

## 27 February 2018 PLANNING COMMITTEE

5h 17/1009 Reg'd: 30.08.2017 Expires: 21.11.17 Ward: C  
Nei. 24.10.17 BVPI Minor Number 13/8 On No  
Con. Target dwellings - 13 of Weeks Target?  
Exp: on Cttee'  
Day:

**LOCATION:** 75 Walton Road, Woking, Surrey, GU21 5DW

**PROPOSAL:** Change of use from Retail (A1) to 1 x 1bed self contained flat (C3) and erection of single storey side extension.

**TYPE:** Full Planning Application

**APPLICANT:** Mr Abdul Rehman

**OFFICER:** Brooke Bournague

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

The application has been called to planning committee at the request of Councillor Hussain. Councillor Hussain believes this application would be best dealt by the planning committee as there are similar conversions in the area.

### **PROPOSED DEVELOPMENT**

Planning application PLAN/2016/1087 granted planning permission on 22.11.2017 for a first floor rear extension and rear dormer to create 1x2 bed and 1x1 bed self contained flat (net gain of 1 flat) within the first floor and loft space at No.75A Walton Road. No.75 Walton Road is sited on the ground floor of the site. The proposal is for the change of use of part of a ground floor retail (A1) unit to 1x1 bed self contained flat (C3) and erection of single storey side extension at No.75 Walton Road. In addition bin and cycle storage is proposed to serve all three units.

Site Area: 0.0145 ha (145.5 sq.m)  
Existing units: 1  
Proposed units: 2  
Existing density: 68 dph (dwellings per hectare)  
Proposed density: 137 dph

With implementation of PLAN/2016/1087 the following would be relevant:

Site Area: 0.0145 ha (145.5 sq.m)  
Existing units: 2  
Proposed units: 3  
Existing density: 137 dph (dwellings per hectare)  
Proposed density: 206 dph

### **PLANNING STATUS**

- Urban Area
- Walton Road Neighbourhood Centre
- High Density Residential Area
- Priority places
- Thames Basin Heaths SPA Zone (400M – 5KM)

**RECOMMENDATION**

**REFUSE** planning permission

**SITE DESCRIPTION**

The application site is located within Walton Road Neighbourhood Centre and is in close proximity to Woking Town Centre. No.75 Walton Road occupies the ground floor of the building and is currently occupied by a retail unit (A1). No.75A Walton Road occupies the upper floors and is in residential use (C3). The property is a two storey end of terrace building finished in brick and render on a corner plot bounded by Walton Road and Marlborough Road.

**PLANNING HISTORY**

75 Walton Road

PLAN/2012/0247 - Erection of a single storey side/rear extension and installation of a retractable canopy to the shop-front elevation following the demolition and removal of existing structures. Permitted 13.06.2012

PLAN/2011/1099 - Retrospective application for a side store and a canopy to the front. Refused 29.02.2012

75A Walton Road

PLAN/2016/1087 - Addition at first floor and construct rear facing dormer windows to create an additional self contained flat with cycle parking and bin store details. Permitted 22.11.2017

PLAN/2012/0372 – Erection of a first floor rear extension and rear dormer to create 1 x 2 bedroom flat. Permitted 11.01.2013

**CONSULTATIONS**

County Highway Authority: no objection

Environmental Health: no objection subject to informative

**REPRESENTATIONS**

None received

**RELEVANT PLANNING POLICIES**

National Planning Policy Framework (NPPF) (2012):

Section 4 - Promoting sustainable transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring good design

Woking Core Strategy (2012):

CS1 - A Spatial strategy for Woking Borough

CS4 - Local and Neighbourhood Centres and shopping parades

CS5 - Priority Places

CS7 - Biodiversity and nature conservation

CS8 - Thames Basin Heaths Special Protection Areas

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CS10 - Housing provision and distribution  
CS11 - Housing Mix  
CS12 - Affordable housing  
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 (SPDs):

Woking Design (2015)  
Affordable Housing Delivery (2014)  
Climate Change (2013)  
Outlook, Amenity, Privacy and Daylight (2008)  
Parking Standards (2006)

### **PLANNING ISSUES**

#### Principle of Development:

1. The application site is located within Walton Road Neighbourhood Centre and the Maybury and Sheerwater Priority Place. The proposal includes the change of use of part of an existing retail (A1) unit to a 1 bed flat (C3).
2. Policy CS4 of Woking Core Strategy (2012) states *'in neighbourhood centres and shopping parades the Council will seek to protect and retain local shops and other small scale economic uses such as post offices, petrol stations and public houses, because of the importance of these uses for meeting the everyday needs of those living locally'*.
3. With regards to Priority Places Policy CS5 of Woking Core Strategy (2012) advises planning decisions are expected to seek to redress identified local issues, including retail provision and employment. Policy CS5 establishes a presumption against the loss of retail units in Maybury and Sheerwater due to the limited retail choice in these areas.
4. The proposal would retain an element of retail (A1) and would therefore comply with Policy CS4 and CS5 of the Woking Core Strategy (2012).
5. The NPPF (2012) and Core Strategy (2012) policy CS25 promote a presumption in favour of sustainable development. The site lies within the designated Urban Area and within the 400m-5km (Zone B) Thames Basin Heaths Special Protection Area (SPA) buffer zone. Core Strategy (2012) policy CS10 seeks to ensure that sufficient homes are built in sustainable locations where existing infrastructure is in place. The principle of residential development in this location is considered acceptable subject to further material planning considerations, specific development plan policies and national planning policy and guidance as discussed below.

#### Impact on Character:

6. One of the core principles of the National Planning Policy Framework is to seek to secure high quality design.
7. Policy CS21 'Design' of the Woking Core Strategy 2012 states that *'proposals for 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,*

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*height, proportions, building lines, layout, materials and other characteristics of adjoining buildings’.*

8. Supplementary Planning Document ‘Woking Design’ (2015) states that *‘the roof of an extension is a prominent component of the building form and should normally be of a similar format to that of the existing dwelling’.*
9. The existing two storey building has a gable roof with a single storey hipped roof addition on the south west side elevation providing access to the first floor accommodation and single storey flat roof element to the rear.
10. The proposed single storey side extension would be approximately 6.2m deep with a maximum width of approximately 2m. The footprint of the extension would not project beyond the side or rear elevation of the host building. The roof of the proposed extension would incorporate a mono pitched with a maximum ridge height of approximately 3.2m and flat roof measuring 2.6m. The proposed extension would be attached to an existing single storey flat roof element. The flat roof element of the proposed extension would be the same height as the existing flat roof element and the mono pitched roof would project approximately 0.6m above the flat roof element. Extant planning application PLAN/2016/1087 granted planning permission for a first floor rear extension with hipped crown roof sited on part of the footprint of the existing single storey flat roof element. If planning application PLAN/2016/1087 was implemented the mono pitched element of the proposed extension would be attached to the first floor rear extension. The eaves height of the proposed extension would be consistent with the flat roof rear element, but would have a lower eaves and ridge height than the existing single storey side hipped roof extension.
11. It is considered the proposed extension incorporating two different roof forms, introducing a different roof form and eaves and ridge height does not relate to or respect the roof form of the host dwelling. Due to the corner plot position the proposed extension would be visible from both Walton Road and Marlborough Road. It is considered the design of the proposed extension would detract from the character of the streetscene.
12. Policy CS21 of Woking Core Strategy (2012) states proposal for new development *should ‘incorporate provision for the storage of waste and recyclable materials’.*
13. Planning application PLAN/2016/1087 granted on 22.11.2017 included two cycle stands in the same position as currently proposed and four wheelie bins for residential use and one wheelie bin for commercial use to the rear of the site.
14. This planning application includes bin and cycle storage to serve the proposed residential unit, existing residential unit at No.75A Walton Road and additional residential unit permitted under planning application PLAN/2016/1087 and the A1 retail unit to be retained. The proposed floor plans include the provision of two cycle stands to the rear of the site adjacent to the existing flat roof rear element and a bin store to the south west side of the building for residential waste and bin area for commercial waste sited between the cycle stands and proposed bin store for residential waste. The proposed ground floor plans indicate the bin store for residential waste would be approximately 2.3m wide and 2.35m deep and be constructed from 1.35m high close boarded fence panels. No details have been included on the proposed elevations. It is considered the proposed bin store is not secure or of a sufficient size to accommodate the required bins (3 x 240 ltr general waste bins, 3x 240 ltr recycling bins and 3 x 23ltr food waste bins). The proposed bin store would introduce an additional structure and materials that would further detract from the character of the building and streetscene.

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15. It is considered the proposed single storey side extension and bin store by reason of its design would result in an extension that does not pay due regard to the design of the host building which would be detrimental to the appearance of the building and streetscene. The proposal is therefore contrary to Policy CS21 of the Woking Core Strategy, Supplementary Planning Document 'Woking Design' (2015) and the policies of the National Planning Policy Framework.

### Impact on Neighbours:

16. The proposed extension would be sited within the side elevation of the host building. The mono pitched roof would project approximately 0.6m above the existing flat roof single storey rear element. It is considered there would not be an impact on the amenities of No.77 or No.77A Walton Road sited to the east of the site.
17. Similarly, there would be no adverse impact to the Pentecostal Christian Church, 12 Marlborough Road sited to the rear (south) of the site.
18. Maybury Road Primary School is sited to the north of the site. Due to the approximate 19m separation distance to the proposed extension it is considered there would not be a detrimental impact on the amenities of the school.
19. Stadium House, Marlborough Road containing flats is sited to the west of the site. Due to the approximate 13m separation distance and single storey nature it is considered there would not be a detrimental impact on the amenities of Stadium House, Marlborough Road.
20. Overall the proposed development is considered to have an acceptable impact on neighbours in terms of loss of light, overlooking and overbearing impacts.

### Standard of Accommodation:

21. One of the core planning principles of the NPPF (2012) is to ensure a good standard of amenity for all future occupants of land and buildings. Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight (2008) seeks to ensure satisfactory levels of outlook for all residential development.
22. The proposed one bed flat would be 44sqm and therefore provide an acceptable size of accommodation. The internal accommodation would consist of a bedroom, living room and shower room. The living room would have one window orientated towards Marlborough Road and be set back approximately 0.4m from the pavement while the bedroom window would front directly onto the communal cycle area. The proposal would provide a poor outlook from the bedroom and minimal defensible space to protect the occupiers of the proposed flat.
23. Supplementary Planning Documents 'Outlook, Amenity, Privacy and Daylight (2008)' states '*dwelling 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. This would apply to one and two bedroom flats and any other forms of dwelling less than 65sq.m floorspace*'. The proposed dwelling would be one bedroom and less than 65sq.m floorspace and therefore no objection is raised to the lack of private amenity space to serve the proposed dwelling however this factor does not outweigh other concerns with the proposal.
24. The proposed development is not considered to offer a satisfactory standard of residential accommodation for future occupiers by virtue of the poor quality outlook to

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habitable rooms contrary to Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight (2008).

### Flood Risk:

25. The proposal site is not within a Flood Zone or a surface water flood risk area.

### Transportation Impacts:

26. Policy CS18 states 'the Council is committed to developing a well integrated community connected by a sustainable transport system' this can be achieved by *'implementing maximum car parking standards for all types of non-residential development, including consideration of zero parking in Woking Town Centre, providing it does not create new or exacerbate existing on-street car parking problems. Minimum standards will be set for residential development. However in applying these standards, the Council will seek to ensure that this will not undermine the overall sustainability objectives of the Core Strategy...'*. In addition Supplementary Planning Document Parking Standards (2006) sets maximum standards, with the objective of promoting sustainable non-car travel.
27. Supplementary Planning Document 'Parking Standards' (2006) states a maximum parking standard of one off street parking space to be provided for a one bedroom unit within the High Accessibility Zone. To comply with maximum parking standards the proposal would be required to provide one off street parking space.
28. No off street parking is proposed. Four cycle spaces are proposed to serve the proposed residential unit, existing residential unit at No.75A Walton Road and additional residential unit permitted under planning application PLAN/2016/1087 and the A1 retail unit to be retained.
29. The NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe (Para. 32). Supplementary Planning Document 'Parking Standards' (2006) states *'where developers propose parking standards below the maximum standards these will be critically examined to ensure that there would be no adverse effect on highway safety, the free flow of traffic or parking provision in the immediate area generally'*.
30. The application site is located approximately 0.2miles from the Woking Town Centre boundary. The proposed flat would be within walking distance of a range of amenities and public transport connections, including bus routes and mainline railway station, providing a high frequency service to a range of destinations, including London Waterloo which would reduce reliance on the use of the private car. Walton Road and surrounding roads are within the Controlled Parking Zone. In light of the above and the level of shortfall it is considered that the risk of overspill parking onto surrounding roads would be minimised.
31. It is therefore considered that the proposed development would not have an adverse impact on parking provision in the immediate area. The County Highway Authority has been consulted who have advised that they have no objection from a highway safety and operation perspective.
32. The proposal is therefore considered acceptable and would comply with Policy CS18 of the Woking Core Strategy and the Supplementary Planning Document 'Parking Standards' and the core objective of the NPPF to influence a shift in behaviour towards alternative transport modes.

Affordable Housing:

33. Following the recent Court of Appeal judgement of R (West Berkshire District Council and Reading Borough Council) v. Secretary of State for Communities and Local Government [2016] EWCA Civ 441, the policies within the Written Ministerial Statement of 28 November 2014 as to the specific circumstances where contributions towards affordable housing and tariff-style planning obligations should not be sought from small scale and self build development is a material consideration. In line with this statement, as the proposed development involves the creation of one residential unit it is excluded from the affordable housing levy and as such no contribution is sought.

Impact on the Thames Basin Heaths Special Protection Area (SPA):

34. The SPAs in this area are internationally-important and designated for their interest as habitats for ground-nesting and other birds. Core Strategy (2012) policy CS8 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).
35. The SANG and Landowner Payment elements of the SPA tariff are encompassed within the Community Infrastructure Levy (CIL) however the SAMM element of the SPA tariff is required to be addressed outside of CIL. The required SAMM contribution in this case would be £487 in line with the Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015 as a result of the net gain of a one bedroom dwelling which would arise from the proposal.
36. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the additional dwelling would not have a significant impact on the Thames Basin Heaths Special Protection Area, contrary to Core Strategy (2012) policy CS8, 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").

Community Infrastructure Levy (CIL):

37. The proposal would be liable for Community Infrastructure Levy (CIL) to the sum of £830.76.

**CONCLUSION**

38. It is considered the proposed single storey side extension and bin store would by reason of its design result in an extension that does not pay due regard to the design of the host building which would be detrimental to the appearance of the building and streetscene. The proposal is therefore contrary to Policy CS21 of the Woking Core Strategy, Supplementary Planning Document 'Woking Design' (2015) and the policies of the National Planning Policy Framework.
39. The proposed development, by reason of the placement of habitable room windows and the waste storage arrangements, is considered to create an unacceptably cramped and contrived overdevelopment of the site, to the detriment of the amenities of future occupants of the development, the amenities of neighbours and the character of the surrounding area. The proposal is therefore contrary to Core Strategy (2012) policy

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CS21 'Design', Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight' SPD (2008) and the NPPF (2012).

40. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the 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").

The application is therefore recommended for refusal.

### **BACKGROUND PAPERS**

1. Site visit photographs
2. Consultation responses

### **RECOMMENDATION**

Refuse for the following reason(s):

01. The proposed single storey side extension and bin store would by reason of its design result in an extension that does not pay due regard to the design of the host building which would be detrimental to the appearance of the building and streetscene. The proposal is therefore contrary to Policy CS21 of the Woking Core Strategy, Supplementary Planning Document 'Woking Design' (2015) and the policies of the National Planning Policy Framework.
02. The proposed development, by reason of the placement of habitable room windows and the waste storage arrangements, would create an unacceptably cramped and contrived overdevelopment of the site, to the detriment of the amenities of future occupants of the development, the amenities of neighbours and the character of the surrounding area. The proposal is therefore contrary to Core Strategy (2012) policy CS21 'Design', Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight' SPD (2008) and the NPPF (2012).
03. In the absence of a Legal Agreement or other appropriate mechanism to secure contributions towards mitigation measures, it cannot be determined that the 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 numbered:

Unnumbered plans showing a Location Plan received by the Local Planning Authority on 30.08.2018

Unnumbered plans showing a Block Plan received by the Local Planning Authority on 30.08.2018



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56/17/5 Rev A dated Nov 2017 and received by the Local Planning Authority on 29.11.2017

56/17 dated Nov 2017 and received by the Local Planning Authority on 29.11.2017