

LOCATION:	2 Chertsey Road, Windlesham, Surrey, GU20 6ET,
PROPOSAL:	Single storey side and rear extension and loft conversion (hip to gable and side and rear roof dormer) with roof terrace garden. New updated shop front.
TYPE:	Full Planning Application
APPLICANT:	Mr Jay Patel
OFFICER:	Miss Patricia Terceiro

This application would normally be determined under the Council's Scheme of Delegation. However, it is being reported to the Planning Applications Committee at the request of Cllr Pat Tedder, due to the changes in the shop front and to the roof not having due regard for the Windlesham Neighbourhood Plan and the conservation area. In addition, the proposal would appear to be over development.

RECOMMENDATION: REFUSE

1.0 SUMMARY

- 1.1 The application site is a two storey end of terrace property occupied by a retail unit at ground floor with residential accommodation above. The site lies within the Updown Hill Conservation Area, in the settlement of Windlesham. This application seeks consent to undertake alterations to the shop front and to extend the first floor residential accommodation, by way roof alterations and a single storey side and rear extension.
- 1.2 The proposed hip to gable extension would unbalance the row of terraces where the site is located, form a poor relationship with no 20 and fail to enhance the Conservation Area. Due to the limited views from public vantage points, the rear elements of the proposal would be considered acceptable. The proposed alterations to the shop front would bring it more in keeping with the adjacent shop fronts. The proposal would not be considered harmful to residential amenity and highway safety, however this would not outweigh the identified harm to character. The proposal is therefore recommended for refusal.

2.0 SITE DESCRIPTION

- 2.1 2 Chertsey Road is a two storey mid terrace property located within a mixed use area. The property accommodates a shop at ground floor level and a self-contained flat at first floor, which is accessed through an external staircase to the rear of the building. There is a modest courtyard to the rear of the building which at present contains a storage unit. The parking area adjacent to the site's south-west facing elevation also forms part of the application site and this has capacity to accommodate four vehicles.
- 2.2 The application site lies within the Updown Hill Windlesham Conservation Area.

3.0 RELEVANT PLANNING HISTORY

- 3.1 89/1128 Formation of rooms in roof space. Refused, 1990 as the proposed extension would be over dominant and visually unsatisfactory, detrimental to the visual amenity and character of the area.
- 3.2 97/0229 Erection of a single storey rear extension and installation of a shopfront. Approved, 1997. Not implemented.

4.0 THE PROPOSAL

- 4.1 Full planning permission is sought for the erection of a single storey side and rear extension and loft conversion (hip to gable, rear dormer window) with roof terrace garden. New updated shop front.
- 4.2 The proposed single storey rear extension would have a pitched roof and measure 11.5m in depth (projecting 3.3m beyond the existing rear elevation), 5.9m in width, with eaves between 2.5m and 3.2m and maximum height of 4.7m. This element of the proposal would contain a kitchen, which would serve the existing shop and flat above.
- 4.3 The proposed hip to gable extension would contain a flank window and its ridge height would be retained as existing (i.e. 8.8m). The proposed dormer would have a flat roof and measure 6.6m in depth, 2.8m in height and 4.4m in width. The proposed roof terrace would be accessed of the dormer window and measure 6.5m in depth, 3.5m in width, and rise about 6m from the ground level. It would be enclosed by privacy screens measuring 1.6m in height on all its boundaries. The dormer and balcony would be installed above the existing two storey rear outshot. This element of the proposal would accommodate a bedroom with en-suite.
- 4.3 The proposal would further comprise inserting a first floor window side window on the building's southwest elevation.
- 4.4 The proposed development would be constructed from external materials to match existing where relevant. The dormer would have tile cladding whilst the balcony area would be enclosed by a glass/stainless steel safety enclosure.
- 4.4 The proposed alterations to the shop front comprise updating the shop front with new wooden frame and fenestration.

5.0 CONSULTATION RESPONSES

- 5.1 Surrey County Highway Authority No objections
- 5.2 Conservation Officer No objections, subject to planning conditions. The Officer advises that the revised shop front would bring it more in keeping with the adjacent shop fronts. The retention of the chimney is welcomed and, given the limited visibility of the rear elements, these would preserve the appearance of the conservation area due to the lack of direct visual impact.
- 5.3 Windlesham Parish Council No objection, subject to the roof garden not overlooking other properties.
- 5.4 Windlesham Society Objects to the proposal on the following grounds:
- the current shop front is inappropriate and should be replaced;

- The proposed roof extension would be large and unbalance the historic hipped roof spanning the line of the three shops;
- The proposal would comprise one kitchen to serve the flats and the shop. As the shop sells food, this would be inappropriate to have shared kitchen facilities [*Officer comment: this matter falls outside the remit of planning*];
- The proposal would not comprise storage space and this would result in stock being stored in residential areas [*Officer comment: this matter falls outside the remit of planning*];
- The proposal does not include details regarding the proposed materials;
- The proposal does not comprise details regarding bin storage;
- It is not clear from the plans if the proposal would result in the passageway between the chemist shop and newsagents being closed off or obstructed [*Officer comment: the proposal would project beyond the building's rear elevation and, as such, the passageway would no longer open up to the car park to the rear. However, this is included within the application's red line and, as such, the applicant is within their right to close it, if they so wish*];
- The proposal would not support the objectives of the Windlesham Neighbourhood Plan namely to 'preserve and enhance the character of Windlesham village centre';
- The proposal would fail to comply with Policies No 4.1 and No 4.2 of the WNP which relate to parking space standards;
- It is not clear which of the parking spaces belong to No 2 Chertsey Road and which belong to other neighbouring shops e.g. the chemist next door [*Officer comment: the applicant has signed Certificate A of the Application Form, indicating that they are the sole owner of the land within the red line*].

6.0 REPRESENTATION

6.1 At the time of preparation of this report no representations have been received.

7.0 PLANNING CONSIDERATIONS

7.1 The application site is located in a residential area within a defined settlement, as set out in the Proposals Map of the Surrey Heath Core Strategy and Development Management Policies 2012 (CSDMP). In this case, consideration is given to Policies DM9 and DM11 of the CSDMP. Although this is a commercial building, the Residential Design Guide (RDG) SPD 2017 as well as the Windlesham Neighbourhood Plan (2019) also constitute material planning considerations.

7.2 The main issues to be considered within this application are:

- Impact on character and appearance of the surrounding area, including Conservation Area
- Residential amenity
- Transport and highways considerations

7.3 Impact on character of area, including Conservation Area

7.3.1 Para 130 of the NPPF advises that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Para 192c) goes on to say that proposals affecting heritage assets should take into account the desirability of new development making a positive contribution to local character and distinctiveness. Policies DM9 and DM17 of the Surrey Heath Core Strategy and Development Management Policies Document (CSDMP) 2012 reiterate this. Policy DM9 promotes high quality design. Development should respect and enhance the character of the local environment and be appropriate in scale, materials, massing, bulk and density. Policy DM17 goes on to say that development which affects any Heritage Asset should take into account its individual significance and seek to promote the conservation and enhancement of the Asset and its setting.

7.3.2 The RDG provides further guidance on extensions and alterations to a dwellinghouse. In particular, Principles 10.3 and 10.4 state that side and rear extensions should be sympathetic and subservient to the design of the main building. Principle 10.5 goes on to say that roof extensions should be sympathetic and subservient to the design of the main building and not undermine the streetscene or local character.

7.3.3 Policy 2.1 of the WNP states that extensions to existing dwellings should respond positively to and protect the built and natural character features of their setting and maintain the general scale of development without creating any overbearing presence.

7.3.4 The Conservation Area Character Appraisal (CA) states that Updown Hill includes local shops and commercial premises and thus serves the function of a village centre. Updown Hill has developed at a markedly higher level of density than other building groups within the village area. These properties are Victorian with some modern infill development, and form an attractive and coherent group within the village. Dating from 1907, the application property is part of a terrace row (nos 2-6) which collectively is a building of interest, each with retail accommodation at ground floor level with residential accommodation above. The CA further notes that the ground floor shop fronts are not original and the building's grey slate hipped roof with red ridge tiles.

7.3.5 The proposed hip to gable roof extension would be well visible within the streetscene of Chertsey Road, in particular when travelling from Updown Hill coming from the north. As a result of the proposal, the row of terraces would have a different shape on each end (a hip and a gable) which would unbalance the visual appearance of the group as whole. No 20 is a flat roofed building adjacent to the application site and its lower height is noted. Currently, no 4's roof hips away from these neighbours which allows for a smooth transition in terms of height. The gabled end would push development towards no 20 and result in an abrupt drop in height between both buildings that would create an unsatisfactory visual and physical relationship between them. This change to the roofscape would be particularly prominent in the streetscene and this poor relationship would be considered harmful to the character of the area and fail to enhance the Conservation Area. The Conservation Officer advises that the retention of chimney stack is welcomed, however this would not be considered to outweigh the harm that unbalancing the row of terraces would have on the character of the area, including conservation area.

- 7.3.6 The proposal would comprise the provision a flat roofed rear dormer window, balcony and single storey side and rear extension would all be to the rear of the host building. Although these would not be visible on the streetscene of Chertsey Road, the proposal would be glimpsed from Updown Hill, at a separation distance of about 10m. It is noted that the existing building relationship with no 20 Updown Hill, the two storey building sited to the southwest of the application site, would block some views towards the proposal, namely to the dormer window. The proposed single storey side and rear extension would occupy most of the application plot and project towards the common boundary with no 18 Updown Hill. However, given its single storey nature it is ultimately considered this would avoid a cramped appearance. Overall, it is acknowledged that these elements of the proposal would add significant bulk and massing to the host building. However at a separation distance of about 10m, it is considered that the proposed development would have a limited harm on the character of the area. The Conservation Officer advises that, due to the lack of direct visual impact on the Conservation Area, these elements of the proposal would be considered to preserve its appearance.
- 7.3.7 The proposed works to the shop front would comprise a new wooden frame and fenestration. The CA recognises that the shop fronts are not original to this building of interest and it is considered that the introduction of a wooden frame and stall riser would be traditional features expected in Conservation Areas and therefore would make a positive contribution. The works would be minor in nature and considered in keeping with the existing retail unit and wider character of the area. The Conservation Officer advises that the neighbouring shops have similar details to those proposed, so providing a higher stall riser would be in line with the neighbouring properties and enhance and preserve the appearance of the conservation area.
- 7.3.8 In terms of bin storage, as the proposal is for an extension to a building with established retail and residential use, it is not considered that the development would give rise to any material changes to the existing arrangements in respect of refuse collection.
- 7.3.9 As such, the proposal would adversely affect the character and appearance of the surrounding area, including Conservation Area, and would fail to comply with Policies DM9 and DM17 of the CSDMP, the RDG and the WNP.

7.4 Impact on residential amenity

- 7.4.1 Policy DM9 CSDMP 2012 states that development should respect the amenities of the adjoining properties and uses. Principle 10.1 of the RDG indicates that householder extensions should not materially erode neighbour amenities. Principle 8.5 goes on to say that flatted developments should be provided with outdoor amenity space for each unit.

Hip to gable extension

- 7.4.2 The proposed hip to gable extension would project towards no 20 Updown Hill and contain a flank window facing this property. This addition would take place at roof level and, as such, it would not be detrimental to the residential amenities currently enjoyed by the occupants at the existing flat at this property. This element of the proposal would be screened from the attached property no 4 Chertsey Road by the host dwelling and therefore would not impact on these neighbours' residential amenities.

Rear dormer and balcony

- 7.4.3 The proposed rear dormer window and balcony would replace the existing roof above the two storey rear outshot. These elements of the proposal would not project beyond the rear elevation of no 4 Chertsey Road and, as such, they would not be considered to materially change the existing relationship in terms of overbearing or overshadowing impacts. Turning into overlooking, the proposed balcony would be enclosed on each side by a 1.8m high screen (as shown on the drawings submitted with this application), which in the interests of protecting these neighbour's privacy could be secured by planning condition to be provided

in obscure glass, should planning permission be granted for the proposal. This same screen would block any views from the landing window in the loft space. The proposal would therefore sufficiently respect the privacy currently enjoyed by these neighbours.

- 7.4.4 No 20 Updown Hill does not contain any flank windows facing towards the application site. Its rear elevation is stepped in and its rear window closer to the site is already compromised in terms of overbearing, overlooking and access to light due to the existing relationship. As such, it is not considered that the proposed dormer and balcony screens would materially change the existing relationship. The dormer would contain one flank window facing these neighbours, however the proposed side elevation shows it would face no 20's roof. The proposed balcony would be screened by 1.8m high panels on its elevation facing these neighbours. As such, it is not considered the proposal would give rise to loss of privacy.
- 7.4.5 The proposed balcony would retain a separation distance of about 4.3m to the common boundary with no 18 Updown Hill to the rear with the other proposed roof alterations placed further away. The balcony would be screened by a 1.8m high privacy and therefore protect these neighbour's privacy. At this distance, it is not considered the proposal would be unduly overbearing or cause light loss to the residents at this property.

Single storey side and rear extension

- 7.4.6 The proposed single storey side and rear extension would project in close proximity with no 4 Chertsey Road and project beyond its rear boundary by about 0.5m. Given this modest projection, together with the extension's roof pitching away from these neighbours, it is not considered the proposal would erode the residential amenities currently enjoyed by the these neighbours.
- 7.4.7 To the southwest the extension would be adjacent to the existing car park. Although it would project beyond no's 20 Updown Hill rear elevation, it is noted that this property at ground floor is occupied by a retail unit. As such, the proposal would not be considered detrimental to the residential amenities of the residents at the flat above this.
- 7.4.8 The extension would retain a separation distance between 0.6m to 1.1m to the common boundary with no 18 Updown Hill to the rear. The residential accommodation at this property is located at first floor and, as such, this element of the proposal would not be considered to the residential amenities of this flat's occupiers.

Future occupiers

- 7.4.9 The proposed single storey rear extension would result in the loss of the small courtyard located towards the rear of the property. However, the proposal would be provided with a roof terrace, which would provide some outdoor amenity space for the flat's occupiers. The roof terrace would be enclosed by 1.8m high panels as shown on the elevations submitted with this application, however it is considered that the balcony would be of a sufficient size as to avoid an overbearing appearance for its future users.

Shop front

- 7.4.10 Given the modest nature of the proposed alterations to the shop front, these would be considered to have no material impact in amenity terms and would be acceptable in this regard.
- 7.4.11 As such, the proposal would not be considered to affect the residential amenities of the neighbouring properties and would be in accordance with Policy DM9 of the CSDMP and the RDG.

7.5 Parking and access

- 7.5.1 Policy DM11 states that development which would adversely impact the safe and efficient flow of traffic movement on the highway network will not be supported by the Council, unless it can be demonstrated that measures to reduce such impacts to acceptable levels can be implemented.
- 7.5.2 Policy WNP4.1 of the WNP talks about parking space design and Policy WNP4.2 relates to the parking space standards. The title of both policies makes reference to 'new residential development' and, as such, they would not be applicable in this instance, as this proposal comprises alterations to a shop front and a householder extension.
- 7.5.3 The County Highway Authority has been consulted on the proposal and advises that the parking arrangement suffers from a lack of space and as such not all vehicles can leave if all parking spaces are fully occupied. The proposal would not change the parking arrangement and the situation will not worsen when compared to the existing. The Highway Authority considers that the proposal is unlikely to have a material impact on highway safety issues.
- 7.5.4 The proposal is therefore in line with Policy DM11 of the CSDMP.

7.6 Other matters

- 7.6.1 Surrey Heath's Community Infrastructure Levy (CIL) Charging Schedule was adopted by Full Council on the 16th July 2014 and the CIL Charging Schedule came into effect on the 1st December 2014. Surrey Heath charges CIL on residential and retail developments where there is a net increase in floor area, however, as the proposal relates to a net increase in residential floor area less than 100 square metres the development is not CIL liable.

8.0 WORKING IN A POSITIVE/PROACTIVE MANNER

In assessing this application, officers have worked with the applicant in a positive, creative and proactive manner consistent with the requirements of paragraphs 38 to 41 of the NPPF. This included 1 or more of 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.

9.0 CONCLUSION

- 9.1 It is considered that the proposed development would result in an adverse impact on the character and appearance of the host building and surrounding area, including Conservation Area. Therefore, the proposal would fail to comply with Policies DM9 and DM17 of the CSDMP, the RDG and the WNP. Although the proposal would not be considered detrimental to residential amenity or to highway safety, this would not outweigh the identified harm to character. The application is therefore recommended for refusal.

10.0 RECOMMENDATION

REFUSE for the following reasons:

1. The site lies within a prominent location in the Updown Hill Windlesham Conservation. The proposed hip to gable roof extension, by virtue of its bulk, mass and resulting roof shape would unbalance the terrace row (2-6 Chertsey Road), identified as a building of interest in the Conservation Area Appraisal. In addition, by projecting higher than the adjoining building no 20 Updown Hill, the proposed gabled end would result in an abrupt change of height between both buildings that would form a poor visual relationship. The hip to gable would therefore be a dominant and incongruous addition, harmful to the character and appearance of this high-quality area. Consequently, the proposal would fail to promote local distinctiveness and would not enhance the Conservation Area, contrary to Policies DM9 and DM17 of the Core Strategy and Development Management Policies Document 2012, Principle 10.5 of the Residential Design Guide Supplementary Planning Document 2017, Policy no 2.1 of the Windlesham Neighbourhood Plan 2019, The Updown Hill Windlesham Conservation Appraisal 2000 and the National Planning Policy Framework.

Informative(s)

1. This Decision Notice is a legal document and therefore should be kept in a safe place as it may be required if or when selling your home. A replacement copy can be obtained, however, there is a charge for this service.
2. The decision has been taken in compliance with paragraphs 38-41 of the NPPF to work with the applicant in a positive and proactive manner. Please see the Officer's Report for further details.