

WINDSOR URBAN DEVELOPMENT CONTROL PANEL

11 October 2017

Item: 3

Application No.:	17/01599/FULL
Location:	Land To The Rear of 452 To 454 St Leonards Road Windsor
Proposal:	Pair of semi-detached houses with associated landscaping and parking
Applicant:	Panjit Grewal
Agent:	Mr Alan Bowles
Parish/Ward:	Windsor Unparished/Clewer East Ward

If you have a question about this report, please contact: Josh McLean on 01628 685693 or at josh.mclean@rbwm.gov.uk

1. SUMMARY

- 1.1 The application seeks consent for the erection of a pair of semi-detached dwellings and provision of associated landscaping and parking. The site is located on an area of hardstanding to the rear of 452-454 St Leonard's Road and is accessed via a narrow side passage between 452-544 and 450. Currently the site is used as an area for parking.
- 1.2 The proposal constitutes back land development which would introduce a harmful form of development that is out of character within the surrounding area. The proposal appears cramped within the constrained site and is considered to represent overdevelopment of the site.
- 1.3 As a result of the proposed siting, design, layout and height, it is considered that there are unacceptable adverse amenity impacts in terms of being overbearing and a sense of enclosure arising from the proposed development on the adjacent residential properties.
- 1.4 The proposal has an insufficient provision of parking leading to additional road side parking, and the scheme has inadequate turning space which is likely to prevent a vehicle enter/exiting the site in a forward gear, both of which would result in detriment to highway safety.

It is recommended the Panel refuses planning permission for the following summarised reasons (the full reasons are identified in Section 10 of this report):

- | | |
|----|---|
| 1. | The proposed development, by reason of its design, siting, size and layout, represents poor design and a cramped, overdevelopment of the site that is out of keeping with and harmful to the character and appearance of the area, contrary to policies DG1, H10 and H11 of the Windsor and Maidenhead Local Plan. |
| 2. | The proposed development, by reason of its size, siting, design and height, would have an overbearing appearance when viewed from the adjoining properties and would adversely affect the outlook and lead to an increased sense of enclosure, detrimental to the residential amenity of neighbouring occupiers, contrary to a core principle of the NPPF to secure a good standard of amenity for all. |
| 3. | The proposal would provide insufficient off-street parking provision, and an inadequate turning space, which would lead off a primary distributor road where the vehicle flows are high and visibility is restricted. As such the proposal is considered to be to the detriment of road safety and the free flow of traffic, contrary to policies P4 and DG1 of the Windsor and Maidenhead Local Plan. |

2. REASON FOR PANEL DETERMINATION

- Irrespective of the recommendation of the Head of Planning, Councillor Bowden requested that the application be referred to the Urban Windsor Panel for the following reason:

“The Site is very small for such buildings, and driveway access across and into a parking area used by commercial vehicles which is congested and may be a private road.”

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 The application site is located on the northern side of St Leonards Road and consists of a long narrow strip of hardstanding and stone chippings to the rear of Nos. 452-454. It is accessed via a narrow passage between Nos. 452-454 and No. 450 and is currently an area of hardstanding which forms a parking area in association with the Bed and Breakfast (as indicated in Lawful Development Certificate under reference 09/00486/CPU) . The agent advises that it is used for ancillary purposes by the applicant who owns the front retail use, however, no evidence has been submitted which supports this claim.
- 3.2 At the front of the site, there is a two storey building comprising of a retail unit on the ground floor and a Guest House (B&B) on the first floor above. To the east, is a row of two storey terraced dwellings and to the west is the Prince Albert hotel, pub and restaurant. Windsor Girls School is located to the north.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

- 4.1 There is no relevant planning history relating to the rear of the application site.
- 4.2 The application seeks consent for the erection of two semi-detached dwellings with associated parking and landscaping.
- 4.3 The dwellings are narrow in layout, 2 storeys in height measuring 7.5m, a depth of circa 12 metres and would be constructed with a hipped roof. The proposed finishing materials are brick and timber cladding on the external walls and grey slate roof tiles.
- 4.4 Each dwelling would have a private rear garden measure approximately 9.5 to 10m in depth, with 1 parking space each located at the front of the buildings.

5. MAIN RELEVANT STRATEGIES AND POLICIES RELEVANT TO THE DECISION

- 5.1 National Planning Policy Framework Sections

Chapter 4 – Promoting sustainable transport

Chapter 7 – Requiring good design

Chapter 11 – Conserving and enhancing the natural environment

Royal Borough Local Plan

- 5.2 The main strategic planning considerations applying to the site and the associated policies are:

Within settlement area	Highways and Parking
DG1, H10, H11	P4, T5

These policies can be found at

https://www3.rbwm.gov.uk/downloads/download/154/local_plan_documents_and_appendices

Borough Local Plan: Submission Version

Issue	Local Plan Policy
Design in keeping with character and appearance of area	SP2, SP3
Housing mix and type, density	HO2, HO5
Sustainable Transport	IF2

The NPPF sets out that decision-makers may give weight to relevant policies in emerging plans according to their stage of preparation. The Borough Local Plan Proposed Submission Document was published in June 2017. Public consultation runs from 30 June to 26 August 2017 with the intention to submit the Plan to the Planning Inspectorate in October 2017. In this context, the Borough Local Plan: Submission Version is a material consideration, but limited weight is afforded to this document at this time.

This document can be found at:

<http://rbwm.moderngov.co.uk/documents/s14392/Appendix%20A%20-%20Borough%20Local%20Plan%20Submission%20Version.pdf>

Other Local Strategies or Publications

5.3 Other Strategies or publications relevant to the proposal are:

- RBWM Parking Strategy – view at:

More information on these documents can be found at:

https://www3.rbwm.gov.uk/info/200414/local_development_framework/494/supplementary_planning

6. EXPLANATION OF RECOMMENDATION

6.1 The key issues for consideration are:

- i Impact on character of the area;
- ii Impact on amenity;
- iii Highways and Parking.

Impact on the character of the area

6.2 The character of the area is characterised by two storey buildings which front on to the main public highway and have long narrow rear plots. The proposal to construct 2 dwellings in this rear area would not be in keeping with the pattern of development in the area. The proposed dwellings would occupy the entire width of the plot and would appear cramped on a site of this limited size. There would be little setting provided for the proposed dwellings. The space between the buildings and the amenity space of the adjacent property would be extremely limited. The proposed depth of the plots would also not be in keeping with the long narrow plots in the locality. The provision of parking spaces located in front of the proposed buildings is considered to add to the cramped appearance of the development. The scheme would represent a cramped and contrived form of development that is out of keeping with the pattern and form of development in the area.

6.3 The proposed dwellings at two storeys in height, with a hipped roof would be in keeping with the scale of buildings in the surrounding area. However, the external appearance with the , cantilevered rear first floor, the appearance of the fenestration and large areas of timber cladding is considered to be of poor design that are out of keeping with the appearance of buildings within the local area.

Impact on amenity

- 6.4 It is considered that those properties (Nos. 446 – 452) located to south along St Leonard's Road have the potential to be most impacted by the proposed development. The proposed siting of the dwellings is located back within the site and the limited setting between the site and No.450, in combination with the scale of the buildings would result in an unduly overbearing and visually intrusive form of development to their rear garden area and outlook from the rear of the property. It is also considered the proposed dwellings would be visually intrusive from the outlook of occupiers in numbers 446 and 448 St Leonards Road. There are rooms within the B&B at 452-454 which face onto the application site. It is considered that due to the limited separation distance between these rooms and the proposed dwellings, that there would be an adverse impact arising from the dwellings being unduly overbearing and visually intrusive to this property.
- 6.5 The proposed dwellings would also be sited immediately along or in very close proximity to the boundary of the adjacent Public house and No.450. While there is a car park to the west which is unlikely to cause any significant issues as this is not a private amenity space.

Highways and Parking

- 6.6 The site is located along the northern side of St Leonard's Road, in between the B3173 Imperial Road and Clewer Hill Road. The site benefits from having a large dropped crossing which provides access to the front of one retail unit and to the rear of the site via a narrow side passage.
- 6.7 The Highways Authority comment that access to and from the site can be very difficult due to being very close to Clewer Hill Road (vehicles turning left) and opposite to the right turn lane (vehicles turning right into Clewer Hill Road). The Council's records show that within the last 10 years there have been 10 reportable injury accidents in between the B3173 Imperial Road and Clewer Hill Road. Although comments from the Highway Authority on the adequacy of the access are noted, this access is currently used by vehicles and it is not known if the proposed development would generate traffic movements significantly more than the existing use.
- 6.8 In terms of traffic generation, the proposed two, 2-bedroom dwellings in this location will have the potential to generate an additional 8 to 16 vehicle movements per day. Information has not been provided with the application on the traffic movements in association with the existing use.
- 6.9 In terms of parking requirements, the site is located within an unsustainable location with Windsor town centre being 2km away and Windsor and Eton central train station being 2.4km away. The proposal for two 2-bedroom dwellings within this location will be required to provide 4 car parking spaces (2 per dwelling) in accordance with the Council's parking strategy. The proposal only provides 1 space per dwelling, therefore there is a shortfall of 2 spaces. There is a lack of on street parking in this part of St Leonards Road, meaning any further pressure on parking is likely to result in a detriment to highway safety . In addition, with the existing retail and B&B uses, the existing 2 spaces to the front of the site will be unaffected; however the existing Guest House parking to the rear will be lost. No details have been provided to where these spaces will be re-provided.
- 6.10 It is considered that manoeuvrability for cars will also be very restricted within the site. Due to the narrow width of the site, a vehicle would not be able to easily turn within the site to enter and exit the site in a forward gear which as a result would lead to a danger in highway safety on St Leonards Road.

Other Material Considerations

Housing Land Supply

- 6.11 Paragraphs 7 and 14 of the National Planning Policy Framework (NPPF) set out that there will be a presumption in favour of Sustainable Development. Paragraph 49 of the NPPF states that

housing applications should be considered in the context of the presumption in favour of sustainable development, and that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites.

- 6.12 While it is acknowledged that this scheme would make a contribution to the Borough's housing stock, the detrimental harm caused, by the impact on the character and appearance of the area, residential amenity and highways, would demonstrably outweigh the benefits of the provision of new housing.

7. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 7.1 The proposal is CIL liable but would attract an exemption if the applicant claims a self-build exemption. In the absence of a self-build exemption the CIL liability, based upon the chargeable residential floor area (240/100 per sq.m). The application proposes a new residential development and therefore would be liable for a Community Infrastructure Levy contribution. Based on the submitted information, the tariff payable for this development would be J21,600.

8. CONSULTATIONS CARRIED OUT

Comments from interested parties

5 occupiers were notified directly of the application.

The planning officer posted a notice advertising the application at the site on 13.07.2017.

Statutory consultees

Consultee	Comment	Where in the report this is considered
Environmental Protection	Recommends that if planning permission is to be granted, a condition relating to aircraft noise mitigation and informatives relating to aircraft noise, dust control and smoke control.	Noted.
Highways	<p>The site currently benefits from having a dropped crossing which covers half of the site from the east to provide access to the front of one retail unit and to the rear of the site via a narrow side passage. Access to and from the site can be very difficult due to being very close to Clewer Hill Road (vehicles turning left) and opposite to the right turn lane (vehicles turning right onto Clewer Hill Road).</p> <p>Our records show that within the last 10 years there have been 10 reportable injury accidents in between the B3173 Imperial Road and Clewer Hill Road.</p> <p>Traffic Generation With constructing two new 2 bedroom dwellings within this location will have the potential to generate an additional 8 to 16 vehicle movements per day.</p> <p>Parking Provision/Requirement The site is located within an unsustainable location with Windsor town centre being 2km away and Windsor and Eton</p>	Para. 6.6 – 6.10

central train station being 2.4km walk away. Therefore the maximum parking standard will apply.

With constructing 2 x 2 bedroom dwellings within this location will require a need for 4 car parking spaces to be provided (2 per dwelling). Drawing number 100/2017 shows that only 1 car parking space will be provided for each dwelling.

Manoeuvrability is also very restricted and it is unlikely that a vehicle would easily be able to turn within the site to enter and exit the site in a forward gear.

The 2 spaces to the front of the retail unit will be unaffected however; the existing parking area to the rear of the site for the Windsor Guest House (B&B) will be lost. No details have been provided to where these spaces will be relocated.

It should be noted;

- A C1 use guest house requires a need for 1 space to be provided per bedroom
- An A1 use retail unit requires a need for 1 space to be provided per 30sqm

(The size and layout of the existing units is unknown)

Refuse Provision:

Details regarding refuse facilities and collection arrangements would be required for the whole site

Cycle Provision:

Cycle storage facilities should be provided for the two new residential dwellings

Additional Comments:

The Highways Authority unfortunately cannot support the proposal and will have to recommend a refusal for the following reasons.

Reasons for refusal;

- The proposed development does not comply with the Local Authorities current parking and turning standards (Relevant Policies - Local Plan P4, DG1).
- The proposed development would generate additional vehicle movements into and out of a primary distributor road in a section where vehicle flows are high and visibility is restricted. This would be detrimental to road safety and the free flow of traffic.
- The proposed access is unsuitable due to its substandard width to the traffic which will be further generated by the proposed development. This would result in vehicles waiting in the carriageway which will

	be detrimental to road safety and the free flow of traffic.	
--	---	--

9. APPENDICES TO THIS REPORT

- Appendix A - Site location plan and site layout
- Appendix B – plan and elevation drawings

10. RECOMMENDED FOR REFUSAL IF PERMISSION IS NOT GRANTED

- 1 The proposed development owing to its design, siting, size and layout, represents poor design and would result in a cramped, overdevelopment of the site that is out of keeping with and harmful to the character and appearance of the area, contrary to policies DG1, H10 and H11 of the Windsor and Maidenhead Local Plan.
- 2 The proposed development would, by reason of its size, siting, design and height, have an overbearing and visually intrusive impact on numbers 450, 452 and 454 St Leonards Road, and would appear visually intrusive to the outlook of numbers 448 and 446 St Leonards Road. The development conflicts with a core principle of the National Planning Policy Framework to provide a good standard of amenity for all.
- 3 The proposal would provide insufficient off-street parking provision, and an inadequate turning space, which would lead off a primary distributor road where the vehicle flows are high and visibility is restricted. As such the proposal is considered to be to the detrimental to road safety and the free flow of traffic, contrary to policies P4 and DG1 of the Windsor and Maidenhead Local Plan.