

Planning Committee

1 June 2016



Application No.	15/01603/FUL		
Site Address	111 High Street, Staines Upon Thames		
Proposal	Erection of extensions to form three storey building providing 5 no. two bed and 4 no. one bed flats above existing shops.		
Applicant	Rodenhurst Estates Ltd		
Ward	Staines		
Call in details	None		
Case Officer	Peter Brooks		
Application Dates	Valid: 07.01.16	Expiry: 03.03.16	Target: Over 8 weeks
Executive Summary	Valid: 07.01.16 Expiry: 03.03.16 Target: Over 8 weeks The application site comprises an existing part two storey, part single storey flat roofed building located at the eastern end of Staines High Street, on the junction with South Street. The High Street frontage is two storey with a large glazed window at first floor level, with the rear of the site being single storey, and a small yard area to the rear of this. The existing ground floor is occupied by retail shop units with the first floor accommodation above used for office space and ancillary storage to the ground floor units. The existing building is of a different design and appearance to the adjoining properties within the High Street. The proposal would involve the addition of extensions to form a three storey building which would provide 4 no. two bed flats and 5 no. one bed flats above the existing building. The extensions would comprise one additional floor above the front element which would contain 3 no flats, and two additional floors over the existing single storey rear element which would contain 6 no. flats. There would be a central private courtyard area between the two elements of the extension, which would be linked with walkways. The extensions would in effect be viewed as two separate blocks. The design would enable the provision of additional residential units and a substantial visual improvement of this prominent town centre site.		
Recommended Decision	This application is recommended for approval subject to conditions.		

MAIN REPORT

1 <u>DEVELOPMENT PLAN</u>

- 1.1 The following policies in the Council's Core Strategy and Policies DPD 2009 are considered relevant to this proposal:
 - EN1 Design of New Development
 - ➤ LO1 Flooding
 - ➤ HO4 Housing Size and Type
 - CC3 Parking Provision
 - CC1 Renewable Energy
 - > EM1 Employment Development

2 RELEVANT PLANNING HISTORY

2.1 The existing building on site was built before South Street was constructed in 1973 and buildings which previously existed on that part of the High Street frontage were demolished. Its flank wall, which is now so prominent, formed a side access the rear of the site. Permission was granted in 2003 for an almost identical proposal (in terms of number of units proposed, massing, and location), although the design for this proposal has been altered to now give a more contemporary appearance:

03/00855/FUL

Erection of extensions to form three storey building providing 4 no. two bed and 5 no. one bed flats above existing shops with parking at rear. Grant Conditional 17.10.2003

3 DESCRIPTION OF CURRENT PROPOSAL

3.1 The application site comprises an existing part two storey, part single storey flat roofed building located at the eastern end of Staines High Street, on the junction with South Street. The High Street frontage is two storey with a large glazed window at first floor level, with the rear of the site being single storey, and a small yard area to the rear of this. The existing ground floor is occupied by retail shop units with the first floor accommodation above used for office space and ancillary storage to the ground floor units. The existing building is of a different and more utilitarian design and appearance compared to the adjoining art deco Marks and Spencers building. The existing building has a particularly bland/functional side and rear elevation to South Street. This is because it was built prior to the adjoining section of the High Street being demolished to make way for the new road in 1973 and these elevations were not designed to be so prominent, and are considered to be unsightly now. The proposal would improve this prominent corner building in the town centre.

- 3.2 The proposal would involve the addition of extensions to form a three storey building which would provide 4 no. two bed flats and 5 no. one bed flats above the existing building. The extensions would comprise one additional floor above the front element which would contain 3 no flats, and two additional floors over the existing single storey rear element which would contain 6 no. flats. There would be a central private courtyard area between the two elements of the extension, which would be linked with walkways. The extensions would in effect be viewed as two separate blocks. The building would have a flat roof over, and have a tower feature located on the north east corner of the building. The building would be rendered above first floor level, and have brick facing at ground floor level. Timber louvres would be used on the South Street elevation to obscure the private courtyard area and clad the rear stairwell.
- 3.3 The extension on the High Street frontage would be set back from the front of the building, which would reduce its mass when viewed from within the High Street, and allow the creation of private terraces for the 3 no. units which front the High Street. The tower feature would act as a visual marker, and create a distinctive corner feature on this prominent corner location. Its height above the proposed flat roof would allow the creation of a more distinctive entrance to the High Street, which the current building does not provide. It should be noted that an application on the opposite corner for a mixed use hotel and retail scheme is currently under consideration, providing further opportunity to bring about a significant enhancement of this entrance to the High Street. The adjoining buildings within the High Street comprises a variety of designs, but with a fairly uniform height (no more than 4 stories high, and in this part of the High Street no more than 3 stories). There is a mix of roof designs.
- 3.4 The proposed new South Street frontage to the application site would improve the appearance of the existing building, which currently is a flat roofed red brick building which pays little regard to its prominence in the streetscene. The proposed South Street elevation would provide a view of the two 'blocks' of flats, which would be finished above first floor level with render, with brick facing at ground floor. The mix of render and brick, and incorporation of the projecting tower feature, Juliette balconies and timber louvres to link to the two blocks, and timber cladding to the rear stairwell, would provide a flank elevation which provides visual interest, and improves the appearance of this corner of the High Street and South Street. To the rear of the building is the service yard area for Marks and Spencers (which is located within the Elmsleigh Centre). This yard area is prominent and the existing rear of the application site appears visually to be part of this yard. The proposed extensions significantly improve this rear but prominent elevation.
- 3.5 The building would be served by a communal amenity area (over 110sqm) which would be provide in a central courtyard area at first floor level. There would be no onsite parking, and space would be provided to the rear of the building for cycle storage (one space for each unit) and refuse storage.

4 CONSULTATIONS

4.1 The following table shows those bodies consulted and their response

Consultee	Comment
County Highway Authority	No objection in principle (final comments and conditions yet to be received)
The Council's Tree Officer	No objection
Sustainability Officer	No objection subject to renewable energy condition
Councils Heritage Officer	No objections
Group Head of Neighbourhood Services	No objection, scheme should provide space for 4x1100L waste bins and 1x140L food bin
Environment Agency	No objections
Environmental Health	No objections
County Archaeologist	No objections

5 PUBLIC CONSULTATION

24 neighbour notification letters were sent, with 4 responses to date. These letters all objected along similar grounds, which were:

- lack of parking
- access and operation of existing retail units
- not in keeping with the scale and character of the area
- loss of light to shop/office units

6 PLANNING ISSUES

- Principle
- Design, Appearance and Visual Impact
- Residential Amenity
- Housing Size, Type and Density
- Parking
- Flooding
- Impact on employment zone

7 PLANNING CONSIDERATIONS

Principle

7.1 The previous application approved on the site in 2003 (reference 03/00855/FUL) found the principle of an extension to the existing building to provide 9 no. flat units to be acceptable in this town centre location. Both national and local planning policy has changed since the time of this decision, and so any application must be assessed in light of the current policy framework. The National Planning Policy Framework (NPPF) amongst other

- matters gives particular emphasis to providing more housing and supporting town centres.
- 7.2 At the time of the previous decision the adopted development plan was the Councils Local Plan (April 2001). This has now been superseded by the Councils Core Strategy and Development Plan Document (February 2009) (CSDPD) and a number of Supplementary Planning Documents (SPDs) on flooding, design and parking. The CSDPD provides a comprehensive set of strategic policies to guide new development, and ensure it makes a positive contribution to the borough.
- 7.3 It is considered the proposal under consideration here would make a positive contribution to the borough, and would not only improve the visual appearance of this important part of the High Street, but also provide residential accommodation in a sustainable town centre location. The principle of residential development in this location has been accepted previously, and even in light of more recent policy continues to command considerable weight.

Design, Appearance and Visual Impact

- 7.4 The Proposed extensions would be located above the existing building, and the only additional built footprint would be the stairwell used to access the proposed flats at the rear of the site, and a cycle store. The existing High Street frontage is two storey, with a projecting glass triple bay window at first floor level. The proposed extension over this element would involve the addition of one more storey (with 3 no. flats), which would also include a tower element on the north east corner of the building. This tower would project forward of the 2nd storey of residential units, and would act as a gateway feature to the High Street. This second storey would extend over the whole of the existing two storey element. The extension over the rear of the building (with 6 no. flats) would involve the addition of two stories over the existing single storey element of the building. The flats in this section would be provided over two floors. The proposed extensions would have an open courtyard area in between, which would be screened from South Street by timber louvres.
- 7.5 The fundamental layout of the scheme remains unchanged from that which was granted permission in 2003. The design in terms of its visual appearance has been altered to incorporate a more contemporary design, making greater use of materials and architectural detailing, to enhance the appearance of the existing building and provide a landmark building on this prominent corner site. The use of render above first floor level, with a brick skin at ground floor level would brighten the existing building. The use of Juliette balconies, timber louvres and timber cladding would add elements of visual interest, and be a marked improvement over the previous approval which featured a large flank of brick work.
- 7.6 The proposal would have a flat roof over, and so would pay regard to the existing flat roof of the property. The tower feature would project forward of the building and create a distinctive feature.
- 7.7 The 3 units located on the High Street frontage would have their main aspect facing the High Street, and would be set back from the main frontage of the

building to reduce its impact on the streetscene. The extension on the High Street frontage would be 2m higher than the adjoining property, but would be set back to reduce its bulk when viewed from within the High Street. Such a height difference would have no adverse visual impact. These units would have private terraces to provide an exterior amenity area. The amenity area located between the two blocks would be at first floor level, and be screened from view from the outside of the site by a wooden louvre on the South Street frontage. There are raised walkways which link the two blocks at second floor level, which is considered to create an interesting feature which would allow circulation for occupants. The units at the rear of the site have their primary frontage facing south, which face towards the adjoining Marks and Spencers building to the south, which is 1.4m higher than the proposed extension.

7.8 The proposed extensions are considered to create an attractive building which improves the appearance of the existing building, and allows the creation of a distinctive building to mark the beginning of the pedestrianised High Street. The tower feature, use of materials and design features would create an attractive building which would enhance the character and appearance of this prominent site.

Residential Amenity

- 7.9 The proposed extensions and alterations would have an acceptable impact upon the amenities of the adjoining neighbouring properties. The buildings which directly adjoin the site are in retail/commercial use and are not residential in nature. The nearest residential properties are located 28m to the west (The Courtyard, no's 76-88 High Street). The building adjoining the site to the west no. 109 High Street is occupied by 'Quicksilver', an arcade containing slot and game machines. The properties on the opposite side (17m at its closest point) of the street are currently hoarded off, and are part of an application site (90-106 High Street) for a comprehensive mixed use scheme comprising a hotel and retail use (reference 15/01518/FUL). This application has not yet been determined. The proposal is considered to have an acceptable impact on the adjoining commercial uses.
- 7.10 The proposed flats would all meet the Councils minimum floorspace requirements for new development. (50sqm for 1 bed 2 person, 61sqm for 2 bed 3 person and 70sqm for 2 bed 4 person). The primary outlook from the proposed flats would be the front of the rear of the development, with a secondary outlook which face into the communal area. These windows have been positioned to reduce any potential for direct overlooking by virtue of their staggered layout in relation to each other. It is noted there are windows which serve Marks and Spencers, but these are used as offices and it is considered sufficient separation to not lead to any loss of privacy for proposed occupiers.
- 7.11 The proposal would not meet the mathematical figure for the amount of amenity space (policy requires as standard 215sqm, 157.9sqm in total provided), but the proposal would nevertheless provide an enclosed communal amenity area over 110sqm, and all but two of the units have private amenity space in the form of balconies or terraces (44.9sqm in total). The Council accepts that in town centre locations flatted development occupiers would accept a lesser provision of amenity space, and one would expect this in a town centre location. The provision of amenity space is therefore considered acceptable.

7.12 The flats would be accessed from a stairway at the rear of the building. This would lead to the central courtyard area where stairs lead to a walkway to access the second floor flats.

Housing Size, Type and Density

- 7.13 All of the proposed units would be either 1 or 2 bed (4 x 1B2P, 1 x 2B3P, 4 x 2B4P) and so would comply with Policy HO4 which requires new development of over four units to provide at least 80% of new units as one or two bedroom. These smaller units are well suited to a town centre location.
- 7.14 The proposed site would have a density unchanged from the previous 2003 approval, which is 102 dwellings per hectare (DPH). This figure is in line with density guidelines as stipulated in policy HO5, which seeks that developments in Staines town centre should be above 75DPH.

<u>Parking</u>

- 7.15 The proposal would not provide any onsite car parking. The Councils Parking Supplementary Planning Guidance states a reduction for parking requirements will normally be allowed in the following situations within town centre locations in the borough: a) distance from transport nodes ie train or bus station b) frequency and quality of train service c) frequency and quality of bus service d) availability of pedestrian and cycle routes e) range and quality of services ie retail, leisure, education, employment. This site is considered to be well located and well provisioned by high quality public transport links (rail service to London and Reading, as well as the wider network, and busses to the surrounding area, including Heathrow airport). The town centre contains a wide range of services which would reduce the need for car based travel by occupiers. This location is therefore considered to be one which would be able to accommodate no onsite parking provision, and that any proposed occupiers would be aware of its town centre location and access to public transport.
- 7.16 The proposal would provide secure cycle parking to the rear of the building at ground floor level.

Flooding

- 7.17 The application site is mainly within the 1:100 year flood event area (flood zone 3a), and it abuts the 1:1000 year event area (flood zone 2) to the west. The applicants submitted Flood Risk Assessment (FRA) has demonstrated that the level of flooding during a 1:100 year event would not surround the building, and that a dry access would be available onto the High Street. The units therefore have a dry means of escape out of the flood risk area and will be safe for their lifetime. The units are raised above the flood level as they are located at first and second floors. A flood risk management plan to inform occupiers of actions to be taken building up to, and during a flood, can be imposed by condition, which would ensure appropriate measures are taken prior to any major flooding event. The proposal complies with Policy LO1. The Environment Agency were consulted on the proposal and raised no objections.
- 7.18 The proposal is therefore considered to be acceptable in terms of flooding. It would not increase flood risk elsewhere and it would be safe for occupiers.

Renewable energy

7.19 The site can produce at least 10% of the developments energy need from onsite renewable energy sources, and this can be secured by a suitable planning condition.

Impact on employment zone

7.20 The existing retail/business uses would remain on site, and so the application would comply with policy EM1 which seeks to retain employment development in Staines Town centre.

Conclusion

7.21 In concept, the proposal is fundamentally the same to that was approved in 2003. However its design has been altered so that it makes a more positive contribution to this prominent location at the end of the pedestrianised High Street. Whilst the proposal has less amenity space than the Council's policies require and there is no parking (albeit this town centre site has very good access to alternative means of transport), it is considered those minor technical points in this instance are more than outweighed by the merits of a substantial visual improvement of this prominent town centre site and by providing 9 additional residential units. The impacts on the flood zone are acceptable, and the proposal would not increase risk elsewhere and would be safe for occupiers. The lack of onsite car parking is in this town centre location considered to be acceptable. The proposal would make a positive contribution to the streetscene, and would provide small units in a sustainable town centre location.

8 RECOMMENDATION

8.1 The application is recommended for approval subject to the following conditions:

CONDITIONS

- 1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
 - Reason:-.This condition is required by Section 91 of the Town and Country Planning Act, 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2. Before any work on the development hereby permitted is first commenced details of the materials and detailing to be used for the external surfaces of the building(s) and surface material for parking areas be submitted to and approved by the Local Planning Authority.
 - Reason:-. To ensure that the proposed development does not prejudice the appearance of the development and the visual amenities and character of the

locality, in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

3. Prior to the first occupation of the residential units a Flood Risk Management Plan shall be submitted to, and approved in writing by, the Local Planning Authority. This plan should be in accordance with the recommendations for such a plan as outlined in the Flood Risk Assessment (reference 35942/4001 – November 2015) by Peter Brett Associates.

Reason:-. To ensure the development remains safe for its lifetime.

4. The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing with the Local Planning Authority for the storage of a minimum of nine bikes in a secure, covered and accessible location. Thereafter the bike storage area shall be retained and maintained for its designated purpose.

Reason:-. The condition above is required in order that the development should not prejudice highway safety, nor cause inconvenience to other highway users, and to accord with the National Planning Policy Framework 2012 and policy CC3 (Parking) of Spelthorne Borough Council's Core Strategy and Policies Development Plan Document February 2009.

5. That within 3 months of the commencement of any part of the development permitted, or such longer period as may be approved by the Local Planning Authority, facilities shall be provided within the curtilage of the site for the storage of refuse and waste materials (4 no. 1100 litre bins and 1 no. 140 litre food waste bin), and thereafter shall be maintained as approved.

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

6. Prior to the occupation of the development hereby permitted the bathroom/toilet windows shall be obscure glazed and be non-opening to a minimum height of 1.7 metres above internal floor level in accordance with details/samples of the type of glazing pattern to be submitted to and approved in writing by the Local Planning Authority. These windows shall thereafter be permanently retained as installed.

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

7. No development shall commence until a report has been 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 and maintained to the satisfaction of the Local Planning Authority unless otherwise agreed in writing.

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.

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

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

9. The development hereby permitted shall be carried out in accordance with the following approved plans L681_P(0)010, L681_P(0)020, L681_P(0)000 received 27.11.2015. L681_P(0)201, SV(0)103 received 07.01.2016. L681-P(0)300, L681_P(0)200 rev A received 15.02.2016. L681_P(0)104 rev A, L681_P(0)102 rev B, L681_P(0)101 rev B received 13.04.2016. L681_P(0)103 rev C received 10.05.2016

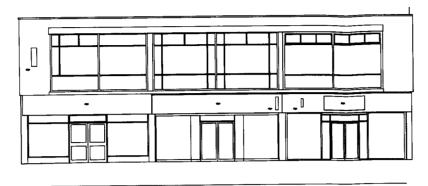
Reason:-. For the avoidance of doubt and in the interest of proper planning.

10. HIGHWAYS CONDITION/S TO BE UPDATED

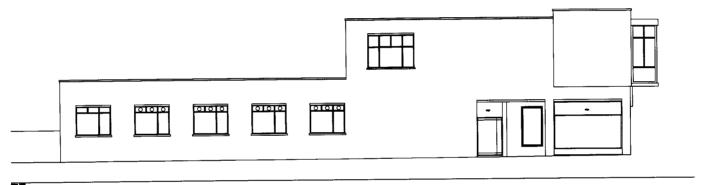
INFORMATIVES TO APPLICANT

The permission hereby granted shall not be construed as authority to carry out works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a licence must be obtained from the Highway Authority Local Transportation Service before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice/ordinary-watercourse-consents.

- The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damages the highway from unclean 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).
- The applicant's attention is drawn to the requirements of the Party Wall Etc. Act 1996 in relation to work close to a neighbour's building/boundary.



Existing High Street Elevation Trees removed for clarity



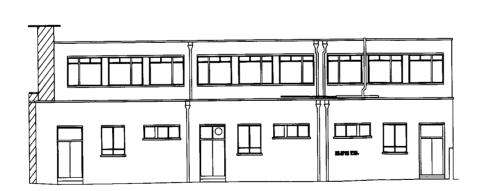
Existing South Street Elevation

Existing Rear Elevation

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Model name and location

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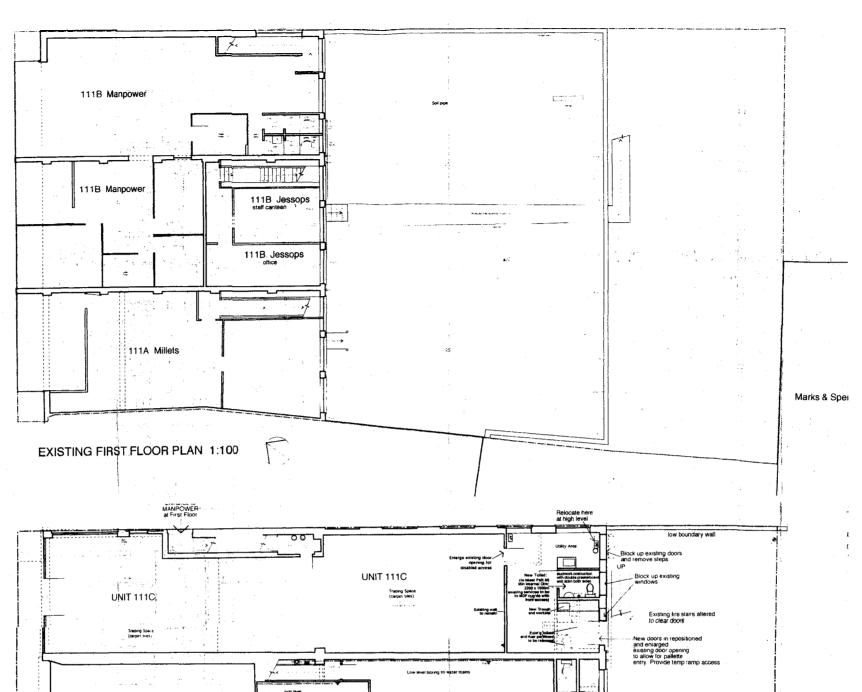
ELEVATIONS ONLY - 15/01603/FUL



15/01603

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Number: L681_P(0)020 111 High Street, Staines TW18 4PQ Scale: 1:100@A1 or 1:200@A3 Date: August 2015 Drawn: CS Checked: **Existing Elevations**



FLOOR PLANS ONLY - 15/01603/FUL

High Street

High Street (Pedestrianised) UNIT 111C

15/01603

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Model name and location

1:11-681 111 High Street Staines/Cad/01-Models/Plans/Existing .Grnd.1st.dwg

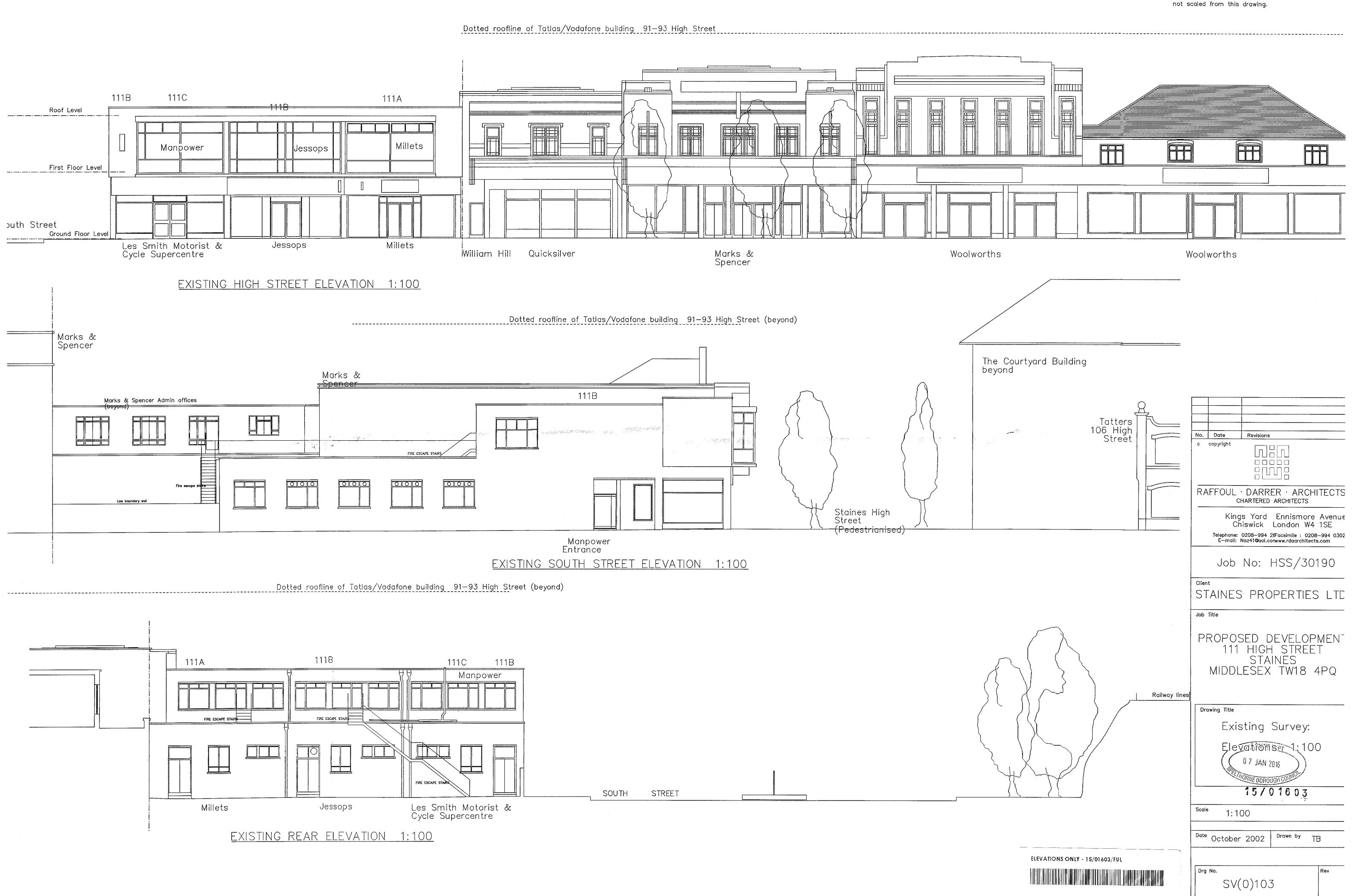
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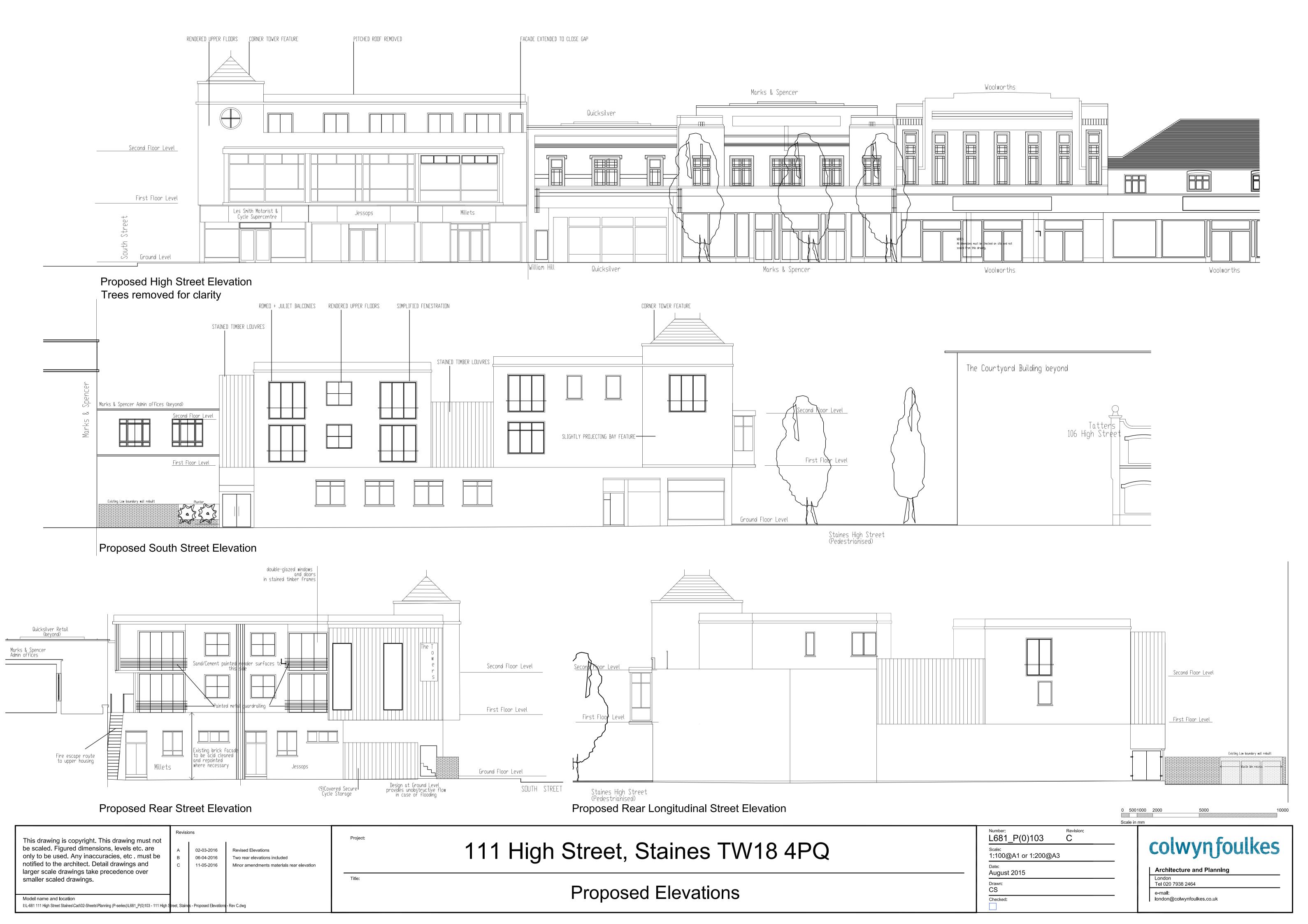
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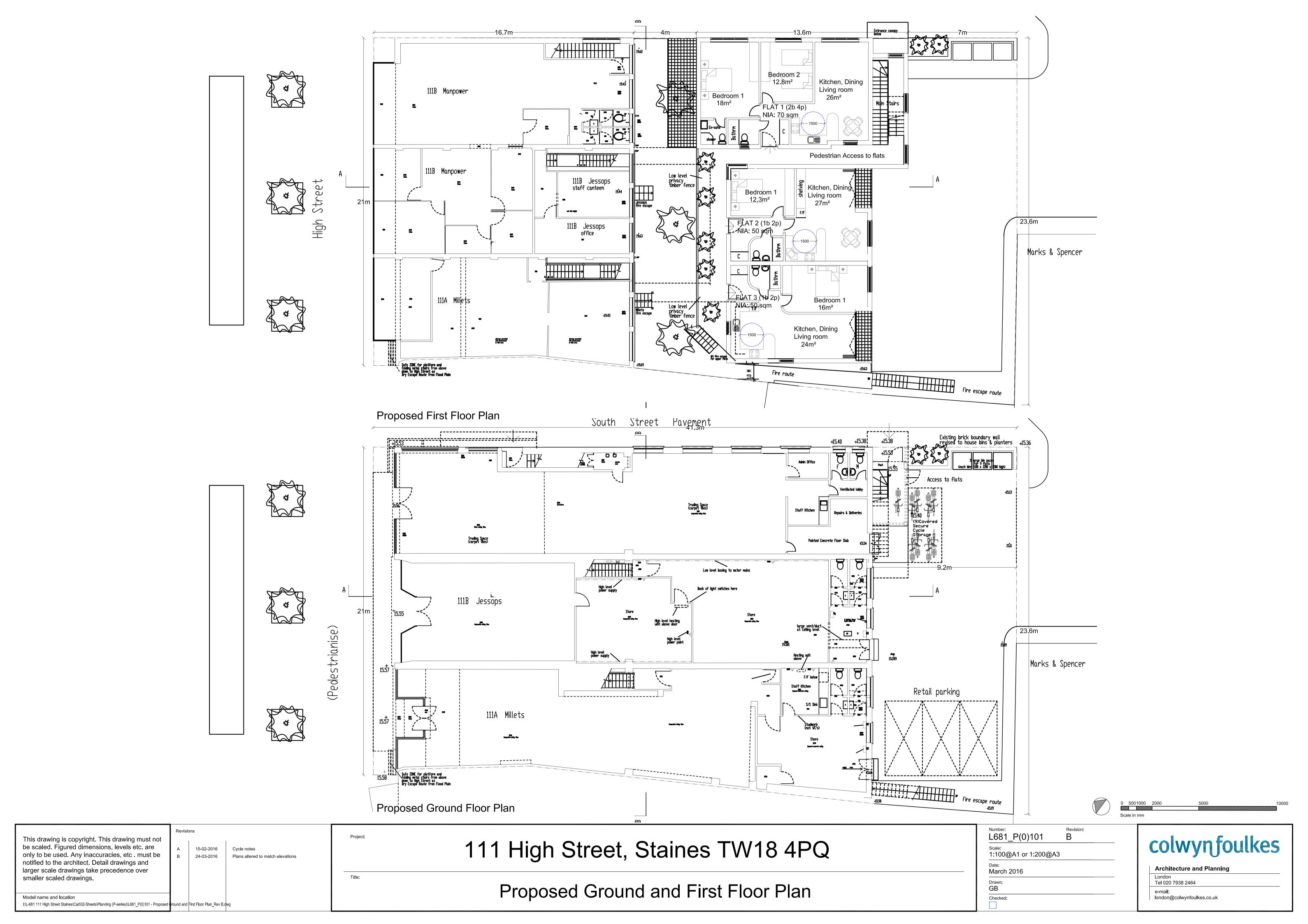
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Date:
August 2015
Drawn:
CS
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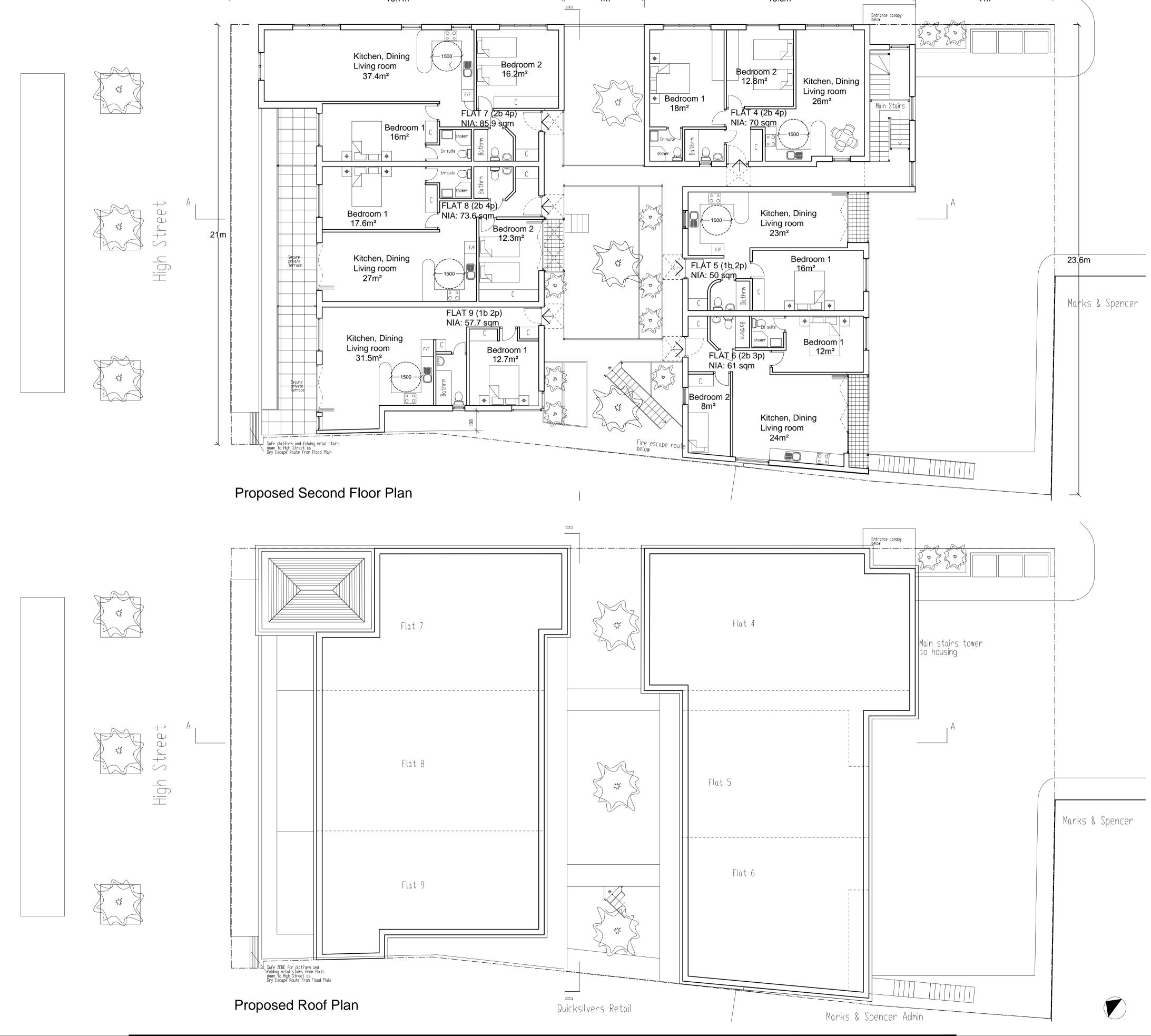
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Model name and location

1.4681 111 High Street Stainscaled/92 shoets/Planing (P-series/L665_P)(1)102 - Proposed second and Roof Plan RevA-dray

Revisions

Project:

111 High Street, Staines TW18 4PQ

11 Title:

Project:

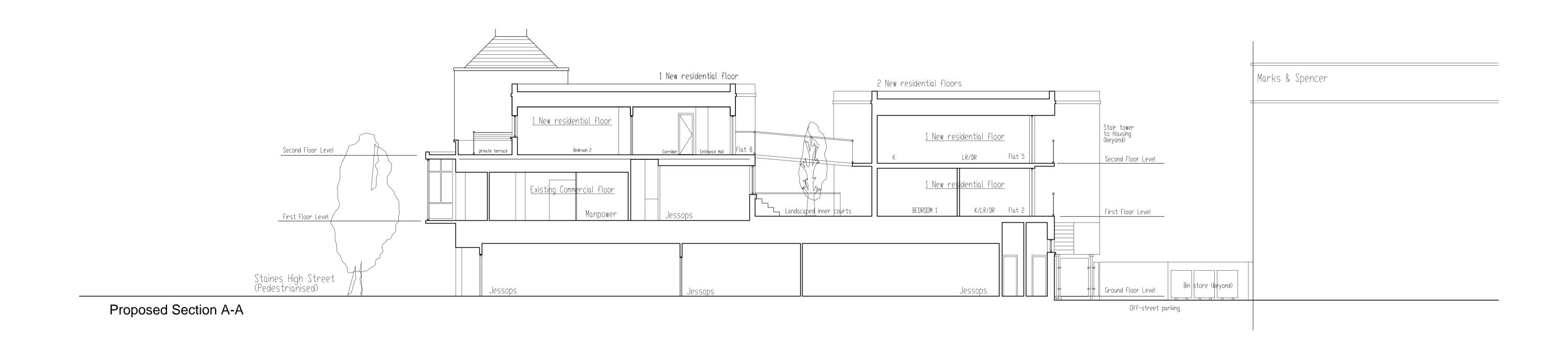
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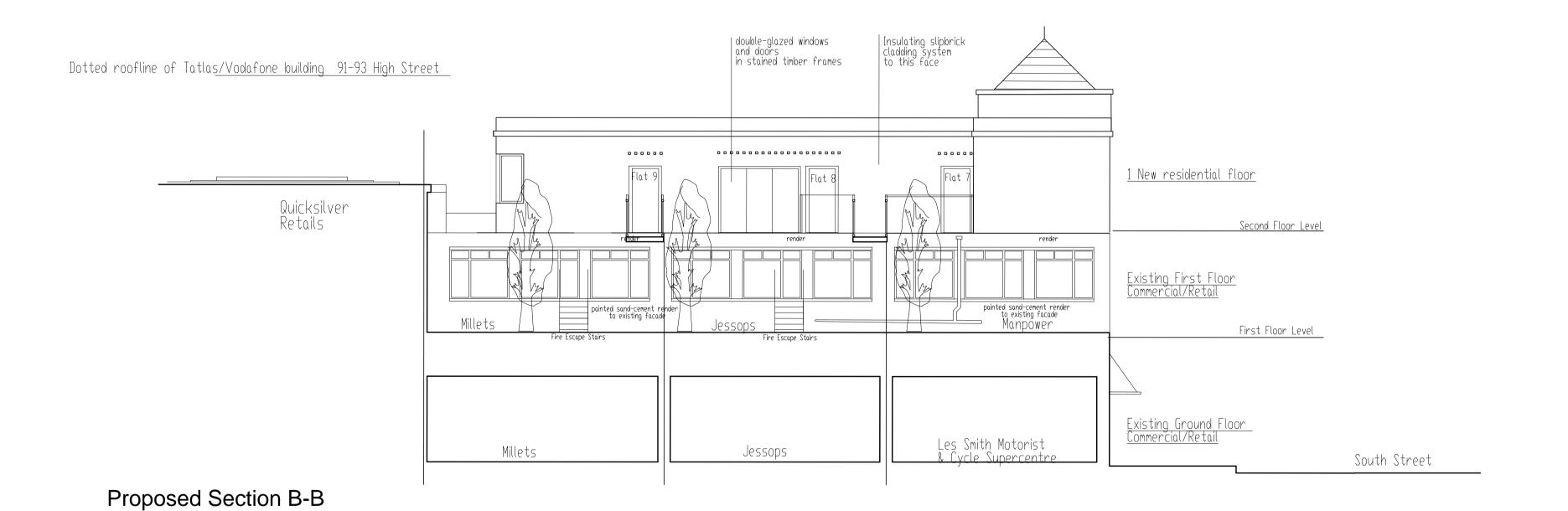
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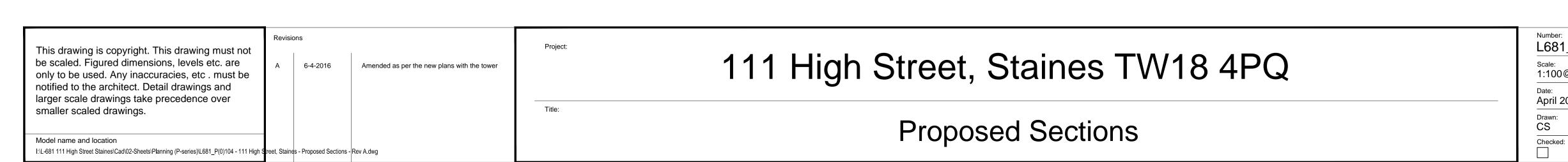
Architecture and Planning

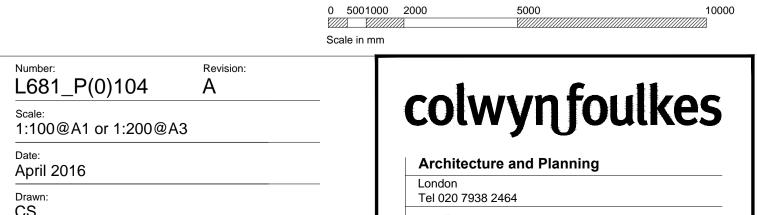
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