two storey dwelling attached to no. 41 Lambourne Crescent to create terrace of three.

TYPE: Full Planning Application

APPLICANT: Mr M Shah

OFFICER: William
Flaherty

REASON FOR REFERRAL TO COMMITTEE:

The application has been referred to Planning Committee by Councillor Aziz for further discussion on the proposed amenity spaces and separation distances in the context of the wider Sheerwater Estate.

SUMMARY OF PROPOSED DEVELOPMENT

The proposal is for the subdivision of the existing plot and the erection of a two storey bedroom dwelling attached to No. 41 Lambourne Crescent with the widening of the existing dropped kerb and the construction of an additional dropped kerb.

Site Area: 0.0583 ha (583.5sq.m)
Existing units: 1
Proposed units: 2
Existing density: 17 dph (dwellings per hectare)
Proposed density: 34 dph

PLANNING STATUS

- Urban Area
- Thames Basin Heaths SPA ZoneB (400m-5km)

RECOMMENDATION

REFUSE planning permission.

SITE DESCRIPTION

The application site comprises of garden land at No. 41 Lambourne Crescent in the Sheerwater area of the Borough. No trees subject to Tree Preservation Orders (TPOs) are situated on site, the site is not situated in a Conservation Area and does not concern a listed building. The site is not located within fluvial Flood Zones 2 or 3, although fluvial Flood Zone 2 is identified within 10m of the site boundary to the rear. To the front of the application site,

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the road has been identified as an area of low probability of surface water flooding (1 in 1000 year).

The area is characterised by low-density, two-storey, publically-built post-war housing in terraces of four or pairs of semi-detached.

PLANNING HISTORY

- PLAN/2017/1428 - Erection of a two storey two bedroom dwelling attached to No. 41 Lambourne Crescent, widening of existing dropped kerb and construction of an additional dropped kerb – Refused for the following reasons:

'01. The proposed development, by reason of the proposed plot subdivision and the siting and design of the proposed dwelling would result in an unduly cramped and incongruous overdevelopment of the site which would detract from the spacious, open plan character of the area and would fail to reflect the prevailing grain, pattern and character of development in the area. The proposal would therefore cause unacceptable harm to the character of the surrounding area contrary to Core Strategy (2012) policies CS21 'Design' and CS24 'Woking's landscape and townscape', Woking Development Management Policies DPD (2016) policy DM10 'Development on Garden Land', Supplementary Planning Documents 'Woking Design' (2015) and 'Plot Sub-Division: Infilling' and Backland Development' (2000) and Section 7 the NPPF (2012).

02. The proposed development would result in a loss of habitable room windows on the south elevation of existing No. 41 and the subdivided garden would be substandard in size when compared to the size of the existing family dwelling. Boundary treatment, the narrow garden width and the loss of habitable room windows would result in a loss of outlook, loss of daylight/sunlight and an undue sense of enclosure to No. 41. Furthermore, the narrow garden width, poor outlook to habitable rooms and the substandard bedroom size of the proposed dwelling would cumulatively result in a poor standard of accommodation for the proposed dwelling which would be contrary to Policy CS21 (Design) of the Council's Core Strategy (2012) and the Council's 'Outlook, Amenity, Privacy and Daylight' SPD (2008).

03. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the proposed net additional dwelling would not have a significant impact on the Thames Basin Heaths Special Protection Area, contrary to Core Strategy (2012) policy CS8 'Thames Basin Heaths Special Protection Areas', the Thames Basin Heaths Avoidance Strategy (2010 - 2015), and saved policy NRM6 of the South East Plan (2009) and the Conservation of Habitats and Species Regulations 2010 (SI No. 490 - the "Habitats Regulations").'

- PLAN /2013/0780 - Proposed erection of a single storey rear extension and single storey front porch extension – Permitted

PROPOSED DEVELOPMENT

The application seeks planning permission for the erection of a two storey, two bedroom dwelling attached to No. 41 Lambourne Crescent, the widening of existing dropped kerb and construction of an additional dropped kerb.

CONSULTATIONS

County Highway Authority: No objection subject to prior to occupation planning conditions.

Note: As the Council's Flood Risk & Drainage Officer had no comments to make on the previous application and the current planning application would not be significantly different to what has previously been assessed, the Flood Risk & Drainage Officer has not been consulted. It was noted on the site visit for the previous application that there is no longer an overhead power line running above the site, therefore National Grid have not been consulted.

REPRESENTATIONS

1 letter of objection was received raising the following comments:

- The proposed dwelling would encroach on the land of neighbouring No. 39, there is not enough room for the proposed dwelling within the application site;
- The location of the rubbish bin storage and door would encroach on neighbouring land;
- The proposal would result in a loss of privacy to No. 39 due to overlooking and a loss of light and increased noise;
- The southern wall and associated windows and door would be extremely close to the boundary;
- The proposal would result in nuisance, annoyance and trespass during the construction phase.

RELEVANT PLANNING POLICIES

National Planning Policy Framework (NPPF) (2012):
Section 6 - Delivering a wide choice of high quality homes
Section 7 – Requiring Good Design

Woking Borough Core Strategy (2012):
CS1 - A Spatial strategy for Woking Borough
CS8 - Thames Basin Heaths Special Protection Areas
CS9 - Flooding and water management
CS10 - Housing provision and distribution
CS11 - Housing mix
CS18 – Transport and Accessibility
CS21 – Design
CS22 – Sustainable Construction
CS24 – Woking's Landscape and Townscape
CS25 – Presumption in favour of sustainable development

Supplementary Planning Documents:
Woking Design (2015)
Outlook, Amenity, Privacy and Daylight (2008)
Parking Standards (2018)
Climate Change (2013)
Affordable Housing Delivery (2014)

Development Management Policies DPD (2015)

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DM2 – Trees and Landscaping
DM7 – Noise and Light Pollution
DM10 – Development on Garden Land
DM11 – Sub-Divisions, Specialist Housing, Conversions and Loss of Housing

Supplementary Planning Guidance (SPG):

Plot Sub-Division, Infilling and Backland Development (2000)

Other Material Considerations:

Technical Housing Standards – National Described Space Standard 2015 (as amended)

Waste and recycling provisions for new residential developments

NPPF Planning Practice Guidance (2014)

South East Plan (2009) (Saved policy) NRM6 - Thames Basin Heaths Special Protection Area

Thames Basin Heaths Special Protection Area Avoidance Strategy

WBC Strategic Flood Risk Assessment (November 2015)

BACKGROUND

Amended drawings were received on 11/06/2018 which altered the garden layout for both properties. The proposal has been assessed based on these plans.

PLANNING ISSUES

1. The main issues to consider in determining this application are: the principle of development, design considerations and the impact of the proposal on the character and appearance of the surrounding area, standard of accommodation, impact on residential amenity, highways and parking implications, sustainability, affordable housing, local finance considerations, the impact on the Thames Basin Heaths Special Protection Area and any other matters having regard to the relevant policies of the Development Plan, including whether the reasons for refusal of Planning Application PLAN/2017/1428 have been adequately addressed..

Principle of Development

2. The NPPF (2012) and Core Strategy (2012) Policy CS25 promotes a presumption in favour of sustainable development. Paragraph 17 of the NPPF sets out that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The site lies within the designated Urban Area and within the 400m-5km (Zone B) Thames Basin Heaths Special Protection Area (SPA) buffer zone.
3. The proposed development would result in the subdivision of the existing plot and the addition of a 1x2 bedroom dwelling. The dwelling would occupy garden space and the site is therefore considered to comprise of garden land. The development of greenfield land for additional dwellings can be acceptable provided that the proposal respects the overall grain and character of development in the area.
4. Woking DPD 2016 Policy DM10 'Development on Garden Land' permits the subdivision of existing plots and the erection of new dwellings providing the proposed development "...does not involve the inappropriate sub-division of existing curtilages to a size significantly below that prevailing in the area", "the means of access is appropriate in size and design to accommodate vehicles and pedestrians safely and prevent harm to the amenities of adjoining residents and is in keeping with the character of the area" and "suitable soft landscape is provided for the amenity of each

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dwelling appropriate in size to both the type of accommodation and the characteristic of the locality”.

5. The principle of an additional dwelling in the urban area is acceptable in principle subject to further materials considerations set out in this report.

Design Considerations and the Impact of the Proposal on the Character and Appearance of the Surrounding Area

6. Policy CS24 of the Woking Core Strategy 2012 states that *‘development will be expected to...respect the setting of, and relationship between, settlements and individual buildings within the landscape’* and to *‘conserve, and where possible, enhance townscape character’*. Policy CS21 states that new developments should *‘respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land’*. This advice is echoed in Paragraph 59 of the National Planning Policy Framework where it points out that the overall scale, density, layout, materials etc. of development should be guided by neighbouring buildings and the local area. The Woking Design SPD (2015) sets out design guidance for a range of development types, including residential extensions.
7. The proposal site comprises of an existing semi-detached dwelling and detached garage with the proposed dwelling to be attached to existing No. 41. The resultant development would change the existing pair of semi-detached properties into a terrace of three properties. The proposed dwelling itself would have a maximum width of approximately 4.7m, a hipped roof height with a ridge height of 7.1m and an eave height of approximately 5.2m (both the ridge and eaves height to match those of No. 41). The roof would be tiled to match existing, walls would be brick to match existing while fenestration would be white uPVC to match existing also. The side elevation of the proposed dwelling would be set back from the site boundary with No. 39 by 1.35m.
8. Dwellings immediately to the north and south of the application site comprise of semi-detached dwellings, although Officers noted on their site visit that there are terraces in the wider area. The separation distance between the principal side elevations of Nos. 41 and No. 39 to the south is approximately 12.3m. Officers note that this separation distance is not typical of development in the wider area and is likely due to the presence of overhead power lines in the past. Separation distances between properties (both semi-detached and terraces) in the area are typically in excess of 4m. The existing garden would be subdivided with the proposed dwelling having a garden space of 88sqm and the original dwelling having a private amenity space of 160.8sqm. The private amenity space for the proposed dwelling would have a maximum garden width of 6.085m and a minimum width to the rear of approximately 4.5m.
9. In order to address the character and design reason for refusal (Refusal Reason 1 above), the applicant has submitted a ‘Garden Area’ Plan to show garden widths and sizes in the wider area and has amended the proposal in the following ways: an additional set-back from the site boundary with No. 39 of 0.35m. There have been some minor alterations to the proposal such as moving the location of the front porch and internal alterations such as removing the separate utility room at the ground floor. The amended plans received on 11 June have revised the garden layouts and sizes for each dwelling.
10. The simple, traditional architectural style of the dwelling is considered to be appropriate for the site, however, notwithstanding the additional set-back of 0.35m it is considered

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that the minimal set back from the site boundary with No. 39 would be uncharacteristic of the area. Were neighbouring No. 39 to undertake a similar form of development the separation distance between the properties would be just 2.7m (compared to the existing 12.3m between the properties). It is also noted that neighbouring semi-detached dwellings Nos. 43 and 45 have a separation distance of 4.1m (as scaled off the submitted plans), Nos. 47 and 49 approximately 8.4m (between front elevations), Nos. 35 and 37 approximately 4.8m. The contents of the 'Garden Area' plan are noted, however, it is considered that this does not address the previous reason for refusal regarding the subdivision and resultant plot widths being contrary to the urban grain of the area. The contrived rear garden arrangement which shows the garden of the host dwelling No. 41 wrap around the rear garden of the proposed dwelling demonstrates the cramped and contrived nature of the proposal which requires this unorthodox arrangement to provide adequate private amenity space for the existing large family dwelling.

11. Neighbouring semi-detached dwellings of a similar size have much larger garden sizes than is proposed at the application site (No. 37 – 270sq.m, No. 39 – 375.7sq.m, No. 43 – 322sq.m, No. 45 – 237.4sq.m). Garden widths for terraces in the wider area have been shown, however, the application site is a semi-detached large family dwelling with semi-detached properties of this type in the area having garden widths of between 9-14m (No. 39 to south has a maximum garden width of 14m; adjoining No. 43 has a maximum garden width of 9.6m).
12. The Council's Outlook, Amenity, Privacy & Daylight Supplementary Planning Document (SPD) (2008) sets out guidance for minimum garden amenity areas. For a large family dwelling (e.g. over 150sq.m gross floor space) such as the existing dwelling which has a gross internal area (GIA) of 164.7sq.m, the private amenity space should be greater than the gross floor area of the building. The resultant private amenity space (as amended by the revised drawings) would be 160.8sq.m (a shortfall of 3.9sq.m). While some of the terraced properties in the wider area have smaller gardens, these properties invariably are smaller than those semi-detached dwellings (for example, No. 31 has an original footprint of 35sq.m, a likely GIA of 70sq.m and has a garden of 87.5sq.m as shown on the submitted 'Garden Area' plan). It is therefore considered that the proposal would result in unduly small plots which would not respect the prevailing grain and pattern of development.
13. While it is considered that the plot sizes and arrangement would not reflect those of the wider area, it is also noted that the resulting terrace of 3x dwellings of variable sizes is not a feature of the area with terraces in the wider area comprising of 4x purpose built dwellings or more with purpose built amenity space which is proportionate to the dwelling sizes. The proposed terrace would appear incongruous with the proposed dwelling having an unbalancing effect which would disrupt the symmetry typically associated with terraces.
14. As stated above, the set-back of 1.35m from the site boundary is considered to be insufficient and if neighbouring No. 39 were to undertake a similar form of development the combined effect of the extensions would result in a terracing effect which would cause harm to the character and appearance of the existing dwellings and the street scene.
15. Officers note that two-storey side extensions have been built at Nos. 35 and 37 to the south, however, it is considered that the substantial set backs from the front elevations of these properties and angled orientation of these plots ensures that there is no significant adverse impact in terms of terracing effect on the street scene or the overriding character of the area as distinguished by the two types of houses. The

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proposed hardstanding and additional parking proposed for the existing dwelling would detract from the character and appearance of the area, however, Officers note that neighbouring properties have converted their front gardens to hardstanding and that this could be achieved through permitted development in any case.

16. Considering the points discussed above, it is considered that the proposed development, by reason of the proposed plot subdivision, siting and lack of set back from the site boundary to No. 39 would result in an unduly cramped and incongruous overdevelopment of the site which would detract from the spacious, open plan character of the existing dwelling and the surrounding area and would fail to reflect the prevailing grain, pattern and character of development in the area. The proposal would fail to provide suitable soft landscaping to provide for the amenity of each dwelling appropriate in size to both the type of accommodation and characteristic of the locality. The proposal would therefore cause unacceptable harm to the character of the surrounding area and would be contrary to Core Strategy (2012) policies CS21 'Design' and CS24 'Woking's landscape and townscape', Woking DPD (2016) policy DM10 'Development on Garden Land', Supplementary Planning Documents 'Woking Design' (2015), 'Plot Sub-Division: Infilling' and Backland Development' (2000) and Section 7 the National Planning Policy Framework (2012).

Impact on the Amenities of Neighbouring Properties

17. Policy CS21 (Design) of the Council's Core Strategy (2012) sets out that proposals for new development should achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact in terms of loss of privacy, daylight or sunlight, or an overbearing effect due to bulk, proximity or outlook.
18. The Council's Outlook, Amenity, Privacy & Daylight Supplementary Planning Document (SPD) (2008) sets out guidance on how proposed development should achieve suitable outlook, amenity, privacy and daylight in new residential developments whilst safeguarding those attributes of adjoining residential areas. The main dwellings to consider when assessing the impact of the proposal on neighbouring residential amenity are No. 41 Lambourne Crescent to the north and No. 39 to the south.
19. The second reason for refusal (Residential Amenity) is as follows:

"02. The proposed development would result in a loss of habitable room windows on the south elevation of existing No. 41 and the subdivided garden would be substandard in size when compared to the size of the existing family dwelling. Boundary treatment, the narrow garden width and the loss of habitable room windows would result in a loss of outlook, loss of daylight/sunlight and an undue sense of enclosure to No. 41. Furthermore, the narrow garden width, poor outlook to habitable rooms and the substandard bedroom size of the proposed dwelling would cumulatively result in a poor standard of accommodation for the proposed dwelling which would be contrary to Policy CS21 (Design) of the Council's Core Strategy (2012) and the Council's 'Outlook, Amenity, Privacy and Daylight' SPD (2008)."
20. In terms of daylight/sunlight, a number of south facing kitchen habitable room windows at No. 41 would be blocked up as part of the proposal. The Outlook, Amenity, Privacy & Daylight Supplementary Planning Document (SPD) (2008) sets out that rooms over 5m deep will always be difficult to light adequately from a single elevation and that very deep floor plates are unlikely to achieve acceptable levels of daylighting without some

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form of supplementary light capture. While an additional ground floor roof light is proposed for the ground floor kitchen, it is considered that the loss of these south facing habitable room windows and the depth of the kitchen (7.3m at its deepest point) would detract from the standard of accommodation for No. 41 with an unacceptable loss of daylight/sunlight to No. 41 (the kitchen is of such a size that it is considered to be a habitable room capable of being a general living area).

21. As identified with the previously refused planning application, it is considered that the subdivision of the garden and the resultant amenity space would be substandard in relation to the size of the existing family dwelling (160.8sqm private amenity space – 164.7sq.m floor area) and contrived to wrap around the plot to the rear of the new unit.. The proposed garden width and size and blocked up windows would harm the amenities of No. 41 in terms of loss of outlook, an undue sense of enclosure and loss of daylight/sunlight which would cumulatively result in an unacceptable impact of the amenities of the owner/occupiers of No. 41
22. With reference to No. 39 to the south, Officers noted the significant set back of No. 39 from the site boundary with the application site (approximately 6.3m). The 3 windows on the north facing side elevation at No. 39 would appear to serve a downstairs utility room, a stairwell/landing and a first floor bathroom. Considering that these windows are north facing and do not serve habitable rooms, it is considered that the proposal would not have any significant adverse impact in relation to these windows at No. 39. The proposed dwelling would pass the 45 degree test when considering loss of daylight/sunlight to the rear facing habitable room windows at No. 39 and, when considering the 6.3m set back from the site boundary, it is considered that there would be no other significant adverse impact on the amenities of No. 39 as a result of the development.
23. Concerns have been raised in a letter of representation that the proposal would increase noise in the area, however, it is considered that any impact would not be significant due to the residential nature of the proposal and the surrounding area. The proposed dwelling would, to an extent, appear overbearing and visually intrusive when viewed from within the rear garden of No. 39, however, it is considered that this impact would not be significant in of itself to warrant a refusal of planning permission. Notwithstanding this, the harm caused to No. 41 is considered to be significant and contrary to Policy CS21 (Design) of the Woking Core Strategy (2012).

Standard of Accommodation

24. The proposed dwelling would have 2 bedrooms and an overall gross internal floor area (GIA) of 88sq.m which would exceed the minimum 79sqm for a dwelling of this type (as set out in the Technical Housing Standards – National Described Space Standard 2015 [as amended]). Most of the habitable rooms in the proposed dwelling would benefit from outlook to the front or rear, although are all single aspect, including effectively the deepest part of the living room and the kitchen/dining room which are only lit by the door and window on the south elevation of the ground floor located just 1.35m from the site boundary (which could be up to 2m in height under permitted development). The proposed outlook and levels of direct daylight/sunlight these areas are considered to be poor when viewed within the context of the existing dwelling and wider area.
25. The issue of bedroom sizes has been addressed by the applicant; the proposal would now accord with the Technical Housing Standards. The ground floor internal layout has been amended to remove a utility room and provide the open plan kitchen/dining room. It is considered that these amendments have largely addressed previous concerns with

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the proposed standard of accommodation and levels of daylight/sunlight at the proposed dwelling. However, the proximity to the site boundary and the narrow garden width are still considered to result in poor levels of outlook to the kitchen/dining area (especially when considering potential future development/extensions to the side of No. 39). The proposed amenity space would be acceptable in terms of area, however, it is considered that the narrow width would diminish from its value as amenity space.

26. The impact of the proposed development on the standard of accommodation of the existing dwelling at No. 41 has been considered above. However, to summarise, it is considered that the proposed development would result in substandard amenity space for the existing family dwelling, in terms of area and functionality, and would detract from the levels of direct daylight/sunlight to habitable rooms at this property.
27. For the reasons set out above, it is considered that the proposed dwelling would cause unacceptable harm the standard of accommodation of the existing dwelling at No. 41 in terms of substandard private amenity space for a large family dwelling of its size and loss of daylight/sunlight to the ground floor kitchen area. The amenity space for the proposed dwelling is considered to be of poor amenity value due to the narrow garden width and the narrow width, along with the proximity of habitable rooms to the site boundary to the south are considered to result in an unacceptable standard of accommodation.

Highways and Parking Implications

28. The proposal would extend the existing dropped kerb which serves the site and an additional dropped kerb is proposed in front of No. 41. The proposal would therefore provide 2 off-street car parking spaces per dwelling.
29. The County Highway Authority has been consulted on the proposal and has assessed the application on highway safety, capacity and policy grounds and has raised no objection to the proposal subject to planning conditions requiring that the modified/additional vehicle access from the site to Lambourne Crescent is provided in accordance with approved plans prior to first occupation of the development; and, that the proposed car parking spaces are provided in accordance with the approved plans prior to first occupation of the development.
30. The Council's Parking Standards SPD (2018) has been adopted since the previous refusal of planning permission and sets out minimum car parking requirements for residential development. For the existing dwelling, a minimum of 2x car parking spaces are required while a minimum of 1x car parking space is required for the proposed dwelling. Although there would be a loss of on-site car parking to the existing dwelling, each dwelling would have 2x on-site car parking spaces which would accord with the Parking Standards SPD (2018). Subject to the above planning conditions, it is considered that the proposed development not result in any significant adverse impact in terms of highway safety or car parking provision.

Sustainability

31. Following a Ministerial Written Statement to Parliament on 25 March, the Code for Sustainable Homes (aside from the management of legacy cases) has now been withdrawn. For the specific issue of energy performance, Local Planning Authorities will continue to be able to set and apply policies in their Local Plans that require compliance with energy performance standards that exceed the energy requirements of Building Regulations until commencement of amendments to the Planning and Energy Act 2008 in the Deregulation Bill 2015.

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32. The Council has therefore amended its approach and an alternative condition will now be applied to all new residential development which seeks the equivalent water and energy improvements of the former Code Level 4. It is considered that the proposal would be acceptable in terms of sustainability and had the application been otherwise considered acceptable a condition could have been imposed.

Affordable Housing

33. Policy CS12 of the Woking Core Strategy 2012 states that all new residential development will be expected to contribute towards the provision of affordable housing and that, on sites providing fewer than five new dwellings, the Council will require a financial contribution equivalent to the cost to the developer of providing 10% of the number of dwellings to be affordable on site.
34. However, following the Court of Appeal's judgment of 11th May 2016 (Secretary of State for Communities and Local Government v West Berkshire District Council and Reading Borough Council [2016] EWCA Civ 441), wherein the Secretary of State for Communities and Local Government successfully appealed against the judgment of the High Court of 31st July 2015 (West Berkshire district Council and Reading Borough Council v Department for Communities and Local Government [2015] EWHC 2222 (Admin)), it is acknowledged that the policies within the Written Ministerial Statement of 28th November 2014, as to the specific circumstances where contributions for affordable housing and tariff-style planning obligations should not be sought from small scale and self build development, must once again be treated as a material consideration in development management decisions.
35. Additionally the Planning Practice Guidance (Paragraph 031 - Revision date: 19.05.2016) sets out that there are specific circumstances where contributions for affordable housing planning obligations should not be sought from small scale and self-build development. This follows the order of the Court of Appeal judgment dated 13th May 2016, which again gives legal effect to the policy set out in the Written Ministerial Statement of 28th November 2014 and should be taken into account. These circumstances include that contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floor space of no more than 1000sqm.
36. Whilst it is considered that weight should still be afforded to Policy CS12 (Affordable housing) of the Woking Core Strategy 2012 it is considered that greater weight should be afforded to the policies within the Written Ministerial Statement of 28th November 2014 and the Planning Practice Guidance (Paragraph 031 - Revision date: 19.05.2016). As the proposal represents a development of 10-units or less, and has a maximum combined gross floor space of no more than 1000sqm, no affordable housing financial contribution is therefore sought from the application scheme.

Local Finance Considerations

37. Community Infrastructure Levy (CIL) is a mechanism adopted by Woking Borough Council which came into force on 1st April 2015 as a primary means of securing developer contributions towards infrastructure provisions in the Borough. In this case, the proposed residential development would incur a cost of £125 per sq.m which equates to a contribution of £11,713.41 (75.9sqm net additional Gross Internal Area).
38. In addition to CIL, the proposed dwelling is located within the Thames Basin Heaths Special Protection Area (SPA). The proposed development would result in a net

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increase of 1x2 bedroom dwelling on site which would require a Strategic Access Management and Monitoring (SAMM) payment of £682 to be secured by way of a Section 106 Legal Agreement.

Impact on the Thames Basin Heaths Special Protection Area

39. The Thames Basin Heaths Special Protection Area (SPA) is classified for its internationally important bird breeding populations. The designation is made under the Habitats Regulations 2010. It is necessary to ensure that planning applications for new residential developments include sufficient measures to ensure avoidance of any potential impacts on the SPA.
40. The proposed development would result in a net increase of 1x 2 bedroom dwelling on site which would require a Strategic Access Management and Monitoring (SAMM) payment of £682. This financial contribution would be secured by a Section 106 Legal Agreement prior to the issuing of any grant of planning permission. As the application is considered to be unacceptable for other reasons, the applicant has not been requested to enter into a Unilateral Undertaking to secure a SAMM contribution which would be required in accordance with the Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015 as a result of the uplift of one dwelling.
41. In the absence of a Legal Agreement or other appropriate mechanism to secure a SAMM contribution, and in view of the above, the Local Planning Authority is unable to determine that the development would have no significant effect upon the Thames Basin Heaths SPA and the application is therefore contrary to Core Strategy (2012) Policy CS8 and the 'Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015', saved Policy NRM6 of the South East Plan (2009) and the Conservation of Habitats and Species Regulations 2010 (SI Ni. 490 - the "Habitats Regulations").

Other Considerations

42. Concerns were raised in a written representation that: the application site is not big enough for the proposed dwelling, that the proposal would encroach on the land at No. 39, that the proposal would result in a loss of privacy, light and cause noise disturbance and that the proposal would result in nuisance, annoyance and trespass during the construction phase. With regards to land/boundary disputes and rights of access during the construction phase, these are not material planning considerations. In terms of loss of privacy, to No. 39, Officers consider that the impact of the development in this regard to be acceptable (as set out in the Residential Amenity section above). In terms of the points raised regarding the size of the proposed dwelling and its proximity to the site boundary, this has been addressed in the 'Character and Design' section of the report above.

Conclusion:

43. The proposed development, by reason of the proposed plot subdivision, siting and design of the proposed dwelling would result in an unduly cramped and incongruous overdevelopment of the site which would detract from the spacious, open plan character of the area and would fail to reflect the prevailing grain, pattern and character of development in the area. The blocking up of existing habitable room windows, and associated loss of daylight/sunlight at No. 41 and the resultant narrow subdivided garden would not be proportionate in size to the existing dwelling and would not reflect the character of similar semi-detached properties in the wider area. The narrow garden and 1.8m high boundary treatment are considered to result in an undue sense of enclosure to the owner/occupiers of No. 41.

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44. It is considered that the amendments to the internal layout of the proposed dwelling would result in a satisfactory level of daylight/sunlight to ground floor habitable rooms, however, the narrow garden width and outlook from habitable room windows for the proposed dwelling are considered to be poor when viewed within the context of the existing dwelling. The applicant has addressed the issue of the substandard bedroom sizes previously raised in the second reason for refusal. On balance, it is considered that the narrow garden width and poor outlook from habitable rooms onto the neighbouring boundary and narrow garden would result in an unacceptable standard of accommodation for the proposed dwelling. When combined with the poor standard of accommodation for the existing dwelling No. 41, it is considered that the poor standard of accommodation for both dwellings would result in a significant adverse impact.
45. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the proposed net additional dwelling would not have a significant impact on the Thames Basin Heaths Special Protection Area.
46. For the reasons set out above, it is considered that the proposal would be contrary to Core Strategy (2012) policies CS8 'Thames Basin Heaths Special Protection Areas', CS21 'Design' and CS24 'Woking's landscape and townscape', Woking Development Management Policies DPD (2016) policy DM10 'Development on Garden Land', Supplementary Planning Documents 'Outlook, Amenity, Privacy and Daylight' (2008), 'Woking Design' (2015), 'Plot Sub-Division: Infilling' and Backland Development' (2000), the Thames Basin Heaths Avoidance Strategy (2010 - 2015), saved policy NRM6 of the South East Plan (2009) and the Conservation of Habitats and Species Regulations 2010 (SI No. 490 - the "Habitats Regulations") and the National Planning Policy Framework (2012). It is therefore recommended that planning permission is refused.

BACKGROUND PAPERS

Site photographs: 08.02.2018

Response from County Highway Authority: 02.05.2018

RECOMMENDATION

Refuse for the following reason(s):

01. The proposed development, by reason of the proposed plot subdivision and the siting and design of the proposed dwelling would result in an unduly cramped and incongruous overdevelopment of the site which would detract from the spacious, open plan character of the area and would fail to reflect the prevailing grain, pattern and character of development in the area. The proposal would therefore cause unacceptable harm to the character of the surrounding area contrary to Core Strategy (2012) policies CS21 'Design' and CS24 'Woking's landscape and townscape', Woking Development Management Policies DPD (2016) policy DM10 'Development on Garden Land', Supplementary Planning Documents 'Woking Design' (2015) and 'Plot Sub-Division: Infilling' and Backland Development' (2000) and Section 7 the NPPF (2012).
02. The proposed development would result in a loss of habitable room windows on the south elevation of existing No. 41 and the subdivided garden would be substandard in size when compared to the size of the existing family dwelling. Boundary treatment, the narrow garden width and the loss of habitable room windows would result in a loss of outlook, loss of daylight/sunlight and an undue sense of enclosure to No. 41.

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Furthermore, the narrow garden width and poor outlook to habitable rooms of the proposed dwelling would cumulatively result in a poor standard of accommodation for the proposed dwelling which would be contrary to Policy CS21 (Design) of the Council's Core Strategy (2012) and the Council's 'Outlook, Amenity, Privacy and Daylight' SPD (2008).

03. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the proposed net additional dwelling would not have a significant impact on the Thames Basin Heaths Special Protection Area, contrary to Core Strategy (2012) policy CS8 'Thames Basin Heaths Special Protection Areas', the Thames Basin Heaths Avoidance Strategy (2010 - 2015), and saved policy NRM6 of the South East Plan (2009) and the Conservation of Habitats and Species Regulations 2010 (SI No. 490 - the "Habitats Regulations").

Informatives

01. The plans relating to the development hereby refused are listed below:

- L.201, Location Plan, dated 11.04.2018, received 16.04.2018
- B.201 Rev A, Block Plan, dated 11.06.2018, received 11.06.2018
- P.201, Rev A, Proposed Site Layout, dated 11.06.2018, received 11.06.2018
- P.202, Existing Plans and Elevations, dated 11.04.2018, received 16.04.2018
- P.203, Proposed Plans and Elevations, dated 11.04.2018, received 16.04.2018
- P.204, Rev A, Garden Area, dated 11.06.2018, received 11.06.2018

02. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework (2012). Unfortunately, it is considered that the proposed development within its unique site context is clearly contrary to the Council's Development Plan Policies and National Planning Policies such that the scheme could not be amended to be policy compliant.

