

LOCATION: LAND AT FORMER SPARKS GARAGE, 2 LONDON ROAD, CAMBERLEY, GU15 3UZ

PROPOSAL: Approval of the reserved matters (appearance, landscaping, layout, scale) pursuant to condition 1 of SU16/0536 for the erection of 9 x 2 bed flats with associated parking and landscaping. (Amended & Additional Plan- Rec'd 25/07/2017) (Amended and additional plan recv'd 31/7/17). (Amended and Additional Plans - Rec'd 02/08/2017).

TYPE: Reserved Matters

APPLICANT: Mr Charles
Seville Developments Ltd

OFFICER: Emma Pearman

This application should be read in-conjunction with application 17/0504 reported elsewhere on this agenda.

RECOMMENDATION: GRANT subject to conditions and amendment of application description

1.0 SUMMARY

- 1.1 This is a reserved matters application, following outline permission having been granted at the site for up to 10 dwellings. This application considers the matters of layout, scale, appearance and landscaping. While the access point was agreed at outline stage, application 17/0504 reported on this agenda proposes moving the access point further north from the agreed position. Please note that while this application currently states it is pursuant to the outline permission 16/0536, application 17/0504 will effectively replace the outline permission. As such if this application is granted permission the application description will need to be amended before issuing the decision. If 17/0504 is refused by the Committee, then this application also cannot be granted permission given that the plans are based upon the amended access.
- 1.2 This application proposes 9 x 2-bed dwellings within a three storey building, with 9 parking spaces to the rear of the building. The dwellings would have balconies or private ground floor patio areas, with communal amenity space also provided around the building. There would be a low wall with railings and a hedge to the front and side. While some consultees comments are still outstanding, the application is considered to be acceptable in all regards at this stage, and as such it is recommended that permission is granted, subject to conditions.

2.0 SITE DESCRIPTION

- 2.1 The application site is located on the junction of the A30 London Road, just outside Camberley Town Centre, and the Maultway North, opposite the Jolly Farmer roundabout, and lies within the settlement area of Camberley and Frimley and the Historic Routes (Main Thoroughfares) Housing Character Area. The site is approximately 0.1ha in size, and the derelict garage buildings which were on the site at the time of the original application have now been demolished and the site is enclosed by a fence and is somewhat overgrown by vegetation. There is a red brick wall to the front which is in a state of disrepair. There are steps up to the site from the A30, as the site is in an elevated position compared to this road. The site is accessed by vehicles from Maultway North.
- 2.2 The application site slopes up from the A30 to the north, and behind the application site there are residential properties on the western side of Maultway North, with open land opposite to the east. To the west of the application site on the A30, there is a residential building comprising 12 flats (Pear Tree Court) with parking to the rear, which is also accessed from Maultway North.

3.0 RELEVANT PLANNING HISTORY

- 3.1 17/0504 – Variation of Condition 11 of planning permission 16/0536 so as to allow a change to the location of the proposed access.

Application under consideration. This proposes moving the access point already granted permission under 16/0536 (and 15/0385) further north by 7.2m approx., and widening it by 0.4m

- 3.2 16/0536 – Application to remove condition 19 (relating to affordable housing provision) of outline planning permission SU15/0385 for the demolition of existing buildings and erection of up to 10 residential apartments, access, parking provision and associated landscaping with access to be considered only.

Granted 24/08/2016

Officer comment – This application replaces 15/0385 as the relevant outline permission. Conditions 13-15 of this permission, relating to land contamination, have also been discharged.

- 3.3 15/0385 – Outline application for the demolition of existing buildings and erection of up to 10 residential apartments, access, parking provision, and associated landscaping, with access to be considered only.

Granted 21/08/2015

4.0 THE PROPOSAL

- 4.1 This is the reserved matters application, pursuant to Condition 1 of 16/0536, for details of appearance, landscaping, layout and scale, for the erection of 9 x 2-bed flats, with associated parking.

- 4.2 There would be three 2-bed apartments on each of the ground, first and second floors and all apartments would consist of two bedrooms, a living area/kitchen, bathroom and en-suite. Flats on the first and second floor would have private balconies, and on the ground floor they would have small private outdoor seating areas. There would also be communal garden space around the property, particularly to the front and rear. The parking area to the rear would provide 9 spaces and be accessed via Maultway North.
- 4.3 The dimensions of the building will be as follows:
- The building would have a maximum depth of 19.3m and maximum width of 17.3m approx.
 - The building would have a flat roof and be 9.3m approx. in height
 - There would be an elevated walkway from the rear of the building from the 1st floor to the car park (as the car park is higher than the ground floor of the proposed building)
 - A low wall with railings is proposed to the front of the site and along part of Maultway North, with the remainder of the boundary with Maultway North having railings and then a brick wall of maximum height 2.3m. There would be a close-boarded fence to the western boundary with Pear Tree Court and along the northern boundary
 - There will be a cycle store along the boundary with the A30 of maximum height 2.5m approx. and a wall along the boundary behind it of maximum height 1.8m and a pedestrian access gate at the front to the A30
 - The refuse store to the rear would be 1.8m high and open to the sides with just a roof.

5.0 CONSULTATION RESPONSES

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|-----|-------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 5.1 | Surrey County
Highway Authority | No objection. |
| 5.2 | Council's
Arboricultural Officer | Awaiting response – did not object at outline stage, subject to an Arboricultural Report being submitted at reserved matters stage. Comments are awaited on that report and the landscaping scheme. |
| 5.3 | Council's Drainage
Officer | Awaiting response – at outline stage recommended a condition. |
| 5.4 | Thames Water | Awaiting response. |

6.0 REPRESENTATION

6.1 At the time of preparation of this report no letters of representation have been received. However, one letter of objection was received for 17/0504 which raises some issues relevant to this application as follows:

- Highly unlikely there will only be 9 cars associated with the development and any more vehicles will increase parking issues which are especially bad during school drop off times [see section 7.5]
- Pear Tree Court has limited visibility by the access [*Officer comment: This concern was raised in relation to moving the access, however it is relevant to this application with respect to the boundary treatments along the northern and western sides – see Section 7.5.*]

7.0 PLANNING CONSIDERATION

7.1 The application proposed is considered against the policies within the Surrey Heath Core Strategy and Development Management Policies Document 2012, and in this case the relevant policies are CP2, CP6, CP12, CP14B, DM9, DM10 and Policy DM11. It will also be considered against the Guiding Principles of the Historic Routes (Main Thoroughfares) Housing Character Area, as set out in the Western Urban Area Character SPD and the National Planning Policy Framework (NPPF).

7.2 The outline approval (15/0385) granted permission for residential development at this site for up to 10 units, and agreed the location of the access (which has since been proposed to be amended under 17/0304 as detailed above). A copy of the officer's report for this outline permission is included in Annex 1. Permission 16/0536 considered the affordable housing provision, and conditions relating to land contamination on the outline permission have been discharged. As such, the remaining issues to be considered at this stage are:

- Character, trees and landscaping;
- Residential amenity;
- Parking;
- Impact on infrastructure;
- Impact on the Thames Basin Heaths SPA; and
- Other matters – housing mix and drainage.

7.3 Character, trees and landscaping

7.3.1 Paragraph 56 of the NPPF states that the Government attaches great importance to the design of the built environment. Paragraph 58 goes on to say that planning decisions should aim to ensure that developments respond to local character and history, reflect the identity of local surroundings and materials, and are visually attractive as a result of good architecture. Paragraph 60 of the NPPF states that planning decisions should not attempt to impose architectural styles or particular

tastes and should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles.

- 7.3.2 Policy DM9 states that development should respect and enhance the local, natural and historic character of the environment, paying particular regard to scale, materials, massing, bulk and density, and that high quality hard and soft landscaping should be provided. The Guiding Principles of the Main Thoroughfares Housing Character Area, require development to consist principally of two-storey detached or semi-detached buildings set close to the street, maintain the open textured green character with visual gaps through to vegetation, and have front gardens enclosed by walls, hedges or mature vegetation. The Guidance also states that mixed architectural styles will be encouraged, as will measures to minimise the impact of car parking on the street scene.
- 7.3.3 The application site is in a prominent position, on a busy roundabout on the A30. The appearance of the proposed building will be modern in design, with a flat roof, however it is noted that the Guiding Principles of the character area encourage varied architecture along these main routes, and in addition the small number of dwellings and flats along this part of the A30 are also varied in design. While it will be three-storey, given the levels of the site, its ridge height will in fact be lower than that of neighbouring Pear Tree Court, which is a two-storey apartment building and as such it is not considered that this additional storey would result in harm to character.
- 7.3.4 The building will have a staggered front elevation and be set back from the pavement along the A30 by the site by 7-9m approximately, and as such will have a similar set back to adjacent Pear Tree Court. The boundary treatment of a low wall and hedge is encouraged by the character guidance, and it is not considered the addition of railings above the wall would be harmful in character terms. The cycle store to the front would be mostly hidden by the wall, and the pedestrian access gate to the A30 is welcomed to encourage the permeability of the site for pedestrians and cyclists. The depth of the building has been reduced by 2m approximately, from the illustrative plans shown at outline stage, and although the maximum width has increased by 1m approximately, the distance to the side boundaries is between 1.5-3.6m on the eastern side and approx. 2.6-3m on the western side and as such it is not considered that the building would appear too large for the plot. The elevated walkway to the rear would be seen from Maultway North, however given its size and length it is not considered that this would be harmful to the appearance of the building.
- 7.3.5 The applicant proposes a hedge along the front and front/side boundaries, with lawn around the building and additional planting of various species. The outline application requested certain native species as advised by Surrey Wildlife Trust, based on the original ecological report, and the applicant has revised the landscaping plan to include those species. The applicant has also provided a Tree Report, which illustrates that tree protection will be provided around existing mature trees on the western boundaries just outside the site, with no loss of trees as a result of the proposal. Comments are awaited on trees and landscaping from the Council's Arboricultural Officer and updates will be provided at the meeting. However, in all other regards the development is considered to sufficiently respect and enhance the character and quality of the area as required by Policies CP2 and

DM9, and comply with the Guiding Principles of the Main Thoroughfares Housing Character Area, and as such at this stage is considered to be acceptable in terms of its impact on character.

7.4 Residential amenity

- 7.4.1 Paragraph 17 of the NPPF states that planning decisions should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policy DM9 states that development will be acceptable where it respects the amenities of the occupiers of neighbouring properties and uses. It is necessary to take into account matters such as overlooking, overshadowing, loss of light and an overbearing or unneighbourly built form.
- 7.4.2 The western side elevation of the building will be 6.6m approximately from the side elevation of Pear Tree Court. There are four small windows in the middle of this side elevation of Pear Tree Court, two at ground and two at first floor level, which are believed to serve kitchens of four flats. The building is likely to result in some overbearing impacts and loss of light compared to the existing situation, especially to the first floor windows whose outlook is not already compromised by the boundary fence. However, given the fairly large distance of 6.6m between the two elevations, it is not considered that this would result in a significant adverse impact to the occupiers of these dwellings. It is also noted that the recently demolished Sparks Garage buildings, although around 5m lower were much closer to the boundary fence and would have had some adverse impacts on the outlook from these windows. Given the proposed position of the building, it is not considered that there will be any adverse impacts on the front and rear windows of Pear Tree Court.
- 7.4.3 The new building proposes some windows on the upper floors of the western side elevation facing Pear Tree Court. The en-suite and bathroom windows appear to be high above finished floor level, and can be obscure glazed, and no concerns are raised about the windows serving Bedroom 1 and the living areas, given the distance from windows on the side of Pear Tree Court, and the fact that they would overlook communal gardens and the car park only. However, concern was originally raised about the windows for Bedroom 2 on the first and second floors, but the applicant has now amended the design to overcome the privacy issues, by providing windows to the north and south only on the first floor, and obscure glazing the lower part of the window on the second floor, which will be above the windows on Pear Tree Court.
- 7.4.4 The building will be a minimum of 27m away from the boundary with Applebank to the rear on Maultway North, and would face the side elevation and the front of the house. Given the separation distance, and existing boundary treatments of a wall and vegetation along the boundary of this property, it is not considered that it would result in any significant overlooking impacts and would not result in a significantly different situation in terms of overlooking than already exists between this property and Pear Tree Court.
- 7.4.5 In terms of amenities for the future occupiers of the building, all the primary living areas of the dwellings would have a good amount of daylight and sunlight given the amount and size of the windows proposed. All flats would have some private

amenity space; for the upper flats this would consist of balconies and for the ground floor flats, they would have a small private patio area outside their living areas, which would be bordered by low hedges. The remainder of the space would be communal gardens which are considered to be sufficient for the development, given that all units would have their own private space also.

7.4.6 The proposal is therefore considered to be acceptable in terms of its impact on residential amenity, and in line with Policy DM9 and the NPPF in this regard.

7.5 Parking and highway safety

7.5.1 Paragraph 32 of the NPPF states that planning decisions should take account of whether safe and suitable access to the site can be achieved for all people. Policy DM11 states that development which would adversely impact the safe and efficient flow of traffic movement on the highway network will not be permitted unless it can be demonstrated that measures to reduce such impacts to acceptable levels can be implemented.

7.5.2 The access point was already granted permission at outline stage under application 15/0385 (superseded by 16/0536). There is currently an application under consideration for a slight change to the location of the access, moving it further back along Maultway North, by 7.2m approx. and widening it by 0.4m, which will also be reported to this Committee. The County Highway Authority has not objected to this application for the change in the access, stating that the small change in location is not considered to be significant in highway safety terms.

7.5.3 Parking and layout within the site is for consideration at this stage, and the applicant proposes 9 car spaces for the 9 dwellings, which is in line with the County Highway Authority's recommended maximum parking levels. It is noted that concern has been raised by a resident about the amount of parking spaces and that no visitor parking has been provided, and that Maultway North is fairly narrow. While parking is unrestricted in the road, at certain times of the day this road is very busy, at drop off and pick up times for Collingwood College particularly. These issues have been expressly raised with the County Highway Authority, however they have not raised any highway safety concerns and reiterated that the parking provided is in line with the County Highway Authority's maximum recommended standards.

7.5.4 There are 9 dwellings on Maultway North, and 4 in Wychwood Place off Maultway North, and it is noted that most of these properties have their own off-road parking for more than one vehicle, and as such are not likely to have to regularly park on the road themselves. 1-3 Collingwood Cottages do not appear to have off-road parking. Parking is unrestricted on both sides of the road, although it would not be possible to park on both sides at the same time, given the width of the road, other than perhaps where there are some parking spaces just off the carriageway on the eastern side. Given the number of parking spaces and dwellings proposed, while there may be some additional parking on the road as a result of the development at certain times, it is not considered likely that any significant amenity issues would result from the proposal, and no highway safety objections have been raised by the County Highway Authority.

7.5.5 The access to Pear Tree Court has a boundary wall belonging to the neighbouring dwelling on the northern side with tall vegetation above, and is currently open on the southern side (given that the buildings, vegetation and boundary fencing which was formerly part of Sparks Garage have been removed). However, when Sparks Garage was in use the entrance to Pear Tree Court had boundary fencing and significant tall vegetation on the southern side, restricting the view significantly more than the current situation. Boundary fencing is again proposed along this boundary and a tree, and the County Highway Authority has been asked to check again whether this will affect the access to Pear Tree Court, although it is noted that no concerns have been raised about either access to date. The boundary treatment along the western boundary of the site will be set back from the highway with a pavement in between and as such it appears that there is sufficient visibility from Pear Tree Court. Any updates from the County Highway Authority will be reported to the meeting, and if it is a problem it is considered that the applicant could lower the fence/wall close to the junction of Pear Tree Court and Maultway North to overcome this. It is therefore considered that the development is acceptable in terms of its impact on highways, parking and access and in line with Policy DM11 in this regard.

7.6 Impact on Infrastructure

7.6.1 Policy CP12 states that the Council will ensure that sufficient physical, social and community infrastructure is provided to support development and that contributions in the longer term will be through the CIL Charging Schedule. Paragraph 153 of the NPPF states that supplementary planning documents should be used where they can aid infrastructure delivery. The Council's Infrastructure Delivery SPD was adopted in 2014 and sets out the likely infrastructure required to deliver development and the Council's approach to Infrastructure Delivery.

7.6.2 The CIL Charging Schedule came into force on 1 December 2014 and details of infrastructure projects that are to be funded through CIL are outlined in the Regulation 123 list, which includes open space, transport projects, pedestrian safety improvements among others. These projects do not have to be related to the development itself. This application would be CIL liable at the rate of £180 per m² of additional floorspace, with the final figure being agreed upon completion of the relevant forms, after the decision is made.

7.7 Impact on the Thames Basin Heaths SPA

7.7.1 The Thames Basin Heaths SPA was designated in March 2005 and is protected from adverse impact under UK and European Law. Policy NRM6 of the South East Plan 2009 states that new residential development which is likely to have a significant effect on the ecological integrity of the SPA will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. Policy CP14B of the SHCS states that the Council will only permit development where it is satisfied that this will not give rise to likely significant adverse effect upon the integrity of the Thames Basin Heaths SPA and/or the Thursley, Ash, Pirbright and Chobham Common Special Area of Conservation (SAC).

- 7.7.2 All of Surrey Heath lies within 5km of the Thames Basin Heaths SPA and this site is approximately 540m from the SPA. The Thames Basin Heaths Special Protection Area Avoidance Strategy SPD was adopted in 2012 to mitigate effects of new residential development on the SPA. It states that no new residential development is permitted within 400m of the SPA. All new development is required to either provide SANG on site (for larger proposals) or for smaller proposals such as this one, provided that sufficient SANG is available and can be allocated to the development, a financial contribution towards SANG provided, which is now collected as part of CIL. There is currently sufficient SANG available and this development would be CIL liable, so a contribution would be payable on commencement of development. Informatives relating to CIL will be imposed should the application be granted permission.
- 7.7.3 The development would also be liable for a contribution towards SAMM (Strategic Access Monitoring and Maintenance) of the SANG, which is a payment separate from CIL and would depend on the sizes of the units proposed. This proposal is liable for a SAMM payment of £4050, which has been paid by the applicant.
- 7.7.4 It is therefore considered that the proposal complies with Policy CP14B and Policy NRM6, and the Thames Basin Heaths SPD.

7.8 Other matters

- 7.8.1 Policy CP6 states that the Council will promote a range of housing types and tenures, and for market housing suggests that this should be approximately 10% 1-bed units, 40% 2-bed units, 40% 3-bed units and 10% 4+ bed units. This application proposes 9 x 2-bed units only. While this does not comply with the housing mix, it is noted that only 1 or 2-bed units were likely to be provided here, and that the applicant has stated that their own market assessment was that two-bed units, of varying floorspace sizes, were most in need in this area. The need for 2-bed units is reflected by Policy CP6 and as such no objection is raised in this regard.
- 7.8.2 Policy DM10 requires development not to give rise to flooding elsewhere and incorporate appropriately designed Sustainable Drainage Systems. The application site is in Flood Zone 1 and as such no Flood Risk Assessment was required, however the applicant has provided drainage details which are being assessed by the Council's Drainage Officer. It is noted that there is a condition on the outline permission to provide this in any case and while comments are awaited, it is not considered likely that any additional information required would be necessary prior to determination of this application.

8.0 CONCLUSION

- 8.1 At this stage, a number of consultee comments are still awaited which may affect the conclusion and recommendation. However, at this stage the proposal is considered acceptable in terms of its impact on character, residential amenity, highways, parking and access, impact on infrastructure and the Thames Basin Heaths SPA. It is therefore considered that permission can be granted, subject to conditions.

9.0 ARTICLE 2(3) DEVELOPMENT MANAGEMENT PROCEDURE (AMENDMENT) ORDER 2012 WORKING IN A POSITIVE/PROACTIVE MANNER

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included the following:

- a) Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.
- b) Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered.
- c) Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.
- d) Have proactively communicated with the applicant through the process to advise progress, timescale or recommendation.

10.0 RECOMMENDATION

APPROVE the reserved matters subject to the following:-

1. The proposed development shall be built in accordance with the following approved plans:
 - SG-102 Rev A Ground and First Floor Floorplans received 28.7.17
 - SG-103 Rev A Second floor and Roof plans received 28.7.17
 - SG-119 Elevation plans received 31.7.17
 - SG-111 Refuse Store received 2.6.17
 - SG-107 Cycle Store received 25.7.17
 - SG-112 Rev A Sections received 28.7.17
 - SG-109 Rev A Proposed Indicative Soft Landscaping Plan received 25.7.17

and boundary treatments as shown on the following plans:

- SG-104 Rev A Elevation Plans received 31.7.17
- SG-114 Rev A Elevation Plans received 28.7.17

unless the prior written approval has been obtained from the Local Planning Authority.

Reason: For the avoidance of doubt and in the interest of proper planning and as advised in ID.17a of the Planning Practice Guidance.

2. Before first occupation of the development hereby approved the lower half of the second floor window(s) serving Bedroom 2, in the western side elevation facing Pear Tree Court shall be completed in obscure glazing and fixed shut, and retained as such at all times. No additional openings shall be created in this elevation without the prior approval in writing of the Local Planning Authority.

Reason: In the interests of the amenities enjoyed by neighbouring residents and to accord with Policy DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012.

3. The development hereby permitted shall be carried out wholly in accordance with the submitted Arboricultural Method Statement and Tree Protection Plan by Transform Landscapes and received 25th May 2017. No development shall commence until photographs have been provided by the retained Consultant and forwarded to and approved by the Council's Arboricultural Officer. This should record all aspects of tree and ground protection measures having been implemented in accordance with the Arboricultural Report. The tree protection measures shall be retained until completion of all works hereby permitted.

Reason: To preserve and enhance the visual amenities of the locality in accordance with Policy DM9 of the Surrey Heath Core Strategy and Development Management Policies 2012

Informative(s)

1. Form 1 Needs Submitting CIL2
2. CIL Liable CIL1
3. Building Regs consent req'd DF5
4. Decision Notice to be kept DS1
5. Party Walls (etc) Act 1996 DE3

6. The applicant is reminded that there are outstanding conditions on the outline permission (SU16/0536) which must be discharged prior to commencement of development.