

Please reply to:

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Date: 13 August 2019

Notice of meeting

Planning Committee

Date: Wednesday, 21 August 2019

Time: **Call Over Meeting** - 6.45 pm

The Call Over meeting will deal with administrative matters for the Planning Committee meeting. Please see guidance note on reverse

Committee meeting – Immediately upon the conclusion of the Call Over Meeting

Place: Council Chamber, Council Offices, Knowle Green, Staines-upon-Thames

To the members of the Planning Committee

Councillors:

| | | |
|-------------------------------|------------|----------------|
| R.A. Smith-Ainsley (Chairman) | S.A. Dunn | R.J. Noble |
| H. Harvey (Vice-Chairman) | M. Gibson | R.W. Sider BEM |
| C. Barnard | T. Lagden | V. Siva |
| S. Buttar | J. McIlroy | B.B. Spoor |
| R. Chandler | L. Nichols | J. Vinson |

Councillors are reminded that the Gifts and Hospitality Declaration book will be available outside the meeting room for you to record any gifts or hospitality offered to you since the last Committee meeting.

Spelthorne Borough Council, Council Offices, Knowle Green

Staines-upon-Thames TW18 1XB

www.spelthorne.gov.uk customer.services@spelthorne.gov.uk Telephone 01784 451499

Call Over Meeting

Guidance Note

The Council will organise a meeting immediately prior to the Planning Committee meeting (a "Call Over") which will deal with the following administrative matters for the Committee:

- Ward councillor speaking
- Public speakers
- Declarations of interests
- Late information
- Withdrawals
- Changes of condition
- any other procedural issues which in the opinion of the Chairman ought to be dealt with in advance of the meeting.

The Call-Over will be organised by Officers who will be present. Unless there are exceptional circumstances, the meeting will be held in the same room planned for the Committee. The Chairman of the Planning Committee will preside at the Call-Over. The Call-Over will take place in public and Officers will advise the public of the proceedings at the meeting. Public speaking at the Call-Over either in answer to the Chairman's questions or otherwise will be at the sole discretion of the Chairman and his ruling on all administrative matters for the Committee will be final.

Councillors should not seek to discuss the merits of a planning application or any other material aspect of an application during the Call-Over.

Planning Committee meeting

Start times of agenda items

It is impossible to predict the start and finish time of any particular item on the agenda. It may happen on occasion that the Chairman will use his discretion to re-arrange the running order of the agenda, depending on the level of public interest on an item or the amount of public speaking that may need to take place. This may mean that someone arranging to arrive later in order to only hear an item towards the middle or the end of the agenda, may miss that item altogether because it has been "brought forward" by the Chairman, or because the preceding items have been dealt with more speedily than anticipated. Therefore, if you are anxious to make certain that you hear any particular item being debated by the Planning Committee, it is recommended that you arrange to attend from the start of the meeting.

Background Papers

For the purposes of the Local Government (Access to Information) Act 1985, the following documents are to be regarded as standard background papers in relation to all items:

- Letters of representation from third parties
- Consultation replies from outside bodies
- Letters or statements from or on behalf of the applicant

AGENDA

Page nos.

1. **Apologies**
To receive any apologies for non-attendance.

2. **Minutes** 7 - 10
To confirm the minutes of the meeting held on 24 July 2019 (copy attached).

3. **Disclosures of Interest**
To receive any disclosures of interest from councillors under the Councillors' Code of Conduct, or contact with applicants/objectors under the Planning Code.

Planning Applications and other Development Control matters
To consider and determine the planning applications and other development control matters detailed in the reports listed below.

4. **Application No. 19/00901/FUL - Staines Ex-Servicemen's Club Ltd., 6 Laleham Road, Staines upon Thames, TW18 2DX** 11 - 40
Ward
Riverside and Laleham Ward

Proposal
Demolition of existing Clubhouse building and outbuildings to allow for construction of a new ex-servicemen's club house and apartment complex comprising 14 no. apartments with integral car and bicycle parking, refuse storage, landscaping and amenity together with altered vehicular access point from Laleham Road.

Officer recommendation
This planning application is recommended for refusal due to the design and impact on the character of the area.

5. **Application No. 19/00692/FUL - 51 Leacroft, Staines upon Thames, TW18 4PB** 41 - 64
Ward
Staines

Proposal
Replacement of existing dwelling with three storey apartment building comprising 6 no. one-bedroom units and 3 no. two-bedroom units, alterations to the existing outbuilding, and associated car parking, landscaping and amenity space.

Officer recommendation

To approve the application subject to conditions as set out at Paragraph 8 of the Report.

6. **Application No. 19/00884/FUL - 42 High Street, Shepperton, TW17 9AU** **65 - 88**

Ward

Shepperton Town

Proposal

Change of use from offices/bank to a mixed use of commercial units at ground floor level and to 3 no. residential flats above on the first floor with balconies, erection of new second floor with 3 no. flats with balconies, erection of part single storey, part two storey rear extension and new windows and doors including new access to front and demolition of chimney stacks.

Officer recommendation

To approve the application subject to conditions set out at Paragraph 8 of the Report.

7. **Application No. 19/01031/FUL - West Wing, Council Offices, Knowle Green, Staines upon Thames, TW18 1XB** **89 - 98**

Ward

Staines

Proposal

Alterations to the roof including extensions to the existing dormer windows.

Officer recommendation

The application is recommended for approval, subject to conditions.

8. **Application No. 19/00933/FUL - Greeno Centre and Shepperton Recreation Ground, 45 Glebeland Gardens, Shepperton, TW17 9DH** **99 - 108**

Ward

Shepperton Town

Proposal

Erection of an enclosed patio area to provide an external seating area for visitors to the Greeno Centre including erection of railing boundary enclosure of 1.8m in height.

Officer recommendation

This planning application is recommended for approval, subject to conditions.

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|------------|---|------------------|
| 9. | Spelthorne Borough Council Housing Delivery Test Action Plan | 109 - 176 |
| | To note a report on the Housing Delivery Test Action Plan adopted by Cabinet on 17 July 2019 and to receive a presentation. | |
| | | |
| 10. | Planning Appeals Report | 177 - 182 |
| | To note details of the Planning appeals submitted and decisions received between 12 July and 8 August 2019. | |
| | | |
| 11. | Urgent Items | |
| | To consider any items which the Chairman considers as urgent. | |

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**Minutes of the Planning Committee
24 July 2019**

Present:

Councillor R.A. Smith-Ainsley (Chairman)
Councillor H. Harvey (Vice-Chairman)

Councillors:

| | | |
|-------------|------------|----------------|
| C. Barnard | M. Gibson | R.W. Sider BEM |
| S. Buttar | J. McIlroy | V. Siva |
| R. Chandler | L. Nichols | B.B. Spoor |
| S.A. Dunn | R.J. Noble | |

Apologies: There were none.

200/19 Minutes

The amended minutes of the meeting held on 26 June 2019 were approved as a correct record.

201/19 Disclosures of Interest

a) Disclosures of interest under the Members' Code of Conduct

There were none.

b) Declarations of interest under the Council's Planning Code

The Chairman declared on behalf of all Committee Members present, that as this was a 'Council submitted' application that they had received correspondence in relation to application **19/00747/FUL – Unit 4. 2-10 Thames Street, Staines-upon-Thames** but had maintained an impartial role, had not expressed any views and had kept an open mind

Present:

Councillors R.A. Smith Ainsley, H. Harvey, C. Barnard, S. Buttar, R. Chandler, S. Dunn, M. Gibson, J. McIlroy, L.E. Nichols, R.J. Noble, R.W. Sider BEM, V. Siva, B. Spoor.

The Chairman declared on behalf of all Committee Members present, that as this was a 'Council Officer submitted' application that they had received correspondence in relation to application **19/00653/HOU – 356 Kingston**

Road, Ashford but had maintained an impartial role, had not expressed any views and had kept an open mind

Present:

Councillors R.A. Smith Ainsley, H. Harvey, C. Barnard, S. Buttar, R. Chandler. S. Dunn, M. Gibson, J. McIlroy, L.E. Nichols, R.J. Noble, R.W. Sider BEM, V. Siva, B. Spoor.

202/19 Application No. 19/00747/FUL - Unit 4, 2-10 Thames Street, Staines upon Thames, TW18 4SD

Description:

19/00747/FUL – Unit 4, 2-10 Thames Street, Staines-upon-Thames.

This application sought approval for change of use from retail (Use Class A1) to a mixed use of part café (ground floor) and part offices (first floor)

Additional Information:

There was none.

Public Speaking:

There was none.

Debate:

During the debate the following key issues were raised:

- Already used as a café
- Planned office space use for Spelthorne Borough Council's 'Incubator' initiative

Decision:

The application was **approved**, as recommended, subject to conditions set out at Paragraph 8 of the Report, by a vote of 12 For and 1 Against.

203/19 Application No. 19/00653/HOU - 356 Kingston Road, Ashford, TW15 3SF

Description:

19/00653/HOU – 356 Kingston Road, Ashford

This application sought the erection of a single storey rear extension, which will incorporate the side walls of the existing conservatory being extended by 0.2m in height and a 1.3m further projection beyond the rear elevation of the original dwelling. A new flat roof is to be laid.

Additional Information:

There was none.

Public Speaking:

There was none.

Debate:

During the debate the following key issues were raised:

- No objections from neighbours

Decision:

The application was **approved**, as recommended, subject to conditions set out at Paragraph 8 of the Report, by a unanimous vote.

204/19 Planning Appeals Report

The Chairman informed the Committee that if any Member had any detailed queries regarding the report on Appeals lodged and decisions received since the last meeting, they should contact the Planning Development Manager.

Resolved that the report of the Planning Development Manager be received and noted.

205/19 Urgent Items

There were none.

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19/00901/FUL - Staines Ex Servicemens Club, Laleham Road, Staines-upon-Thames

Scale: 1:1,250

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Planning Committee

21 August 2019



| | |
|------------------------|---|
| Application No. | 19/00901/FUL |
| Site Address | Staines Ex Servicemen's Club, 6 Laleham Road, Staines-upon-Thames TW18 2DX |
| Applicant | Mr D Conway, Ravensgate (Staines) Limited |
| Proposal | Proposed demolition of existing Clubhouse building and outbuildings to allow for construction of a new ex-servicemen's club house and apartment complex comprising 14 no. apartments with integral car and bicycle parking, refuse storage, landscaping and amenity together with altered vehicular access point from Laleham Road. |
| Ward | Riverside and Laleham |
| Call in details | Cllr Harman has called this application in on the grounds that local residents consider it adds to the street scene with a greatly improved frontage and rear which is an improvement to the current building |
| Officer | Kelly Walker |

| | | | |
|--------------------------|--|--------------------|------------------------|
| Application Dates | Valid: 27/06/2019 | Expiry: 26/09/2019 | Target: under 13 weeks |
| Executive Summary | <p>This planning application seeks the demolition of the existing buildings on site comprising the existing clubhouse and the redevelopment of the site for a new clubhouse and 14 apartments, landscaping and amenity space provision and alterations to the vehicular access on Laleham Road.</p> <p>The proposal is considered to be an overdevelopment of the site, providing a design which has little regard to that of neighbouring properties. It would not make a positive contribution to the street scene and as such, is considered to be unacceptable on design grounds. Although it would be an efficient use of land providing an acceptable standard of housing in terms of space, there is little space provided around the building.</p> <p>A previous almost identical application, ref 18/01159/FUL, was withdrawn by the applicant the day before it was due to be considered by the Planning Committee in January 2019, with a recommendation for refusal on design grounds as noted above but also because it had an unacceptable impact on flooding, with an inadequate food risk assessment being provided. However this scheme has addressed the flooding reason for refusal and the current proposal conforms to the flooding policy. It also meets policies on highway issues, parking</p> | | |

| | |
|-----------------------------|---|
| | <p>provision, housing, and renewable energy.</p> <p>The NPPF requires permission for housing to be granted unless the impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole. However, the proposal is not considered to make a positive impact on the character of the area or pay due regard to its surroundings. As such the harm caused is considered to be significant enough to outweigh the benefits of providing new housing in this instance as the proposal is unacceptable due to the poor quality design which will have a negative, adverse impact and fail to make a positive contribution to the surrounding area. Therefore the proposal is considered to be contrary to Policies EN1 and LO1 of the Core Strategy and Policies DPD and the NPPF. As such the application is recommended for refusal.</p> |
| Recommended Decision | This planning application is recommended for refusal due to the design and impact on the character of the area. |

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:

- SP1 (Location of Development)
- LO1 (Flooding)
- SP2 (Housing Provision)
- HO1 (Providing for New Housing Development)
- HO4 (Housing Size and Type)
- HO5 (Housing Density)
- CO1 (Community Facilities)
- CO2 (Provision of Infrastructure for New Development)
- SP6 (Maintaining and Improving the Environment)
- EN1 (Design of New Development)
- EN3 (Air Quality)
- EN8 (Protecting and Improving the Landscape and Biodiversity)
- EN9 (River Thames and its Tributaries)
- EN11 (Development and Noise)
- EN13 (Light Pollution)
- EN15 (Development on Land Affected by Contamination)
- SP7 (Climate Change and Transport)

- CC1 (Renewable Energy, Energy Conservation and Sustainable Construction)
- CC2 (Sustainable Travel)
- CC3 (Parking Provision)

1.2 Also relevant are the following Supplementary Planning Documents/Guidance:

- SPD on Design of Residential Extensions and New Residential Development
- SPG on Parking Standards
- SPG on Flooding

1.3 The advice contained within the National Planning Policy Framework (NPPF) 2019 is also relevant.

2. Relevant Planning History

| | | |
|-----------------------|---|-------------------------|
| 18/01159/FUL | Proposed demolition of existing Clubhouse building and outbuildings to allow for construction of a new ex-servicemen's club house and apartment complex comprising 14 no. apartments with integral car and bicycle parking, refuse storage, landscaping and amenity together with altered vehicular access point from Laleham Road. | Withdrawn 08.01.2019 |
| 16/01088/FUL | Erection of part single storey/part two and a half storey building (over 3 floors) containing new Staines Riverside ex-servicemen's clubhouse and 14 no flats with integral car, bicycle parking and refuse storage, following demolition of existing building and altered vehicular access. | Withdrawn 27.12.2016 |
| PLAN W/FUL /83/249 | Erection of a single-storey extension to Staines Ex-Servicemen's Club measuring 6 ft. (1.82 m) by 13 ft. 9 ins. (4.20 m) providing dressing room accommodation. | Granted 29.06.1983 |

3. Description of Current Proposal

3.1 The site comprises an area of 0.13ha and is located to the western side of Laleham Road, with the River Thames to the west, across the tow path. The northern part of the site is occupied by the existing building consisting of a part single storey, part 2 storey clubhouse, with a separate flat. The building directly adjoins the road to the east. It has a terrace overlooking the River

Thames on the western elevation. The southern part of the site consists of the car park area for approximately 21 cars, which is accessed from Laleham Road with a barrier across.

- 3.2 The site is located within the urban area. It is located within the 1 in 100 year flood plain, however the south western corner is within the functional floodplain, which has a 1 in 20 year chance of flooding. The front of the site on the road is within the 1 in 1000 year flood zone.
- 3.3 The site is located outside of the commercial area of Staines town centre, (which is located to the north). The area is characterised mainly by residential uses and is distinctly different to the commercial uses to the north of the iron bridge. There are a few commercial uses nearby including a dry cleaners and hairdresser adjacent, on the corner of Gresham Road and Laleham Road directly opposite the application site and a hand car wash to the south. There is also the public open space along the river at Victoria Gardens located to the north of the site before the railway bridge.
- 3.4 The common height of buildings fronting Laleham Road is 2 storey. Properties opposite are relatively small cottage style semi-detached and terraced properties of traditional design and materials. Directly to the north are the residential flats at Regatta House, no's 1-5. This is a 3 storey building abutting with a block of garages to the north. To the south is a single residential dwelling at no. 26 Laleham Road, which has accommodation over 2 floors only, with dormers at first floor level facing the application site and is traditional in design and materials. This property is set back from Laleham Road and has its main garden located to the north, towards the application site. Beyond this are more residential houses facing the river and a hand car wash at a former petrol station, accessed from Laleham Road. St Peter's Church, which is a Grade II listed building is further to the south. Other dwellings in the vicinity are varied in design. Some are 3 storey, including those on the opposite side of the road, adjacent to the Iron Bridge at no. 1-7 Laleham Road which are locally listed buildings. These, as well as cottages at 1-4 Prospect Place and no's. 86-90 and 145 Gresham Road are also locally listed and have traditional design features. The area is characterised by properties that are domestic in character and scale. There is a 3 storey block of flats at Lauderdale House on the opposite side of Gresham Road. This has a shallow pitched roof and is set back from the street frontages. As such the area has a sense of space with gaps between the built form and the relatively low height and pitched roofs provide space between the built form and views of the sky.
- 3.5 The Ex Servicemen's club was established in the 1930s to cater for the needs of ex-servicemen and servicewomen from Her Majesty the Queen's armed services in Staines. The club provides indoor recreation of various types, live music and a place to meet with a bar and snacks being offered.
- 3.6 The proposal is for the demolition of the existing building and erection of a new ex-servicemen's club house and a block of 14 flats over 4 stories, including an undercroft car park for 24 cars (17 for the residential units and 7 for the club use), which will be excavated into the ground. The proposal also provides refuse storage facilities for the club and the proposed flats. The

proposal will comprise 2 buildings joined together by balconies, terraces and walkways. The overall building will be mainly 4 storeys in height. It will measure some 30m in total length, (with a 6m gap between the buildings), some 20.5m in depth and up to 11m in height. The new building will have a floor area of approximately. 1500 sq. m compared to the existing building on site which has a floor area of approximately. 600 sq. m. The materials have been amended since the withdrawal of the previous application; the use of brick on the street facing façade has been greatly increased, reducing the amount of white render. The applicant notes that they intend to use cream rusticated brickwork, sheet steel cladding, white render and grey aluminium windows and doors.

- 3.7 There will be a new layby created centrally within the site to provide space for deliveries, refuse collection and will lead to the new entrance to the undercroft parking area. There will be small areas of landscaping along the sides of the proposed built form and the provision of balconies and terraces for amenity purposes.
- 3.8 The proposed site layout and elevation plans are provided as an Appendix.

4 Consultations

- 4.1 The following table shows those bodies consulted and their response.

| Consultee | Comment |
|--|--|
| County Highway Authority | No objection subject to conditions |
| Environment Agency | No objection subject to conditions |
| Group Head of Neighbourhood Services (refuse) | No objection |
| Sustainability Officer | No objection |
| Local Lead Flood Authority (Surrey County Council) | No objection. Recommends conditions. |
| Crime Prevention Officer | No objection. Makes a number of detailed security related comments. Requests a condition to require the development to achieve the Secure by Design award. |
| Natural England | Have replied to say 'no comment' |
| Surrey Wildlife Trust | No objection. |
| Tree Officer | No objection. |
| Thames Water | No objection with regard to sewage infrastructure. Recommends an informative. |
| Environmental Health (Contaminated land) | No objection. Recommends conditions. |

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|---|--|
| Environmental Health (Air Quality) | No objection. Recommends conditions. |
| Environmental Health (construction/dust) | No objection. Recommends conditions. |
| SCAN Officer | Raises concerns about disabled parking for the club, lift being suitable for wheelchair users and access into the club should be via a ramp, rather than a step. |
| Staines Town Society | <p>Raises an objection on design - the proposal is still much too large for the site, the be too big, high and bulky, blocky building, the flat roofs and materials will be out of character with the traditional residential neighbourhood. The building takes up the whole site. with a footprint more than twice that of the existing. There is very little landscaping, loss of 2 trees. High density and overdevelopment of the site.</p> <p>Club will cause a noise nuisance to flats especially in summer.</p> <p>The provision of pavement and pedestrian crossing are welcomed cycle storage will not encourage take up of cycling,</p> |

5. Public Consultation

5.1 A total of 32 neighbouring properties were notified of the planning application. In addition, statutory site notices were displayed and the application was advertised in the local press. Letters have been received from 6 properties, 4 objecting and 1 in support.

5.2 Reasons for objecting include:-

- Density too high
- Over development – too large for the plot
- Out of character
- Cars exiting and entering underground car park will cause issues with highway and shine lights into house opposite
- Height will create loss of light to properties on opposite side of the road
- Road already very busy and narrow - highway safety issues/traffic congestion
- problems with gas and sewerage which will get worse with more flats.
- Impact on infrastructure
- Noise disturbance to neighbours due to club
- Noise disturbance and dust during works will take its toll on the health and well-being of neighbours in close proximity.
- Should invest in present club building
- Access for disabled people

Reasons for supporting include:-

- Providing a valuable community facility
- Existing building is deteriorating
- Nicely designed
- Huge improvement to the existing building and enhancement to street and river scape.

The applicant had previously carried out a public consultation in December 2018 during the assessment of the last application.

6. Planning Issues

- Principle of the development
- Provision of community facilities
- Housing density
- Design and appearance.
- Residential amenity
- Highway issues
- Parking provision
- Flooding
- Renewable energy
- Ecology
- Dwelling mix
- Impact on trees
- Air quality

7. Planning Considerations

Need for housing

- 7.1 When considering planning applications for housing, local planning authorities should have regard to the government's requirement that they boost significantly the supply of housing, and meet the full objectively assessed need for market and affordable housing in their housing area so far as is consistent policies set out in the National Planning Policy Framework (NPPF).
- 7.2 The Council has embarked on a review of its Local Plan and accepts that the housing target in its Core Strategy and Policies DPD-Feb 2009 of 166 dwellings per annum is significantly short of its latest objectively assessed need of 552-757 dwellings per annum (Para 10.42 – Strategic Housing Market Assessment (SHMA) – Runnymede and Spelthorne – Nov 2015). On 20th February 2019, the government updated its guidance in respect of Housing and Economic needs assessment which included proposals for a standard method for calculating local authorities' housing need. A figure of 590 dwellings per annum for Spelthorne was proposed by the application of this new approach. This figure of 590 based on the 2014 household formation projections has also been suggested by the Government in its latest consultation (Oct – Dec 2018). Following recent analysis, the figure has been revised to 603. Despite recent uncertainties, the standard methodology provides the most recent calculation of local housing need in the Borough and is consistent with the range of need identified by the Council in their SHMA. It is therefore appropriate for the Council to use the 603 dwellings per annum

figure as their local housing need figure that comprises the basis for calculating the five-year supply of deliverable sites.

- 7.3 The sites identified in the Strategic Land Availability Assessment (SLAA) as being deliverable within the first five years have been used as the basis for a revised 5-year housing land supply figure. Whilst this has shown that notionally we have identified sufficient sites to demonstrate that we have a five year supply of housing sites we have recently been advised that we need to apply an additional 20% buffer rather than the previously used 5%. This is because Government guidance (NPPF para 74) requires the application of a 20% buffer “where there has been significant under delivery of housing over the previous three years”. It therefore has no choice now but to apply the additional buffer for the five year period from 1 April 2019 to 31 March 2024. A 20% buffer applied to 603 results in a figure of 724 dwellings per annum which is our current figures. The effect of this increased requirement is that the identified sites only represent a 4.4 year supply and accordingly the Council cannot at present demonstrate a five year supply of deliverable housing sites.
- 7.4 In using the new objectively assessed need figure of 724 as the starting point for the calculation of a five year supply it must be borne in mind that this does not represent a target as it is based on unconstrained need. Through the Local Plan review, the Borough’s housing supply will be assessed in light of the Borough’s constraints, which will be used to consider options for meeting need. The Council has now published its SLAA which identifies potential sites for future housing development over the plan period.
- 7.5 As a result, current decisions on planning applications for housing development need to be based on the ‘tilted balance’ approach set out in paragraph 11 of the NPPF (2019). This requires that planning permission should be granted unless *‘any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole’*.
- 7.6 It should also be noted that The Housing Delivery Test Result for Spelthorne Borough Council was published by the Secretary of State in February 2019, with a score of 63 percent. This means that the Council had undelivered housing delivery verses need in previous years and as a result the Council have produced a Housing Delivery Test Action Plan to positively respond to the challenge of increasing its housing delivery. The Action Plan analyses and sets out actions to improve housing delivery within the Borough.

Principle of the development

- 7.7 As noted above, Policy HO1 of the Local Plan is concerned with new housing development in the Borough. HO1 (c) encourages housing development on all sustainable sites, taking into account policy objectives and HO1 (g) states that this should be done by:

“Ensuring effective use is made of urban land for housing by applying Policy HO5 on density of development and opposing proposals that would impede development of suitable sites for housing.”

- 7.8 This is also reflected in the NPPF paragraph 117 which emphasises the need for the effective use of land in meeting the need for homes, whilst safeguarding the environment and provides further relevant context at paragraph 122 in respect of achieving appropriate densities.
- 7.9 The site is located within the urban area and is a brownfield site within an accessible location close to local facilities and public transport links. However, although it is not located within the Green Belt it is located within a high flood risk area and these risks need to be overcome to ensure no more people are put at risk from flooding. The area is characterised by mainly residential properties and a residential use would be an acceptable use of the site in principle, provided other policy requirements are met including flooding, as discussed further below.

Providing community facilities

- 7.10 Policy CO1 of the Core Strategy and Policies DPD 2009 (CS & P DPD) seeks to ensure community facilities are provided to meet local needs by a) supporting the provision of new facilities for which a need is identified in locations accessible to the community served and b) supporting improvements to existing facilities to enable them to adapt to changing needs. For the purposes of the policy community facilities include clubs, societies, leisure activities and community centres
- 7.11 The proposal provides a replacement ex-serviceman's club following the demolition of the existing building. Similar but new and improved facilities will be provided to continue the current community function and as such the proposal will conform to policy CO1.

Housing density

- 7.12 Policy HO5 in the Core Strategy Policies DPD 2009 (CS & P DPD) sets out density ranges for particular context but prefaces this at paragraph 6:25 by stating:

“Making efficient use of potential housing land is an important aspect in ensuring housing delivery. Higher densities mean more units can be provided on housing land but a balance needs to be struck to ensure the character of areas is not damaged by over-development.”

- 7.14 Policy HO5(b) states that within existing residential areas that are characterised by predominately family houses rather than flats new development should generally be in the range of 35 to 55 dwellings per hectare.
- 7.15 The proposal is for 14 units and is on a site of some 0.13 ha, equating to 107 dwellings per hectare (dph). The proposed density is above the recommended 35-55 dph range stipulated in Policy HO5. The policy states that, *‘Higher density developments may be acceptable where it is demonstrated that the development complies with Policy EN1 on design particularly in terms of its compatibility with the character of the area and is in a location that is accessible by non car based modes of travel.’* However, it is considered that in this instance the proposal does not comply with policy EN1 as it is not compatible with the character of the area which is discussed below. As such, the high density of the scheme is an indication of the overdevelopment of the

site, leading to poor design. The proposal is considered to conflict with Policy EN1 and therefore HO5, which is explained in the following paragraphs.

Design and appearance

- 7.16 Compared with previous versions of the NPPF, the revised version, 2019, has added emphasis on securing high quality design. NPPF paras. 124 – 132 emphasise the requirement of achieving well-designed places. It notes that, *‘The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.’*
- 7.17 Para 127 of the NPPF notes that planning policies and decisions should ensure that developments:-
- “a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*
- 7.18 The NPPF notes in para 130 that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development.
- 7.19 In para 131 of the NPPF states that, *‘In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings’* (officer emphasis).

- 7.20 Policy EN1a of the CS & P DPD states that *“the Council will require a high standard in the design and layout of new development. 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.”* (Officer emphasis). In addition, the Council’s “Design of Residential Extensions and New Residential Development” SPD, 2011 provides guidance on design and states that the design of new development and the materials used should reflect the character of the area. It advises further that *“good detailed design and use of materials is critical to an acceptable scheme.....[and] poor design with little or no attention to detail will be unacceptable”*.
- 7.21 The existing building on site is located abutting the road and has a tired and dated appearance. However, it takes up only part of the application site, with the southern part currently being open and used as the car park. This is surrounded by a high level wall on its boundary with Laleham Road. The current view into the site is via the parking barrier. Directly to the north is Regatta House which also abuts the road and the northern boundary of the application site and consists of a large 2 storey building with a pitched roof but this site is more open to the north which contains a block of garages. The property to the south at 26 Laleham Road is more spacious, with its garden area located between the dwelling and application site. It is domestic in scale over 2 floors, is traditional in design and materials, with bricks and rendered walls, with pitched tiled roofs. The cottages across the road are also 2 storey and are semi-detached and terraced with traditional design features and materials with pitched roofs. The proposed development is 4 storeys, including a lower ground floor sunk beneath the existing ground level with an undercroft parking area. The ground floor of the building is raised by approximately 1.2m above ground level at the street frontage and approximately 2.3m above ground level on the river frontage due to the change in ground levels. It will provide a replacement club at ground floor level and 4 flats. Flats will also be provided on the first, second and third floors. The undercroft area will have the parking area and cellar/store for the club house.
- 7.22 Properties closest to the site are located along Laleham Road, which contain a variety of detached, and semi-detached dwellings, with a block of terraced cottages directly opposite the site. Many of these properties display traditional design features and materials, such as pitched sloping roofs with tiles and bricks. There is a block of flats to the south east on the corner of Laleham Road and Gresham Road, called Lauderdale House. This is a 3 storey block of flats which is set back some distance from both roads and has a simple design, with traditional materials. Although not the same as neighbouring sites, it does pay regard to them in particular in terms of the scale and space around the building. The area also contains a number of interesting properties with intricate design features including some along Gresham Road which include some locally listed buildings.

- 7.23 The proposal is for a building of 4 storeys in height including a lower ground floor parking area. The proposed built form is split into 2 separate buildings with a link across. The building design has flat roofs with staggered levels and protruding bays, balconies and walkways and steps away from the boundaries as it increases in height, in particular with the northern boundary with Regatta House. The flat roofs will be 'green' with vegetation. Materials and finishes are set out in blocks, including square windows in various sizes and positions, resulting in an overall appearance of a bulky built form with a contemporary design. There is a gap between the 2 blocks which will help to provide space and a view of the river from Laleham Road, but only when viewed directly in front of the gap, otherwise the built form will fill much of the width of this wide plot fronting Laleham Road and also the river frontage. It will also extend across much of the depth of the plot, (river to road) which will be particularly visible when travelling from the south to the north along Laleham Road towards Staines town centre, appearing at this point as one large mass, dominating the site, The gap between the built form will not be evident from an angle as it will appear as one building. .
- 7.24 It is considered that the proposal pays little regard to the characteristics and features of neighbouring sites. Its contemporary bulky and boxy design pays little regard to the neighbouring properties' features including building lines, height, scale and materials. There will be little room left around the proposed built form, and as such it will appear cramped. The lack of space will also provide minimal opportunities for landscaping to help to soften the built form. The proposed ground floor street elevation will comprise the bin store, beer cellar and the undercroft car parking and access, with a small element accommodating the club and flat entrance areas. As such at street level the building will have the top of the lower ground floor level, with the upper ground floor starting above the ground level. Consequently, it will appear unduly large and out of scale at street level, in particular for pedestrians walking past. In addition, this particular elevation will have a 'back of house' appearance and will have a negative and hostile impact on the street scene. It will fail to make a positive contribution to the area, contrary to Policy EN1 and the SPD. The bin store, beer cellar and undercroft parking and access will in part be directly adjoining the new pedestrian footpath and only some 3m from the road at its closest point. There is virtually no space for landscaping to help soften the development.
- 7.25 A new access with layby for deliveries will be created from Laleham Road, central to the site, leading to the entrance of the undercroft parking area. All of the parking has been provided within the undercroft area, with limited views of it from the public domain. However the under croft element will be evident within the design of the building on the main street elevation. It will appear incongruous at street level making the building appear unduly tall, with the floor levels not lining up with neighbouring properties, which will add to the uncharacteristic features of the proposed building which would appear at odds with the existing properties and does not fit in with the overall form and layout of its surroundings as required by the NPPF, Policy EN1 and the SPD. The bulk, and scale of the proposed built form, the lack of space around the building, along with the high density, results in the proposal appearing cramped and the scheme is considered to be an overdevelopment of the site.

- 7.26 The proposed development will provide an improvement in part to the current location of the building on site, in that the building will be brought back from the highway to provide space for a layby. However it will also include another building linked to this one to the south taking up much of the site which is currently open to the south. This building will be located very close to the highway. As such this improvement has only limited benefits. The proposal is not considered to take into account the character of the area as required by in the Supplementary Planning Document on design and Policy EN1, and is contrary to the NPPF. In addition, although the scheme promotes sustainability, it is not considered to raise the standard of design more generally in the area and it does not fit in with the overall form and layout of its surroundings. As such the proposal is considered to be unacceptable in design terms, and does not make a positive impact on the street scene of Laleham Road, contrary to Policy EN1. The applicants have been advised of the concerns but have not provided any amended plans to address these.

River Thames and its Tributaries

- 7.27 Policy EN9 aims to ensure that the setting of the river and its tributaries is protected and where possible enhanced. It includes protecting landscape features and enhancing views of the river and special regard to land along it being developed. In particular in relation to development proposals it states that the Council will-

c) pay special attention to the design of development located in riverside settings to ensure that it respects and makes a positive contribution to the setting of the rivers.

- 7.28 The proposal is considered to pay little regard to the street frontage along Laleham Road in terms of fitting in with the existing built form and the local character. However the riverside character is quite different with longer views and, in particular when viewed in combination with the opposite bank. As such, it is not considered that the proposed development would be of detriment to the river setting and accords with Policy EN9.

Impact on neighbouring residential properties

- 7.29 Policy EN1b 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.”

- 7.30 The Council's Supplementary Planning Document on the Design of Residential Extensions and New Residential Development 2011 (SPD) sets out policies requirements in order to ensure this is met.
- 7.31 The Design SPD in para 3.6 acknowledges that ‘most developments will have some impact on neighbours, the aim should be to ensure that the amenity of adjoining occupiers is not significantly harmed.’ It sets out minimum separation distances for development to ensure that proposals do not create unacceptable levels of loss of light, be overbearing or cause loss of privacy or outlook. These are set as a minimum for 2 storey development of 10.5m for

back to boundary distance and 21m for back to back development. Three storey development has a back to boundary distance of 15m and back to back distance of 30m. There is also a minimum distance for back to flank elevations of 13.5m (2 storey) and 21m (3 storey).

- 7.32 The site directly adjoins the property at Regatta House to the north, with the current building located very close to it. Regatta House is located up to the boundary on to the road and also its southern boundary with the application site. The existing building at the application site is approximately 4m from the boundary/side wall of Regatta House (the roof overhangs further). The proposed building will be 2m away at the closest point and up to a height of 4.2m, and the main proposed building located some 3.2m away and up to 7.5m in height. As the proposed building continues to get higher, it increases in distance from the boundary. The side of the building at Regatta House, which contains 5 flats, has a number of windows facing towards the application site. The applicant notes these are all obscure glazed, apart from the 2 first floor windows closest to the river. The obscure glazed windows do not provide an outlook but the applicants have shown that the proposal will not cross a 45 degree line, (as set out in the Design SPD) when taken from a point 2m above ground level. As such levels of light to these windows will be acceptable. The applicants have also provided details of a 25 degree line (referred to in the Design SPD) from the clearly glazed first floor windows, to show that the built form will not breach this or cause a significant impact in terms of over-shadowing or loss of light to rooms. It is considered that this is a reasonable assessment to make. As such, although the built form will be closer to the existing property at Regatta House than the existing building, it is not considered to have a greater significant impact on the occupants of this property and the relationship will be no worse. Consequently, the proposal is considered to have an acceptable relationship with the existing property at Regatta House, in terms of light and overshadowing. Screening could also be used on the balconies closest to the clear glazed windows to ensure overlooking was not an issue. As such, it is not considered that the proposal will cause a significant overlooking, loss of privacy or overbearing/overshadowing or loss of light impact and will have an acceptable impact on the amenity of the occupants of Regatta House.
- 7.33 To the south is no. 26 Laleham Road, which is set back from the common boundary by 10.7m at its closest point. Given it is an L shaped dwelling, it is also stepped back at a distance of 13.5m. The proposed building will be set back some 2.7m from the side boundary and will be approx. 13.4m away at its closest point. The applicant has shown on the submitted drawings that the proposed built form will not cross a 25 degree line when drawn from a point at 2m above ground level from the windows in the side elevation of 26 Laleham Road facing towards the proposal. As a consequence, this accords with the requirement set out in the Design SPD and will ensure that a significant view of the sky is retained this also means that a reasonable amount of day light is maintained into habitable rooms and will avoid excessive overshadowing. The applicant has also provided an 'equinox study' to further support the acceptable relationship and impact in terms of over shadowing. Given the property is located both on the river and Laleham Road, with frontages onto both, its main outlook will be in these directions. As such, although the proposal will result in some overshadowing of the garden due to the scale of

the proposed building, it is not considered that this would be significant in order to justify refusal of the scheme. The windows in the side elevation of the proposed building facing towards the existing dwelling, will be obscurely glazed by condition and a privacy screen is shown to be provided along the terraced areas which could be conditioned. As such it is not considered that the proposal would lead to a significant overlooking or loss of privacy issue. Therefore, on balance the proposal is considered to have an acceptable relationship with and impact on the amenity of the occupants of no. 26 Laleham Road.

- 7.34 The properties located on the opposite side of Laleham Road are semi-detached and terraced cottages and these are also located relatively close to Laleham Road. Although the view from the front of the dwellings will change, in particular given the width and height of the proposed building across the site compared to the existing which only covers part of the site, loss of a view is not a planning consideration. The existing building will be partly replaced by one set further back from Laleham Road but the proposed building will be taller and wider. There will be some loss of light and outlook from these dwellings, however there is approximately 15m between the closest part of the buildings, but some 19m between the front of the existing cottage and the first floor and second floor. This results in the proposal not crossing the 25 degree line when taken from a point at 2m above ground level from the front ground floor window at the cottages (as set out in the Design SPD). This will ensure that the proposed building is not so close that a significant view of the sky is lost and as such will provide an appropriate level of daylight to the existing dwellings. This is a requirement of the SPD which is based on the BRE guidelines in order to provide a useful guide to maintain adequate light levels and avoid excessive overshadowing. As such the proposed dwellings will have an acceptable relationship with the existing cottages opposite the site on Laleham Road
- 7.35 The proposal is considered to have an acceptable relationship with and therefore impact on the amenity of existing neighbouring residential properties, conforming to the SPD and Policy EN1.

Amenity Space

- 7.36 The Council's SPD on Residential Extension and New Residential Development 2011 provides general guidance on minimum garden sizes (Table 2 and paragraph 3.30). In the case of flats it requires 35 sqm per unit for the first 5 units, 10 sqm for the next 5 units and 5 sqm per unit thereafter. On this basis, 245 sq. m would be required for the 14 flats. The proposal provides access to balconies or roof terrace for each of the flats, with a total of 262 sq. m. In addition the applicant notes that there is also a common riverside amenity space of some 110 sq. m in area. Some space is located beneath the terrace above and as such will have limited amenity value. The proposal provides a total of 372 sq. m, which is in excess of the required amount, Although some of the space is limited in size and provides limited useable space, it will front the river which will provide an attractive outlook and great benefit to the occupants of the units and club users. In addition the location of the site along the tow path which has public open spaces nearby, it is considered that in this instance the amenity space provision is acceptable.

Proposed dwelling sizes

- 7.37 The SPD on the Design of Residential Extensions and New Residential Development 2011 sets out minimum floorspace standards for new dwellings. These standards relate to single storey dwellings including flats, as well as to 2 and 3 storey houses. For example, the minimum standard for a 1-bedroom flat for 2 people is 50 sqm.
- 7.38 The Government has since published national minimum dwelling size standards in their “*Technical Housing Standards – nationally described space standard*” document dated March 2015. These largely reflect the London Housing Design Guide on which the Spelthorne standards are also based. The standards are arranged in a similar manner to those in the SPD and includes minimum sizes for studio flats. This national document must be given substantial weight in consideration of the current application in that it adds this additional category of small dwellings not included in the Council’s Standards.
- 7.39 All of the proposed dwelling sizes comply with the minimum standards stipulated in the national technical housing standards and the SPD and some exceed them. Therefore, it is considered that their standard of amenity overall to be acceptable.

Highway and parking provision

- 7.40 Policy CC2 of the CS & P DPD states that:

“The Council will seek to secure more sustainable travel patterns by: ... (d) only permitting traffic generating development where it is or can be made compatible with the transport infrastructure in the area taking into account: (i) number and nature of additional traffic movements, including servicing needs; (ii) capacity of the local transport network; (iii) cumulative impact including other proposed development; (iv) access and egress to the public highway; and (v) highway safety.

- 7.41 Policy CC3 (Parking Provision) of the CS & P DPD states that the Council will require appropriate provision to be made for off-street parking in development proposals in accordance with its maximum parking standards.
- 7.42 On 20 September 2011 the Council’s Cabinet agreed a ‘Position Statement’ on how Policy CC3 should now be interpreted in the light of the Government’s recent parking policy changes. The effect of this is that the Council will give little weight to the word ‘maximum’ in relation to residential development when applying Policy CC3 and its residential parking standards will generally be applied as minimum (maximum parking standards continue to be applicable in relation to commercial development).
- 7.38 The proposed parking provision for the site is 24 spaces, three more than the existing site has. The applicant notes that 7 of these will be for the club, 2 of which will be disabled spaces. The Council’s Parking Standards as set out in the Supplementary Planning Guidance requires 1.25 spaces per 1 bed unit, 1.5 spaces per 2 bed unit and 2.25 per larger 3 bed units. As such the current proposal for 14 units (4 no. 1 bed, 9 no. 2 bed and 1 no. 3 bed) would require 20.75 rounded up to 21 car parking spaces. In addition the ex-serviceman club, when classed as a public house and licensed club, would require a

maximum of 1 space per 2 sq. m of net bar floor area available to customers. The internal space club floor space is some 163 sq. m and as such this would require 81.5 spaces as a maximum. The proposal provides only 24 for the entire site, for both the club and residential uses. This consists of 7 for the club and the remaining 18 for the flats. It should be noted that the required parking provision for the club use is a maximum and providing less than this is not contrary to the policy requirements. The parking spaces for the flats would be 17, which falls below the 21 required and does not meet the current parking standards requirements which is a minimum for residential. However the site is in a location just outside the town centre and as such is sustainable, with local facilities and transport options including railway line and bus station in walking distance. It should also be noted that the existing club has a similar bar area available to customers to that proposed and would fall short of this requirement.

- 7.39 The County Highway Authority (CHA) has noted that 24 parking spaces are proposed within the site, 17 of which are allocated to the residential element of the development, with the remaining 7 allocated to users of the social club. Whilst it should be possible to manoeuvre into them (depending on how adjacent vehicles are parked), it is noted that the parking spaces immediately next to the walls of the parking area will be difficult to manoeuvre into. Ideally parking bays adjacent to a wall should be 3m wide, rather than the standard 2.4m. In line with Spelthorne Borough Council's Parking Standards, the mix of residential accommodation (1x3 bed; 9x2 bed; 4x1 bed) should be provided with 20.5 parking spaces, rounded up to 21. However, the Parking Standards document states that a lower parking provision can be provided where the site is sustainable located with good opportunities for sustainable travel. The CHA note that, *'...The site is located within reasonable walking distance from good bus and train services, as well as a range of local amenities in Staines Town Centre. In the event that parking demand occasionally exceeds supply on site, it is unlikely that indiscriminate parking would occur given the existing parking restrictions on the roads in the vicinity of the site. As such the level of on-site parking provided as part of this development is considered to be acceptable.'* As a result, the Highway Authority does not consider it is appropriate to object to the proposal based on parking concerns.
- 7.40 The proposal includes the provision of a lay-by on Laleham Road to be used for loading and unloading, as well as disabled parking and taxi drop off / pick up. It has been agreed with the CHA that this will not be adopted as part of the public highway. The CHA has requested that as part of the Section 278 agreement required for the proposed access and pedestrian crossing facilities, details should be submitted to explain how a distinction will be made between highway and private land.
- 7.41 Therefore the proposed parking provision for the residential units and club is acceptable. The CHA has raised no objection to the proposed scheme on highway safety grounds or parking provision. As such it is considered that the scheme is acceptable in terms of policies CC2 and CC3 on highway and parking issues.

Flooding

- 7.42 Policy LO1 of the CS & P DPD states that the Council will seek to reduce flood risk and its adverse effects on people and property in Spelthorne by not requiring all development proposal within Zones 3a and 3b and development outside the area (Zone 1) on sites of 0.5ha or of 10 dwellings or 1000sqm of non-residential development or more, to be supported by an appropriate Flood Risk Assessment (FRA).
- 7.43 The site is located within Flood Zone 3a, 3b and 2 which has a high probability of flooding ranging from a more than a 1 in 20 year chance of flooding to 1 in 100. More vulnerable uses such as residential need to be assessed in order to ensure there is an acceptable impact at a time of flood and in order to ensure that future occupants can escape by a dry route. The applicant has submitted a Flood Risk Assessment & Surface Water Drainage Strategy, as is required by Policy LO1 of the CS & P DPD.
- 7.44 The Lead Local Flood Authority at Surrey County Council has been consulted in regards to the SUDS and have made no objection subject to conditions.
- 7.45 The Environment Agency (EA) was consulted and as with the previous scheme, raised a number of objections on flooding and ecology grounds. The EA previously objected to the absence of an acceptable Flood Risk Assessment (FRA) and noted that the applicant has not provided enough detail or clarity to overcome their objection on the basis that the proposal will cause greater flood risk to people and properties in the Borough during a flood event. However further details has been submitted with this scheme and the EA has now raised no objection to the scheme. As such the proposal is acceptable on flooding grounds and it accords with policy LO1.
- 7.46 The EA do not comment of safe access and egress as this is for the Local Planning Authority (LPA) to address. LPAs are provided with planning flood maps from the EA which zones the Borough into flood areas. Applicants can then contact the EA directly to provide further, more detailed information relating to the area around the application site, which includes further modelling to assist in their flood risk assessment.
- 7.47 Policy LO1 of the Spelthorne Development Plan Core Strategy and Policies DPD Submission Document” (CS & DPD) states that the Council will seek to reduce flood risk and its adverse effects on people and property in Spelthorne by amongst other things, not permitting residential development, change of use or other ‘more vulnerable’ uses within Flood Zone 3a, or ‘highly vulnerable’ uses within Zone 2 where flood risks cannot be overcome. The Council’s Flooding SPD also identifies within *Table 4* that a residential dwelling constitutes a ‘more vulnerable’ use.
- 7.48 The National Planning Policy Framework (NPPF), February 2019 (paragraph 155) states that “*inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk*”. The NPPF further states (paragraph 163) development should only be allowed in areas at risk of flooding where amongst things, “*safe access and escape routes are included where appropriate, as part of an agreed emergency plan*”.

- 7.49 The Council's flood map shows clearly that the route of escape from the site along Gresham Road would go into the 1 in 100 flood zone, which is not dry. The applicant has provided more detailed data they received from the EA and this shows that the route along Gresham Road would in fact be in the 1 in 100 year plus climate change zone. As such this does show that the route would be dry during a 1 in 100 year flood event as required by the Council's Flooding SPD. The applicants have also provided an evacuation plan which would be implemented during a greater flood event. As such, the proposal is considered to be acceptable on the grounds of providing safe access and egress for future occupants in accordance with Policy LO1.

Renewable Energy

- 7.50 Policy CC1 of the CS & P DPD states that the Council will require residential development of one or more dwellings and other development involving new building or extensions exceeding 100 sqm 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.
- 7.51 The applicant has submitted a renewable energy statement and concludes that the use of air source heat pumps are likely to provide a total energy reduction of at least 10%. The Council's Sustainability Officer has been consulted and raises no objection. Accordingly, the renewable energy proposals are acceptable but would be subject to condition.

Ecology

- 7.52 Policy EN8 of the CS and P DPD states that the Council will seek to protect and improve the landscape and biodiversity of the Borough by ensuring that new development, wherever possible, contributes to an improvement in the landscape and biodiversity and also avoids harm to features of significance in the landscape or of nature conservation interest.
- 7.53 The site consists of a dated clubhouse building and a large car park area laid to hardstanding. The river frontage has a wire fence with various shrubs and 2 trees close to the boundary with the river and as such the site itself has little ecological value.
- 7.54 A bat survey was carried out and Surrey Wildlife Trust (SWT) was consulted. SWT agrees that the bat roosts in the building affected by development are not a constraining effect on this development proposal and put forward a number of ecological recommendations to improve biodiversity. Previously the EA requested further details to provide an appropriate ecological buffer to the River Thames and has recommended conditions for its provision. Consequently, the proposed development is considered acceptable on ecological grounds and there will be no adverse impact on protected species, in accordance with policy EN8. Natural England has made 'no comment' on the proposals.

Dwelling mix

- 7.55 Policy HO4 of the CS & P DPD (Housing Size and Type) states that the Council will ensure that the size and type of housing reflects the needs of the

community by requiring developments that propose four or more dwellings to include at least 80% of their total as one or two bedroom units.

- 7.56 The proposal complies with the requirements of Policy HO4 with 13 of the 14 units being one and two bedroomed, which represents 93% of the total units and therefore complies with policy HO4.

Impact on Trees/Landscaping

- 7.57 The applicant has submitted an Arboricultural Impact Assessment as 2 trees on the site will be removed as a result of the proposal. The Council's Tree Officer has raised no objection to this noting that these trees have little merit and the proposal can provide some landscaping to help to compensate for their loss.

- 7.58 Private amenity spaces will be provided in the form of balconies and terraces which will provide little in the way of landscaping however there is some space around the building which although limited in size can have the potential to provide planting and some landscaping to help soften the built form. This is limited and the site would be dominated by built form covering most of the site. However landscaping can be covered by condition.

Contaminated Land

- 7.59 The Council's Pollution Control Officer has raised no objection but has requested conditions to be imposed requiring an investigation to be carried out to identify risks and remediation measures. Subject to these conditions, the proposal is considered acceptable.

Air quality

- 7.60 The applicant has submitted an Air Quality Assessment (AQA), as is required by Policy EN3 of the CS & P DPD. The AQA assesses the impact of both construction and operational impacts of the proposed development and recommends further details which should be included in a Dust Management Plan be submitted for the demolition and construction phase. It is considered that this and the requirement for a demolition method statement could be brought to the attention of the applicant by the imposition of an informative if there was an acceptable scheme in planning terms.

Refuse Storage and Collection

- 7.61 The layout of the site has been designed to ensure that delivery and refuse collection vehicles can use the layby created by the proposed scheme. Refuse storage areas have been located to the front of the site within the building within reach of the refuse collection vehicles and accessible by residents
- 7.62 The Council's Head of Street Scene has raised no objection to the arrangement. Furthermore, the County Highway Authority has raised no objection on this particular issue. Accordingly, the proposed refuse storage and collection facilities are acceptable.

Crime and Design

- 7.63 With regard to the Crime Prevention Officer's comments, as with the previous scheme, it is not considered appropriate to impose a condition, as requested, relating to "Secured by Design". Many of the requirements are very detailed (e.g. standards of windows, doors and locks), elements which are not normally covered and enforced under the planning regulations and in the event that the proposal was acceptable on planning grounds, it is recommended that this could be brought to the attention of the applicant by adding an informative.

Other matters

- 7.64 The applicant have provided further clarification on the disabled access and this would be covered by Building Regulation Control, and is not a reason to refuse planning permission..

Financial Considerations

- 7.65 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. In consideration of S155 of the Housing and Planning Act 2016, the proposal is a CIL chargeable development. It will generate a CIL Payment in relation to the net additional gross floor space. This amounts to a CIL payment of approximately £189,000, which is a material consideration in the determination of this planning application. The proposal will also generate a New Homes Bonus and Council Tax payments which are not material considerations in the determination of this proposal.

Conclusion

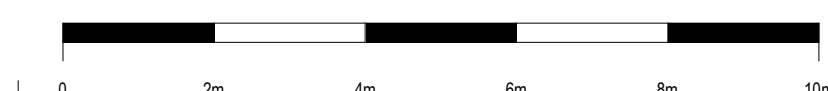
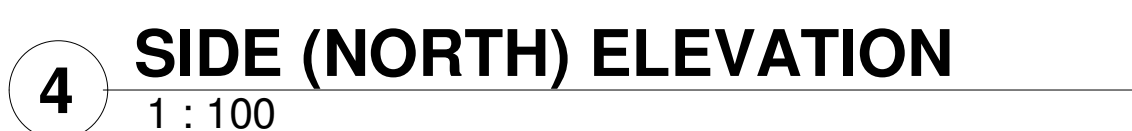
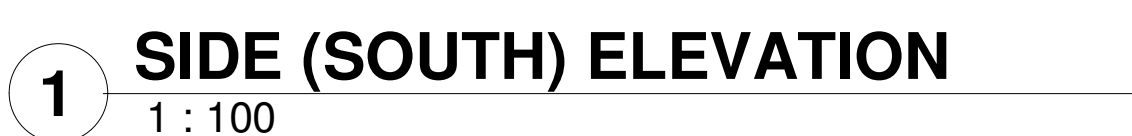
- 7.66 The proposal seeks to redevelopment the Ex-Serviceman's site with the provision of a new club house and will meet the need for housing. It will make effective use of urban land in a sustainable location. However this does not outweigh the fact that the proposed design is not sympathetic to local character and does not improve the character and quality of the area. It is not considered to respect and make a positive contribution to the street scene and the character of the area in which it is located, paying little regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and does not fit in with the overall form and layout of their surroundings. The proposal to provide 14 units and a clubhouse is considered to be unacceptable.
- 7.67 The NPPF requires permission for housing to be granted unless the impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole. However, the proposal is not considered to make a positive impact on the character of the area or pay due regard to its surroundings. As such the harm caused is considered to be significant enough to outweigh the benefits of providing new housing in this instance. Therefore the proposal is considered to be contrary to Policies EN1

of the Core Strategy and Policies DPD and the NPPF. As such the application is recommended for refusal.

8. Recommendation

8.1 REFUSE the planning application for the following reason:

1. The proposal would, by reason of design, scale, density and location, represent an overdevelopment of the site, and would appear visually obtrusive and out of character with the surrounding street scene. Furthermore, the proposed Laleham Road elevation, would, by reason of its poor quality design, have a negative, adverse impact and fail to make a positive contribution to the surrounding area. The proposal is, therefore, contrary to Policies EN1 and HO5 of the Core Strategy and Policies DPD 2009, the Supplementary Planning Document on the Design of Residential Extensions and New Residential Development 2011 and the NPPF 2019...



| REVISION | DESCRIPTION | CHECKED | DATE |
|----------|--|---------|----------|
| M | ANNOTATIONS UPDATED | AJ | 24/07/20 |
| L | EXTERNAL FINISH CHANGED | AJ | 07/02/20 |
| K | EXTERNAL FINISH CHANGED, LEVELS INDICATED, ANCHORINGS IN LINE WITH THE CLIENT REQUESTS | AJ | 24/07/20 |
| J | VOO LEVELS UPDATED 4 SPACINGS BETWEEN BALCONY RAILINGS UPDATED | AJ | 24/07/20 |
| I | REINFORCING BAR LEVELS UPDATED | AJ | 30/10/20 |
| G | INFORMATION UPDATED IN LINE WITH SCC HA COMMENTS | AJ | 03/10/20 |
| F | MINOR UPDATES, INFORMATION ADDED IN LINE WITH SCC HA COMMENTS | AJ | 24/07/20 |
| E | MINOR UPDATES | AJ | 27/10/20 |
| D | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 24/07/20 |
| C | INFORMATION ADDED, LEVELS UPDATED | AJ | 16/07/20 |
| B | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 20/06/20 |
| A | LAYOUT UPDATED TO CLIENT REQUIREMENTS | AJ | 15/06/20 |


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RIBA Chartered Practice
The Courtyard 59 Church Street
Staines upon Thames Middx TW18 4XS
Tel: 01784 459211 E-mail: info@rdjwltd.com

| | |
|------------------------|---|
| DATE 4/17/2018 | PROPOSED DEVELOPMENT |
| SCALE 1" = 100' (A) | EX-SERVICEMENS CLUB LALEHAM ROAD, STAINES |
| DRAWN A.J. | |
| CHECKED RN | PROPOSED ELEVATIONS 2 OF 2 AND SECTION |

DRWG No **L2545/09** REV **M**

- NOTES
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1 FRONT - STREET (EAST) ELEVATION
1 : 100



2 REAR - RIVER (WEST) ELEVATION
1 : 100

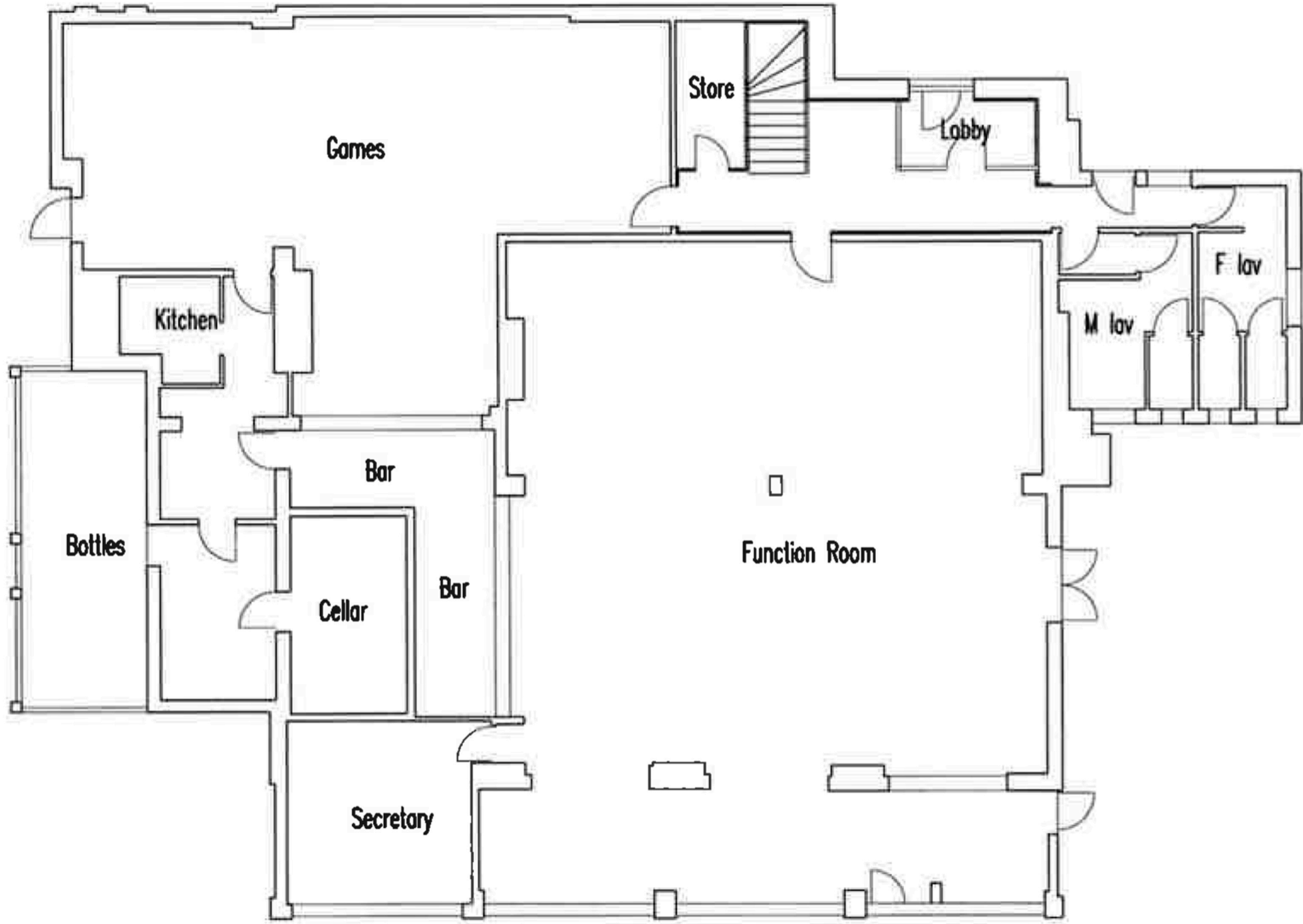
| | | | |
|---|---|----|------------|
| R | EXTERNAL FINISH CHANGED | AJ | 07/03/2019 |
| J | EXTERNAL FINISH CHANGED, LEVELS INDICATED, AMENDMENTS IN LINE WITH THE EXA REQUESTS | AJ | 14/02/2018 |
| I | EXTERNAL FINISH CHANGED, LEVELS INDICATED, AMENDMENTS IN LINE WITH THE EXA REQUESTS | | |
| H | SPACING BETWEEN BALCONY RAILINGS UPDATED | AJ | 2/4/2018 |
| G | DOOR TO BN STORE, RELOCATED AND RETAINING WALL, LEVELS UPDATED | AJ | 30/10/2018 |
| F | MINOR UPDATES, INFORMATION ADDED IN LINE WITH EDD 19 COMMENTS | AJ | 20/04/2018 |
| E | MINOR UPDATES | AJ | 27/07/2018 |
| D | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 24/07/2018 |
| C | INFORMATION ADDED, LEVELS UPDATED | AJ | 18/07/2018 |
| B | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 28/06/18 |
| A | LAYOUT UPDATED TO CLIENT REQUIREMENTS | AJ | 29/06/18 |

| REVISION | DESCRIPTION | CHECKED | DATE |
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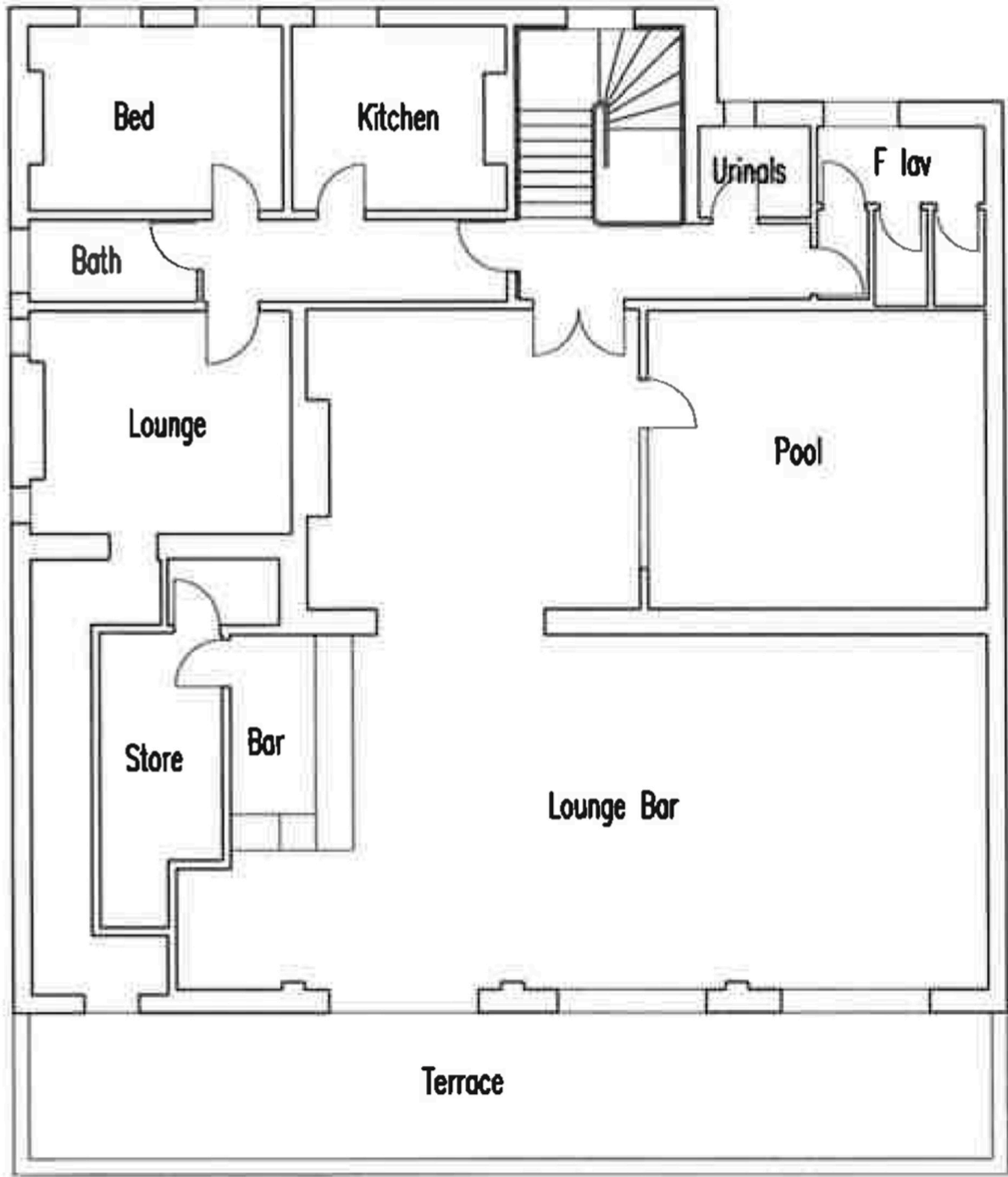
ROBERT DAVIES JOHN WEST LIMITED
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Staines upon Thames Middx TW18 4XS
Tel: 01784 459211 E-mail: info@rdjwtd.com

DATE 14/07/2018
SCALE 1 : 100 (A1)
DRAWN AJ
CHECKED RJ
PROPOSED DEVELOPMENT
EX-SERVICEMENS CLUB
LALEHAM ROAD,
STAINES
PROPOSED ELEVATIONS 1
OF 2
DRWG No L2545/08 REV K



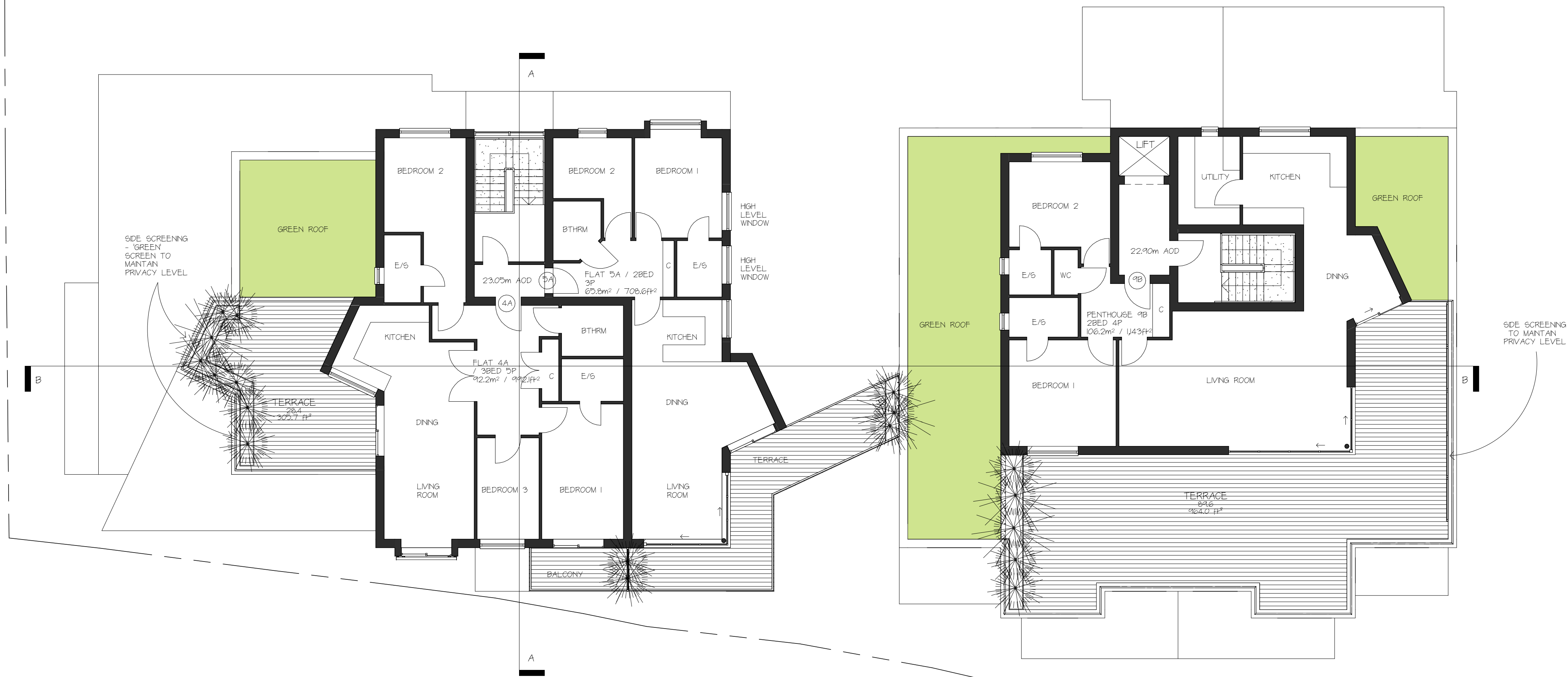


Ground Floor



First Floor

- NOTES
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2 03 SECOND FLOOR PLAN
1:100



1 02 FIRST FLOOR PLAN
1:100

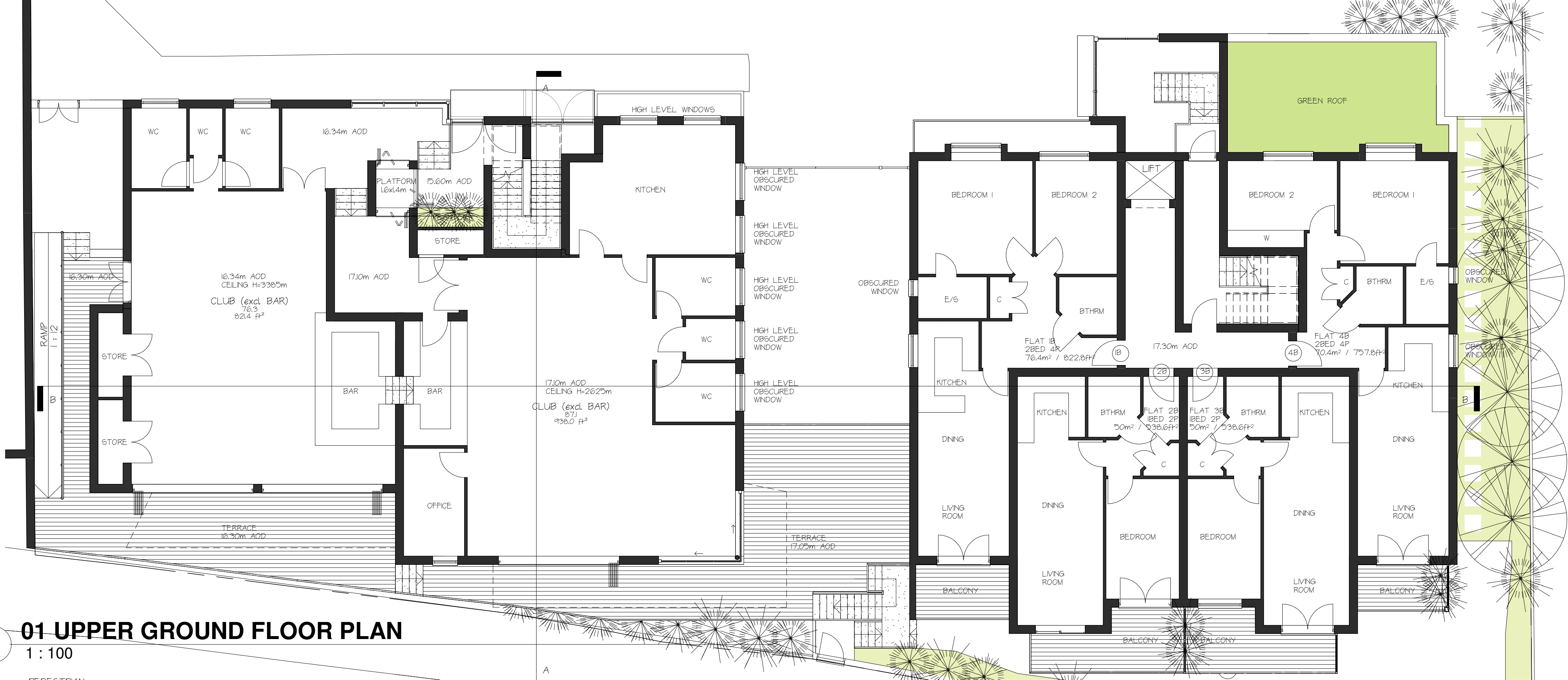


| REVISION | DESCRIPTION | CHECKED | DATE |
|----------|---|---------|------------|
| F | MINOR UPDATES | AJ | 27/07/2018 |
| E | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 24/07/2018 |
| D | INFORMATION ADDED, LEVELS UPDATED | AJ | 16/07/2018 |
| C | FLAT LAYOUTS UPDATED | AJ | 02/07/2018 |
| B | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 28/06/18 |
| A | LAYOUT UPDATED TO CLIENT REQUIREMENTS | AJ | 21/06/18 |

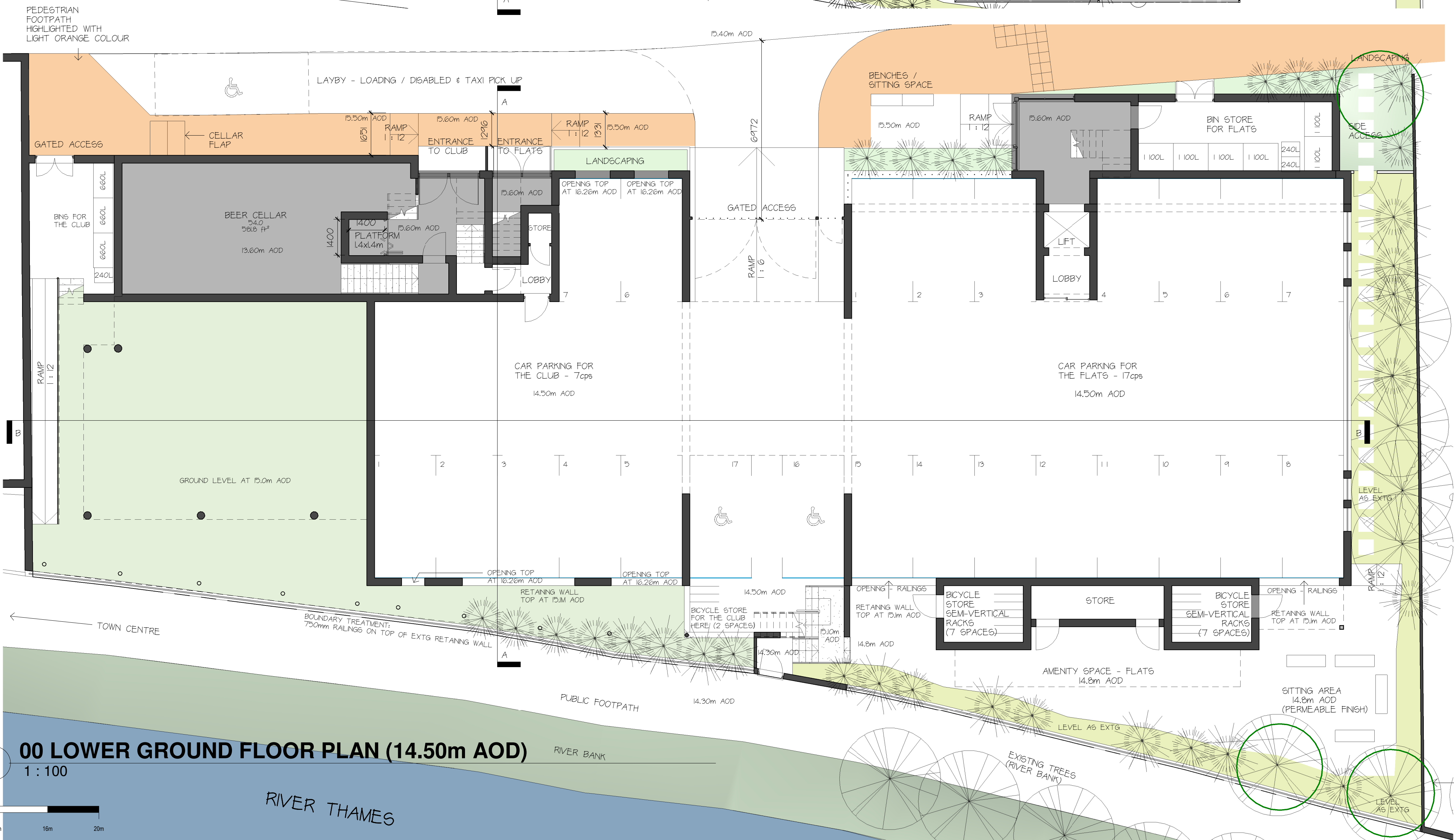
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| | | |
|---------|------------|---|
| DATE | 21/07/18 | PROPOSED DEVELOPMENT |
| SCALE | 1:100 (A1) | EX-SERVICEMENS CLUB LALEHAM ROAD, STAINES |
| DRAWN | AJ | |
| CHECKED | Checker | PROPOSED FIRST AND SECOND FLOOR PLAN |
| DRWG No | L2545/07 | REV F |

- NOTES
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2 01 UPPER GROUND FLOOR PLAN
1 : 100



1 00 LOWER GROUND FLOOR PLAN (14.50m AOD)
1 : 100

| REVISION | DESCRIPTION | CHECKED | DATE |
|----------|---|---------|------------|
| K | DOOR TO BIN STORE RE-LOCATED | AJ | 30/10/2018 |
| J | INFORMATION UPDATED IN LINE WITH SCC HA COMMENTS | AJ | 03/10/2018 |
| I | MINOR UPDATES, INFORMATION ADDED IN LINE WITH SCC HA COMMENTS | AJ | 28/09/2018 |
| H | MINOR UPDATES, INFORMATION ADDED IN LINE WITH SCC HA COMMENTS | AJ | 28/09/2018 |
| G | MINOR UPDATES, INFORMATION ADDED IN LINE WITH SCC HA COMMENTS | AJ | 10/09/2018 |
| F | MINOR UPDATES, INFORMATION ADDED IN LINE WITH SCC HA COMMENTS | AJ | 27/07/2018 |
| E | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 24/07/2018 |
| D | INFORMATION ADDED, LEVELS UPDATED | AJ | 16/07/2018 |
| C | FLAT LAYOUTS UPDATED | AJ | 02/07/2018 |
| B | LEVELS UPDATED, MINOR CHANGES, INFO ADDED | AJ | 28/06/18 |
| A | LAYOUT UPDATED TO CLIENT REQUIREMENTS | AJ | 28/06/18 |

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| | | |
|---------|-------------|---|
| DATE | 14/07/2018 | PROPOSED DEVELOPMENT |
| SCALE | 1 : 100 (A) | EX-SERVICEMENS CLUB LALEHAM ROAD, STAINES |
| DRAWN | AJ | PROPOSED LOWER AND UPPER GROUND FLOOR PLANS |
| CHECKED | RY | |
| DRWG No | L2545/06 | REV K |

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19/00692/FUL - 51 Leacroft, Staines-upon-Thames.

Scale: 1:1,250

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Planning Committee

21 August 2019



| | |
|------------------------|--|
| Application No. | 19/00692/FUL |
| Site Address | 51 Leacroft, Staines-upon-Thames, TW18 4PB |
| Applicant | Mr J Pollen |
| Proposal | Replacement of existing dwelling with three storey apartment building comprising 6 no. one-bedroom units and 3 no. two-bedroom units, alterations to the existing outbuilding, and associated car parking, landscaping and amenity space (amended description) |
| Case Officer | Siri Thafvelin |
| Ward | Staines |
| Called-in | N/A |

| | | | |
|-----------------------------|--|--------------------|---|
| Application Dates | Valid: 22.05.2019 | Expiry: 17.07.2019 | Target: Extension of time agreed until 28.08.2019 |
| Executive Summary | This application follows a previously withdrawn scheme for the redevelopment of the site and seeks permission for the development of 6 no. one-bedroom flats and 3 no. two-bedroom flats to replace an existing detached dwellinghouse on the corner of Leacroft and Leacroft Close. The proposal is considered to have a satisfactory relationship to adjoining properties and an acceptable impact on the character of the area. Furthermore, the impact on the adjacent plane tree subject to a Tree Preservation Order is considered acceptable in accordance with Council policy. | | |
| Recommended Decision | Approve the application subject to conditions as set out at Paragraph 8 of the Report. | | |

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:

- LO1 (Flooding)
- HO4 (Housing size and type)
- HO5 (Density of housing development)
- EN1 (Design of new development)
- EN3 (Air quality)
- EN7 (Tree protection)
- CC1 (Renewable energy, energy conservation and sustainable construction)
- CC2 (Sustainable travel)
- CC3 (Parking provision)

2. Relevant Planning History

- 2.1 The site has the following planning history:

| | | |
|--------------------|--|------------------------------------|
| 18/01468/FUL | Replacement of existing dwelling and outbuildings with three storey apartment building comprising 9 no. two-bedroom units with associated car parking, landscaping and amenity space | Withdrawn 22.03.2019 |
| STAINES/FUL/P15747 | Erection of two flats. | Refused 30.04.1973 |
| STAINES/OUT/P16376 | Erection of three detached houses with double garages/parking. | Grant Conditional 01.11.1973 |

3. Description of Current Proposal

- 3.1 The application site is situated on the north-western corner of Leacroft and Leacroft Close and comprises a detached two-storey dwellinghouse that fronts Leacroft with a detached garage in the rear garden that is accessed from Leacroft Close. The area is residential in character with a mixture of detached, semi-detached and terraced houses as well as some flatted development in Orchard House on the corner of Leacroft and Shortwood Common. Many of the properties in the street have been built in the 1960s onwards but there are also several large Victorian style properties in the area. The most recent additions in the vicinity of the application site are 53-63

Leacroft (odds) and 1A-E Georgian Close which were built as part of a scheme that was granted planning permission in 2013 (13/00719/FUL).

- 3.2 Planning permission is sought for the demolition of the existing dwellinghouse and erection of a block of 9 no. flats, comprising of 6 no. one-bedroom units and 3 no. two-bedroom units. The building would be contain three floors, with the second floor accommodation being set partly within the roof space, providing three dwellings on each floor. The ground floor dwellings would have patio doors leading onto private gardens and balconies would provide amenity space for the upper floor flats. The proposal provides 10 parking spaces including 5 within the existing outbuilding that would be converted to a carport. The existing outbuilding would also be altered to provide a bin store with access from Leacroft Close.
- 3.3 The size of the building and the number of bedrooms has been reduced since the application was first submitted to address concerns raised regarding the impact on the adjacent protected tree to the south-west of the site and the impact on the adjacent property to the north, no. 53 Leacroft. When the application was first submitted it comprised 9 no. two-bedroom units. The building is now set in 9m from the south-western boundary and 2m from the boundary to 53 Leacroft which has resulted in a reduction of six bedrooms. The ridge height has also been reduced.
- 3.4 Copies of the proposed site layout and elevations are provided as an Appendix.

4. Consultations

- 4.1 The following table shows those bodies consulted and their response.

| Consultee | Comment |
|---------------------------------|---|
| County Highway Authority | No objection but recommends conditions |
| Cadent Gas National Grid | No objection |
| Environment Agency | No requirements |
| Surrey Wildlife Trust | No objection but recommends conditions |
| Tree Officer | No objection but recommends a condition |
| Environmental Health | No objection but recommends conditions |
| Neighbourhood Services | No comments |

5. Public Consultation

- 5.1 28 neighbour notification letters were sent and 25 responses have been received from 19 addresses and two unknown addresses, including comments from Spelthorne Committee for Access Now (SCAN) and Staines Town Society. Issues raised include:
- The upper floors are not wheelchair accessible and none of the flats are wheelchair adaptable
 - The application is better than the one previously withdrawn
 - Overdevelopment of the site
 - Shortage of parking spaces will result in overspill parking
 - Insufficient parking provision

- Overlooking and loss of privacy
- Visually overbearing
- Inappropriate design
- Out of keeping with area
- Noise, pollution and dust from parking area
- Will cause congestion and create a safety hazard for other motorists
- Recently completed development next door is more in keeping with the style and character of the road
- Request development with fewer dwellings
- Request that comments lodged under the previous application (18/01468/FUL) should be taken into account (officer note: only representations received in relation to the subject application can be considered)
- Loss of light
- Building should be further towards Leacroft Close
- Existing parking issues in the street and exacerbated by commuters parking in the road
- Development will change dynamics of the street
- Potential issues during construction
- Loss of trees and impact on the adjacent protected tree
- Layout and density of buildings
- Design, appearance and materials
- Noise from upper floor balconies
- Additional cars will impact on the environment
- Loss of greenery within the garden
- Amount of ground water could increase and cause flood issues
- Bin storage
- Safety concerns related to potential asbestos in the existing building

6. Planning Issues

The main planning considerations for this application are:

- Character of the area
- Amenity of neighbouring residents
- Amenity of future residents of the proposed dwellings
- Parking provision and highway safety
- Impact on protected trees
- Flooding

7. Planning Considerations

Principle of Development

- 7.1 The site lies within the urban area and is surrounded by residential properties. The site itself is already occupied by a residential dwelling and therefore the redevelopment of the land for residential purposes is considered to be acceptable in principle in accordance with policy HO1 of the Core Strategy and Policies Development Plan Document 2009 (CS & P DPD) provided it has sufficient regard to the character of the area.

Need for Housing

- 7.2 The Council has embarked on a review of its Local Plan and accepts that the housing target in its Core Strategy and Policies DPD (2009) of 166 dwellings per annum is significantly short of its latest objectively assessed need of 552-757 dwellings per annum (para. 10.42, Strategic Housing Market

Assessment, Runnymede and Spelthorne, November 2015). In September 2017, the government produced a consultation paper on planning for the right homes in the right places which included proposals for a standard method for calculating local authorities' housing need. A figure of 590 dwellings per annum for Spelthorne was proposed by the application of this new approach. The draft methodology has yet to be formally adopted by the Government and is being reviewed in the light of the new 2016 household projection forecasts which appeared to indicate lower growth rates. The Government is now consulting on changes to the standard methodology in the light of these new forecasts and, for the time being, the Council will continue to rely on the provisional figure of 590 based on the 2014 household formation projections as suggested by the Government in its latest consultation (Oct-Dec 2018). Despite recent uncertainties the draft methodology provides the most recent calculation of objectively assessed housing need in the Borough and is therefore the most appropriate for the Council to use in the assessment of the Council's five-year supply of deliverable sites.

- 7.3 In using the new objectively assessed need figure of 590 as the starting point for the calculation of a five year supply it must be borne in mind that this does not represent a target as it is based on unconstrained need. Through the Local Plan review the Borough's housing supply will be assessed in light of the Borough's constraints which will be used to consider options for meeting need. The Council has now published its Strategic Land Availability Assessment (SLAA) which identifies potential sites for future housing development over the plan period.
- 7.4 The sites identified in the SLAA as being deliverable within the first five years have been used as the basis for a revised 5-year housing land supply figure. Whilst this has shown that notionally we have identified sufficient sites to demonstrate that we have a five year supply of housing sites we have recently been advised that we need to apply an additional 20% buffer rather than the previously used 5%. This is because Government guidance (para. 74, NPPF, 2018) requires the application of a 20% buffer "where there has been significant under delivery of housing over the previous three years". When assessed against the adopted Local Plan annual requirement figure of 166, the Council has delivered well in excess of the requirement. However, we now have to have regard to the draft Objectively Assessed Need figure of 590 dwellings per annum and, on this basis, the Council has failed to deliver a sufficient number of dwellings in recent years. It therefore has no choice now but to apply the additional buffer for the five year period from 1 April 2019 to 31 March 2024. The effect of this increased requirement is that the identified sites only represent some 4.5 year supply and accordingly the Council cannot at present demonstrate a five year supply of deliverable housing sites.
- 7.5 As a result, current decisions on planning applications for housing development need to be based on the "tilted balance" approach as set out in paragraph 11 of the NPPF (2018) which requires that planning permission should be granted unless "any adverse impacts of so doing would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework taken as a whole".
- 7.6 It should also be noted that The Housing Delivery Test Result for Spelthorne Borough Council was published by the Secretary of State in February 2019, with a score of 63 percent. This means that the Council had undelivered

housing delivery verses need in previous years and as a result the Council have produced a Housing Delivery Test Action Plan to positively respond to the challenge of increasing its housing delivery. The Action Plan analyses and sets out actions to improve housing delivery within the Borough.

Housing Size, Density and Type

- 7.7 Policy HO4 of the CS & P DPD sets out the mechanism for ensuring a range of housing sizes and types are delivered to meet community needs. It requires development that proposes four or more dwellings to include at least 80% of their total as one or two-bedroom units. The proposal provides 9 no. dwellings which all are one- and two-bedroom units and therefore comply with policy HO4.
- 7.8 The site has an area of 0.09ha and the proposed development would have a density of 100 dwellings per hectare. The high density is a result of the proposed units being one and two-bedroom flats with patios and semi-private amenity space provided for the ground floor units and balconies for the upper floor units, compared to, e.g., larger dwellings with parking and landscaping in front and private gardens to the rear. Whilst this is above the recommended range of 35 to 55 dwellings per hectare, policy HO5 states that higher density development may be acceptable where it is demonstrated that the development complies with policy EN1 on design and is in a location that is accessible by non-car based modes of travel. The development is considered acceptable with regards to policy EN1 and being situated 650m from Staines railway station and 500m regular bus services from Kingston Road, it is considered that the site is in a sustainable location and accessible by non-car based modes of travel.

Design and Character

- 7.9 Policy EN1(a) 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.
- 7.10 The area is residential in character and comprises a mixture of detached, semi-detached and terraced properties in a variety of designs, including several large Victorian style houses and a number of houses which appear to be from the 1960s. The application site is situated near the north end of Leacroft is now occupied by fairly recent development, i.e. 53-63 Leacroft which was granted planning permission in 2013, and 72-78 Leacroft and Orchard House which was granted planning permission in 2005. The resultant character of the surrounding area is therefore mixed in terms of style and age of dwellings, although most are two storeys in nature it is noted that Orchard House, opposite the application site, has second floor accommodation in the roofspace. A main characteristic of the locality is the traditional pitched roof form and set-back from the street. The pair of semi-detached properties immediately to the west of the site (Amberley and 2 Leacroft Close) are an exception to the predominant pattern of development surrounding the site as they are set further back from the road and have long drives and smaller rear gardens.

- 7.11 The proposed development would sit near the corner with elevations fronting both Leacroft and Leacroft Close. The proposed development follows the building lines of two roads and whilst the balconies would project slightly forward of the main building lines, these are lightweight structures and it is not considered that they would detract from the street scene or pattern of development. The proposed development would have two gables facing Leacroft, one gable feature in the Leacroft Close elevation and a narrower gable in the north-western elevation that would overlook the communal parking area.
- 7.12 The development as a whole incorporates traditional design features including pitched roofs, light red and buff brick with a contrasting string course mixed with more modern details such as the slim line aluminium windows and steel frame metal railings and balustrades for the balconies. Landscaping would soften the appearance of the parking area and landscaping would be incorporated to the front and side of the dwelling. The existing outbuilding along the western boundary would be retained and converted to provide parking without changing the immediate view for the residents of Amberley and 2 Leacroft Close.
- 7.13 It is considered that the design of the proposal is acceptable within the street scene and accords with policy EN1.

Amenities of Neighbouring Properties

- 7.14 Policy EN1(b) of the CS & P DPD considers the impact on residential amenity and sets out that proposals for new development need to achieve a satisfactory relationship to adjoining properties and avoid significant harmful impact in terms of loss of privacy, daylight or sunlight, or overbearing effect due to bulk and proximity or outlook.
- 7.15 The Council's Supplementary Planning Document (SPD) on Design of Residential Extensions and New Residential Development (2011) provides guidance on how the requirements of policy EN1 can be met with regards to amenity it sets out minimum separation distances for back-to-boundary (10.5m for two storey and 15m for three storey development) and back-to-flank (13.5m for two storey and 21m for three storey development) measurements. The proposed development is situated on a corner and the north-western elevation would be at a slight angle to the nearest property to the rear (Amberley). The distance to the rear boundary would be approximately 12m-21m from the rear boundary and the rear elevation has been designed so that, with the exception of a rooflight, all windows serving habitable rooms are located the greatest distance from the western boundary to reduce their impact. The impact on the neighbouring properties to the north-west is also reduced by the retention of the existing outbuilding provides a buffer between the proposed parking area and neighbouring properties.
- 7.16 The Design SPD also provides a minimum set-in distance from the side boundary of 1m for two storey and 2m for three storey development. The proposed building was originally set in 1m from the north-eastern boundary, however, following concern that the building would create a terracing affect, would have an overbearing impact and cause loss of light to the adjoining neighbouring property at no. 53 Leacroft, revised drawings were submitted showing an increased set-in of 2m. The building is not three full storeys in height and with the greater distance to the boundary it is considered that the

impact on the neighbouring property is acceptable and in accordance with the requirements of the Design SPD.

- 7.17 The proposal would not breach a 45 degree line to the nearest window to no. 53 Leacroft and it is therefore considered that it would not cause harmful loss of light. Whilst the proposed building would have accommodation within the roofspace its overall height is similar to that of other buildings in the vicinity and due to the set-in from the property boundaries and the distance to neighbouring dwellings, it is not considered that it would have an overbearing impact.
- 7.18 With the previous application, concern was raised with the applicant that a sufficient buffer had not been provided around the parking area. The current application would retain the existing outbuilding and convert it to a carport that would significantly reduce the impact on neighbouring properties to the north-west. A pergola would provide a buffer to three further parking spaces and an increase landscaped buffer has been provided along the northern boundary to protect the amenity of the residents of 53 Leacroft. Third party representations have raised that the proposed windows would cause loss of privacy, however, their main outlook would be towards the communal parking area. It is considered that the proposed windows within the south-western elevation would have a similar relationship with neighbouring properties as the existing building and it is therefore not considered that an objection could be raised on privacy grounds.
- 7.19 Concern has also been raised by residents that the proposed balconies in the south-western and south-eastern elevations would cause unacceptable overlooking of neighbouring properties on the other side of Leacroft and Leacroft Close. The balconies in the south-eastern elevation would be set approximately 20m from the front elevation to the buildings opposite and the balconies in the south-western elevation would be approximately 17.5m from the blank flank elevation of no. 49 Leacroft Close. Furthermore, the balconies in both elevations would be separated by the public highway and taking that and the above separation distances into consideration, it is not considered that the proposal would cause loss of privacy by overlooking.
- 7.20 Most of the windows are located in the south-eastern and south-western elevations to reduce overlooking and in order to safeguard the privacy of neighbouring properties it is recommended that a condition is imposed requiring bathroom windows in all elevations to be obscure glazed and non-opening to a minimum of 1.7m above the internal floor level.

Amenity for Future Residents

- 7.21 It is considered that the proposed flats would provide a good standard of amenity of future residents. The proposed dwellings would comply with the nationally described internal floorspace space standards and enjoy a good level of outlook. Six of the proposed dwellings would be dual aspect but the three single-aspect windows in the south-western corner of the building would also enjoy a good level of light and outlook.
- 7.22 The proposal has been amended to provide more amenity space and the garden area along the south-eastern and south-western boundaries would provide private amenity space for the three ground floor units and the upper floor dwellings would have south- or east-facing balconies with good outlook and sunlight. The total amenity space provision would be approximately

251sqm at ground level and balconies would provide a further 30.6sqm. The SPD sets out that a minimum of 215sqm of amenity space should be provided for a development comprising 9 flats and with a total provision of 281.6sqm the proposal would exceed this. The site is located approximately 100m from the entrance to Shortwood Common which provides further amenity space in addition to the private amenity space provided as part of the development.

Parking and Highway Safety

- 7.23 The proposal would provide 10 off-street parking spaces which would be located to the rear of the building and accessed from Leacroft Close. The Council's Parking Standards SPG (2011) requires 1.25 parking spaces to be provided for each one-bedroom dwelling and 1.5 spaces for each two-bedroom dwelling, rounded up to the nearest whole number. This would require 12 parking spaces to be provided, however, the SPG also states that a reduction in parking may be acceptable in some situation, such as for units specifically designed for single person occupation, within the borough's town centres and where public transport accessibility is high. The proposal consists of a high proportion of one-bedroom dwellings and the site is situated in a sustainable location with good access to public transport from Staines railway station and frequent bus services from Kingston Road. This reduces the need for parking and it is not considered that the shortfall of two parking spaces compared to the standards set out in the SPG are sufficient grounds to justify refusal.
- 7.24 The County Highway Authority (CHA) has been consulted on this application on highway safety, capacity and policy grounds and raises no objection subject to conditions to ensure that the parking facilities and access are provided in accordance with the plans. The CHA has also requested that bicycle parking is provided in accordance with the submitted plans and that at least two of the available parking spaces are provided with a fast charge socket in recognition of Section 9 (Promoting Sustainable Transport) of the NPPF 2019.

Flooding

- 7.25 The site is located in a 1 in 1000 year flood event area (flood zone 2) which has a medium risk of flooding. The Environment Agency was therefore consulted on this application but responded to say that they Agency does not wish to comment. A sequential approach was taken in the preparation of the Council's Flooding supplementary planning document (July 2012). The site is in a 1 in 1000 year flood area (zone 2) and paragraph 4.9 states that studies of land availability for housing and employment have shown that in Spelthorne land in both Zones 1 and 2 will be needed to meet housing and other needs over the next 15 years and therefore sites in either zone will be acceptable. It is therefore considered that the proposal is acceptable with regards to flooding, subject to conditions.

Impact on Trees

- 7.26 When the previous application for this site was under consideration and this current application as originally submitted, concern was raised that proposed development would require a significant reduction of the large plane tree near the corner of Leacroft and Leacroft Close and that the development would harm its long-term viability and amenity value. The tree is very prominent within the street scene and after consultation with the Council's Tree Officer a

Tree Preservation Order was made. Following further consultation with the Tree Officer, the current proposed development has been amended by moving it 10 metres away from the tree to ensure that the building will not harm the roots of the protected tree or put continued pressure on the crown of the tree to be cut back. An Arboricultural Method Statement (AMS) was submitted with the application and a condition is recommended to ensure that a revised AMS is submitted to reflect the most recent amendments to the plan. There is a smaller tree near the proposed access to the parking area however it is not considered it is of sufficient merit to justify a TPO but it is recommended that it should be protected by the AMS.

Other Matters

- 7.27 Surrey Wildlife Trust (SWT) was consulted on this application as the proposed development includes the demolition and conversion of existing buildings which may be used by bats. SWT recommends that the applicant should be required to undertake the recommendations made in the bat emergence survey report that was submitted with the application. The report states that two bat species have been recorded foraging and commuting at or over the application site. The survey reports that the main bat activity was along the boundary trees next to the rear garden and over part of the back gardens but no bat roost was present at the existing house and garage at the property, although bats were clearly roosting away from the application site. Since no bat evidence or bat roosts were found at the building to be demolished it is not considered that conditions relating to their demolition are necessary. In the interest of biodiversity it is, however, recommended that conditions are imposed requiring the installation of bird boxes and bat boxes/tubes. It is also recommended that the proposed landscaping incorporates recommendations made in the report to help maintain and preferably enhance the biodiversity value of the site, which can be controlled by a landscaping details condition.

7.28 Other Issues

- 7.29 A letter has been received from Spelthorne Committee for Access Now (SCAN) who object to the application, raising concern that the upper floors are not wheelchair accessible and that none of the flats are wheelchair adaptable. It is noted that the building is accessed via a ramp and that under the Equalities Act 2010, which is separate legislation from planning, a duty of responsibility is placed on the owner of the premises to provide facilities for disabled persons to access a building. In addition, the building will be subject to building control regulation. However, it is nevertheless recommended that an informative is attached to the decision notice advising the applicant of the duty to make adjustments to the property under the Equalities Act to make it accessible to disabled people.

Local Finance Considerations

- 7.30 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.

7.31 In consideration of S155 of the Housing and Planning Act 2016, the proposal is a CIL chargeable development and will generate approximately £75,780 in CIL Payments. This will be at a rate of £140 per square metre of new floorspace. This is a material consideration in the determination of this planning application. The proposal will also generate a New Homes Bonus and Council Tax payments which are not material considerations in the determination of this proposal.

7.32 Conclusion

7.33 It is considered that the proposal is acceptable in terms of its design and impact on neighbouring residential properties, in accordance with the Council's policy on new residential development. The proposal would not meet the Council's parking standards, however, the development comprises the redevelopment of a large single family dwelling into 9 no. smaller dwellings and given its sustainable location, it is not considered that a shortfall of two parking spaces is sufficient grounds to justify refusal. The proposal, as amended, has an acceptable relationship with the TPO tree. It is, therefore, recommended for approval.

8. Recommendation

GRANT planning permission 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 development hereby permitted shall be carried out in accordance with the following approved plans: L2548/02; 51LCEL; 51LCTOPO and; 51CFP.1 revision 1 received on 15 May 2019. L2548-01 revision E; L2548/05 revision H; L2548/06 revision G; L2548/07 revision F; L2548/08 revision F; L2548/09 revision C and; L2548/10 revision A received on 25 July 2019.

Reason:- For the avoidance of doubt and to ensure the development is completed as approved.

3. No development shall take place until:-
 - i. A site investigation has been carried out to fully characterise the nature and extent of any land and/or groundwater contamination and its implications. The site investigation shall not be commenced until the extent and methodology of the site investigation have been agreed in writing with the Local Planning Authority.
 - ii. A written method statement for the remediation of land and/or groundwater contamination affecting the site shall be agreed in writing with the Local Planning Authority prior to the commencement of remediation. The method statement shall include an implementation timetable and monitoring proposals, and a remediation verification methodology.

The site shall be remediated in accordance with the approved method statement, with no deviation from the statement without the express written agreement of the Local Planning Authority.

Reason:-.To protect the amenities of future residents and the environment from the effects of potentially harmful substances. In accordance with policies SP6 and EN15 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

NOTE

The requirements of the above Condition must be carried out in accordance with current best practice. The applicant is therefore advised to contact Spelthorne's Pollution Control team on 01784 446251 for further advice and information before any work commences.

4. Prior to the first use or occupation of the development, and on completion of the agreed contamination remediation works, a validation report that demonstrates the effectiveness of the remediation carried out shall be submitted to and agreed in writing by the Local Planning Authority.

Reason:-. To protect the amenities of future residents and the environment from the effects of potentially harmful substances. In accordance with policies SP6 and EN15 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

NOTE

The requirements of the above Condition must be carried out in accordance with current best practice. The applicant is therefore advised to contact Spelthorne's Pollution Control team on 01784 446251 for further advice and information before any work commences. An information sheet entitled "Land Affected By Contamination: Guidance to Help Developers Meet Planning Requirements" providing guidance can also be downloaded from Spelthorne's website at www.spelthorne.gov.uk.

5. That prior to the commencement of the development a revised Arboricultural Method Statement be submitted and approved in writing by the Local Planning Authority and that the development be carried out and the protection measurements implemented in accordance with the approved details.

Reason:-.To prevent damage to the trees in the interest of the visual amenities of the area, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

6. No part of the development shall be first occupied unless and until the proposed modified vehicular access to Laleham Road has been constructed in accordance with the approved plans and thereafter the access shall be permanently maintained.

Reason:-.In order that the development should not prejudice highway safety, nor cause inconvenience to other highway users in accordance with the National Planning Policy Framework 2018 and policy CC2 of Spelthorne

7. The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with the approved plans for vehicles to be parked. Thereafter the parking and turning areas shall be retained and maintained for its designated purposes.

Reason:-.In order that the development should not prejudice highway safety, nor cause inconvenience to other highway users in accordance with the National Planning Policy Framework 2018 and policy CC2 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 2009.

8. The development hereby approved shall not be first occupied unless and until facilities for the secure, covered parking of bicycles have been provided in accordance with the approved plans. Thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.

Reason:-.In order that the development makes suitable provision for sustainable travel, in accordance with the objectives of Chapter 9 'Promoting sustainable transport' of the National Planning Policy Framework, and policies CC2 and CC3 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 2009.

9. The development hereby approved shall not be occupied unless and until at least 2 of the available parking spaces are provided with a fast charge socket (current minimum requirement: 7kw Mode 3 with Type 2 connector - 230 v AC 32 amp single phase dedicated supply) for the charging of electric vehicles in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

Reason:-.In order that the development makes suitable provision for sustainable travel, in accordance with the objectives of Chapter 9 'Promoting sustainable transport' of the National Planning Policy Framework and policies CC2 and CC3 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 2009.

10. Following construction of any groundwork and foundations, no construction of development above damp-proof course level shall take place until a report is submitted to and agreed by the Local Planning Authority which includes details and drawings demonstrating how 10% of the energy requirements generated by the development as a whole will be achieved utilising renewable energy methods and showing in detail the estimated sizing of each of the contributing technologies to the overall percentage. The detailed report shall identify how renewable energy, passive energy and efficiency measures will be generated and utilised for each of the proposed buildings to meet collectively the requirement for the scheme. The agreed measures shall be implemented with the construction of each building and thereafter retained.

Reason:-.To ensure that the development is sustainable and complies with Policy SP7 and CC1 of the Spelthorne Development Plan Core Strategy and Policies DPD.

- 11.No development above damp-proof course level shall take place until details of the materials to be used for the external surfaces of the building(s) and surface material for parking areas are submitted to and approved by the Local Planning Authority. The development shall then be constructed in accordance with the approved materials and detailing.

Reason:-.To ensure that the proposed development does not prejudice the appearance of the development and the visual amenities and character of the locality in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

- 12.Details of a scheme of both soft and hard landscaping works shall be submitted to and approved by the Local Planning Authority prior to first occupation of any part of the development hereby approved. The approved scheme of tree and shrub planting shall be carried out prior to first occupation of the buildings and/or site. The planting so provided shall be maintained as approved for a minimum period of 5 years, such maintenance to include the replacement in the current or next planting season, whichever is the sooner, of any trees or shrubs that may die, are removed or become seriously damaged or diseased, with others of similar size and species, unless the Local Planning Authority gives written permission to any variation.

Reason:-.To minimise the loss of visual amenity occasioned by the development and to enhance the proposed development in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

- 13.Prior to the occupation of the building(s), a scheme to provide bird boxes and bat boxes/tubes on the site shall be submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall be implemented before the building(s) is occupied and thereafter maintained.

Reason:-.To encourage wildlife on the site.

14. Prior to the occupation of the development, details of a scheme of the means of enclosure shall be submitted to and approved in writing by the Local Planning Authority indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building(s)/use is/are occupied. Development shall be carried out in accordance with the approved details and maintained as approved.

Reason:-.To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

15. Prior to the occupation of the building(s) hereby permitted details including a technical specification of all proposed external lighting shall be submitted to

and approved in writing by the Local Planning Authority. The agreed external lighting shall be implemented prior to the occupation of the building(s) and shall at all times accord with the approved details.

Reason:-.To safeguard the amenity of neighbouring residential properties and in the interest of security.

16. The alterations to and conversion of the existing garage to create a car port and bin store shall be carried out strictly in accordance with the plans, elevations and method of construction statement on drawing no. L2548/10 revision A received on 25.07.2019 and thereafter retained for its designated purpose unless otherwise agreed in writing by the Local Planning Authority.

Reason:-.To safeguard the amenity of the neighbouring properties in accordance with EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

17. The refuse and recycling facilities hereby approved shall be provided prior to the occupation of the development hereby approved and retained thereafter.

Reason:-.To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

18. Prior to the occupation of the development hereby permitted the proposed bathroom and shower room windows on the north-western, north-eastern, south-western and south-eastern elevations shall be obscure glazed and be non-opening to a minimum height of 1.7 metres above internal floor level in accordance with details/samples of the type of glazing pattern to be submitted to and approved in writing by the Local Planning Authority. These windows shall thereafter be permanently retained as installed.

Reason:-.To safeguard the privacy of the adjoining properties in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

19. The proposed hardstanding area shown on the submitted plan shall be constructed to be permeable, or be designed to run off to a permeable surface within the site, in accordance with details to be submitted to, and approved in writing by the Local Planning Authority prior to occupation of the development. The hardstanding area shall be completed and maintained in accordance with the approved details.

Reason:-.To minimise the risk of flooding from surface water runoff.

20. There shall be no raising of existing ground levels on the site within the area liable to flood, other than in accordance with the approved details.

Reason:-.To prevent the increased risk of flooding due to impedance of flood flows and reduction in flood storage capacity in accordance with policies SP1, SP7 and LO1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

21. All spoil and building materials stored on site before and during construction shall be removed from the area of land liable to flood upon completion.
22. Reason:- To prevent the increased risk of flooding due to impedance of flood flows and reduction of flood storage capacity in accordance with policies SP1, SP7 and LO1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

INFORMATIVES TO APPLICANT

1. Please note that this application is subject to the payment of Community Infrastructure Levy (CIL). Full details of the charge, how it has been calculated and what happens next are set out in the CIL Liability Notice which will be sent separately. If you have not already done so an Assumption of Liability notice should be sent to the Council as soon as possible and before the commencement of development. Further information on CIL and the stages which need to be followed is available on the Council's website. www.spelthorne.go.uk/CIL.
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.
3. The applicant's attention is drawn to the Equalities Act 2010, which requires the property to be accessible to disabled people.
4. The applicant is advised that the Council will expect the following measures to be taken during any building operations to control noise, pollution and parking:
 - a) Work that is audible beyond the site boundary should only be carried out between 08:00hrs to 18:00hrs Monday to Friday, 08:00hrs to 13:00hrs Saturday and not at all on Sundays or any Public and/or Bank Holidays;
 - b) The quietest available items of plant and machinery should be used on site. Where permanently sited equipment such as generators are necessary, they should be enclosed to reduce noise levels.
 - c) Deliveries should only be received within the hours detailed in (a) above;
 - d) Adequate steps should be taken to prevent dust-causing nuisance beyond the site boundary. Such uses included the use of hoses to damp down stockpiles of materials, which are likely to generate airborne dust, to damp down during stone/slab cutting; and the use of bowsers and wheel washes;
 - e) There should be no burning on site;
 - f) Only minimal security lighting should be used outside the hours stated above; and
 - g) Building materials and machinery should not be stored on the highway and contractors' vehicles should be parked with care so as not to cause an obstruction or block visibility on the highway.

Further details of these noise and pollution measures can be obtained from the Council's Environmental Health Services Unit. In order to meet these requirements and to promote good neighbourliness, the Council recommends that this site is registered with the Considerate Constructors Scheme (www.ccscheme.org.uk/index.php/site-registration).

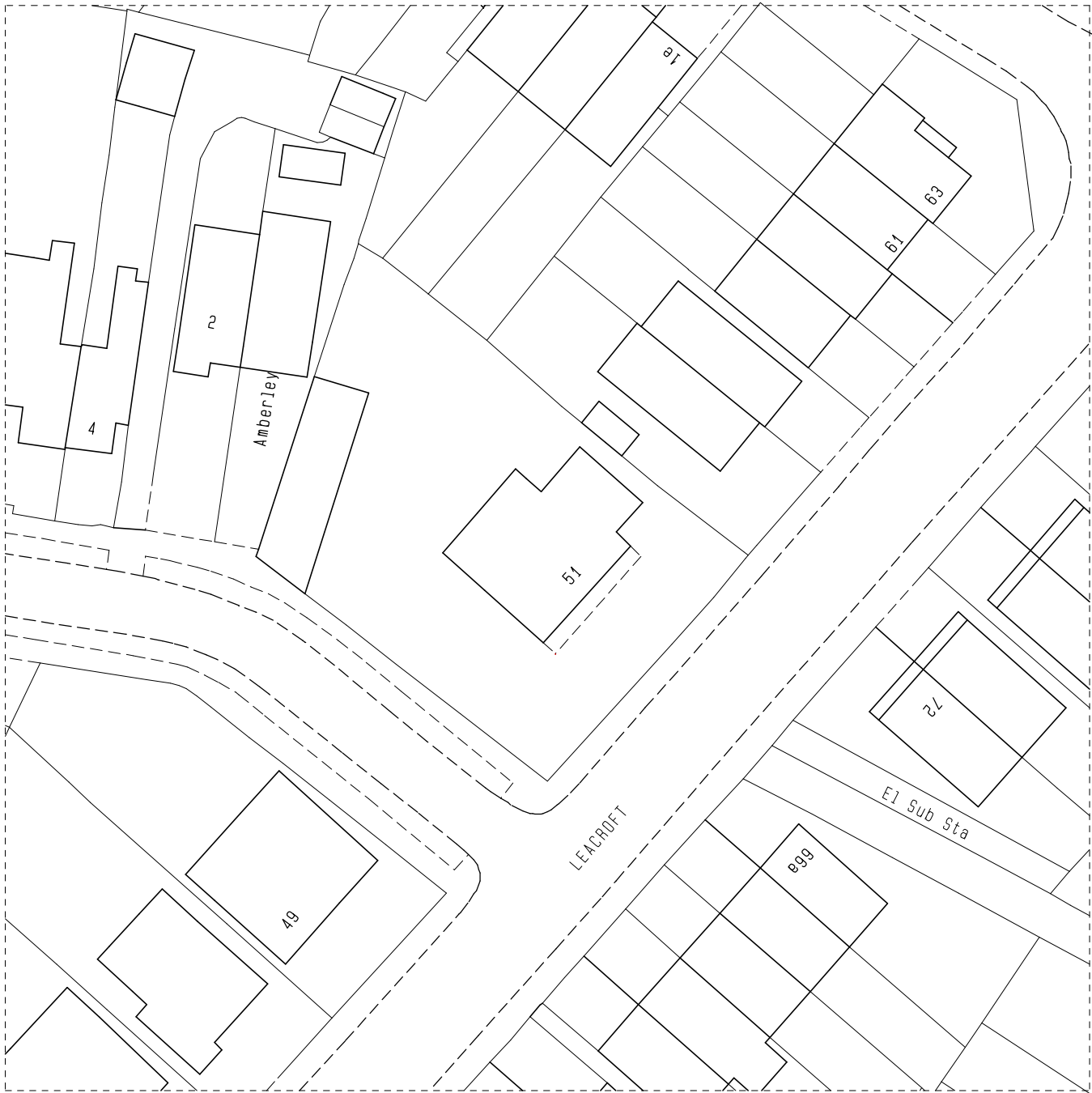
5. The applicant is advised that the essential requirements for an acceptable communication plan forming part of a Method of Construction Statement are viewed as:
 - a) How those likely to be affected by the site's activities are identified and how they will be informed about the project, site activities and programme;
 - b) how neighbours will be notified prior to any noisy/disruptive work or of any significant changes to site activity that may affect them;
 - c) the arrangements that will be in place to ensure a reasonable telephone response during working hours;
 - d) the name and contact details of the site manager who will be able to deal with complaints; and
 - e) how those who are interested in or affected will be routinely advised regarding the progress of the work.

Registration and operation of the site to the standards set by the Considerate Constructors Scheme (<http://www.ccscheme.org.uk/>) would help fulfil these requirements.

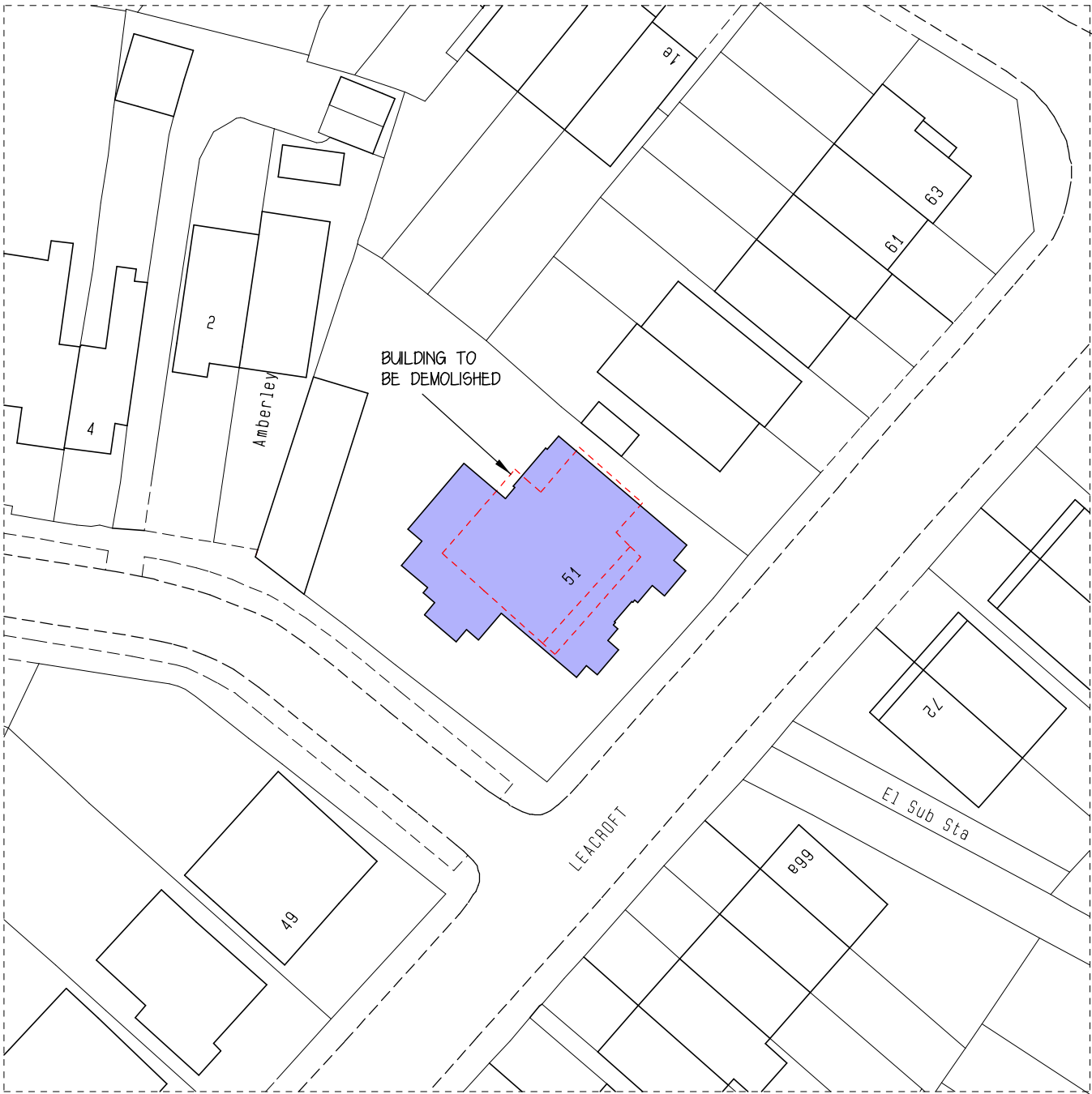
6. The permission hereby granted shall not be construed as authority to carry out any works on the highway. The applicant is advised that prior approval must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, or verge to form a vehicle crossover to install dropped kerbs. www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-crossovers-or-dropped-kerbs.
7. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).
8. Section 59 of the Highways Act permits the Highway Authority to charge developers for damage caused by excessive weight and movements of vehicles to and from a site. The Highway Authority will pass on the cost of any excess repairs compared to normal maintenance costs to the applicant/organisation responsible for the damage.
9. A pedestrian inter-visibility splay of 2m by 2m shall be provided on each side of the access, the depth measured from the back of the footway and the widths outwards from the edges of the access. No fence, wall or other

obstruction to visibility between 0.6m and 2m in height above ground level shall be erected within the area of such splays.

10. The developer is advised that as part of the vehicle crossover application it is likely that Surrey County Council will require a financial contribution of £4856.60 to compensate for the potential damage caused to the adjacent highway tree by the disturbance of its roots. This fee has been calculated based on 20% of the trees CAVAT value, and would be used to provide a new highway tree elsewhere.



EXISTING BLOCK PLAN



PROPOSED BLOCK PLAN

| | | | |
|---|------------------------------|-----|----------|
| E | BALONY ADDED/ CORRECTION | KMD | 25/07/19 |
| D | AMENDED TO SUIT LPA COMMENTS | AT | 16/07/19 |
| C | AMENDED TO SUIT TP COMMENTS | ZH | 01/05/19 |
| B | AMENDED TO SUIT LPA COMMENTS | KMD | 15/03/19 |
| A | AMENDED TO SUIT LPA COMMENTS | AJ | 05/12/18 |



ROBERT DAVIES JOHN WEST LIMITED
RIBA Chartered Practice
The Courtyard 59 Church Street
Staines upon Thames Middx TW18 4XS
Tel: 01784 459211 E-mail: info@rdjw1td.com

DATE
21/09/18

SCALE
1:500 @ A3

DRAWN / CHKD
ZH / KMD



PROPOSED DEVELOPMENT,
51 LEACROFT,
STAINES-UPON-THAMES
EXTG & PROP BLOCK PLAN

DRWG No **L2548/01** REV **E**

- NOTES
1. THE CONTRACTOR IS RESPONSIBLE FOR ALL SETTING OUT AND MUST CHECK DIMENSIONS ON SITE BEFORE WORK IS PUT IN HAND
 2. WRITTEN DIMENSIONS ONLY TO BE TAKEN. THIS DRAWING MUST NOT BE SCALED
 3. THE ARCHITECT IS TO BE IMMEDIATELY NOTIFIED OF SUSPECTED DIMENSIONS OR DISCREPANCIES



LEGEND:

EXISTING TREE REMOVED

TREE RETAINED

PROPOSED TREE / LANDSCAPING
REFER TO DRAWING L2548/04

TOTAL CAR PARKING PROVIDED - 10NO. SPACES
INCLUDING 1 DESIGNATED DISABLED SPACE, AND
ELECTRIC CAR CHARGING POINTS FOR 4 SPACES.

AMENITY SPACE REQUIRED 25m²
PRIVATE AMENITY AT GROUND FLOOR FOR
FLAT 1, 2 & 3 = 22.12m² (incl. PATIO AREAS)
BALCONY AMENITY FOR FLATS 4-9 = 30.68m²
TOTAL AMENITY PROVIDED 251.88m²

| | | | |
|---|---|----|------------|
| H | FLAT 1 AMENDED & CYCLE STORE MOVED | ZH | 24/07/19 |
| G | AMENDED TO ACCORD WITH LPA COMMENTS | AT | 11/07/19 |
| F | MINOR AMENDMENTS | ZH | 01/02/19 |
| E | MINOR AMENDMENTS | ZH | 08/05/2019 |
| D | MINOR AMENDMENTS TO TP CONSULTANT REQUIREMENTS | ZH | 30/04/2019 |
| C | REVISED LAYOUT, PARKING, SETTING, HEIGHT & AMENDMENTS TO ACCORD WITH LPA COMMENTS | GS | 02/04/2019 |
| B | AMENDED TO SUIT LPA COMMENTS | AJ | 05/02/2018 |
| A | MINOR AMENDMENTS TO CLIENT REQUIREMENTS | AJ | 01/02/2018 |

| REVISION | DESCRIPTION | CHECKED | DATE |
|----------|-------------|---------|------|
|----------|-------------|---------|------|

ROBERT DAVIES JOHN WEST LIMITED
RIBA Chartered Practice

The Courtyard 59 Church Street
Staines upon Thames Middx TW18 4XS
Tel: 01784 459211 E-mail: info@rdjwtd.com

DATE 11/09/2018 PROPOSED DEVELOPMENT

SCALE As indicated 51 LEACROFT, STAINES-UPON-THAMES

DRAWN ZH & AJ PROPOSED SITE LAYOUT

CHECKED RJD
DRWG No L2548/05 REV H

1 Site Plan
1 : 100

ELIZABETH COURT

NOTES

1. THE CONTRACTOR IS RESPONSIBLE FOR ALL SETTING OUT AND MUST CHECK DIMENSIONS ON SITE BEFORE WORK IS PUT IN HAND

2. WRITTEN DIMENSIONS ONLY TO BE TAKEN THIS DRAWING MUST NOT BE SCALED

3. THE ARCHITECT IS TO BE IMMEDIATELY NOTIFIED OF SUSPECTED DIMENSIONS OR DISCREPANCIES



EXTERNAL MATERIALS:

ROOF - PITCHED 42.5° FINISH GREY PLAIN TILES

PRE-FINISHED FASCIAS, SOFFITS & BARGE BOARDS, COLOUR WHITE

DOWNPIPES & GUTTERS - PLASTIC, COLOUR BLACK

WALLS - MIXTURE OF LIGHT RED AND LIGHT YELLOW BRICK WITH DARK RED CONTRASTING BRICK STRING AS INDICATED

PLINTH - BLUE ENGINEERING BRICK AS INDICATED

BAYS - MARLEY CEDRAL CLADDING COLOUR WHITE

WINDOWS AND DOORS - GREY SLIM LINE ALUMINUM WINDOWS AND COMPOSITE DOORS, BATHROOMS & ENSUITES TO BE OBSCURED GLAZING

BALCONIES - STEEL FRAME BLACK PAINTED WITH BLACK PAINTED METAL RAILINGS BALUSTRADES AS INDICATED

1 REAR - (NORTH WEST) ELEVATION
1 : 100



2 VIEW FROM LEACROFT CLOSE



3 VIEW FROM LEACROFT

| | | | |
|---|--|----|------------|
| F | FLAT 1 AMENDED | ZH | 24/07/19 |
| E | AMENDED TO ACCORD WITH LPA COMMENTS | AT | 1/07/19 |
| D | MINOR AMENDMENTS TO TP CONSULTANT REQUIREMENTS | ZH | 30/04/2019 |
| C | REVISED LAYOUT, PARKING, SETTING HEIGHT & AMENDMENTS TO ACCORD WITH LPA COMMENTS | GS | 02/04/2019 |
| B | AMENDED TO SUIT LPA COMMENTS | AJ | 05/02/2018 |
| A | MINOR AMENDMENTS TO CLIENT REQUIREMENTS | AJ | 10/02/2018 |

| REVISION | DESCRIPTION | CHECKED | DATE |
|----------|-------------|---------|------|
|----------|-------------|---------|------|

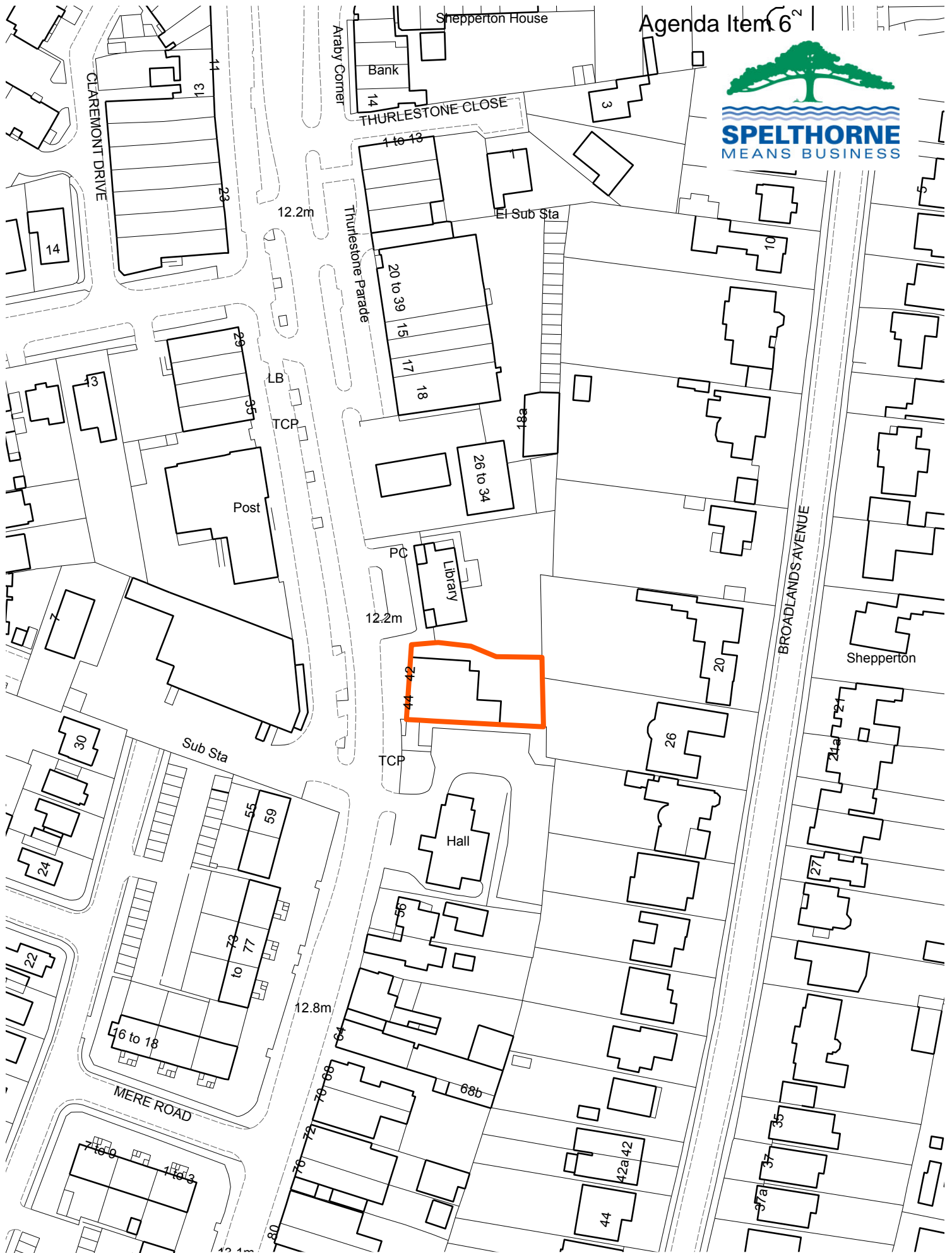
ROBERT DAVIES JOHN WEST LIMITED
RIBA Chartered Practice
The Courtyard 59 Church Street
Staines upon Thames Middx TW18 4XS
Tel: 01784 459211 E-mail: info@rdjwtd.com

DATE 06/09/18
SCALE 1 : 1000/A
DRAWN ZH
CHECKED RMD
PROPOSED DEVELOPMENT
51 LEACROFT,
STAINES-UPON-THAMES
PROPOSED ELEVATIONS
(2 OF 2) AND 3D VIEWS

DRWG No L2548/08 REV F

ELIZABETH COURT

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19/00884/FUL - 42 High Street, Shepperton.

Scale: 1:1,250

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Planning Committee

21 August 2019



| | |
|------------------------|---|
| Application No. | 19/00884/FUL |
| Site Address | 42 High Street, Shepperton, TW17 9AU |
| Applicant | Lina Shakiry |
| Proposal | Change of use from offices/bank to a mixed use of commercial units at ground floor level and to 3 no. residential flats above on first floor with balconies, erection of new second floor with 3 no. flats with balconies, erection of part single storey, part two storey rear extension and new windows and doors including new access to front and demolition of chimney stacks. |
| Case Officer | Matthew Clapham |
| Ward | Shepperton Town |
| Called-in | Called in by Cllr Sider due to concerns over loss of privacy/overlooking and lack of parking. |

| | | | |
|--------------------------|--|--------------------|--|
| Application Dates | Valid: 24.06.2019 | Expiry: 19.08.2019 | Target: Extension of time agreed until |
| Executive Summary | <p>The application site is located on the eastern side of the High Street and is currently occupied by a detached two storey building with car parking to the area accessed via an access drive to the northern side of the site. It was previously used as a bank, however has been vacant for approximately 4 years. It is located within the Shepperton Town Centre Shopping and Employment Areas.</p> <p>There is an extant approval on the site for the change of use from offices/bank to a mixed use of commercial units at ground floor level and extensions to provide six flats above including balconies (17/01634/FUL).</p> <p>The proposal under consideration is similar to the last approval and seeks to retain commercial uses at ground floor level, extend the first floor to the rear and add a new second storey to create 6 flats over the first and second storeys. The proposal includes balconies to the side and rear to provide amenity space but with this amended scheme, screening to the rear balconies are no longer being proposed and are to be replaced with railings. The low level minimal planting in the parking area at the rear is to be removed to allow for greater room to manoeuvre vehicles. A total of 10 parking spaces would be provided, utilising the existing access onto the High Street.</p> | | |

| | |
|-----------------------------|--|
| | No objections have been raised by the County Council Highway Authority nor Environmental Health (Pollution Control). The alterations to the design of the building and the removal of the screening to the balconies are considered to be acceptable and comply with the Council's Supplementary Planning Guidance. Satisfactory parking provision is provided and separation distances comply with guidance contained in the Councils Supplementary Planning Document for the Design of Residential Extensions. |
| Recommended Decision | Approve the application subject to conditions set out at Paragraph 8 of the Report. |

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)
- HO1 (Providing for New Housing Development)
- HO4 (Housing Size and Type)
- HO5 (Density of Housing Development)
- CC3 (Parking Provision)
- TC3 (Development in Shepperton Town Centre)
- EM1 (Employment Development)

2. Relevant Planning History

2.1 The site has the following planning history:

| | | |
|--------------|--|-----------------------|
| 17/01634/FUL | Change of use from offices/bank to a mixed use of commercial units at ground floor level and to 3 no. residential flats above on first floor with balconies, erection of new second floor with 3 no. flats with balconies, erection of part single storey, part two storey rear extension and new windows and doors including new access to front. | Granted 07.02.2018 |
| 17/00115/FUL | Change of use from offices/bank to a mixed use of commercial units at ground floor level and to 4 no. residential flats above on first floor with balconies, erection of a new second floor with 3 no. flats with balconies, erection of ground floor rear extension and new windows and doors including new access to front. | Refused 02.03.2017 |
| 16/00704/FUL | Change of use from offices/bank to a mixed use of commercial units at ground floor level and 9 residential flats above, including new second floor with 4 no. balconies, erection of ground floor rear extension and new windows and doors. | Refused 11.07.2016 |

3. Description of Current Proposal

- 3.1 The application site is located on the eastern side of the High Street and is currently occupied by a detached two storey building with car parking to the rear via an access drive to the northern side of the site. It was previously used as a bank however has been vacant for approximately 4 years. It is located within the Shepperton Town Centre Shopping and Employment Areas.
- 3.2 The proposal under consideration seeks to amend an extant approval (17/01634/FUL) to retain commercial uses at ground floor level, extend the first floor to the rear and add a new second storey to create 6 flats over the first and second storeys. The development comprises 4 no. 1 bedroom flats and 2 no. 2 bedroom flats. The proposal retains the existing façade of the building at ground and first floor levels, with an additional entrance door being added to the front of the building to allow access to the flats above. The building will be extended at first floor level to the rear, with a new second storey being added in a 'mansard' style of design, including dormer window features. Balconies are also included to the side and rear to provide amenity space. 10 parking spaces would be provided, utilising the existing access onto the High Street.
- 3.3 The principle alterations from the approved scheme are to provide alternative fenestration, including the removal of balcony screens and replacing them with railings. In addition, the existing chimney stacks are to be removed and the low level minimal planting in the parking area is to be removed.
- 3.4 A copy of the proposed elevations are attached as an Appendix.

4. Consultations

- 4.1 The following table shows those bodies consulted and their response.

| Consultee | Comment |
|--------------------------|--------------------------------------|
| County Highway Authority | No objections but request conditions |
| Environmental Health | No objections |
| Neighbourhood Services | No objections |
| | |

5. Public Consultation

18 neighbour notification letters were sent, with 6 responses to date raising concerns on the following grounds:

- Loss of privacy/overlooking
- Only screening is from old conifer trees
- Removal of chimney stacks out of keeping with character of the area
- Balcony railings unsafe
- Visual intrusion and outlook
- Out of character
- Increased size of commercial windows to front out of keeping
- Noise and disturbance
- Lack of amenity
- Setting a precedent

6. Planning Issues

The main planning considerations for this application are:

- Principle of development
- Design, appearance and visual impact
- Residential amenity
- Housing size, type and density
- Parking provision and highway safety

7. Planning Considerations

Principle of Development

7.1 The principle of converting and extending the upper levels to residential use has been established by the existing approval, 17/01634/FUL. The proposal would retain a commercial use at ground floor level and therefore would also allow continued employment opportunities on the site in compliance with Policies TC3 and EM1 of the Spelthorne Core Strategy and Policies DPD (2009). The existing first floor area was used as ancillary accommodation for the bank. In view of the retention of the commercial use; the sustainable town centre location and the site being a brownfield developed site, there is no objection in principle to the development for partly residential purposes.

7.2 In terms of the principle of housing development, regard must be had to paragraphs 59-61 of the National Planning Policy Framework (NPPF) 2019 which states the following:-

“Para 59. To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

Para 60. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

Para 61. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).”

7.3 When considering planning applications for housing local planning authorities should have regard to the government’s requirement that they boost significantly the supply of housing, and meet the full objectively assessed need for market and affordable housing in their housing area so far as is consistent policies set out in the NPPF 2019.

- 7.4 Para 11 of the NPPF stresses the presumption in favour of sustainable development and that proposals which accord with a development plan should be approved without delay noting that:
- “...Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
- the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*
- 7.5 The Council has embarked on a review of its Local Plan and accepts that the housing target in its Core Strategy and Policies DPD-Feb 2009 of 166 dwellings per annum is significantly short of its latest objectively assessed need of 552-757 dwellings per annum (Para 10.42 – Strategic Housing Market Assessment (SHMA) – Runnymede and Spelthorne – Nov 2015). On 20th February 2019, the government updated its guidance in respect of Housing and Economic needs assessment which included proposals for a standard method for calculating local authorities’ housing need. A figure of 590 dwellings per annum for Spelthorne was proposed by the application of this new approach. The figure of 590 based on the 2014 household formation projections has also been suggested by the Government in its latest consultation (Oct – Dec 2018). Following recent analysis, the figure has been revised to 603. Despite recent uncertainties, the standard methodology provides the most recent calculation of local housing need in the Borough and is consistent with the range of need identified by the Council in their SHMA. It is therefore appropriate for the Council to use the 603 dwellings per annum figure as their local housing need figure that comprises the basis for calculating the five-year supply of deliverable sites.
- 7.6 The sites identified in the SLAA as being deliverable within the first five years have been used as the basis for a revised 5-year housing land supply figure. Whilst this has shown that notionally we have identified sufficient sites to demonstrate that we have a five year supply of housing sites we have recently been advised that we need to apply an additional 20% buffer rather than the previously used 5%. This is because Government guidance (NPPF para 74) requires the application of a 20% buffer “where there has been significant under delivery of housing over the previous three years”. It therefore has no choice now but to apply the additional buffer for the five year period from 1 April 2019 to 31 March 2024. A 20% buffer applied to 603 results in a figure of 724 dwellings per annum which is our current figure. The effect of this increased requirement is that the identified sites only represent a 4.4 year supply and accordingly the Council cannot at present demonstrate a five year supply of deliverable housing sites.
- 7.7 In using the new objectively assessed need figure of 724 as the starting point for the calculation of a five year supply it must be borne in mind that this does not represent a target as it is based on unconstrained need. Through the Local Plan review, the Borough’s housing supply will be assessed in light of the Borough’s constraints, which will be used to consider options for meeting

need. The Council has now published its Strategic Land Availability Assessment (SLAA) which identifies potential sites for future housing development over the plan period.

- 7.8 As a result, current decisions on planning applications for housing development need to be based on the “tilted balance” approach as set out in paragraph 11 of the NPPF (2019) which requires that planning permission should be granted unless “any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.
- 7.9 It should also be noted that The Housing Delivery Test Result for Spelthorne Borough Council was published by the Secretary of State in February 2019, with a score of 63 percent. This means that the Council had undelivered housing delivery verses need in previous years and as a result the Council have produced a Housing Delivery Test Action Plan to positively respond to the challenge of increasing its housing delivery. The Action Plan analyses and sets out actions to improve housing delivery within the Borough.
- 7.10 Having regard to the proposed development and taking into account the presumption in favour of sustainable development which applies to Spelthorne together with adopted policy HO1 which encourages new housing development, it is considered that particular weight should be given to the merits of this development in this sustainable location which has already been approved. It should also be noted that each planning application must be assessed in its own right and permission cannot be refused on the basis that other schemes for housing have been approved nearby.

Design, Appearance and Visual Impact

- 7.11 Policy EN1 of the Spelthorne Core Strategy and Policies DPD (CS&P DPD) seeks to attain high standards of design and layout of new development. The building is not listed or locally listed, although the existing building has a distinctive design and is situated in a prominent location within Shepperton Town Centre. The character of the front elevation will be largely retained and modified including a new mansard style roof and a new front door to access the flats. The proposed building would be three stories high, with a new second storey flat roof element replacing the existing pitched roof. The design retains a mansard style of roof comparable to that previously refused. However, this is set back from all elevations and the additional proposed alterations to the fenestration improve the buildings visual appearance and provide greater symmetry to the existing building below. The alterations to the fenestration, with enlarged windows, and balconies are minimal in design terms and the railings to the balconies are acceptable. The removal of the chimney stacks could be carried out under permitted development and are not considered to result in any adverse impacts upon the character and appearance of the area or the existing building. The loss off the very small areas of planting in the rear parking area are not considered to have any adverse impacts upon the visual amenity of the area. The enlarged glazing to the shop fronts is also considered acceptable. The fenestration changes are considered acceptable.
- 7.12 The extended parts of the building would be visible from the sides and rear, however only limited views of the second storey would be available when viewed from the immediate street scene to the front. Careful consideration was previously given as to whether the proposal overcame the previously

expressed design concerns and on balance, particularly after taking into account the Council's lack of a five year housing supply and the need to provide a 'planning balance' it is considered the design is acceptable and would not appear out of character within the street scene.

Residential Amenity

- 7.13 The proposed extensions, which were approved under the last permission, would result in the building being closer to the rear boundary of those properties in Broadlands Avenue. The extensions to the rear at first floor level continue to comply with the 10.5m separation distance set out in the SPD to the rear boundary, as do the balcony areas. In addition, the extension to the roof results in a three storey development which has a separation distance of 16m which meets that required by the SPD (15m). Furthermore, the balconies are positioned 15m away from the rear boundary, in compliance with the SPD. The extant approval provided privacy screens to the balconies. However, this was at the bequest of the applicant and was not required in terms of the Council's separation distance guidance. The proposal meets these separation distance guidance limits and it is noted that there is an extensive tree screen along the rear boundary to the properties backing onto the site in Broadlands Avenue and that the gardens are long, with in excess of 30m between the proposals and the rear of the dwellings in Broadlands Avenue. Careful assessment has been given to the impact upon overlooking and loss of privacy, particularly as the extant approval has a condition requiring obscure glazing. However, after further re-evaluation and consideration of potential impacts in terms of overlooking and paying due regard to the fact that the required separation distances are met, on balance, it is not considered that the removal of the obscurely glazed balcony screens would give rise to any harmful overlooking from the rear balconies and windows that would justify refusal.
- 7.14 No concerns are raised from the balconies to the side as they would overlook commercial / community properties. The balconies are also relatively small in size, negating the likelihood of any significant noise and disturbance from the use of these balconies. No concerns would arise from the other minor alterations to the proposed scheme. Therefore, it is considered that the proposal complies with Policy EN1 of the CS&P DPD and guidance contained in the Design SPD and would not result in an unacceptable loss of privacy, overbearing appearance or noise and disturbance to adjoining properties.
- 7.15 Due to the separation distances and relationship with adjoining properties, no loss of light is considered to arise.
- 7.16 For the future occupiers of the property, there is a significant shortfall in the required amenity space as set out in the Design SPD. However this shortfall was agreed under the previous scheme. This is the conversion of an existing building within the town centre and balcony areas are provided. In addition, there are two public parks/recreation grounds within close walking distance. The site is in a sustainable location and is considered satisfactory to meet the amenity needs of the future occupiers of the flats. Therefore, the proposal is considered acceptable on amenity grounds, particularly as the site is providing additional residential accommodation within a sustainable town centre location, in compliance with paragraph 11 of the NPPF.
- 7.17 The proposal seeks to provide 4 no. 1 bedroom flats and 2 no. 2 bedroom flats. The flats have floor areas that meet the requirements set out in the

minimum floorspace for new dwellings as set out in the Technical Housing Standards - nationally described space standard, and the Council's own Design SPD.

- 7.18 The concerns regarding the commercial uses are noted. However the building is in a commercial use within a town centre location. Any air conditioning units or extraction equipment would require planning permission and any noise and disturbance issues from any potential A3 use would be managed by Environmental Health and Licensing legislation.

Housing size, type and density

- 7.19 The housing density remains unchanged from the extant approval. Policy HO1 seeks to deliver housing development within the borough, and to encourage housing development on all suitable sites for that purpose taking into account other policy objectives. The proposed development is considered to comply with these policy objectives. There is no policy objection to the addition of residential units on this site.
- 7.20 Policy HO4 seeks to ensure that the size and type of housing reflects the needs of the community by requiring development of four or more units to provide at least 80% of their total as one or two bedroom units. The proposed scheme here would provide 100% 1 and 2 bed units and so complies with policy HO4.
- 7.21 Policy HO5 seeks to ensure that new housing development makes effective use of land this policy sets out density guidelines, to ensure that new development respects the density of the surrounding areas, and to direct higher density developments towards town centre locations. This proposal has a gross density of 60 dwellings per hectare (dph). In view of the town centre location and given the extant approval, this is considered acceptable.

Parking / Transportation

- 7.22 The Council's adopted Parking Standards SPG sets out the Council's minimum parking standards for new development. The proposal would provide a total of 10 off street parking spaces in the existing parking area to the rear of the building including a disabled space, which will be made available only to the residential units. A total of 8 spaces are required for the six flats.
- 7.23 The County Highway Authority was consulted on the proposal and raised no objections, stating the scheme would have no material impact on the safety and operation of the adjoining public highway.
- 7.24 No parking is proposed for the proposed commercial units. The CHA considers that any customer/ staff parking would be safely accommodated within the local highway parking bays and there are parking restrictions in the vicinity of the site. In addition it is considered that the site is in a sustainable location on Shepperton High Street where there is good access to public transport and viable alternatives to private car trips. Therefore as with the extant approval, the proposal is considered acceptable on transportation grounds. The proposal would also provide secure, covered bicycle parking spaces, which is considered acceptable.

Other matters

- 7.25 The previous comments from SCAN are noted. Policy HO4 requires developments to encourage inclusion within housing schemes to meet the needs of people with disabilities. This proposal is the conversion of an existing building, which is a sustainable form of development, restricted by its existing structure. The proposal does include a disabled toilet and parking space at ground floor level. It is considered that the benefits of the proposal by providing housing on this site are significant and disability access would be covered by Building Regulations.

Local Finance Considerations

- 7.26 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.
- 7.27 In consideration of S155 of the Housing and Planning Act 2016, the proposal is a CIL chargeable development rate of £180 per sq metre of new floorspace. This is a material consideration in the determination of this planning application. The proposal will also generate a New Homes Bonus and Council Tax payments which are not material considerations in the determination of this proposal.

Conclusion

- 7.28 The proposed alterations to an extant scheme are considered acceptable and the proposal provides additional residential units within a sustainable town centre location. The design and scale of the building, whilst being larger than the existing building would have an acceptable impact on the streetscene and the adjoining properties. The scheme would provide satisfactory parking and access arrangements and would not result in any adverse impacts upon the residential amenity of neighbouring properties in terms of any loss of light, privacy or overbearing. The replacement of the obscure glazed balconies with raining are acceptable, given the distances to the boundary. The application is recommended for approval.

8. Recommendation

GRANT 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. Before any work on the development hereby permitted is first commenced details of the materials and detailing to be used for the external surfaces of the building(s) and surface material for parking areas be submitted to and approved by the Local Planning Authority.

Reason:-. To ensure that the proposed development does not prejudice the appearance of the development and the visual amenities and character of the locality, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

3. Prior to the commencement of development a survey report detailing ground conditions of the site shall be submitted to and approved in writing by the Local Planning Authority. Where made ground or contamination is encountered a scheme to investigate, assess and remediate contamination risks shall be agreed in writing with the Local Planning Authority, and shall be carried out in accordance with the agreed details and timetable.

Reason: To protect the amenities of future residents and the environment from the effects of potentially harmful substances.

4. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building is occupied. Development shall be carried out in accordance with the approved details and maintained as approved.

Reason:-. To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

5. No development shall take place until full details of both soft and hard landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. The trees and shrubs shall be planted on the site within a period of 12 months from the date on which development hereby permitted is first commenced, or such longer period as may be approved by the Local Planning Authority, and that the planting so provided shall be maintained as approved for a period of 5 years, such maintenance to include the replacement in the current or next planting season whichever is the sooner, of any trees or shrubs that may die, are removed or become seriously damaged or diseased, with others of similar size and species, unless the Local Planning Authority gives written permission to any variation.

Reason:-. To minimise the loss of visual amenity occasioned by the development and to enhance the proposed development. In accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

6. That the parking and turning, loading, and unloading space shown on the submitted plan be constructed within three months of the commencement of any part of the development permitted, or such longer period as may be approved by the Local Planning Authority, and thereafter the approved facilities together with the means of access thereto shall be maintained as approved, and be reserved for the benefit of the development hereby permitted.

Reason:-. To ensure that the proposed development does not prejudice the free flow of traffic or the conditions of general safety along the neighbouring highway(s) and to ensure that the facilities provided are reserved for the benefit of the development for which they are specifically required, in accordance with policy CC3 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

7. That within 3 months of the commencement of any part of the development submitted, or such longer period as may be approved by the Local Planning Authority, facilities shall be provided within the curtilage of the site for the storage of refuse and waste materials in accordance with the details hereby approved, and thereafter shall be maintained as approved.

Reason:-. To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

8. That no further openings of any kind be formed in the rear elevation of the development hereby permitted without the prior written consent of the Local Planning Authority.

Reason:-. To safeguard the amenity of neighbouring residential properties, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

9. The development hereby permitted shall be carried out in accordance with the following approved plans: PGA001; PGA002; PGA003; PGA004; PGA005; PGA006 and PGA 010 received 24.06.2019.

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

INFORMATIVES TO APPLICANT

1. Notwithstanding any permission granted under the Planning Acts, no signs, devices or other apparatus may be erected within the limits of the highway without the express approval of the Highway Authority. It is not the policy of the Highway Authority to approve the erection of signs or other devices of a non-statutory nature within the limits of the highway.

The permission hereby granted shall not be construed as authority to obstruct the public highway by the erection of scaffolding, hoarding or any other device or apparatus for which a licence must be sought from the Highway Authority Local Highways Service.

The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing

highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

All buildings or apparatus (with the exception of projecting signs) which project over or span the highway, including balconies, may be erected only with the formal approval of the Transportation Development Planning Division of Surrey County Council under Section 177 or 178 of the Highways Act 1980.

2. The Town and Country Planning (Development Management Procedure) (England) Order 2015

Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included the following:-

Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.

3. Historically land across Spelthorne has been subjected to extensive mineral extraction, with subsequent infilling of the resultant voids. Excavations during some development works have encountered fill materials where records have not previously identified a history of extraction / infilling.

To confirm ground conditions at the application site minimum requirements of the survey are as follows:

- The excavation of 2 -3 trial holes to a depth of 1.00mbgl. This can be done by hand or with a small digger
- At least one location beneath the footprint of the proposed dwelling and another one to two holes within the proposed rear garden and other associated landscaped areas.
- An inspection to be made of the ground conditions and confirm the absence or otherwise of any made ground / fill materials at this property, their thickness and extent.
- Photographs shall be taken of each exploratory position including all associated soil arisings (soils excavated and placed to the side of the hole as works progress).
- Where different soil horizons are encountered (i.e. topsoil to 0.40mbgl overlying a layer of sandy gravel to 0.60mbgl with stiff clay to the base of the excavation (c.1.00mbgl)) appropriate written logs will be required to detail the depths, thickness and description of the materials encountered.
- A scale plan (such as the site layout plan) indicating the location of the exploratory positions in relation to the proposed property and a photograph taken across the site detailing the soils and arisings.
- The information, logs and photographs can be submitted to us in a simple letter report.
- If made ground materials are encountered during the excavations soil sampling and assessment of contamination risks will be required to be undertaken by a suitably qualified person.

Made ground refers to non-natural / notable fill materials – fragments of brick, concrete, metal, plastic, timber, glass, ashy materials. Evidence of contamination is identified by either visual (staining of soil or sheens on groundwater (if encountered)) or olfactory means (organic, tarry, hydrocarbon / petrochemical odours). In the event that materials of this nature are discovered during the survey, you are advised to contact us for further guidance.

- 4 You are advised that the Council will expect the following measures to be taken during any building operations to control noise, pollution and parking:
- a) Work that is audible beyond the site boundary should only be carried out between 08:00hrs to 18:00hrs Monday to Friday, 08:00hrs to 13:00hrs Saturday and not at all on Sundays or any Public and/or Bank Holidays;
 - b) The quietest available items of plant and machinery should be used on site. Where permanently sited equipment such as generators are necessary, they should be enclosed to reduce noise levels;
 - c) Deliveries should only be received within the hours detailed in (a) above;
 - d) Adequate steps should be taken to prevent dust-causing nuisance beyond the site boundary. Such uses include the use of hoses to damp down stockpiles of materials, which are likely to generate airborne dust, to damp down during stone/slab cutting; and the use of bowsers and wheel washes;
 - e) There should be no burning on site;
 - f) Only minimal security lighting should be used outside the hours stated above; and
 - g) Building materials and machinery should not be stored on the highway and contractors' vehicles should be parked with care so as not to cause an obstruction or block visibility on the highway.

Further details of these noise and pollution measures can be obtained from the Council's Environmental Health Services Unit. In order to meet these requirements and to promote good neighbourliness, the Council recommends that this site is registered with the Considerate Constructors Scheme - www.ccscheme.org.uk/index.php/site-registration.

5. The applicant is advised that the essential requirements for an acceptable communication plan for surrounding properties forming part of a Method of Construction Statement are viewed as:
- a) how those likely to be affected by the site's activities are identified and how they will be informed about the project, site activities and programme;
 - b) how neighbours will be notified prior to any noisy/disruptive work or of any significant changes to site activity that may affect them;
 - c) the arrangements that will be in place to ensure a reasonable telephone response during working hours;
 - d) the name and contact details of the site manager who will be able to deal with complaints; and
 - e) how those who are interested in or affected will be routinely advised regarding the progress of the work. Registration and operation of the site to the standards set by the Considerate Constructors Scheme (<http://www.ccscheme.org.uk/>) would help fulfil these requirements.



HALL CAR PARK

LIBRARY

ELE EXISTING REAR ELEVATION
Scale: 1:100



PERCEPTIONS
ARCHITECTURAL
AND DESIGN SERVICES

telephone
+44(0)208201 9818
Facsimile
+44(0)2084580578

CLIENT: THAMES HOUSE PROPERTIES LTD
MR AND MRS SHAKIRY

JOB: 42 HIGH STREET - SHEPPERTON

DRAWING: EXISTING REAR ELEVATION

| DRAW NO | SCALE | DATE | STATUS | ISSUED TO | DATE |
|---------|----------|----------|--------|-----------|------|
| 441-2 | A3 1:100 | FEB 2016 | | | |

REV

REVISION

| NO | DATE | SUBJECT |
|----|------|---------|
| | | |

DRAWING NOTES

COPYRIGHT

THIS DRAWING IS THE COPYRIGHT OF PERCEPTIONS AND MAY NOT BE USED WITHOUT THEIR CONSENT
DIMENSIONS

WITHIN DIMENSIONS TO BE TAKEN IN PREFERENCE TO SCALE DIMENSIONS THE CONTRACTOR IS RESPONSIBLE
FOR CHECKING ALL DIMENSIONS BEFORE WORK STARTS

LOCAL AUTHORITY

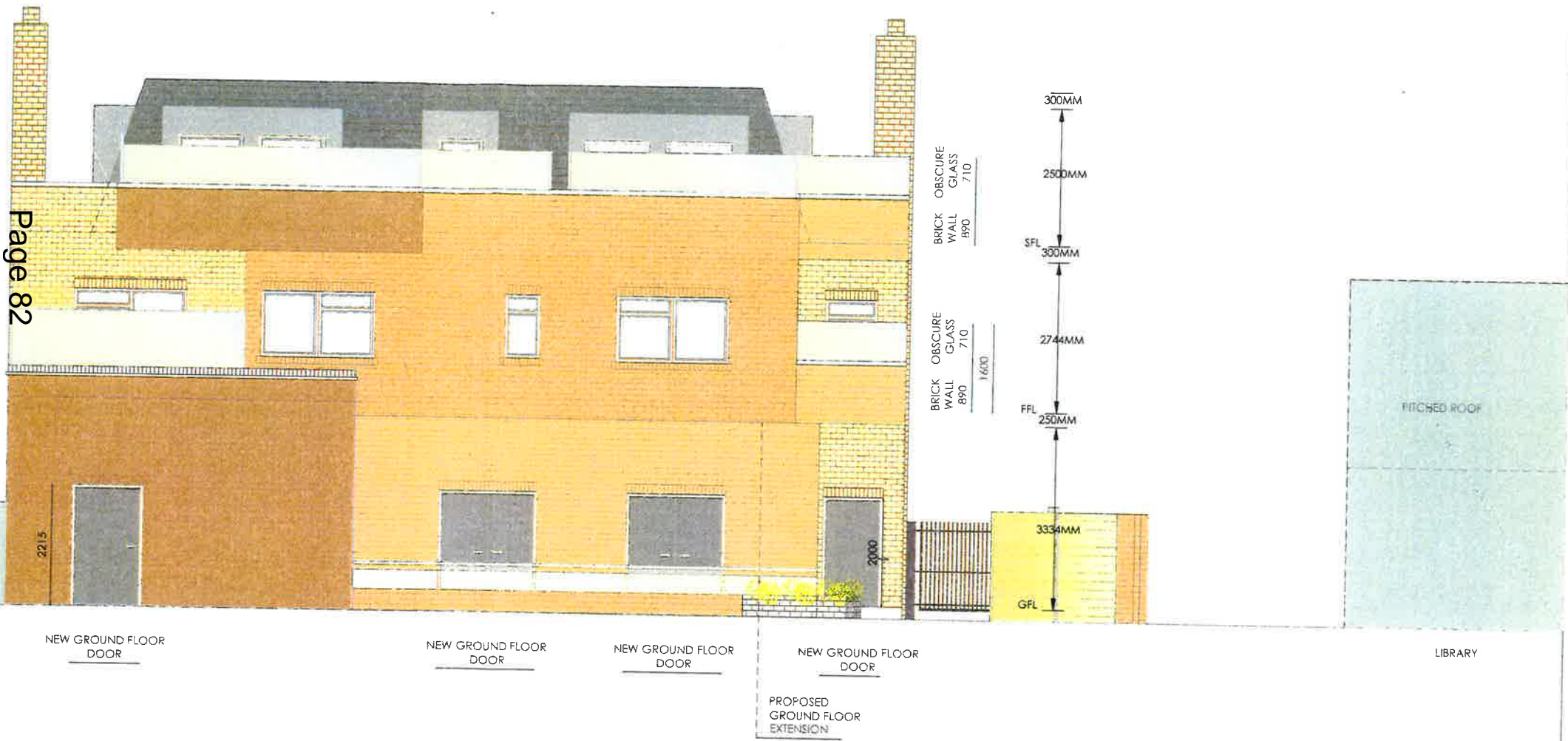
ALL WORK IS TO BE CARRIED OUT TO THE REQUIREMENTS, AND TO THE SATISFACTION OF THE LOCAL AUTHORITY.

DISCREPANCIES

ANY DISCREPANCIES TO BE BROUGHT TO THE ATTENTION
OF THE ARCHITECT IMMEDIATELY.

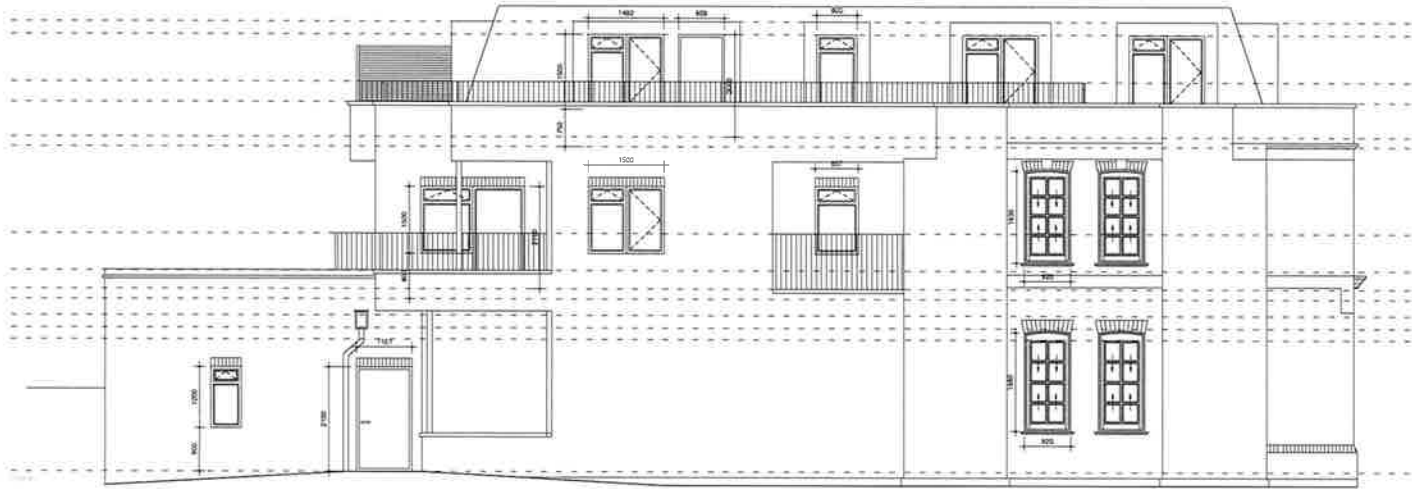
PROPOSED SECOND FLOOR - MANSARD ROOF
WITH DORMERS

PROPOSED FIRST FLOOR EXTENSION





PROPOSED REAR ELEVATION



PROPOSED FLANK ELEVATION

GENERAL NOTES

1. THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK.
2. ANY DISCREPANCIES MUST BE IMMEDIATELY BROUGHT TO THE ATTENTION OF THE DESIGNER.
3. ALL WORK MUST CONFORM TO CURRENT BUILDING REGULATIONS, BRITISH STANDARDS A CODES OF PRACTICE AND MUSIC STANDARDS.
4. THESE DRAWINGS ARE TO BE READ IN CONJUNCTION WITH ALL RELEVANT DESIGNER, ENGINEER OR SPECIALIST DRAWINGS AND SPECIFICATIONS.
5. ALL DIMENSIONS ARE IN MILLIMETERS UNLESS STATED OTHERWISE.
6. ALL MATERIALS ARE TO BE USED AND INSTALLED IN STRICT COMPLIANCE WITH THE RELEVANT MANUFACTURER'S RECOMMENDATIONS.
7. THE CONTRACTOR IS RESPONSIBLE FOR PROVIDING ALL NECESSARY TEMPORARY SUPPORT TO THE BUILDING AND ANY ADJACENT STRUCTURES.
8. ALL CONSTRUCTION MUST BE BUILT WITHIN THE ACTUAL PROPERTY BOUNDARIES UNLESS PARTY WALL AGREEMENT ALLOWS OTHERWISE.

| MATCH-LINE LEGEND | | DRAINAGE ABBREVIATIONS | |
|-------------------|------------|------------------------|--|
| | concrete | | sanitary |
| | retained | | manhole |
| | stop-work | | rise/fall |
| | block-work | | water gully |
| | | | sewer gully |
| | | | rainwater gully |
| | | | drain |
| | | | rearranged drainage to contractor design |
| | | | electrical layout to client design |

REVISED: 01/03/2019

DRAW AND PLAN

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Location

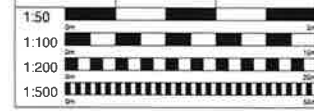
42-44 HIGH STREET
SHEPPERTON
TW17 9AU

Drawing title

GENERAL ARRANGEMENT

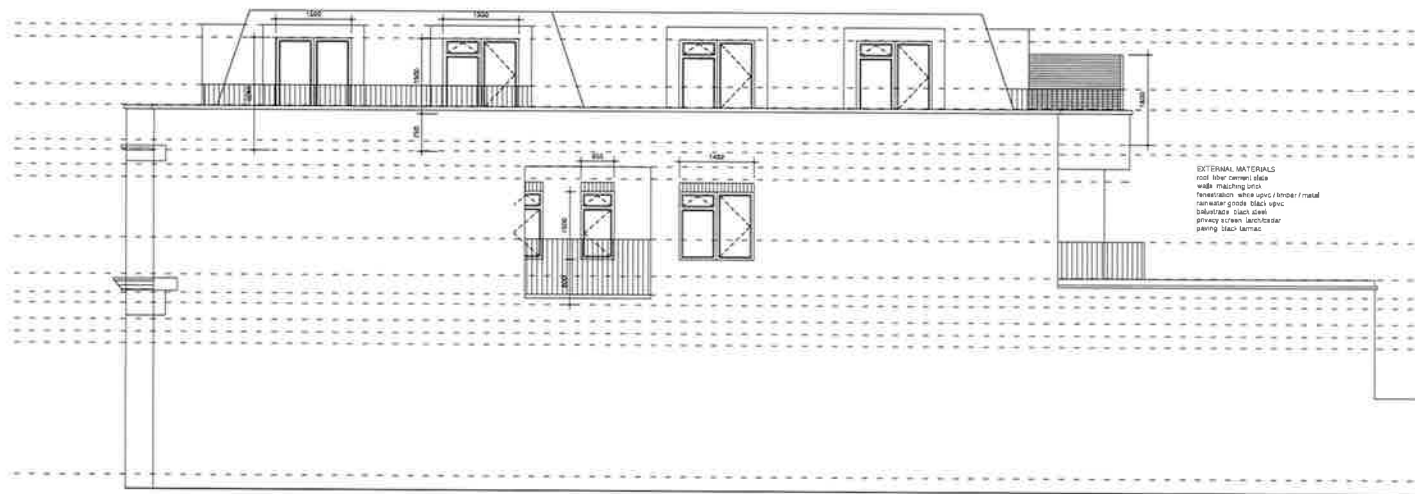
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| Job no. | Dwg no. | Revision |
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| 09/052 | PGA006 | - |





PROPOSED FRONT ELEVATION



PROPOSED FLANK ELEVATION

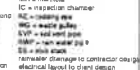
GENERAL NOTES

1. THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK.
2. ANY DISCREPANCIES MUST BE IMMEDIATELY BROUGHT TO THE ATTENTION OF THE DESIGNER.
3. ALL WORK MUST CONFORM TO CURRENT BUILDING REGULATIONS, BRITISH STANDARDS & CODES OF PRACTICE AND WHERE STANDARDS.
4. THESE DRAWINGS ARE TO BE READ IN CONJUNCTION WITH ALL RELEVANT DESIGNER, ENGINEER OR SPECIALIST DRAWINGS AND SPECIFICATIONS.
5. ALL DIMENSIONS ARE IN MILLIMETRES UNLESS STATED OTHERWISE.
6. ALL MATERIALS ARE TO BE USED AND INSTALLED IN STRICT COMPLIANCE WITH THE RELEVANT MANUFACTURER'S RECOMMENDATIONS.
7. THE CONTRACTOR IS RESPONSIBLE FOR PROVIDING ALL NECESSARY TEMPORARY SUPPORT TO THE BUILDING AND ANY ADJACENT STRUCTURES.
8. ALL CONSTRUCTION MUST BE BUILT WITHIN THE ACTUAL PROPERTY BOUNDARIES UNLESS PARTY WALL AGREEMENT ALLOWS OTHERWISE.

MATERIALS LEGEND



DRAINAGE ABBREVIATIONS



BY VIEW DESCRIPTION DATE

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Location

42-44 HIGH STREET
SHEPPERTON
TW17 9AU

Drawing title

GENERAL ARRANGEMENT

Date

25/03/2019

Scale

1:50 @ A1

Job no.

09/052

Dwg no.

PGA005

Revision

-





GENERAL NOTES

1. THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK.

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3. ALL WORK MUST CONFORM TO CURRENT BUILDING REGULATIONS, BRITISH STANDARDS & CODES OF PRACTICE AND NHBC STANDARDS.

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8. ALL CONSTRUCTION MUST BE BUILT WITHIN THE ACTUAL PROPERTY BOUNDARIES UNLESS PARTY WALL AGREEMENT ALLOWS OTHERWISE.

SYMBOL LEGEND

| | | | |
|--|------------|--|--------|
| | concrete | | dashed |
| | retained | | dashed |
| | brickwork | | dashed |
| | block work | | dashed |

DRAINAGE ABBREVIATIONS

| | |
|-----------------------|-----------------------|
| UP = manhole | UP = manhole |
| PC = proposed chamber | PC = proposed chamber |
| RV = road side gully | RV = road side gully |
| GV = gully | GV = gully |
| SW = soakaway | SW = soakaway |
| SS = soakaway | SS = soakaway |

Refer to drainage to contractor design
structural layout to design

| | | |
|----------|------------|-----|
| #/volume | 000/000000 | BAR |
|----------|------------|-----|

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TW17 9AU**

Drawing title

GENERAL ARRANGEMENT

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| Date | Scale |
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| Job no. | Dwg no. | Revision |
| 09/052 | PGA010 | - |

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1. THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK
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3. ALL WORK MUST COMPLY WITH THE CURRENT BUILDING REGULATIONS, BRITISH STANDARDS & CODES OF PRACTICE AND HMBG STANDARDS
4. THESE DRAWINGS ARE TO BE READ IN CONJUNCTION WITH THE PROVIDING DESIGNER/ENGINEER OR SPECIALIST DRAWINGS AND SPECIFICATIONS
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8. ALL CONSTRUCTION MUST BE PART WITHIN THE ACTUAL PROPERTY BOUNDARIES UNLESS PARTY WALL AGREEMENT ALLOWS OTHERWISE

HATCH LINE LEGEND

| | | | |
|--|------------|--|------------------|
| | concrete | | cementitious |
| | insulation | | miscellaneous |
| | steel deck | | structural steel |
| | steel deck | | insulation |
| | steel deck | | miscellaneous |

DRAINAGE ABBREVIATIONS

| | |
|-----|----------------------|
| MC | = manhole |
| IC | = inspection chamber |
| RE | = roofing eye |
| WG | = waste gully |
| EVP | = soil vent pipe |
| RWP | = rain water pipe |
| SS | = stub stack |

underwater drainage to contractor design

| ELUSION | DISCUSSION | DATA |
|---------|------------|------|
| | | |

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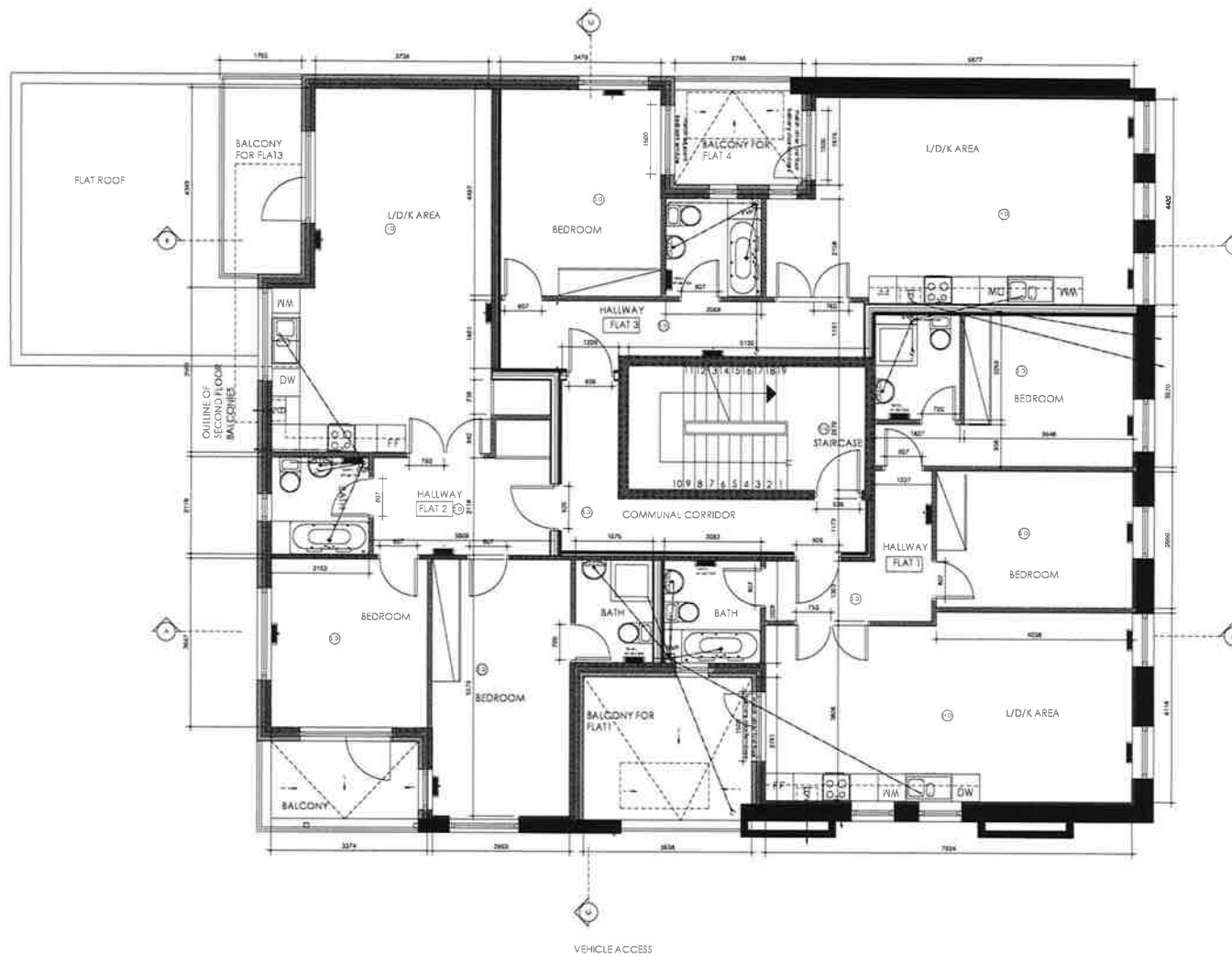
42-44 HIGH STREET
SHEPPERTON
TW17 9AU

GENERAL ARRANGEMENT

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| Date | | Scale | |
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| Job no. | Dwg no. | Revision | |
| 09/052 | PGA001 | | |



PROPOSED FIRST PLAN



GENERAL NOTES

1. THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK.
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8. ALL CONSTRUCTION MUST BE SUITABLE WITHIN THE ACTUAL PROPERTY BOUNDARIES UNLESS PARTY WALL AGREEMENT ALLOWS OTHERWISE.

| WALL-MOUNT LEGEND | | DRAINAGE ABBREVIATIONS | |
|-------------------|------------|------------------------|-----------------|
| | carpet | | sewer |
| | flooring | | water supply |
| | boundary | | gas |
| | end work | | rainwater |
| | block work | | removal of work |

| REVISED | DESCRIPTION | DATE |
|---------|-------------|------|
|---------|-------------|------|

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W: www.drawandplan.com

Location

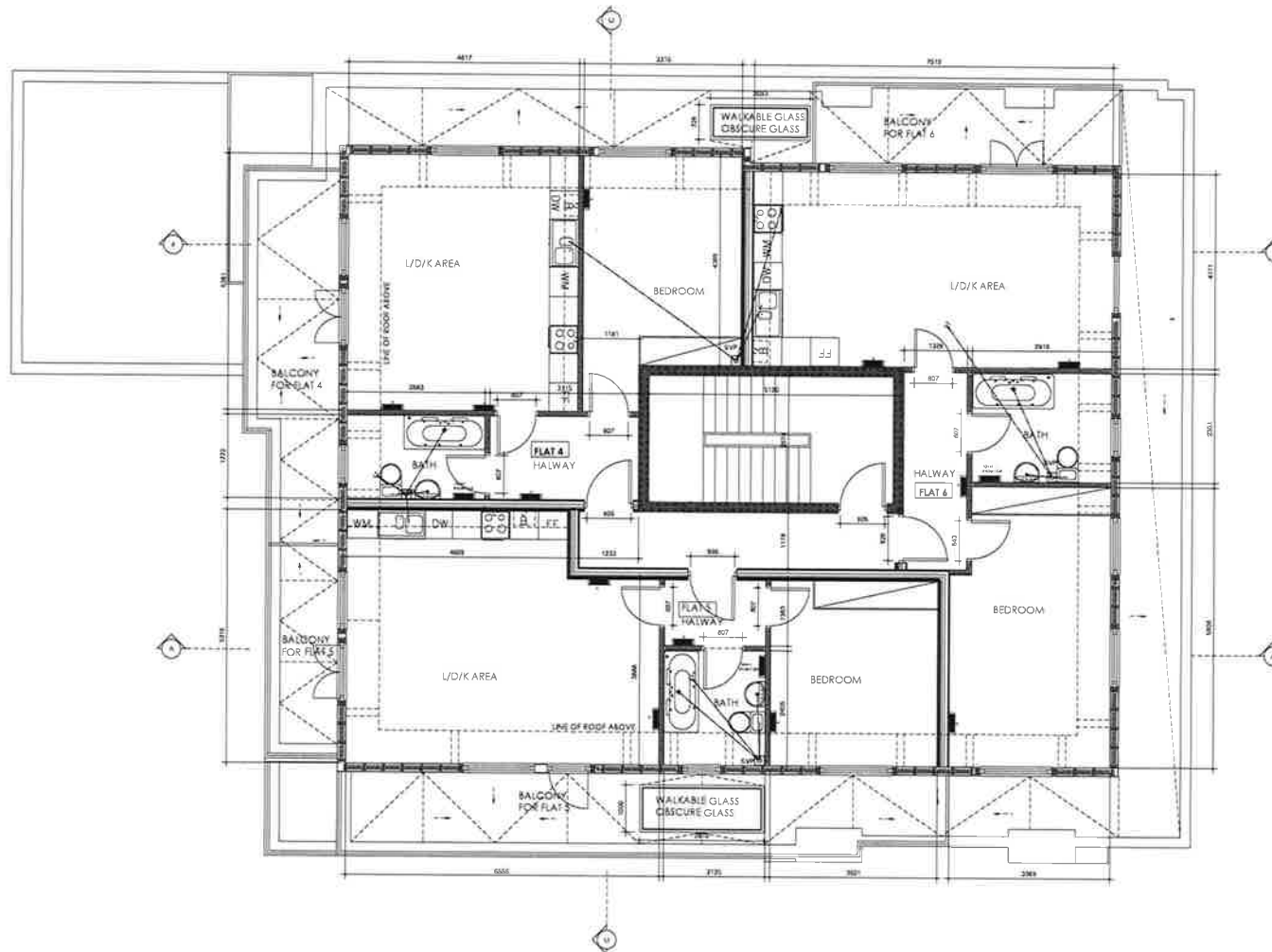
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SHEPPERTON
TW17 9AU

Drawing title

GENERAL ARRANGEMENT

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| Job no. | Dwg no. | Revision | |
| 09/052 | PGA002 | - | |





PROPOSED LOFT PLAN

GENERAL NOTES

- THE CONTRACTOR MUST CHECK ALL DIMENSIONS ON SITE BEFORE COMMENCING WORK.
- ANY DISCREPANCIES MUST BE IMMEDIATELY BROUGHT TO THE ATTENTION OF THE DESIGNER.
- ALL WORK MUST CONFORM TO CURRENT BUILDING REGULATIONS, BUT (SI) STANDARDS & CODES OF PRACTICE AND SPECIFICATIONS.
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HATCHLINE LEGEND

| | | | |
|--|----------------|--|-----------------|
| | concrete | | plaster |
| | brickwork | | insulation |
| | roof structure | | floor structure |

DRAWING ABBREVIATIONS

| | | | |
|----|---------------|----|--------------|
| ME | main entrance | RE | refrigerator |
| WC | water closet | WC | water closet |
| WC | water closet | WC | water closet |
| WC | water closet | WC | water closet |

| | | |
|---------|------|----|
| REVISED | DATE | BY |
| | | |
| | | |
| | | |
| | | |

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W: www.drawandplan.com

Location

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SHEPPERTON
TW17 9AU

Drawing title

GENERAL ARRANGEMENT

Date

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Job no.

09/052

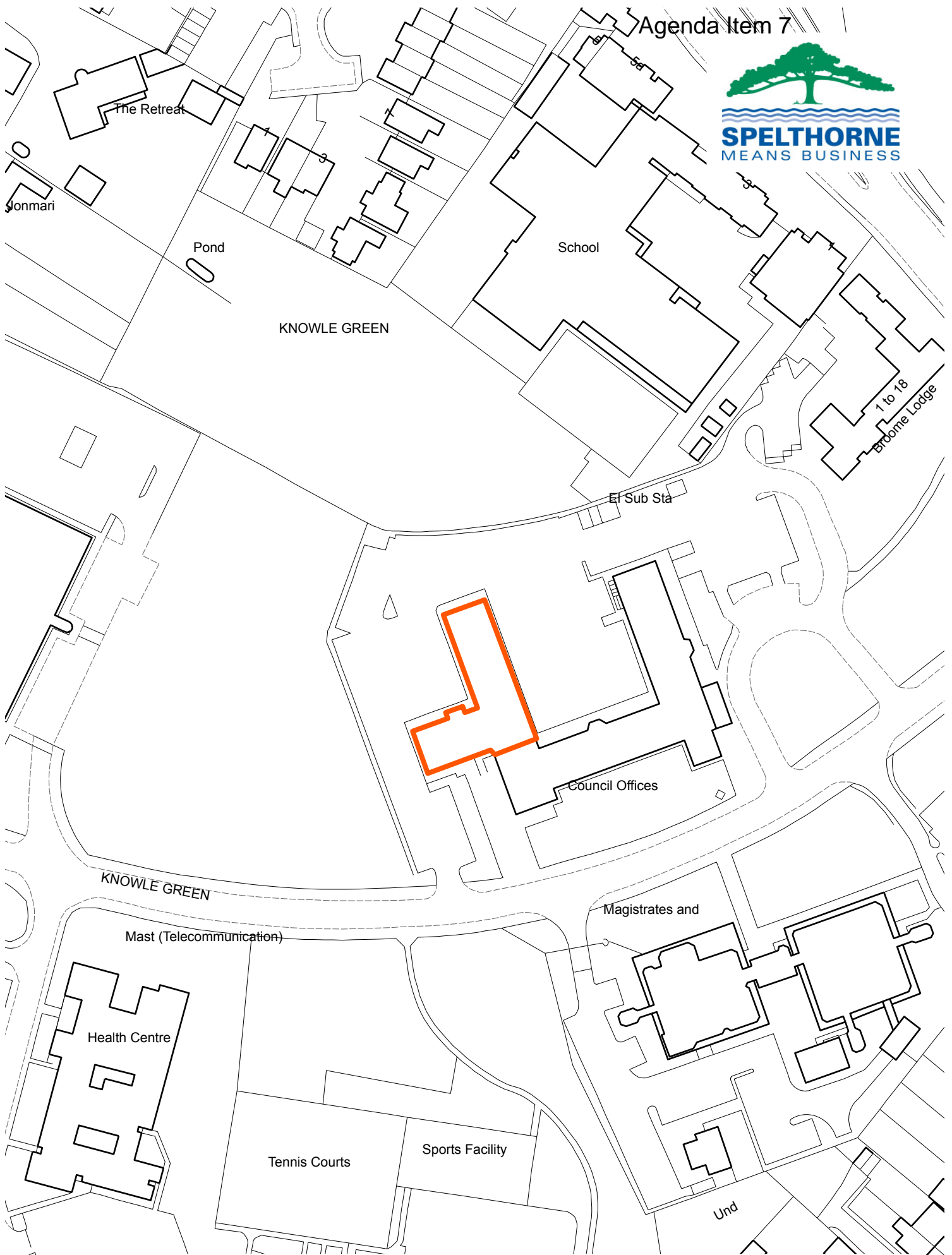
Dwg no.

PGA003

Revision

-





19/01031/FUL - West Wing, Council Offices, Knowle Green, Staines-upon-Thames.
Scale: 1:1,250

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Planning Committee

21 August 2019



| | |
|------------------------|--|
| Application No. | 19/01031/FUL |
| Site Address | West Wing, Council Offices, Knowle Green, Staines-upon-Thames, TW18 1XB |
| Applicant | Spelthorne Borough Council |
| Proposal | Alterations to the roof including extensions to the existing dormer windows. |
| Ward | Staines |
| Called-in | This proposal is being referred to the Planning Committee because the applicant is Spelthorne Borough Council. |
| Officer | Matthew Clapham |

| | | | |
|-----------------------------|---|--------------------|-----------------------|
| Application Dates | Valid: 24/07/2019 | Expiry: 18/09/2018 | Target: Under 8 weeks |
| Executive Summary | <p>The site is located in Staines-upon-Thames and comprises a part three storey and part four storey purpose built office block used as Spelthorne Council Offices. The West Wing was constructed in the 1980s and is an extension to the original building.</p> <p>The site is located approximately 350m from Staines train station and has good road, bus and rail links and easy access to Staines Town Centre.</p> <p>Approval has been granted under Class O of the General Permitted Development Order (GPDO) 2015 to convert the West Wing to 25 residential flats without the need obtain planning permission (Ref. 18/01267/PDO) and work has now commenced.</p> <p>The proposed alterations include an increase in the size of all but two of the existing dormer windows by extending down at their base in the West Wing and the addition of two roof vents on the western elevation. There are also alterations to two windows on the northern elevation, replacing windows with Automatic Opening Vents for fire purposes. The existing roof tiles are also to be replaced with new clay pantiles to match the existing, which may be carried out under permitted development.</p> | | |
| Recommended Decision | This application is recommended for approval, subject to conditions. | | |

MAIN REPORT

1. Development Plan

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

- EN1 (Design of New Development)

Also relevant is the Supplementary Planning Document on the Design of Residential Extension and New Residential Development 2011.

2. Relevant Planning History

18/01267/PDO Prior Approval for the Change of Use from Office (Class B1a) to Residential comprising 25 flats. 17.10.2018 Granted

PLAN/W/DE4 Erection of a four storey office extension 20.10.1982 Granted
82/589

3. Description of Current Proposal

- 3.1 The application site is the West Wing of the existing Spelthorne Borough Council Office Building. It is located in Knowle Green, close to the Magistrates and Crown Courts, the Spelthorne Leisure Centre, Staines Preparatory School and a doctors' surgery. The land is owned by the Council and is designated as Protected Open Urban Space.
- 3.2 The application is seeking to increase the size of all but two of the dormer windows in the West Wing and the addition of two roof vents on the western elevation. The dormer windows would each be extended approximately 60cm at their base, with a small safety balustrade rail on the outside. There are also alterations to two windows on the northern elevation, replacing windows with Automatic Opening Vents for fire purposes. use.
- 3.3 The existing approval provides 25 residential flats, comprising 8 no. 1 bed flats, 13 no. 2 bed flats and 4 no. 3 bed flats. A total of 25 parking spaces are proposed, utilising part of the existing parking area at Knowle Green. Bin and cycle storage areas are provided.
- 3.4 A copy of the proposed elevations are attached as an Appendix.

4. Consultations

The following table shows the consultees and their responses.

| Consultee | Comment |
|--------------------------------------|----------------|
| Environmental Health (contamination) | No objections. |

5. Public Consultation

- 5.1 To date no representations has been received.

6. Planning Issues

- Design and appearance
- Impact on neighbouring properties

7. Planning Considerations

Design and Appearance

- 7.1 The design and appearance of the proposed amended dormer windows is considered acceptable. The dormers would retain the pitched roof design which complies with the guidance contained in the Supplementary Planning Document on the Design of Residential Extension and New Residential Development 2011. It would also match the design of the remaining two wings of the building, used as Offices, subject to the increased size of the dormer windows.
- 7.2 The amended dormer windows would not extend any higher within the roof slope, however they do increase in size by 60cm at the bottom, moving the dormer windows closer to the eaves. However, there would remain a small distance between the bottom of the dormer window and the eaves. A small black metal balustrade is provided to the front of the extended dormer window. Therefore, due to the small scale of the alterations to the dormer windows, it is considered that the proposed dormer windows are acceptable and would respect the appearance of the existing building and would not be detrimental to the character and appearance of the area.
- 7.3 The addition of the two smoke extract vents, the two vents replacing existing windows and the re-tiling are all considered acceptable and are permissible under Permitted Development.

Impact on neighbouring properties

- 7.4 Due to the distances and relationship to adjoining properties and the small scale of the alterations to the dormer windows, no adverse impacts are considered to result on any surrounding properties or uses.

Local Finance Considerations

- 7.5 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. The proposed conversion will generate Council Tax payments which are not material considerations in the determination of this proposal.

Conclusions

- 7.6 The design and style of the proposed dormers and the other roof alterations are considered acceptable and would not be detrimental to the character and appearance of the area or the existing office building. No adverse impacts would affect the amenity of neighbouring premises.

8. Recommendation

- 8.1 GRANT 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 development hereby permitted shall be carried out in accordance with drawing no's 1320/PL/006; 1320/PL/007; 1320/PL/008; 1320/PL/009; 1320/PL/010 received 24.7.2018

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

3. The extensions and hereby permitted must be carried out in facing materials to match those of the existing building in colour and texture.

Reason: To ensure a satisfactory external appearance.

INFORMATIVES

1. Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included the following:-

- a) Provided pre-application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.
- b) Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered;
- c) Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.
- d) Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.

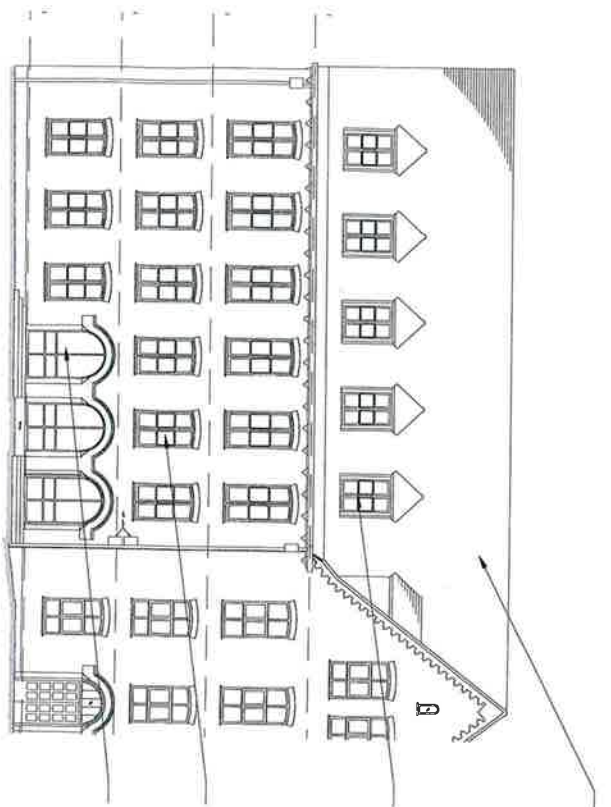
EXISTING TILES TO MAIN ROOF, DORMERTS AND
DORMERS CHEEKS TO BE REPLACED

DORMER WINDOWS INCREASED IN HEIGHT WITH METAL
FLAT BAR BALUSTRADE AND NEW WINDOWS

EXISTING WINDOWS REPLACED WITH NEW METAL
DOUBLE GLAZED WINDOWS

EXISTING SHOPFRONT TO BE REPLACED

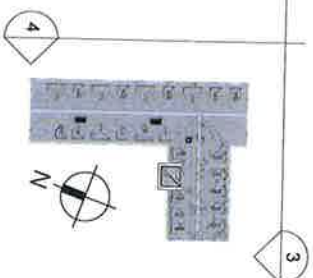
SOUTH ELEVATION 3



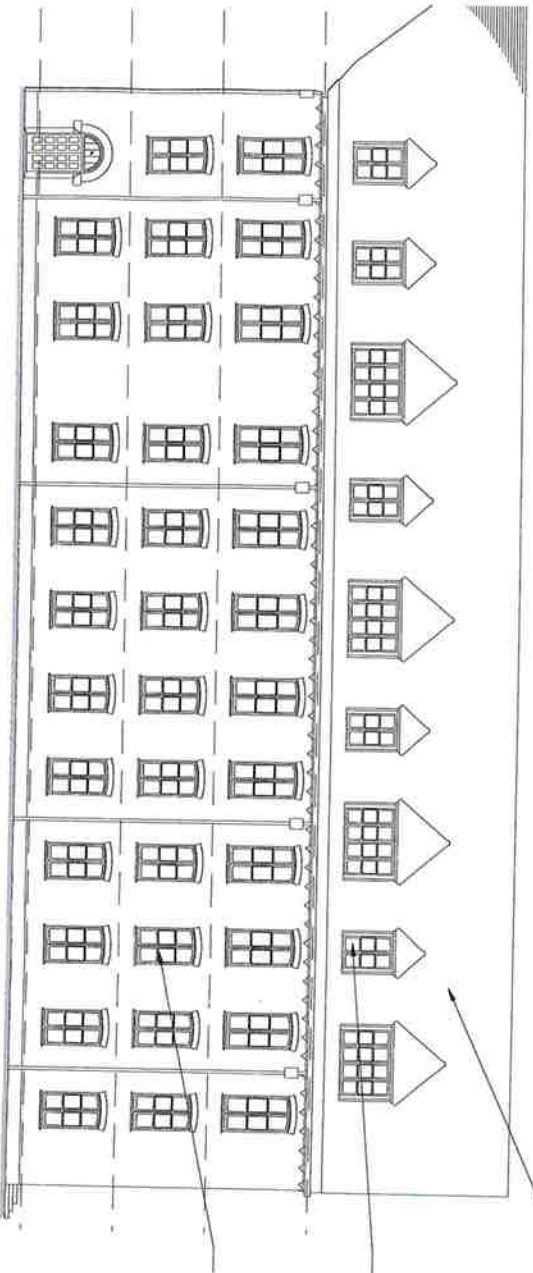
EXISTING TILES TO MAIN ROOF, DORMERTS AND
DORMERS CHEEKS TO BE REPLACED

DORMER WINDOWS INCREASED IN HEIGHT WITH METAL
FLAT BAR BALUSTRADE AND NEW WINDOWS

EXISTING WINDOWS REPLACED WITH NEW METAL
DOUBLE GLAZED WINDOWS



EAST ELEVATION 4



WEST WING - KNOWLE GREEN ESTATES LIMITED



19/01031

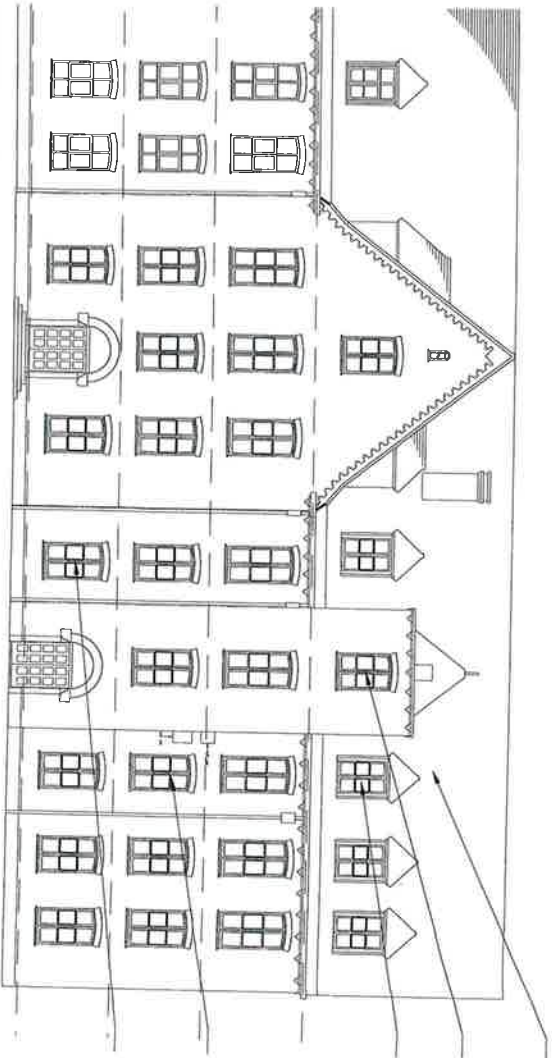
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EXISTING EAST AND SOUTH ELEVATIONS

Drawn By: ET
Date: 19/07/2019
Created By: S. J. A.
Drawing No: 1320 / PL / 109
Revision By: R. A. A.
Rev date: 13/07/2019

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London TW9 0 6TF
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www.dn-a.com



NORTH ELEVATION 1

EXISTING TILES TO MAIN ROOF, DORMERS AND DORMERS CHEEKS TO BE REPLACED

EXISTING WINDOWS REPLACED WITH METAL EXTRACT GRILLES

DORMER WINDOWS INCREASED IN HEIGHT WITH METAL FLAT BAR BALUSTRADE AND NEW WINDOWS

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS

EXISTING WINDOWS REPLACED WITH METAL EXTRACT GRILLES

MATERIALS

Main Roof :

Marley Lincoln Clay Pantiles - Colour Natural Red
Dormer Cheeks & Tops:

Marley Concrete Plain Roof tile - Colour
Wosborough Red

Balcony Balustrade:

MS steel 40X10mm uprights and rails - Colour Jet
Black RAL 9005

Windows:

Salisbury Glass double glazed aluminium thermally
broken windows and Juliet balcony doors - Colour
White RAL 9016

Extract Grilles to AOVs:

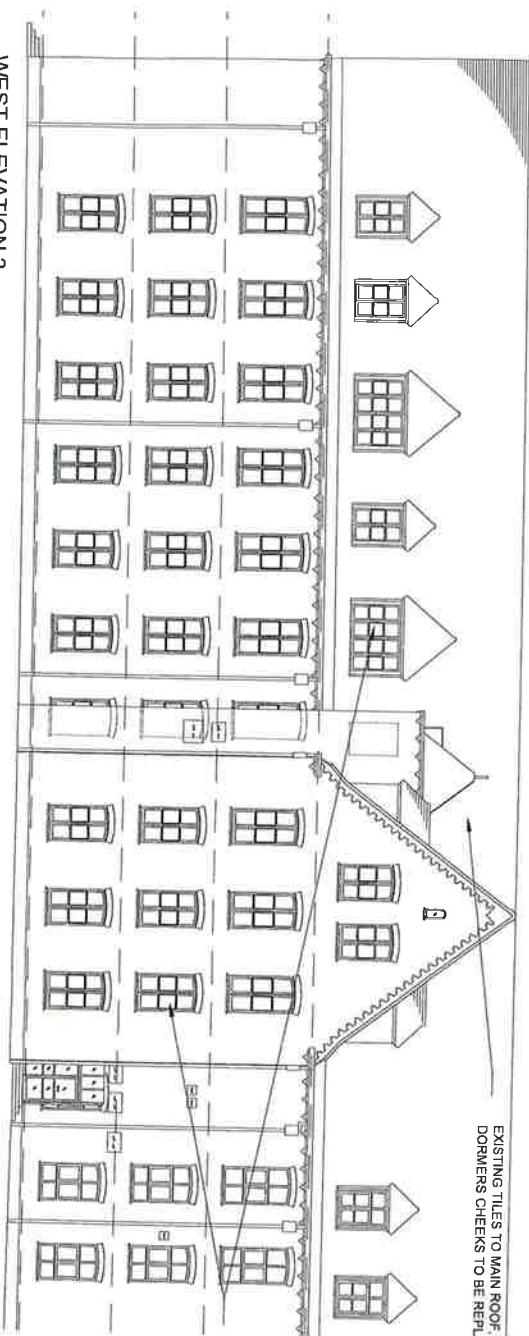
PPC - Colour Jet Black - RAL 9005

Extract Grilles to Smoke Extract Vents:

PPC - Colour Copper Brown - RAL 8003

Shopfronts:

PPC - double glazed aluminium thermally broken
shopfronts - Colour Jet Black 9005

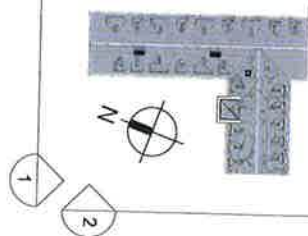


WEST ELEVATION 2

EXISTING TILES TO MAIN ROOF, DORMERS AND DORMERS CHEEKS TO BE REPLACED

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS

19/01031



EXISTING WEST AND NORTH ELEVATIONS

Drawn By: ET
Date: 19/07/2019
Checked By: -
Scale: 1:200 @ A3
Authorised By: -
Drawing No: 1320 / PL / 108
Revision By: -
Rev date: -
Rev: -

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NEW CLAY PANTILES TO MATCH EXISTING WITH PLAIN CONCRETE TILES TO DORMERS CHEEKS AND LEAD FLASHINGS. NEW LININGS TO STONE GUTTERS

DORMER WINDOWS INCREASED IN HEIGHT WITH METAL FLAT BAR BALUSTRADE (COLOUR BLACK). NEW WINDOW INSERTS TO BE METAL DOUBLE GLAZED UNITS (COLOUR WHITE) (SHOWN ORANGE)

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS - COLOUR WHITE (SHOWN BLUE)

NEW ALUMINIUM SHOPFRONT

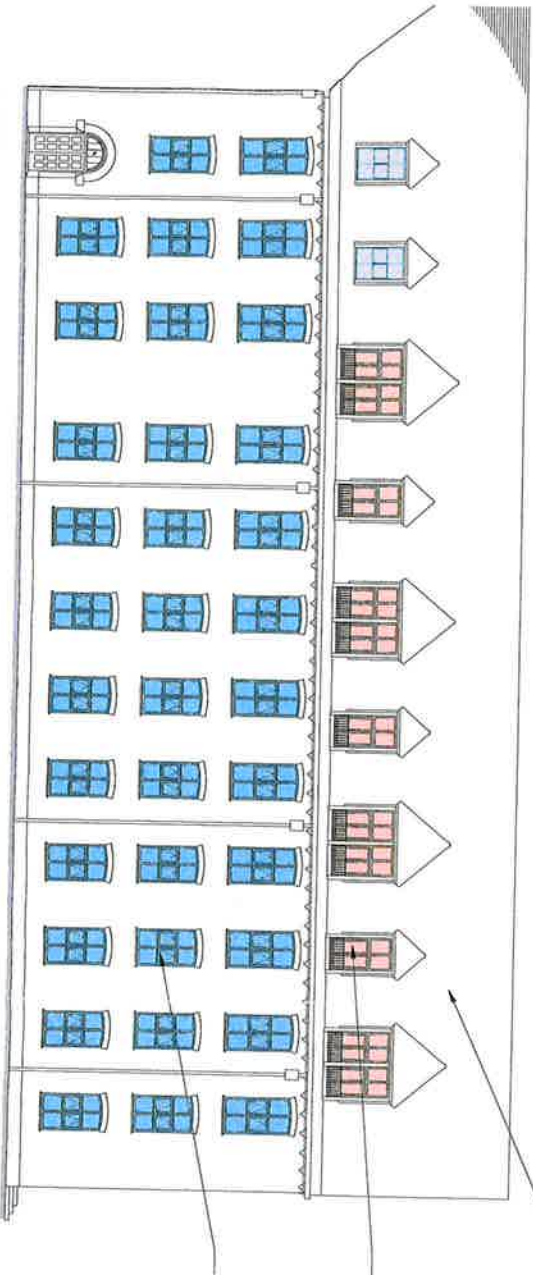


SOUTH ELEVATION 3

NEW CLAY PANTILES TO MATCH EXISTING WITH PLAIN CONCRETE TILES TO DORMERS CHEEKS AND LEAD FLASHINGS. NEW LININGS TO STONE GUTTERS

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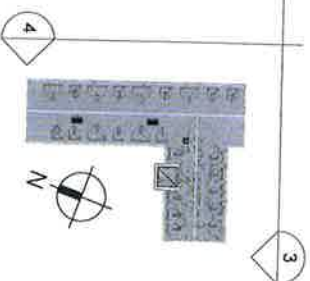
EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS - COLOUR WHITE (SHOWN BLUE)



EAST ELEVATION 4

MATERIALS

Main Roof :
Marley Lincoln Clay Pantiles - Colour Natural Red
Dormer Cheeks & Tops:
Marley Concrete Plain Roof tile - Colour Mosborough Red
Balcony Balustrade:
MS steel 40X10mm uprights and rails - Colour Jet Black RAL 9005
Windows:
Salisbury Glass double glazed aluminium thermally broken windows and Juliet balcony doors - Colour White RAL 9016
Extract Grilles to AOVs:
PPC - Colour Jet Black - RAL 9005
Extract Grilles to Smoke Extract Vents:
PPC - Colour Copper Brown - RAL 8003
Shopfronts:
PPC - double glazed aluminium thermally broken shopfronts - Colour Jet Black 9005



19/01031



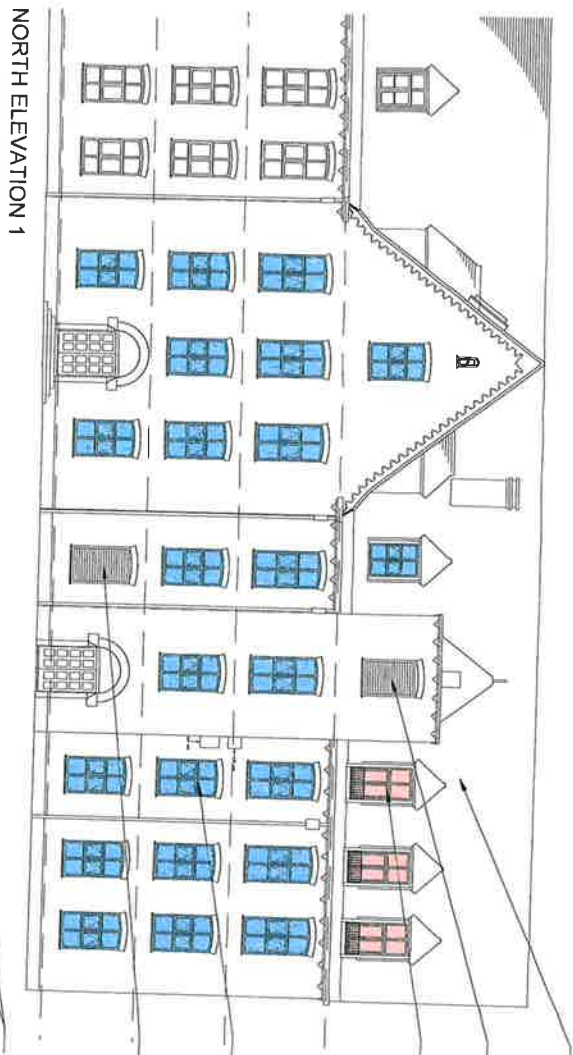
EAST AND SOUTH ELEVATIONS

Drawn By: E.T. DML
Created By: Scale
19/07/2019 1:200 @ A3
Authorised By: Drawing No: 1320 / PL / 107
Revised By: Rev:

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MATERIALS

- Main Roof:
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Dormer Cheeks & Tops:
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Shopfronts:
PPC - double glazed aluminium thermally broken shopfronts - Colour Jet Black 9005



NEW CLAY PANTILES TO MATCH EXISTING WITH PLAIN CONCRETE TILES TO DORMERS CHEEKS AND LEAD FLASHINGS. NEW LININGS TO STONE GUTTERS

ALUMINIUM Z PROFILE AOV

DORMER WINDOWS INCREASED IN HEIGHT WITH METAL FLAT BAR BALUSTRADE (COLOUR BLACK. NEW WINDOW INSERTS TO BE METAL DOUBLE GLAZED UNITS (COLOUR WHITE) (SHOWN ORANGE)

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS - COLOUR WHITE (SHOWN BLUE)

ALUMINIUM Z PROFILE AOV

ALUMINIUM SMOKE EXTRACT VENTS



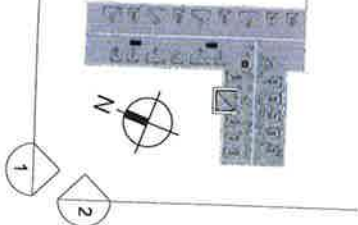
NEW CLAY PANTILES TO MATCH EXISTING WITH PLAIN CONCRETE TILES TO DORMERS CHEEKS AND LEAD FLASHINGS. NEW LININGS TO STONE GUTTERS

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS - COLOUR WHITE (SHOWN BLUE)

EXISTING WINDOWS REPLACED WITH NEW METAL DOUBLE GLAZED WINDOWS - COLOUR WHITE (SHOWN BLUE)



19/01031

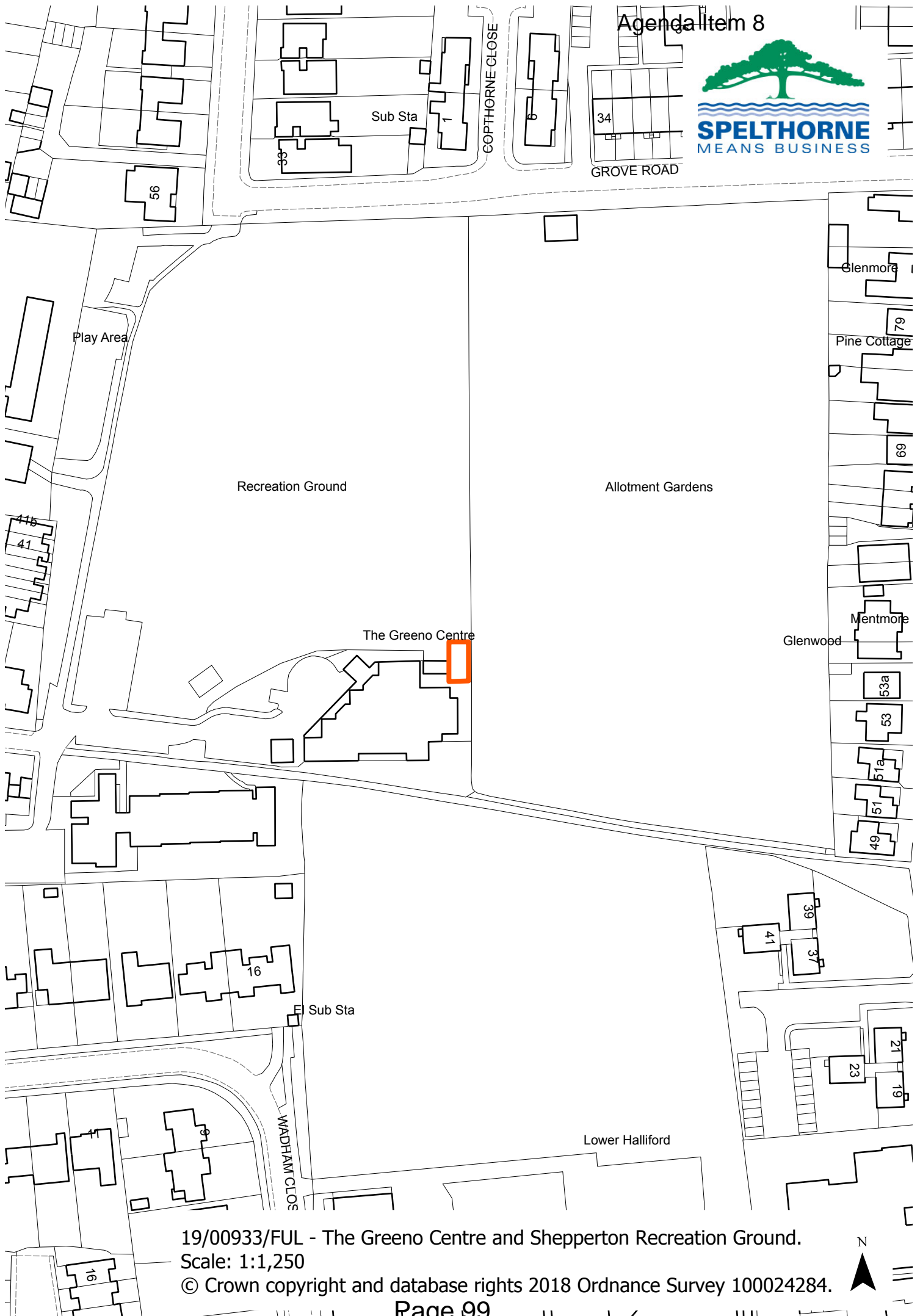


WEST AND NORTH ELEVATIONS

Drawn By: ET
Date: 19/07/2019
Scale: 1:200 @ A3
Drawing No: 1320 / PL/106

Checked By: Rev
Authorised By: Rev
Rev: 19/07/2019

WEST WING - KNOWLE GREEN ESTATES LIMITED



19/00933/FUL - The Greeno Centre and Shepperton Recreation Ground.

Scale: 1:1,250

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Planning Committee

21 August 2019



| | |
|------------------------|--|
| Application No. | 19/00933/FUL |
| Site Address | Greeno Centre, Glebeland Gardens, Shepperton, TW17 9DH |
| Applicant | Spelthorne Borough Council |
| Proposal | Erection of an enclosed patio area to provide an external seating area for visitors to the Greeno Centre including erection of railing boundary enclosure of 1.8m in height. |
| Ward | Shepperton Town |
| Called-in | N/A |
| Officer | Matthew Clapham |

| | | | |
|-----------------------------|---|--------------------|-----------------------|
| Application Dates | Valid: 09/07/2019 | Expiry: 03/09/2019 | Target: Under 8 weeks |
| Executive Summary | <p>This application site relates to a detached building, the Greeno Centre, used as a Day Centre for the elderly. This building is located within the Glebeland Gardens recreation ground, which is owned by the Borough Council and is designated as Protected Urban Open Space (PUOS). The recreation ground comprises an open area of grass and two areas of play/exercise equipment and car parking areas for the use of both clients of the Day Centre and the open space. The site is also designated as Common Land.</p> <p>The proposal seeks to provide an enclosed patio area to provide an external seating area for visitors to the Greeno Centre including erection of railing boundary enclosure of 1.8m in height.</p> <p>The principle of extending the Day Centre has already been established in this area of the recreation ground and the extension is considered acceptable. It is not considered that there would be any adverse impacts upon the Protected Urban Open Space or the amenity of adjoining residents or users of the open space.</p> <p>The issue regarding Common Land is not a planning matter, rather a matter for the Council's Legal Department.</p> | | |
| Recommended Decision | This planning application is recommended for approval, subject to conditions. | | |

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:
- CO1 (Providing Community Facilities)
 - EN1 (Design of New Development)
 - EN4 (Provision of Open Space and Sport and Recreation Facilities)
 - EN8 (Protecting and Improving the Landscape and Biodiversity)

2. Relevant Planning History

| | | |
|--------------|---|-----------------------|
| 18/01145/FUL | Erection of a single storey side/rear extension on North Eastern side of existing building. | Granted 19.09.2018 |
| 16/00785/FUL | Alterations and extension to existing car parking area to provide 18 additional car parking spaces together with associated works including the provision of 10 Cycle Parking Bays. | Granted 21.9.2016 |
| 12/01473/FUL | Refurbishment of Greeno Day Centre to accommodate the Surrey County Council 'well being' centre to include a single storey extension to provide a corridor and lift shaft to the first floor on the eastern side elevation. | Granted 01.02.2013 |
| 12/00982/FUL | Erection of a brick wall, railings and gate to a height of 2.2m to enclose a newly created paved patio/garden area and alterations to include new French door to access patio. | Granted 22.10.2012 |
| 86/00742/FUL | Erection of a day centre for the elderly, with public meeting rooms and access made from the existing public car park. | Granted 26.02.1986 |

3. Description of Current Proposal

- 3.1 The application site is a detached building used as a day centre for the elderly. It is located within the Glebeland Gardens Recreation Ground, which is owned by the Council and is designated as Protected Open Urban Space. The recreation ground comprises an open area of grass and two areas of play / exercise equipment.
- 3.2 This proposal seeks to provide an enclosed patio area measuring 12m by 5m and extending beyond the existing building into the recreation ground by 6m to provide an external seating area for

visitors to the Greeno Centre including erection of railing boundary enclosure of 1.8m in height.

- 3.3 A copy of the proposed elevations of the extension is attached as an Appendix.

4. Consultations

The following table shows the consultee and the response.

| Consultee | Comment |
|--------------------------------------|----------------------|
| Environmental Health (contamination) | No response to date. |

5. Public Consultation

- 5.1 No letters of objection have been received at the time of writing this report.

6. Planning Issues

- Design and appearance
- Impact on Protected Urban Open Space
- Impact on neighbouring properties
- Common Land

7. Planning Considerations

Design and Appearance

- 7.1 Policy EN1 of the CS&P DPD requires a high standard in the design and layout of new development and that new development should respect the character of the area in which it is situated.
- 7.2 The patio area with metal railings to form the enclosure has been sympathetically designed to respect the existing building and its environs. As such, it is not considered that the proposal would have any adverse impacts upon the character and appearance of the area or the existing building.

Impact on Protected Open Urban Land

- 7.3 The whole of the application site and the adjoining recreation ground is designated as Protected Urban Open Space. Policy EN4 seeks to retain this open space in the urban area. This application seeks to provide an external enclosed patio area for use by the users of the Day Centre partly over some existing external hardstanding and including an area of grass forming part of the recreation ground. The area is located in a corner area of the Greeno site close to the eastern side boundary with allotments located on the other side of the boundary. In total, the enclosed area is 12m by 5m. It would only be visible by users of the recreation grounds to the north of the Centre. The area of land is currently available for use by both the users of the Centre and users of the recreation ground.
- 7.4 The area of land subject to this application is very small compared to the whole area of the recreation ground and is located in the corner of the grounds and the Greeno building. Therefore the enclosed patio area is not considered to have any significant detrimental impacts upon this area that is

already partly developed with a paved footpath and the proposal is considered to comply with Policy EN4. A separate requirement for consultation with regard to the Common Land is required.

Impact on Neighbouring Properties

- 7.5 The proposal is located some distance away from the nearest residential properties and would only be partially visible from these properties. As such, it is not considered that there would be any adverse impacts upon the residential amenity enjoyed by any adjoining dwellings. To the east are allotments and to the south is Halliford School and no significant impacts are considered to result to these properties. .

Common Land

- 7.6 Policy EN8 of the Spelthorne Core Strategy and Policies Development Plan Document (CS&P DPD) states that the Council will safeguard the Borough's Common Land and protect its recreational value. However, it is noted that the Greeno building itself is a public and community asset for use by local residents and the amount of the recreation ground being enclosed is very limited. Furthermore, the area in question has already been developed. Notwithstanding Policy EN8, the protection and enclosure of Common Land is strictly controlled by non-planning legislation. The Council will in addition to obtaining planning consent, need to ensure all aspects of it comply with Common Land legislation. The Council's Legal Department is already dealing with this issue.

Local Finance Considerations

- 7.7 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. In this instance there are no financial benefits to the Authority, although the enclosed patio area will provide improved facilities for users of the Centre.

Other Matters

- 7.8 With regards to parking, there are currently 27 parking spaces on site with permission for a further 20 spaces granted under 16/00765/FUL. The proposal is unlikely to significantly increase the number of people using the centre. It is likely that a significant number of users of the centre will not make their own way to the Centre but as part of the role of the premises, a number of users are dropped off via Council operated minibuses or other people's vehicles. In addition, there is a public car park adjoining the site which provides additional parking spaces. Bus Services also run along Shepperton High Street. As such, it is not considered that there would be any significant impacts in terms of parking.

8. Recommendation

8.1 GRANT 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 development hereby permitted shall be carried out in accordance with the following approved plans and drawings:

SBC/GDC/PATIO-01 rev 0; SBC/GDC/PATIO-02 rev 0 AND 1327/PL/001
Received 4.7.2019.

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

INFORMATIVES

1. Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included the following:-

- a) Provided pre-application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.
- b) Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered;
- c) Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.
- d) Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.

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Proposed Paved Patio Area

Finish : Concrete Paving Blocks
to match existing.

Existing Path

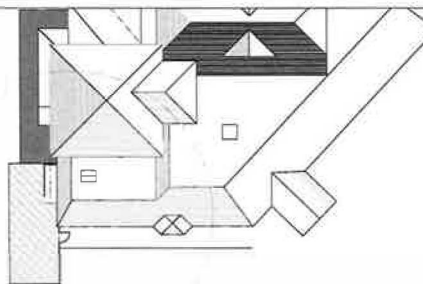
New Fence to perimeter
of paved area

Existing Hedge to be extended

View A

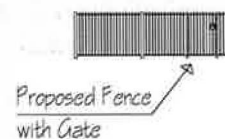
Existing Boundary Hedge

Proposed Fence



Location of Proposed Patio Area

View B



Proposed Fence
with Gate

DRG No: XXXX

NOTES

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| REV | DETAIL | DATE |
|-----|--------|------|
| | | |

Runnymede
BOROUGH COUNCIL

Building Services
Civic Centre, Station Road
Addlestone
Surrey KT15 2AH
Tel: (01932) 836383
Fax: (01932) 836394

JOB TITLE
GREENO DAY CENTRE
GLEBELAND GARDENS
SHEPPERTON
TW17 9DH

DRG TITLE
Location of Proposed Patio Area

| SCALE | 1:100 | DRAWN BY | AO |
|-------|------------|----------|----|
| DATE | 02-07-2019 | CHECKED | AO |

| | |
|----------------------------------|----------|
| DRG No SBC / GDC / PATIO - 02 | REV 0 |
|----------------------------------|----------|

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Cabinet**17 July 2019**

| | | | |
|----------------------------------|---|---------------------|----|
| Title | Housing Delivery Test Action Plan | | |
| Purpose of the report | To note | | |
| Report Author | Esmé Spinks, Planning Development Manager | | |
| Cabinet Member | Councillor Ian Harvey | Confidential | No |
| Corporate Priority | Housing | | |
| Recommendations | To adopt the Housing Delivery Test Action Plan. | | |
| Reason for Recommendation | To ensure that the Council delivers the number of housing units expected by central government. | | |

1. Key issues

- 1.1 The National Government is focused on increasing the supply of new homes across the country. In the 2017 Budget, the Government announced that it would enable the housing market to deliver 300,000 homes a year on average by the mid-2020s. This objective to increase the number of new homes, is reflected in the revised National Planning Policy Framework (NPPF), February 2019 and the introduction of the Housing Delivery Test (HDT).
- 1.2 The Housing Delivery Test Result for Spelthorne Borough Council was published by the Secretary of State on 19th February 2019. Spelthorne Borough Council scored 63%. As a result, the Council has produced a Housing Delivery Test Action Plan (HDTAP) to positively respond to the challenge of increasing its housing delivery. The Action Plan is attached as a background paper to this report. It analyses possible reasons for the under-delivery of new homes, assesses what action has already been taken to address this and sets out actions to improve housing delivery within the Borough.
- 1.3 The HDT calculation is given as:

$$\text{HDT} = \frac{\text{Total net homes delivered over a three year period}}{\text{Total number of homes required over three year period}}$$

In Spelthorne, the housing delivery figure of 63% is based on the following:

| No of homes | Total | No. of homes delivered | Total Homes | HDT Test | Consequence |
|-------------|-------|------------------------|-------------|----------|-------------|
|-------------|-------|------------------------|-------------|----------|-------------|

| | | | Homes required | | | | Delivered | % | |
|------------|-----------|-----------|----------------|-----------|-----------|-----------|-----------|-----|--------|
| 2015-2016- | 2016-2017 | 2017-2018 | | 2015-2016 | 2016-2017 | 2017-2018 | | | |
| 483 | 487 | 424 | 1394 | 308 | 347 | 221 | 876 | 63% | Buffer |

- 1.4 A total of 108 authorities across England are required to deliver a Housing Delivery Action Plan including seven within Surrey. These are: Elmbridge, Epsom and Ewell, Guildford, Mole Valley, Spelthorne, Tandridge and Waverley.
- 1.5 The HDT will be used to determine the buffer to apply in housing supply assessments and whether the presumption in favour of sustainable development should apply.
- 1.6 The HDT will be introduced in a phased approach over three years. Once fully implemented the HDT will have the following consequences:
- Where housing delivery over the previous three years has been less than 95% of the housing requirement, LPAs should prepare an action plan setting out the causes of under delivery and the intended actions to increase delivery;
 - Where delivery has been less than 85% of the housing requirement, a 20% buffer should be applied to the supply of deliverable sites for the purposes of housing delivery assessment;
 - Where delivery has been less than 75% of the housing requirement, the NPPFs presumption in favour of sustainable development will apply. A three year transitional period will operate from February 2019.
 - The presumption in favour of sustainable development will apply if the test result is less than:
 - 25% in November 2018
 - 45% in November 2019
 - 75% in November 2020.
- 1.7 An analysis of the 2018 results with the 2020 thresholds for Spelthorne demonstrates that the likely consequence will be a presumption in favour of development. When this occurs, the “tilted balance” applies. In such scenarios, the balance is skewed in favour of sustainable development and granting planning permission where there are no relevant planning policies or where they are out of date. This does not apply in areas of protection or assets of particular importance, including the Green Belt, areas at risk of flooding, Sites of Special Scientific Interest and listed buildings. In addition, the “tilted balance” does not apply where any adverse impacts of approving development would significantly and demonstrably outweigh the benefits when assessed against the NPPF taken as a whole. It should be noted that the “tilted balance”

applies where the local authority does not have a five year housing land supply, which is presently the case for Spelthorne. We now have to provide 724 dwellings per year. This includes a 20% buffer on top of the current 603 figure which we are required to add because there has been a significant under delivery of housing over the previous three years.

1.8 The HDTAP for Spelthorne considers the following:

Housing delivery analysis. This section looks at the causes of “under delivery” and identifies the local and national issues which influence housing delivery.

Actions taken. This section sets out the actions that the Council has already taken to increase housing delivery.

Actions required. The section considers future actions required to increase housing delivery within Spelthorne borough.

1.9 It is acknowledged that the delivery of new homes has a wider remit than just the Planning Development Management and Strategic Planning services. It requires actions to be undertaken by the Council’s housing delivery programme via Knowle Green Estates Ltd and other Council services including Housing Options.

2. Options analysis and proposal

2.1 The MHCLG requires Spelthorne (as well as 107 other local authorities) to produce a HDTAP because our housing delivery over the previous three years has been less than 95% of the housing requirement. We will be required to produce a plan on an annual basis until our housing delivery meets or exceeds our housing requirement.

2.2 The Ministry of Housing, Communities and Local Government (MHCLG) requires the HDTAP to be submitted by 19 August 2019. This is a government requirement and there is no other option other than to produce an action plan. For this reason, no other alternatives have been provided for Cabinet.

3. Financial implications

3.1 There are resource implications associated with preparing the HDAP, which have been absorbed within the workload of the existing planning staff.

4. Other considerations

4.1 As part of the preparation of the HDTAP, the Planning Development Manager has liaised with Strategic Planning, the Housing Strategy Manager, Assets and Environmental Health.

5. Timetable for implementation

5.1 The HDTAP will be made publicly available. It is a working document and will be updated on an annual basis until our housing delivery meets or exceeds our housing requirement. The HDTAP is required to be submitted to the MHCLG by 19 August 2019.

Background papers:

Housing Delivery Test Action Test Plan and associated documents.

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Spelthorne Borough Council
Housing Delivery Test Action Plan
July 2019



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1. Introduction

Why Housing Delivery is important

- 1.1 There is wide publicity over the national housing crisis which we are experiencing in England. The lack of supply and pressure for new homes is felt most acutely in the South East of England. The Government is focused on increasing the supply of new homes across the country. In the 2017 Budget, the Government announced that it would enable the housing market to deliver 300,000 homes a year on average by the mid-2020s. This objective to increase the number of new homes is reflected in the revised National Planning Policy Framework (NPPF), February 2019 and the introduction of the Housing Delivery Test.
- 1.2 The Housing Delivery Test Result for Spelthorne Borough Council was published by the Secretary of State on 19 February 2019. Spelthorne Borough Council scored 63%. As a result, and in response to this, the Council has produced a Housing Delivery Action Plan to positively respond to the challenge of increasing its housing delivery. The Action Plan analyses the reasons for the under-delivery of new homes and sets out actions to improve housing delivery within the Borough.
- 1.3 The planning policy context to housing delivery contained in national and local plan policy is contained as Information Document 1 in Appendix 1.
- 1.4 An analysis of the housing delivery in Spelthorne is set out in Information Document 2 in Appendix 2. This includes the housing delivery test calculation for Spelthorne, housing land supply, need, delivery and trajectory and also planning performance.

2. The Action Plan Context

Aims of this Action Plan

- 2.1 This Action Plan is the Council's response to the challenge set out in the Government's National Planning Policy Framework to boost significantly the supply of homes and has five goals:
 - To examine the possible causes of the 'under delivery' of new homes in the Borough.
 - To explain what the Council has been doing so far to boost housing delivery.
 - To gather evidence on sites with planning permission (and sites under construction for housing development) to understand what barriers are preventing homes being built on these sites.

- To build relationships with developers, landowners and agents responsible for building homes on sites that have planning permission, allowing the Council to adopt the role of an enabler of much needed residential development ensuring housing permissions are built out as quickly as possible.
 - To set out what actions the Council can take to increase the rate and number of homes built in Spelthorne.
- 2.2 Building houses is often a complex process. Often there are other factors beyond the council's control which explain why sites for housing do not come forward for development. It requires a broader approach to be taken to increase the delivery of new homes and the use of other tools available which are beyond the traditional remit of the Local Planning Authority.
- 2.3 Table 1 sets out the Council's corporate documents which all play a role in the delivery of housing.

Table 1 Spelthorne's corporate documents

| Corporate Document | Overlap with Action Plan |
|--|---|
| Spelthorne Core Strategy and Policies DPD Document, February 2009. | Housing Requirement Figure – 166 dwellings per annum superseded by housing need of 590 (+20% buffer) dwellings per annum (2014) |
| Replacement Local Plan | A replacement local plan is currently being prepared. The Local Development Scheme states that consultation on the preferred options following the issues and options will commence around October 2019. The final adoption is anticipated to be by the summer of 2021. |
| Corporate Plan 2016 -2019 | Identifies four priorities: <ul style="list-style-type: none"> • Housing • Economic Development • Clean and Safe Environment • Financial Sustainability |
| The Capital Strategy, February 2019 | The Capital Strategy is to <i>"invest, create, and deliver"</i> . The Council is: <ul style="list-style-type: none"> • investing in commercial property which will deliver an ongoing sustainable income stream to support development activity |

| Corporate Document | Overlap with Action Plan |
|--|---|
| | <ul style="list-style-type: none"> • creating new housing for residents and regenerating the borough's town centres • delivering the affordable homes which the market fails to provide and prioritising people who are on the Council's Housing Register. |
| <p>Spelthorne Housing Strategy 2014 – 2019</p> <p>N.B. Revised Housing Strategy 2015-2020 likely to be adopted by the end of 2019.</p> | <p>Strategic priorities 2014-2019:</p> <ul style="list-style-type: none"> • Increase the supply of new homes and improve the tenure mix especially the provision of more private rented accommodation. • Improve the quality of existing homes. • Prevent homelessness • Support residents to access affordable, well-managed market rent and social rented properties. • Prioritise social housing allocations to those who contribute. |
| <p>Housing Strategy Action Plan</p> <p>NB to be revised to reflect updated Spelthorne Housing Strategy</p> | <p>This identifies the action required to implement the strategic priorities in the Spelthorne Housing Strategy.</p> |
| <p>Homeless Strategy 2014 - 2019</p> | <p>This identifies eight strategic priorities:</p> <p>Adopt a corporate and partnership commitment to preventing homelessness.</p> <p>Develop and provide a comprehensive preventative housing options service including the single homeless.</p> <p>End the use of bed and breakfast accommodation for families.</p> <p>Facilitate the discharge of the homelessness duty into the private rented sector.</p> <p>Through the Housing Forum develop housing pathways for vulnerable groups.</p> <p>Develop a private sector offer through working with local landlords and through a SBC lettings</p> |

| Corporate Document | Overlap with Action Plan |
|------------------------------------|---|
| | <p>agency that will acquire properties for the discharge of the duty and where necessary as temporary lets.</p> <p>In collaboration with Runnymede and Elmbridge Councils): Adopt a 'no second night out' for emergency accommodation.</p> <p>In partnership with the CAB prevent mortgage repossessions.</p> |
| Economic Development Strategy 2017 | The Spelthorne Economic Strategy was adopted on 22/02/2017. The Economic Development Engagement Group endorsed the annual refresh of this strategy on 24/04/2019. It sets out the actions the Council will be taking over the next 4 years to further secure the sustainable growth of the local economy. |

Assessment of under-delivery

- 2.4 Within this section, an assessment of the 'under delivery' of new homes in the Borough is considered which includes the local and national issues which influence housing delivery. A range of data and sources have been used to inform this analysis. As part of this process, the Council has engaged with stakeholders to improve its understanding of the issues effecting housing delivery. The analysis of the issues has been used to inform what actions the Council need to take to improve its housing delivery.

Implementation of Planning Permissions

- 2.5 Once planning permissions have been granted, local planning authorities have limited influence over deliverability. The timescales for implementing a planning permission is generally not considered to be a significant issue within the Borough. Under planning legislation, permission is required to start within three years from the date of the decision notice. Implementation generally occurs within the permission period. The NPPF advises at para. 76 that:

“To help ensure that proposals for housing development are implemented in a timely manner, local planning authorities should consider imposing a planning condition providing that development must begin within a timescale shorter than the relevant default period, where this would expedite the development without threatening its deliverability or viability. For major development involving the provision of housing,

local planning authorities should also assess why any earlier grant of planning permission for a similar development on the same site did not start”.

- 2.6 However, there are some instances, where developers undertake the first stages of implementing a planning permission by carrying out the demolition of buildings on site and then delay the construction of the development. This happened, for example, at the former Centrica site in Staines-Upon-Thames.
- 2.7 Planning Officers have continued to build relationships with developers, landowners and agents and carry on a dialogue after planning permission is granted. They have taken a proactive approach on non-implemented planning permissions by contacting applicants/agents where planning permission had been granted for 5+ dwellings. Information was requested on the following:
- The date that development will commence on site.
 - A brief summary of your project delivery plan and timescales.
 - The reasons for any delays or particular obstacles to progress.
 - Any actions the Council could take to help you speed up the delivery of housing.
- 2.8 In addition, sites were identified where development is under way for 5+ dwellings and applicants were contacted to provide similar information to the four points identified above but with the first point being replaced with a query over:
- The current stage of development.
- 2.9 A summary of the sites in question and the responses received are contained in Table 22 Appendix 5 (sites under construction) and Table 23 Appendix 6 (sites with outstanding planning permission). There are several applications, especially where construction has not yet commenced, which did not receive a response from the applicant and/or agent on the information requested in the bullet points above. These related to a sites with a range of dwelling numbers, the maximum being 100 dwellings although a number contained less than 15 dwellings. On the sites under construction, a large number have either been completed or are anticipated to finish this year and will form part of Spelthorne's housing completions in the following years. A few of the responses received identified the reduction of the time taken to discharge conditions as a potential action to speed up the delivery of new homes, including pre-commencement conditions. This will be considered within the Action Plan below. Overall, no significant barriers to the delivery of the development were raised.

- 2.10 On the sites where development has not yet commenced, various reasons were cited. These include, the cost of implementing the permission, two sites being sold to another developer, one in the process of being sold and four are currently proposing alternative schemes. Three sites are either now under construction or have been completed. Two sites referred to the discharge of conditions with one of these commented over the time taken to deal with these. This will be considered in the Action Plan below.

Planning Decision Making Performance

- 2.11 The performance of decision making on planning applications is not considered to be a barrier to delivering new homes. Planning applications are being processed within the statutory timeframes. The performance for the Local Planning Authorities (LPAs) are measured on their performance based on the % of planning applications they determine within 8 or 13 weeks (or within an extension of time agreed with the applicant). For several years the targets have been as follows:

Majors – 60% within 13 weeks

Minors – 65% within 8 weeks

Others – 80% within 8 weeks

Major development is defined as:

More than 10 residential units, dwellings on a site with an area of 0.5 hectares or more, 1,000 sq. m or more of new commercial floorspace or sites with an area of more than 1 hectare.

Minor development is defined as:

Up to 9 residential units, up to 999 sq. m of new floorspace, changes of use

Others – mainly householder schemes

- 2.12 In the last financial year (April 2018 – March 2019) – Spelthorne met all three performance measures as shown in Table 2.

Table 2 Planning DM Performance (April 2018 – March 2019)

| Majors | | | | Minors | | | | Others | | | |
|--------|-----------|------------------------|--------------|--------|-----------|------------------------|--------------|--------|-----------|------------------------|--------------|
| Total | On Target | % on Target (i.e. 60%) | Govt. Target | Total | On Target | % on Target (i.e. 65%) | Govt. Target | Total | On Target | % on Target (i.e. 80%) | Govt. Target |
| 30 | 29 | 97% | 60% | 161 | 143 | 89% | 65% | 523 | 502 | 96% | 80% |

2.13 The Government has recently also been assessing LPAs in terms of planning performance on the following criteria:

- The **speed** of determining applications for **major** development
- The **quality** of decisions made by the authority on applications for **major** development;
- The **speed** of determining applications for **non-major** development;
- The **quality** of decisions made by the authority on applications for **non-major** development.

2.14 With just a few minor exceptions, non-major equates to a combination of the “minor” and “other” categories referred to above.

2.15 The quality measurement is the number of appeals allowed as a percentage of the total number of applications received in the category. The threshold for quality on both categories is **10%** and the **lower** the figure, the better the performance. The threshold for speed is **60%** (majors) and **70%** (non-majors) and the **higher** the figure, the better the performance.

2.16 On those sites where planning permission was refused, the appeal performance is good. The Council's assessment against the Government's targets is set out in table 3:

Table 3 Spelthorne's assessment against Government targets

| Measure and type of Application | 2019 Threshold and assessment period | Spelthorne's Performance |
|----------------------------------|--|---|
| Speed of major Development | 60% (October 2017 to September 2019) | 95%* (October 2017 to March 2019) |
| Quality of major Development | 10% (April 2017 to March 2019) | 3.8% April 2017 to March 2019)* |
| Speed of non-major Development | 70% (October 2017 to September 2019) | 93%* (October 2017 to March 2019) |
| Quality of non-major Development | 10% (April 2017 to March 2019) | 0.6% April 2017 to March 2019)* |

- 2.17 In addition, it should be noted that to the year to March 2019, there were no applications allowed on appeal relating to the creation of additional dwellings.
- 2.18 These statistics demonstrate the soundness of decision making by Planning Development Management and that unsound decisions are not being made which would lead to unnecessary delays and costs to the delivery of new homes. However, close monitoring of the quality assessment for major applications is continuous due to the relatively small number of major applications received and the risk that the LPA could be the subject of Designation by Central Government. If this occurs, applicants may apply directly to the Planning Inspectorate for permission. The Planning Committee is updated regularly with reports on Planning Performance.

Capital Strategy

- 2.19 The Council's Capital Strategy, 2019, recognises the need to "Invest, Create and Deliver"; create new housing for residents and regenerate the Borough's town centres and deliver the affordable homes which the market fails to provide and to prioritise people who are on the Council's Housing Register.
- 2.20 In the 1990s, the Council used to provide traditional council housing. However in 1996, it was decided to transfer the council housing stock to what was then Spelthorne Housing Association and is now part of A2Dominion. The main reason for the transfer of properties at the time was the need to bring the properties up to an acceptable state of repair, which the Council could not afford at the time. Since then, the Council has not had a direct role in developing new homes; this has been carried out by A2Dominion and other Registered Providers, as well as private developers. Fluctuation in the delivery of new housing has been dictated by the economy and the availability of grant funding to subsidise affordable housing.
- 2.21 The Council's Housing Strategy 2014-19 contains five strategic priorities which contribute to achieving the overall vision of 'ensuring best quality homes in a thriving and sustainable community'. Additionally, the Council is required to have a Homelessness Strategy, which outlines the Council's approach to preventing homelessness.
- 2.22 In common with many other local authorities in the South East, Spelthorne has a growing demand for genuinely affordable housing and is facing a number of key challenges. These include:
- Increasing numbers on the Housing Register
 - Lack of availability of existing affordable housing
 - High rates of statutory homelessness
 - High use of emergency and temporary housing for homeless households
 - Increasing affordability issues
 - Lack of new-build affordable housing
 - The effect of our proximity to London
 - Heathrow expansion
 - Key worker accommodation

- 2.23 Further details on the key challenges are contained in Information Document 3 at Appendix 3.

3. Action Plan

- 3.1 This section sets out the actions that the Council has already taken to increase housing delivery and the future actions required to continue this work. The Council is fully committed to working proactively to deliver the homes that Spelthorne needs, including a range of housing types and affordable housing. The need for an up to date Local Plan is a corporate priority and will assist in boosting the borough's housing supply as well as responding to housing needs whilst balancing the objectives in the local plan, including green belt and environmental protection. It is acknowledged that the delivery of new homes has a wider remit than just the Planning Service and requires actions to be undertaken by other Council services including the Housing Service and the Asset and Property Management Services.

What the Council has already done

The New Local Plan

- 3.2 The second Regulation 18 consultation is scheduled to take place in October 2019. This is when consultation will focus on preferred options including proposed allocation sites. The overall approach is to provide housing development in a combination of intensifying development of Brownfield land, growth within Staines-upon-Thames and removing weakly performing sites from the Green Belt but with additional safeguards to take account of the public's views on loss of Green Belt.
- 3.3 It is estimated that the five year housing land supply in the Borough is 3204 units. Of the sites identified in the Strategic Land Availability Assessment (SLAA) 2018, over 1,500 units on the identified sites are expected to be delivered in Staines-upon-Thames, with around 1,000 to be delivered on publicly owned sites. In the medium term (6 to 10 years), publicly-owned sites could deliver another 450 units (with other sites not owned by Spelthorne bringing forward approximately 350). The SLAA 2019 is currently being updated and seeks to identify additional sites to contribute to the Borough's land supply. This will inform which sites are allocated for development in the Local Plan.

Council/Knowle Green Estates housing schemes

- 3.4 The Housing Strategy Action Plan identified areas aimed at increasing the supply of new homes and improving the tenure mix in the borough. One of

these was to develop a SBC housing company or Special Purpose vehicle for the purpose of developing new affordable housing homes for rent.

3.5 The Council's Capital Strategy states that it will help to deliver two key goals contained in the Corporate Plan:

- To deliver much-needed housing in order to help reduce homelessness locally, increase affordable provision and help meet the overall need for additional homes
- To regenerate our town centres so that we can contribute to the economic development of the Borough.

3.6 The Council formed its housing company, Knowle Green Estates (KGE), in 2016 to help to achieve these two key goals when Harper House in Ashford was acquired for emergency accommodation. KGE identified a need to promote the Council's own affordable housing schemes, and KGE is the vehicle used to deliver them to residents. There are a number of projects in the pipeline which will deliver some 20% of the Borough's assessed 5-year land supply requirement in the Local Plan (628 units to be delivered by the Council out of a required 3,218).

3.7 KGE performs several functions on behalf of Spelthorne Borough Council, as outlined in the table below.

Table 4 Knowle Green Estates

| | Owned by | Developed by | Managed by |
|--------------------|----------|--------------|------------|
| Investments | Council | n/a | KGE |
| Municipal | Council | Council/KGE | KGE |
| Residential | KGE | Council/KGE | KGE |

3.8 To date, KGE has delivered the following:

Churchill Hall, Churchill Way, Sunbury on Thames

Planning Application no 16/02045/FUL

Three new rented dwellings

Approved 08/02/17

Completed and occupied 28/09/18

Former Bugle PH, 73 Upper Halliford Road, Shepperton

Planning Application no 17/01028/FUL

6 no. 2 bed and 2 no. 1 bed flats

Approved 23/08/17

Occupied February 2019

Ceaser Court (formerly Benwell House), Green Street, Sunbury on Thames

Planning Application nos. 17/01847/PDO, 18/00123/FUL and 18/00529/FUL

Conversion and extensions to provide a total of 57 units including 12 affordable units
22 x one bed, 35 x 2 bed
Approved 2018
To commence on 14/06/19
Anticipated completion 19/07/20

Improved Decision Making

- 3.9 The Planning DM service has undertaken a number of initiatives to improve decision making. These include:

Offering more pre-application discussions to ensure issues are addressed early.

The Council DM Planning Officers regularly undertake pre-application advice. In 2018 a total of 391 planning enquiries were dealt with. Early advice can help identify whether in principle a proposal is likely to be acceptable, the key planning issues and policies that need to be considered, where the applicant may need further specialist advice to help prepare the application and what changes may be needed to any draft proposals. Such advice can save an applicant time in preparing the application and also the time taken by the Council to make a decision on it. In the case of proposals with little prospect of approval early advice can avoid further abortive work. It can also quickly identify solutions to problems and therefore save costs. The improved pre-application service has a strong emphasis on front loading to reduce the time spent on decision making and use of planning conditions. There have been some pre-application enquiries which did not materialise as applications because the site was deemed to be unsuitable for housing. Some examples of development which were the subject of pre-application advice and which were amended and approved relatively quickly are: Venture House for six flats (15/01352/FUL), Rear of Imtech House for 26 flats (16/00196/FUL) and the former Bugle Public House for eight flats (17/01028/FUL).

Use of Planning Performance Agreements

The Council has introduced a new service offering planning performance agreements (PPAs) for major development proposals. This is one of the factors that might otherwise put them off putting in an application in the borough. However, it gives absolutely no guarantee that the application will be recommended for approval. The Planning DM service has received a positive take up on PPAs for larger schemes, for example, Shepperton Studios, with more currently being drafted. A PPA covers pre-application advice through to the planning decision being made. It sets out timescales within which meetings will take place and a report will be presented to the Planning Committee which gives the developer certainty around timeframes for a decision. They have enabled the DM planning officers to make use of expert advisors to assist on complex issues in the consideration of the planning application and formulating a well-reasoned recommendation.

Revised Web Site

The planning pages of the website have recently been updated. This will help residents, applicants and third parties obtain up to date information about all aspects of the Planning Service.

Increased presentations to Councillors on major planning applications

Presentations to members by on larger complex schemes, usually at the pre-application stage, have taken place a number of times over recent years. These enable Councillors to view the proposals at an early stage before they are made public, to ask questions and clarify issues and raise concerns, which need to be addressed. To avoid risk of pre-determination, Councillors do not give an opinion at the meetings. Recently, DM officers made, for the first time, a presentation to Councillors on a complex planning application (Shepperton Studios) after the Planning Committee agenda had been made public and before the meeting. This gave the Councillors an opportunity to receive a full explanation of proposals and a summary of the planning position, to ask questions and to seek clarification on issues but not to reach a decision.

The Community Infrastructure Levy (CIL)

The Community Infrastructure Levy (CIL) was implemented on 01 April 2015. These contributions are used to fund local infrastructure in the Borough. The implementation of CIL has resulted in reducing the amount of time spent on negotiating Section 106 Agreements between the developers and the Local Planning Authority. In 2017 the Council employed a fulltime CIL officer who provides a dedicated resource for the implementation of CIL. Following discussions with neighbouring boroughs, the Council has purchased new dedicated CIL software (Exacom) which will improve the monitoring of CIL and s106 agreements.

Considering compulsory purchase powers to unlock suitable housing sites

The Cabinet agreed two reports relating to the use of Compulsory Purchase Powers (CPO) to assist with comprehensive redevelopment of sites within Staines – upon - Thames Town Centre. The first of these related to 116 – 120 High Street, which lies adjacent to the Charter Square development currently under construction. The second site was 15 London Road, known as the former Fireworks building, positioned next to the former Centrica site, which has planning permission for a mixed-use development with housing, offices and retail. The Cabinet agreed to the Council's willingness, in principle, to use compulsory purchase and / or appropriation powers in order to enable development of these two sites. It is hoped the resolution by Cabinet will lead to negotiations taking place between the land owners of the various sites but if this is not the case, the Council will look to pursue formal CPO action.

Using Brownfield Registers to grant permission in principle to previously developed land

Spelthorne published its Part 1 Brownfield Register in December 2018. This identifies all brownfield sites appropriate for residential development. In due course the register will be extended to include relevant sites that have been submitted through Spelthorne's Strategic Land Availability Assessment (SLAA) or appropriate sites which meet the criteria. We will also consider whether any

of the sites will be moved to Part 2 of the Brownfield Register which will effectively grant permission in principle. This will need further consideration and would be the subject of a prior consultation process.

Encouraging the development of small sites and higher site densities

The Council's adopted Core Strategy seeks to encourage high density housing in certain locations under policy HO5. Within Staines Town Centre, development should generally be above 75dph where it is demonstrated that the development complies with the design policy EN1, particularly in terms of its compatibility with the character of the area and is in a location that is accessible by non-car-based modes of travel. With Staines-Upon-Thames, developments have already been approved at over 300 dph (phase 1A - former Majestic House Site). This is currently under construction.

Engaging regularly with key stakeholders

The Planning and Enforcement officers hold regular seminars with local resident associations and also planning agents who submit planning applications on a regular basis in Spelthorne. These provide an opportunity to provide advice on the issues facing the borough and of our policies and procedures and to listen to their concerns. One of the concerns related to our procedures on the discharge of planning conditions. We have been working hard to improve the total process and this is on-going. A further concern related to the length of time taken to discharge of contaminated land conditions. The Principal Environmental Health Officer has provided some training to Planning Officers and it is intended that a presentation is made to planning agents at a forthcoming planning seminar followed by a question and answer session to improve information flow.

Councillor Training on Planning Issues

Planning officers provide regular training seminars to all councillors. A full programme is delivered to councillors following the elections and regular updates are given throughout their four year terms. In addition, external specialists also provide guidance on particular topics. The training has covered the following areas:

- Planning in the Borough context and the role of the Planning Committee.
- Design in the Planning process
- Affordable housing
- High density/tall buildings
- Planning enforcement and appeals
- How to approach the determination of planning applications and pitfalls
- Green Belt
- Flooding

- Permitted Development and Use Classes Order
- Minerals
- Planning and transportation

Planning Officer Training

Planning and Enforcement Officers undertake regular training on planning issues in order to keep abreast of developments. This is, and will, continue to be an on-going and necessary requirement of their posts.

Simplifying conditions discharge phased on approved sites, and standardised conditions reviewed

A review of all planning conditions was undertaken in July 2018 by senior planning officers. This has resulted in the streamlining of conditions to ensure that they meet up to date guidance on the use of conditions and to safeguard against their use where other non-planning legislation would be more appropriately employed. Council Planning officers have worked with Environmental Health officers to achieve this, particularly with contaminated land, noise and extraction equipment.

Ensuring evidence on a particular site is informed by an understanding of viability

The Council's Local Plan requires all proposals of 15 dwellings or more and all sites in excess of 0.5 hectares include to provide 50% affordable housing. Where developments fall short of this requirement, an independent viability would be submitted and assessed on an open book basis. This is a complex area where specialist advice is required and planning officers and councillors have undergone training with further training planned this year.

4. Future Actions

- 4.1 The Council will continue to positively look for further opportunities to increase its housing delivery and will work closely with the relevant Council services and external organisations to achieve this.

Local Plan Progress

- 4.2 As part of the new Local Plan the Council will seek to boost housing supply and delivery. The new Local Plan will review and update existing policies acting as a barrier to delivery to help development come forward such as densities, design and parking.
- 4.3 The Strategic Land Availability Assessment is a key piece of evidence for the new Local Plan and will be updated annually to ensure that the position on land supply is up to date. The Council is in the process of updating the SLAA for 2019. In line with Planning Practice Guidance, officers are proactively identifying sites, including publicly owned land and brownfield land, for development to ensure that potential supply is exhausted. The Council has an open-ended call for sites on its website whereby landowners or site promoters

can submit potential development sites for consideration in the next iteration of the SLAA.

- 4.4 The SLAA will inform the policies on housing in the new Local Plan and acts as the starting point in determining which sites will be allocated. Moving forward the Council will work with stakeholders to ensure that suitable and available sites come forward at particular points in the plan period.

Knowle Green Estates

- 4.5 The current review of the Council's Local Plan has identified a need to create around 603 housing units each year over the next 15 years. As part of its Issues and Options Consultation in summer 2018, the Council consulted on four main ways to meet this significant requirement for new housing:
- Brownfield development
 - Green belt development
 - Staines development
 - Combination development
- 4.6 Following a Sustainability Appraisal, the professional opinion was that the fourth option (combination) should be taken forward, but with additional safeguards to take account of the public's views on loss of Green Belt. This has been agreed by Cabinet. Within this option, the focus will need to remain very much on realising the considerable latent potential of Staines-upon-Thames (but not to the absolute exclusion of housing development anywhere else in the borough). It is estimated that the five year housing land supply in the Borough is 3204 units. Of the sites identified in the Strategic Land Availability Assessment (SLAA) 2018, over 1,500 units on the identified sites are expected to be delivered in Staines-upon-Thames, with around 1,000 to be delivered on publicly owned sites. In the medium term (6 to 10 years), Publicly-owned sites could deliver another 450 units (with other sites not owned by Spelthorne bringing forward approximately 350).
- 4.7 The preferred approach is to focus on Staines-upon-Thames as the major residential opportunity area. A Masterplan will be developed as part of the new Local Plan which will focus in detail on where and how this new development can best be accommodated, in order to ensure we achieve a sustainable solution for the town.
- 4.8 The Council's landholdings within the town centre (including our recent strategic acquisitions) provide a clear opportunity to bring forward at least 1,420 units in the next 10 years, subject to planning permission. In the next five years, the level of investment that the Council aims to make is likely to be in the region of £300m. As the land owner, Spelthorne Council is confident that this level of residential development can be delivered whilst retaining sufficient car parking to sustain the town centre (though some sites may well be reconfigured to make more efficient use of the Spelthorne Council's land).

- 4.9 The SLAA has identified that, within the town centre, the Council is able to develop the following housing units as a minimum (within the immediate confines of the town centre):

Table 5 Minimum housing units to be developed by the Council/Knowle Green Estates

| Site | Development Type | No. of Units | Timescale |
|--|------------------|-----------------|--------------|
| Thameside House | Flatted | 120 | Years 1 - 5 |
| Hanover House and Bridge Street car park | Flatted | 75 ¹ | Years 1 - 5 |
| Riverside car park (subject to re-provision) | Flatted | 100 | Years 6 - 10 |
| Elmsleigh Centre and adjoining land | Flatted | 650 | Years 6 - 15 |

- 4.10 The Council, as landowner is proposing to submit planning applications for a number of smaller residential developments which are summarised below:

Table 6 Smaller sites identified to develop by the Council/Knowle Green Estates

| Site | Development Type | No. of Units | Submission of Planning Application |
|--|------------------------------------|--------------|------------------------------------|
| White House, Kingston Road, Staines | Flats | 28 | End 2021 |
| White House, Kingston Road, Staines | Hostel | 33 | Received June 2019 |
| Ceaser Court, Green Street, Sunbury, Phase 2 | Flats | 32 | June 2019 |
| Ashford Multi-Storey Car Park | Flats | 50 | January 2020 |
| Ashford Hospital Car Park | Flats | 108 | June 2019 |
| Harper House, Fordbridge Road | Short term emergency accommodation | 20 | June 2019 |

¹ Subject to Council strategy

4.11 Table 11 in Appendix 2 shows, in the final column, possible consequences in 2020 using 2018 results with 2020 thresholds. The consequence is shown to be a housing delivery test below the required 75%, leading to Spelthorne being required to produce an Action Plan. We will also have to apply a 20% buffer to our housing supply and consequently there will be a presumption in favour of sustainable development. However, the table below shows a projection of the number of homes required and the anticipated number of homes delivered by 2020.

Table 7 Spelthorne – Housing Delivery Test 2021 - Projected

| No of home required | | | Total homes required | No of homes delivered | | | Total homes delivered | HDT Test % | Consequence |
|---------------------|-----------|-----------|----------------------|-----------------------|-----------|------------------|-----------------------|------------|--|
| 2017-2018 | 2018-2019 | 2019-2020 | | 2017-2018 | 2018-2019 | 2019-2020 | | | |
| 424 | 599 | 603 | 1626 | 221 | 289 | 286 ² | 796 | 49% | Action Plan + 20% Buffer + Presumption |

² Estimated based on average of previous 3 years. Delivery is likely to be higher as over 1,000 units are currently under construction in the Borough. This is considered a minimum.

Table 8 Improving Decision Making

| Action | Service | Date |
|--|---------------------------------|----------------|
| To review the standard planning conditions. | Planning Development Management | Ongoing |
| To continue to review the discharge of planning conditions to speed up the process. | Planning Development Management | Ongoing |
| To consider imposing a condition providing that development must begin within a shorter timescale than the relevant default period, where this would expedite the development without threatening its deliverability or viability. | Planning Development Management | September 2019 |
| To continue to improve planning performance on speed of decision making. | Planning Development Management | Ongoing |
| To continue to improve planning performance on quality of decision making. | Planning Development Management | Ongoing |
| To continue to provide ongoing Member training particularly in relation to housing delivery. | Planning Development Management | Ongoing |
| To continue to provide on-going planning officer training. | Planning Development Management | Ongoing |
| To implement a full programme of Idox measures to facilitate agile / paperless working in DM. | Planning Development Management | March 2020 |
| To implement a full programme of Enterprise measures for DM staff to manage workloads and performance, improve the use of resources and efficiency / performance. | Planning Development Management | March 2020 |
| To consider whether to prioritise / fast track housing planning applications | Planning Development Management | March 2020 |
| To continue to develop and offer a proactive pre-application service to support the delivery of sustainable development. | Planning Development Management | March 2020 |

Table 9 Supporting Wider Housing Opportunities

| Action | Service | Date |
|--|--------------------|----------------------------|
| To continue dialogue with developers and landowners to build out rates and obtain information on barriers to deliver housing. | Planning | On-going |
| To work with site promoters and other stakeholders to deliver the Local Plan and allocations. | Strategic Planning | On-going |
| To continue to achieve the maximum amount of Affordable Housing. | Planning | On-going |
| The Council will continue to facilitate the delivery of affordable housing by developing Council owned sites Knowle Green Estates. | Assets | On-going |
| CIL and S106 agreements – To continue to improve processes and improve monitoring. | Strategic Planning | December 2019 and on-going |

Next Steps

- 4.12 The future actions identified will be implemented and monitored over the next year by Planning DM, Strategic Planning, Assets and Housing Strategy. The housing delivery test results will be issued for each authority on a rolling annual basis. If Spelthorne does not meet the test in future years, Housing Delivery Test Action Plans will continue to be produced by Planning Development Management and formally approved by Cabinet.
- 4.13 The actions will be implemented by the responsible service. They will be updated as necessary and new actions will be added in response to any changes in Government policy, legislation and practice guidance.

- 4.14 It is proposed that an annual report will be presented to Cabinet which will advise on the progress of this Action Plan. In the interim, this Action Plan will be reported to the Planning Committee for information.
- 4.15 The Council welcomes any suggestions to improve the delivery of housing in Spelthorne
- 4.16 It is proposed that this plan will be made publicly available on the Council's website.

Esmé Spinks
Planning Development Manager
Spelthorne Borough Council

July 2019

Information Document 1

1. Planning Policy Context

The Housing White Paper

- 1.1 The Government published the Housing White Paper 'Fixing our broken market' in February 2017 as a response to the national housing crisis. It set out the Government's plans to reform the housing market and boost the supply of new homes in England. The proposed measures covered planning for the right homes in the right places, how to build homes faster and how to diversify the housing market. Notably, it proposed to hold local authorities to account for the number of new homes delivered through the introduction of a new Housing Delivery Test. The test would show whether the number of homes being built is below the required number of homes needed in that area and would provide a mechanism for establishing the reasons why there has been under delivery.

Planning for the right homes in the right places: consultation proposals

- 1.2 In September 2017, the Government published the 'Planning for the right homes in the right places: consultation proposals'. This set out proposals to reform the planning system to increase the supply of new homes and increase the local authority capacity to manage growth. The proposals introduced a standard method for calculating local authorities' housing need. The standard method would identify the minimum number of homes expected to be planned for. This proposal marked a departure from previous government policy which required local authorities to prepare a Strategic Housing Market Assessment (SHMA) to identify their housing need figure and the types of housing needed in their area.

National Policy

- 1.3 The Government reinforced its objective to *significantly boost the supply of new homes* and making the local authority more accountable for delivery in their area by publishing the following:
- A revised National Planning Policy Framework (NPPF) July 2018, amended in February 2019;
 - The Housing Delivery Test Measurement Rule Book, July 2018;
 - Updated Planning Practice Guidance (PPG), September 2018 amended in February 2019; and

- The Housing Delivery Test: 2018 Measurement Technical note (February 2019).
- 1.4 The methodology for calculating the Housing Delivery Test is set out in the Housing Delivery Test Measurement Rule Book. It measures the number of net homes delivered against the number of homes required over a rolling three year period.
- 1.5 The Government is, therefore, committed to the improved delivery of more new homes nationally through their economic and housing growth agendas. To this end they have introduced a number of measures and reforms to the planning system intended to deliver more housing, improve housing affordability and remove barriers to development. Local planning authorities (LPAs) are challenged to be more proactive in increasing the speed and quantity of housing supply to meet the identified housing needs of their local area.

Local Plan Policy

- 1.6 The current Local Plan for Spelthorne comprises the following documents:
- Core Strategy & Policies DPD (adopted 2009)
 - Allocations DPD (adopted 2009)
 - Six policies from the 2001 Local Plan remain in force and still form part of the Development Plan for Spelthorne
 - South East Plan policy NRM11:Thames Basin Heaths
- 1.7 A replacement local plan is currently being prepared which will be the Spelthorne Local Plan 2020-2035. This Local Plan will set out the Council's vision and objectives for the area and include all development policies and allocations. Consultation on the Issues and Options paper took place in May and June 2018. The Local Development Scheme states that consultation on the Preferred Options following the Issues and Options will commence around October 2019. The final adoption is anticipated to be by the summer of 2021. The programme for preparing the local plan documents is attached as an appendix.
- 1.8 The new Local Plan must allocate sufficient land in appropriate locations for the Council to demonstrate how it will positively meet its housing and employment needs and secure land for infrastructure to support anticipated levels of growth. The Site Selection Methodology - February 2019 demonstrates the Council's approach to identifying suitable sites for development to meet the identified needs set out in the Local Plan.

Information Document 2

2. Housing Delivery Analysis

- 2.1 The Housing Delivery Test (HDT) has been introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT, which was originally due to be introduced from November 2018 and was subsequently delayed until February 2019, compares the number of new homes delivered over the previous three years with the authority's housing requirement. In the case of Spelthorne, the housing requirement is the minimum annual local housing need figure (603 dwellings per annum as of February 2019). The calculation is given as:

$$HDT = \frac{\text{Total net homes delivered over a three year period}}{\text{Total number of homes required over three year period}}$$

- 2.2 The HDT will be used to determine the buffer to apply in housing supply assessments and whether the presumption in favour of sustainable development should apply. The National Planning Policy Framework 2018 (NPPF) and National Planning Policy Guidance (NPPG) introduced the 'Housing Delivery Test' (HDT) in a phased approach over three years. Once fully implemented the HDT will have the following consequences:
- Where housing delivery over the previous three years has been less than 95% of the housing requirement, LPAs should prepare an action plan setting out the causes of under delivery and the intended actions to increase delivery;
 - Where delivery has been less than 85% of the housing requirement, a 20% buffer should be applied to the supply of deliverable sites for the purposes of housing delivery assessment;
 - Where delivery has been less than 75% of the housing requirement, the NPPFs presumption in favour of sustainable development will apply. A three year transitional period will operate from February 2019.

2.3 The presumption in favour of sustainable development will apply if the test result is less than:

- 25% in November 2018
- 45% in November 2019
- 75% in November 2020.

2.4 In the first cohort, there were no council's below 25%.

2.5 Spelthorne has been identified (in November 2018 but formally announced in February 2019) as one of the 108 Local authorities where housing delivery over the previous three years has been less than 95% of the housing requirement. In Spelthorne the housing delivery figure is **63%**. This calculation is based on the data set out in Table 10.

Table 10 Spelthorne – Housing Delivery Test 2019

| No of home required | | | Total homes required | No of homes delivered | | | Total homes delivered | HDT Test % | Consequence |
|---------------------|-----------|-----------|----------------------|-----------------------|-----------|-----------|-----------------------|------------|-------------|
| 2015-2017 | 2016-2017 | 2017-2018 | | 2015-2016 | 2016-2017 | 2017-2018 | | | |
| 483 | 487 | 424 | 1394 | 308 | 347 | 221 | 876 | 63% | Buffer |

- 2.6 As a consequence, Spelthorne is required to produce an Action Plan within a period of 6 months, by **19th August 2019**.
- 2.7 Spelthorne Borough Council (SBC) is responding to this challenge and has the ambition, recognised across its key strategic documents, to increase and accelerate the delivery of new housing across the district. The allocation of land to accommodate a minimum of 9045 new homes (603 dwellings per annum) is being made through the emerging Local Plan, scheduled for Adoption in 2021.
- 2.8 The NPPF advises that an Action Plan is:
- “A document produced by the local planning authority to reflect challenges and identify actions to address under-delivery against the housing requirement in the area. The document’s purpose is to detail the reasons for under-delivery and the steps the authority intends to take in mitigation and drive up delivery in the area. A good action plan will identify ways to reduce the risk of further under-delivery and set out the case for measures to maintain or improve levels of delivery”.*
- 2.9 The table on the following page sets out the position for all Surrey boroughs and districts. It can be seen that at present seven out of the eleven authorities are required to produce a housing delivery action plan. The final column uses the 2018 results with the 2020 thresholds. The possible consequences are based on the following:
- 95% = Action plan 85%
 - 85% = Action Plan + buffer
 - 75% = Action Plan + buffer + presumption in favour of development

Table 11 Surrey Local Authorities – Housing Delivery Test 2019

| Local Authority | No of homes Required | | | Total Homes required | No. of homes delivered | | | Total Homes Delivered | HDT Test % | Current Consequence Feb 2019 | Possible consequences in 2020 (using 2018 results with 2020 thresholds) |
|----------------------|----------------------|-----------|-----------|----------------------|------------------------|-----------|-----------|-----------------------|------------|------------------------------|---|
| | 2015-2017 | 2016-2017 | 2017-2018 | | 2015-2016 | 2016-2017 | 2017-2018 | | | | |
| Elmbridge | 225 | 362 | 443 | 1,030 | 240 | 267 | 130 | 637 | 62% | Buffer | 75% - Action Plan + Buffer + Presumption |
| Epsom and Ewell | 381 | 383 | 413 | 1,177 | 159 | 346 | 162 | 667 | 57% | Buffer | 75% - Action Plan + Buffer + Presumption |
| Guildford | 521 | 514 | 551 | 1,585 | 388 | 501 | 299 | 1,188 | 75% | Buffer | 85% - Action Plan + Buffer |
| Mole Valley | 353 | 358 | 318 | 1,030 | 158 | 207 | 423 | 788 | 77% | Buffer | 85% - Action Plan + Buffer |
| Reigate and Banstead | 460 | 460 | 460 | 1,380 | 535 | 517 | 594 | 1,646 | 119% | None | No Action |
| Runnymede | 401 | 402 | 394 | 1,197 | 433 | 152 | 806 | 1,390 | 116% | None | No Action |
| Spelthorne | 483 | 487 | 424 | 1,394 | 308 | 347 | 221 | 876 | 63% | Buffer | 75% - Action Plan + Buffer + Presumption |
| Surrey Heath | 191 | 198 | 247 | 635 | 263 | 221 | 321 | 804 | 127% | None | No Action |
| Tandridge | 425 | 428 | 464 | 1,317 | 318 | 222 | 317 | 856 | 65% | Buffer | 75% - Action Plan + Buffer + Presumption |
| Waverley | 551 | 553 | 471 | 1,575 | 234 | 408 | 598 | 1,240 | 79% | Buffer | 85% - Action Plan + Buffer |
| Woking | 245 | 247 | 217 | 709 | 326 | 399 | 358 | 1,083 | 153% | None | No Action |

- 2.10 Where there is a presumption in favour of development, the “tilted balance” applies where the balance is skewed in favour of sustainable development and granting planning permission except where the benefits are ‘significantly and demonstrably’ outweighed by the adverse impacts or where specific policies in the National Planning Policy Framework (NPPF) indicate otherwise. The “tilted balance” also applies where there is the absence of relevant up to date development plan policies or where the local authority does not have a five year housing land supply which is presently the case for Spelthorne.

Spelthorne’s Current Housing Land Supply Position

- 2.11 The Council’s housing target based on our local housing need is currently 603 dwellings per annum as of February 2019 and this comprises the basis for calculating the five-year supply of deliverable sites. In using the local housing need figure of 603 as the starting point for the calculation of a five year supply, it must be borne in mind that this does not represent a target as it is based on unconstrained need. Through the Local Plan review the Borough’s housing supply will be assessed in light of the Borough’s constraints which will be used to consider options for meeting need. The Council has now published its Strategic Land Availability Assessment 2018 (SLAA) which identifies potential sites for future housing development over the plan period.
- 2.12 The sites identified in the SLAA as being deliverable within the first five years have been used as the basis for a revised 5-year housing land supply figure. Whilst this has shown that notionally we have identified sufficient sites to demonstrate that we have a five year supply of housing sites we now have to apply an additional 20% buffer rather than the previously used 5%. This is because Government guidance (NPPF para 74) requires the application of a 20% buffer “*where there has been significant under delivery of housing over the previous three years*”. We now must have regard to the Local Housing Need figure plus buffer of 724 (603 + 20% buffer) dwellings per annum and, on this basis, the Council has not been able to deliver a sufficient number of dwellings in recent years. It therefore has no choice now but to apply the additional buffer for the five year period from 1 April 2019 to 31 March 2024. The effect of this increased requirement is that the identified sites only represent some 4.4 years supply and accordingly the Council cannot, at present, demonstrate a five year supply of deliverable housing sites.
- 2.13 As a result, current decisions on planning applications for housing development need to be based on the “tilted balance” approach as set out in paragraph 11 of the NPPF (2018) as referred to above.
- 2.14 The need for housing has increased significantly since the adoption of the Core Strategy in 2009. The Council produced a Strategic Housing Market Assessment (SHMA) in 2015 identifying its housing need within the Housing Market Area that it shares with Runnymede. This identified a need for 552-757 dwellings per annum. The Government subsequently issued its ‘Planning for the Right Homes in the Right Places’ consultation in 2017 which set out the housing need for each local planning authority using the standard method. The Government finalised its guidance on the standard method for calculating

housing need in February 2019. Local Housing Need is currently 603 dwellings per annum in Spelthorne and will be used from February 2019 onwards. Table 12 sets out the Borough's net housing completions against its housing requirement.

Table 12 Local Housing Need & Delivery

| | Completions (net) | Local Housing Need (Min.) | Source | Shortfall to Min. OAN |
|------------------|--------------------------|----------------------------------|--------------------|------------------------------|
| 2013 – 14 | 191 | 166 | Core Strategy 2009 | +25 |
| 2014 – 15 | 265 | 166 | Core Strategy 2009 | +99 |
| 2015 – 16 | 308 | 166 | Core Strategy 2009 | +142 |
| 2016 – 17 | 347 | 552 | SHMA 2015 | -205 |
| 2017 – 18 | 250 | 552 | SHMA 2015 | -302 |
| 2018 - 19 | 289 | 590 | LHN 2018 | -301 |

Five Year Supply Position

| | |
|--------------------------------------|-----------------------------------|
| Need 2019/20 = 2024/25 = (5 x 603) = | 3015 |
| Buffer at 20% = (3015 x 1.2) = | 3618 |
| Annual need including 20% buffer = | 724 |
| Projected Supply 2019/20 = 2024/25 = | 3204 |
| Housing supply (3094 / 708) = | 4.4 years of supply or 88% |

Spelthorne's Housing Performance

- 2.15 A large proportion of the existing housing stock was built between 1920 and 1970. A very high proportion is owner-occupied and comprises mainly detached, semi-detached and terraced housing. The 2011 Census indicates that approximately 12% of the stock is social housing managed by Registered Social Landlords (RSLs) with a similar amount of private rented accommodation. Some 3.5% of the stock is vacant. The Housing completions (net) by sector April 2009-March 2018 is set out in Appendix 4 Table 21.

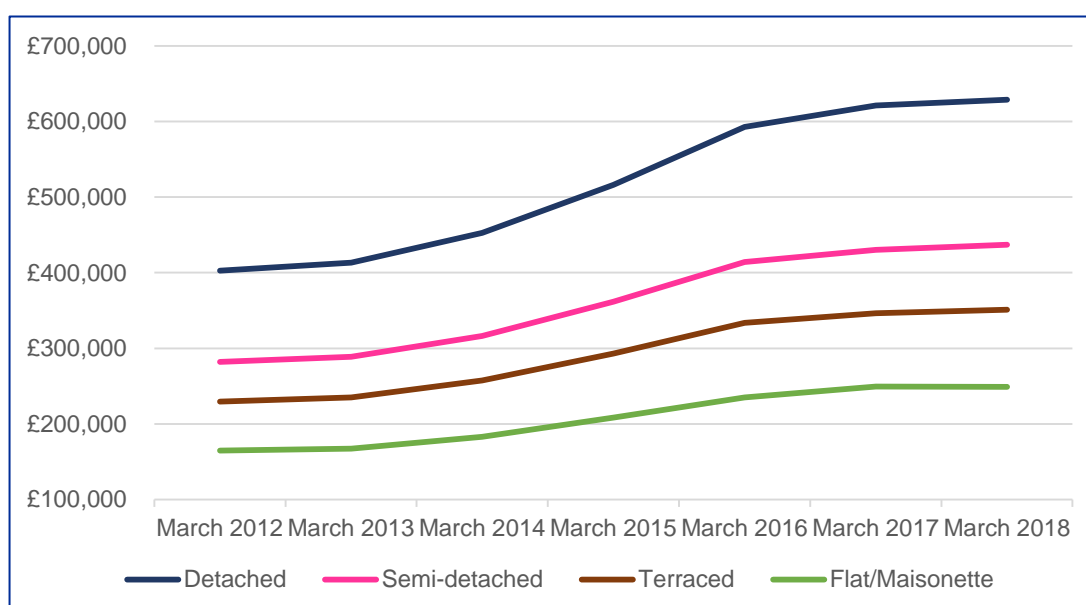
- 2.16 House prices have continued to fluctuate. Table 13 and Figure 1 illustrate changes in annual average (median) house prices over the last ten years according to latest available data. Data on house prices is derived from actual sale prices which can show significant variation over time, particularly when the total volume of sales is small. The information should therefore be seen only as a guide to relative movement in house prices by type.
- 2.17 All affordable housing for rent is managed by RSLs and for each scheme granted planning permission the Council initially has 100% nomination rights for first lets with 75% thereafter. One important contextual indicator relating to the achievement of affordable housing policies is the size and composition of the Housing Register. Since 2009 the Council has operated a Choice Based Lettings scheme which significantly extends the opportunities for families on the Housing Register.

Table 13 Average House Prices in Spelthorne by type of dwelling

| Year | Type of Dwelling | | | |
|--------------------|------------------|---------------|----------|-----------------|
| | Detached | Semi-detached | Terraced | Flat/Maisonette |
| March 2012 | £402,564 | £282,092 | £229,587 | £164,599 |
| March 2013 | £413,453 | £288,940 | £235,190 | £167,183 |
| March 2014 | £452,436 | £316,491 | £257,380 | £182,821 |
| March 2015 | £516,173 | £361,784 | £293,173 | £208,525 |
| March 2016 | £592,566 | £414,053 | £333,480 | £234,909 |
| March 2017 | £621,268 | £430,119 | £346,341 | £249,377 |
| March 2018 | £628,911 | £436,892 | £351,105 | £249,039 |
| % change 2012-2018 | 56% | 55% | 53% | 51% |

Source: <http://landregistry.data.gov.uk/app/ukhpi/explore>

Figure 1 Average annual house prices in Spelthorne by type of dwelling



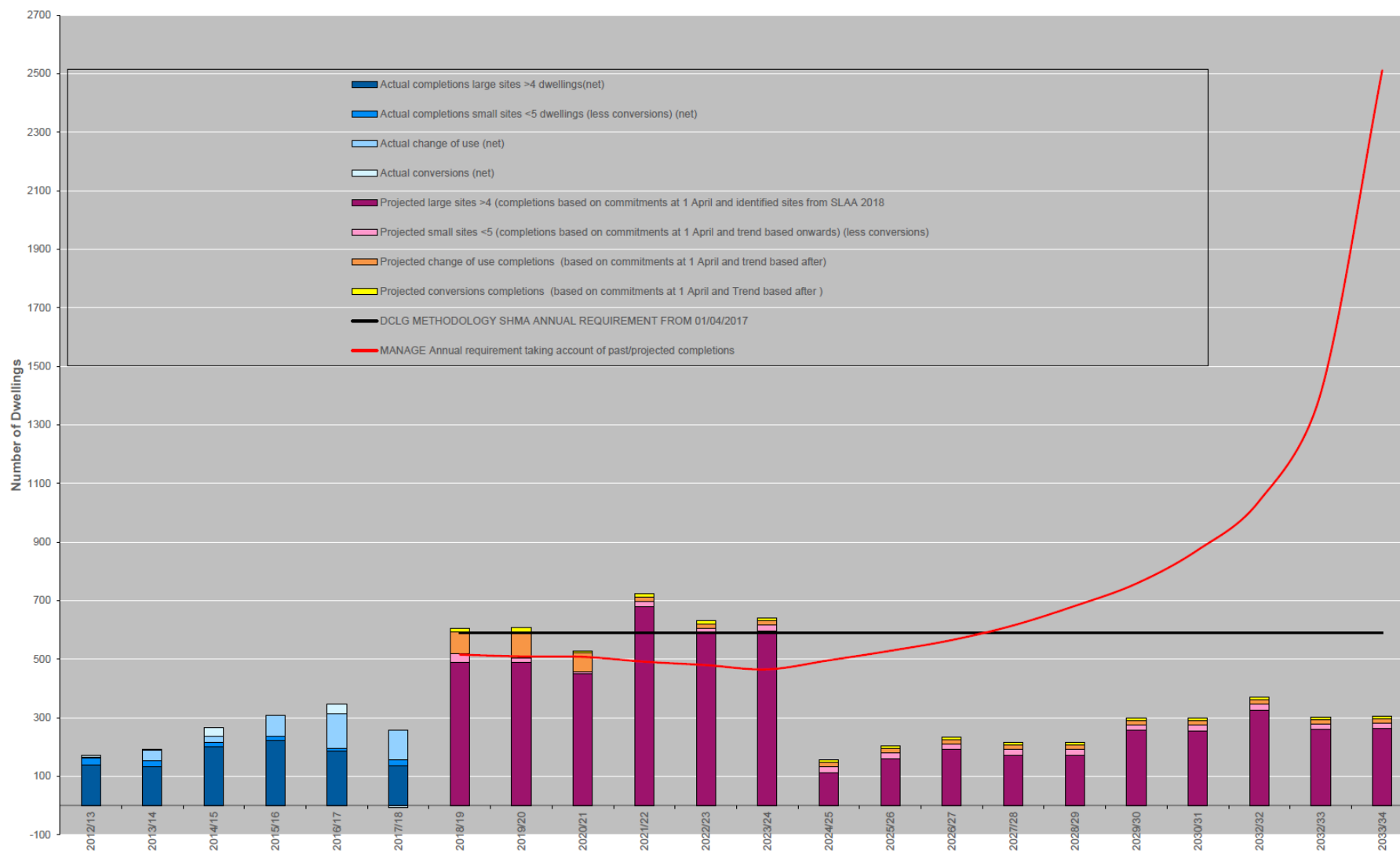
Projecting future provision

- 2.18 The housing trajectory (Table 14 and Figure 2) shows housing completions for the last seven years and anticipated delivery for the next 15 years to 2034. It combines information on past completions, existing planning permissions and identified housing sites from the Strategic Land Availability Assessment 2018 to illustrate projected housing supply going forward into the new Local Plan period.
- 2.19 Net completions for the previous seven years (including the reporting year) are recorded and broken down into four categories – conversions, change of use, small sites with fewer than 5 dwellings (net) and large sites of 5 or more dwellings (net). Data on housing completions by bedroom are set out in Table 16. Data for projected completions in future years is recorded on the same basis in Table 14.

Table 14 Draft Housing Trajectory Data 2018-2034

| | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 | 2030/31 | 2032/32 | 2032/33 | 2033/34 |
|---|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Actual Total completions (gross) | 222 | 198 | 333 | 355 | 374 | 287 | | | | | | | | | | | | | | | | |
| Actual Total completions (net) | 170 | 191 | 265 | 308 | 347 | 250 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Actual conversions (net) | 6 | 2 | 29 | 1 | 34 | -8 | | | | | | | | | | | | | | | | |
| Actual change of use (net) | 1 | 37 | 20 | 71 | 118 | 102 | | | | | | | | | | | | | | | | |
| Actual completions small sites <5 dwellings (less conversions) (net) | 24 | 20 | 14 | 14 | 8 | 22 | | | | | | | | | | | | | | | | |
| Actual completions large sites >4 dwellings (net) | 139 | 132 | 202 | 222 | 187 | 134 | | | | | | | | | | | | | | | | |
| Annual Losses | 52 | 7 | 68 | 47 | 27 | 37 | 49 | | | | | | | | | | | | | | | |
| Under Construction at previous Year End (gross) | 303 | 295 | 359 | 413 | 439 | 476 | 1010 | | | | | | | | | | | | | | | |
| Difference between u/c and comps in each year | 81 | 97 | 26 | 58 | 65 | 189 | | | | | | | | | | | | | | | | |
| Completions as a percentage of U/C | 73.27 | 67.12 | 92.76 | 85.96 | 85.19 | 60.29 | | | | | | | | | | | | | | | | |
| Projected annual completions (net) all sources | | | | | | | 606 | 607 | 529 | 722 | 630 | 640 | 157 | 203 | 235 | 215 | 216 | 300 | 299 | 370 | 303 | 306 |
| Projected conversions completions (based on commitments at 1 April and Trend based after) | | | | | | | 14 | 13 | 8 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 | 9 |
| Projected change of use completions (based on commitments at 1 April and trend based after) | | | | | | | 74 | 91 | 66 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 |
| Projected small sites <5 (completions based on commitments at 1 April and trend based onwards) (less conversions) | | | | | | | 29 | 15 | 5 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 | 20 |
| Projected large sites >4 (completions based on commitments at 1 April and identified sites from SLAA 2018) | | | | | | | 488 | 489 | 450 | 678 | 586 | 596 | 113 | 159 | 191 | 171 | 172 | 256 | 255 | 326 | 259 | 262 |
| DCLG METHODOLOGY SHMA ANNUAL REQUIREMENT FROM 01/04/2017 | | | | | | | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 | 590 |
| MANAGE Annual requirement taking account of past/projected completions | | | | | | | 515 | 509 | 508 | 491 | 480 | 465 | 496 | 528 | 565 | 615 | 682 | 758 | 873 | 1040 | 1409 | 2511 |
| SLAA TOTALS (Sites >4) | | | | | | | | 161 | 285 | 595 | 503 | 596 | 113 | 159 | 191 | 171 | 172 | 256 | 255 | 326 | 259 | 262 |

Figure 2 Draft Housing Trajectory 2018-2034



- 2.20 Anticipated completions for the year 2019/20 are based on the assumption that 60% of the 1,094 units under construction at the start of the year in Table 15 will be completed during the year. The remaining 40% would be completed over the next two years with 30% in year 2 and 10% in year 3. This is to allow time for dwellings on large sites to be completed and to ensure that regard is had to past performance so that the likely number of completions in the current year is not overestimated.
- 2.21 For the period from 2019/20 to 2033/34 the estimated net annual completions are based on the following components:
- Dwellings under construction (those not completed in 2018/19)
 - Dwellings with planning permission (unimplemented)
 - Estimates for dwellings provided by conversions, change of use and from small sites (fewer than 5 units net)
 - Sites of 5 or more dwellings identified in the SLAA 2018.
- 2.22 Given the past trends in the Borough's implementation rates of planning permissions, it has been assumed that most remaining unimplemented permissions will be completed over the next four year period from 2019. However, a small non-implementation factor of 5% has been applied on a precautionary basis to allow for permissions which expire.
- 2.23 The third component above, (estimates,) comprises three elements. The first, dwellings from conversions, is calculated from the average annual net provision over seven years for the conversion of existing residential development to smaller units, such as a single dwelling house converted to flats. The second element derives from the change of use from non-residential property to residential, such as a shop to a dwelling. Again the estimate is based on the annual average net provision over a seven year period. Traditionally this was always a small component of the overall total. However, the increase in large office to residential conversions as a consequence of the Government's relaxation of planning controls has significantly expanded this source of supply. It is not known how long this trend will continue, so whilst the trajectory takes account of known schemes, the longer term estimate for this source of dwelling supply remains cautious (less than 10 units per annum). Further work on this element is currently underway.
- 2.24 The third element relates to new build dwellings on sites delivering fewer than five dwellings (net). This is the threshold for sites considered to be too small to be reliably identified in the SLAA. Currently there is no evidence from completions data to suggest that this source of new housing is likely to decline over the plan period and the estimate of 20 units per annum based on the average annual net figure for the last seven years is included in the trajectory with no discount applied.
- 2.25 The fourth and final component of supply is that provided by the SLAA 2018. Every site of 5 or more dwellings listed in the study is assessed on a likely date

implementation based on the criteria of whether a site is developable and deliverable over the plan period broken down into three five year periods.

- 2.26 The data is illustrated in graphical form in Figure 2 showing by means of the columns, the actual and forecast completion rates. The trajectory illustrates the effect of taking into account the latest objectively assessed housing need figures published in the Government's proposed methodology. The horizontal black line therefore shows the requirement of 590 per annum. It shows that, given the current level of completions forecast for the plan period, the overall number of dwellings for the remainder of the plan period based on 590 will not be achieved. The red line shows the effect of completions each year on the overall plan requirement taking account of the dwellings completed each year to provide a residual figure. The need to review the Local Plan remains paramount.
- 2.27 It should be noted however that the Objectively Assessed Need (OAN) figure is untested and is not automatically a proxy for a final housing requirement in a Local Plan. The Council will have to consider the evidence carefully and take into account whether environmental and policy constraints, such as Green Belt, will have an impact on the final housing requirement. The OAN figure should not therefore be confused with a plan target. The number of dwellings completed, under construction and with outstanding planning permission at 31 March 2019 is shown in Table 15.

Table 15 Number of dwellings completed, under construction and with outstanding planning permission at 31 March 2019

| | Conversion/ Change of Use | Small sites (less than 0.4ha) | Large sites (0.4ha or greater) | Total dwellings – all sites |
|---|---------------------------------|--|---|-----------------------------------|
| Gross Completions (2018-2019) | 157 | 99 | 54 | 310 |
| Losses (2018-2019) | 9 | 12 | 4 | 21 |
| Net Completions | 148 | 87 | 54 | 289 |
| Units under construction | 170 | 246 | 678 | 1094 |
| Units not started on sites under construction | 0 | 0 | 0 | 0 |
| Units with outstanding planning permissions (net) | 313 | 198 | 551 | 1062 |
| Units pending Section 106 agreement (net)* | 0 | 5 | 160 | 165 |
| Total units outstanding | 483 | 449 | 1,389 | 2,321 |

(Source: In house monitoring)

*This figure includes all sites pending S106 agreements which have not been concluded or formally withdrawn.

Table 16 Housing completions (net) by bedroom April 2009-March 2019

| Year | Total Dwellings (Gross) | | | | | Losses (ii) | | | | | Net Completions | | | | | Running Total |
|----------------------|-------------------------|--------------|------------|------------|--------------|-------------|------------|------------|-----------|------------|-----------------|--------------|------------|------------|--------------|---------------|
| | 1 bed | 2 bed | 3 bed | 4 bed | Total | 1 bed | 2 bed | 3 bed | 4 bed | Total | 1 bed | 2 bed | 3 bed | 4 bed | Total | |
| 2009-2010 | 77 | 166 | 26 | 27 | 296 | 2 | 36 | 43 | 4 | 85 | 75 | 130 | -17 | 23 | 211 | 211 |
| 2010-2011 | 70 | 112 | 19 | 11 | 212 | 3 | 21 | 43 | 6 | 73 | 67 | 91 | -24 | 5 | 139 | 350 |
| 2011-2012 | 53 | 91 | 90 | 28 | 262 | 3 | 43 | 52 | 5 | 103 | 50 | 48 | 38 | 23 | 159 | 509 |
| 2012-2013 | 66 | 98 | 38 | 20 | 222 | 2 | 6 | 42 | 2 | 52 | 64 | 92 | -4 | 18 | 170 | 679 |
| 2013-2014 | 66 | 98 | 19 | 15 | 198 | 2 | 2 | 1 | 2 | 7 | 64 | 96 | 18 | 13 | 191 | 870 |
| 2014-2015 | 79 | 172 | 48 | 34 | 333 | 42 | 8 | 8 | 10 | 68 | 37 | 164 | 40 | 24 | 265 | 1,135 |
| 2015-2016 | 89 | 166 | 71 | 29 | 355 | 2 | 6 | 31 | 8 | 47 | 87 | 160 | 40 | 21 | 308 | 1,443 |
| 2016-2017 | 98 | 189 | 50 | 37 | 374 | 6 | 11 | 8 | 2 | 27 | 92 | 178 | 42 | 35 | 347 | 1,790 |
| 2017-2018 | 108 | 111 | 36 | 32 | 287 | 8 | 12 | 6 | 11 | 37 | 100 | 99 | 30 | 21 | 250 | 2,040 |
| 2018-2019 | 164 | 92 | 33 | 21 | 310 | 3 | 4 | 8 | 6 | 21 | 161 | 88 | 25 | 15 | 289 | 2,329 |
| 2009-2019 (i) | 870 | 1,295 | 430 | 254 | 2,849 | 73 | 149 | 242 | 56 | 520 | 797 | 1,146 | 188 | 198 | 2,329 | |

(i) Period covered by the Spelthorne Core Strategy and Policies DPD.

(ii) Losses of residential units (through redevelopment, conversion and to other uses) are accounted for in the year in which a development is commenced on the site.

Density

2.28 From 2009 to 2018 the average density for all completed schemes was 54 dwellings per hectare. It is inevitable that many small sites will fall below the preferred minimum density guideline of 35 dwellings per hectare (dph) set out in Policy HO5. However, the majority of completions have been built at more than 35dph and the number of dwellings completed at densities above 75 dph represents 44% of all completions in the year, a notable increase from last year's figure – see Table 17.

Table 17 Percentage of new dwellings on completed sites between 2009 and 2018 at different density ranges.

| Year | Sites completed in year | Number of dwellings on completed sites | Average density of completed sites | % of dwellings completed at different density ranges | | |
|--------------|-------------------------|--|------------------------------------|--|-------|-----|
| | | | | <35 | 35-75 | >75 |
| 2009-2010 | 40 | 235 | 63 | 3% | 67% | 30% |
| 2010-2011 | 38 | 272 | 64 | 7% | 52% | 41% |
| 2011-2012 | 33 | 260 | 39 | 7% | 89% | 4% |
| 2012-2013 | 38 | 146 | 44 | 18% | 42% | 40% |
| 2013-2014 | 27 | 242 | 55 | 6% | 44% | 50% |
| 2014-2015 | 42 | 307 | 65 | 18% | 11% | 71% |
| 2015-2016 | 28 | 176 | 76 | 6% | 42% | 52% |
| 2016-2017 | 46 | 440 | 51 | 19% | 55% | 26% |
| 2017-2018 | 44 | 296 | 50 | 29% | 27% | 44% |
| Total | 336 | 2,374 | 54 | | | |

Source: In house monitoring

Affordable housing

2.29 The overall provision of affordable housing has declined in recent years (Table 18). Schemes granted planning permission in 2018-2019 year have included a significantly lower proportion of affordable housing (Table 19). A complete schedule of housing completions by sector between April 2009-March 2018 which shows the number of private and affordable units is contained in Appendix 4 Table 21. There is an increasing trend for developers to seek to reduce on-site provision of affordable housing on the grounds of viability and /or to promote off-site provision or an in-lieu financial contribution. A number of larger schemes have recently been granted planning permission with significantly lower proportions of on-site provision than Policy HO3 seeks to achieve. In addition, the conversion of offices to residential under the “prior approval” regime has prevented the negotiation of affordable housing in a significant number of schemes.

2.30 Some £3.9m was been received in 2014/15 and 2017/18 in contributions in lieu of on-site affordable provision. The effectiveness of financial contributions in lieu of on-site provision will need to be closely monitored in the future to ensure that opportunities to increase the supply of affordable housing are maximised. A total of £1m was spent on the Crooked Billet development which secured all 29 units as affordable housing (incl. 9 units secured under the planning permission). In addition there a number of Council projects in the pipeline which will be partly funded from S106 money and these are referred to under the Action Plan Context and Action Plan below.

Table 18 Number of affordable homes provided per year since 2009

| Year | Affordable dwellings completed (gross) | Affordable dwellings lost in year | Affordable dwellings completed (net) | Rent | | Shared Ownership | | Other/not specified | |
|--------------|--|-----------------------------------|--------------------------------------|-------------|------------|------------------|------------|---------------------|----------|
| | | | | Gross units | % | Gross units | % | Gross units | % |
| 2009-10 | 99 | 54 | 45 | 64 | 65 | 35 | 35 | 0 | 0 |
| 2010-11 | 96 | 44 | 52 | 84 | 87 | 12 | 13 | 0 | 0 |
| 2011-12 | 144 | 59 | 85 | 101 | 70 | 43 | 30 | 0 | 0 |
| 2012-13 | 63 | 20 | 43 | 51 | 81 | 12 | 19 | 0 | 0 |
| 2013-14 | 44 | 0 | 44 | 44 | 100 | 0 | 0 | 0 | 0 |
| 2014-15 | 16 | 43 | -27 | 8 | 50 | 8 | 50 | 0 | 0 |
| 2015-16 | 138 | 14 | 124 | 82 | 59 | 56 | 41 | 0 | 0 |
| 2016-17 | 46 | 0 | 46 | 46 | 100 | 0 | 0 | 0 | 0 |
| 2017-18 | 9 | 0 | 9 | 5 | 55.5 | 4 | 44.5 | 0 | 0 |
| 2018-19 | 6 | 0 | 6 | 6 | 100 | 0 | 0 | 0 | 0 |
| Total | 661 | 234 | 427 | 491 | 77% | 170 | 23% | 0 | 0 |

Source: In house monitoring

Table 19 Affordable dwellings granted planning permission 2018-2019

| | Number of sites | Total Dwellings (gross) | Affordable dwellings granted pp | Affordable dwellings as % of all dwellings granted pp |
|--|------------------------|--------------------------------|--|--|
| All schemes | 69 | 998 | 47 | 4.7% |
| Schemes above 15 unit threshold as defined in Policy HO3 | 12 | 812 | 47 | 5.7% |

Source: In house monitoring

- 2.31 The conversion of offices to residential under the “prior approval” regime has prevented the negotiation of affordable housing in a significant number of schemes. In the year to 31 March 2019, 12 applications for prior approval were granted, involving the loss of office floorspace with the provision of 256 dwellings, an increase from 161 dwellings in 2018 but with no affordable housing (Table 20).

Table 20 Prior approval applications granted April 2018-March 2019

| Application No | Address | Date Approved | Number of dwellings | Commenced |
|----------------|---|---------------|---|-----------|
| 18/00606/PDR | 70 Church Road, Ashford | 20/06/18 | 2x1 bed flats | Oct 2018 |
| 18/00739/PDR | 20-22 High Street, Staines | 17/07/18 | 1x1 bed flat | |
| 18/00995/PDO | 5-7 Clarence Street, Staines | 22/08/18 | 5x1 bed flats | |
| 18/00993/PDO | 4 Church Street, Staines | 21/08/18 | 2x1 bed flats | |
| 18/01004/PDO | Units 3 & 4, The Summit Business Park, Hanworth Road, Sunbury | 07/09/18 | 51x1 bed flats 45x2 bed flats 4x3 bed flats | |
| 18/01136/PDO | Strata Technology Ltd, Strata House, Batavia Road, Sunbury | 01/10/18 | 12x1 bed flats | |
| 18/01267/PDO | West Wing, Council Offices, Knowle Green, Staines | 17/10/18 | 8x1 bed flats 13x2 bed flats 4x3 bed flats | |
| 18/01655/PDR | 115 Feltham Road, Ashford | 22/01/19 | 2x1 bed flats | |
| 18/01672/PDO | Heliting House, 5-16 London Road, Staines | 31/01/19 | 47x1 bed flats 6x2 bed flats | |
| 18/01749/PDO | 61-63 High Street, Staines | 12/02/19 | 3x1 bed flats 2x2 bed flats | |
| 19/00102/PDO | HM Revenue & Customs, Forum House, 14 Thames Street, Staines | 27/02/19 | 35x1 bed flats 5x2 bed flats | |
| 19/00063/PDO | 6-8 Wolsey Road, Ashford | 18/03/19 | 7x1 bed flats 2x2 bed flats | |

The Brownfield Land Register

- 2.32 The National Planning Policy Framework (NPPF) requires councils to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. All sites included on the register have been provisionally assessed as meeting the NPPF definition of previously developed land.

2.33 To be included, sites must also meet the following:

- at least 0.25 hectares in size or capable of supporting at least five dwellings;
- "suitable" for residential development;
- the land is "available" for residential development; and
- residential development of the land is "achievable".

2.34 Spelthorne published its Part 1 Brownfield Register in December 2018. The Register provides up-to-date and consistent information on sites that are considered to be appropriate for residential development as long as they meet the criteria set out in Town and Country Planning (Brownfield Land Registry) Regulations 2017. Registers are in two parts, Part 1 comprises all brownfield sites appropriate for residential development and Part 2 those sites granted permission in principle.

2.35 The Part 1 Brownfield Land Register includes sites that have planning permission, or are allocations in the adopted Local Plan. In due course the register will be extended to include relevant sites that have been submitted through Spelthorne's Strategic Land Availability Assessment (SLAA) or appropriate sites which meet the criteria.

2.36 The Brownfield Land Register does not affect the status of sites that already have planning permission or are allocated in the adopted Local Plan for development. The inclusion of other sites on the register does not give them any formal status, or grant permission in principle, or in any sense infer that planning permission will be granted for development. The Brownfield Land Register will be subject to periodic review and through ongoing refinement further sites will be added whilst others may be removed.

The New Local Plan

2.37 The current review of the Council's Local Plan has identified a need to create around 603 housing units each year over the next 15 years. As part of its Issues and Options Consultation in the summer 2018, the Council consulted on four main ways to meet this significant requirement for new housing beyond those sites already identified in the SLAA:

- Brownfield development
- Green belt development
- Staines development
- Combination development

2.38 Following a Sustainability Appraisal and in light of the consultation outcome, the professional opinion was that the fourth option (combination) should be

taken forward, but with additional safeguards to take account of the public's views on loss of Green Belt. This was agreed by Cabinet in September 2018. Within this option, the focus will need to remain very much on realising the considerable latent potential of Staines-upon-Thames (but not to the absolute exclusion of housing development anywhere else in the borough).

- 2.39 The preferred approach is to focus on Staines-upon-Thames as the major residential opportunity area. A Masterplan will then be developed as part of the new Local Plan which will focus in detail on where and how this new development can best be accommodated, in order to ensure we achieve a sustainable solution for the town.

Information Document 3

3. Key challenges

Increasing numbers on the Housing Register: Over the past three years, the number of applicants on the Council's Housing Register has grown by 79%.

Lack of availability of existing affordable housing: In 2017/18 there were eleven applicants for every social housing vacancy.

High rates of statutory homelessness: There is an average of 116 households for whom we have a duty to provide accommodation per year, with one in five households approaching us due to the termination of a private sector tenancy.

High use of emergency and temporary housing for homeless households: The average occupancy of temporary accommodation at the end of each quarter in the four years to 2017/18 was 111 households. See Appendix 3 Table H4. For example, the average cost to the Council to accommodate one homeless household in emergency housing is approximately £6,500 per annum

Increasing affordability issues: ratio of the median house price to the median wage in the area evidences a year-on-year rise over the past four years, with Spelthorne outpacing the ratios for both the South East and England.

Lack of new-build affordable housing: The net increase of provision over the past four years has been just 152 units – an average of 38 per year.

- 3.1 The Capital Strategy also identifies the following issues affecting the housing market in Spelthorne.

The effect of our proximity to London

As well as the evident demand for affordable housing from local residents, there is also considerable pressure from London. The cost of housing in London is even higher than in Spelthorne, and London boroughs are actively placing homeless households from their boroughs into Spelthorne, as well as 'block booking' emergency accommodation facilities within Spelthorne for their homeless people, placing further demand on the already strained private sector.

Heathrow expansion

Another key issue that will have a significant impact on our community is the proposed third runway at Heathrow airport and the major expansion of works which are planned for Heathrow. Work on various parts of the airport and the surrounding infrastructure is likely to go on for a minimum of nine years. This will introduce further pressure as people working on the Heathrow expansion seek to be housed close to their workplace.

Key worker accommodation

Whilst housing affordability is a significant issue in general, it acutely affects key workers, who help to run the essential local services such as schools, hospitals, doctor's surgeries and fire stations. According to Government statistics released in 2016, the latest records available, the mean income for employed households within Spelthorne is £33,500. However, the starting salaries for essential local workers is much less. We know anecdotally that key worker staff are moving further and further away from Spelthorne into Hampshire and Berkshire and commuting to work. This means that when they look for their next promotion they are more likely to look in those areas; this is another factor leading to loss of workforce. Whilst some key workers are being recruited from London, one of the main factors which will keep them in Spelthorne is availability of affordable housing. The Council is seeking to tackle this through our housing company Knowle Green Estates Ltd and look at opportunities within allocated sites for the new Local Plan.

Subsidies

As affordable housing is provided at up to 80% of the market rate, subsidies are essential to make it viable. A private developer who pays market rate for land, finance, supplies and labour has to sell their properties at market rate to make a profit. When Spelthorne Council is acting as the developer, even if there is no profit, it is still difficult to deliver truly affordable housing. Housing for rent can pay for itself over a period of time because of the rental income which it generates. However, the Council needs to be in a position to forward fund such developments and the cost of finance for the acquisition, development and construction stages is prohibitive for councils unless they receive Government subsidy. This is similar to the way Housing Associations operate – having a market rate product to sell and rent, the surplus of which subsidises the affordable elements of their business. The bottom line is that, even with the Government grant funding available through Homes England, affordable housing developments need significant capital investment and cash flow to deliver.

Engagement with Stakeholders

The Spelthorne Issues and Options Consultation Paper took place in May and June 2018 and the consultation response document has been published. A large range of stakeholders were engaged as part of the consultation process including landowners, developers, utility providers and statutory consultees. The Local Development Scheme timetable shows the next stage of consultation on preferred options is anticipated to take place during October and November 2019 with a final round of consultation expected to take place in summer 2010.

Alongside the Issues and Options consultation paper a number of pieces of evidence were published including the Green Belt Assessment Stage one. The Strategic Planning Team met with a significant number of landowners ahead of the publication of this document to make them aware of the key findings related to their site. The team will continue to engage with all stakeholders throughout the production of the Local Plan, including regular contact with landowners and

their agents to ensure the sites that will be allocated will be delivered when anticipated.

Rail access to Heathrow

To date, the government is advancing two new major rail schemes (Western Rail to Heathrow and Southern Rail to Heathrow) to significantly transform rail access to and from Heathrow. The government plans to partly involve the private sector in its financing, delivery and maintenance. It aims to improve access to Heathrow from the south, reduce rail journey times, ease road and passenger congestion, create additional connections, generate economic growth and new jobs and provide an alternative form of transport for passengers, especially people who travel to the airport by car.

Alternatively, the Council has submitted a £375m light rail scheme to Heathrow to the Department of Transport (DfT) as part of its call for ideas on third party funded projects.

Appendix 4

Table 21 Housing completions (net) by sector April 2009-March 2018

| | Total Dwellings (Gross) | | | | Losses (ii) | | | | Net Completions | | | | |
|---------------------|-------------------------|------------|----------|--------------|-------------|------------|----------|------------|-----------------|------------|----------|--------------|---------------|
| Year (Apr-Mar) | Private | RSL | Public | Total | Private | RSL | Public | Total | Private | RSL | Public | Total | Running Total |
| 2009-2010 | 197 | 99 | 0 | 296 | 29 | 56 | 0 | 85 | 168 | 43 | 0 | 211 | 211 |
| 2010-2011 | 116 | 96 | 0 | 212 | 29 | 44 | 0 | 73 | 87 | 52 | 0 | 139 | 350 |
| 2011-2012 | 118 | 144 | 0 | 262 | 43 | 60 | 0 | 103 | 75 | 84 | 0 | 159 | 509 |
| 2012-2013 | 159 | 63 | 0 | 222 | 32 | 20 | 0 | 52 | 127 | 43 | 0 | 170 | 679 |
| 2013-2014 | 154 | 44 | 0 | 198 | 7 | 0 | 0 | 7 | 147 | 44 | 0 | 191 | 870 |
| 2014-2015 | 317 | 16 | 0 | 333 | 25 | 43 | 0 | 68 | 292 | -27 | 0 | 265 | 1,135 |
| 2015-2016 | 217 | 138 | 0 | 355 | 33 | 14 | 0 | 47 | 184 | 124 | 0 | 308 | 1,443 |
| 2016-2017 | 328 | 46 | 0 | 374 | 27 | 0 | 0 | 27 | 301 | 46 | 0 | 347 | 1,790 |
| 2017-2018 | 278 | 9 | 0 | 287 | 37 | 0 | 0 | 37 | 241 | 9 | 0 | 250 | 2,040 |
| 2009-2018(i) | 1,884 | 655 | 0 | 2,539 | 262 | 237 | 0 | 499 | 1,622 | 418 | 0 | 2,040 | |

(i) Period covered by the Spelthorne Core Strategy and Policies DPD.

(ii) Losses of residential units (through redevelopment, conversion and to other uses) are accounted for in the year in which a development is commenced on the site.

Appendix 5

Table 22 Sites under construction at 31 March 2019

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|--|-----------------|--------------------|------------------|----------------|-----------------------------------|--|
| 14/01347 | FUL | Sunlink One, 1-3 Station Road Sunbury | 24/11/14 | 33 | 33 | Nov-15 | 0 | March 2019: Site still under construction. |
| 15/01498 | FUL | 430 Staines Road West Ashford | 04/01/16 | 6 | 5 | Aug-18 | 0 | No response received. |
| 16/00196 | FUL | Land to r/o Imtech House, 33-35 Woodthorpe Road Ashford | 07/06/16 | 26 | 26 | Nov-17 | 0 | June 2019 – Development is close to completion. No delays to construction. |

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|---|-----------------|--------------------|------------------|----------------|-----------------------------------|---|
| 09/00566 | OUT | Former Majestic House site (Charter Square Phase I) High St Staines | 07/06/16 | 260 | 260 | Sep-17 | 0 | June 2019: Site under construction. Work is well advanced on Phase 1A with the delivery of 260 residential units and commercial space scheduled for completion in Spring 2020. |
| 16/01130 | FUL | Shapla Restaurant Russell Rd Shepperton | 07/10/16 | 5 | 4 | Feb-19 | 0 | May 2019: Anticipated completion: end of October 2019. Building was delayed initially due to change in build loan provider and exploring the potential of a bigger build. Increased delays due to response times by the Council. Actions the Council could take to speed up delivery of housing: Apply consideration to improving efficiency (unspecified). (Officer note: applications to discharge conditions and CIL paperwork initially incomplete but have now been resolved). |

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|---|-----------------|--------------------|------------------|----------------|-----------------------------------|--|
| 17/00353 | FUL | HSBC, 47-49 (2nd floor) Church Rd Ashford | 03/07/17 | 8 | 6 | Mar-18 | 0 | May 2019: Site still under construction. Anticipated completion date: Sept/Oct 2019 |
| 17/01028 | FUL | The Bugle Returns Public House, 173 Upper Halliford Road Shepperton | 25/08/17 | 8 | 8 | Feb-18 | 0 | May 2019: Site now occupied (after 31/03/19). |
| 17/01274 | FUL | Brooklands College Church Rd Ashford | 20/12/17 | 357 | 357 | Mar-18 | 0 | May 2019: Social housing component should be delivered within the next year. Anticipated completion of various blocks throughout 2019/2020/2021 with the whole site being complete by Winter 2021. |
| 17/01847 | PDO | Benwell House | 15/01/18 | 33 | 33 | Nov-18 | 0 | May 2019: Conversion work due to take approx. 57 weeks. |

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|--|-----------------|--------------------|------------------|----------------|-----------------------------------|--|
| 17/01143 | FUL | Staines Town Hall Market Square, Staines | 09/02/18 | 13 | 13 | Nov-18 | 0 | No response received June 2019 – Works recently commenced on site |
| 18/00048 | PDO | Old Police Station, 2 London Rd, Staines | 06/03/18 | 14 | 14 | Jun-18 | 0 | March 2019: site nearing completion |
| 18/00094 | RVC | Bridge House Bridge St, Staines | 08/05/18 | 9 | 9 | Jan-19 | 0 | No response received |
| 18/00529 | FUL | Benwell House Green St Sunbury | 26/07/18 | 24 | 24 | Nov-18 | 0 | May 2019: Waiting for site investigation pre-commencement conditions to be discharged. Actions the Council could take to help speed up delivery of housing: Improve the time taken for getting contamination/ground condition related conditions approved. |

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|--|-----------------|--------------------|------------------|----------------|-----------------------------------|---|
| 18/00953 | FUL | Halliford Studios Ltd Manygate Lane Shepperton | 08/11/18 | 24 | 24 | Aug-18 | 0 | May 2019: Site still under construction. Anticipated completion date of all plots: end Feb/May 2020. At present no issues have been identified to delay completion, although there is currently an enforcement issue on the site concerning the boundary wall and the appeal decision has taken longer than anticipated. The relocation of the sub-station has delayed commencement of Plot 1, although good progress has been made with UK Power Network. Action the Council could take to help speed up delivery of housing: Improve the time in agreeing the ground contamination details under the discharge of the pre-commencement planning conditions. |
| 18/01228 | FUL | Ashford Depot Poplar Rd Ashford | 02/01/19 | 37 | 37 | Jan-19 | 0 | No response received |

| Application No | PA Type | Address | Date PP granted | Scheme Gross Total | Scheme Net Total | Date commenced | Number of units completed to date | Comment |
|----------------|---------|---|-----------------|--------------------|------------------|----------------|-----------------------------------|--|
| 18/01293 | RVC | 7-11 Manygate Lane Shepperton | 04/01/19 | 22 | 19 | Jan-18 | 16 | March 2019: site nearing completion |
| 18/01623 | RVC | Imtech House, 33-35 Woodthorpe Road Ashford | 04/02/19 | 50 | 50 | Sep-18 | 0 | May 2019: Completion date anticipated July 2019. Progress has been slow due to delays in planning application approval, building control requirements not being considered in original planning permission and utility provider requirements. |
| 17/01923 | FUL | Charter Square (Phase II) High St Staines | 15/02/19 | 104 | 104 | Feb-19 | 0 | Anticipated commencement on site this summer. |
| 18/01026 | FUL | 62 Church Rd Ashford | 21/09/18 | 5 | 3 | Apr-19 | | March 2019: Site still under construction |

Table 23 Sites with outstanding planning permission at 31 March 2019

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|---|-----------------|-----------|--------------------|------------------|---|
| 16/01883 | PDO | Ellington House, 3 Station Approach Ashford | 19/12/2016 | 0.01 | 8 | 8 | No response received |
| 16/01900 | FUL | 381-385 Staines Road West Ashford | 13/02/2017 | 0.26 | 12 | 10 | No response received |
| 17/00560 | FUL | 55 Woodthorpe Road Ashford | 29/08/2017 | 0.16 | 9 | 9 | May 2019: The cost of implementing the approved permission has put the feasibility of the project into question. Considering other options for developing the site. |

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|--|-----------------|-----------|--------------------|------------------|--|
| 17/00782 | FUL | Headline House Stanwell Road Ashford | 22/09/2017 | 0.09 | 10 | 10 | May 2019: Commencement date unknown. Waiting for conditions to be discharged. Actions the Council could take to speed up delivery of housing: Process discharge of conditions in a timely manner – delay with contaminated land condition. |
| 17/00366 | FUL | Monkey Puzzle House. 69-71 Windmill Road Sunbury | 26/09/2017 | 0.17 | 14 | 14 | June 2019: Reviewing the housing market position. |
| 16/01158 | FUL | 17 – 51 London Road Staines | 30/10/2017 | 1.09 | 253 | 253 | May 2019: Site Sold to Berkeley Homes. Planning application for 474 units refused by Planning Committee in November 2018. An appeal has been lodged and this is due to be heard in November 2019. A revised planning application is due to be considered by the Planning Committee in June 2019. |
| 16/01591 | FUL | Hithermoor Farm, 6 Farm Way Stanwell Moor | 07/11/2017 | 0.86 | 23 | 23 | No response received. |

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|--|-----------------|-----------|--------------------|------------------|--|
| 17/01400 | FUL | Inglewood Hall Green Street Sunbury | 10/11/2017 | 0.20 | 6 | 6 | No response received. |
| 17/01634 | FUL | 42 High St Shepperton | 09/02/2018 | 0.01 | 6 | 6 | May 2019: Developer proposing some amendments to current permission. Unable to confirm any delivery timescales until amendments have been approved. Still in use as an office. |
| 17/01920 | FUL | Land to r/o 7-9 Woodthorpe Road & 5 Station Road/Woodthorpe Road Ashford | 23/02/2018 | 0.04 | 5 | 5 | No response received. |
| 17/00640 | FUL | 524-538 London Rd Ashford | 04/05/2018 | 0.39 | 58 | 55 | No response received. |
| 18/00321 | FUL | Dolphin House, 140 Windmill Road Sunbury | 31/05/2018 | 0.09 | 7 | 7 | May 2019: According to the developer the site is now complete. |

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|---|-----------------|-----------|--------------------|------------------|--|
| 17/01365 | OUT | Renshaw Industrial Estate Mill mead Staines | 27/07/2018 | 0.86 | 275 | 275 | June 2019 – Reserved Matters to be submitted but there is no date yet. Comments on the new link road to the south. |
| 18/00836 | FUL | 20 Bridge St Staines | 30/07/2018 | 0.01 | 8 | 8 | No response received. |
| 18/00995 | PDO | 5 – 7 Clarence Street Staines | 22/08/2018 | 0.01 | 5 | 5 | No response received. |
| 18/00691 | FUL | Jobi Short Lane Stanwell | 07/09/2018 | 0.05 | 5 | 4 | No response received. |
| 18/01004 | PDO | Units 3 & 4, The Summit Business Park Hanworth Rd Sunbury | 07/09/2018 | 0.92 | 100 | 100 | No response received. |
| 18/01026 | FUL | 62 Church Rd Ashford | 21/09/2018 | 0.04 | 5 | 3 | May 2019: Development now under construction |

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|--|-----------------|-----------|--------------------|------------------|---|
| 18/01136 | PDO | Strata Technology Ltd, Strata House Batavia Road Sunbury | 01/10/2018 | 0.08 | 12 | 12 | May 2019: Site sold. Current application 19/00612/PDO with different applicant and agent pending consideration. |
| 18/01267 | PDO | West Wing, Council Offices Knowle Green Staines | 22/10/2018 | 0.06 | 25 | 25 | No response received. |
| 18/01464 | FUL | 62 Kingston Road Staines | 30/01/2019 | 0.05 | 6 | 5 | No response received. |
| 18/01672 | PDO | Heliting House, 5-16 London Rd Staines | 31/01/2019 | 0.04 | 53 | 53 | May 2019: Preparation of the building has begun and the main contract work is scheduled to start 1 July 2019. Completion anticipated end of July 2020. |
| 18/01424 | FUL | The Old Post Office, 1 Knapp Rd Ashford | 07/02/2019 | 0.16 | 14 | 14 | May 2019: The owner of the site is currently in the process of selling the site to a housebuilder and relocating his business. It is anticipated that the site sale should be finalised in the next 6 months. Work on the site is likely to start in about 9 months once all the conditions have been discharged. |

| Application No | PA Type | Address | Date PP granted | Site Area | Scheme Gross Total | Scheme Net Total | Comment |
|----------------|---------|---|-----------------|-----------|--------------------|------------------|---|
| 18/01749 | PDO | 61-63 High St Staines | 12/02/2019 | 0.07 | 5 | 5 | No response received. |
| 19/00102 | PDO | HM Revenue & Customs, Forum House, 14 Thames Street Staines | 27/02/2019 | 0.05 | 40 | 40 | No response received. |
| 18/01282 | FUL | 103 London Road Staines | 07/03/2019 | 0.08 | 9 | 9 | No response received. |
| 18/01533 | FUL | Two Rivers Pub and Restaurant, 43 Church Street Staines | 08/03/2019 | 0.14 | 11 | 11 | Spelthorne is currently processing an application for a non-material minor amendment. |
| 19/00063 | PDO | 6-8 Wolsey Road Ashford | 18/03/2019 | 0.01 | 9 | 9 | No response received. |
| 18/01000 | FUL | Jewson's Moor Lane Staines | PENDING S106 | 0.59 | 36 | 36 | No response received. |

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Planning Committee

21 August 2019



Planning Appeals

List of Appeals Submitted between 12 July and 8 August 2019

| Planning Application / Enforcement Number | Inspectorate Ref. | Address | Description | Appeal Start Date |
|---|----------------------------|---|---|-------------------|
| 19/00530/HOU | APP/Z3635/D/19/323267 1 | 62 Wheatsheaf Lane Staines-upon-Thames TW18 2LR | Erection of a detached single storey outbuilding at the rear to be used as a residential annex. | 17/07/19 |
| 19/00029/ENF | APP/Z3635/C/19/322550 1 | 22 Willowbrook Road, Stanwell, TW19 7AB | Erection of a detached single storey outbuilding at the rear to be used as a residential annex. | 02/08/19 |

Appeal Decisions Received between 12 July and 8 August 2019

| | |
|---------------------------|---|
| Site | Land To The East Of Moor Lane Staines-upon-Thames |
| Planning Application No.: | 18/01372/FUL |
| Proposed Development: | Erection of barn for agricultural use to house animals, erection of 2m boundary fence |

| | |
|------------------------------|---|
| Reason for Refusal | <p>1. The proposal represents inappropriate development in the Green Belt for which no very special circumstances have been demonstrated. It will result in the site having a more urban character, will diminish the openness of the Green Belt and conflict with the purposes of including land within it. Furthermore, the proposal is considered to harm the rural character and appearance of the area. The proposal is therefore contrary to Saved Local Plan Policy GB1, Policy EN1 of the Core Strategy and Policies DPD 2009 and Section 13 (Protecting Green Belt Land) of the Government's National Planning Policy Framework 2018.</p> <p>2. The submitted Flood Risk Assessment (FRA) does not comply with the requirements set out in paragraph 163 of the National Planning Policy Framework (NPPF) and does not provide a suitable basis for an assessment to be made of the flood risk arising from the proposed development contrary to Policy LO1, of the Spelthorne Core Strategy and Policies Development Plan Document (Feb 2009), the Supplementary Planning Document on Flooding 2012 and the NPPF 2018.</p> |
| Appeal Reference: | APP/Z3635/W/19/3222411 |
| Appeal Decision Date: | 05/08/19 |
| Inspector's Decision | The appeal is dismissed. |
| Inspector's Comments: | <p>The Inspector considered that the main issues were whether the proposal would be inappropriate development in the Green Belt, the effect on the character of the area and flooding.</p> <p>He was satisfied that the proposed development would involve an agricultural building and as such it would not be inappropriate development in the Green Belt and would not be regarded as harmful to either the openness of it or the purposes of the Green Belt.</p> <p>In terms of character and appearance, the Inspector noted that the site was a verdant plot which related to the generally undeveloped and rural appearance of the surrounding area. He stated that the development would involve the erection of a sizable building which would, <i>'...have a significant and imposing effect on the public realm. Accordingly, it would appear as an incongruous feature that would be out of character.'</i> He also described the fencing as more akin to a high security commercial fencing than agricultural boundary treatment and noted that it would be highly visible from the public realm, and would be, <i>'...an intrusive and dominating feature that would harm the rural character and undeveloped appearance of the site and surrounding area.'</i> He concluded that the</p> |

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| | <p>proposed development would harm the character and appearance of the surrounding area contrary to Policy EN1.</p> <p>In regards to flooding he noted that the proposed voids did not indicate that the development was acceptable with regards to flooding. He concluded that the proposed development would not be suitably located in relation to flood risk contrary to Policy LO1.</p> |
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|----------------------------------|--|
| Site | 48 Feltham Road, Ashford |
| Planning Application No.: | 18/01730/FUL |
| Proposed Development: | Erection of a part single storey, part two storey side extension and subdivision of the plot to create an additional self-contained, one bedroom dwelling with associated parking and amenity space. |
| Reason for Refusal | The proposed development in terms of design, scale and location is considered to be visually obtrusive and out of keeping with the character of the area and fails to make a positive contribution to the street scene. Furthermore, the proposal represents an overdevelopment of the site with inadequate amenity space, insufficient parking provision, and poor standard of amenity for future occupiers. The proposal is therefore contrary to adopted policies CC3 and EN1 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document (February 2009), the Supplementary Planning Document on the Design of Residential Extensions and New Residential Development 2011, and the Council's Parking Standards Supplementary Planning Guidance (September 2011). |
| Appeal Reference: | APP/Z3635/W/19/3224609 |
| Appeal Decision Date: | 02/07/19 |
| Inspector's Decision | The appeal is dismissed. |
| Inspector's Comments: | <p>The Inspector considered there were three main issues;</p> <ul style="list-style-type: none"> • Character and appearance of the surrounding area; • living conditions of existing occupants, with a particular regards to amenity space for the first floor flat; and • Highway safety, with particular regard to off-street parking. |

| | |
|--|---|
| | <p>On the character/appearance issue the Inspector noted that the built form is generally well spaced with clear gaps providing visual separation. The proposal would be a significant addition and an incongruous feature which would not be subordinate to the main dwelling. It would significantly reduce the gap and visual spacing between the buildings.</p> <p>On the second issue, the existing living conditions, the Inspector noted that the proposal would lead to the existing first floor flat having no access to outdoor space which the Inspector considered conflicted with policy EN1 and the NPPF.</p> <p>The proposal would result in a shortfall of 2 parking spaces. However, the Inspector noted that the site was 800m from Ashford town centre and is relatively accessible by foot to the town centre's services and facilities. He also commented that there were a number of bus routes close by and a railway station within walking distance. The development would also provide cycle parking. The Inspector recognised that the surrounding area may be heavily parked at times but commented that there was some on-street parking availability within reasonable walking distance of the site. He concluded that the development would not harm highway safety.</p> |
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|----------------------------------|---|
| Site | McDonalds 554 London Road Ashford TW15 3AE |
| Planning Application No.: | 18/01106/RVC |
| Proposed Development: | Variation of condition no. 21 of planning approval 13/00451/FUL for the erection of a freestanding two storey restaurant with associated drive thru lane, parking and landscaping and installation of customer order display and canopy to allow the restaurant to open for 24 hours a day, seven days a week. |
| Reason for Refusal | The proposed extension of the opening hours are considered to give rise to an unacceptable degree of noise and disturbance in the early hours of the morning that would be detrimental to the living conditions of adjoining residents, contrary to Policy EN1 of the Spelthorne Core Strategy and Policies Development Plan Document (2009). |
| Appeal Reference: | APP/Z3635/W/18/3217395 |

| | |
|------------------------------|---|
| Appeal Decision Date: | 02/07/2019 |
| Inspector's Decision | The appeal is allowed |
| Inspector's Comments: | <p>The Inspector considered that the main issue was the effect that varying the condition would have on the living conditions of nearby occupiers, with particular regard to noise and disturbance.</p> <p>The appellant's Noise Impact Assessment (NIA) included a Premises Noise Management Plan (PNMP) which establishes good practice procedures to be put in place to reduce the risk of any potential impact of residential amenity resulting from the increase of opening hours. The Inspector noted that the Council acknowledged the NIA but considered that more weight should be placed on a more subjective, holistic assessment and the weight of opinion of local residents. The Inspector also stated that the technical evidence was limited and significantly, the Council's Environmental Health Officer, a statutory consultee, raised no objection to the proposal with regard to noise and other impacts.</p> <p>The inspector concluded that the disputed condition was neither necessary nor reasonable and he allowed the appeal.</p> |

Future Hearing / Inquiry Dates

| Council Ref. | Type of Appeal | Site | Proposal | Case Officers | Date |
|---------------------|-----------------------|--|---|-------------------------------------|---------------------------|
| 18/01101 /FUL | Inquiry | 17 - 51 London Road Staines-upon-Thames TW18 4EX | Erection of six buildings to provide 474 residential homes (Class C3) and flexible commercial space at ground and first floors (Class A1, A2, A3, B1, D1 or D2) car parking, pedestrian and vehicular access, landscaping and associated works. | Russ Mouny/ Matthew Churchill | 05/11/19 7 day Inquiry |
| 15/00048 /ENF | Inquiry | 5 New Park Road, Ashford, TW15 1EG | The unauthorised change of use of the land for a caravan site and the siting of a caravan which is being used as a self-contained unit of accommodation. | Lynsey Tracey/ Matthew Churchill | TBC |

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