

Forum House, Thames Street, Staines upon Thames (19/00796/FUL)

Scale: 1:1,250

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Planning Committee

13 November 2019



Application No.	19/00796/FUL		
Site Address	Forum House, 14 Thames Street Staines-upon-Thames TW18 4UD		
Applicant	Shepperton Properties Ltd		
Proposal	Removal of existing structure on the roof and replacement with a 2 storey extension to provide 9 flats		
Officers	Kelly Walker		
Ward	Staines		
Call in details	N/A		
Application Dates	Valid: 14/06/2019	Expiry: 13/09/2019	Target: over 13 weeks EOT agreed
Executive Summary	<p>This planning application seeks permission for the building to provide 9 additional residential dwellings by the erection of 2 stories on the existing roof following the removal of the existing roof structure. The proposal is considered to pay due regard to the design and scale of the host building and will be in keeping with the character of the area, making a positive contribution to the street scene. It will be a sustainable form of development, meeting a need for housing on a brownfield site. The proposal provides 4 parking spaces. No outside amenity space is provided, apart from balconies. However, given the town centre location, close to facilities, transport links and outside public spaces including the River Thames, it is considered to be acceptable in this location. As such there are no adverse impacts that would significantly and demonstrably outweigh the benefits when taking the 'tilted balance' into account. The application is considered to be acceptable and is recommended for approval</p>		
Recommended Decision	The 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:

- SP1 (Location of Development)
- LO1 (Flooding)
- SP2 (Housing Provision)
- HO1 (Providing for New Housing Development)
- HO4 (Housing Size and Type)
- TC2 (Staines Town Centre Shopping Frontage)
- SP6 (Maintaining and Improving the Environment)
- EN1 (Design of New Development)
- EN3 (Air Quality)
- EN8 (Protecting and Improving the Landscape and Biodiversity)
- EN11 (Development and Noise)

- 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 2011
- SPG on Parking Standards Updated 2011
- SPD on Housing Size and Type 2012.

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

2. Relevant Planning History

19/00102/PDO Prior Approval Notification for the change of use from office (B1) to 40 no. residential flats (C3)	Granted 27.02.2019
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18/01617/FUL	Installation of new windows (to provide outlook to new residential units subject to PA 18/01632/PDO).	Granted 14.01.2019
18/01632/PDO	Prior Approval Notification for the change of use from office (B1) to 40 no. residential flats (C3)	Withdrawn 07.01.2019
05/01161/FUL	Erection of 5 new condensor units on the roof plant area, following removal of 6 existing units.	Granted 03.03.2006
SPW/FUL/85/277	Erection of 2 and 3 storey shopping accommodation providing gross floorspace of 30,277 sq ft (2,808 sq m) a third storey leisure	Granted 16.04.1986

Also relevant application at adjacent site (1-5 Thames Street)

12/01350/FUL	External alterations, refurbishment and reconfiguration of existing building; creation of two additional storeys to provide 14 residential units (3 No. 1-bed and 11 no. 2-bed); change of use of part of Unit 1 from retail (use class A1) to flexible retail and/or office use (use Class A1 and/or use Class A2 and/or use Class B1); relaxation of condition 4 of Planning Permission W/85/277 to allow the existing second floor to be used for general leisure purposes (use Class D2)	Granted 16.01.2013
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3. Description of Current Proposal

Location of the site

- 3.1 The site relates to Forum House which is located on the south-western side of Thames Street, opposite the existing Debenhams Store and close to the entrance to the High Street. It forms part of a large scale mixed use development that was originally erected in the mid 1980s under planning permission W/85/277 referred to above, and includes Spelthorne House, the Methodist Church, the offices to the north (1-5 Thames Street) and the additional commercial premises to the north-west. Forum House is a 3-storey building and comprises a combination of shops/services on the ground floor, with office floor space on the first floor and second floor. However permission has recently been given under a prior approval application for this office space over the first and second floors to be converted to 40 no. residential flats. This permission has not yet been implemented. The application site also includes the underground car park. The building has substantial parapets (flat roof behind) and structures on the roof which add to its overall scale. The site has an area of 0.06 hectares

- 3.2 The site is located within the Staines town centre designated Employment Area. It is also within the designated Secondary Shopping Area, and within a Site of High Archaeological Potential. The site and surrounding area is within an area liable to flood (Flood Zone 2). The site is located close to but not within, the Staines Conservation Area.

Proposal

- 3.3 This planning application seeks permission for the erection of 2 additional floors onto the existing flat roof to provide 9 new residential units. The proposed extension will measure up to 38m in length, between 10m and 8m in width and approximately 5m in height (replacing an existing structure). Both storeys will be set back from the floor below, with the southern and northern part of the proposed roof extension having less of a set back at fourth floor level, with the proposed top floor being set back further (the main part of the front elevation will be set back by 2m) The proposed 9 units will consist of 1 studio, 7 no. 2 bed and 1 no 3 bed flats.
- 3.4 All of the proposed 9 units will have balconies as their designated amenity space. The existing roof structure on top of the building will be removed to make way for the proposed extension. The existing underground car park will provide 4 car parking spaces. Cycle storage for 16 bikes will be provided within the lobby of the building on the ground floor. Refuse bin storage area is to be provided at the rear of the site for the proposed 9 units.
- 3.5 The proposed indicative site layout is provided as an Appendix.

4 Consultations

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

Consultee	Comment
County Highway Authority	No objections, subjects to conditions.
Environment Agency	Makes no comments.
Group Head-Neighbourhood Services	No objections, sufficient space provided for the proposal.
Sustainability Officer	No objections. The renewable requirements will be met.
Environmental Health (Noise)	No objections, subjects to conditions.
Thames Water	No objections.
Environmental Health (Contaminated land)	No objections.
Environmental Health (Air Quality)	No objections.

5. Public Consultation

5.1 A total of 58 properties were notified of the planning application. Furthermore, a statutory site notice was displayed because the scheme was originally for 11 units. The application was also advertised in the local press. Six letters of representation have been received raising the following concerns:-

- access by disabled people in terms of parking and the use of the lift
- lack of disabled parking spaces
- car parking is limited
- poor quality design looks like it's been plonked on top of existing office building
- overdevelopment, top floors do not pay regard to the design of the host building, needs to reflect adjoining building more.
- Staines is being re-shaped, fear of loss of identity
- having 3 more floors would make it higher than any other building, sixth floor unnecessary
- block views and sunlight/daylight
- further information should be provided for assessment of loss of privacy/daylight and sunlight and also a Construction Management Plan to ensure impact of construction is minimised
- overlooking /separation distances
- total impacts of all housing in Forum House needs to be taken into account to ensure there is not unnecessary extra housing
- insufficient refuse storage
- no amenity space provided and small flats
- too many new flats will be using the Memorial Gardens as their 'amenity space'

6. Planning Issues

- Principle of the development
- Need for housing
- Housing density
- Design and appearance.
- Residential amenity
- Highway issues
- Parking provision
- Dwelling mix
- Flooding
- Landscaping
- 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 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.
- 7.4 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 has 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.
- 7.7 Taking into account the above and adopted policy HO1, which encourages new housing development in urban sites for additional housing to meet our Borough’s needs, the Action Plan set out ways in which Spelthorne will meet this need. Para 6.11 states that, *‘...The policy defines a range of measures including the promotion of specific sites through Allocations DPDs, producing planning briefs, encouraging housing generally on suitable sites, including mixed use scheme, using poorly located employment land, using land effectively and resisting the loss of housing.’*.

Principle of the development

- 7.8 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.”

- 7.9 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.
- 7.10 The site is located within the urban area and comprises a building with mixed use development containing a number of shops and services, together with currently offices and Prior Approval consent for residential uses above. The principle of creating 9 new residential units at roof level is considered acceptable. Furthermore, the proposal is considered to comply with the aims of National Planning Policy Framework (NPPF) and makes efficient use of urban land. The principle of the development is, therefore acceptable. In particular the scheme is similar to that which was granted consent ref 12/01350/FUL at the adjoining site of 1- 5 Thames Street, This scheme has been completed and was for external alterations, refurbishment and reconfiguration of existing building; with the creation of two additional storeys to provide 14 residential units. Therefore the proposed scheme is very much in keeping with this recent development t the adjoining site, which it is seen in context with.

Housing density

- 7.11 As noted above, the NPPF and Policy HO1 requires new housing development to be sustainable and in the urban area and this scheme meets both of these requirements. Notwithstanding this, 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.”*
- 7.12 Policy HO5 specifies densities for sites within Staines Town centre should generally be at or above 75 dwellings per hectare. It is important to emphasise that the density ranges are intended to represent broad guidelines and development will also be considered against the requirements of Policy EN1 on design.
- 7.13 The principle of a high density development on urban land is the focus of the NPPF and Policy HO1 in order to make efficient use of land of previously developed and brownfield land, in sustainable locations.
- 7.14 The proposal is for 9 flats. The existing building already has permission for 40 flats within it and the proposal for 9 will increase this to 49 flats. The site area is some 0.06 hectares and will if the prior approval consent is carried out along with the proposed scheme, it will result in a density of 174 dwellings per hectare. Although above the recommended amount in policy HO5, this policy does permit higher densities where a development complies with policy EN1 on design particularly in terms of the character of the area and is in accessible location.
- 7.15 The density is considered to be acceptable given the town centre location and provided it complies with Policy HO1 and Policy EN1 on design which is explained in the following paragraphs and is in keeping with the character of the area.

Design and appearance

- 7.16 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.”*
- 7.17 The proposal has been amended since the original submission at the request of the Council by removing the top floor at fifth floor level, setting back the proposal from the floor below, in particular on the southern elevation and this has resulted in a reduction from 11 to 9 units being proposed. The applicant notes that the proposal involves the removal of an existing structure on the roof which will mean that the proposed 2 storey addition will result in the

addition of only one storey in terms of the height, '*...The building will, in effect, be increased by one storey.*'

- 7.18 The proposed extension to the roof will result in an increase in the height and scale of the existing building. The existing building has a large roof element above the actual built form. It has windows along the top floor and has a height of approx. 17m to the top. On part of the building, on top of this, is plant, which has a maximum height of 18.2m. The plant and much of the roof structure will be removed to make way for the proposed 2 new floors and this will provide a building of some 20.2m in height. The proposed extension will rise above the new parapet level of the existing roof by some 4.8m. However, the front elevation has been designed so that the majority of the new third and fourth floors will be set back from the existing front elevation by 2m. The southern and northern end elements of the proposed, will not be set back this extent on top of the existing building, but the top floor will be set back in line with the rest of the proposed new floors. This arrangement will help to reduce the visual impact and scale when viewed from Thames Street to an acceptable level. It has also ensured that the proposal will pay due regard to the scale design and layout of the host building and also that of the adjoining building to the north at 1-5 Thames street which has undergone a similar extension on its roof. The development will be seen in context with other large buildings in the vicinity in particular 1-5 Thames Street, which it will be in keeping with. Other buildings include the Debenhams Store building on the other side of the road and Spelthorne House to the rear. As such the proposal will not look unduly prominent or out of place.
- 7.19 The extension is proposed to be constructed in a 'light blue rainscreen' cladding, which the applicant notes will reflect the roof-top extension to the adjacent property. It is also noted that the use of this material and the predominance of glazing gives a lighter feeling to the extension and maintains a subordinate relationship to the main building. The existing mansard roof arrangement at the site will be altered to accommodate a lower parapet line and enable an increased set back to the proposed floors above. The applicant notes that the greater setback reduces the impact of the new floors and has more continuity with the existing extension that has been built at the neighbouring building. The applicant also points out that the architect for this scheme also designed the neighbouring extension at 1-5 Thames Street, and it is proposed that the construction methodology and details here will be similar and external materials will be the same. The applicant also notes that all materials used in the construction are non-combustible.
- 7.20 As stated above, the adjoining property at no. 1-5 Thames Street has had a similar extension on the roof to that proposed. Before this was constructed, and although built together, these buildings had a relationship where the subject property at Forum House was taller than the adjacent building at 1-5 Thames Street. The applicant notes that the proposed extension at no. 14 Thames Street will recreate the previous relationship between the two buildings (with the subject building being taller than the adjoining property at no, 1-5 Thames Street.). They note that, '*...Overall the proposed design will create a distinctive and attractive addition to the existing building. It will complement its existing relationship with the adjacent property and is an appropriate form of development for the town centre site*'.

- 7.21 The setback will make the proposed extension appear subservient and is set back a similar amount to that at the adjacent property at 1-5 Thames Street, and as such complements it. The additional floors would not appear unduly bulky or overbearing in the street scene. It is considered that the proposal would add interest and variation. It is concluded that the proposal would be in keeping with the character and appearance of the street scene and the area.
- 7.22 With regard to the element of the extension on the southern end of the building, this will rise to the same level. Whilst the corner element will be more prominent in the street scene and visible from a wider area, it has been designed to be set back further at the top floor. This will add interest to the end of the building which will be clearly viewed when travelling from the south into Staines Town Centre. Given it will be set back from the existing front elevation and faced in relatively light materials (which will be agreed by condition), it is not considered the extension will be visually obtrusive. The existing building has a rather dark austere appearance and the proposed improvements will clearly brighten up the building and make a positive contribution to the street scene.
- 7.23 The Council's Urban Design Consultant has raised no objection to the proposal and considers that it will improve the proportions of the building and enhance the streetscape. He has made the following comments:
- '...I think the completed scheme on the northern corner of this block is very successful in townscape terms and actually improves the proportion of the original building. So to add a similar upper volume to the southern end of this building could similarly work. I note that the reduction in footprint of the top level has resulted in a much improved tiered effect when viewed from the public car park. Had the developer provided a person's eye view instead of a bird's eye view this tiered effect would be more pronounced from this direction. I have experienced the increased vitality the previous scheme brings to the town at night, by having residential activity, light etc. at high level above the 'dead' empty office spaces below. I think in urban design terms this scheme could be acceptable'.*
- 7.24 With regard to the south-western (rear) elevation, the proposed two-storey roof extension will be set back 1.4m from the existing building's parapet. This is the back of the building and it will be seen in context with Spelthorne House which has also been extended and altered at roof level and is taller than that proposed. It is considered that the design and appearance is acceptable.
- 7.25 The proposed new floors are not considered to appear unduly dominant, in particular given the set back from the street frontage elevation. It is considered to be in keeping with the locality, especially as it is very similar to the extensions carried out at the adjacent site. The proposal will improve the appearance of the building and will pay due regard to the design of the host building and neighbouring sites. It is considered to make a positive contribution to the street scene. As such the proposed development is considered to be acceptable in design terms and conforms to Policy EN1.

Impact on neighbouring residential properties

7.26 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.”

- 7.27 The scale of the development and proximity to the boundaries with existing properties needs to be given consideration to ensure that there is an acceptable relationship and that existing residential properties will not be significantly adversely affected by the proposal. 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 the case.
- 7.28 The 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 two storey development as a back to back distance of 21m and 30m for 2 storey development. There are no front to back distances. There are no minimum separation distances for more than 3 storeys. However it should be noted that the proposal will result in a 5 storey building with the residential use being proposed on the third and fourth floors. The existing property behind, to the west at Spelthorne House is some 6 stories in height, (taller than that proposed), with residential uses on the top three floors, the third, fourth and fifth floors. Consequently, the relationship between the 2 buildings residential floors will in effect be more akin to that of a 3 storey building at Spelthorne House to a 2 storey building at the application site. As such they will have a similar relationship as that set out in the SPD.
- 7.29 As previously noted, the existing structure of the roof will be removed and the building will increase in height by only 3.2m maximum compared to the existing. Spelthorne House is located between 30m and 25m at its closest point, from the rear of the western elevation of the proposed building. The proposed new floors will be set in from the existing rear elevation and will, therefore, be even further away from Spelthorne House. In addition the proposal will not cross the 25 degree line when drawn from a point at 2m above ground level from the third floor flats at Spelthorne House closest to the application site. This will ensure an appropriate level of daylight and an acceptable view of the sky is maintained, as set out in the SPD. It should also be noted that the part of Spelthorne House closest to the subject development are individual flats which also have windows in both sides on this part of the building, As such they have outlook in a number of directions and it is considered that the proposal will not have an significant impact on the occupants amenity.
- 7.30 It should also be noted that the space between the buildings is very much in the public domain. Therefore it is considered that the proposal will have an

acceptable relationship with the dwellings at Spelthorne House and will not lead to a significant loss of light, loss of outlook, be overbearing or cause a significant loss of privacy/overlooking

- 7.31 The proposal is considered to have an acceptable relationship and therefore an acceptable impact on the amenity of existing neighbouring residential properties, conforming to the Design SPD and Policy EN1.

Amenity Space

- 7.32 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 sq m per unit for the first 5 units, 10 sq m for the next 5 units and 5 sq m per unit thereafter. On this basis, 215 sq. m would be required for the 9 flats, however in a town centre location such as this, sometimes the guidance is not met. The proposal does provide access to balconies for all 9 of the proposed units.
- 7.33 Most of the balconies are of sufficient size to enable them to be used as a sitting out area, they do fall short of that required in the SPD (35 sq. m per flat). However there is a high quality public open space at the Memorial Gardens linking to the Thames towpath close by and in view of the town centre location, where it is considered desirable to encourage residential use above retail units, the provision of amenity space is considered acceptable.
- 7.34 In conclusion, it is considered that in this town centre location, close to publicly accessible open space for this type of development, the amenity space provision is acceptable and in keeping with the character of the area.

Proposed dwelling sizes

- 7.35 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 sq. m.
- 7.36 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 at 37 sq. m. 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.
- 7.37 All of the proposed dwelling sizes comply with the minimum standards stipulated in the national technical housing standards and the SPD, Therefore, it is considered their standard of amenity overall to be acceptable.

Highway and parking provision

- 7.38 Strategic Policy SP7 of the CS & P DPD states that:

“The Council will reduce the impact of development in contributing to climate change by ensuring development is located in a way that reduced the need to travel and encourages alternatives to car use. It will also support initiatives, including travel plans, to encourage non car-based travel.”

7.39 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.

7.40 The proposal provides 4 car parking spaces in the underground car park and also 16 cycle store spaces in the lobby of the ground floor of the building. In addition the applicants have provided a parking management plan.

7.41 The County Highway Authority (CHA) has been consulted and note that *‘...The site is well located in Staines Town centre, with good accessibility of local public transport infrastructure and amenities. It is therefore considered that residents would not be reliant on ownership of a private car, and a reduced parking provision is acceptable.’*

7.42 Therefore, the CHA raises no objections to the proposal on parking issues or highway safety issues. Subject to the recommended conditions, the highway and access arrangements are considered to be acceptable.

7.43 Policy CC3 and its residential parking standards will generally be applied as minimum. The supporting text to the Parking Standards stipulates a number of exceptional situations where a reduction in parking will only be allowed. One of these situations includes to town centre locations where the reduced parking will be assessed against the distance from a "public transport node", frequency of public transport, availability of pedestrian and cycle routes, and the range and quality of facilities supportive of residential development within reasonable walking distance.

7.44 The proposed parking provision for the residential scheme is 4 spaces for the 9 units. However, the site is located in Staines town centre and within walking distance of the bus and train stations which have frequent and extensive services. It is also within easy walking distance of the shops and services of the town centre. Consequently, I consider that there is clear justification for a reduction in the level of parking on this particular site.

7.45 Therefore given the proposal is for small units, in this very sustainable location and the application site and immediately adjacent to it, the proposed parking provision is considered to be acceptable. As such it is considered that the scheme is acceptable in terms of policies CC2 and CC3 on highway and parking issues.

Flooding

- 7.46 The site lies within an area liable to flood (Zone 2: between 1 in 100 and 1 in 1000 year chance of flooding). The Policy LO1 of the CS & P DPD confirms that the new housing development is acceptable in Zone 2. Furthermore, the Council's Supplementary Planning Document on Flooding (July 2012) states 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. However, there is a safe means of escape from this part of the town centre over Staines Bridge, along The Causeway to an area entirely outside the flood area.
- 7.47 The Environment Agency has not commented on the current application. Accordingly, the application complies with the requirements of Policy LO1 of the CS & P DPD.

Renewable Energy

- 7.48 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.
- 7.49 The applicant has submitted an energy statement which investigates viable renewable options and proposes the use of air source hot water cylinder heat pumps to meet the required minimum 10% renewable requirement. These have been shown on the submitted plans to be located on the top of the proposed extension. The Council's Sustainability Officer has been consulted and raises no objection to the proposal. Therefore the proposal is considered to be acceptable and accords with Policy CC1 subject to a condition.

Dwelling mix

- 7.50 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. The Supplementary Planning Document "Housing Size and Type" 2012, goes on to note that, '*...where there is a predominance of larger dwellings a mix with less than 80% one and two bedroom dwellings may be appropriate with a greater proportion of 3 bedroom dwellings. However, the majority should still have one and two bedrooms.*'
- 7.51 The application provides 89% of the units as small units and as such the proposal complies with the requirements of Policy HO4 and is acceptable.

Air quality

- 7.52 The applicant has submitted an Air Quality Report for the site as required by Policy EN3 of the CS & P DPD. The Council's Pollution Control section has been consulted on the application and notes that the report shows that the development is at fourth floor level and above, the modelling has shown that the local air quality will not have an adverse impact on the future residents. Therefore, no objection is raised, some informatives have been suggested.

Refuse Storage and Collection

- 7.53 Refuse storage area is located to the rear of the site at ground floor level in a designated compounds to provide enough bins for the proposed 9 units. The County Highway Authority has raised no objection on this particular issue. The Council's Group Head Neighbourhood Services has been consulted and raises no objection as sufficient spaces and bins has been provided for the proposed 9 units.

Financial Considerations

- 7.54 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 and will generate a CIL Payment based on a rate of £140 per sq. metre of net additional gross floor space. This scheme will generate a total of approximately £117,000 CIL contribution. 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.

Other matters

- 7.55 The property currently has a lift accessed from the main entrance to the floors above from Thames Street. This lift will continue into the new floors to provide access to the new units proposed.

Conclusion

- 7.56 The proposal is considered to pay due regard to the design and scale of the host building and will be in keeping with the character of the area, making a positive contribution to the street scene. It will be a sustainable form of development, meeting a need for housing on a brownfield site. Although little parking is provided and there is shortfall in amenity space provision, given the small units, town centre location it is considered to be acceptable.
- 7.57 As such there are no adverse impacts that would significantly and demonstrably outweigh the benefits when taking the tilted balance into account and therefore the application is considered to be acceptable. The application is recommended for approval

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
4D_1825_PL-002 and EX-006 rec 04/06/2019, and amended drawings
4D_1825_PL-204F, 205F and 207B rec on 10/10/2019
4D_1825_PL-210B and SK-201A rec on 21/10/2019
4D_1825_Ex-007, PL-400C, 401C, 402C and 403C rec 24/10/2019

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

3. No development above damp-proof course level shall take place until details of the materials and detailing to be used for the external surfaces of the buildings 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.

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.

4. Following construction of any groundwork and foundations, no construction of the 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 the 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.

5. 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 approved cycle parking facilities shall be retained and maintained to the satisfaction of the Local Planning Authority for their designated purpose.

Reason: This condition is required in recognition of Section 4 "Promoting Sustainable Transport" in the National Planning Policy Framework 2018, and to accord with policy CC2 of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 2009.

6. Prior to the occupation of the building, facilities within the curtilage of the site for the storage of refuse and recycling materials shall be implemented in accordance with the approved plans 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.

Informatives to be attached to the planning permission

1. 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).
2. 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
3. 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.
4. 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 wwriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.
5. 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.

6. 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.

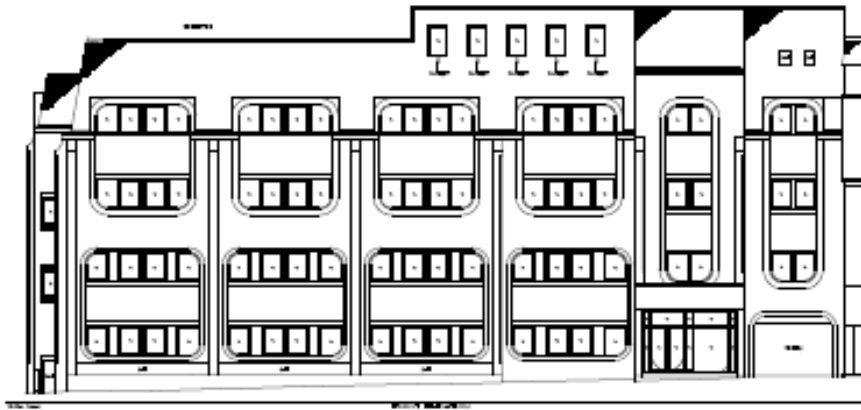
Further details of these noise and pollution measures can be obtained from the Council's Environmental Health Services Unit. In order to meet these requirements and to promote good neighbourliness, the Council recommends that this site is registered with the Considerate Constructors Scheme - www.ccscheme.org.uk/index.php/site-registration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

7. 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

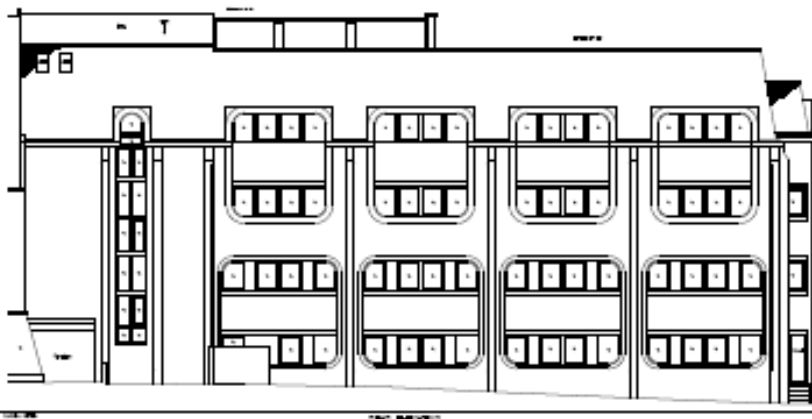
(e) How those who are interested in or affected will be routinely advised regarding the progress of the work. Registration and operation of the site to the standards set by the Considerate Constructors Scheme (<http://www.ccscheme.org.uk/>) would help fulfil these requirements.

8. Applicants should be mindful to follow best practice dust control measures during demolition works to prevent excessive dust emissions.

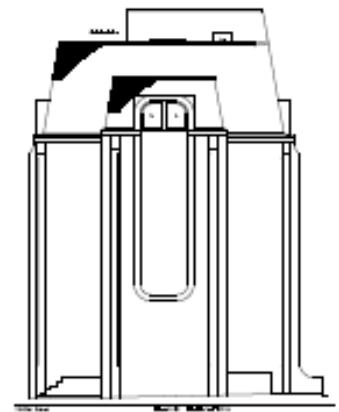


EXISTING FRONT ELEVATION

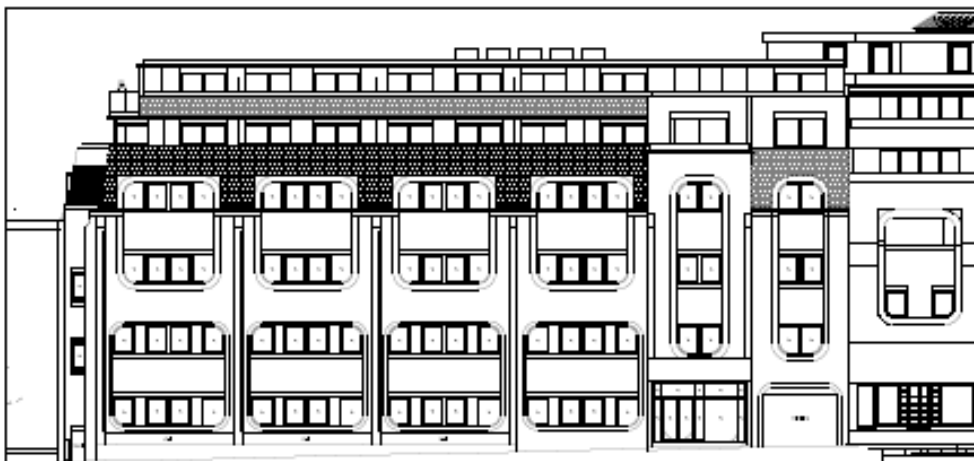
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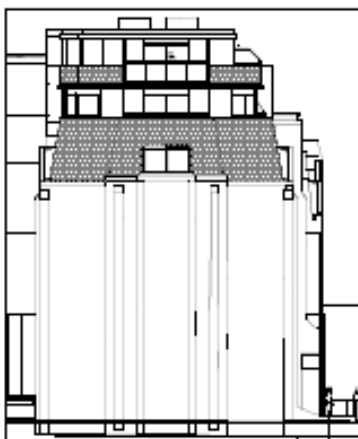
EXISTING REAR ELEVATION



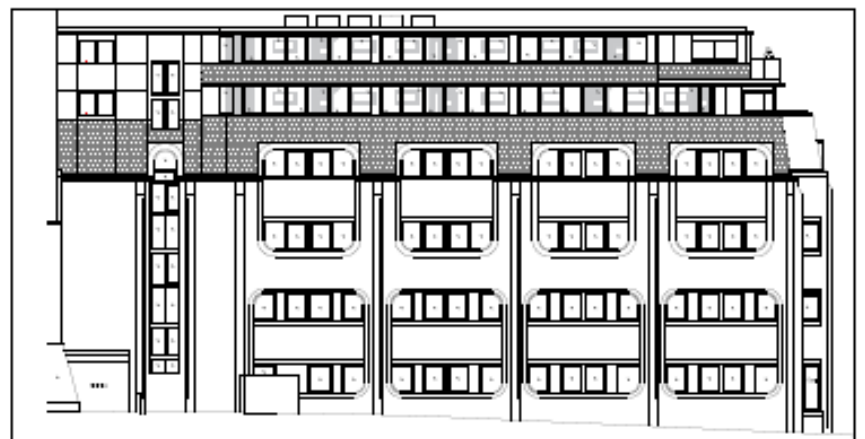
EXISTING SIDE ELEVATION



PROPOSED FRONT ELEVATION



PROPOSED SIDE ELEVATION



PROPOSED REAR ELEVATION

PLAN