

**LOCATION:** 33 UPPER PARK ROAD, CAMBERLEY, GU15 2EG  
**PROPOSAL:** Erection of a part two storey, part three storey building with accommodation in the roof space to provide 8 No. one bedroom and 2 No. two bedroom flats for the learning disabled with associated accommodation following the demolition of existing building.  
**TYPE:** Full Planning Application  
**APPLICANT:** Mr Jeffery  
Consensus  
**OFFICER:** Duncan Carty

**RECOMMENDATION: GRANT subject to conditions**

**1.0 SUMMARY**

- 1.1 This application relates to the erection of a part two storey, part three storey building following the demolition existing building to provide 8 no. one bedroom and 2 no. two bedroom flats for the learning disabled. Planning permission had been granted for the retention of the front wall of the existing building and a part two storey, part three storey rear extension to provide a similar development, in the same built form as the current proposal. This proposal, in effect, seeks a variation to this previous planning permission (SU/16/0691) by allowing the removal of this front façade, the additional of a small flat roof upstand for the lift mechanism, other minor external changes and some minor amendments to the internal layout. The current proposal would provide a design, including tile hanging, facing brickwork, stone dado course, and window design, including a ground floor bay, to match the front wall of the existing building.
- 1.2 The application site falls within the Upper Gordon Road to Church Hill Conservation Area with residential properties to the east flank and rear (35 Upper Park Road and 19-21 Upper Gordon Road, respectively) with a recently completed, and currently partly occupied, flatted scheme to the west flank (29-31 Upper Park Road). The residential properties in this area are Victorian/Edwardian in age and large in size within large, heavily landscaped plots.
- 1.3 The previous use of the property was as a 10 bed residential accommodation for staff associated with a nearby nursing home (granted under planning permission SU/02/1178). The site was vacant, overgrown and in a poor condition but has recently been cleared with work started on the development granted under permission SU/16/0691.
- 1.4 The current proposal is considered to be acceptable in terms of its impact on character, trees, residential amenity, highway safety, the Thames Basin Special Protection Area and ecology.

**2.0 SITE DESCRIPTION**

- 2.1 This 0.13 hectare site is located on the north side of Upper Park Road in the Upper Gordon

Road to Church Hill Conservation Area. The Conservation Area Appraisal indicates:

*"The general character of the conservation area derives from the specific building period of the properties which are largely late nineteenth century and early twentieth century detached and semi-detached houses and villas... The importance of this area lies in the group value of the buildings, rather than in their individual architectural merit. There is a high proportion of good Victorian and Edwardian villas and houses which still retain most of their original character, with important architectural features such as decorative wood detailing and redbrick pointing to the redbrick houses... The Upper Park Road area is characterised by a number of late Victorian houses (pre 1898) in substantial well-treed gardens."*

The application site forms a part of an important group of larger dwellings and whilst many have been converted into more intensive residential uses (in the form of flatted development), their general residential character forms an important part of the Conservation Area. The former building had no specific designation and the Conservation Area Appraisal did not include this former building as a building of merit.

- 2.2 The application site previously comprised a large detached red brick Edwardian building with more modern additions to the rear and side. The former building was two storey in height with further accommodation in the roof. The remaining front façade features decorative tile hanging at first floor level, two bays and sash windows. A metal external fire escape was attached to the rear end of a flat roofed eastern flank/rear extension.
- 2.3 The application site is well screened on all boundaries by trees and shrubbery. The land slopes gently down from the road frontage and there is a more significant drop in level beyond the rear garden, to the properties behind. The application site has remained vacant for some time and the condition of the building had been deteriorating. The garden was overgrown and neglected and in a poor condition, but has subsequently been partly cleared.
- 2.4 Residential properties, in the form of flatted developments, lie to the east flank and rear (31 Upper Park Road and 19-21 Upper Gordon Road, respectively) with a recently completed flatted scheme to the west flank (31 Upper Park Road). The residential properties opposite (1 and 2 Shalbourne Rise) are more modern in appearance and age and fall outside the Conservation Area.

### **3.0 RELEVANT HISTORY**

- 3.1 SU/80/0779 Change the use of the premises from private dwelling to rest home for 8 elderly persons and 12 parking spaces. *Approved in September 1980.*
- 3.2 SU/02/1178 Change the use from residential care home (Class C2) to residential accommodation/hostel for staff employed at Kingsclear Nursing Home (Class C1). *Approved in October 2003.*
- 3.3 SU/06/0133 Conservation Area Consent for the demolition of existing building. *Refused consent in November 2006.*
- 3.4 SU/06/0135 Erection of a three storey building to form a new learning disability centre and staff training facilities following the demolition of existing building. *Refused permission in November 2006 and subsequent appeal dismissed in May 2007.*
- 3.5 SU/07/0983 Part conversion of existing building and erection of two storey extension with

rooms in the roofspace to form a Learning Disability Centre and staff training facilities, following part demolition of existing building. *Approved in February 2008.*

- 3.6 SU/12/0281 Part demolition and erection of a two storey front, side and rear extension and dormer extension to the side and front to provide accommodation in the roofspace and conversion of the building to provide 8 No. one bedroom flats for use by the learning disabled with associated accommodation. *Approved in October 2012, which expired in 2015.*
- 3.7 SU/16/0691 Part demolition and erection of a two storey front, side and rear extension and dormer extension to the side and front to provide accommodation in the roofspace and conversion of the building to provide 8 No. one bedroom flats for use by the learning disabled with associated accommodation. *Approved in December 2016. The site was being prepared for the implementation of this development, with the majority of the existing building removed (except the front wall), and the provision of foundations and a maximum of one level of blockwork at the time of the officer site visit.*

**4.0 THE PROPOSAL**

- 4.1 The current application proposal is to erect a part two storey/three storey building including dormers to the side and rear; following the demolition of an existing two storey rear addition; and conversion of the building into 8 no. one bedroom and 2 no. two bedroom flats for the learning disabled (Class C2). The Design and Access Statement for the approved development under SU/16/0691 indicated that *"the service will accommodate people who have a learning disability to live independently. The tenants will be supported to allow them to have access and be included in the local community enjoying educational, occupational, social and leisure facilities. Each individual will hold a tenancy for the flat. The residents will be permanent."*
- 4.2 The current proposal seeks to provide the development approved under SU/16/0691 with the following changes:
  - remove the front wall of the existing building; providing a complete redevelopment of the site;
  - provision of an 1.14 metre higher flat roof element upstand above the approved flat roof over the lift/staircase;
  - reposition of the windows and door access/porch of the staircase column;
  - replacement of gable roof to the rear elevation with a gable roof; and
  - internal alterations but retaining the same level of accommodation with rooms/flat layouts similar to the approved layout for SU/16/0691.

The current proposal would provide a design (including tile hanging, facing brickwork, stone dado course, and window design, including a ground floor bay) to match the front wall of the existing building.

- 4.3 As a comparison, the dimensions for the proposal, against the former structure, are as follows:

	<b>Former building</b>	<b>Current proposal</b>

<b>Maximum height</b>	11.7m	<b>11.4m</b>
<b>Eaves height</b>	5.8m	<b>5.8m</b>
<b>Predominant width</b>	10.2m	<b>15.0m</b>
<b>Predominant depth</b>	19.0m	<b>21.2m</b>

- 4.4 In the same manner as the approved scheme SU/16/0691, a car park would be provided to the front and east side of the application site providing parking for nine cars. The existing access onto Upper Park Road would remain unaltered and the majority of the trees to the site frontage would be retained. Some tree loss would occur/has occurred further into the site (including a large previously pollarded hornbeam tree suffering from severe fungal decay which has now been removed).
- 4.5 The previous use of the site was as a 10 bedroom staff accommodation for Kingsclear Nursing Home (granted permission under SU/02/1178). The former staff accommodation use was in place at the time of the consideration of the application SU/07/0983 in 2007.
- 4.6 The current proposal has been supported by a heritage statement. A separate statement has been provided concerning the condition of the existing front wall of the former building setting out the justification for its demolition.

## 5.0 CONSULTATION RESPONSES

- 5.1 County Highway Authority No comments to date. No objections raised to the earlier permission SU/16/0961.
- 5.2 Conservation Adviser No objections.
- 5.3 Tree Officer No objections (verbal).
- 5.4 Surrey Wildlife Trust No comments to date. No objections raised to the earlier permission SU/16/0691.
- 5.5 Natural England No comments received to date. Any formal comments received will be reported to the Committee.

## 6.0 REPRESENTATIONS

- 6.1 At the time of preparation of this report no representations received in support or raising an objection to the proposal.

## 7.0 PLANNING CONSIDERATIONS

- 7.1 The application site is located within the settlement area of Camberley, within a "Historic Routes" area defined as having a Victorian/Edwardian character as set out in the Western Urban Area Character Supplementary Planning Document 2012 and within the Upper Gordon Road to Church Hill Conservation Area. As such, Policies CP1, CP2, CP6, CP11, CP12, CP14, DM9, DM11, DM14 and DM17 of the Surrey Heath Core Strategy and Development Management Policies 2012 (CSDMP); Policies NRM6 of the South East Plan 2009 (as saved) (SEP) and the National Planning Policy Framework (NPPF). In addition, guidance within the Western Urban Area Character Supplementary Planning Document

2012 (WUAC); Residential Design Guide SPD 2017 (RDG); and Thames Basin Heaths Special Protection Area Avoidance Strategy Supplementary Planning Document 2012 are relevant to the consideration of this application. The RDG was adopted in September 2017, after the assessment of the development under planning permission SU/16/0691, and is therefore a new material consideration.

7.2 Aside from the amendments to the approved scheme under SU/16/0691 as outlined in Paragraph 4.2 and the adoption of the RDG, it is not considered that there has been any significant change in circumstance since the grant of this permission. For completeness, a copy of the previous report is attached (Annex 1) and for reference purposes, the main issues and conclusions in this report, which also apply to this submission, are summarised below:

- No objections are raised to the principle of the development [See paragraph 7.3 of the officer report for SU/16/0691]
- No objections to the proposal on the impact on trees [See paragraph 7.4.6 of the officer report for SU/16/0691]
- No objections to the proposal on highway safety and parking [See paragraph 7.6 of the officer report for SU/16/0691]
- No objections to the proposal on its impact on the Thames Basin Heaths Special Protection Area [See paragraph 7.7 of the officer report for SU/16/0691]
- No objections to the proposal on its impact on local infrastructure and affordable housing delivery [See paragraph 7.8 of the officer report for SU/16/0691]
- No objections to the proposal on its impact on ecology [See paragraph 7.9 of the officer report for SU/16/0691]

As such, the principle has been established and the assessment below relates to the amendments only and the impact of the proposal on character and residential amenity in the light of the more recently adopted RDG.

7.3 It is considered that the main issues to be addressed in determining this application are:

- Impact on the character of the area and Conservation Area; and
- Impact on residential amenity.

#### **7.4 The impact on the character of the area and the Conservation Area.**

7.4.1 Paragraph 129 of the NPPF states:

*"Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset)... They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."*

The current proposal would result in the demolition of a building within the Upper Gordon Road to Church Hill Conservation Area. The proposal would result in the loss of the front wall of the development, originally intended to be incorporated in the proposal approved in SU/16/0691.

7.4.2 The Council's Conservation Adviser has raised no objections to the proposal. The current proposal is similar in design and built form to the approved development under planning

permission SU/12/0821. During the consideration of application SU/07/0983, the Surrey County Historic Buildings Officer had raised no objections to the proposed development, which was considered to be an improvement on previous schemes. The proposal will be predominantly pitched roofed, but would include a flat roof, at a two storey height, over the stairwell, which would be visible from the front of the site. However, the visual impact of this flat roof would be limited, because it would be seen against a backdrop of a larger, two storey pitched roof element behind.

7.4.3 The front wall of the building is not in a good condition; and this has become more apparent since the removal of the remainder of the former building. The statement confirms that the existing structure (i.e. the front wall):

- has been poorly constructed, suffering from suspected dry rot and kept damp by a foam filled cavity and without a dampproof membrane;
- is out of balance on a corroded and twisted steel beam (less support above the lintels supporting the ground floor openings (windows/doors));
- is part cavity and part solid with poor bonding, and on no real foundation (would need underpinning);
- will need substantial alteration to make its safer with tile hanging and mortar fixed tiles easily replaceable and limited brickwork to be retained; and
- it is unsafe to work on and around (although work is expected to shore-up the structure).

The issue is to try to preserve the Conservation Area and not this building, as it did not have any specific designation. The existing wall is not salvageable and therefore the intention is to rebuild the front wall to a condition as close to the existing wall as is possible. In this regard, an acceptable facsimile is proposed. With the support of the Council's Conservation Adviser, no objections are therefore raised to this alteration.

7.4.4 The WUAC indicates that within the Victorian/Edwardian Subdivisions character area, development proposals will need to reflect the historic plot dimensions, architectural detailing and scale and massing and incorporate high quality detailing and materials, softening through the provision of vegetation and the building to strongly address the road frontage with a traditional front/back relationship to the street. In addition, the SPD indicates that the retention of good quality Victorian/Edwardian buildings will be strongly encouraged and extensions to such buildings will need to be sensitive and enhance their character. The proposal provides a mix of materials, details of which have been/will be secured by condition, and roof level detail to add interest to the building. The design of the front wall of the proposed building reflects the existing front wall. As such, the current proposal is considered to accord with these objectives.

7.4.5 The RDG requires development to ensure that developments are not functionally and visually dominated by parking (principle 6.7), on-plot parking should be provided to the side and rear and where provided to the front should be enclosed by soft landscaping (principle 6.8), should reflect the spacing, height and building footprints of existing buildings (principle 7.4), development should reflect traditional form and styles and designers should use architectural detailing to create attractive buildings that positively contribute to the character and quality of the area. It is considered that, in the same manner as the approved scheme, the current proposal reflects these principles.

7.4.6 The other minor changes to the external appearance of the proposed building, as indicated in Paragraph 4.2 above, would not have significant impact on local character.

7.4.7 In conclusion, the proposal is considered to be acceptable in terms of its impact on the character of the area and the Conservation Area. As such, the proposal accords with Policies DM9 and DM17 of the CSDMP and the NPPF, and advice in the WUAC and the

RDG.

## **7.5 The impact of the proposal on residential amenity**

- 7.5.1 The current proposal would provide a minor increase in roof form by providing a 1.1 metre flat roof upstand above part of the flat roof lift/staircase for the building. This roof increase would be seen against the higher ridge of the building; 1.7 metres higher than the proposed roof. Noting its limited size and location set off the east flank boundary, no material impact on residential amenity is envisaged from this amendment. The other minor changes to the roof form (rear gable) and window arrangements to the staircase/lift column would have no material effect on residential amenities.
- 7.5.2 The RDG requires development to provide a reasonable amount of privacy to habitable rooms and sensitive outdoor amenity areas (principle 8.1), all habitable rooms should be provided with an outlook from at least one main window (principle 8.2), occupants of new dwellings should be afforded good quality daylight and sun access levels to habitable rooms and external spaces and should not result in the occupants of neighbouring dwellings from suffering a material loss of daylight and sun access (principle 8.3). It is considered that, in the same manner as the approved scheme, the current proposal reflects these principles.
- 7.5.3 The current proposal therefore complies with Policy DM9 of the CSDMP and the RDG.

## **8.0 CONCLUSION**

- 8.1 In conclusion, it is considered that the design and bulk and scale of the proposed extensions would integrate with the existing building and would not harmfully impact on the character of the area or the conservation area, local infrastructure, ecology or the Thames Basin Heath Special Protection Area. Furthermore, the proposal would not give rise to detriment to residential amenities or highway safety and provides a facility to support the local community.
- 8.2 The proposal therefore accords with the objectives of development plan policies referred to above, and is considered to be acceptable.

## **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 proactively communicated with the applicant through the process to advise progress, timescale or recommendation.

## **10.0 RECOMMENDATION**

GRANT subject to the following conditions:-

1. The proposed development shall be built in accordance with the following approved plans: H.14.26(20)1 Rev. Q, H.14.26(00)2 Rev. I, H.14.26(00)3 Rev. G, H.14.26(00)4 Rev. M, H.14.26(00)5 Rev. B and H.14.26(9-)2 Rev. F, 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. The brickwork, roof tile and render details shall be provided in accordance with the details agreed on 29 March 2018. The details of hanging tile, roof tile, rainwater goods, roof eaves profile (provided on a drawing at a scale of 1:5) and fenestration shall be submitted to and approved prior to their construction/installation. Once approved, the development shall be carried out using only the agreed materials.

Reason: In the interests of visual amenities of the area and conservation grounds and to accord with Policies DM9 and DM17 of the Surrey Heath Core Strategy and Development Management Policies 2012 and the National Planning Policy Framework.

3. The premises shall be used for the learning disabled and for no other purpose (including any other purposes in Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, as amended, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order).

Reason: In order to protect residential amenities of the local area and highway safety and accord with Policies CP11, DM9 and DM11 of the Surrey Heath Core Strategy and Development Management Policies 2012.

4. Before first occupation of the development hereby approved the window(s) in the flank elevation facing 35 Upper Park Road at first floor level or above and the secondary windows in the flank elevation facing 31 Upper Park Road at first floor level (including the narrower window serving the kitchen centrally positioned and the window serving the lounge to the front of the building) shall be completed in obscure glazing and any opening shall be at high level only (greater than 1.7m above finished floor level) and retained as such at all times. No additional openings shall be created in these elevations 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 Policies 2012.

5. Details of both hard and soft landscaping works shall be submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved, and implemented prior to first occupation. The submitted details should also include an indication of all level alterations, hard surfaces, walls, fences, access features, the existing trees and hedges to be retained, together with the new planting to be carried out and shall build upon the aims and objectives of the supplied **BS5837:2012 – Trees in Relation to Design, Demolition and Construction** Arboricultural Method Statement [AMS]. All hard and soft landscaping works shall be carried out in accordance with the approved details. All plant material shall conform to **BS3936:1992 Parts 1 – 5: Specification for Nursery Stock**. Handling, planting and establishment of trees shall be in

accordance with **BS 8545:2014 Trees: from nursery to independence in the landscape.**

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.

6. The development hereby approved shall be implemented in accordance with the arboricultural method statement details agreed on 6 October 2017 and the tree protection measures shall be retained for the duration of the construction process.

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

7. The development hereby approved shall be provided with the visibility splay details agreed on 14 November 2017 and shall thereafter be permanently clear of any obstruction.

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

8. The parking spaces shown on the approved plan shall be made available for use prior to the first occupation of the development and shall not thereafter be used for any purpose other than the parking of vehicles.

Reason: To ensure the provision of on-site parking accommodation and to accord with Policies CP11 and DM11 of the Surrey Heath Core Strategy and Development Management Policies 2012.

9. Prior to the first occupation of the development hereby approved on site details of refuse and cycle storage area(s) and access thereto are to be submitted to and approved by the Local Planning Authority. Once approved the details shall be implemented in accordance with the approved plans and thereafter retained.

Reason: To ensure visual and residential amenities are not prejudiced and to accord with Policies DM9 and DM11 of the Surrey Heath Core Strategy and Development Management Policies 2012.

10. The development hereby approved shall be implemented in accordance with the method of construction details agreed on 3 January 2018 and shall be retained for the duration of the construction process.

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

#### Informative(s)

1. Decision Notice to be kept DS1
2. Party Walls (etc) Act 1996 DE3

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3. In relation to the hanging tile details to be provided to comply with Condition 3 above, the applicant would be expected to replicate the decorative detailing of the hanging tile on the remaining front wall of former building.