

5 SEPTEMBER 2017 PLANNING COMMITTEE

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LOCATION: Lorna Doone, Chobham Road, Woking, GU21 4AA

PROPOSAL: Change of use and conversion of the first floor and roof space (including erection of rear dormer) from dental surgery (Use Class D1) to 1no. 2 bedroom residential flat (Use Class C3). Erection of a single storey rear extension for existing dental surgery use together with associated alterations to elevations, insertion of 3no. front rooflights, removal of chimneys and provision of refuse and cycle store (amended plans received 21.07.2017).

TYPE: Full Application

APPLICANT: Mr & Mrs Jullien

OFFICER: Benjamin Bailey

REASON FOR REFERRAL TO COMMITTEE

The application has been referred to Planning Committee for determination by Cllr Kingsbury due to concerns regarding parking provision and associated vehicular movements, the impact upon the Wheatsheaf Conservation Area and overlooking to the neighbouring Churchill House garden.

SUMMARY OF PROPOSED DEVELOPMENT

Change of use and conversion of the first floor and roof space (including erection of rear dormer) from dental surgery (Use Class D1) to 1no. 2 bedroom residential flat (Use Class C3). Erection of a single storey rear extension for existing dental surgery use together with associated alterations to elevations, insertion of 3no. front rooflights, removal of chimneys and provision of refuse and cycle store (amended plans received 21.07.2017).

Site Area: 0.0264 ha (264 sq.m)
Existing units: 0
Proposed units: 1
Existing density: 0 dph (dwellings per hectare)
Proposed density: 38 dph

PLANNING STATUS

- Urban Area
- Conservation Area (Wheatsheaf)
- High Accessibility Zone
- Adjacent to Woking Town Centre
- Close proximity to Basingstoke Canal Conservation Area
- Thames Basin Heaths Special Protection Area (TBH SPA) Zone B (400m-5km)

RECOMMENDATION

Grant planning permission subject to recommended conditions and SAMM (TBH SPA) contribution secured by Legal Agreement.

SITE DESCRIPTION

Lorna Doone is a two storey semi-detached property with a dual pitched main form and two storey rear 'outrigger' element, as is typical of Victorian era properties. A monopitched single storey element projects from the rear 'outrigger' element. A single storey flat roofed projection occurs to the front. The frontage of the site is laid to tarmac and provides car parking accessed from Chobham Road. The area to the rear is largely laid to lawn/scrub although contains limited hardstanding and an outbuilding adjacent to the rear boundary. The existing property contains a dental surgery (Use Class D1) across both the ground and first floor levels.

RELEVANT PLANNING HISTORY

15721 - The execution of site works, the carrying out of alterations and the erection of additions and the conversion of the existing house into accommodation for a dentist's surgery.

Permitted subject to conditions (06.08.1962)

15267 - The carrying out of alterations and the erection of additions and the conversion of existing house into accommodation for a dentist's surgery.

Permitted subject to conditions (26.04.1962)

14789 - Alterations and additions and the conversion of the existing house into accommodation for a dentist's surgery.

Permitted subject to conditions (07.12.1961)

CONSULTATIONS

County Highway Authority (SCC): No objection subject to condition 5.

Heritage and Conservation Consultant: No objection.

National Grid Asset Protection: No comments received.

REPRESENTATIONS

x4 letters of objection have been received (commenting on the application as initially submitted) raising the following main points:

- Already inadequate parking by the dental practice whose customers often need to park on the adjacent Woking Constituency Conservative Association (WCCA) forecourt.

(Officer Note: This may constitute trespass if not first agreed between the relevant parties)

- Proposed 2 bedroom apartment could mean a permanent parking requirement by occupants

- Understand that no car parking is planned for the benefit of the proposed 2 bedroom apartment but do not see how such a restriction can be enforced

(Officer Note: The applicant states that the proposed 2 bedroom apartment would not be provided with a parking space on the building forecourt and the application

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has been assessed on this basis. It would be for the applicant to enforce/restrict parking by future residential occupiers through the terms of purchase or rent of the proposed residential unit as the LPA would be unable to distinguish between parking associated with the dental practice and residential occupier parking)

- Premises is very close to the roundabout between Brewery Road and Chobham Road with difficult access much of the time
(Officer Note: No alteration to the existing vehicular access is proposed. The CHA raise no objection)
- Cannot see how a vehicle could park at right angles to the property as currently proposed without needing to cross the parking forecourt of Churchill House
(Officer Note: Parking space no.3 as initially proposed has been omitted by way of amended plans received on 21.07.2017)
- Woking Conservatives currently have a flexible arrangement with the Dentist that if there is space on the Churchill House forecourt a client of theirs can use our parking spaces. However this may become untenable when there are residents ensconced in the upper floor of the surgery who may choose to park a vehicle permanently on the front of the site. This could result in dental patients feeling obliged to park on the frontage of Churchill House restricting use by us of our own parking area.
(Officer Note: The potential/continued use of the Churchill House forecourt for parking by the dental surgery is a civil matter between the relevant parties. The application has been assessed on the basis of the red-lined application site which does not include the Churchill House forecourt)
- Proposed development raises the height of the building significantly above the building line of all houses to the right and would block the light in the garden of No.1a The Grove
(Officer Note: A rear dormer is proposed although the existing eaves and maximum height of the building would not increase)
- Overlooking from windows within the proposed rear dormer towards house and garden of No.1a The Grove and neighbours' gardens on the south of The Grove
- Overbearing effect upon No.1a The Grove due to extension far too close to the boundary lines and also upwards
- Extension would leave very little green space in the existing garden
- Impact upon trees and hedges on the boundary between No.1a The Grove and Lorna Doone
(Officer Note: No semi-mature or mature trees were observed during the site visit on, or within close proximity to, the common boundary with No.1a The Grove. Whilst some hedging and shrub planting is apparent the potential removal of hedging and shrub planting (on land within the applicants' ownership) would not fall within planning control. Furthermore the proposed rear extension would remain approximately 11.5m from the common boundary with a rear amenity area retained to the rear of this)
- Adding a viewpoint over all gardens on the south side of The Grove would have a detrimental effect on the special character of the area, which is typified by green space and trees. Square rooflines are not in keeping with other properties in the same place, and are out of keeping with the Wheatsheaf Conservation Area guidelines. Adding a large ground floor extension, which extends far too close to the boundary line, is also not in keeping with all other properties which have large gardens.
- Extending this commercial property so close to boundary of No.1a The Grove will have a detrimental effect on peace and quiet. The use of drills and other machinery in the ordinary course of business would have a significant impact on the quiet enjoyment of my property. In addition, the conversion of a commercial

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property to residential space risks disturbance on a 24/7 basis, rather than just during business hours.

(Officer Note: The existing dental practice use is established and lawful. The proposed rear extension would remain approximately 11.5m from the common boundary with No.1a The Grove. Condition 9 is recommended to restrict opening hours of the dental surgery to avoid the most sensitive residential hours. The provision of acoustic separation between the dental surgery use at ground floor level and the proposed residential use at first floor level and above would be controlled under the Building Regulations – Approved Document Part E, Paragraph 0.8)

- As Bridge House has already got a small window directly overlooking No.1a The Grove, adding another residential development next door would have a cumulative effect of removing all privacy from the garden of No.1a The Grove and the kitchen diner at No.1a The Grove which has planning permission
- The design relies on density of space to create a residential property, by overly extending into green space for the commercial property. This development would lead to an unsightly square box being placed on top of a currently attractive roofline, which is consistent with the other semi-detached property next door. The development of Bridge House uses pitched roofs and one small window is more in keeping with other buildings (e.g. 1&1b The Grove). It is not appropriate to extend a commercial property in a Conservation Area, especially as the properties impacted are residential.
- The main reception room and lounge has its main aspect overlooking into the garden of No.1b The Grove
(Officer Note: The first floor level windows within the rear elevation of Lorna Doone are existing)
- Additional bedroom comprising a dormer extension will overlook the garden of No.1b The Grove as well as No.1, No.1a. No.3 and No.5 The Grove.
- It should be guaranteed that this development will not be allowed to rely on gaining access for parking permits for The Grove or Ferndale Road
(Officer Note: In the 11th May 2017 judgment in R (Khodari) v Royal Borough of Kensington & Chelsea [2017] EWCA Civ 333 the Court of Appeal held that obligations preventing occupiers of additional residential units from qualifying for resident's parking permits could not be secured by way of Section 106)

x2 further letters of objection have been received (during further consultation on the amended plans) raising the following main points:

- The main reception room and lounge has its main aspect overlooking into the garden of No.1b The Grove
(Officer Note: The first floor level windows within the rear elevation of Lorna Doone are existing)
- Additional bedroom comprising a dormer extension will overlook the garden of No.1b The Grove as well as No.1, No.1a. No.3 and No.5 The Grove
- The property has limited parking and is often full on most weekdays serving the dental surgery use; there is insufficient parking to support both a 2 bedroom apartment and commercial business
- Development isn't in keeping or adding to the improvement of the Conservation Area
- It should be guaranteed that this development will not be allowed to rely on gaining access for parking permits for The Grove or Ferndale Road
(Officer Note: In the 11th May 2017 judgment in R (Khodari) v Royal Borough of Kensington & Chelsea [2017] EWCA Civ 333 the Court of Appeal held that obligations preventing occupiers of additional residential units from qualifying for resident's parking permits could not be secured by way of Section 106)

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- Remain concerned that this amended application will still exacerbate an already seriously inadequate parking provision for the dental practice in that there will inevitably be patients, visitors, deliveries, and service providers to the site where access is already dangerous by road, bearing in mind the proximity of the mini roundabout and the traffic lights.
- The bulk and mass of the proposed building still has a detrimental impact on the surrounding Conservation Area
- The proposed rear extension will significantly overlook the neighbouring Churchill House garden

(Officer Note: Both Cllr Whitehand and Cllr Kingsbury have submitted objections to the application)

RELEVANT PLANNING POLICIES

National Planning Policy Framework (2012) (NPPF)

Section 4 - Promoting sustainable transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring good design

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 Borough

CS8 - Thames Basin Heaths Special Protection Areas

CS10 - Housing provision and distribution

CS11 - Housing mix

CS12 - Affordable housing

CS18 - Transport and accessibility

CS19 - Social and community infrastructure

CS20 - Heritage and conservation

CS21 - Design

CS25 - Presumption in favour of sustainable development

Development Management Policies DPD (2016)

DM4 - Development in the Vicinity of the Basingstoke Canal

DM20 - Heritage Assets and their Settings

Supplementary Planning Documents (SPDs)

Outlook, Amenity, Privacy and Daylight (2008)

Design (2015)

Parking Standards (2006)

Affordable Housing Delivery (2014)

Supplementary Planning Guidance (SPGs)

Heritage of Woking (2000)

Other Material Considerations

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

Thames Basin Heaths Special Protection Area Avoidance Strategy

National Planning Practice Guidance (NPPG)

Waste and recycling provisions for new residential developments

Technical Housing Standards - Nationally Described Space Standard (March 2015)

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COMMENTARY

Amended plans were requested, and accepted, during consideration of the application to address concerns identified with the application as initially submitted. Amended plans made the following changes:

- Alteration to form and scale of proposed rear dormer
- Omission of third parking space to site frontage
- Correction of initial minor drawing errors regarding front elevation and rooflight within rear 'outrigger' element

A further period of 21 days public consultation was undertaken on amended plans which expired on 17.08.2017.

PLANNING ISSUES

1. The main planning issues to consider in determining this application are:
 - Principle of development
 - Design and impact upon the character and appearance of the Wheatsheaf Conservation Area
 - Impact upon neighbouring amenity
 - Amenities of future occupiers
 - Highway safety and parking implications
 - Thames Basin Heaths Special Protection Area (TBH SPA)
 - Affordable housing

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

Principle of development

2. The application site is situated within the designated Urban Area immediately adjacent to the Woking Town Centre boundary, outside of the 400m (Zone A buffer) of the Thames Basin Heaths Special Protection Area (TBH SPA) and outside of identified fluvial and surface water flood risk zones.
3. In terms of the residential accommodation proposed Policy CS10 of the Woking Core Strategy (2012) identifies that the Council will make provision for 4,964 net additional dwellings in the Borough between 2010 and 2027. The justification text for Policy CS10 states that new residential development within the Urban Area will be provided through redevelopment, change of use, conversion and refurbishment of existing properties or through infilling.
4. The residential density of the proposed development would be approximately 38 dwellings per hectare. Policy CS10 of the Woking Core Strategy (2012) sets an indicative density range for infill development within the rest of the Urban Area (ie. those areas outside of Woking Town Centre, West Byfleet District Centre and Local Centres), as in this instance, of 30 – 40 dph. At 38 dph the proposal would fall within this indicative density range in accordance with Policy CS10.
5. The existing dental surgery (Use Class D1) constitutes a social and community facility for the purposes of Policy CS19 of the Woking Core Strategy (2012), which states that *“the loss of existing social and community facilities will be resisted unless the Council is satisfied that...there is no identified need for the facility for its original purpose and that it is not viable for any other social or community use, or adequate alternative facilities will be provided in a location with equal (or greater) accessibility for the community it is intended to serve [or] there is no requirement from any other public*

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service provider for an alternative social or community facility that could be met through change of use or redevelopment”.

6. The existing dental surgery provides 3no. surgery rooms, a reception/waiting room, office, staff room and toilet across both ground and first floor levels. The gross internal area of the existing dental surgery measures approximately 119 sq.m. The proposal would retain the dental surgery use solely at ground floor level. No uplift in existing surgery rooms (3no.) would occur with the resulting ground floor space also providing a reception/waiting room, disabled w/c, decontamination room and staff room. The gross internal area of the resulting dental surgery would measure approximately 89 sq.m.
7. Whilst the proposal would represent a reduction of 30 sq.m in gross internal floorspace in terms of the existing dental surgery use it is a material consideration that the existing dental surgery floorplan provides a large toilet, large staff room and includes the staircase/landing, which would not sit within the resulting solely ground floor dental surgery. It is also a material consideration that the existing dental surgery floorplan provides a toilet only at first floor level, and is therefore not accessible to disabled/elderly patients, and that a separate decontamination room would be provided within the resulting dental surgery. These factors are considered to represent an enhancement of the existing social and community facility. Taking these factors into account, combined with the retention of 3no. dental surgery rooms, it is not considered that the proposal would result in an adverse impact upon the existing social and community facility and therefore that no conflict with Policy CS19 would arise.
8. Overall therefore the principle of development is considered to be acceptable subject to other material planning considerations as further set out within this report.

Design and impact upon the character and appearance of the Wheatsheaf Conservation Area

9. The application property forms part of a two storey semi-detached pair fronting Chobham Road close to the Chobham Road Bridge, which spans the Basingstoke Canal. The site falls within the Wheatsheaf Conservation Area, which comprises of Broomhall Road together with part of Chobham Road and the full extent of The Grove and Ferndale Road and abuts the Basingstoke Canal Conservation Area. Properties date from the mid-Victorian to late Victorian period and were developed in association with the growth of Woking as a railway town. Although the architectural quality of buildings in the Conservation Area is mixed, it has a strong character, particularly in its relationship with the Wheatsheaf Recreation Ground, and forms a focal point of entrance into Woking Town Centre from the north. Several buildings, including the Wheatsheaf Public House, are Locally Listed.
10. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that, in considering applications within Conservation Areas, Local Planning Authorities shall pay “*special attention...to the desirability of preserving or enhancing the character or appearance of that area*”. This is reflected within Policy CS20 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Section 12 of the National Planning Policy Framework (2012). Policy CS20 advises that new development must respect and enhance the character and appearance of the area in which it is proposed.
11. In terms of character and heritage the principal significance of the host building is derived from its frontage and contribution to the wider street scene of Chobham Road.

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The application property appears to have originally formed part of a semi-detached pair of dwellinghouses although received planning permission during the 1960s for use as a dental surgery. Adjacent Churchill House is also in non-residential use. Bridge House, containing 6no. flats, has been constructed to the south within recent years.

12. The proposal would remove the existing single storey monopitched rear projection and construct a full width flat roofed single storey rear extension which would project approximately 7.5m from the two storey rear elevation. This element would project approximately 4.1m beyond the existing two storey rear 'outrigger' and approximately 1.0m beyond the footprint of the existing single storey monopitched rear projection to be demolished. Whilst this element would increase the building footprint it would measure approximately 3.3m in height and therefore remain clearly subordinate to the host building. The form and scale of the host building would remain readily discernible whilst the siting of this element to the rear, and its modest 3.3m height, would result in minimal visual impact from public vantage points and the street scene of Chobham Road.
13. The initially submitted flat roofed rear dormer has been amended (by way of amended plans) to incorporate twin gabled elements. Whilst the amended rear dormer would still represent a relatively significant addition to the rear roofscape the cumulative considerations of its twin gabled form, set-back from the eaves height termination and pitched roof margin to the side of the roof, would nonetheless ensure it would appear as a traditional dormer window which would remain in character with the Victorian era host building and wider Wheatsheaf Conservation Area. It is also a material consideration that the rear dormer would not be readily apparent from public vantage points, or from the street scene of Chobham Road. The rear dormer would also be screened from views achievable from the towpath on the southern side of the Basingstoke Canal by the form and massing of adjacent Bridge House. Whilst part of the single storey rear extension would be apparent above the close-boarded common boundary fence with adjacent Bridge House, when viewed from the Basingstoke Canal towpath to the south, this would be at distance and would not appear unduly prominent or harm the character and appearance of the Basingstoke Canal Conservation Area.
14. The dental surgery entrance would be relocated to the side of the existing single storey front projection with the existing front door removed and replaced with matching glazing and the existing stallriser continued with the existing shopfront mullions and fascia retained. Minor alterations are proposed to fenestration within the side (south) elevation to accommodate the provision of a separate access to the flat; these would not appear prominently within the Chobham Road street scene and are not considered harmful to the character and appearance of the host building. 3no. rooflights would be inserted into the front roof slope; although two different sizes would be utilised these would be flush-fitting with the roof slope and would appear as minor alterations to the host building which would not materially affect its character and appearance subject to being flush fitting with the roof slope (condition 4 refers).
15. The existing chimney stack to the main roof, and that to the rear 'outrigger', would be removed as part of the proposal in order to facilitate the proposed floor layouts. Whilst the removal of these chimney stacks is somewhat undesirable the chimney stack to the rear 'outrigger' is not readily discernible from public vantage points and therefore is not considered to make a significant contribution to the character and appearance of the Wheatsheaf Conservation Area or the host building. The chimney stack to the main roof is readily apparent within the Chobham Road street scene although is limited in height above the ridge of the building and is not ornate in detailing. It is also

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noted that no chimney stack appears to the main roof at adjoining Churchill House which has also previously been extended to the front elevation at two storey level. The Council's Heritage and Conservation Consultant raises no objection to the proposal. Taking account of these cumulative factors the proposed removal of 2no. chimney stacks is not considered to materially alter the contribution of the host building to the character and appearance of the Conservation Area and are therefore considered to preserve the character and appearance of the Conservation Area.

16. Overall the proposal is considered to preserve the character and appearance of the host building and the Wheatsheaf Conservation Area. The proposal is also considered to preserve the character and appearance of the adjacent Basingstoke Canal Conservation Area. The application is considered to accord with policies CS20 and CS21 of the Woking Core Strategy (2012), policies DM4 and DM20 of the Development Management Policies DPD (2016) and Section 12 of the National Planning Policy Framework (2012) (NPPF).

Impact upon neighbouring amenity

17. Policy CS21 (Design) of the Woking Core Strategy (2012) advises that proposals for new development should achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact in terms of loss of privacy, light, or an overbearing effect due to bulk, proximity or outlook. Further guidance is provided within Supplementary Planning Document 'Outlook, Amenity, Privacy and Daylight (2008)'.

Bridge House

18. Adjacent Bridge House contains 6no. apartments. The proposed single storey rear extension would be sited 1.0m from the common boundary and would measure approximately 3.3m in flat roofed height. The ground floor of Bridge House contains bathrooms/en-suites within the north-western (side) elevation facing towards Lorna Doone. However the ground floor of Bridge House does also contain full height doors within its angled north-eastern elevation which serves a bedroom. Whilst the proposed single storey rear extension would project approximately 1.8m beyond the centre of these full height doors it would be sited approximately 3.0m away from these full height doors at its closest point and passes the 45° angle test set out by the SPD. Given these factors it is not considered that the proposed single storey rear extension would give rise to significantly harmful impact, by reason of potential loss of light or overbearing effect, to Bridge House.
19. Whilst ground floor windows within the south-eastern (elevation) of the single storey rear extension would face towards the common boundary with Bridge House these windows would be situated 1.0m from the common boundary and would be largely screened by existing common boundary treatment. Taking account of its siting and form within the rear roof slope the proposed rear dormer is not considered to give rise to significantly amenity impacts to Bridge House. Overall the proposal is considered to achieve a satisfactory relationship with Bridge House.

No.1a The Grove

20. No.1a The Grove is situated to the rear (north-east) and is a two storey dwelling. The proposed single storey rear extension would be situated in excess of 11.5m from the common boundary with No.1a at its closest point. Taking account of this separation, combined with the approximate 3.3m height of this element, no significantly harmful impact, by reason of potential loss of privacy, loss of light, or overbearing effect is

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considered to occur to No.1a The Grove.

21. Taking account of its location against the existing rear roof profile, its scale, form and the approximate 20.0m separation to the common boundary with No.1a The Grove it is not considered that the proposed rear dormer would give rise to significantly harmful impact, by reason of potential loss of light or overbearing effect, to No.1a The Grove.
22. With regard to the proposed rear dormer SPD 'Outlook, Amenity, Privacy and Daylight (2008)' recommends a minimum separation distance for achieving privacy, in three storey back to boundary relationships, such as that which would exist between Lorna Doone and No.1a The Grove, of 15.0m. The windows within the proposed rear dormer would be situated approximately 19.8m from the common boundary with No.1a The Grove at their closest point and would therefore exceed the minimum requirements of the SPD. The location of the application site, immediately adjacent to the Woking Town Centre boundary, being an area where more 'urban' forms of development are to be expected, should also be taken into account in this regard. It is also noted that adjacent Bridge House demonstrates an existing second floor rear dormer window facing towards the common boundary with No.1a The Grove which is shown to serve as single aspect to a bedroom within the approved plans for Bridge House. This existing rear dormer window is positioned approximately 12.7m from the common boundary with No.1a The Grove, in comparison to the proposed rear dormer at Lorna Doone which would be positioned approximately 19.8m from the common boundary.
23. Overall, whilst the two windows within the proposed rear dormer would face directly towards the rear amenity space of No.1a The Grove, it is considered that these would be at sufficient distance to ensure no significantly harmful overlooking or loss of privacy contrary to Policy CS21. Overall the proposal is considered to achieve a satisfactory relationship with No.1a The Grove.

Churchill House

24. Churchill House is in non-residential use and is therefore less sensitive to change than surrounding residential uses. There is a lawned area to the rear. Churchill House demonstrates a monopitched single storey element projecting from the rear 'outrigger' element, reflective of the form of the application building. There is a window within the rear elevation of the single storey rear projection at Churchill House which is obscure-glazed. The proposed rear extension would project for a modest depth measuring approximately 1.1m beyond this neighbouring monopitched element at a flat roofed height measuring 3.3m. Given these factors no significantly harmful impact, in terms of potential loss of light or overbearing effect due to bulk, proximity or outlook, is considered to occur to either the building of Churchill House or to its rear lawned area. No windows would directly face the common boundary with Churchill House and therefore no harmful loss of privacy is considered to arise. Taking account of its siting and form within the rear roof slope the proposed rear dormer is not considered to give rise to significantly amenity impacts to Churchill House. Overall the proposal is considered to achieve a satisfactory relationship with Churchill House.

Amenities of future occupiers

25. The single proposed 2no. bedroom flat would be accessed from a separate access within the side (south-east) elevation. The proposed flat would measure approximately 79 sq.m. in Gross Internal Area (GIA), which complies with the relevant Technical housing standard - nationally described space standard (March 2015) and is therefore considered to provide a good standard of residential amenity to future occupiers. It is considered that a good standard of outlook and daylight would be achieved to

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habitable rooms.

26. SPD 'Outlook, Amenity, Privacy and Daylight (2008)' recommends a minimum garden amenity area for flats (over 65 sq.m and therefore suitable for family accommodation, as in this instance), as a suitable area of private garden as a first priority to a recommended minimum of 30 sq.m for each dwelling. An area directly to the rear of the proposed rear extension would be retained for the use of dental surgery staff at lunchtimes and breaktimes with a boundary treatment separating this area from an area of private amenity space to the rear of the site for use by occupiers of the proposed residential unit. This area of private garden amenity to serve the proposed residential unit would measure approximately 44 sq.m, thereby exceeding the SPD recommended minimum of 30 sq.m. This is considered to be acceptable and condition 7 is recommended to secure details of the separating boundary treatment and hard and soft landscaping to this area.
27. The hours of opening of the existing dental practice are currently uncontrolled. It is acknowledged that the introduction of the proposed residential unit at upper floors has the potential to introduce conflict between the proposed residential use and the retained dental surgery use, in terms of potential noise and disturbance, particularly in terms of patient movements to and from the surgery. The applicant has agreed to the attachment of a planning condition restricting the hours of opening to patients of the dental surgery to those below following first occupation of the proposed residential unit or completion of the rear extension, whichever is the sooner:
 - 0800 – 1800 Mondays-Fridays (inclusive)
 - 0900 – 1700 Saturdays
 - Not at all on Sundays and Bank/Public Holidays
28. The restriction of the dental surgery opening hours to these times would avoid potential noise and disturbance to the proposed residential unit at upper floors, and to adjacent Bridge House and No.1a The Grove, at the most sensitive times of residential occupancy.
29. Overall, subject to recommended conditions, the proposal is considered to provide a good standard of residential amenity to future occupiers.

Highway safety and parking implications

30. SPD 'Parking Standards (2006)' sets maximum parking standards, with the objective of promoting sustainable non-car travel. It advises that where car parking provision falls below the stated maximum standard the scheme needs to be examined to ensure it does not have an adverse impact upon highway safety, the free flow of traffic or parking provision in the locality. More recently, Policy CS18 of the Woking Core Strategy (2012) highlights the Council's commitment to sustainable transport modes. With this in mind new development is steered to urban locations, such as the application site (which is immediately adjacent to the Woking Town Centre boundary) that are served by a range of sustainable transport options.
31. Whilst Policy CS21 states that the Council will move towards minimum parking standards for residential development, SPD 'Parking Standards (2006)' remains in place and the NPPF states that in setting local parking standards local planning authorities should take into account the accessibility of the development; the type and mix of the development; the availability and opportunities for public transport; local car ownership levels; and the need to reduce the use of high emission vehicles.

Residential car parking

32. In terms of residential accommodation the proposal would provide a single 2 bedroom flat. SPD 'Parking Standards (2006)' identifies a car parking standard, within the High Accessibility Zone, of 1 car parking space per 1 and 2 bedroom unit although does state that "*for car parking the standards define the maximum acceptable provision for the most common forms of development. Provision above this level will not normally be permitted. A minimum requirement will not normally be imposed unless under provision would result in road safety implications*". The NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe (Paragraph 32).
33. The proposal would provide no on site car parking to serve the single flat with the 2no. spaces to the frontage serving the ground floor dental surgery as per the existing situation. Whilst the maximum residential car parking provision, in line with the SPD, would be 1 space in this instance it is a significant material consideration that the application site is located within a highly accessible and sustainable location immediately adjacent to Woking Town Centre within easy walking distance of Woking railway station and within immediate proximity to the wide range of retail, business, leisure, arts, culture and community facilities and other public transport connections, such as bus, cycle and pedestrian facilities, available within Woking Town Centre. Furthermore Woking Town Centre and its wider area are covered by a number of Controlled Parking Zones (CPZs), making them subject to waiting restriction and parking charges
34. For these reasons the proposed flat would likely be attractive to non-car owners and thus consistent with the planning objective to reduce greenhouse gas emissions. The absence of residential on site car parking would likely be unattractive to persons who own or rely upon private vehicles for transport. The availability of on street parking and car parks in the locality would readily meet the needs of visitors to the flats. Residents of the flats could equally apply for permits enabling them to park vehicles within the Woking Town Centre public car parks.
35. In light of the above, and taking into account the locational characteristics of the site immediately adjacent to Woking Town Centre, including its proximity to key services and public transport accessibility, it is not considered that the absence of on-site car parking to serve the proposed single 2 bedroom flat would result in undue pressure upon the availability of off-site parking in the locality or have a materially adverse impact upon the free flow of traffic and highway safety.

Dental surgery car parking

36. As discussed earlier within the report in the section sub-headed 'Principle of development' the existing dental surgery provides 3no. surgery rooms, a reception/waiting room, office, staff room and toilet across ground and first floor levels with a gross internal area measuring approximately 119 sq.m. The proposal would retain the dental surgery use at ground floor level. No uplift in existing surgery rooms (3no.) would occur with the resulting ground floor space also providing a reception/waiting room, disabled w/c, decontamination room and staff room with a gross internal area measuring approximately 89 sq.m. The proposal would therefore not represent an intensification or enlargement of the existing dental surgery use and would not facilitate material uplift in existing patient provision (ie. patient numbers) in comparison to the existing, established dental surgery use.

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37. In terms of dental surgery and similar uses within highly accessible locations such as this it is common for patients to travel to attend the surgery via modes of transport other than the private car. It is also a significant material consideration that the application site is within very close proximity, and easy walking distance, to numerous Woking Town Centre public car parks, including Brewery Road WWF (153 spaces), Victoria Way (922 spaces), Blue multi-storey (918 spaces), Red multi-storey (879 spaces) and Yellow multi-storey (541 spaces). The existing 2no. car parking spaces would be retained to the frontage and no alteration is proposed to the existing vehicular crossover onto Chobham Road.
38. Furthermore the application has been considered by the County Highway Authority (SCC) who, having considered any local representations and having assessed the application on safety, capacity and policy grounds, raises no objection subject to recommended condition 5. The County Highway Authority further states that *“the proposed development is located in a highly accessible location, with bus stops in the vicinity of the site and Woking rail station within walking distance. The proposal seeks to provide cycle parking which offers further alternative sustainable modes of travel to the car. There are no plans to alter the vehicular access with Chobham Road or alter parking provision on site. The recommended condition is required to ensure the safe free-flow of traffic along Chobham Road (A3046) during the duration of construction works. Subject to this condition the County Highway Authority has no further requirements”*.
39. Overall therefore, subject to recommended condition 6 to secure details of secure covered cycle parking, the proposal is considered to comply with the National Planning Policy Framework (2012), Policy CS18 of the Woking Core Strategy (2012) and SPD ‘Parking Standards (2006)’.

Thames Basin Heaths Special Protection Area (TBH SPA)

40. The application site falls within the 400m - 5km (Zone B) buffer of the Thames Basin Heaths Special Protection Area (TBH SPA). The TBH SPA is a European designated site afforded protection under the Conservation of Habitats and Species Regulations 2010 (as amended).
41. Policy CS8 of the Woking Core Strategy (2012) requires new residential development beyond a 400m threshold, but within 5 kilometres, of the TBH SPA boundary to make an appropriate contribution towards the provision of Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring (SAMM).
42. The Suitable Alternative Natural Greenspace (SANG) element of the TBH SPA avoidance tariff is encompassed within the Community Infrastructure Levy (CIL) however the Strategic Access Management and Monitoring (SAMM) element of the TBH SPA avoidance tariff is required to be addressed outside of CIL. The applicant has agreed to make a SAMM contribution of **£660** in line with the Thames Basin Heaths Special Protection Area Avoidance Strategy as a result of the uplift of 1no. 2 bedroom flat which would arise from the proposal. The applicant is preparing a Legal Agreement to secure this financial contribution.
43. In view of the above, the Local Planning Authority is able to determine that the development would have no significant effect upon the TBH SPA and therefore accords with Policy CS8 of the Woking Core Strategy (2012) and the ‘Thames Basin Heaths Special Protection Area Avoidance Strategy’.

Affordable housing

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44. 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. However, following a Court of Appeal judgment in May 2016, 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. These circumstances include that contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000 sq.m.
45. 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 1000 sq.m, no affordable housing financial contribution is therefore sought from the application scheme.

LOCAL FINANCE CONSIDERATIONS

46. The proposal would be Community Infrastructure Levy (CIL) liable to the sum of **£3,877** (including the April 2017 Indexation).

CONCLUSION

47. Overall the principle of development is considered to be acceptable and the proposal is considered to preserve the character and appearance of the host building and the Wightsheaf Conservation Area. Subject to recommended conditions the proposal is considered to result in an acceptable impact upon neighbouring amenity, to provide a good standard of amenity to future residential occupiers and to result in acceptable highway safety and parking implications. Thames Basin Heaths impacts can be mitigated by way of the adopted Avoidance Strategy.
48. Having regard to the relevant policies of the Development Plan, other relevant material planning considerations and national planning policy and guidance the proposal is therefore considered to be an acceptable form of development that complies with Policies CS1, CS8, CS10, CS11, CS12, CS18, CS19, CS20, CS21 and CS25 of the Woking Core Strategy (2012), Policies DM4 and DM20 of the Development Management Policies DPD (2016), Supplementary Planning Documents 'Outlook, Amenity, Privacy and Daylight (2008)', 'Design (2015)', 'Parking Standards (2006)' and Affordable Housing Delivery (2014), Supplementary Planning Guidance 'Heritage of Woking (2000)', Sections 4, 6, 7, 11 and 12 of the National Planning Policy Framework (2012) (NPPF), Saved Policy NRM6 of the South East Plan (2009), the Thames Basin Heaths Special Protection Area Avoidance Strategy and the National Planning Practice Guidance (NPPG). It is therefore recommended that planning permission is granted subject to conditions and planning obligations as set out below.

BACKGROUND PAPERS

1. Site visit photographs
2. Consultation response from County Highway Authority (SCC)
3. Consultation response from Heritage and Conservation Consultant
4. Letters of representation

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5. Site Notices (Development Affecting a Conservation Area) x2

PLANNING OBLIGATIONS

	Obligation	Reason for Agreeing Obligation
1.	£660 SMM (TBH SPA) contribution.	To accord with the Habitat Regulations, Policy CS8 of the Woking Core Strategy (2012) and The Thames Basin Heaths Special Protection Area (SPA) Avoidance Strategy.

RECOMMENDATION

Grant planning permission subject to the following conditions and SMM (TBH SPA) contribution secured by way of Legal Agreement:

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 following approved plans numbered/titled:

1416 / 277 / 01 (Location, Site & Block Plans. Existing Plans and Elevations), dated Apr 2017 and received by the Local Planning Authority on 28.04.2017.

1416 / 277 / 02 Rev A (Site Plan. Proposed Plans and Elevations), dated Jun 2017 and received by the Local Planning Authority on 21.07.2017.

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

3. The development hereby permitted shall be constructed in the external materials as annotated on the approved plan numbered/titled '1416 / 277 / 02 Rev A (Site Plan. Proposed Plans and Elevations)'. 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 (including the alterations to the existing glazed frontage and continuation of the existing stallriser).

Reason: To preserve the character and appearance of the host building and the visual amenities of the Wheatsheaf Conservation Area in accordance with Policies CS20 and CS21 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Sections 7 and 12 of the National Planning Policy Framework (2012).

4. All 4no. rooflights hereby permitted (for the avoidance of doubt this includes the 1no. rooflight within the rear 'outrigger' element of the host building and the 3no. rooflights within the front roof slope) shall be 'conservation style' rooflights and shall be installed so that their frames are flush fitting with the roof covering.

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Reason: To preserve the character and appearance of the host building and the visual amenities of the Wheatsheaf Conservation Area in accordance with Policies CS20 and CS21 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Sections 7 and 12 of the National Planning Policy Framework (2012).

5. ++ No development shall commence until a Construction Transport Management Plan (CTMP), to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason: To ensure the safe free-flow of traffic along Chobham Road (A3046) during the duration of construction works in order that the development does not prejudice highway safety nor inconvenience other highway users in accordance with Policy CS18 of the Woking Core Strategy (2012) and the provisions of the National Planning Policy Framework (2012).

6. ++ Notwithstanding any details otherwise shown on the approved plans numbered/titled '1416 / 277 / 02 Rev A (Site Plan. Proposed Plans and Elevations)' no development shall commence until details of the proposed 2no. bin corrals and 1no. cycle shelter within the rear amenity area have been submitted to and approved in writing by the Local Planning Authority. Such details shall include plans and elevations of both the 2no. proposed bin corrals and 1no. cycle shelter at 1:100 or 1:50 scale and details of the external finishes of the proposed 2no. bin corrals and 1no. cycle shelter. Thereafter the bin corrals and cycle shelter shall be permanently retained and maintained in accordance with the approved details.

Reason: To ensure the provision of satisfactory facilities for the storage of recycling and refuse, to further alternative sustainable modes of travel to the car (cycle storage) and to preserve the character and appearance of the Wheatsheaf Conservation Area in accordance with Policies CS18, CS20 and CS21 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Sections 7 and 12 of the National Planning Policy Framework (2012).

7. ++ Notwithstanding any details otherwise shown on the approved plans numbered/titled '1416 / 277 / 02 Rev A (Site Plan. Proposed Plans and Elevations)' no development shall commence until details of means of enclosure (including heights above ground level and external finishes) and details of soft and hard landscaping (including species, planting sizes, spaces and numbers of trees/shrubs and hedges to be planted and hard surfacing materials) within the rear amenity area have been submitted to and approved in writing by the Local Planning Authority. The means of enclosure and hard and soft landscaping shall be implemented fully in accordance with the approved details prior to the first occupation of the residential unit hereby permitted and thereafter maintained to the height and position as approved unless otherwise first agreed in writing by the Local Planning Authority. Any planting which dies or becomes seriously damaged or diseased within a period of 5 years from the completion of the development shall be replaced during the next planting season with specimens of the same size and species unless the Local Planning Authority first gives written consent to any variation.

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Reason: To ensure the provision of an appropriate area of private garden amenity for occupiers of the residential unit hereby permitted and to preserve the character and appearance of the Wheatsheaf Conservation Area in accordance with Policies CS20 and CS21 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Sections 7 and 12 of the National Planning Policy Framework (2012).

8. As annotated on the approved plan numbered/titled '1416 / 277 / 02 Rev A (Site Plan. Proposed Plans and Elevations)' the side-facing second floor window(s) within the host building (serving the en-suite to bedroom 2) shall be glazed entirely with obscure glass and 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 in which the window(s) are installed. Once installed the window(s) shall be permanently retained in that condition unless otherwise first agreed in writing by the Local Planning Authority.

Reason: To safeguard the residential amenities of adjacent Bridge House in accordance with Policy CS21 of the Woking Core Strategy (2012).

9. Following either the first occupation of the residential unit hereby permitted or the completion of the single storey rear extension hereby permitted (whichever is the sooner) the dental surgery shall only open to patients during the following times:
 - 0800 – 1800 Mondays-Fridays (inclusive)
 - 0900 – 1700 Saturdays
 - Not at all on Sundays and Bank/Public Holidays

Reason: To safeguard the residential amenities of occupiers of the first and second floor level residential unit hereby permitted and those of No.1a The Grove from noise and disturbance during sensitive residential hours in accordance with Policy CS21 of the Woking Core Strategy (2012) and the provisions of the National Planning Policy Framework (2012).

10. ++ No fixed plant and equipment (external to the resulting building envelope) associated with air moving equipment, compressors, generators or plant or similar equipment shall be installed until details, including acoustic specifications, have been submitted to and approved in writing by the Local Planning Authority.

Reason: To safeguard the residential amenities of occupiers of the first and second floor level residential unit hereby permitted and those of No.1a The Grove from noise and disturbance and to preserve the character and appearance of the host building and the visual amenities of the Wheatsheaf Conservation Area in accordance with Policies CS20 and CS21 of the Woking Core Strategy (2012), Policy DM20 of the Development Management Policies DPD (2016) and Sections 7 and 12 of the National Planning Policy Framework (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). Amended plans were requested, and accepted, during consideration of the application. Following the submission of amended plans the application was considered to be acceptable.

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2. The applicants 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 RELEVANT TRIGGER POINT. 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. Please see:
<https://www.woking.gov.uk/planning/makeplanningapplication/conditionsapproval>
3. The applicant is advised that, under the Control of Pollution Act 1974, site works which will be audible at the site boundaries are restricted to the following hours:-
0800 - 1800 Monday to Friday
0800 - 1300 Saturday
and not at all on Sundays and Bank/Public Holidays.
4. This decision notice should be read alongside the related legal agreement.
5. The development hereby permitted is subject to the Community Infrastructure Levy (CIL). The charge becomes due when development commences. A Commencement Notice, which is available from the Planning Portal website (Form 6: Commencement Notice:
https://ecab.planningportal.co.uk/uploads/1app/forms/form_6_commencement_notice.pdf) must be issued to the Local Planning Authority and all owners of the relevant land to notify them of the intended commencement date of the development.
6. The applicant is advised that the term 'fixed' or 'non-opening window refers to a window where the glazing is fitted directly into a permanent fixed frame which contains no opening or openable casement or other device or mechanism to permit opening. Fixing an openable casement with screws or bolts into the frame is not acceptable.
7. The applicant is advised that where windows are required to be fitted with obscure glazing the glass should have a sufficient degree of obscuration so that a person looking through the glass cannot clearly see the objects on the other side. 'Patterned' glass or obscured plastic adhesive are not acceptable.
8. The applicant is advised that developers are expected to contribute all the costs of waste and recycling infrastructure where the need for those facilities arises directly from the development. This includes the cost of providing all refuse and recycling receptacles. Receptacles and appropriate signage to promote the items which can be recycled are required to be in-situ prior to the first residential occupation.