

## 4 FEBRUARY 2020 PLANNING COMMITTEE

6b PLAN/2019/1017

WARD: HV

**LOCATION:** 23 Gloster Road, Old Woking, Woking, GU22 9EU

**PROPOSAL:** Erection of part two storey, part single storey rear/side extension and single storey front porch. Insertion of first floor windows within side (east) elevation (amended plans).

**APPLICANT:** Mrs Louise Morales

**OFFICER:** Benjamin Bailey

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### **REASON FOR REFERRAL TO COMMITTEE**

The applicant is an elected Member of the Council.

### **SUMMARY OF PROPOSED DEVELOPMENT**

Erection of part two storey, part single storey rear/side extension and single storey front porch. Insertion of obscure-glazed first floor side-facing (east) windows.

### **PLANNING STATUS**

- Urban Area
- Thames Basin Heaths Special Protection Area (TBH SPA) Zone B (400m-5km)

### **RECOMMENDATION**

**Grant** planning permission subject to conditions.

### **SITE DESCRIPTION**

No.23 Gloster Road is a two storey semi-detached dwelling externally finished in a combination of render and facing brickwork. The frontage is predominantly laid to hardstanding with some planting, and a dwarf brick wall marking the front boundary. Some limited hardstanding exists within the rear garden, which is predominantly laid to lawn and planting, containing several outbuildings.

### **RELEVANT PLANNING HISTORY**

None

### **CONSULTATIONS**

County Highway Authority (SCC): The Highway Authority does not give permission for dropped kerbs for motorbikes or bicycles but only for vehicles. The proposed dropped kerb would reduce existing on-street parking and could encourage pedestrians onto Gloster Road without a dropped kerb on the other side of the road. This could cause danger and inconvenience to pedestrians and other highway users, as well as interfere with the free flow of traffic on the adjoining public highway. The proposed development could therefore prejudice highway safety.

*(Officer Note: Following the preceding objection from the County Highway Authority (SCC) the initially proposed dropped kerb has been removed from the application by way of amended plans).*

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### **REPRESENTATIONS**

None received as a result of initial consultation.

Any representations received as a result of the 14 day re-consultation (expiring 30.01.2020) on amended plans will be reported at Planning Committee.

### **BACKGROUND**

The application initially proposed a dropped kerb to enable the parking of motorcycles. Following objection from the County Highway Authority (SCC) this element has been removed from the application by way of amended plans. Amended plans also correct initial drawing errors, primarily relating to heights, and alter the roof form of the single storey element adjacent to the common boundary with No.25 (to reduce the impact upon No.25). A further period of 14 days public consultation (expiring 30.01.2020) has been undertaken on amended plans.

### **RELEVANT PLANNING POLICIES**

#### National Planning Policy Framework (NPPF) (2019)

Section 2 - Achieving sustainable development

Section 4 - Decision-making

Section 12 - Achieving well-designed places

Section 14 - Meeting the challenge of climate change, flooding and coastal change

#### Woking Core Strategy (2012)

CS9 - Flooding and water management

CS18 - Transport and accessibility

CS21 - Design

CS25 - Presumption in favour of sustainable development

#### Development Management Policies Development Plan Document (DMP DPD) (2016)

No relevant policies

#### Supplementary Planning Documents (SPD's)

Design (2015)

Parking Standards (2018)

Outlook, Amenity, Privacy and Daylight (2008)

#### Other Material Considerations

Planning Practice Guidance (PPG)

Woking Borough Council Strategic Flood Risk Assessment (SFRA) (November 2015)

Community Infrastructure Levy (CIL) Charging Schedule (2015)

### **PLANNING ISSUES**

01. The main planning issues to consider in determining this application are:

- Principle of development
- Design and impact upon character
- Impact upon neighbouring amenity
- Impact upon private amenity space
- Parking implications
- Flooding and water management

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having regard to the relevant policies of the Development Plan, other relevant material planning considerations and national planning policy and guidance.

### Principle of development

02. The site is situated within the Urban Area of the Borough in which the principle of extensions to existing dwellings is acceptable subject to the material planning considerations set out within this report.

### Design and impact upon character

03. The NPPF (Section 12) sets out that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve and that good design is a key aspect of sustainable development.
04. Policy CS21 of the Woking Core Strategy (2012) states that proposals for new development should respect and make a positive contribution to the street scene and 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. The residential extensions section of SPD Design (2015) provides more detailed guidance.
05. This area of Old Woking is strongly characterised by two storey semi-detached housing of Inter-war/immediate post war development. The host dwelling is of this typology and located on the southern side of a short westerly 'spur' road off of the 'main' section of Gloster Road.
06. The single storey element of the rear/side extension would extend to approximately 4 metres in depth (beyond the rear elevation) and terminate in a flat roofed height measuring approximately 3 metres. The two storey element of the rear/side extension would extend to approximately 3.4 metres in depth (beyond the rear elevation) and reflect the eaves height of the host dwelling, with the maximum height of this element set down from that of the host dwelling by approximately 1.3 metres. These collective factors are considered to result in an extension which is proportionate in footprint, and sufficiently subordinate in scale, to the host dwelling.
07. The rear/side extension would project beyond the side (east) elevation by approximately 0.5 metres. Nonetheless approximately 1 metre separation would be retained to the common boundary with No.21 Gloster Road. Furthermore this sideward projection would be set back by approximately 13.5 metres from the front site boundary, and by approximately 7.0 metres from the two storey front elevation, therefore precluding the sideward projection from appearing prominently within the street scene. In addition the sideward projection would only be visible within the relatively limited 'arc' of visibility between the host dwelling and No.21. It is acknowledged that the angle of pitch of the sideward projection would differ slightly to that of the hipped roof of the host dwelling however when viewed from ground level, and due to the collective significant set-back of this element from the front boundary and the limited projection to the side, this factor would not be readily apparent within the street scene such that no demonstrable harm would arise.
08. A hipped form would have been preferable to the proposed gabled form of the two storey element of the rear/side extension however the proposed gabled form is not unconventional and this element would not be visible from the public realm due to the layout and massing of surrounding houses. When viewed from neighbouring and

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nearby rear gardens the gabled form would appear subordinate in scale and not detract harmfully in design terms. The flat roofed form of the single storey element of the rear/side extension raises no adverse design issues given its siting.

09. The front porch would be relatively limited in depth (approximately 1.3 metres) and demonstrate a width appropriate to that of the front elevation. The footprint and location of the porch reflects that which could potentially be constructed as 'permitted development' (under the provisions of Art 3, Sch 2, Pt 1, Class D of the GPDO). The approximate 3.5 metre height of the front porch would be 0.5 metres greater than that which could potentially be constructed as 'permitted development' although would appear sufficiently subordinate in scale in any case and porches of a similar design and scale are apparent within Gloster Road.
10. The two first floor level windows to be inserted within the side (east) elevation of the host dwelling are modest in size and would retain an appearance typical of the side elevations of dwellings. In addition the windows would be set back and therefore not highly visible in public views. External materials are proposed to match the existing; this is appropriate and can be secured through recommended condition 03.
11. Overall, for the collective reasons set out, in design and character terms the proposal is considered to accord with Policy CS21 of the Woking Core Strategy (2012), SPD Design (2015) and the NPPF.

#### Impact upon neighbouring amenity

12. Policy CS21 of the Woking Core Strategy (2012) states 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 (loss of) outlook. Further guidance on neighbouring amenity impacts is contained within SPD Outlook, Amenity, Privacy and Daylight (2008).
13. In terms of loss of daylight to neighbouring properties SPD Outlook, Amenity, Privacy and Daylight (2008) states that significant loss of daylight will occur if the centre of the affected window (or a point 2m in height above the ground for floor to ceiling windows) lies within a zone measured at 45° in both plan and elevation; this is commonly referred to as the '45° angle test'.

#### *No.25 Gloster Road*

14. No.25 Gloster Road is the attached dwelling to the west. The closest window at ground floor level within the rear (south) elevation of No.25 appears to serve a kitchen, with the door within the rear elevation (containing some glazing and located further from the common boundary) also serving the kitchen, which is considered a habitable room in this instance given its floor area. The two first floor windows within the rear elevation of No.25 appear to serve separate bedrooms.
15. No windows or other openings would face directly towards the common boundary with No.25 and therefore no significantly harmful loss of privacy would arise. The new first floor rear-facing openings would face directly towards the private rear amenity space of the host dwelling and would demonstrate a typical relationship with No.25, which would not give rise to a significantly harmful loss of privacy; the rear Juliette balcony would be insufficiently distant from the first floor rear elevation of the extension (up to

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150mm) so as to enable any external access which would facilitate significantly harmful overlooking to No.25 (condition 06 refers).

16. In terms of daylight the proposal passes the 45° angle test to all front (north) and rear (south) facing windows and doors within No.25, including the closest ground floor window within the rear elevation; no significantly harmful loss of daylight would therefore arise to No.25.
17. The rear elevation, and rear garden, of No.25 are orientated almost directly south; the front elevation is orientated almost directly north. Whilst some additional overshadowing would occur to No.25 this would be restricted to part of the morning during some of the year and would be relatively limited in duration and extent; given the almost directly south orientation of the rear elevation, and rear garden, of No.25 very good levels of sunlight would be retained to this dwelling, and its rear garden, and no significantly harmful effect would arise.
18. The single storey element of the rear/side extension would be located close to the common boundary with No.25, extending to approximately 4 metres in depth (from the rear elevation) and terminating in a flat roofed height measuring approximately 3 metres. The two storey element would be set away from the common boundary by approximately 1.8 metres, projecting by approximately 3.4 metres in depth (from the rear elevation). These collective factors are considered to preclude any significantly harmful overbearing effect upon No.25. The porch would be located approximately 3 metres from the common boundary; no significant harmful overbearing effect would occur to No.25 having regard to the separation, scale and form of this element.
19. Overall the proposal is considered to achieve a satisfactory relationship with adjacent No.25 Gloster Road in accordance with Policy CS21 of the Woking Core Strategy (2012) and SPD Outlook, Amenity, Privacy and Daylight (2008).

#### *No.21 Gloster Road*

20. No.21 Gloster Road is located to the east. The closest part of the ground floor rear (south) elevation of No.21 contains a projecting 'lean-to', which contains no openings within the side (west) and rear elevations. To the east of this projecting 'lean-to' element are a ground floor door and window appearing to both serve the kitchen. The two first floor windows within the rear elevation of No.21 appear to serve separate bedrooms. The windows within the side (west) elevation of No.21 appear to serve non-habitable areas/rooms or a secondary function to rooms also served by front and rear openings.
21. Whilst two new first floor level windows are proposed within the side (east) elevation of the host dwelling these windows have been annotated as "*part obscure glazed window (lower part) with no opening less than 170cm from floor level*" on the submitted plans. These provisions can be secured through condition 04, such that these windows would be in similar condition to potential new windows in this location installed as 'permitted development' under the provisions of Art 3, Sch 2, Pt 1, Class A of the GPDO. Subject to condition 04 these new side-facing windows would not cause a significantly harmful loss of privacy to No.21.
22. Ground floor level openings within the side (east) elevation of both the rear/side extension and the front porch would remain 1 metre from the common boundary, in line with the recommendations of SPD Outlook, Amenity, Privacy and Daylight (2008), such that no significantly harmful loss of privacy would arise to No.21. The new first

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floor rear-facing openings would face directly towards the private rear amenity space of the host dwelling and would demonstrate a typical relationship with No.21, which would not give rise to a significantly harmful loss of privacy; the rear Juliette balcony would be insufficiently distant from the first floor rear elevation of the extension (up to 150mm) so as to enable any external access which would facilitate significantly harmful overlooking to No.21 (condition 06 refers).

23. In terms of daylight the proposal passes the 45° angle test to all front (north) and rear (south) facing windows and doors within No.21; no significantly harmful loss of daylight would therefore arise to No.21. Windows within the side (west) elevation of No.21 appear to serve non-habitable rooms or a secondary function to front and rear openings.
24. The rear elevation, and rear garden, of No.21 are orientated almost directly south; the front elevation is orientated almost directly north. Whilst some additional overshadowing would occur to No.21 this would be restricted to part of the late afternoon/evening during some of the year and would be fairly limited in duration and extent; given the almost directly south orientation of the rear elevation, and rear garden, of No.21 very good levels of sunlight would be retained to this dwelling, and its rear garden, and no significantly harmful effect would arise.
25. The rear/side extension would be set away from the common boundary by approximately 1 metre and the dwelling of No.21 is set away from the common boundary by approximately 1 metre. In total along the eastern (side) elevation the rear/side extension would project for approximately 4.3 metres in depth at single storey level (terminating in a flat roofed height measuring approximately 3 metres) and approximately 3.7 metres in depth at two storey level. These collective factors are considered to preclude any significantly harmful overbearing effect upon No.21. The porch would be located approximately 1.5 metres from the common boundary; no significant harmful overbearing effect would occur to No.21 having regard to the separation, scale and form of this element.
26. Overall the proposal is considered to achieve a satisfactory relationship with adjacent No.21 Gloster Road in accordance with Policy CS21 of the Woking Core Strategy (2012) and SPD Outlook, Amenity, Privacy and Daylight (2008).

#### *Other properties*

27. Surrounding properties other than Nos.25 and 21 Gloster Road (assessed previously) are considered to be sufficiently distant, having regard to the scale and form of the proposal, to be materially unaffected in neighbouring amenity terms. It should also be noted that first floor level openings within the rear/side extension would remain in excess of 17 metres from the common boundary with No.9 Gloster Road (to the south), such that no significantly harmful loss of privacy would arise to the rear garden of No.9.

#### Impact upon private amenity space

28. Policy CS21 of the Woking Core Strategy (2012) states that proposals for new development should ensure the provision of appropriate levels of private amenity space. SPD Outlook, Amenity, Privacy and Daylight (2008) states that for family dwelling houses with two bedrooms or more, and between 65 sq.m and 150 sq.m gross floorspace, a suitable area of private garden amenity in scale with the building, but always greater than the building footprint, should be provided.

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29. The resulting gross floorspace would measure approximately 100 sq.m, the resulting building footprint approximately 65 sq.m and the retained area of private garden approximately 100 sq.m (once the footprints of the existing outbuildings are subtracted). An appropriate level of private amenity space would therefore be retained in accordance with Policy CS21 of the Woking Core Strategy (2012) and SPD Outlook, Amenity, Privacy and Daylight (2008).

### Parking implications

30. Policy CS18 of the Woking Core Strategy (2012) states that minimum parking standards will be set for residential development. Accordingly SPD Parking Standards (2018) sets out minimum residential parking standards (with other considerations applicable within Woking Town Centre), stating that one parking space is required for two bedroom houses and two parking spaces are required for three bedroom houses. The proposal would increase the size of the host dwelling from two bedrooms to three bedrooms, hence SPD Parking Standards (2018) indicates additional demand for one parking space would arise.
31. The site in this instance contains no existing parking. Whilst the frontage hardstanding appears capable of accommodating the parking of a motorcycle this space appears too limited to provide car parking and in any case there are 'inset' parking bays on-street to the front, which preclude the potential provision of a dropped kerb for vehicular access. Whilst this is the case both the 'main' section of Gloster Road, and the short westerly 'spur' road on which the host dwelling is located, accommodate 'inset' parking bays on-street, which appear uncontrolled.
32. It is acknowledged that the proposal does not meet the requirements of SPD Parking Standards (2018) however there is no opportunity in this instance to create car parking on site, and no car parking exists on site presently. Whilst the proposal may result in pressure for the parking of an additional single car, over and above the existing situation, this factor in isolation is not considered capable of justifying a potentially defensible refusal of the application, particularly given the extent of seemingly uncontrolled 'inset' on-street parking spaces within Gloster Road. Furthermore, for the reason previously set out, pressure for the parking of an additional single car is not considered to give rise to adverse highway safety and residential amenity implications.

### Flooding and water management

33. The site falls entirely within Flood Zone 1 (low risk) and therefore no fluvial flood issues arise. The Strategic Flood Risk Assessment (SFRA) (November 2015) identifies no areas within, or within close proximity of, the site as being at risk of surface water flooding; therefore surface water matters do not represent a planning constraint in this instance, being addressed under other regulatory measures (if applicable).

### **LOCAL FINANCE CONSIDERATIONS**

34. The gross floorspace of the development would be under 100 sq.m; therefore the development would not be liable for Community Infrastructure Levy (CIL).

**CONCLUSION:**

35. In conclusion the proposal is acceptable in principle, is considered to respect and make a positive contribution to the street scene and character of the area in which it would be situated, to achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact, retain an appropriate level of private amenity space and not have fluvial flooding and material surface water implications. Whilst the proposal would not meet the requirements of SPD Parking Standards (2018) for reasons set out this factor in isolation is not considered capable of justifying a potentially defensible refusal of the application, particularly given the extent of seemingly uncontrolled 'inset' on-street parking spaces within Gloster Road. Therefore the application is recommended for approval.

**BACKGROUND PAPERS**

Site visit photographs

County Highway Authority (CHA) (SCC) Comment

**RECOMMENDATION**

**Grant** planning permission subject to the following conditions:

01. 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).

02. The development hereby permitted shall be carried out in accordance with the following approved plans numbered/titled:

Site Location Plan, dated 11 Oct 2019 and rec'd by the LPA on 12.11.2019.

Existing North Elevation, unnumbered, undated and rec'd by the LPA on 16.01.2020.

Existing West Elevation, unnumbered, undated and rec'd by the LPA on 16.01.2020.

Existing South Elevation, unnumbered, undated and rec'd by the LPA on 16.01.2020.

Existing East Elevation, unnumbered, undated and rec'd by the LPA on 16.01.2020.

Existing Ground Floor, dated 11 Oct 2019 and rec'd by the LPA on 12.11.2019.

Existing First Floor, dated 11 Oct 2019 and rec'd by the LPA on 12.11.2019.

Existing Roof, dated 11 Oct 2019 and rec'd by the LPA on 12.11.2019.

North Elevation (showing proposed), unnumbered, undated and rec'd by the LPA on 14.01.2020.

West Elevation (showing proposed), unnumbered, undated and rec'd by the LPA on 14.01.2020.



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South Elevation (showing proposed), unnumbered, undated and rec'd by the LPA on 14.01.2020.

East Elevation (showing proposed), unnumbered, undated and rec'd by the LPA on 14.01.2020.

Proposed Ground Floor Rev 2, dated 13 Jan 2020 and rec'd by the LPA on 14.01.2020.

Proposed 1st Floor Rev 2, dated 13 Jan 2020 and rec'd by the LPA on 14.01.2020.

Proposed Roof Plan Rev 2, dated 13 Jan 2020 and rec'd by the LPA on 14.01.2020.

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

03. The external finishes of the development hereby permitted shall be as set out within Section 5 (Materials) of the submitted application form (with the exception of vehicular access which shall remain unchanged). This shall include the external finishes of the development hereby permitted matching those used in the existing building in material, colour, style, bonding and texture where applicable.

Reason: To protect the character, appearance and visual amenities of the host building and surrounding area in accordance with Policy CS21 of the Woking Core Strategy (2012), SPD Design (2015) and the NPPF.

04. At first installation the new first floor level window(s) hereby permitted within the east (side) elevation of the host dwelling shall be glazed only with obscure glass (to minimum of level 3) where glazing is less than 1.7 metres above the finished floor level of the room(s) in which the window(s) are installed. Additionally these windows shall also be non-opening unless the parts of the window(s) which can be opened are more than 1.7 metres above the finished floor level of the room(s) in which the window(s) are installed. Thereafter the window(s) shall be permanently retained in that condition.

Reason: To protect the residential amenity of adjoining occupiers from overlooking in accordance with Policy CS21 of the Woking Core Strategy (2012), SPDs Design (2015) and Outlook, Amenity, Privacy and Daylight (2008) and the NPPF.

05. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order(s) amending and/or re-enacting that Order with or without modification(s)) no window(s), door(s) or opening(s) other than those shown on the approved plans listed within condition 02 of this notice shall be formed at ground and first floor levels within the western (side) elevation, or at first floor level within the eastern (side) elevation, of the part two storey, part single storey rear/side extension hereby permitted.

Reason: To protect the residential amenity of adjoining occupiers from overlooking in accordance with Policy CS21 of the Woking Core Strategy (2012), SPDs Design (2015) and Outlook, Amenity, Privacy and Daylight (2008) and the NPPF.

06. Notwithstanding the provisions of Article 3 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order(s) amending and/or re-enacting that Order with or without modification(s)), the

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flat roof area of the part two storey, part single storey rear/side extension hereby permitted shall not be used as a balcony, roof terrace, sitting out area or similar amenity area nor shall any railings or other means of enclosure be erected on top of or attached to the side of the extension (with the exception of the rear Juliette balcony shown on the approved plans listed within condition 02 of this notice). At first installation the rear Juliette balcony shall be positioned a maximum of 150mm from the rear (south) first floor elevation of the extension hereby permitted and thereafter shall be permanently retained in that condition.

Reason: To protect the residential amenity of adjoining occupiers from overlooking and noise in accordance with Policy CS21 of the Woking Core Strategy (2012), SPDs Design (2015) and Outlook, Amenity, Privacy and Daylight (2008) and the NPPF.

### **Informatives**

01. 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 the National Planning Policy Framework (NPPF).
02. The applicant is 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.
03. The applicant is advised that any required notification and agreements under The Party Wall Act 1996 are the responsibility of the building owner and are quite separate from Building Regulations or Planning Controls.
04. When undertaking demolition and/or building work, please be considerate to neighbouring occupiers and do not undertake work before 8am or after 6pm Monday to Friday (inclusive), before 8am or after 1pm on a Saturday or at any time on Sundays or Bank Holidays.