

Planning Committee

12 November 2025



Application No.	25/01088/HOU		
Site Address	35 Park Road, Ashford, TW15 1EX		
Applicant	Mr Daniel Moore		
Proposal	Garage conversion to habitable room, part single part two storey side and rear extension, loft conversion with rear dormer and hip to gable roof extension		
Case Officer	Drishti Patel		
Ward	Ashford Common		
Called-in	This application has been called in by Councillor Rutherford on the basis that the development would not be in keeping with the character of the street and parking implications.		
Application Dates	Valid: 04.09.2025	Expiry: 30.10.2025	Target: Extension of Time agreed to 14.11.2025
Executive Summary	<p>The proposal seeks planning permission for the conversion of an existing garage into a habitable room, together with a part single storey, part two-storey rear extension, and a loft conversion incorporating a hip to gable roof alteration with a rear dormer.</p> <p>The application site is located within the built-up area where the principle of residential extensions is acceptable. The proposal has been assessed against Policy EN1 of the Core Strategy and Policies DPD (2009) and the Council's Design of Residential Extensions and New Residential Development SPD (2011). The design and appearance of the development are considered to respect the character of the existing dwelling and the surrounding area. The impact on adjoining neighbours is considered acceptable.</p> <p>Adequate off-street parking remains available on-site in accordance with Policy CC3 and the Council's adopted Parking Standards (2011).</p> <p>Accordingly, the scheme complies with Policies EN1 and CC3 of the Core Strategy and Policies DPD 2009 and the proposal is therefore considered to be acceptable.</p>		
Recommended Decision	Approve the application subject to conditions as set out in the Recommendation section (paragraphs 8.1, 8.2 and 8.3).		

MAIN REPORT

1. Development Plan

- 1.1 The following policies in the Council's Core Strategy and Policies DPD 2009 are considered relevant to this proposal:

- EN1: Design of New Development
- CC3: Parking Provision

Supplementary Planning Document:

- SPD on the Design of Residential Extensions and New Residential Development 2011

- 1.2 The National Planning Policy Framework (NPPF) December 2024 is also relevant.

- 1.3 On 19 May 2022, the Council agreed that the draft Spelthorne Local Plan 2022 – 2037 be published for public consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). The public consultation for the Pre-Submission Publication version of the Local Plan ended on 21st September 2022 and the local plan was submitted to the Planning Inspectorate on 25th November 2022.

- 1.4 An Examination into the emerging Local Plan commenced on 23 May 2023. However, it was paused to allow time for the new council to understand and review the policies and implications of the emerging Local Plan and to address the issues that were identified in the first week of the Examination, in particular flood risk and its potential implications in relation to the site allocation and delivery strategy of the plan.

- 1.5 On 12 December 2024, the Planning Inspectorate confirmed that the Local Plan examination would resume on the 27 January 2025. This has now taken place and the Examination closed on 18 February 2025. Adoption of the Local Plan by Council could be by December 2025 subject to the plan being found sound by the Inspector and public consultation undertaken on the Main Modifications <https://spelthornelocalplan.info/evidence-base/>

- 1.6 The following policies of the Pre-Submission Spelthorne Local Plan 2022 – 2037 are of relevance:

- PS2: Designing Places and Spaces
- ID2: Sustainable Transport for New Developments

- 1.7 The [National Planning Policy Framework](#) (NPPF) states at para 49 that:

Local planning authorities may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

- 1.8 Section 38(6) the Planning and Compulsory Purchase Act 2004 (https://www.legislation.gov.uk/ukpga/2004/5/pdfs/ukpga_20040005_en.pdf) requires applications to be determined in accordance with the development plan (unless material considerations indicate otherwise) and not in accordance with an emerging plan, although emerging policies may be a material consideration.
- 1.9 At this stage, the policies in the Pre-Submission Spelthorne Local Plan carry limited weight in the decision-making process. The adopted policies in the 2009 Core Strategy and Policies DPD carry substantial weight in the determination of this planning application.

2. Relevant Planning History

Ref. No.	Proposal	Decision and Date
25/00343/HOU	Conversion of garage to habitable room	Granted 08.05.2025
25/00176/HOU	Erection of a first-floor rear extension	Granted 08.05.2025
25/00344/CPD	Certificate of Lawfulness for hip to gable loft conversion with rear dormer	Granted 08.05.2025
25/00491/PDH	Prior Approval Notification for a single storey rear extension extending 6.0 metres beyond the rear wall of the original house, with a maximum height of 2.76 metres and a height of 2.76 metres to the eaves	Prior Approval Not Required 04.06.2025

3. Description of Current Proposal

- The application site and surrounding area
- 3.1 The application property, 35 Park Road, is a two-storey semi-detached dwelling located on the western side of Park Road within a predominantly residential area of Ashford. The locality is characterised by a mixture of semi-

detached and detached houses of traditional design, many of which have been extended to the side and rear.

- 3.2 The site benefits from an attached two-storey side extension with an integral garage.

Proposal

- 3.3 Garage Conversion: Conversion of the existing garage to habitable accommodation. Replacing garage door with a window.
- 3.4 Single Storey Rear Extension: A single storey rear extension extending 6.0 metres beyond the rear wall of the original house, with a maximum height of 2.76 metres and an eaves height of 2.76 metres. It is set in 2.85 metres from the northern boundary.
- 3.5 First Floor Rear Extension: A first-floor extension sitting on top of the existing flat roof ground floor protrusion, infilling the recessed section on the northern side and protruding further to create a total maximum depth of 5.35 metres and minimum depth of 3.0 metres (from the original rear elevation). The extension would be set in 3.35 metres from the southern side, creating a new staggered rear elevation. The roof would be pitched to match the host dwelling's roof angle but would be subordinate in height with a set down of 1.5 metres from the main roof ridge. It would be set back 0.4 metres from the rear elevation of the existing ground floor and 2.9 metres from the proposed ground floor element.
- 3.6 Loft Conversion: Hip to gable roof extension and installation of a rear dormer window to create additional habitable accommodation within the roof space.
- 3.7 The full set of proposed plans are provided as an Appendix.

4. Consultations

The following table shows those bodies consulted and their response.

Statutory Consultees

Consultee	Comment
County Highway Authority	No objections.

Non-Statutory Consultees

Consultee	Comment
Environmental Heath (Contamination)	Requests an informative relating to asbestos and dust.

5. Public Consultation

- 5.1 A total of 4 properties were notified of the application.
- 5.2 The Council has received 5 letters of objection to the application.

5.3 Reasons for objecting include:

- Loss of privacy and overlooking from the proposed dormer
- Overdevelopment and design out of keeping with the character of Park Road
- Increased traffic, parking pressure and highway safety concerns
- Noise and disturbance during construction and from potential intensification of use
- Structural concerns relating to shared boundaries, the party wall and chimney stack
- Alleged intention to convert the property into an HMO and resultant over-occupation.

6. Planning Issues

- Impacts upon the Character and Appearance of the Area
- Residential Amenity
- Parking and Highway Safety

7. Planning Considerations

Background

7.1 The property has been the subject of several recent planning applications relating to extensions and alterations to the existing dwelling. Planning permission was granted under reference 25/00343/HOU for the conversion of the attached garage into a habitable room, and under reference 25/00176/HOU for the erection of a first-floor rear extension, both approved in May 2025. Separately, under reference 25/00491/PDH, Prior Approval was confirmed as not required for a single-storey rear extension projecting six metres from the original rear wall, and a Certificate of Lawfulness was granted under reference 25/00344/CPD for a hip-to-gable roof alteration and rear dormer. These previous applications are a material planning consideration.

7.2 The current application, merges these individual approvals into a single, proposal with some changes. The overall scale and footprint of the proposed works remain broadly consistent with the previously granted designs, save for the inclusion of a modest infill section to the single-storey rear element and a smaller scale to the dormer following revised plans after talks with the Council.

Design and Appearance

7.3 Policy EN1 of the Core Strategy and Policies DPD 2009 states that proposals for new development should demonstrate that they will create buildings and places that are attractive with their own distinct identity. They should respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land.

Hip to Gable and Dormer

- 7.4 The hip to gable roof extension would not exceed the highest part of the existing roof and would not extend beyond the plane of the roof which forms the principal elevation of the dwelling that fronts the highway. The materials used would match the existing dwelling in colour and texture, paying regard the host property. It is noted there are other examples of gabled designs in the surrounding area and so is not considered out of character.
- 7.5 With regard to the rear dormer, the SPD on the Design of Residential Extensions and New Residential Development 2011 advises that well-designed dormers should be set in a minimum of 1 metre from the roof edge, down 0.5 metres from the ridge and up 1 metre from the eaves. While the proposed dormer does not fully comply with this guidance - specifically, it is set in 0.2 metres and not the 1 metre required from the southern side, this is considered acceptable in this case as the dormer is set in 2.4 metres from the northern side of the main dwelling, which exceeds the SPD's minimum requirement. This significant set in makes the dormer not appear a dominant feature in the roof space. Furthermore, the dormer window aligns with the fenestration of the first floor below and the overall scale and positioning of the dormer respects the character of the host dwelling.

Single Storey Element

- 7.6 The single storey rear extension would extend 6.0 metres beyond the rear wall of the original house, with a maximum and eaves height of 2.75 metres. This height complies with the Council's Design of Residential Extensions and New Residential Development Supplementary Planning Document April 2011 (SPD) regarding single storey development on the boundary (3.0 metres). Although, the 6.0 metre depth exceeds the SPD, it is noted that a similar design was granted as Prior Approval.

First Floor Element

- 7.7 The proposed first floor extension would infill the recessed side on the northern side of the existing first floor and protrude further, resulting in a total maximum depth of 5.35 metres and minimum depth of 3.0 metres (from the original rear elevation). It would be set in 3.35 metres from the southern side, creating a new staggered rear elevation.
- 7.8 The roof design would be pitched, matching the host dwelling's roof angle while remaining subordinate in height with a set down of 1.5 metres from the main roof ridge. It would further appear subordinate with a setback of 0.4 metres from the rear elevation of the ground floor extension it would sit on.
- 7.9 The first-floor extension would only have a set in of 0.25 metres from the northern elevation, which does not comply with the SPD guidance that two-storey development should be set in a minimum of 1.0 metre from the side boundaries. The proposed element is situated behind an existing two storey section with the same set in and so it is not closer to the boundary compared to existing. Therefore, the potential for a terracing effect is not considered more significant than existing and a refusal could not be justified on this basis. This element would be very minimally visible from the street scene and so the impact is considered acceptable.

- 7.10 The existing dwelling would obscure the rear extensions from the street scene and therefore the impact on the character of the area is considered acceptable.

Garage Conversion

- 7.11 It is noted that the properties on this side of the road contain differing frontages with regards to design. Furthermore, the adjoining semi-detached property does not contain an integral garage. Therefore, it is not considered that the proposed conversion would appear out of character. The front elevation would incorporate a window opening, which is considered to have an acceptable impact upon size and location, and the materials are proposed to match the existing ground floor finish.

Impact on adjoining properties

- 7.12 Policy EN1(b) of the CS & P DPD states that new development should achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact in terms of loss of privacy, daylight or sunlight, or overbearing effect due to bulk and proximity or outlook.

No. 33 Park Road (adjoining property to the south):

- 7.13 The proposed first floor extension does not breach the horizontal nor the vertical 45-degree line, as No. 33 has an existing ground floor rear extension. The first-floor element is set in 3.35 metres from the southern boundary which is considered adequate separation.
- 7.14 The proposed ground floor extension protrudes past No 33's existing ground floor element by 2.4 metres which is considered to mitigate the impact and complies with the SPD depth guidelines. The proposal would therefore not result in a significant loss of light, outlook or overbearing impact on this property.
- 7.15 The proposed dormer would be set in 0.2 metres from No 33's roof side. The dormer would face directly to the rear, maintaining the same general line of sight as existing first-floor rear windows, and would not introduce any materially greater level of overlooking than that is already existing. Therefore, it is considered the dormer would not have a significant impact on privacy or an overbearing to No 33 or their garden area.

No. 37 Park Road (adjoining property to the north):

- 7.16 No. 37 to the north does not have an existing rear extension. However, their closest window on the ground floor rear elevation is set a sufficient distance so both the 45-degree horizontal and vertical lines are not breached. The relationship is therefore considered acceptable and would not result in significant harm to the amenities of this property in terms of loss of light, outlook or overbearing impact.
- 7.17 The proposed ground floor element closest to the northern boundary, would protrude past No 37's rear elevation by 3.85 metres which is considered within the SPD guidelines for semi-detached properties and further mitigated by the 1.95 metre gap between. Therefore, the relationship is considered acceptable.

- 7.18 The proposed dormer would be situated 5.1 metres from No 37's side elevation and so the distance is considered to mitigate any impact.

Nos. 36 and 38 Metcalf Road (properties to the rear):

- 7.19 From the rear elevation of the proposed first floor element there is approximately 16 metres to the rear boundary and over 35 metres to the rear elevations of Nos. 36 and 38 Metcalf Road. These would be larger for the distance from the dormer. The separation distances set out in the SPD are 10.5 metres for back to rear distance and 21 metres for back-to-back distance. Therefore, the proposal significantly exceeds the minimum requirements set out in the SPD and ensure that the proposal would not result in overlooking, loss of privacy, or overbearing impact on these properties.
- 7.20 Overall, it is considered that the proposal does not overlook, overbear, cause a loss of sunlight, daylight or outlook and therefore respects the amenities of the adjoining neighbouring properties. Therefore, the proposal is not considered to result in any adverse impacts upon the amenity of adjoining properties and complies with Policy EN1 of the CS & P DPD.

Parking

- 7.21 Policy CC3 states that the Council will require appropriate provision to make for off-street parking in development proposals in accordance with its maximum parking standards.
- 7.22 The submitted plans identify two bedrooms at first floor level, however, it is noted that the rooms annotated as "office" and "study" provide sufficient floorspace to function as single bedrooms when assessed against the nationally described space standards. The Government's *Technical Housing Standards – Nationally Described Space Standard (2015)* states that a single bedroom must have a floor area of at least 7.5 square metres and a minimum width of 2.15 metres in order to provide one bedspace. On this basis, the "office" and "study" rooms are of adequate size to be used as single bedrooms. The dwelling is therefore assessed as a four-bedroom property for the purposes of applying parking standards.
- 7.23 The Council's *Supplementary Planning Guidance on Parking Standards* (updated 2011) sets out minimum requirements for residential development. For dwellings with four or more bedrooms, the standard seeks provision of 2.5 off-street parking spaces. Whilst it is acknowledged that the proposal would result in the loss of the existing garage, sufficient space remains within the front driveway to accommodate potentially two vehicles as the hardstanding area measures 4.9m x 6.14m, with further on-street parking available in the immediate vicinity. In addition, the site lies within reasonable walking distance of public transport services, such as bus stops on Convent Road and Feltham Road.
- 7.24 It is also relevant that the Council's adopted parking standards are primarily directed toward new residential units rather than householder extensions, where there is no net increase in the number of dwellings. As such, while the standards can provide a useful guide, they are not applied with the same level of rigidity in cases involving extensions to existing homes.

7.25 Surrey County Council, as the Local Highway Authority (CHA), has been consulted and raised no objection to the proposal, confirming that they have no highway requirements. The CHA acknowledge residents' concerns regarding on-street parking demand but advise that the loss of a single off-street space would not materially impact the safety or capacity of the surrounding highway network. Accordingly, the proposal is considered acceptable in highway terms.

7.26 The proposal is therefore considered acceptable with regard to parking and highway safety and complies with Policy CC3 of the CS & P DPD.

Climate Change

7.27 The Climate Change Supplementary Planning Document (SPD) was adopted by the Council in April 2024. It provides more detailed guidance to applicants on how to implement adopted Policy SP7 from the Core Strategy 2009. Policy SP7 seeks to reduce climate change effects by:

- a) promoting inclusion for renewable energy, energy conservation and waste management in new and existing developments*
- b) development reduces the need to travel and encourages alternatives to car use*
- c) encourage non car-based travel,*
- d) promoting the efficient use and conservation of water resources,*
- e) promoting measures to reduce flooding and the risks from flooding,*
- f) supporting measures to enhance and manage Staines' role as a public transport interchange.*

7.28 There are also three implementation policies; Policy CC1: Renewable Energy Conservation and sustainable Construction, Policy CC2: Sustainable Travel and Policy CC3: Parking provision.

7.29 Policy CC1 states that the Council will require residential development of one or more dwellings and other development involving new building or extensions exceeding 100 sq. m to include measures to provide at least 10% of the development's energy demand from on-site renewable energy sources unless it can be shown that it would seriously threaten the viability of the development. A condition will be imposed in order to ensure the policy requirement is met.

7.30 There are also other key documents supporting action on climate change; the NPPF 2024 chapter 14 "*Meeting the challenge of climate change, flooding and coastal change*", the *National Model Design Code* and *Spelthorne Borough Council's Climate Change Strategy 2022 – 2030*.

7.31 The scheme is considered to perform well against the Council's climate change policies and the SPD. The development is an efficient use of an existing brownfield site and is located in a sustainable location. Accordingly, the proposal is considered acceptable on sustainability grounds.

7.32 Accordingly, the proposal complies with the requirements of Policy CC1 of the CS & P DPD.

Other Matters

- 7.33 The Council's Pollution Control Officer (Environmental Health) has raised no objection on contaminated land grounds, requesting an informative relating asbestos and dust mitigation as a chimney is to be removed and there will be roof alterations.
- 7.34 Objectors have also raised concerns regarding the potential future use of the property as a House in Multiple Occupation (HMO). This application, however, relates solely to the proposed physical extensions and alterations to the dwelling. As such, the potential occupation of the property as an HMO is not a matter for consideration within this householder application.
- 7.35 Concerns regarding the party wall and structural safety are civil matters governed by the Party Wall Act and Building Regulations, not material planning considerations.

Financial Considerations

- 7.36 Under S155 of the Housing and Planning Act 2016, Local Planning Authorities are now required to ensure that potential financial benefits of certain development proposals are made public when a Local Planning Authority is considering whether or not to grant planning permission for planning applications which are being determined by the Council's Planning Committee. A financial benefit must be recorded regardless of whether it is material to the Local Planning Authority's decision on a planning application, but planning officers are required to indicate their opinion as to whether the benefit is material to the application or not.
- 7.37 The proposal would not generate New Homes Bonus, nor is it a CIL chargeable scheme.

Equalities Act

- 7.38 This planning application has been considered in light of the Equality Act 2010 and associated Public Sector Equality Duty, where the Council is required to have due regard to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.39 The question in every case is whether the decision maker has in substance had due regard to the relevant statutory need, to see whether the duty has been performed.

- 7.40 The Council's obligation is to have due regard to the need to achieve these goals in making its decisions. Due regard means to have such regard as is appropriate in all the circumstance.
- 7.41 The applicant states that the proposal will achieve the required standards of accessible and inclusive design. The NPPF defines people with disabilities as individuals that have a physical or mental impairment, which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. This can include but is not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs. It is considered that it would be possible for individuals with some disabilities to access the development.

Human Rights Act

- 7.42 This planning application has been considered against the provisions of the Human Rights Act 1998.
- 7.43 Under Article 6 the applicants (and those third parties who have made representations) have the right to a fair hearing and to this end full consideration will be given to their comments.
- 7.44 Article 8 and Protocol 1 of the First Article confer a right to respect private and family life and a right to the protection of property, i.e. peaceful enjoyment of one's possessions which could include a person's home, and other land and business assets.
- 7.45 In taking account of the Council policy as set out in the Spelthorne Local Plan and the NPPF and all material planning considerations, Officers have concluded on balance that the rights conferred upon the applicant/ objectors/ residents/ other interested party by Article 8 and Article 1 of the First Protocol may be interfered with, since such interference is in accordance with the law and is justified in the public interest. Any restriction of these rights posed by the approval of the application is legitimate since it is proportionate to the wider benefits of such a decision, is based upon the merits of the proposal, and falls within the margin of discretion afforded to the Council under the Town & Country Planning Acts.

Conclusion

- 7.46 The proposal is considered to achieve an acceptable standard of design and appearance in keeping with the character of surrounding area and will not cause material harm to neighbouring amenity or highway safety. Accordingly, the application is recommended for approval subject to the following conditions.

8. Recommendation

- 8.1 The options available to the Planning Committee for decision making are:
- To approve the application as set out in this report. This option is recommended. The report analyses in some detail the reasons why the application is considered to be acceptable in planning terms.

- To approve the application subject to additional /amended conditions and informatives. This option is not recommended, the conditions and informatives are set out below. The Planning Committee should be minded of paragraph 57 of the NPPF which states that :- *planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects ([National Planning Policy Framework](#))*.
- To refuse the application. This option is not recommended. The report assesses why officers consider the application to be acceptable and there are [no material planning reasons](#) to refuse the proposal.

8.2 The application is recommended for approval, subject to conditions and informatives below.

8.3 **APPROVE** subject to the following conditions:-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: - This condition is required by Section 91 of the Town and Country Planning Act, 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The extension hereby permitted shall be carried out in facing materials to match those of the existing building in colour and texture.

Reason: - To ensure a satisfactory external appearance in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

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

EX - L003; EX - P001; EX - P002; EX - P003; EX - P004; EX - E001; EX - E002; EX - E003; EX - E004; EX - S001; and EX - S002 received 04 September 2025 and PR - L002 B; PR - P001 B; PR - P002 B; PR - P003 B; PR - P004 B; PR - E001 B; PR - E002 B; PR - E003 B; PR - E004 B; PR - S001 B; PR - S002 B received 23.10.2025

Reason: - For the avoidance of doubt and in the interest of proper planning

Informatives

- 1) The applicant should be mindful not to create excessive dust emissions during demolition works, particularly where any asbestos containing materials may be present. A Refurbishment and Demolition asbestos survey is required to determine if asbestos containing materials are

present. If removal of asbestos containing materials is required appropriate removal (without significant damage), handling and disposal by competent persons is required. The Health & Safety Executive (HSE) have produced a guide to safe removal of asbestos containing materials, which outlines good practice, how to prepare and what equipment is needed, how to remove it and how to deal with the waste once removed. There is also information on the HSE website about how to comply with the regulations, including a more generic guide to working safely with asbestos - <http://www.hse.gov.uk/asbestos/protect.htm>

- 2) The applicant's attention is drawn to the requirements of the Party Wall Etc. Act 1996 in relation to work close to a neighbour's building/boundary.