

Application Number and Registration Date	MO/2018/0651 (Detailed) 23-Apr-2018
Applicant	Ms A Warren
Case Officer	Mrs H Clarke
Amendments /amplifications	As amended by drawing received 20/06/2018
Committee Date	4 July 2018
Ward(s)	Bookham South
Proposal	Creation of 2 No. single storey dwellings.
Site Description	Honeydew, 92, Woodlands Road, Bookham, Leatherhead, Surrey, KT23 4HH

RECOMMENDATION: Approve Subject to conditions

Summary

Planning permission is sought for the demolition of the existing garage/workshop building and the barn on the site at the rear of No.92 Woodlands Road and replacement with a building to be split into two dwellings. One dwelling would have 3 bedrooms and the other would have two. The size and height of the proposed building would be the same as the current buildings.

The barn was originally erected for agricultural purposes; however through the passage of time it has become more of a residential storage space, including for the storage of hay in connection with the adjoining personal use stable block and used by local businesses. As such the site is considered to be previously developed land. Therefore, in accordance with the NPPF, the proposal to replace the building would not be inappropriate development in the Green Belt. The proposed building would be the same size as the existing and in terms of visual appearance would be appropriate to the surrounding area. On this basis, permission is recommended subject to conditions.

1. Development Plan

1.1. Metropolitan Green Belt

2. Relevant Planning History

LEA/25157	Outline application to erect a bungalow and garage	Refused 07/12/72
MO/86/1487	Four loose boxes, feed store and tack room	Approved 15/04/87
MO/97/1172	Erect Shelter 11sqm	Approved 09/10/97
MO/2002/0100	Removal of condition 4 of MO/92/0840 to allow for part of existing garage block to be used as a granny annexe	Approved 04/04/02
MO/2005/1676	Hardstanding for parking of vehicles including horseboxes and trailer, storage of non-agricultural items in existing barn, extension of stable building roof, all on agricultural land to rear	Approved 09/12/05
MO/2017/1204	Prior notification for the change of use of the existing storage building (use Class B8) to 2 No. residential Units (C3)	Prior approval refused 05/09/17
MO/2017/1752	Prior notification for change of use of light industrial building (Use Class B1) to one residential dwelling (C3)	Prior approval refused 27/11/17

3. Description of Development

3.1 The application site is located on the western side of Woodlands Road, Bookham. At the front of the site is the residential dwelling of No.92, Woodlands Road. To the south of the dwelling is a track that leads to land with a brick built garage/workshop building, a wood framed barn and a stable block. The track then leads to another property, No. 94.



3.2 This planning application relates to the garage/workshop building and the barn and the red edge plan includes some land around these buildings. The current application seeks to replace these buildings which abut each other with a similar sized building to create two single storey dwellings.

4 Consultations

4.1 SCC Highways: The County Highway Authority has undertaken an assessment in terms of the likely net additional traffic generation, access arrangements and parking provision and are satisfied that the application would not have a material impact on the safety and operation of the adjoining public highway. The County Highway Authority therefore has no highway requirements.

4.2 Surrey Wildlife Trust: Note that an Ecology Report submitted with the application appears appropriate in scope and methodology and has not identified active bat roosts within the buildings subject to the current planning application. They therefore advise that bats do not appear to present a constraint to the proposed development.

4.3 Sustainability Consultant: Has reviewed the submitted D&A Statement and notes that the applicant is considering the installation of a GSHP to meet the 10% on site renewable requirement. This would likely be sufficient, but more information and details would be required if permission is granted.

4.4 Guildford Borough Council: No concerns

4.5 Tree Officer: No comments at time of writing – however no trees need to be removed to carry out the development

4.6 Waste Officer: Wheelie bins would need to be presented at the roadside

4.7 SES Water: No comments received at time of writing

4.8 Thames Water: No comments received at time of writing

4.9 Environmental Health: No comments received at time of writing.

5 Representations

5.1 Thirteen letters have been received. Five of these are in support of the scheme and eight raise objections or concerns with the scheme. The following summarised comments have been made:

- Existing plans are inaccurate in terms of the heights of both the barn and the workshop and therefore proposed plans must also be inaccurate.
- If a two storey dwelling built it would overlook rear of property.
- Intrusion into Green Belt
- Building has always been used for storage of hay/straw in connection with stables and a boat is stored there.
- Not a brownfield site as sits in Green Belt fields
- The argument of increase in housing stock should be discounted as Bookham already contributes to housing stock without building in the Green Belt.
- Increased traffic in the road
- One barn is over one storey which is not shown on the plans
- If area at rear of house used for parking then water runoff could harm property
- Set a precedent for others to do the same

- Development not in keeping with the area
- Materials give the appearance of pre-fab buildings.

6 Main Planning Policies

6.1 Government Guidance

National Planning Policy Framework (NPPF)

Section 6 – Delivering a wide choice of high quality homes

Section 7 – Requiring good design

Section 9 – Protecting Green Belt land

Section 10 – Meeting the challenge of climate change, flooding and coastal change

6.2 Mole Valley Core Strategy

CS1 – Where Development will be Directed

CS2 – Housing Provision and Location

CS3 – Balancing Housing Provision

CS14 – Townscape, Urban Design and the Historic Environment

CS15 – Biodiversity and Geological Conservation

CS18 – Transport Options and Accessibility

CS19 – Sustainable Construction, Renewable Energy and Energy Conservation

6.3 Mole Valley Local Plan

ENV22 – General Development Control Criteria

ENV23 – Respect for Setting

ENV24 – Density of Development and the Space About Buildings

MOV2 – The Movement Implications of Development

MOV5 – Parking Standards

6.4 Bookham Neighbourhood Development Plan

BKEN2: Design and local character

BKH1: Smaller homes for downsizing and new families

BKH3: Parking space standards

BKIN1: Drainage

7 Main Planning Issues

7.1 The main planning issues for consideration are as follows:

- Whether the proposal would be inappropriate development within the Green Belt for the purposes of the NPPF
- The effect of the proposal on the openness of the Green Belt
- The effect of the proposal on the visual amenities of the Green Belt
- If the development is inappropriate, whether the harm by reason of inappropriateness and any other harm is clearly outweighed by other considerations, so as to amount to the very special circumstances necessary to justify the development
- the impact on the amenities of neighbouring properties,
- parking and traffic
- ecology

Whether the proposal would be inappropriate development within the Green Belt for the purposes of the NPPF

- 7.2 The NPPF states in paragraph 87 that as with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.
- 7.3 Paragraph 89 states that local planning authorities should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:
- *buildings for agriculture and forestry;*
 - *provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;*
 - *the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original dwelling;*
 - *the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;*
 - *limited infilling in villages and limited affordable housing for local community needs under policies set out in the Local Plan; or*
 - *limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater openness of the Green Belt and the purpose of including land within it than the existing development.*
- 7.4 This site has been the subject of two recent applications for Prior Approval. The first was for prior approval from storage use (B8) to residential and the second was for prior approval from light industrial use (B1) to residential. The first was refused as there was not conclusive evidence that the buildings had been used for commercial storage and distribution and therefore did not comply with the B8 use.
- 7.5 The second application was refused on the lack of evidence that demonstrated that the buildings were in use for light industry on the required date to satisfy the criteria for Class PA.
- 7.6 The applicant claims that the proposal would fall under bullet point six as the buildings have a non-agricultural use and therefore the site should be considered as previously developed land.
- 7.7 The NPPF defines previously developed land as (Annex 2):
- 'land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.'*
- 7.8 The barn was originally constructed in the 1970's for agricultural purposes including the storage of hay in connection with the keeping of sheep in the surrounding fields.

The garage/workshop was used by the applicant's father for personal use and is currently in a derelict state containing the remnants of a metal work lathe and other tools.

- 7.9 At the time of the stable block application (MO/86/1487) the Officer's report stated that the barn was used for the storage of animal feed and sheep and the other building was used as a garage/workshop for personal use.
- 7.10 Through the passage of time the barn has been used for other uses, mainly the storage of domestic paraphernalia including a sailing dinghy that was applied for in 2005 and at present there are four Land Rovers in poor condition stored in the larger barn.
- 7.11 Therefore, although the use of the barn has not been formally changed through a planning application, (apart from a small section granted non-agricultural use in 2005), or a certificate of lawful use has not been formally demonstrated, it is accepted that the buildings have not been in agricultural use for a reasonable period of time.
- 7.12 Given the permanence of the structures, the buildings are considered to be form part of a previously developed site. Their replacement with two dwellings would not, therefore, be inappropriate development, subject to the consideration of the impact on the openness of the Green Belt.

The effect of the proposal on the openness of the Green Belt

- 7.13 The objective of national policy set out in the Framework is to protect the most important attribute of Green Belts, which is their openness.
- 7.14 The existing building has a floor area of 228m². The sloping roof of the barn has a maximum height of 3.7 metres. The proposed building would have the same dimensions. The residential curtilage would be minimal with only a 3.4 metre strip of land along the northern boundary and 1.2 metres along the southern boundary. Although small in area, the amenity space provided would restrict the spread of domestic paraphernalia across the wider area, but allow the residents a view over the adjoining open fields.
- 7.15 It is considered that the proposal would not have any greater impact on the openness of the Green Belt than the existing structures.
- 7.16 The proposal would also comply with Core Strategy Policy CS3 and BKH1 of the Bookham NDP which seeks to provide smaller 2 and 3 bedroom dwellings which are suitable for all sectors of the community. The dwelling would be single storey and would be capable of adaptation for Lifetime Homes.

Visual impact on the Green Belt

- 7.17 The existing garage is brick built with a low pitched corrugated metal roof that the applicant is in the process of replacing. The barn is constructed with timber poles and corrugated metal sheeting for the walls and the roof. The proposed building would be constructed with a brick base and timber cladding with a zinc metal roof. The garden areas would be delineated with post and rail fencing. Areas of existing concrete would be removed and replaced with permeable surfacing such as gravel. The proposed materials would be appropriate within this semi-rural setting.
- 7.18 The character of the surrounding area is a mix of detached two storey properties, bungalows and chalet bungalows. Plots are fairly consistent, with the dwellings

located closer to the road with long rear gardens. The street scene features hedging, low walls and five bar gates. The northern parts of Woodlands Road which fall within the Mole Valley DC area are located within the designation of a Small Rural Village whilst the rest of the road lies within the Green Belt.

- 7.19 Bookham NDP policy BKEN2 requires development to respect the character and the appearance of the area. The proposed building would use a palette of materials that would harmonise with the surrounding properties whilst respecting the original buildings character.
- 7.20 The low nature of the building would be in keeping with the other bungalows in the road. The building would be visible within views down the existing driveway. It is considered that the design of the building would be respect the semi-rural character of the area and the use of modern building methods and renewable technologies the building would be sustainable. A new building would improve the visual appearance of the site and the surrounding area without causing harm to the openness of the Green Belt.

Impact on the amenities of the neighbouring properties

- 7.21 The rear of the host property, No.92, sits 50 metres to the east of the proposed dwellings. There is a ribbon of properties to the north of No.92 that front Woodlands Road. At the rear of these properties there are a number of large trees. With the separation distance it is considered that the any north facing windows/doors would not have a significant impact on the amenities of these neighbouring properties.
- 7.22 To the south is No.96. This property also fronts Woodlands Road and has a large conifer hedge along the driveway. It is considered that, as the development would be over 50 metres away, the development would not have an adverse impact on this neighbour.
- 7.23 The driveway that runs along side No.92 that leads to the application site also leads to a separate property, No.94. This property is over 160 metres away from the application site and therefore the development would not have an impact on the amenities of this property.

Parking/traffic

- 7.24 There is currently a tarmac track that leads to the buildings down the side of No.92. There is sufficient space to the east of the barn to park five vehicles off the access track.
- 7.25 Bookham NDP policy BKH3 requires 2 and 3 bedroom properties to provide 2 off road parking spaces. Surrey County Councils parking standards advise that 2 parking spaces would be required in Suburban edge/ Village/Rural locations. It is considered that the size of the site allocated within the red edged site plan would allow for 2 spaces for each property to be provided.
- 7.26 The Applicant claims that the existing barn is used by commercial businesses and therefore any change to residential properties would result in a reduction of vehicles accessing the site. This would be beneficial to help maintain the semi-rural nature of the area.
- 7.27 Surrey County Council Highways has advised that the application would not put additional pressure on the highway network that would cause highway safety issues.

Ecology

- 7.28 Paragraph 109 of the NPPF advises that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible. Paragraph 118 of the NPPF states that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity.
- 7.29 The application is supported by a bat survey, the conclusions of which indicate that the buildings are not being used by bats. Opportunities to enhance the site would include bat and bird boxes.
- 7.30 The report has been scrutinised by Surrey Wildlife Trust who do not raise any objections with the report. It is considered that development would accord with the NPPF and Core Strategy policy CS15 and ENV15 of the Mole Valley Local Plan.

Sustainable drainage

- 7.31 Core Strategy policy CS20 advises that appropriate drainage systems should be incorporated within new development proposals. Policy BKIN1 of the Bookham NDP requires developers to implement SuDS (sustainable drainage systems) for developments that propose one or more dwellings.
- 7.32 No information regarding drainage has been submitted at this stage; however this is something that can be controlled by way of a condition.

Renewable energy

- 7.33 Core Strategy policy CS19 sub paragraph 1c seeks to ensure that the total carbon emissions of new development are reduced by at least 10% as a result of the installation of renewable energy technology. Applicants are required to submit evidence to demonstrate how these requirements can be met unless it can be demonstrated that compliance is not technically or financially achievable.
- 7.34 The Applicant has supplied information regarding the installation of ground source heat pumps to meet this requirement. Further information would be required should the application be granted and a suitable condition is recommended.

Community Infrastructure Levy (CIL)

- 7.35 The proposal results in the creation of new residential floor space and is therefore liable for the Community Infrastructure Levy.

8 Conclusion

- 8.1 The proposed creation of two dwellings on the site of an existing garage/workshop and a barn is considered to be on previously developed land. Therefore it would not be inappropriate development within the Green Belt. The design and scale of the proposed building would not have a greater impact on the openness of the Green Belt than the existing buildings and the visual amenities of the area would be enhanced.
- 8.2 The amenities of neighbouring properties would not be affected by the proposal, there would be enough parking on the site to have no impact on highway safety, and enhancements to biodiversity on the site would be made as well as the proposed development meeting sustainable drainage and renewable energy criteria.

- 8.3 In support of the application would be the current lack of 5 year housing land supply in Mole Valley District. This proposal would re-use an existing 'brownfield site' to provide two small dwellings which would be in keeping with the character of the surrounding residential area.
- 8.4 Therefore the proposal would not conflict with the guidance in the NPPF, Core Strategy policies CS1, CS2, CS3, CS14, CS15, CS18, CS19 and CS20, policies ENV22, ENV23, ENV24, MOV2 and MOV5 of the Mole Valley Local Plan and policies BKEN2, BKH1, BKH3 and BKIN1 of the Bookham NDP.

9 Recommendation

Permission be **GRANTED** 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: To comply with Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51(1) 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 000, 001, 100 and 200 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. Before any above ground works commence, details of the hard surfacing to be used within the site shall be submitted to and approved in writing by the Local Planning Authority. The details shall indicate either porous materials or the provision of a direct run-off from the hard surface to a permeable or porous area. All hard surfacing shall be carried out in accordance with the approved details, completed prior to the first occupation of the development hereby permitted and thereafter, permanently retained as such.

Reason: To preserve the visual amenity of the area and prevent the increased risk of flooding, in accordance with Mole Valley Local Plan policy ENV25 and policies CS14 and CS20 of the Mole Valley Core Strategy.

5. At least 28 days before the development hereby permitted commences on the site, a soil survey shall be undertaken and the results provided to the planning authority. The survey shall be taken at such points and to such depth as the planning authority may

stipulate and shall be in accordance with the standards of the Environment Agency's Model Procedures for the Management of Contamination (CLR11) and if required laboratory results shall be provided as numeric values in an electronic formatted excel spread sheet. Before development commences a scheme for decontamination shall be agreed in writing with the planning authority and the scheme as approved shall be implemented before any part of the development hereby permitted is occupied.

Reason: The Local Planning Authority is satisfied that it is fundamental to the development permitted to address this issue before development commences and that without this safeguard planning permission should not be granted, and to ensure the proper investigation and, where necessary, remediation of the site in the interests of the amenities of the locality and the future occupants of the development in accordance with Mole Valley Local Plan policy ENV69.

6. Prior to the commencement of the development hereby permitted, surface water drainage details shall be submitted for the approval in writing by the Local Planning Authority. Such details shall include an assessment of the potential for the disposal of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework.

The assessment shall provide information of the design storm period and intensity (typically a 1 in 100 year storm of 30 minutes duration with an allowance for climate change), the method employed to delay and control the surface water discharged from the site and the means to prevent pollution of the receiving groundwater and/or surface water. Where applicable, the details shall include infiltration tests, calculations and controlled discharge rates. If the development is to discharge water into the ground in any form, then a full BRE Digest 365 infiltration test (or falling head test for deep bore soakaways) will have to be submitted to the Local Planning Authority prior to commencement of any works on site. The suitability of infiltration methods should be verified (i.e. possible contaminated ground).

The approved drainage scheme shall be implemented prior to the first occupation of the development.

Reason: The Local Planning Authority is satisfied that it is fundamental to the development permitted to address this issue before development commences and that without this safeguard planning permission should not be granted and, in the interests of sustainable development, in accordance with the advice contained in the National Planning Policy Framework and policy CS20 of the Mole Valley Core Strategy.

7. Prior to any above ground works commencing, details to reduce the carbon emissions of the predicted energy use of the development hereby permitted by at least 10% through the on-site installation and implementation of decentralised and renewable or low-carbon energy sources shall be submitted and approved by the Local Planning Authority and be implemented prior to the first occupation of the development.

Reason: To optimise renewable energy and its conservation, in accordance with policy CS19 of the Mole Valley Core Strategy.

8. No occupation of the development hereby permitted shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected/retained. The boundary treatment shall be completed prior to the first

occupation of the development, shall be carried out in accordance with the approved details and thereafter permanently retained as such.

Reason: To preserve the visual amenity of the area and protect neighbouring residential amenities in accordance with Mole Valley Local Plan policy ENV22 and policy CS14 of the Mole Valley Core Strategy.

9. Notwithstanding the provisions of the Town and Country (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no extensions within Schedule 2, Part 1, Classes A, B, or C to any dwelling hereby permitted shall be erected.

Reason To control any subsequent enlargements in the interests of the visual and residential amenities of the locality, in accordance with Mole Valley Local Plan policy ENV22 and policy CS14 of the Mole Valley Core Strategy and to restrict the enlargement of dwellings in this rural area in accordance with the NPPF.

10. Notwithstanding the provisions of the Town and Country (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no building or enclosure, swimming or other pool, within Schedule 2, Part 1 Class E, shall be carried out on the land the subject of this planning permission.

Reason: To protect the character and amenities of this rural area, in accordance with the advice contained in the National Planning Policy Framework and policy CS14 of the Mole Valley Core Strategy.

11. The recommendations set out within the applicant's ecological survey (Drummond Ecology dated 12th January 2018) and submitted in support of the application shall be carried out in full before the development is occupied.

Reason: To safeguard the ecological interest of the site in accordance with Mole Valley Local Plan policy ENV15 in accordance with policy CS15 of the Mole Valley Core Strategy and the National Planning Policy Framework.

12. 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.

Informatives

1. Bats are protected under the Wildlife & Countryside Act 1981 and subsequent legislation and it is an offence to deliberately or recklessly disturb them or damage their roosts. (Potential habitats) Trees should be inspected before any works commence and if the presence of bats is suspected advice will need to be sought from the Natural England on 0300 060 3900. Further advice on bats is available from The Bat Conservation Trust on 0345 1300 228.
2. Birds may be found nesting in trees, hedges and associated plants such as Ivy, especially between March and September. All wild birds are protected by law under the

wildlife & Countryside Act 1981 and it can be an offence to intentionally disturb, injure or kill a nesting bird or to take, damage or destroy an occupied nest or a viable egg. If nesting birds are discovered, works on the trees should be deferred until the nests are abandoned.

3. The applicant is reminded that the demolition and construction stage of the proposed development may give rise to problems of smoke pollution and/or noise, which will depend on the measures taken to control such potential problems. It is, therefore, strongly recommended that you contact the Council's Environmental Health Department at an early opportunity in order to discuss appropriate measures to be adopted for control of burning, noise and other potential problems for neighbouring residents.
4. In the interests of sustainability and the reduction of waste your attention is drawn to the desirability of recycling building materials wherever possible. The demolition or dismantling of structures on the site should be considered as part of the development process to maximise the reuse or recycling of materials rather than disposal as waste. For further information about re-use and recycling of building materials, the applicant is advised to ring the Surrey County Council Contact Centre on 03456 009009.
5. The development is likely to offer some opportunities to restore or enhance biodiversity; such measures are in line with the NPPF, will assist the Local Authority in meeting their duty under the Natural Environment and Rural Communities (NERC) Act 2006 and also help offset any localised harm to biodiversity caused by the development process. Guidance on suitable measures is set out in Surrey Wildlife Trust's letter dated 14th May 2018 which can be viewed on the Council's website.
6. The applicant is advised that the approval of details and/or samples required by conditions is subject to a fee, details of which may be viewed on the Council's website under the planning pages.

The fee may cover more than one condition where the details are submitted at the same time. Where subsequent submissions are made, a further fee will be payable per individual submission. The fee should be paid at the time of submission of the formal request.

PLEASE NOTE that this approval process may take up to 8 weeks from the date of the request. Applicants are therefore advised to submit requests in a timely manner.