ROYAL BOROUGH OF WINDSOR & MAIDENHEAD PLANNING COMMITTEE

WINDSOR RURAL DEVELOPMENT CONTROL PANEL

30 May 2018 Item: 1

Application

17/02204/FULL

No.:

Location: Bluebells Restaurant And Bar London Road Sunningdale Ascot SL5 0LE

Proposal: Construction of a building to provide x8 two bed flats, together with access to London

Road and landscaping, following demolition of the existing buildings.

Applicant:

Agent: Mr Douglas Bond

Parish/Ward: Sunningdale Parish/Sunningdale Ward

If you have a question about this report, please contact: Alys Hughes on 01628 796040 or at

alys.hughes@rbwm.gov.uk

1. SUMMARY

- 1.1 Permission is sought for a two-storey building comprising 8 x 2-bed apartments, with associated parking and landscaping to replace the existing two-storey restaurant building on site.
- 1.2 The application follows a previous proposal, ref 16/03177/FUL, for 9 apartments which was refused by the Council under delegated authority on 01.02.2017 on grounds of inappropriate development in the Green Belt and impact on the character of the area due its design and massing.
- 1.3 The current proposal, which follows pre-application discussions with the Council, is for a development of reduced scale and massing which is now considered to have no greater impact on the openness of the Green Belt than the existing development and thus can be deemed as appropriate development in the Green Belt. Furthermore, the amended design and appearance of the building is considered to respond positively to the context of the surrounding area.
- 1.4 The reasons for refusal of the previous planning application ref: 16/03177/FUL have now been overcome and thus it is recommended that planning permission be forthcoming for the proposed development.
- 1.5 This application was withdrawn from the panel agenda last month following a query over the internal floor area of the development. Amended plans have now been received reducing the internal floor area to below 1,000sq.m. Officers are now able to recommend the application for approval for the reasons outlined within this report.

It is recommended the Panel authorises the Head of Planning:

1.

To grant planning permission following satisfactory amendment to the secured Section 111 for mitigation to the SPA

2. REASON FOR PANEL DETERMINATION

 The Council's Constitution does not give the Head of Planning delegated powers to determine the application in the way recommended; such decisions can only be made by the Panel.

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 This application site currently comprises a large but unassuming two storey building with various single storey extensions and outbuildings. Its existing use is as a restaurant, with car parking to the rear of the building and a lawned area beyond. Near the rear boundary, behind a row of leylandii trees, is a large storage building.
- 3.2 The building is set back from the main A30, with a surfaced vehicular access to either side. There is a mix of residential development in the locality, of a variety of types, sizes and ages, including a modern apartment building to the immediate west.
- 3.3 The site is situated within the Green Belt, and most of the site is covered by a group Tree Preservation Order. The site is situated within 5 km of the Thames Basin Heaths Special Protection Area.
- 3.4 A small part of the application site (a section of land adjacent to the access) is within Runnymede Borough Council, and a planning application has been submitted to that Council for the proposed development.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

- 4.1 The proposal is to demolish the existing buildings on site, one of which includes a restaurant, and to build a new part single storey/part two-storey building to accommodate 8 x 2-bed apartments. A previous application, reference 16/03177/FULL, was refused under delegated authority by the Borough Council in January 2017. The reasons for refusal related solely to design issues and the harmful impact on the openness of the Green Belt, thereby constituting inappropriate development.
- 4.2 The front elevation of the proposed building would be of a traditional design and has features common in Victorian and Edwardian buildings. This elevation would be finished in render, with a red brick plinth. The roof would be in a plain clay tile. The two storey part of the building would have a height of circa 7.7 metres to the ridge.
- 4.3 The proposed building is a T-shape. The section to the rear is lower in height than the front section with accommodation at ground floor only. Both sections are joined by a two storey flat roof element. The single storey side elements also incorporate a flat roof with parapet.
- 4.4 The proposed building would have a single storey depth of circa 28.5 metres and a single storey width of circa 42 metres. The width of the rear wing varies from 9.5 metres (two storey) to 20 metres (single storey).
- 4.5 Two of the existing accesses would be used to serve the development. Two parking spaces would be provided on the western part of the site, with the remainder of parking spaces provided on the eastern part of the site. New outbuildings to accommodate bike and bin storage would be provided within this parking area.
- 4.6 Tree planting is shown in the rear part of the site, in place of the existing building to be demolished.

5. MAIN RELEVANT STRATEGIES AND POLICIES RELEVANT TO THE DECISION

National Planning Policy Framework Sections 6 (Delivering a wide choice of high quality homes),7 (Requiring Good Design), 8 (Promoting Healthy Communities) and 9 (Protecting Green Belt Land)

Royal Borough Local Plan

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

Issue	Local Plan Policy	Comp	liance
Design in keeping with character of area	DG1	Yes	
Acceptable impact on appearance of area	DG1, H10, H11	Yes	
Acceptable impact on highway safety	T5	Yes	
Sufficient parking space available	P4	Yes	
Acceptable impact on Green Belt	GB1, GB2 (Part A)	Yes	
Acceptable impact on trees important to the area	N6	Yes	

Ascot, Sunninghill & Sunningdale Neighbourhood Plan 2011-2026

Issue	Neighbourhood Plan Policy	Compliance
Good Quality Design	NP/DG3	Yes
Respecting the Townscape	NP/DG1	Yes
Density, Footprint, Separation Scale, Bulk	NP/DG2	Yes
Parking and Access	NP/T1	Yes
Trees	NP/EN2	Yes
Biodiversity	NP/EN4	Yes

The Council's planning policies in the Local Plan can be viewed at: https://www3.rbwm.gov.uk/downloads/download/154/local_plan_documents_and_appendices

Borough Local Plan: Submission Version

Issue	Local Plan Policy
Appropriate Development in Green Belt and acceptable impact on Green Belt	SP1, SP5
Design in keeping with character and appearance of area	SP2, SP3
Makes suitable provision for infrastructure	IF1
Trees	NR2

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 Submission Document was published in June 2017. Public consultation ran from 30 June to 27 September 2017. Following this process the Council prepared a report summarising the issues raised in the representations and setting out its response to them. This report, together with all the representations received during the representation period, the plan and its supporting documents have now been submitted to the Secretary of State for examination. The Submission Version of the Borough Local Plan does not form part of the statutory development plan for the Borough. However, by publishing and submitting the Borough Local Plan for independent examination the Council has formally confirmed its intention to adopt the submission version. As the Council considers the emerging Borough Local Plan to be sound and legally compliant, officers and Councillors should accord relevant policies and allocations significant weight in the determination of applications taking account of the extent to which there are unresolved objections to relevant policies. Therefore, the weight afforded to each policy at this stage will differ depending on the level and type of representation to that policy. This is addressed in more detail in the assessment below.

Other Local Strategies or Publications

- 5.3 Other Strategies or publications relevant to the proposal are:
 - RBWM Townscape Assessment view at:
 - 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 Development within the Green Belt;
 - ii Impact on the character an appearance of the area;
 - iii Neighbouring Amenity
 - iv Parking and highways
 - v Trees
 - vi Ecology
 - vii Thames Basin Heaths Special Protection Area

Development within the Green Belt

The proposed development would be situated within the Green Belt where development is restricted to protect its open and undeveloped character. Paragraph 89 of the National Planning Policy Framework (NPPF) states that the construction of new buildings within the Green Belt are inappropriate however it goes on to list certain exceptions to this. One of which includes the:

'limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.'

- 6.3 Within the Local Plan, policy GB2 (Part A) explains that proposals should not have a greater impact on the openness of the Green Belt than the existing development. Policy SP1 (Spatial Strategy) of the emerging Borough Local Plan states that the Green Belt will be protected from inappropriate development in line with Government policy. Policy SP5 (Development in the Green Belt) closely reflects the national Green Belt policy outlined in section 9 of the NPPF adding further detail where required in terms of the exceptions to inappropriate development. These policies carry substantial weight in the determination of this planning application.
- 6.4 It is considered that the scheme represents the redevelopment of a previously developed site. Previously developed land is defined in the NPPF as 'land which is or was occupied by a permanent structure, including the curtilage of development land and any associated fixed surface infrastructure'. The site is occupied by a permanent restaurant building and associated hard-surfacing and therefore the proposal passes the first test of the above exception to inappropriate development.

6.5 The second test is that the development would not have a greater impact on the openness of the Green Belt than the existing development. This assessment consists of a comparison test between the existing and proposed development, in particular their floorspace, volume, height, scale, form and mass.

Floor space comparison			
Application Number: 17/02204/FULL			% Increase
Floorspace of existing building	1076.5	sq. metres	
Floor space of proposed building	1092.5	sq. metres	
	18 sq.m or 1.5% increase		

- 6.6 Looking firstly at floorspace, the proposed development would result in a circa 1.5% increase in floorspace over the existing development on site, which is significantly smaller than the previously refused scheme. Whilst there is a very marginal increase in floorspace, floorspace is not the sole determining factor. In terms of volume, an amended volume comparison plan has been provided to show an overall <u>reduction</u> in volume across the site of 12%. (The increase in floor area but overall decrease in volume of development across the site is likely to have arisen through the proposed demolition of a large detached outbuilding positioned at the rear of the site, which, whilst only single storey, has a considerable footprint and a pitched roof.)
- 6.7 The floor space and volume figures are only guiding factors, and ultimately the height, scale, mass and spread of the proposed built form needs to be assessed, including a comparison of the amount of hard-surfacing within the site.
- 6.8 With regard to height, the central part of the proposed development would be two storeys, with single storey wings and a narrower single storey rear projecting section. The height of development would be no higher than the two-storey part of the existing building.
- The main objection to the previous application was to the mass and bulk of development resulting from the use of crown and flat roofs. It was considered that this would have resulted in a built form and mass that would have a greater impact on the openness of the Green Belt than the existing building, which has a very limited first floor mass. The bulk and massing of the building has been reduced significantly since the last application, including a reduction in the depth and height of the rear projecting section. Furthermore, the link section of the development now has a flat roof, thereby reducing the overall bulk at first floor level. Also taking into account the reduction in spread of development across the site and the significant reduction in hard-surfacing, when considering these factors cumulatively, along with the decrease in volume of development, the proposal is considered not to have a greater impact on the openness of the Green Belt than the existing development and thus the second part of bullet point 6 of paragraph 89 of the NPPF has been met.
- 6.10 The change of use from a restaurant to a residential development would not conflict with the purposes of the Green Belt.
- 6.11 The amended scheme has therefore met the tests set out by bullet point 6 of paragraph 89 of the NPPF and thus constitutes appropriate development in the Green Belt. There is no other harm to the Green Belt arising from the proposal.

Impact on the character an appearance of the area

- 6.12 Paragraph 64 of the NPPF explains that 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. SP2 of the emerging Borough Local Plan states that 'All new developments should contribute to the places in which they are located.' Furthermore, policy SP3 states that development proposals should achieve various design principles, including but not limited to, respecting and enhancing the local character and high quality townscapes and providing high quality soft and hard landscaping. Significant weight can be given to these emerging policies at this time.
- 6.13 The existing building on site is considered to be of a good quality design, which contributes positively to the character and appearance of the area. The scale and mass of the building together with a fairly simple appearance contributes to the high quality appearance of the building.
- 6.14 Looking in isolation at the front elevation of the proposed building only, this elevation has Victorian and Edwardian features, and it is considered that the form and proportions of this elevation make it a good quality design. It was considered under application 16/03177/FULL that the appearance of the side and rear elevations of the building by reason of the extensive flat roof at two stories in height would not contribute to the character of the area or the site itself and so was considered to represent poor design.
- 6.15 As mentioned above, the extensive flat roof element has been eliminated from the current scheme. A small section of flat roof still exists on the two storey link element between the front and rear section of the building however due to its scale and positioning, it is not a prominent element of the scheme. The rear wing now relates well to the high quality design of the front wing in terms of scale and form and its single storey height allows it to appear subservient.
- 6.16 Looking at the surrounding area, the buildings opposite the site are of a traditional design with pitched roofs and are considered to make a positive contribution to the character and appearance of the area. The apartment block to the west of the site is a modern building with a crown roof, and this also forms part of the local area. Whilst this neighbouring building may not be as high a quality design as other buildings in close proximity to the site, this building does have a coherent design on all elevations.
- 6.17 Based on the above, the proposed appearance, scale, form and design of the building is considered to harmonise well with surrounding development and would represent good quality design that does not appear prominent or overdominant from the street scene.

Impact on neighbouring amenity

- 6.18 The roof terrace on the proposed building which faces the boundary with the Garden Lodge is 16 metres off this boundary. This distance is considered sufficient in order for there not to be unacceptable levels of overlooking to this site. The proposed rear balconies are of a greater distance than this from neighbouring boundaries to avoid unacceptable levels of overlooking. First floor side facing windows in the proposed building would be over 20 metres off the side boundaries, and so it is not considered that any of these windows would result in unacceptable levels of overlooking to neighbouring properties.
- 6.19 The side roof terrace facing South Lodge, would be over 25 metres off the boundary with this property; this distance is considered sufficient for there not to be unacceptable levels of overlooking to this property.

Parking and highways

6.20 It is considered that the proposed development is likely to lead to a reduction in vehicle movements when compared with the existing use. The change from restaurant to residential use is also likely to result in a marked reduction in visits by larger delivery and service vehicles.

6.21 The scheme as originally submitted under the current application proposed 10 x 2-bed apartments with a provision of 16 parking spaces. This level of parking was considered insufficient and gave rise to an objection from the Highways Authority The amended scheme now proposes 8 x 2-bed apartments with a provision of 20 parking spaces. This represents a slight overprovision (16 spaces are required by the standards for 8 2-bed residential units). However, it is noted that Neighbourhood Plan Policy NP/T1 (Parking and Access) places a great emphasis on visitor parking and the need to reduce reliance on on-street parking. It is also noted that car ownership levels are slightly higher in Ascot, Sunninghill and Sunningdale than the Borough average. Taking this into consideration along with the overall reduction in hard-surfacing across the site and the benefits of the scheme as a whole, this slight overprovision in parking is not objected to. The proposed access, parking turning arrangements are considered to be acceptable and the scheme is considered to have an acceptable impact on highway safety. The scheme is supported by the Highways Authority.

Trees

6.22 The site and neighbouring properties are covered by Tree Preservation Order 1 of 1957, an 'Area' designation protecting all species. The proposal would result in the loss of two Wild Cherry trees and one Ash tree which form a group on the southern eastern boundary. Other tree loss is acceptable as it mainly comprises the linear group of Leyland cypress and some other small ornamental trees of little significance. There will also be a need for additional tree planting within the site, in the front garden and intermittently along the western boundary. The Council's Tree Officer has recommended conditions should planning permission be granted and these relate to Tree protection (condition 8), site storage and services/drainage (condition 7), landscaping scheme (condition 10) and a landscape management plan (condition 11). The proposal is considered to comply with policy N6 of the adopted local plan and policy NR2 of the emerging Borough Local Plan.

Ecology

- 6.23 An ecological assessment was undertaken in September 2015 in support of the previous application and was initially resubmitted with the current application. As the survey was two years old, it was recommended that an updated survey was undertaken.
- 6.24 Regarding potential impact on designated sites, this is discussed in the following section at paragraphs 6.26 -6.27).
- 6.25 In terms of the impact on bats, the updated survey showed similar site conditions to the original survey – the building was recorded as supporting an individual roost of common pipistrelle bats and one sweet chestnut tree was recorded as having moderate potential to support roosting bats. The applicant's ecologist has provided an outline bat mitigation strategy which includes removal of all tiles on roof and other bat roosting features within the main building by hand under ecological supervision, provision of temporary and permanent roosting features on retained mature trees and within the new buildings and sensitive lighting, all of which will be detailed within a method statement to accompany a European Protected Species licence (EPSL). Therefore, it is likely that the development proposals would not have a detrimental effect to the maintenance of the populations of bats species at a favourable conservation status in their natural range, as long as the mitigation and compensation measures are followed. The trees on site which have potential for roosting bats are not shown for removal. It is considered that the scheme would have an acceptable impact on bats, provided that certain conditions being imposed which have been recommended by the Council's ecologist (see condition 5). Condition 6 is also recommended in regard to biodiversity enhancements.

Thames Basin Heaths Special Protection Area

6.26 The proposed development site is within 800 m of the Thames Basin Heaths Special Protection Area (SPA), which was classified in 2005 under the EC Birds Directive. The councils Thames Basin Heath SPA Supplementary Planning Document (Part 1) states that within the zone of 400m to 5km from the Thames Basin Heath SPA, it is likely that additional residential dwellings (either alone or in combination with other new dwellings) are likely to have a significant effect on the

SPA unless mitigation measures are put in place. The guidance within this document stipulates that the agreed approach to mitigation is for developers to provide Suitable Alternative Natural Greenspace (SANG) (or financial contribution towards a Council SANG) and financial contributions towards Strategic Access Management and Monitoring.

6.27 The Council has an adopted Suitable Alternative Natural Greenspace (SANG), Allen's Field. Financial contributions in line with the scale of charges set out in the Council's SPD would provide the mitigation required to ensure that the additional residents of additional dwellings would not impact adversely on the SPA, satisfying the requirements of the regulatory framework and SPD that are discussed above. Mitigation measures have been secured through a section 111 agreement, which is currently in the process of being amended to reflect the reduction in number of units. The recommendation is subject to securing the amended section 111 agreement.

Other Material Considerations

Affordable Housing

6.28 Adopted local plan policy H3 states that the Council will seek to achieve affordable housing on sites of over 0.5ha or more or schemes proposing 15 or more net additional dwellings. Whilst the site is greater than 0.5ha, the combined gross maximum floor area of the development is less than 1,000sq.m and in cases such as this substantial weight is given to the NPPG which advises that 'contributions should not be sought from developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1,000 square meters (gross internal area)'. (The gross internal floor area of the development as shown within the latest set of amended plans has been verified using the Council's electronic measuring tool).

Housing Land Supply

- 6.29 Paragraphs 7 and 14 of the National Planning Policy Framework (NPPF) sets 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.
- 6.30 The Berkshire (including South Bucks) Strategic Housing Market Assessment (SHMA) (2016) identifies an objectively assessed housing need (OAN) of 712 dwellings per annum. Sites that deliver the OAN and a stepped housing trajectory over the plan period (2013-2033) are set out in the Submission Version Borough Local Plan that is currently undergoing examination. A five year supply of deliverable housing sites can be demonstrated against this trajectory.

Flooding/drainage

6.31 The Lead Local Flood Authority (LLFA) has commented on the application and recommended a condition to ensure the proposed development is safe from flooding and does not increase flood risk elsewhere. The LPA are satisfied that the application is still for a major development as the external floor area of the building exceeds 1,000 sq.m and thus this condition is reasonable and necessary.

7. COMMUNITY INFRASTRUCTURE LEVY (CIL)

7.1 The application proposes a new residential development and therefore would be liable for a Community Infrastructure Levy contribution. The applicant has submitted the relevant CIL forms and the floor areas have been checked.

8. CONSULTATIONS CARRIED OUT

8.1 Comments From Interested Parties

14 letters were sent to neighbouring residents and a site notice was posted by the planning officer.

1 letter was received objecting to the application summarised as:

Comment	Officer Response
I own land on two sides - at the back right of Bluebells and I have not been notified of this application	Occupiers of the adjoining land were notified by letter and a site notice was displayed at the site as required by legislation.

8.2 Other Consultees and Organisations

Comment	Officer Response
Highways Authority: Amended plans now acceptable with regard to parking provision. No objections subject to conditions.	See section 6.20-6.21
Council's Tree Team: Recommend approval subject to conditions	Noted
Council's Ecologist: Recommend approval subject to conditions	Noted
Rights of Way: No objection	Noted
Lead Local Flood Authority: No objection subject to condition and informatives	Noted
Parish Council: Object on following grounds: Insufficient tree information Transport statement states that 24 parking spaces would be provided however only 16 parking spaces shown on site layout plan. 24 should be provided.	Further tree information submitted since following comments from Tree Officer. Amended site plan also submitted which includes 20 parking spaces.
SPAE: - Inadequate parking provision - Further information submitted on trees should be reviewed by the Council	Further comments provided by Council's tree officer on 27th of September.
Runnymede Borough Council: No objection	Noted

9. APPENDICES TO THIS REPORT

- Appendix A Location plan
- Appendix B Site plan
- Appendix C Proposed elevations
- Appendix D Volume comparison

10. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby permitted shall be commenced within three years from the date of this permission.
 - <u>Reason:</u> To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
- 2 No development shall take place until samples of the materials to be used on the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and maintained in accordance with the approved details.
 - Reason: In the interests of the visual amenities of the area. Relevant Policy

- Within one month of the substantial completion of the development the building shown to be removed on the approved plans, shall be demolished in its entirety and all materials resulting from such demolition works shall be removed from the site.
 - <u>Reason:</u> To prevent the undesirable consolidation of development on the site having regard to its Green Belt location. Relevant Policies Local Plan GB1, GB2,
- 4 No development shall take place until samples and/or a specification of all the finishing materials to be used in any hard surfacing on the application site have been submitted to and approved in writing by the Local Planning Authority and thereafter undertaken in accordance with the approved scheme.
 - Reason: In the interests of the visual amenities of the area. Relevant Policies Local Plan DG1.
- Prior to development a copy of the EPSL for bats, issued by Natural England, shall be provided to the Local Planning Authority. Development shall then be carried out and maintained in accordance with the details within the agreed licence.
 - <u>Reason:</u> In order to comply with advice in the National Planning Policy Framework 2012 and Neighbourhood Plan NP/EN4.
- The development shall be carried out in accordance with the recommendations for biodiversity enhancements contained within the ecological survey produced by AA Environmental Consultants, dated 8th of November 2018.
 - Reason: To secure biodiversity enhancements.
- Prior to the commencement of development details of the areas to be used for on site materials storage, construction workers' parking, and for ancillary temporary building(s) including any phasing of use such areas, shall be submitted to and approved in writing by the Local Planning Authority and the works shall be undertaken in accordance with the approved details.
 - <u>Reason:</u> To ensure that retained landscaping on the site is not damaged or destroyed during construction. Relevant Policies Local Plan DG1, N6.
- The erection of fencing for the protection of any retained tree and any other protection specified shall be undertaken in accordance with the 'ACD Arboricultural Method Statement rev. A '31.07.2017, dated 11.10.17' before any equipment, machinery or materials are brought on to the site, and thereafter maintained until the completion of all construction work and all equipment, machinery and surplus materials have been permanently removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority
 - <u>Reason:</u> To protect trees which contribute to the visual amenities of the site and surrounding area. Relevant Policies Local Plan DG1, N6.
- Prior to the commencement of development details of the areas to be used for on site materials storage, construction workers parking, and for ancillary temporary building(s) including any phasing of use such areas, as well as details of underground services and drainage, shall be submitted to and approved in writing by the Local Planning Authority and the works shall be undertaken in accordance with the approved details.
 - <u>Reason</u>: To ensure that retained landscaping on the site is not damaged or destroyed during construction. Relevant Policies Local Plan DG1, N6.
- No development shall take place until full details of both hard and soft landscape works, have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved within the first planting season following the substantial completion of the development and retained in accordance with the approved details. If within a period of five years from the date of planting of any tree or shrub shown on the approved landscaping plan, that tree or shrub, or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted in the immediate vicinity, unless the Local Planning Authority gives its prior written consent to any variation.
 - <u>Reason:</u> To ensure a form of development that maintains, and contributes positively to, the character and appearance of the area. Relevant Policies Local Plan DG1.

- Prior to the commencement of development a landscape management plan including long-term design objectives, management responsibilities and maintenance schedules for a minimum period of 5 years shall be submitted to and approved in writing by the Local Planning Authority. The plan shall cover any areas of existing landscaping, including woodlands, and all areas of proposed landscaping other than private domestic gardens.

 Reason: To ensure the long term management of the landscaped setting of the development and to ensure it contributes positively to the visual amonities of the area.
 - Reason: To ensure the long term management of the landscaped setting of the development and to ensure it contributes positively to the visual amenities of the area. Relevant Polices Local Plan DG1.
- Prior to the commencement of any works or demolition a construction management plan showing how demolition and construction traffic, (including cranes), materials storage, facilities for operatives and vehicle parking and manoeuvring will be accommodated during the works period shall be submitted to and approved in writing by the Local Planning Authority. The plan shall be implemented as approved and maintained for the duration of the works or as may be agreed in writing by the Local Planning Authority.
 - <u>Reason</u>: In the interests of highway safety and the free flow of traffic. Relevant Policies Local Plan T5.
- No part of the development shall be occupied until vehicle parking space has been provided in accordance with the approved drawing. The space approved shall be retained for parking in association with the development.
 - <u>Reason</u>: To ensure that the development is provided with adequate parking facilities in order to reduce the likelihood of roadside parking which could be detrimental to the free flow of traffic and to highway safety. Relevant Policies Local Plan P4, DG1.
- No part of the development shall be occupied until covered and secure cycle parking facilities have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. These facilities shall thereafter be kept available for the parking of cycles in association with the development at all times.
 - <u>Reason:</u> To ensure that the development is provided with adequate parking facilities in order to encourage the use of alternative modes of transport. Relevant Policies Local Plan T7, DG1
- No part of the development shall be occupied until the refuse bin storage area and recycling facilities have been provided in accordance with the approved drawing. These facilities shall be kept available for use in association with the development at all times.
 - Reason: To ensure that the development is provided with adequate facilities that allow it to be serviced in a manner which would not adversely affect the free flow of traffic and highway safety and to ensure the sustainability of the development. Relevant Policies Local Plan T5, DG1.
- Any gates provided shall open away from the highway and be set back a distance of at least 5 metres from the highway boundary or 7 metres from nearside edge of the carriageway of the adjoining highway.
 - _ To ensure that vehicles can be driven off the highway before the gates are opened, in the interests of highway safety. Relevant Policies Local Plan T5
- No construction shall commence until a surface water drainage scheme for the development, based on sustainable drainage principles has been submitted to and approved in writing by the Local Planning Authority. Details shall include- Full details of all components of the proposed surface water drainage system including dimensions, locations, gradients, invert levels, cover levels and relevant construction details.- Supporting calculations based on infiltration rates determined by infiltration testing carried out in accordance with BRE365 confirming compliance with the Non-Statutory Standards for Sustainable Drainage Systems- Details of finished floor levels and adjoining surface levels- Details of existing and proposed surface water flooding exceedance routes- Details of the maintenance arrangements relating to the proposed surface water drainage system, confirming who will be responsible for its maintenance and the maintenance regime to be implemented The surface water drainage system shall be implemented and maintained in accordance with the approved details thereafter.

<u>Reason</u> - To ensure compliance with National Planning Practice Guidance and the Non-Statutory Standards for Sustainable Drainage Systems, and to ensure the proposed development is safe

from flooding and does not increase flood risk elsewhere.

19 The development hereby permitted shall be carried out in accordance with the approved plans listed below.

<u>Reason:</u> To ensure that the development is carried out in accordance with the approved particulars and plans.

Informatives

- The Streetcare Services Manager at Tinkers Lane Depot Tinkers Lane Windsor SL4 4LR should be contacted for the approval of the access construction details and to grant a licence before any work is carried out within the highway. A formal application should be made allowing at least 4 weeks' notice to obtain details of underground services on the applicant's behalf.
- Proposed exceedance routes, for events beyond the 1 in 100+40% climate change event, are indicated as running on to the public highway. While this may be acceptable in extreme events, the detailed design should ensure that this does not occur during more frequent events. The indicated maximum pond water level (60.60m A.O.D) and existing ground levels in the vicinity of the western entrance (60.27m A.O.D.) indicate that water could runoff on to the highway during more frequent events

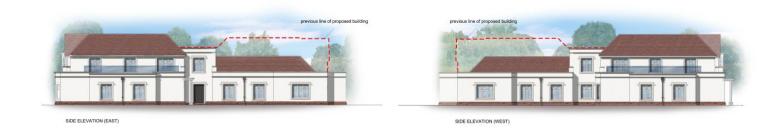


Appendix B – Site plan



Appendix C – Proposed elevations

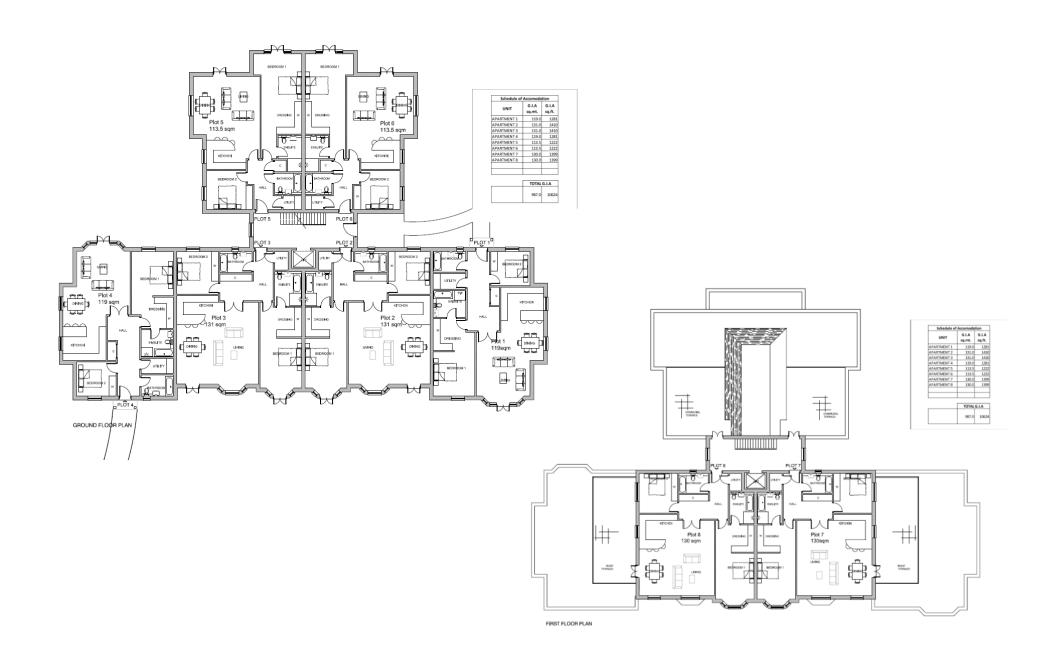






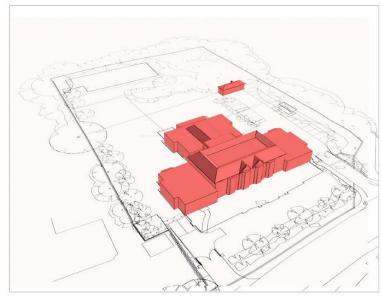


Appendix D – Proposed floorplans

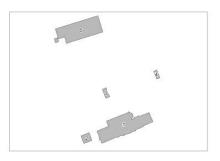


Appendix D – Volume comparison





EXIS	TING VOLUME SO	21	HEDULE
	BUILDING 1		1974.0 m ²
	BUILDING 2		144.9 m ^a
	BUILDING 3	١-	49.1 m ³
	BUILDING 4	-	37.8 m ³
	BUILDING 5		2043.0 m ³
	TOTAL -		4248.8 m ³



PROPOSED VOLUME SCHEDULE

MAIN BUILDINGS - 4035 m³

CYCLE STORE - 63 m³

TOTAL - 4098 m³



WINDSOR RURAL DEVELOPMENT CONTROL PANEL

30 May 2018 Item: 2

Application 18/00346/FULL

No.:

Location: 3 Hermitage Drive Ascot SL5 7LA

Proposal: Two storey front/side extension, single storey rear extension and new first floor front

and side windows, alterations to entrance and fenestration.

Applicant: Ashton Hawthorne **Agent:** Mr Anthony Richardson

Parish/Ward: Sunninghill And Ascot Parish/Ascot And Cheapside Ward

If you have a question about this report, please contact: Harrison Moore on 01628 796070 or at

harrison.moore@rbwm.gov.uk

1. SUMMARY

- 1.1 The proposal was originally for a much larger two storey front/side extension however, the plans have now been amended to include a single storey front extension, a smaller two storey front/side extension and a single storey rear extension.
- 1.2 Given the amendments that have been made officers consider that the scheme respects the character and appearance of the host property and would not cause harm to the character and appearance of the area. Furthermore there would be no significant impact on neighbouring amenity or trees.

It is recommended the Panel grants planning permission with the conditions listed in Section 9 of this report.

2. REASON FOR PANEL DETERMINATION

 At the request of Councillor Hilton. I have been asked by the Sunninghill and Ascot Parish Council to call this application in on their behalf. The Planning Committee object to the application on the following grounds. The proposal is an overdevelopment of the site, with the proposed roofscape being detrimental to the street scene, thus contrary to Neighbourhood Plan Policies NP/DG2.2 and NP/ DG3.1 and Local Plan Policy H14.

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 The application site is located in Ascot on the south side of the cul-de-sac of Hermitage Drive. The site comprises of an approximately 22.5 metre deep rear garden and an existing large detached dwelling set approximately 15 metres back from the edge of the road. The dwelling's principal elevation faces north and the property has a south facing rear garden. The dwelling benefits from a semi-circular driveway, low bushes to the front, the west boundary is separated by a 2 metre fence whereas the east boundary is characterised by a mixture of trees, bushes and an approximate 1 metre high fence.
- 3.2 There is a nearby TPO area (14year: 2014 status: Active) that runs covers the rear garden of Five Tree Cottages sited to the rear. The existing street scene of Hermitage Drive is characterised by large detached dwellings of predominately red brick and tile and some partial white painted brick, with the exception of the host dwelling which is a mixture of white render and timber panels. The properties on Hermitage Drive are large detached dwellings but there is no real consistency in the form and siting within the street scene.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

- 4.1 The application was originally for a much larger two storey front/side extension. The plans have been amended several times to reduce the size of the proposal and make improvements to the overall design quality. The proposed development now consists of a part 2 storey part single storey front/side extension and a small single storey rear extension.
- 4.2 The proposed materials are to match the host dwelling and are not necessarily in keeping with neighbouring properties within the locality.

4.3

Ref.	Description	Decision and Date
03/84575/FULL	Erection of front and first floor extension to garage and single storey extension to rear of garage.	Refused: 21.01.2004
13/00726/FULL	Front extension to garage with first floor extension over and a single storey side/rear extension.	Permitted: 24.04.2013
13/01882/FULL	Front extension to garage with first floor extension over and a single storey side/rear extension.	Permitted: 15.08.2013
13/02911/FULL	Front extension to garage with first floor extension over and a single storey side / rear extension, together with changes to the materials on the existing dwelling.	Permitted: 13.11.2013

5. MAIN RELEVANT STRATEGIES AND POLICIES RELEVANT TO THE DECISION

5.1 National Planning Policy Framework Sections.

Royal Borough Local Plan (2003)

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

	Within settlement area	Highways and Parking
Local Plan	DG1, H14	P4

These policies can be found at:

https://www3.rbwm.gov.uk/downloads/download/154/local plan documents and appendices

The Ascot, Sunninghill and Sunningdale Neighbourhood Plan was made part of the Development Plan in April 2014 and all relevant planning decisions should be made in line with this plan. As such it is afforded full weight when determining planning applications. The policies considered as part of this application are as follows:

- Policy NP/DG2 Density, footprint, separation, scale, bulk
- Policy NP/DG3 Good quality design

5.3

g

Issue	Local Plan Policy
Design in keeping with character and appearance of area	SP2, SP3

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 Submission Document was published in June 2017. Public consultation ran from 30 June to 27 September 2017. Following this process the Council prepared a report summarising the issues raised in the representations and setting out its response to them. This report, together with all the representations received during the representation period, the plan and its supporting documents have now been submitted to the Secretary of State for examination. The Submission Version of the Borough Local Plan does not form part of the statutory development plan for the Borough. However, by publishing and submitting the Borough Local Plan for independent examination the Council has formally confirmed its intention to adopt the submission version. As the Council considers the emerging Borough Local Plan to be sound and legally compliant, officers and Councillors should accord relevant policies and allocations significant weight in the determination of applications taking account of the extent to which there are unresolved objections to relevant policies. Therefore, the weight afforded to each policy at this stage will differ depending on the level and type of representation to that policy. This is addressed in more details in the assessment below.

Significant weight is to be accorded to Borough Local Plan Submission Version policies SP2 and SP3 in this case. The above application is considered to comply with the relevant policies listed within the Development Plan and those Borough Local Plan Submission Version policies to which significant weight is to be accorded.

Supplementary planning documents

- 5.4 Supplementary planning documents adopted by the Council relevant to the proposal are:
 - Appendix 12 House Extensions

More information on this document can be found at: https://www3.rbwm.gov.uk/info/200414/local development framework/494/supplementary plannin

Other Local Strategies or Publications

- 5.5 Other Strategies or publications relevant to the proposal are:
 - RBWM Landscape Character Assessment view at:
 - 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 Whether the principle of the development in this location is acceptable;
 - ii The visual impact of the proposal on the character and appearance of the host dwelling and existing street scene;

- iii The impact to neighbouring amenity;
- iv Trees
- v Parking provision;

The principle of development

6.2 The application site is located within a developed area of Ascot, wherein the principle of development is acceptable.

Visual Impact

- 6.3 The appearance of a development is a material planning consideration and the National Planning Policy Framework, Section 7 (Requiring Good Design), Local Plan Policy DG1, Ascot, Sunninghill and Sunningdale Neighbourhood Plan policies NP/DG2 & NP/DG3 and emerging Borough Local Plan (Submission 2017) policy SP3 advises that all development should seek to achieve a high quality of design.
- The proposal includes a two storey front/side infill extension that would be located between an existing side and front elevation, it would have an eaves height of 4.80 metres and an overall height of 6.90 metres, a length and depth of approximately 5 metres with the addition of a single storey pitched roof porch to the front elevation with a depth of 1.4 metres. The proposed single storey rear extension would also have a pitched roof with a depth of 3 metres.
- 6.5 The existing street scene of Hermitage Drive is characterised by large detached dwellings of predominately red brick for the ground floor walls and reddish-brown vertical tile-hanging finish at first floor level. The exception on Hermitage Drive is the host dwelling which is a mixture of white render and timber panels. The proposed materials are to match the existing dwelling.
- 6.6 The proposed form and design of the works would respect the host dwelling and would not look out of keeping within the application site. The works would result in the dwelling becoming one of the largest on Hermitage Drive but due the front/side extension's siting and position set back from the road, it is considered that the proposed extension would respect the existing street scene and would not be overly dominant or over bearing.
- 6.7 Additionally, as the proposed two storey front/side extension would be in an infill location between an existing front and side elevation it would not add significant bulk that would detract from the overall character and appearance of the host dwelling. The proposed two storey front/side extension would be lower than the existing highest ridge heights and would not be a bulky or unbalanced addition among the existing roofscape. The original plans have been amended to show the proposed single storey front extension to have a pitched roof which would be more in keeping with the type of entrance finishing on Hermitage Drive.
- The proposed single storey rear extension would be located to the rear of No. 3 Hermitage Drive and would not be highly visible when viewed from the public realm, as such the proposed rear extension would not have a detrimental impact on the existing street scene
- 6.9 The type of finishing and fenestration proposed would not necessarily be in keeping with the character of the rest of Hermitage Drive but taking into consideration the existing appearance of No.3, the proposed alterations to fenestration are considered to respect the existing character and appearance of the host dwelling.
- 6.10 The proposed works would introduce a new roof form to the existing dwelling that would obscure a large part of the existing roof form and it would be seen to be in keeping with existing dwelling as such there would not be a detrimental impact to the street scene. The proposal is considered to respect the appearance and design of the host dwelling and the appearance and character of the street scene would not be harmed.

Neighbour amenity

- 6.11 The amended plans changing the 2 storey rear extension to a single storey was requested by officers in order to prevent the development from having an overbearing and intrusive impact on No.1 Hermitage Drive, given the extensions proximity to the boundary and the fact that most of the rear garden of No.1 Hermitage Drive would be facing 2 storey built form. The siting of the front/side extension would be partially screened from No.1 Hermitage Drive by an existing garage and the extension is also set away at an angle to no 1 Hermitage Drives house and rear garden. Given this off set and the fact that currently the view is of the built form of the side of the application property, albeit further away, the proposal is not considered to have an overbearing impact or result in an unacceptable loss of light to the amenities of No 1. Hermitage Drive.
- 6.12 Taking the above into account and the most recent set of amended the plans, it is considered that the works would not result in a significant loss of outlook, or have an overbearing impact or result in loss of sunlight that could warrant refusal of this application.
- 6.13 The proposed works are sited on the west side of the property away from No. 5 Hermitage Drive and would not have a significant impact to the neighbouring amenity of No.5 which lies to the east.
- 6.14 The proposed works would result two first floor side windows sited closer to No.1 Hermitage Drive these windows could result in overlooking. To mitigate this harm a condition is recommended that they are both obscure glazed and non-opening design, with the exception of an opening toplight that is a minimum of 1.7m above the finished internal floor level. (See condition 3). Subject to this condition it is considered that there would be no significant harm caused to the immediate neighbouring properties in terms of loss of privacy, outlook, daylight, sunlight or otherwise.

Trees

6.15 The single storey rear extension is of a sufficient distance away so that there would be no detrimental impact on the TPO trees sited in the neighbouring rear property Five Trees.

Parking

6.16 The proposed works would not result in any additional bedrooms. The resultant dwelling would still benefit from a semi-circular parking area that provides 3 car parking spaces and a double garage. As such, sufficient space would remain on the site to accommodate the car parking for the resulting dwelling in compliance with the adopted parking standards in Appendix 7 of the Local Plan as amended by the Royal Borough of Windsor and Maidenhead Parking Strategy, May 2004.

Other Material Considerations

7. CONSULTATIONS CARRIED OUT

Comments from interested parties

5 occupiers were notified directly of the application.

The planning officer posted a statutory notice advertising the application at the site on 21st February 2018.

3 letters were received objecting to the application, summarised as:

Comr	nent	Where in the report this is considered
1.	The Proposed Ground Floor plan is not present. The rectangular building between number 1 and 3 is shown on the location plan as belonging to number 3 - this i– part of number 1s property.	The plan has been updated with the submission of the amended plans.
2.	Number 1 and the large house are 19 th century buildings and remaining houses are 1970s in keeping with style of the area, the exception is 3 Hermitage Drive that has been previously extended and style changed. It is hoped the dwelling is in keeping with Parish's neighbourhood plan, in relation to consistency of style and the impact on the look and feel of the immediate area; including trees and replacement thereof, size of the property, footprint and massing of the property.	See sections 6.3 -6.10
3.	The proposal shows an elevation to the west of the property indicating an edifice that would be a large, white mass close to our property where three of our bedrooms would be much closer than at present – a bedroom could be overlooked. The view upon entry of the road would reveal a white wall with few windows to break up façade. At present, the white façade is staggered and broken by cedar cladding, ameliorating the view. The plans indicate a window in an upper floor lounge area that would overlook our garden on the south east of our property.	See sections 6.3 -6.10
4.	The entire property would result in a disproportionately large and bland appearance, further out of keeping with the properties in the road.	See sections 6.3 -6.10
5.	The property has been extended within the last five years and that the proposed extension would increase the size yet again, in this case by some 20%. We have not been able to readily calculate the increase from the original; more than likely exceeds the normal 50% recommendation.	The proposal in combination with previous extensions are considered acceptable
6.	Previous work changed the cladding from brick and tile in original submissions to the current white façade, resulting in radical change of style. Current submission would exacerbate this change.	See sections 6.3 -6.10
7.	Several mature trees have been removed from this and its adjacent property (number 5). Green frontages of numbers 3,5 & 7 have reduced a great deal over the last ten years and hedges have been removed between properties. None of the trees have been replaced as is suggested in the Neighbourhood Plan. These areas have been extensively paved. The lowest section of Hermitage Drive accumulates a great deal of water and the run-off from these paved areas contributes to the flooding between numbers 3 and 4. Such an extension would reduce the ability to soak-away ground water further.	The application does not include the loss of any trees and ensures that TPO trees are not lost. The application site is not located within a Flood Zone 2 or 3, as such does not need to comply with Flooding policy. Building regulations covers the necessary soakaways required.

8.	We have seen a reduction in wildlife; a family of hedgehogs no longer visit us and we have had no recent sightings of the bats that used to frequent our property.	This proposal does not directly relate to the loss of any protected species. Any impact on biodiversity would be minimal.
9.	The latest plans show that the extensions, front and back, are similar to those first submitted, but effectively 'slid' backwards by three metres. This will have minimum effect on the size of the development and its roofscape; we still consider it to be an overdevelopment of the site. However, it now proposes a large change to the rear of the property ~ in essence a monolithic slab that we estimate would encroach a metre or so from the fence dividing the properties. In addition this would dramatically reduce the light that reaches our garden, being 7.765 metres tall and an added 3 metre in length.	The rear extension has been amended so that it is only single storey and the front/side extension reduced in size also.
10.	The proposed rear extension would extend beyond the RHS of the climbing frame in our rear garden. The proposed extension to the front extends to the left some eight metres.	See sections 6.11 – 6.14
11.	At present, the garden benefits from clear sunlight in the mornings and light & views of the sky. These would be badly affected were the rear extension to be built.	See sections 6.11 – 6.14. There is no right to a view in planning law.
12.	According to the revised plan, the extension will present a plain white façade extending as far as the 'middle' section. Our understanding is that the current cedar cladding was suggested by the Parish Council to enhance the rather stark image. The extension's roof would be a lower level than those extant. We believe that this would yield an unbalanced and inelegant configuration, out of keeping with the neighbouring properties.	The middle section would not be highly visible from the public realm and as such would not have a detrimental impact to the street scene

Statutory consultees

Consultee	Comment	Where in the report this is considered
Sunninghill & Ascot Parish Council	Objections on the grounds of overdevelopment of the site, with the proposed roofscape being detrimental to the street scene, thus contrary to Neighbourhood Plan Policies NP/DG2.2 and NP/ DG3.1 and Local Plan Policy H14. The committee requested that the application was called in front of the Windsor Rural Development Management Panel should the Borough be minded to approve it.	See sections 6.3 - 6.10

Other consultees and organisations

Consultee	Comment	Where in the report this is considered
Society for the Protection of Ascot & Environs (SPAE)	Consulted, no response.	Noted.
Ascot, Sunninghill and Sunningdale Neighbourhood Plan Delivery Group	Consulted, no response.	Noted.

8. APPENDICES TO THIS REPORT

- Appendix A Location Plan
- Appendix B Block Plan
- Appendix C Existing Plans
- Appendix D Proposed Plans

Documents associated with the application can be viewed at http://www.rbwm.gov.uk/pam/search.jsp by entering the application number shown at the top of this report without the suffix letters.

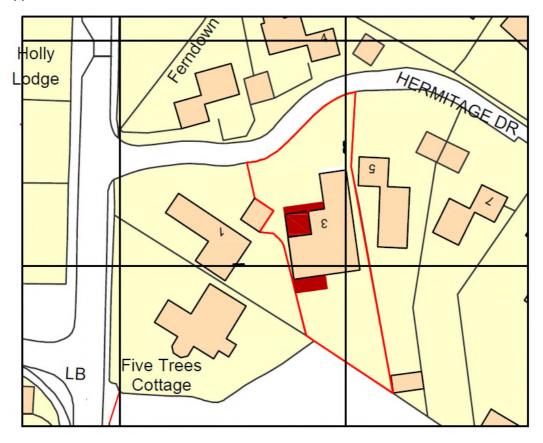
This recommendation is made following careful consideration of all the issues raised through the application. The Case Officer has sought solutions to these issues where possible to secure a development that improves the economic, social and environmental conditions of the area, in accordance with NPFF.

In this case the issues have been successfully resolved.

9. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby permitted shall be commenced within three years from the date of this permission.
 - <u>Reason:</u> To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
- The materials to be used in any exterior work must be of a similar appearance to those used in the construction of the exterior of the existing dwelling house unless first otherwise agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
 - Reason: In the interests of the visual amenities of the area. Relevant Policies Local Plan DG1
- The first floor window(s) in the west elevation(s) of the extension shall be of a permanently fixed, non-opening design, with the exception of an opening toplight that is a minimum of 1.7m above the finished internal floor level, and fitted with obscure glass and the window shall not be altered without the prior written approval of the Local Planning Authority.
 - <u>Reason:</u> To prevent overlooking and loss of privacy to neighbouring occupiers. Relevant Policies Local Plan H14.
- 4 The development hereby permitted shall be carried out in accordance with the approved plans listed below.
 - <u>Reason:</u> To ensure that the development is carried out in accordance with the approved particulars and plans.

Appendix A – Location Plan



Appendix B – Block Plan

