

# Planning Committee

18 September 2019



<b>Application No.</b>	19/00815/FUL		
<b>Site Address</b>	White House, Kingston Road, Ashford. TW15 5SE		
<b>Proposal</b>	Erection of 27 bed and 4 flat hostel with associated parking, servicing and landscaping		
<b>Applicant</b>	Spelthorne Borough Council		
<b>Ward</b>	Staines South		
<b>Call in details</b>			
<b>Case Officer</b>	Russ Mounty		
<b>Application Dates</b>	Valid: 12.06.2019	Expiry: 11.09.2019	Target: Under 13 weeks Extension of Time agreed
<b>Executive Summary</b>	<p>The proposal seeks to provide a 31 bed homeless hostel for single people on the site of the former White House, adjacent to the Council depot, on Kingston Road. The building would be managed for Spelthorne Borough Council by the Salvation Army.</p> <p>The proposed hostel use is a <i>sui generis</i> use meaning it does not fall within a specific use class of the Town and Country Planning (Use Classes) Order 1987 (as amended), and specifically is not considered to be a residential use. As such the Council's policies that apply to residential development are not applicable to this specific development.</p> <p>The site is previously developed land and located within the defined existing residential area, with approximately 8m<sup>2</sup> of the access road within the Green Belt. Notwithstanding the encroachment into the Green Belt, the principle of development on this site is acceptable.</p> <p>The Council's Housing Options service has demonstrated that there is a need for this facility within the Borough and that it meets local and national objectives.</p> <p>The design incorporates elements of the surrounding residential development, but is not set within the Kingston Road or Ashford Road street scenes. As such it is considered that the redevelopment could reasonably create its own distinct identity, where scale, height and proportions allow a level of flexibility.</p>		

	<p>As a <i>sui generis</i> use there is no specific requirement for amenity space. However, the proposal allows for 125m<sup>2</sup> of amenity space to the rear of the building, which is considered appropriate.</p> <p>The proposed building would be approximately 26m from the boundary of the closest property, Little Dreams Day Nursery (393 Ashford Road). The distances between the proposed building and adjoining residential properties, together with the orientation of buildings would limit opportunities for overlooking and would not result in a material loss of privacy for any neighbouring occupiers.</p> <p>The proposed parking provision is below that identified in the Council's SPG, but complies with the reduction for single person accommodation. The TRICS data supports a parking reduction and because the proposal is a <i>sui generis</i> use, any alternative use would require a planning application.</p> <p>The traffic generation from the proposed development has been shown to be minimal and likely to have no material impact on the safety of the existing road network.</p> <p>The encroachment of approximately 8m<sup>2</sup> of the access road into the Green Belt is not inappropriate development.</p> <p>The proposal meets the planning requirements set out in national and local policies and is recommended for approval subject to conditions.</p>
<b>Recommended Decision</b>	This 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 Development Plan Document (CS&P DPD) 2009 are considered relevant to this proposal:

- SP1 Location of Development
- LO1 Flooding
- SP2 Housing provision
- HO1 Providing for New Housing Development
- H05 Density
- SP5 Meeting Community Needs
- CO1 Providing Community Facilities
- SP6 Maintaining and Improving the Environment
- EN1 Design of New Development

- EN3 Air Quality
- EN11 Development and Noise
- EN15 Development on Land Affected by Contamination
- CC1 Renewable Energy, Energy Conservation and Sustainable Construction
- CC2 Sustainable Travel
- CC3 parking Provision

1.2 It is also considered that the following Saved Local Plan Policy is relevant to this proposal:

- GB1 Green Belt

1.3 The site is included within the 2018 Strategic Land Availability Assessment (SLAA), and this evidence has informed the Issues and Options that are currently under consultation. The SLAA is a live document, and since the initial publication of the draft report amendments have been made to take account of updates and to increase land supply in the Borough.

1.4 The White House (SS1/002) was identified in the SLAA as having the potential for a flatted development providing up to 55 dwellings.

1.5 However, it should be noted that the SLAA does not allocate housing sites, it identifies potential for housing on sites within the Borough.

1.6 Also relevant is the Council's Supplementary Planning Document (SPD) on the Design of Residential Extensions and New Residential Development, 2011, the Supplementary Planning Guidance (SPG) on Parking Standards and the National Planning Policy Framework 2019 (NPPF).

1.7 Although this report has had regard to both housing policies and the Council's SPD, it should be noted that the proposed hostel is a *sui generis* use not a residential use and any weight of those policies has been balanced accordingly.

## 2. Relevant Planning History

18/00061/DEM	Prior approval for the method of demolition of the White House building and restoration of the site.	Prior Approval Not Required 08.02.2018
99/00341/DE3	Redevelopment of site for a Council Depot including new workshop, office building and parking (part details pursuant to outline approval PA/98/0613	Approved 28.07.1999

98/00613/OUT	Redevelopment of site for a Council Depot including erection of a workshop, storage building, ancillary accommodation and parking (Outline).	Approved 14.12.1998
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### 3. Description of Current Proposal

- 3.1 The site is located adjacent to the White House Council Depot at the eastern end of Kingston Road. It comprises an area of 0.16 hectares ( $\pm$  0.39 acres), with the former White House, a two storey residential property, now demolished.
- 3.2 The proposal is to erect a 4 storey building, approximately 14.6m in height, with a footprint of 348m<sup>2</sup>. It is proposed to be constructed in red brick under a dual pitch, fibre slate roof.
- 3.3 The proposed building would be located to the north of the site, fronting the access to the Council depot. The land to the south of the site, shown edged in blue, is partially located within the designated Green Belt.
- 3.4 The accommodation proposed comprises a reception area, administration facilities, interview and counselling space, IT/training suite, 6 clusters of en-suite 1 person, 1 bed units with shared kitchen / living areas totalling 27 units and 4 one bed flats on the third floor to provide independent living opportunities.
- 3.5 The application proposes a new access to Ashford Road with access to parking at the rear of the building, together with amenity space and a bin store. An energy centre and substation would be provided in a building to the south of the proposed hostel, adjacent to the proposed access road.
- 3.6 The energy centre would be a single storey brick building with a flat roof, housing a Combined Heat and Power (CHP) plant and a substation.

### 4. Consultations

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

Consultee	Comment
Surrey Police North Division Crime Prevention Design Advisor	No objection subject to condition / informative.
Southampton to London Pipeline Project	No comment.
County Highway Authority	No objection subject to conditions.
Environmental Health (Contaminated Land and Dust)	No objection subject to conditions.
Environmental Health (Noise)	No objection subject to conditions.

Environmental Services (Renewable Energy)	No objection to the installation of the CHP plant.
Housing Strategy	No comments.
Neighbourhood Services (Waste Collection)	No objection.
Staines Town Society	Welcomes the application, but considers the appearance bare and utilitarian. The distance to facilities in Ashford is realistically 25 minutes. Inadequate bike parking provision.
Tree Officer	No objection.
Thames Water	No objection.
Lead Local Flood Authority (SUDS)	No objection subject to conditions.

## 5. Public Consultation

- 5.1 When a Local Planning Authority has received a planning application, it will undertake a period of consultation where views on the proposed development can be expressed from third parties. The formal consultation period will normally last for 21 days (Bank Holidays will vary this timescale), and the Local Planning Authority will identify and consult a number of different stakeholders.
- 5.2 For developments of this type a site notice must also be displayed and a notice published in a newspaper circulating in the locality. For most planning applications the adjoining properties are sent a notification letter.
- 5.3 The proposed development was publicised by a planning site notice on the site hoarding and in the Surrey Advertiser on 21 June 2019. In addition, despite there being no adjoining properties to the site, neighbour notification letters were issued to housing in close proximity (opposite) to the site. The Council's website has also made it clear the Planning Department will welcome all comments up to the decision date.
- 5.4 A total of 180 letters of representation have been received, including multiple letters from 22 addresses, objecting to the proposal on the following grounds:
- Insufficient infrastructure
  - Too many flats being constructed in the Borough
  - Noise and disturbance
  - Design is out of keeping with the surrounding area
  - The building would blight adjacent land for housing development
  - Doctors facilities are already over stretched
  - Increased traffic
  - Impact on drainage
  - Safety of residents
  - Loss of privacy
  - Out of scale
  - Overdevelopment
  - Overbearing
  - Homes will not be affordable

- The junction with Kingston Road is unsuitable for more traffic
  - No facilities in close proximity
  - Proximity to local schools
  - Proximity to Council Depot
  - Frequent road accidents
  - Insufficient visitor parking
  - Inadequate parking provision
  - Inadequate amenity space on site
  - Location not suitable for a residential property
  - Loss of property value
  - No sense constructing a residential property next to a refuse collection depot
  - Loss of trees
  - Loss of green space
  - The site smells bad, which would be a poor environment for residents
  - There is adequate space to expand the facility in the future (Blue Line)
  - The Esso pipeline, Fire Station and Brett Aggregates have already caused disruption
  - The use does not conform with the Health and Safety at Work Act 1974
  - Occupants should be near town for employment possibilities
  - Contrary to Policy SP6, EN1, HO5, LO1, EN11 and Supplementary Planning Document: Design of Residential Extensions and New Residential Development
  - Inadequate amenity space
  - Inadequate communal space
  - Increased misuse of community recycling bins
  - Risk to council depot and vehicles
  - Too many people in an HMO
  - No requirement for an education centre within the proposal
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- Inadequate consultation with the local community
  - Inadequate consultation period
  - Due to size, occupancy and use of the facility, the application should have been open to public consultation
  - Sequential test for the other Council owned sites also apply to this one
  - The provision of short term accommodation would result in high turnover and the potential for residents not being comprehensively vetted
  - Transport statement included incorrect facts about bus routes
  - Design and Access statement is inaccurate
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- Application shows that occupants will be past offenders with other having mental health, drug and alcohol issues.
  - Residential area is not suitable for a bail hostel
  - Type of people living at the hostel
  - Feeling of being threatened and vulnerable
  - Potential rise in crime
  - Residents will use the park in an unsociable manner
  - This is a high risk section of society who are well documented to be disproportionately involved in criminality and anti-social behaviour

- Surrey County Council dumping homeless people in Spelthorne
- Money could be better spent on education
- The site is close to the nursery, scout hut, tennis club and park
- There is no need for more hostels, bail houses or halfway houses in the area
- Increase in anti-social behaviour
- Imtech House already provides this facility
- There is an existing hostel close by
- With the Brooklands development providing housing for low incomes, there is no requirement for this type of development
- The hostel will not be managed and secured 24 hours a day
- The hostel will serve no real purpose or benefit to the local community
- The Salvation Army are less regulated than the Council, with potential safeguarding issues missed
- Local facilities are on the 'Royal Estate' which is already a hotbed of criminality and drug abuse
- Ashford already bears its fair share of social community issues

5.5 The have also been 8 letters of support on the following grounds:

#### Support

- Great idea.
- Good to see action for these vulnerable groups
- Fully support any measures which seek to improve the offer to this client group
- The location of the hostel is ideally situated close to transport links and amenities.
- The Salvation Army has a commendable track record of delivering successful homeless schemes across the country.

5.6 The LPA has also received 13 complaints regarding the planning application process. However, these have dealt with a stage 1 complaints under the Council's Complaints Procedure as they are service complaints about how the Council as landowner has dealt with the proposal for the White House, rather than about the planning application process.

## **6. Planning Issues**

- Hostel Use
- Principle of Development
- Need for a Hostel
- Design, Height and Appearance
- Unit Size
- Amenity Space
- Impact on Existing Residential Dwellings
- Traffic
- Access
- Parking
- Green Belt
- Flooding
- Surrey Police

- Anti-social Behaviour
- Fear of Crime
- Contaminated Land
- Air Quality
- Renewable Energy
- Waste and Recycling
- Lighting
- Noise
- Affordable Housing
- Infrastructure Improvements
- Travel Plans
- Density
- Consultation Process
- Other Issues

## 7. Planning Considerations

### Hostel Use

- 7.1 The planning use of a hostel is a *sui generis* use, meaning it does not fall within any specific use class in planning terms. When no use classes order category 'fits', the use of the land or buildings is described as *sui generis*, which means 'of its own kind'. It is not considered to be a residential use within Class C of the Town and Country Planning (Uses Classes ) Order 1987 (as amended) and, in this particular case, is not determined to be within the C1: Hotels and hostels Use Class, since this refers to hotels, boarding and guest houses where occupants receive no significant element of care.
- 7.2 The use is not considered to be either affordable housing or a house in multiple occupation (HMO), which are in the Class C use class or *sui generis* for HMO's over six occupants, and would have no permitted development rights.
- 7.3 The proposed hostel represents a type of supported accommodation which is for people who may need support with everyday tasks to help them live in their own accommodation. People who may have multiple or complex needs, as indicated in this application, are likely to require longer-term housing provision with assistance, and occupants are likely to exceed the typical period of less than 6 months in a standard homelessness hostel.

### Principle of Development

- 7.4 The site comprises the former White House, a residential property, demolished under a prior approval for the method of demolition (18/00061/DEM). This was an early nineteenth century, two and half storey house under a slate hipped roof. Its demolition was determined not to require planning permission.
- 7.5 Policy SP1 of the CS&P DPD refers to the location of all new development being within the existing residential areas. This site is within the defined



existing residential area, as shown on the Adopted Proposals Map, Development Plan Document (Adopted December 2009).

- 7.6 The site is previously developed land, as defined in the NPPF 2019, being land which was occupied by a permanent structure. Therefore the principle of the development of the site is acceptable in planning terms. It should be noted, however, that part of the site, where the access road is located, falls within the Green Belt. This is assessed under the Green Belt section later in this report.

#### Need for a Hostel

- 7.7 Policy SP5 of the CS&P DPD relates to meeting community needs through the provision of community services and facilities.
- 7.8 Paragraph 92 of the NPPF refers to the provision of social facilities and services, amongst others, that the community needs.
- 7.9 The Homelessness Reduction Act 2017, introduced in 2018, placed additional new statutory duties on Local Authorities and Councils, including Spelthorne, to prevent and relieve homelessness. This included placing a statutory duty on Councils to support some people who previously would not have qualified for support. At the same time, the Government released a Rough Sleeping Strategy which set ambitious targets of halving rough sleeping by 2022 and eliminating it completely by 2027.
- 7.10 The Council's Housing Options service currently has a caseload of 290 households, approximately 88 of which are single people, including those owed a statutory re-housing duty. Homeless clients come from all different backgrounds and have varying degrees of need, and the Housing Options service has indicated that they may include:
- Young people aged 16 to 17
  - Older people
  - Care leavers
  - Physical ill health
  - Mental ill health
  - Learning disability
  - History of abuse (domestic, sexual, etc.)
  - Drug and/or alcohol dependency
  - Offending history and/or institutionalisation
  - Rough sleepers
- 7.11 From the existing caseload, the proposed development would provide for the Council's main service provision for single homeless people, including those with multiple and complex needs, meaning those who are most vulnerable, allowing the Council to better meet the needs of clients who are rejected from the limited existing supported accommodation vacancies.
- 7.12 The applicant has indicated that the proposed hostel would be constructed by Spelthorne Borough Council and leased at a peppercorn rent to Salvation Army Housing Association (SAHA), for 15 years. SAHA would then

subcontract The Salvation Army, their charity arm, to carry out the housing management and support services for residents. The Council would receive exclusive nomination rights to vacancies ensuring that the proposal meets the needs of the borough.

- 7.13 Despite a number of the consultation responses which disagree with the scope of the required community services and facilities, the Council's Housing Options service can justify a requirement for a hostel within the Borough to serve its existing needs.
- 7.14 This proposal would therefore address the statutory duties placed on the Council in respect of the Homelessness Reduction Act and provide a facility required in Spelthorne.
- 7.15 From a planning perspective there is no specific requirement for the applicant to demonstrate need for a hostel on this site, but its provision would address Policy SP5 of the CS&P DPD and the provision of social facilities and services in respect of the NPPF.

#### Design, Height and Appearance

- 7.16 Paragraph 124 of the NPPF refers to achieving well designed places and advises that good design is a both a key aspect of sustainable development and helps make development acceptable to communities.
- 7.17 Paragraph 130 advises that poor design should be refused where it does not take opportunities to improve the character and quality of an area or the way it functions. Conversely, where design accords with local plan policies, design should not be used as a reason to object to development.
- 7.18 Policy SP6 of the CS&P DPD seeks to maintain and improve the quality of the Borough's environment, including, by ensuring the design and layout of new development incorporates the principle of sustainable design, creates an inclusive and secure environment, has its own identity and respects the environment of the area in which it is located.
- 7.19 Policy EN1 of the CS&P DPD requires a high standard of design and layout for new development. Notwithstanding that the proposed use is *sui generis*, the policy is supported by the Supplementary Planning Document on the 'Design of Residential Extensions and New Residential Development'
- 7.20 The Design and Access (D&A) statement provides an explanation as to reasons behind the design and layout of this particular development.
- 7.21 The D&A statement refers to the local character as being predominantly residential with a wide range of dwelling types, ranging from 1 to 3 storeys. However its immediate context is the Council depot and the junction of Kingston Road and Ashford Road. It is located at the end of both Kingston and Ashford Roads and is dislocated from the residential development of both. In addition, it has no realistic connection, either physically or visually with Fordbridge Road or the fire station on the A308.

- 7.22 The D&A also suggests that the layout will afford a high quality internal environment, which it appears to do, and that the upper storeys are designed to a domestic scale, seeking to reflect the residential building scales found locally. However, the building incorporates an over-height ground floor (2.7m) with deep floor voids (0.675m) and a deep ceiling void (0.895m), to carry mechanical and engineering requirements for the development.
- 7.23 Although this alters the façade proportions, the applicant has included a canopy detail at ground floor, with the entrance defined, and spandrel panels above the windows to provide vertical emphasis and mitigate the façade proportions. The current design has also sought to reduce the ridge height by reducing internal voids where possible, without compromising the roof pitch.
- 7.24 The design of the building provides for activation and surveillance of the street and the junction. The internal layout provides for secured access, separate active, education and assistance space at the north-east of the building and clustered accommodation around communal spaces.
- 7.25 The height of the proposed building, at four storeys, would make it taller, than the typical residential development on either Kingston Road or Ashford Road. However, the site is not set within the street scene of either Kingston or Ashford Roads and can reasonably be considered as an independent development, creating its own distinct identity.
- 7.26 The building's appearance is proposed in red brick to reflect the general residential character of surrounding properties. The metal clad canopy defines the ground floor and highlights the building entrance. The large format windows with spandrel panels provide vertical emphasis to the facade with the recessed openings creating additional articulation and interest to the façade proportions. Given its location and its street scene setting, the building can accommodate these elements, which are not typical of the surrounding residential development, and create an identity for this particular building.
- 7.27 Whilst LPA acknowledges that representations have been made stating that the D&A is inaccurate, its purpose is to explain how the proposed development is a suitable response to the site and its setting. The LPA has assessed the D&A and attributed appropriate weight in considering the proposal.
- 7.28 The proposal is neither residential, nor commercial, but uses design elements of both to create its own distinct identity. On balance, it is considered that the design, height and appearance is appropriate for this particular building in this specific location.

#### Unit Size

- 7.29 The National Technical Housing Standards - nationally described space standards (HTHS) provides for internal space within new dwellings at a defined level of occupancy. The requirements of the standard for bedrooms, storage and internal areas are relevant only in determining compliance with the standard in new dwellings and have no other statutory meaning or use.

- 7.30 The Council also has its own standards, detailed in Appendix 4 of the Design of Residential Extensions and New Residential Development SPD, which reflect the NTHS.
- 7.31 Under the technical requirements of the NTHS, in order to provide one bed space, a single bedroom should have a floor area of at least 7.5m<sup>2</sup> and a width of at least 2.15m.
- 7.32 Notwithstanding that the NTHS do not apply to the proposed development because it is a *sui generis* use, not a residential use, the proposed rooms exceed the requirement providing a minimum floor area of approximately 13m<sup>2</sup> and a minimum width of 3.25m.
- 7.33 Each cluster of 5 rooms has a communal kitchen, dining and living area of 32m<sup>2</sup>. For comparison and notwithstanding that the Council's 'Landlords' guide to standards for houses in multiple occupation (HMO)' does not apply since this is not an HMO, the minimum kitchen, living, dining room space is 18m<sup>2</sup> for 3-5 people.
- 7.34 The proposed room sizes are consistent with requirements from Homes England, who has confirmed to Housing Options service, that compliance with the NTHS would be acceptable for this development.
- 7.35 The proposal can therefore be reasonably considered to provide an adequate standard of living accommodation for future residents.

#### Amenity Space

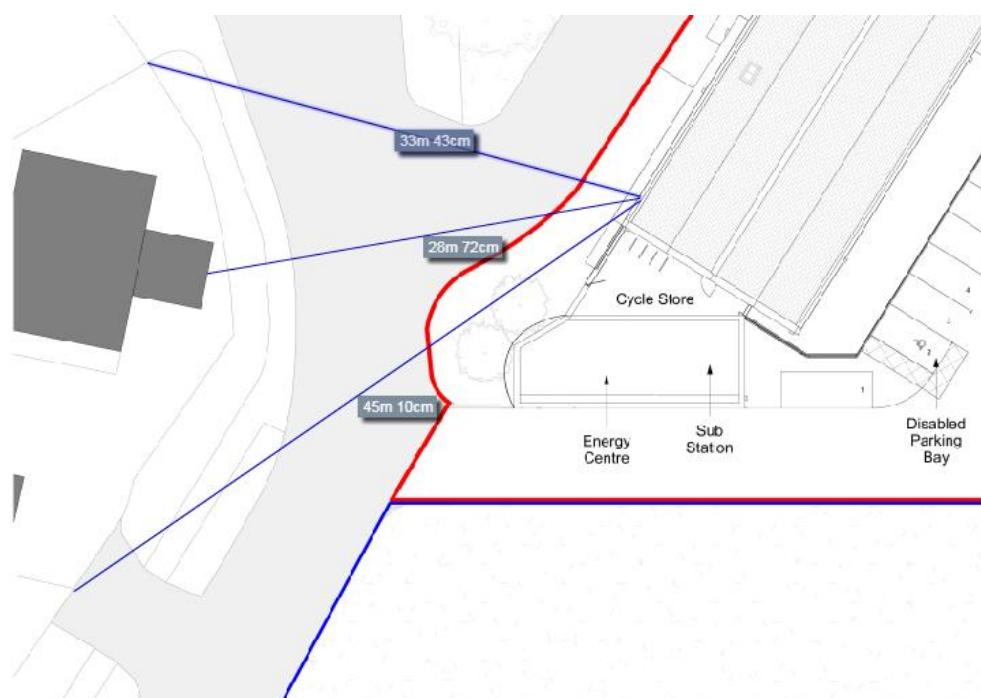
- 7.36 Notwithstanding that the proposed hostel is a *sui generis* use and not a residential use under the Town and Country Planning (Use Classes) Order, the Council's SPD Design of Residential Extensions and New Residential Developments sets out minimum garden areas expected for resident development. For flats or 1 bedroom dwellings the requirement is 35m<sup>2</sup> for the first five units, 10m<sup>2</sup> for the next five units and 5m<sup>2</sup> thereafter.
- 7.37 If this proposal was for self-contained flats, the requirement would be 280m<sup>2</sup>. However, these are not self-contained flats and as a *sui generis* use there is no requirement in the CS&P DPD or the Council's SPD for any specific level of amenity space.
- 7.38 The proposal indicates approximately 125m<sup>2</sup> of amenity space to the rear of the building, which allows residents access to protected external space within the site.
- 7.39 Given the nature of the proposed use, the provision of the proposed amenity space within the site appears reasonable and appropriate.

#### Impact on Existing Residential Dwellings

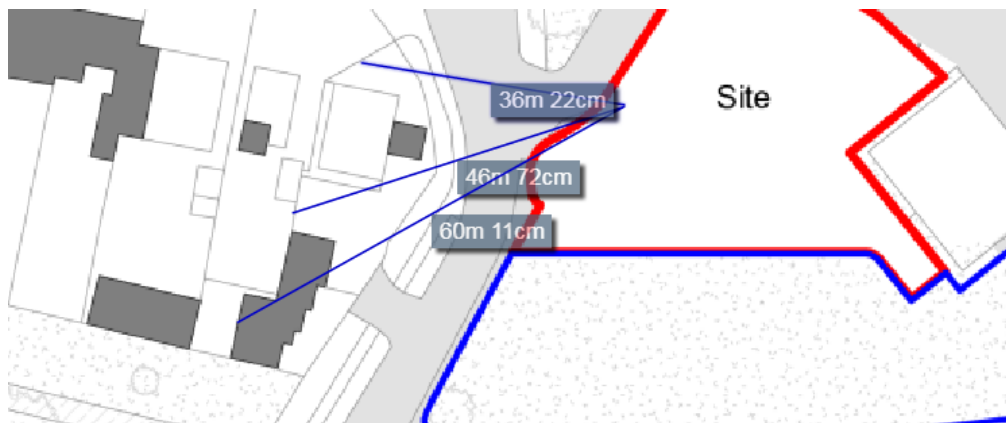
- 7.40 Policy EN1 (b) requires that new development '*achieves a satisfactory relationship to adjoining properties avoiding significant harmful impacts in*

*terms of loss of privacy, daylight, sunlight, or overbearing effect due to bulk, proximity or outlook.'*

- 7.41 The Supplementary Planning Document (SPD) on the 'Design of Residential Extensions and New Residential Development' sets out various distance criteria to assess the impact on privacy and daylight on surrounding residential properties. Although it should be noted that these criteria relate to a maximum of three storeys and do not specifically address hostel developments, it provides for an assessment of the impact of development on existing dwellings.
- 7.42 The SPD does also recognise that as stated at para.3.6:  
*'...most developments will have some impact on neighbours. The aim should be to ensure that the amenity of adjoining occupiers is not significantly harmed...'*
- 7.43 The block plan shows that the closest window within the proposed development, for the units on the south west corner, would be 28m from the single storey extension on the Little Dreams Day Nursery and 32m from the window to the teaching room on the first floor and studio window on the second floor.



- 7.44 If it were possible to obtain a view to the rear garden of 364 Kingston Road, which is currently blocked by the Little Dreams Day Nursery, the distance to the boundary would be in excess of 45m. Likewise to view the rear garden of 391 Ashford Road, which would currently be blocked by the residential building itself (391), the distance would be in excess of 60m.



- 7.45 The block plan also shows that the closest window within the proposed development, for the units on the north west corner, would be 38m from the park boundary and over 40m from the closest property boundary in Kingston Road.
- 7.46 The distances exceed those recommended distances in the SPD and avoid significant harmful impacts in terms of loss of privacy, daylight, sunlight, or overbearing effect because of distance and specific circumstances.

#### Parking

- 7.47 Policy CC3 of the CS&P DPD requires the provision of appropriate off-street parking in development proposals in accordance with its maximum parking standards.
- 7.48 The SPG on Parking Standards expresses the requirement as a 'maximum', reflecting Government guidance, but local evidence supported a 'minimum' requirement for residential development. Notwithstanding that the proposal is a *sui generis* use, the requirement for a single person residential hostel is identified in the SPG as requiring 1 space per 2 residents. The SPG however also acknowledges that a reduction of the parking requirements will be allowed where units are specifically designed for single person accommodation.
- 7.49 The applicant's Planning Statement refers to liaison with the Salvation Army, which has confirmed that there is no parking requirement for residents. Part of the agreement between the Salvation Army and their clients is a restriction on their clients having cars at the site.
- 7.50 The LPA acknowledges the Salvation Army's operational requirements. However the LPA is concerned with the proposed use and cannot control the operator.
- 7.51 Notwithstanding the conflict between the SPG and the *sui generis* use, the SPG would require 16 parking spaces as a minimum, although this could be reduced as the proposal is specifically designed for single person accommodation.

- 7.52 Given the flexibility of the SPG in relation to specifically designed, single person accommodation, census data in respect of small units and car ownership and Government decisions in relation to parking provision, the provision of 9 spaces for this development is considered to be acceptable.
- 7.53 The hostel, as a *sui generis* use, could not be put to another use without planning permission and consideration of the parking requirement for potential alternative uses is therefore not relevant.
- 7.54 There is scope to encourage alternative means of transport. However given the proposed use and operational requirements a travel plan approach is considered not to be appropriate.
- 7.55 It is acknowledged that the location would provide some scope for on-street parking in the access road to the depot, but little opportunities on Ashford Road, Kingston Road or the B377 in close proximity of the site because of the location of the roundabout. Although there is existing demand on the service road that forms the access to the depot, parking stress with respect to depot staff is an existing issue and the proposal is unlikely to increase this.
- 7.56 The parking provision is considered acceptable given the particular circumstances of the proposal, and complies with Policy CC3.

#### Traffic

- 7.57 The NPPF recognises that transport policies have an important role in facilitating sustainable development, but also in contributing to wider sustainability and health objectives.
- 7.58 The NPPF also clearly states at para. 109 that development should only be refused where the impacts of development are severe:
- 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'*
- 7.59 The applicant's Transport Statement indicates that the proposed use, as a hostel, is unlikely to result in a significant intensification of the number of vehicle trips generated from the site.
- 7.60 The assessment uses TRICS data which shows a total of 6 additional vehicle movements during both the am and pm peaks. This assessment confirms the low level of impact on the existing road network and would support a reduced parking provision for this use. The County Highway Authority has accepted the use of TRICS and does not consider that the additional traffic generation from the site would adversely impact the surrounding road network.
- 7.61 The County Highway Authority also reviewed the accident data and found that six accidents have been reported to the police at the Kingston Road / Ashford Road roundabout in the past ten years. Five of these accidents have been considered 'slight' and one incident involving a speeding vehicle categorised as 'serious'.

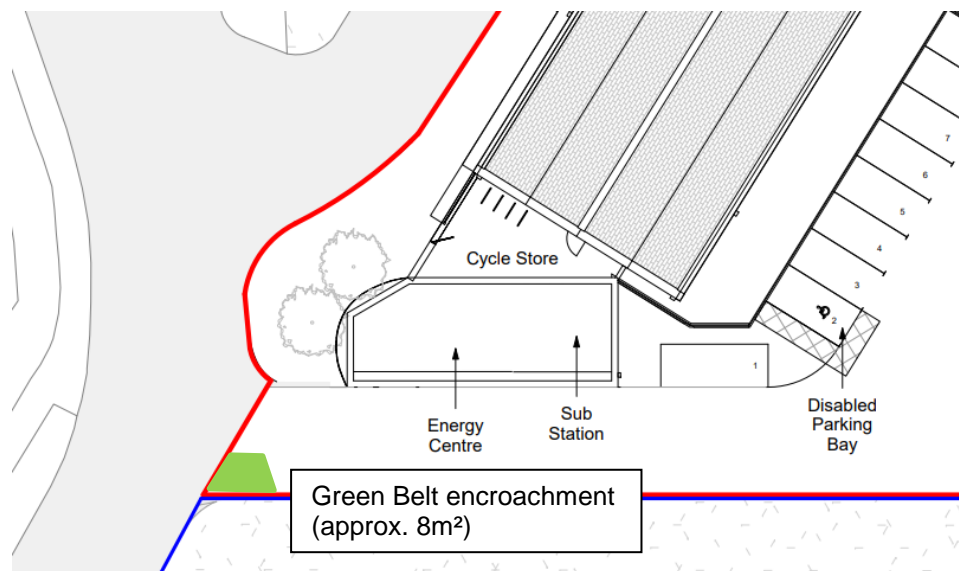
- 7.62 The County Highway Authority has reviewed the available reports and considers that there are no trends in the accident history that point towards a specific issue at the junction. It is concluded that it is unlikely that the proposed development would significantly increase the risk of an accident occurring in this location.
- 7.63 From the evidenced information available, the traffic generation created by the proposal would not adversely impact the surrounding road network and would not result in an unacceptable impact on highway safety.

#### Access

- 7.64 The applicant has indicated that the provision of the new access is in order to separate the hostel and depot vehicles and gives consideration to the layout requirements of the hostel development.
- 7.65 The access provides visibility splays of 2.4m by 43m which are acceptable to the County Highway Authority and are not considered to create a material adverse impact to highway safety on the Ashford Road.
- 7.66 The proposal for the new access is therefore considered acceptable subject to a condition ensuring adequate visibility splays.

#### Green Belt

- 7.67 The site lies adjacent to the Green Belt and a small part of the site, approximately 8m<sup>2</sup> of the proposed access falls within the Green Belt.



- 7.68 Paragraph 133 of the NPPF 2019 states that the fundamental aim of Green Belt Policy is to prevent urban sprawl by keeping land permanently open.
- 7.69 The Council's Saved Local Plan Policy GB1 is mostly reflected in the Green Belt policy set out in the NPPF, but it should be noted that policy GB1 was saved from the 2001 Local Plan and therefore pre-dates the current NPPF. Although there is a degree of consistency with the NPPF, policy GB1 does not



allow for any development unless it is one of a number of acceptable uses set out in the policy and also maintains the openness of the Green Belt. This is contrary to national policy which allows exceptions to this when the identified harm to the Green Belt is clearly outweighed by other considerations that constitute very special circumstances. Because of this inconsistency with the NPPF the impact of the development on the Green Belt should be considered primarily against the policies of the NPPF rather than policy GB1.

- 7.70 The proposed new access to the site intrudes into the south west corner of the Green Belt resulting in approximately 8m<sup>2</sup> of Green Belt being included in the site.
- 7.71 Inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances. However, paragraph 146 provides for certain forms of development that are not inappropriate providing they preserved the openness of the Green Belt and do not conflict with the purpose of including land within it.
- 7.72 The laying out of approximately 8m<sup>2</sup> of access road within the south western edge of the Green Belt adjacent to the defined residential area, would represent an engineering operation that would have no material impact on the openness of the Green Belt.
- 7.73 The Green Belt serves five purposes and in this particular case it is considered that creation of part of an access road across approximately 8m<sup>2</sup> of Green Belt would not result in the unrestricted sprawl of a large built up area, would not lead to the neighbouring towns merging into one another, would not have a material encroachment on the countryside, and would not impact a defined historic town or have a material impact on urban regeneration.
- 7.74 On this basis, in accordance with paragraph 146 of the NPPF, the inclusion of approximately 8m<sup>2</sup> of Green Belt land within the access to the site is considered not to be inappropriate development in the Green Belt, it preserves the openness of the Green Belt and does not conflict with the purpose of including land within it.

#### Flooding

- 7.75 Policy LO1 of the CS&P DPD seeks to reduce flood risk and its adverse effect on people and property. A Flood Risk Assessment was submitted in association with this proposal in accordance with the requirements of the policy.
- 7.76 The site is located in flood zone 2 which represents land having between a 1 in 100 and 1 in 1000 annual probability of river flooding (1% - 0.1%).
- 7.77 The applicant's Flood Risk Assessment (FRA) states that the proposal is defined as a 'more vulnerable' use, but is considered appropriate under the criteria set out in the NPPF. The sequential test undertaken, aimed at steering new development with the lowest probability of flooding concluded that

because of the scale of flood zone 2 and 3 within Spelthorne, developing in zone 2 is inevitable.

- 7.78 The general approach of the sequential test is designed to ensure areas at little or no risk of flooding are developed in preference to areas at higher risk. Where there are no reasonably available sites in flood zone 1, local authorities should take into account the flood risk vulnerability of land uses and consider reasonably available sites in flood zone 2.
- 7.79 The proposed hostel would be classified as a 'more vulnerable' use, but is considered an appropriate use in flood zone 2 in terms of policy L01.
- 7.80 The Lead Local Flood Authority's (LLFA) initial consultation response identified that the proposed drainage scheme did not meet the requirements of the NPPF, the accompanying PPG and the non-statutory technical standards for sustainable drainage systems.
- 7.81 The proposal to connect to the public foul sewer is at the bottom of the drainage hierarchy and requires a full justification to confirm that all other avenues for the disposal of surface water have been considered.
- 7.82 In addition, failing the ability to increase the volume of water disposed of through infiltration, the Flood Risk Assessment did not demonstrate that surface water discharge rates had been reduced as close as reasonably practicable to greenfield run-off rates.
- 7.83 Following receipt of an updated drainage strategy the LLFA has confirmed that it is satisfied that the requirements have been met and that should planning permission be granted, suitably worded conditions are applied to ensure the SUDS scheme is properly implemented and maintained.
- 7.84 Thames Water has confirmed that it raises no objection subject to an informative.
- 7.85 The proposal is considered to be an appropriate use within Flood Zone 2 and drainage requirements have been addressed. The proposal is therefore considered to be acceptable in terms of flood risk.

#### Surrey Police

- 7.86 Surrey Police was consulted on the application and advised that the use of a linear block enables a more intrinsically secure building type with 'active' fronts to street and public spaces and provides a secure private back for garden space. Through this approach the proposal would adopt a safe urban structure.
- 7.87 In general terms it was noted that the proposed 9 parking spaces for residents and staff could place a burden on parking within the immediate area, which could lead to frustration and conflict.
- 7.88 However, The Salvation Army has confirmed that the parking would be for staff only and that through their management, residents would be required to

sign up to not having a vehicle at the site. The reduced parking is supported by the SPG and the County Highway Officer has undertaken a desktop study of similar proposal run by The Salvation Army and is satisfied that parking provision would be appropriate.

- 7.89 Surrey Police also refer to the general type of crime in the area and note that 'shared accommodation' can be particularly vulnerable. However, it is acknowledged that encompassing the recommendations of Secured by Design can address this and in this case the layout incorporates natural surveillance, lighting, CCTV and landscaping, which will deter criminality and diminish opportunities that might create 'fear of crime'.
- 7.90 The applicant has confirmed a desire to pursue Secured by Design with Surrey Police and an informative has been attached to reflect this.
- 7.91 Surrey Police is satisfied that by following the advice of Secured by Design the proposal can actively promote reductions in crime issues that may be considered likely to occur.

#### Anti-social Behaviour

- 7.92 There is local concern which has been expressed in representations received, that the development will encourage anti-social behaviour in the locality. Whilst not a planning matter, the Salvation Army, who would be managing the property, has an extensive track record of successfully delivering similar schemes across the country.
- 7.93 The operation of the hostel would include 24-hour on-site staff cover, with staff principally employed based on experience in working with the target client group, and who receive comprehensive training on handling the complex needs of residents. The applicant is therefore extremely confident that the Salvation Army has trained and supervised staff to deal with any instances that may arise.
- 7.94 Additionally, the Council works in partnership with Surrey Police, health and social care services through various means, such as the Spelthorne Safer Stronger Partnership (SSSP), and where specific incidents / individuals are identified as causing anti-social behaviour or nuisance, the Community Harm and Risk Management Meeting (CHaRMM) brings all professionals together to jointly take action to resolve the issues.
- 7.95 Notwithstanding that this is not a planning matter, on the basis of the information provided and the measures in place there is no evidence that the proposal would increase anti-social behaviour in the locality.

#### Fear of Crime

- 7.96 The courts have held that the fear of crime is only a material consideration where the use, by its very nature, would provide a reasonable basis for concern.

- 7.97 The Government has introduced the Homelessness Reduction Act 2017 placing a statutory duty on Local Authorities to prevent or relieve homelessness.
- 7.98 The Salvation Army currently operates similar facilities across the country in a range of residential areas providing homeless accommodation across a range of needs.
- 7.99 Surrey Police has confirmed that the proposal provides no reason for concern and the fear of crime cannot therefore be reasonably considered as a material planning consideration in respect of this particular application.

#### Contaminated Land

- 7.100 The applicant submitted a Desk Study Report which sought to determine the history of the site, assess the potential for contamination and provide preliminary information on foundation options.
- 7.101 The desk study indicated a moderate to low risk of contamination on the site with no significant remedial works being required.
- 7.102 The Council's Pollution Control Officer considers that the Desk Study Report is missing information in connection with previous investigations and the neighbouring landfill and therefore recommends a condition concerning further site investigation.

#### Air Quality

- 7.103 The applicant submitted an Air Quality Assessment which describes the potential air quality impacts associated with construction and operation of the proposal.
- 7.104 The Assessment considers the impacts of the construction work on dust and ambient PM10 concentrations and the risk of dust causing a loss of local amenity, together with increased exposure to PM10 concentrations during construction works and has identified appropriate mitigation measures.
- 7.105 Particle pollution, also called particulate matter or PM, is a mixture of solids and liquid droplets floating in the air. Some particles are released directly from a specific source, while others form in complicated chemical reactions in the atmosphere.
- 7.106 Particles come in a wide range of sizes. Particles less than or equal to 10 micrometers in diameter are so small that they can get into the lungs, potentially causing serious health problems. Ten micrometers is less than the width of a single human hair.
- 7.107 The Council's Pollution Control Officer considers that in order to mitigate any potential impacts during construction a condition to secure a dust management plan is necessary and has been included accordingly.

- 7.108 In terms of the operational phase of the proposal, the low level trip generation identified in the Transport Assessment is considered by the Councils Pollution Control Officer to support no mitigation measures being necessary and that the air quality impacts would reasonably be judged not to be significant.

#### Renewable Energy

- 7.109 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 square metres, 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.
- 7.110 The applicant submitted an Energy Strategy which proposed enhanced passive and active design measures to reduce energy consumption and CO<sup>2</sup> emissions. This includes enhanced efficiency for the building envelope, improved air tightness compared to the building regulations and high efficiency lighting.
- 7.111 In terms of low carbon technologies, the Energy Statement stated that a 19.5kWp photovoltaic panel array would be installed, but this has been revised to a Combined Heat and Power (CHP) plant as the applicant was advised that Photo Voltaic cells (PV) would not meet the policy requirement. This change resulted in an increase in the size of the Energy Centre to the south of the hostel building.
- 7.112 Combined heat and power (CHP) is a highly efficient process that captures and utilises the heat that is a by-product of the electricity generation process. By generating heat and power simultaneously, CHP can reduce carbon emissions by up to 30% compared to the separate means of conventional generation via a boiler and power station.
- 7.113 The heat generated during this process is supplied to an appropriately matched heat demand that would otherwise be met by a conventional boiler. CHP systems are highly efficient, making use of the heat which would otherwise be wasted when generating electrical or mechanical power. This allows heat requirements to be met that would otherwise require additional fuel to be burnt.
- 7.114 The Council's Sustainability Officer has been consulted and is satisfied that the renewable requirement would be met.

#### Waste & Recycling

- 7.115 The hostel has proposed waste and recycling provision in a separate building within the site, located so as to be convenient and accessible for hostel staff and servicing. The waste provision comprises 1 x 1100 litre and 1 x 660 litre bins for general waste, 1 x 1100 litre and 1 x 660 litre bins for recycling and 1 x 140 litre bin for food waste.

- 7.116 The bin store would be accessible from either the depot site or from within the site via the Ashford Road access.
- 7.117 The Council's Group Head Neighbourhood Services has been consulted and is satisfied that the operational aspects for waste and recycling for the proposal can be adequately accommodated.

#### Lighting

- 7.118 Lighting to the general car park area is proposed to be provided by a combination of lighting bollards and post top luminaires mounted on 4m columns installed to provide an average 10 lux across the car park, in accordance with BS EN 12464-2:2014, with control of the lighting via time clocks and photo electric cells.
- 7.119 The Environmental Health lighting team sought additional detail in respect of the lighting which the applicant has declined to provide at this stage.
- 7.120 In the absence of adequate information to assess the proposed lighting, a condition is recommended to provide the detail prior to the occupation of the building.

#### Noise

- 7.121 Policy EN11 seeks to minimise the adverse impact of noise, requiring appropriate noise attenuation measures where this can overcome unacceptable impacts on noise sensitive development.
- 7.122 The applicant submitted a Noise Assessment using baseline environmental sound monitoring that was undertaken on 13<sup>th</sup> and 14<sup>th</sup> November 2018 and used this to undertake a site suitability assessment using the recommended internal noise criteria from BS8233.
- 7.123 The results of the assessment have indicated that due to road traffic noise and some early morning and overnight noise contribution from the nearby highway's depot, the sensitive rooms of the proposed hostel development will not be able to meet the internal noise criteria from BS 8233 when the windows are open.
- 7.124 Therefore, suitable acoustic upgrades to the external building envelope would be required and are proposed in the form of acoustically rated glazing and ventilators. The assessment considers that the acoustic integrity of the external façade can be maintained. However, windows would not be sealed units and would remain openable.
- 7.125 The Council's Environmental Health (noise) Officer is satisfied with the Noise Assessment, however a noise condition is recommended to ensure the rooms within the hostel provide an appropriate level of acoustic performance. Conditions relating to the noise and vibration of the proposed plant are also recommended.

### Affordable Housing

- 7.126 The NPPF seeks to deliver a sufficient supply of homes that meet the needs of the population. Policy H03 of the CS&P DPD identifies the Council's target for affordable housing, including the necessary unit mix and tenure.
- 7.127 The applicant's Planning Statement of Need has referred to affordable housing, noting that there has been a low level of supply and that the demand is growing.
- 7.128 Representations have been received relating to affordable housing, suggesting there are already too many flats, that these will not be affordable and that they have been provided elsewhere.
- 7.129 However, the proposed hostel is a *sui generis* use, providing specialist accommodation which would assist in meeting a particular need and from a planning perspective has no impact on the Borough's provision or need for affordable housing.

### Infrastructure Improvements

- 7.130 Policy SP5 of the CS&P DPD indicates that new developments that individually or cumulatively add to the requirements for infrastructure and services will be expected to contribute to the provision of necessary improvements.
- 7.131 The applicant has confirmed that occupants would come from Spelthorne and the Council would have nomination rights, therefore there is no technical evidence that the proposal would add to the existing requirement for infrastructure or services.
- 7.132 Based on the information provided by the Housing Options service, the proposal would be considered infrastructure, and a service, required within the Borough and would therefore meet the requirements of Policy SP5.

### Travel Plans

- 7.133 The County Council's 'Travel Plans – a good practice guide for developers' (July 2018) sets out the scale of development for which a travel statement and travel plan are required.
- 7.134 The guidance sets out that 'C2 Residential institutions – institutional hostels' require a travel statement for between 250 and 400 residents, and a travel plan for over 400 residents. As a *sui generis* use the County Council expect the applicant to discuss the proposal prior to submission to ascertain if either a travel statement or travel plan would be required.
- 7.135 This application is for a hostel, a *sui generis* use, that would accommodate up to 31 residents and the County Council was satisfied that neither a travel statement or travel plan were necessary.

- 7.136 The aim of all travel statements and plans is to reduce the amount of vehicular traffic generated by the site, which in turn will improve local air quality and site users' health, as well as reducing safety issues associated with higher levels of traffic. For this particular use the applicant has demonstrated that the traffic generation is minimal.

#### Density of Development

- 7.137 Policy HO5 relates to housing developments and is intended to represent broad guidelines. Within existing residential areas characterised by predominantly family housing, new development should be in the range of 35 to 55 dwellings per hectare.
- 7.138 This proposal for hostel accommodation is a *sui generis* use and Policy HO5 cannot reasonably be applied to it as it is outside of the Class C use classes of the Use Classes Order 1987 (as amended).
- 7.139 Notwithstanding that Policy HO5 cannot be used, the proposal is for a single building within a 0.16Ha site which represents a density of 6.25 buildings per hectare. The provision of the building for 31 occupants would represent a density of 193.75 occupants per hectare. However, neither of these illustrations of density is comparable with density set out in Policy HO5.

#### Consultation Process

- 7.140 Paragraph 39 of the NPPF 2019 advises that early engagement has significant potential to improve the efficiency and effectiveness of the planning system and that good quality pre-application discussions enable improved outcomes for the community.
- 7.141 However, this section of the NPPF relates to pre-application engagement and front-loading with the Local Planning Authority and not the community engagement process outside of the planning process.
- 7.142 Paragraph 124 of the NPPF relates to achieving well-designed places and refers to effective engagement between applicants, communities, local planning authorities and other interests throughout the process.
- 7.143 Spelthorne Borough Council's Statement of Community Involvement states:
- 'The Statement of Community Involvement (SCI) sets out how the Council intends to achieve effective community involvement in the review of the Local Plan, preparation of other planning documents and determination of planning applications within Spelthorne.'*
- 7.144 Table 4.1 refers to voluntary consultations in relating to pre-applications in respect of Major Applications. However, there is no statutory requirement for the applicant to consult and this has no impact on the LPA's requirement to process the application.
- 7.145 The LPA undertook consultation through neighbour letters, a planning site notice and a statutory notice in the Surrey Advertiser. The application



submission was made available on the Council's website and at the Council offices.

- 7.146 Notwithstanding consultation outside of the planning process, it is considered that during the processing of the application, the planning process has achieved effective engagement as set out in the NPPF.

#### Other Issues

- 7.147 The applicant has made a planning application for a proposed hostel on the White House site and the LPA is required to determine whether or not to recommend approval based on the planning merits of the application, not on whether other sites may be preferable. The sequential test provided by the applicant provides a rationale for the decision to submit the application, but is not relevant to the LPA's consideration of the submitted planning application.
- 7.148 The proposal identifies potential needs that homeless clients, likely to require this particular type of hostel accommodation, may have. It does not define those clients and having those potential needs would not be a requirement of the planning permission were permission granted.
- 7.149 The proposal is for a homeless hostel not a bail hostel, night shelter or halfway house. Changing this homeless hostel to another use would require planning permission, which could only be considered on its merits at the time.
- 7.150 Imtech House was the subject of planning application 17/00358/PDO which was for Prior Approval for change of use from office (use class B1a) to provide 50 residential units (use class C3) comprising one bed flats. Imtech House does not provide a similar facility and there is no evidence that there is any proposal to do so.
- 7.151 The cost of the proposed hostel, the rate of return and whether or not the money could be spent on other services is not a planning consideration.
- 7.152 The applicant has indicated that the type of accommodation provided at this location would not be short term, high turnover. Rather, it would provide a stable environment for up to two years, for vulnerable individuals who would have been nominated exclusively by the Council and risk assessed by the relevant stakeholder groups.
- 7.153 In general the courts have taken the view that planning is concerned with land use in the public interest, so that the protection of purely private interests such as the impact of a development on the value of neighbouring property could not be a material planning consideration.
- 7.154 The development of other sites and projects is not a material planning consideration in the determination of this proposal.
- 7.155 Although representations have been made that there are no facilities locally, the applicant's Design and Access statement has shown that local facilities at Edinburgh Road are within a 10 minute walk and Ashford High Street is within a 15 minute walk. Acknowledging that the use of concentric circles is

theoretical and walkable catchments are, in practice, irregular shapes because they cover the actual distance walked not the aerial distance, there are facilities within a reasonable walking distance from the proposed site.

## **8. Conclusions**

- 8.1 This proposal has raised a range of issues which have to be weighed up in the overall consideration of the proposal. However, the balance must be determined on planning grounds.
- 8.2 The site meets the criteria set out in the NPPF for previously developed land and is located within the defined existing residential area as shown on the CS&P DPD proposal map. The principle of the redevelopment of the site for a new building is therefore acceptable.
- 8.3 The Council's Housing Options service has demonstrated that there is a need for this facility to provide for single homeless people from within the Borough and that it meets both national and local policy objectives.
- 8.4 The design and layout is appropriate for this particular location.
- 8.5 The traffic generation from the proposed development has been shown to be low and both the Transport Assessment and the CHA have confirmed that it is likely to have no material impact on the safety of existing road network. Although many representations have highlighted accident concerns on the immediate highway network, the technical evidence has not supported trends that identify specific issues at the junction.
- 8.6 In line with Government Guidance and the Council's SPG on Parking Standards, the provision of 9 car parking spaces is considered acceptable for this particular proposal in this location, and the restrictions associated with a *sui generis* use.
- 8.7 The County Highway Authority has assessed the proposed parking level and undertaken a desktop review of similar Salvation Army schemes and has determined that parking demand is unlikely to frequently exceed the provision.
- 8.8 Therefore, the application is recommended for approval.

## **9. Recommendation**

To GRANT planning permission subject to conditions:

### **CONDITIONS/REASONS**

- 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: 1334-PL-0001 Rev A, 1334-PL-0002 Rev C, 1334-PL-1000 Rev A, 1334-PL-1001 Rev A, 1334-PL-1002 Rev A, 1334-PL-1003 Rev A, 1334-PL-1004 Rev B, 1334-PL-2000 Rev E, 1334-PL-2001 Rev E, 1334-PL-2002 Rev F, 1334-PL-2003 Rev E, 1334-PL-2005 Rev C; 1334-PL-2006 Rev D, 1334-PL-2005 Rev A & 18154-01-106 Rev B.

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

3. The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. The design must satisfy the SuDS Hierarchy and be compliant with the national NonStatutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS. The required drainage details shall include:
- a) The Evidence that the proposed final solution will effectively manage the 1 in 30 & 1 in 100 (+40% allowance for climate change) storm events, during all stages of the development (Pre, Post and during), associated discharge rates and storage volumes shall be provided using a maximum discharge rate of 0.5 l/s.
  - b) Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.).
  - c) A plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected.
  - d) Details of drainage management responsibilities and maintenance regimes for the drainage system.
  - e) Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason:-To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site.

4. No development shall commence until a Construction Transport Management Plan, to include details of:
- (a) parking for vehicles of site personnel, operatives and visitors
  - (b) loading and unloading of plant and materials
  - (c) storage of plant and materials
  - (d) provision of boundary hoarding behind any visibility zones
  - (e) measures to prevent the deposit of materials on the highway
  - (f) on-site turning for construction vehicles
- has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason:-.To ensure that neighbouring residential occupiers do not suffer a loss of amenity by reason of excess noise, nuisance and pollution from the construction work and activity taking place on the site when implementing the decision in accordance with policy EN1 and EN11 and the National Planning Policy Framework 2019.

5. No development shall take place until:-
- (i) A comprehensive desk-top study, carried out to identify and evaluate all potential sources and impacts of land and/or groundwater contamination relevant to the site, has been submitted to and approved in writing by the Local Planning Authority.
  - (ii) Where any such potential sources and impacts have been identified, 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.
  - (iii) 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.

#### 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" proving guidance can also be downloaded from Spelthorne's website at [www.spelthorne.gov.uk](http://www.spelthorne.gov.uk).

In accordance with policies SP6 and EN15 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

6. No part of the development shall begin until a Dust Mitigation Plan providing a programme for the suppression of dust during the construction of that part (including demolition of existing buildings) and including a dust monitoring strategy, has been submitted to and approved in writing by the Local Planning Authority. The measures approved shall be employed throughout the period of demolition and construction unless any variation has been approved by the Local Planning Authority.

Reason:-.in the interests of residential amenity and in accordance with policies SP6 and EN15 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

8. No development above damp 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.

9. The hostel and the associated energy centre hereby permitted shall be designed to ensure that the following internal noise levels are not exceeded due to environmental noise:  
Bedrooms - 35dB LAeq T \*, 30 dB LAeq T † , 45dB LAFmax T \*  
Communal rooms - 40 dB LAeq T † \*  
Energy Centre Building - 45 dB LAeq T † \*  
- Night-time - 8 hours between 23:00-07:00 †  
- Daytime - 16 hours between 07:00-23:00.

Reason:-.To ensure the Drainage System is constructed to the National Non-Statutory Technical Standards for SuDS.

10. 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.

#### 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" proving guidance can also be downloaded from Spelthorne's website at [www.spelthorne.gov.uk](http://www.spelthorne.gov.uk).

In accordance with policies SP6 and EN15 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

11. No part of the development shall be first occupied unless and until the proposed vehicular access to Ashford Road has been constructed and provided with visibility zones in accordance with Drawing Number 18154-01-106 Revision B, and thereafter the visibility zones shall be kept permanently clear of any obstruction over 1.05m high.

Reason:-.To ensure that the development should not prejudice highway safety, nor cause inconvenience to other highway users, and accord with the National Planning Policy Framework 2019 and policy CC2 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 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 planing season, whichever is the sooner, of any trees or shrubs that my 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) 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

14. Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority. This must demonstrate that the drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls).

Reason:-. To ensure the drainage system is constructed to the national Non-Statutory Technical Standards for SuDS.

15. The development hereby approved shall not be first occupied unless and until a formal pedestrian crossing facility including tactile paving from the proposed internal footway to the existing footway to the north on Ashford Road has been constructed in accordance with a plan to be submitted to and approved in writing by the Local Planning Authority.

Reason:-.To ensure that the development does not prejudice highway safety, nor cause inconvenience to other highway users, and accord with the National

16. The development hereby approved shall not be first occupied unless and until the following facilities have been provided in accordance with the approved plans for:

- (a) The secure parking of bicycles within the development site
- (b) footway facilities within the development site to facilitate the safe movement of pedestrians

Thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.

Reason:-.To ensure that the proposed development does not prejudice the free flow of traffic or the conditions of general safety along the neighbouring highways and to ensure that the cycle parking spaces are 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.

17. The development hereby approved shall not be occupied unless and until at least 1 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:-.To ensure that the development complies with policies CC2 and EN3 of the Core Strategy and Policies DPD and section 9 (Promoting Sustainable Transport) of the National Planning Policy Framework.

18. The parking space(s) shown on the submitted plan shall be constructed and made available for the development prior to occupation 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.

19. Following construction of any groundwork and foundations, no construction of development above damp 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.

## **INFORMATIVES TO APPLICANT**

- 1     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:-
  - 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
  - c) Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.
  
- 2     Access by the Fire Brigade  
Notice of the provisions of Section 20 of the Surrey County Council Act 1985 is hereby endorsed on this planning permission. Copies of the Section may be obtained from the Council Offices or from County Hall. Section 20 of this Act requires that when a building is erected or extended, proper provision must be made for the Fire Brigade to have means of access to the building or to any neighbouring buildings.  
  
There are also requirements relating to access and facilities for the fire service contained in Part B of the Building Regulations 2000 (as amended).
  
- 3     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.
  
- 4     The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works       proposed and the classification of the road.



Please see <http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme>. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991.

Please see [www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice](http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice).

- 5 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).
- 6 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 license must be sought from the Highway Authority Local Highways Service.
- 7 The applicant is advised that the essential requirements for an acceptable communication plan forming part of a Construction Transport management Plan 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.
- 8 The applicant is advised that all gas fired boilers should meet a minimum emissions standard of 50mgNOx/Nm3 for gas turbines, 250mgNOx/Nm3 for spark ignition engines and 400mgNOx/Nm3 compression ignition engines.
- 9 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 bowsters 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](http://www.ccscheme.org.uk/index.php/site-registration)).

- 10 A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwqriskmanagement@thameswater.co.uk](mailto:wwqriskmanagement@thameswater.co.uk). Application forms should be completed on line via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality)."

- 11 If proposed site works affect an Ordinary Watercourse, Surrey County Council as the Lead Local Flood Authority should be contacted to obtain prior written Consent. More details are available on our website.

If proposed works result in infiltration of surface water to ground within a Source Protection Zone the Environment Agency will require proof of surface water treatment to achieve water quality standards.

If there are any further queries please contact the Flood Risk Asset, Planning, and Programming team via [SUDS@surreycc.gov.uk](mailto:SUDS@surreycc.gov.uk). Please use our reference number in any future correspondence.

- 12 The machinery, plant/equipment and extract/ventilation system and ducting should be mounted with proprietary anti-vibration isolators and fan motors should be vibration isolated from the casing and adequately silenced.
- 13 The applicant's attention is drawn to the ACPO/Home Office Secured by Design (SBD) award scheme, details of which can be viewed at [www.securedbydesign.com](http://www.securedbydesign.com).

