



Application Number and Registration Date	MO/2017/2103 (Outline) 27-Nov-2017
Applicant	Mr P Poulter, Woodlands Country Homes Ltd.
Case Officer	Mr Christopher Peters
Amendments /amplifications	As amended by drawings received 22/03/2018
Committee Date	4 April 2018
Ward(s)	Bookham North
Proposal	Outline application for the consideration of access, appearance, layout and scale in respect of alterations and extensions to existing building to form new retail unit and 4 No. one bedroom flats with car parking.
Site Description	(Weales), 111, Little Bookham Street, Bookham, Leatherhead, Surrey, KT23 3AF

RECOMMENDATION: Approve subject to conditions

Summary

This application seeks outline planning permission for alterations and extensions to the existing building to form a new retail unit and the provision of 4 No. one bedroom flats with car parking, following the conversion of the existing two bedroom apartment at first floor level and the reduction in floor area of the existing ground floor retail unit. As the application is in outline form the consideration of access, appearance, layout and scale are to be considered. The site's landscaping is to be considered at a later date, under a reserved matters application.

The proposed development is considered to be of an acceptable design and scale and, following receipt of amended plans which have removed some first floor windows, would not have an adverse impact upon the amenities enjoyed by the occupants of neighbouring properties. Permission is recommended for approval.

1. Development Plan

1.1. Built up area

2. Relevant Planning History

MO/2012/0588	Erection of single storey rear extension following demolition of existing outbuilding.	Approved
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3. Site Description

3.1. The application site comprises a local shop which is located to the west of Little Bookham Street within the built up area of Bookham. The shop faces onto Little Bookham Street and there are various storage buildings located to the rear and side of the site. To the north of the property is Grape Vine Cottage, which is a grade II listed building. The site frontage provides off street parking for several vehicles. The site also has a bus stop directly in front of the site. The upper floor of the building accommodates a two bedroom flat.

Description of Development

3.2. The current application seeks outline planning permission for alterations and extensions to the existing building to form a new, smaller retail unit and the provision of 4 No. one bedroom flats with car parking, following the conversion of the existing two bedroom apartment at first floor level and the reduction in floor area of the existing ground floor retail unit. As the application is in outline form the consideration of access, appearance, layout and scale are to be considered. The site's landscaping is to be considered at a later date, under a reserved matters application.

3.3. The development would include two storey extensions to the rear of the building and the removal of the existing outbuildings to the rear, in order to provide 4 one bed flats over ground and first floor levels. Five on site parking spaces would be provided at the front of the site. Amended plans were received 21/03/2018, which removed and re-configured the first floor windows in order to improve and overcome issues relating to privacy loss.



4. Consultations

- 4.1. Surrey County Council Highways – The Highways Authority was consulted and has raised no objection to the proposal subject to the imposition of condition.
- 4.2. Historic Buildings Officer – No objection subject to the imposition of conditions.
- 4.3. National Trust – No comments received.
- 4.4. Waste – Additional information should be provided on waste storage.

Officer Comment: A condition is suggested to seek the appropriate details prior to the commencement of development.

- 4.5. Thames Water – No comments received.
- 4.6. SES Water – No comments received.

5. Representations

- 5.1. Following neighbour notification, a total of 8 letters of representation have been received. The main issues raised can be summarised as follows:

- Overshadowing and loss of light
- Prominence and an overbearing presence
- Overlooking and loss of privacy
- Noise and disturbance
- Overdevelopment of the site
- Insufficient parking
- Highway safety
- Loss of retail

Officer Comment: Following Officer assessment and receipt of representations from neighbours, amended plans were requested and received in order to improve the relation with neighbouring properties from an amenity perspective.

6. Main Planning Policies

6.1 Government Guidance

National Planning Policy Framework (2012):

The core planning principles of the NPPF (paragraph 17) states that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth.

In addition, development should secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

- Paragraph 14: Presumption in favour of sustainable development
- Paragraph 50: Delivering a wide choice of high quality homes
- Paragraph 17 (Core planning principles). Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

- Paragraph 59 (Requiring good design). The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- Paragraph 60, advises that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

6.2 Mole Valley Core Strategy

CS1: Where Development will be directed

CS2: Housing provision and location

CS3: Balancing the Need for Housing

CS4: The Provision of affordable housing

CS13: Landscape Character

CS14: Townscape, Urban Design and the Historic Environment

CS17: Infrastructure, Services and Community Facilities

CS19: Sustainable Construction, Renewable Energy and Energy Conservation

CS20: Flood Risk Management

Mole Valley Local Plan

ENV22 – General Development Control Criteria

E2: Safeguarding existing industrial and commercial land

ENV4: Landscape Character

ENV22: General development control criteria

ENV23: Respect for setting

ENV24: Density of development and space around buildings

ENV53: Trees in the built up area

MOV2: The Movement Implications of Development

MOV5: Parking Standards

6.3 Bookham Neighbourhood Development Plan

BKEN1: Trees and hedgerows

BKEN2: Design and local character

BKH1: Smaller homes for downsizing and new families

BKH2: Infill and garden development

BKH3: Parking space standards

BKIN1: Drainage

6.4 Other Documents

Bookham and Fetcham Built Up Area Character Appraisal

7 Main Planning Issues

The main issues for consideration are:

- Principle of development
- Loss of the garage and filling station

- Impact on the character and appearance of the surrounding area
- Impact on the setting of a Listed Building
- Impact on the amenity of adjoining properties
- Parking and highway safety
- Affordable Housing
- Sustainable construction
- Waste

Principle of development

- 7.1 Policy CS2 of the Core Strategy states that priority will be given to locating new residential development within the defined built up areas of Leatherhead, Dorking (including North Holmwood), Ashted, Bookham and Fetcham. The site is located within the built up area of Fetcham where the principle of residential/ commercial development is considered acceptable.
- 7.2 Policy CS3 of the Core Strategy seeks to provide a balanced housing market by taking into account local needs in terms of tenure, size and dwelling type. Priority will be given to the provision of two and three bedroom dwellings. The proposed development proposes 4 x 1 bed units following the reduction in retail floor space and the conversion of the existing two bedroom apartment at first floor level. Due to the small scale nature of the development, Policy CS3 in this instance cannot be too rigorously applied. The proposal would help meet the objectives of Bookham Neighbourhood Development Plan BKH1, by providing smaller homes for downsizing and new families
- 7.3 Policy CS17 of the Mole Valley Core Strategy states that the loss of key services and facilities will be restricted, unless an appropriate alternative is provided or, evidence is presented that the facility is no longer required and suitable alternative uses have been considered. The proposed development would maintain a retail unit proposed at ground floor and would therefore accord with this policy.
- 7.4 The application site is designated as being within the built-up area where residential development is acceptable in principle. Therefore the site could be suitable for residential development subject to any development proposal being appropriate in respect of scale and layout and providing there is no resultant adverse impact on the character, appearance or amenity of the surrounding area, or other material planning considerations i.e. site specific appeal decisions.

Impact on the character and appearance of the surrounding area

- 7.5 Paragraph 56 of the NPPF states that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 7.6 Policy CS14 of the Core Strategy states that *'all new development must respect and enhance the character of the area in which it is proposed whilst making the best possible use of the land available. This will be assisted through the work on the Built-Up Area Character Appraisals'*.
- 7.7 The application site is within the area covered by the Bookham and Fetcham Built-Up Areas Character Appraisal SPD. The 'North Fetcham and Shopping Centre' area is characterised by higher residential densities than much of the rest of Fetcham and Bookham. Building materials are said to tend towards red brick, render/pebble dash

and clay tiles. The majority of housing comprises two storeys, semi-detached dwellings. The application site is mentioned specifically in that the existing garage and filling station is described as an 'unattractive' building in a 'highly prominent position in the heart of the shopping centre'.

- 7.8 The Bookham and Fetcham Character Appraisals also outlines the main characteristics of the area as follows:
- High reliance on on-street parking in front of local shops, making a rather congested streetscape and hiding some attractive small scale shop premises;
 - Unattractive vehicle repair garage/petrol station in highly prominent position in heart of shopping centre;
 - Neighbourhood shopping parades generally in architecturally undistinguished buildings and cluttered with parked cars on highway frontages.
- 7.9 The proposed alterations and extensions to the building would have a subservient form and design, and would satisfactorily integrate into the existing building. The removal of the existing unsightly outbuildings to the rear of the site is also a welcome change. The shop front alterations, which include the reduction in width of the shop unit, would see the partial removal of the white rendered frontage and green shutters and would include the insertion of a further two windows at ground floor level, which would be of the same proportions and characteristics found within the existing building.
- 7.10 It is considered that the proposed development would be of an appropriate design; scale and massing that would satisfactorily integrate with the character of the site, its surroundings and would thus be in keeping with the character of the Little Bookham Street Streetscene. The proposed development would accord with Mole Valley Local Plan Policies ENV22, ENV23, ENV24 and Core Strategy policies CS1, CS2, CS4 CS14 and the relevant policies of the NPPF.

Impact on the setting of a Listed Building

- 7.11 The development site is located immediately adjacent to the south of the Grade II listed building at No. 113 Little Bookham Street. The Council's Historic Environment Officer was consulted on the development proposal and raises no objections. He has commented that the various works detailed so far in the outline application would not be harmful to the setting of the heritage asset. If anything, there is a degree of potential enhancement to the setting by the removal of the clutter currently sited between the two buildings. The proposed extensions on the south side are away from the listed building and so, again, there would be no impact on the setting of the heritage asset.
- 7.12 It is suggested that sample materials should be conditioned and also a trial panel of new brickwork for the front elevation be submitted and approved prior to commencement of the development. This is because the quality of the new brickwork on the prominent front elevation (and to a degree to the side) would form part of the streetscene and would be seen in the context of the listed building next door. Ventilation detail should also be conditioned as the shop unit (with toilet) is adjacent to the listed building and intrusive ventilation on this side could harm the setting. Landscaping (including changes to boundary treatment) should also be covered, as the current fence line runs very close to the listed building.

Impact on the amenity of adjoining properties

- 7.13 In assessing the impact on neighbouring amenity, the properties that are considered to be most affected by the proposal would be the occupants of the immediately adjoining properties to the rear (west) of the site which include No.s 107, 109 and the immediately adjoining No.113 Little Bookham Street in addition to the immediately adjoining No.113 Little Bookham Street and Nos 1 and 2 Heatherside Close. The proposal would include the introduction of first floor rear and side facing windows.

Amended plans have been received which have omitted the two rear facing first floor windows which were to serve Flat 4's living area. The two side facing windows would not result in an unacceptable degree of privacy loss or overlooking. The rear facing bedroom window which would serve Flat 3, would now be fitted with obscure glazing and as this is a secondary window such a feature is considered to not adversely impact upon the future occupants of the flat. The rear bathroom window would be fitted with obscure glazing, whilst the rear kitchen window has been removed and a side window has been inserted. Following these revisions, Officers consider that the proposed development would not result in an unacceptable degree of overlooking or privacy loss to the occupants of neighbouring properties.

- 7.14 In conclusion, the proposed development would not result in an unacceptable relationship between the application site and the adjoining neighbouring properties. The proposed development would accord with Local Plan Policy ENV22 in this regard.

Parking and highway safety

- 7.15 Policy MOV2 of the Local Plan relates to the movement implications of development. Development will normally only be permitted where it can be demonstrated that it is or can be made compatible with the transport infrastructure and the environmental character in the area, having regard to all forms of traffic generated by that development.
- 7.16 Policy MOV5 refers to the SCC Parking Standards. These parking standards are applied as maximum. The development would provide a total of 5 parking spaces. The proposal also provides secure on site cycle parking and additional cycle parking facilities for users of the shop.
- 7.17 The Highways Authority raises no objection to the proposal. The resultant development is considered to provide an appropriate level of off street parking on a site which is in a very sustainable location due to the presence of the bus stop immediately outside of the site and good access to local facilities and would not have an adverse impact on highway safety. The proposal would comply with Mole Valley Local Plan policies MOV2 and MOV5.

Affordable Housing

- 7.18 This site falls within the Council's Core Strategy Policy CS4 'The Provision of Affordable Housing', which states 'that on all housing development of 1-9 gross dwellings, a financial contribution equivalent to providing 20% of the total number of dwellings as affordable needs to be made'. However as the number of proposed units falls below the 6 unit threshold, and it does not trigger the 1,000m² gross floorspace threshold, in accordance with the most recent Planning Practice Guidance (PPG) an affordable housing financial contribution is not required in this instance.

Sustainable construction

- 7.19 The proposal would need to include a 10% reduction in total carbon emissions through the on-site installation and implementation of renewable or low carbon energy sources. No specific information has been submitted in the application; however compliance with these aspects of policy CS19 can be satisfactorily controlled through the imposition of a planning condition.

Community Infrastructure Levy

- 7.20 CIL was adopted by the Council on 1 January 2017. The proposal involves the creation of residential floorspace and, therefore, CIL would be liable.

Other considerations

- 7.21 In considering this application, all of the comments raised by way of representation and consultation have been fully considered and taken into consideration in forming a recommendation of this application.

Conclusion

- 7.22 For the reasons outlined above, it is considered that the proposed development would be of an acceptable design and scale, which would respect the character of the site and that of the Little Bookham Street, and would not result in an unacceptable loss of amenity to the occupants of neighbouring properties. The proposed development would accord with local plan policies ENV22, ENV23, ENV24, ENV32 and Core Strategy Policies CS1, CS3, CS13, CS14 and CS20 and the relevant paragraphs of the NPPF.
- 7.23 The site's landscaping is to be considered at the Reserved Matters stage as part of a subsequent application. The proposed development would comply with the relevant Local Plan and Core Strategy policies and the relevant paragraphs of the NPPF.

8 Recommendation

Permission be **GRANTED** subject to the following conditions:

1. Approval of details of the landscaping of the site (hereinafter called the 'reserved matters') shall be obtained from the Local Planning Authority in writing before any development is commenced and carried out as approved. Plans and particulars of the reserved matters referred to above, shall be submitted in writing to the Local Planning Authority before the expiration of three years from the date of this permission. The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: To comply with Section 92(2) of the Town and Country Planning Act 1990 as amended by Section 51(2) of the Planning and Compulsory Purchase Act 2004..

2. The development hereby permitted shall be carried out and completed in all respects strictly in accordance with the submitted documents and plan numbers: 007 02, 009 01 & 006 03 contained within the application and no variations shall take place.

Reason: To accord with the terms of the submitted application and to ensure minimal impact on local amenity and the environment in accordance with Mole Valley Core Strategy policy CS14 and Mole Valley Local Plan policy ENV22.

3. Before any above ground works commence, details of the materials to be used in the construction of the external surfaces of the development hereby permitted shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure the development harmonises with its surroundings in accordance with Mole Valley Local Plan policy ENV22 and policy CS14 of the Mole Valley Core Strategy.

4. A refuse and recycling storage facility shall be provided as part of the development, in accordance with detailed drawings to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development.

Reason: In the interests of the amenities of the area, in accordance with Mole Valley Core Strategy policy CS14 and Mole Valley Local Plan policy ENV22.

5. Prior to the first occupation the first floor windows shown on the approved plans as being fitted with obscure glazings hereby permitted shall be glazed in obscured glass and permanently retained in that condition thereafter.

Reason To protect the amenities and privacy of adjoining residential properties in accordance with Mole Valley Local Plan policy ENV22.

6. The parking spaces shown on the approved plan shall be made available for use prior to the first occupation of the development hereby permitted and thereafter retained for that purpose.

Reason: To ensure that adequate facilities are provided for the parking of vehicles clear of the highway in the interests of the free flow of traffic and condition of safety on the highway in accordance with Mole Valley Local Plan policy MOV5.