ROYAL BOROUGH OF WINDSOR & MAIDENHEAD PLANNING COMMITTEE

WINDSOR URBAN DEVELOPMENT CONTROL PANEL

10 October 2018 Item: 1

Application

17/03345/FULL

No.:

Location: 130 St Andrews Crescent Windsor SL4 4EN

Proposal: Alterations to the roof to facilitate loft conversion with x3 side (north-west) facing

dormers and x1 side (south-east) facing dormer and x1 rear Juliette balcony and

alterations to fenestration (retrospective)

Applicant: Mrs Pawlik-Cazin **Agent:** Mr John Andrews

Parish/Ward: Windsor Unparished/Clewer South Ward

If you have a question about this report, please contact: Lucinda Pinhorne-Smy on 01628 796462 or at lucinda.pinhorne-smy@rbwm.gov.uk

1. SUMMARY

- 1.1 The current application is an amendment to the scheme granted conditional planning permission under application 16/00790/FULL. Subsequent to the grant of planning permission 16/00790/FULL, the works carried out on site were not in accordance with the approved plans. This application seeks to regularise the works that have been carried out.
- 1.2 The alterations to the roof to the rear are considered acceptable and would not result in any harm to the living conditions of neighbouring properties. The proposed Juliet balcony would be acceptable. The retention of opening, clear glazed windows to the side elevation would have an unacceptable impact on the privacy of adjoining occupiers. Conditions 1 and 3 are recommended to require non-opening, obscure glazed windows to be fitted and all works to be carried out within six weeks of the date of any planning permission.

It is recommended the Panel grants planning permission with the conditions listed in Section 10 of this report.

2. REASON FOR PANEL DETERMINATION

At the request of Councillor E Wilson because of impact on the neighbouring property.

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

3.1 The site is a detached bungalow located on the southern side of St Andrews Crescent, near to the junction with Bell View. The area is residential, characterised by a large number of bungalows. Significant roof alterations, including dormers and hip to gable alterations, have been undertaken at many properties within the area.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

4.1 The current application is an amendment to the scheme granted conditional planning permission under application 16/00790/FULL. The covering letter submitted with this application provides an explanation of the background. Subsequent to the grant of planning permission 16/00790/FULL on 20th May 2016 the works carried out on site were not in accordance with the approved plans.

4.2 The windows installed on site do not comply with condition number 5 of planning permission 16/00790/FULL, being clear-glazed and opening. The departure in the window design is stated as being in response to the Building Inspector's guidance with regards to providing a means of escape. A planning application was submitted under reference 17/01963/FULL seeking approval for the windows as installed. However, this application was withdrawn after the case officer observed during a site visit that the scale of the roof extension had been reduced and an existing single storey flat roof area retained. In order to resolve all matters under the cover of one application, 17/01963/FULL was withdrawn and this current application submitted to regularise all matters on site.

Ref.	Description	Decision a Date	and
16/00790	Alterations and extension to roof to facilitate conversion of loft into habitable accommodation with 3 side dormers, Juliette balcony and amendments to fenestration		

5. <u>DEVELOPMENT PLAN</u>

Adopted Royal Borough Local Plan (2003)

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

	Within settlement area	Parking provision
Local Plan	DG1, H14	P4

These policies can be found at:

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

6 MATERIAL PLANNING CONSIDERATIONS

6.1 National Planning Policy Framework Sections (NPPF) (2018

Chapter 2. Achieving sustainable development

Chapter 3. Plan-making

Chapter 4. Decision-making

Chapter 8. Promoting healthy and safe communities

Chapter 9. Promoting sustainable transport

Chapter 12. Achieving well-designed places

6.2 Borough Local Plan: Submission Version

Issue					Local Plan Policy
Design appearar	keeping of area	with	character	and	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.

7. EXPLANATION OF RECOMMENDATION

- 7.1 The key issues for consideration are:
 - i Impact on appearance of area and living conditions of neighbours
 - ii Parking provision
 - i Impact on appearance of area and living conditions of neighbours
- 7.2 The appearance of a development is a material planning consideration and the National Planning Policy Framework 2018, Section 12 (Achieving Well-Designed Places) and Local Plan Policy DG1, advises that all development should seek to achieve a high quality of design that improves the character and quality of an area.
- 7.3 The current application is an amendment to the scheme granted conditional planning permission under application 16/00790/FULL. The covering letter submitted with this application provides an explanation of the background. Subsequent to the grant of planning permission 16/00790/FULL on 20th May 2016 the works carried out on site were not in accordance with the approved plans.
- 7.4 The windows installed on site do not comply with condition number 5 of planning permission 16/00790/FULL, being clear-glazed and opening. The departure in the window design is stated as being in response to the Building Inspector's guidance with regards to providing a means of escape. A planning application was submitted under reference 17/01963/FULL seeking approval for the windows as installed. However, this application was withdrawn after the case officer observed during a site visit that the scale of the roof extension had been reduced and an existing single storey flat roof area retained. The development on site therefore does not accord with the approved application drawings. In order to resolve all matters under the cover of one application, 17/01963/FULL was withdrawn and this current application submitted to regularise all matters on site.
- 7.5 The amendments to the scale of the roof extensions, with the rear pitched roof element removed from this current application and the original rear flat roof retained, are not considered to cause any greater harm than the scheme approved under application 16/00790/FULL. Drawing numbers '17/JAA/EPC/2' and '17/JAA/EPC/3' indicate the proposed first floor railings would comprise a Juliette balcony, with the French doors opening inwards. This is considered to comprise a conventional design, in keeping with the main dwelling house. The design of the dormer windows are unchanged from the scheme approved under application 16/00790/FULL. The proposal is therefore considered to respect the appearance and design of the host dwelling and the appearance and character of the street scene would not be harmed.
- 7.6 The reduction in the scale of the roof extension is considered to have less impact on the residential amenities of adjacent properties in terms of over dominance, loss of light and obtrusiveness. The dimensions and design of the proposed side dormers remain unchanged from the scheme approved under application 16/00790/FULL.

- 7.7 The current application demonstrates the proposed balcony would comprise railings fixed to the wall and extending across the width of the French doors serving bedroom 6 and would not provide any outdoor amenity area, despite the retention of the flat roof above the single storey element of the building. The presence of these railings are considered to ameliorate the impact of the proposed French doors, which would not result in any greater propensity for overlooking of neighbouring properties than a conventional window at first floor level. It is recommended, however, that a condition is attached to any permission that may be forthcoming restricting the use of the flat roof for any outdoor amenity purpose in order to overcome any potential issues of overlooking.
- 7.8 Despite the imposition of a condition on planning permission 16/00790/FULL requiring the two rearmost dormers in the northwest facing roofslope be fitted and permanently maintained with obscure glass and opening 1.7m above floor level, the glazing installed on site is clear and opening. The condition also required and the window within the dormer in the southeast facing roofslope to be fitted and permanently maintained with obscure glass and opening 1.7m above floor level, however, the glazing within the foremost dormer window in the northwest roofslope was not restricted by means condition. There are no material changes to the application site or the neighbouring properties which would overcome the need for such a condition to be carried over to this current application. Whilst it is acknowledged that the windows were fitted on the basis of guidance provided by the Building Inspector this does not alter the planning considerations for these windows and it is clear that the installation of clear-glazed opening windows has resulted in a poor relationship with the neighbouring properties and cannot be supported. However, paragraph 54 of the NPPF states that Local Planning Authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions. Such conditions must be necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. It is therefore considered that the glazing installed in the side windows could be managed via the means of a planning condition rather than proving fatal to the assessment of this application.
- 7.9 In considering the nature of the condition to be attached, it is clear that the existing windows result in an unacceptable degree of overlooking. Classes A, B and C of the Town and Country Planning (General Permitted Development) Order 2015 allow first floor windows in a side elevations provided they are obscure-glazed and non-opening unless the parts of the window which can be opened are more than 1.7 metres above the floor of the room in which the window is installed. In order to comply with the tests set out in paragraphs 55 and 56 of the NPPF it is therefore considered that a repeat of the condition attached to planning permission 16/00790/FULL, which would be in line with permitted development restrictions set out in Article 3, Schedule 2 and Part 1 of the GPDO, would be practicable and reasonable whilst adequately protecting the privacy of neighbouring properties. Condition 3 is recommended in relation to the windows.
- 7.10 Given that unauthorised works have been carried out at the site and this application seeks to regularise them, Condition 1 is imposed to ensure that the regularisation works are carried out within six weeks of the grant of permission. A failure to comply with this condition could result in enforcement action being taken.
- 7.11 Subject to the recommended conditions, the proposal is considered acceptable in terms of its design and impact on the living conditions of neighbours. It would comply with policies DG1 and H14 of the Local Plan and emerging policies SP2 and SP3.

ii Parking provision

7.12 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.

8. CONSULTATIONS CARRIED OUT

Comments from interested parties

5 neighbouring properties were notified directly of the application.

1 letter was received objecting to the application, summarised as:

Coi	mment	Where in the report this is considered
1.	Development is contrary to conditions 3 and 5 attached to planning permission 16/00790/FULL.	The development carried out on
	Clear-glazed opening windows have been installed which have resulted in overlooking of neighbouring properties.	site is not in accordance with the plans
	The Juliette balcony railings have not been installed thereby facilitating the use of the flat roof as an outdoor amenity area.	approved for planning permission
	The development as built results in a loss of privacy	16/00790/FULL. This current
	Other similar forms of development have been constructed in accordance with conditions restricting windows to be fitted and permanently maintained with obscure glass and fixed shut.	application seeks to regularise the situation.
		Detailed consideration of the impact of the proposed amendments on the residential amenities of adjacent properties is considered at paragraph at 4.3 below and includes an assessment of issues such as overlooking and loss of privacy.

9. APPENDICES TO THIS REPORT

- Appendix A Approved Plans
- Appendix B Proposed Plans

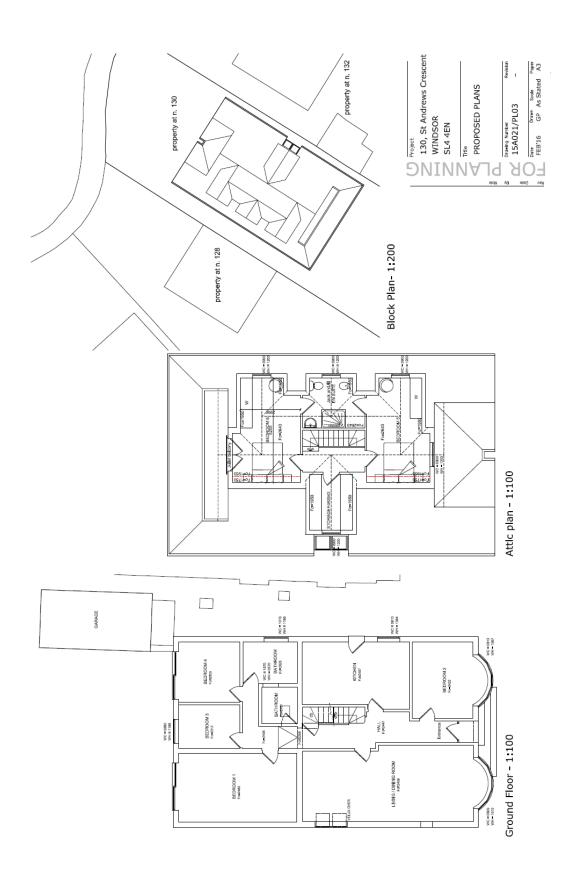
Documents associated with the application can be viewed at http://www.rbwm.gov.uk/pam/search.jsp by entering the application number shown at the top of this report without the suffix letters.

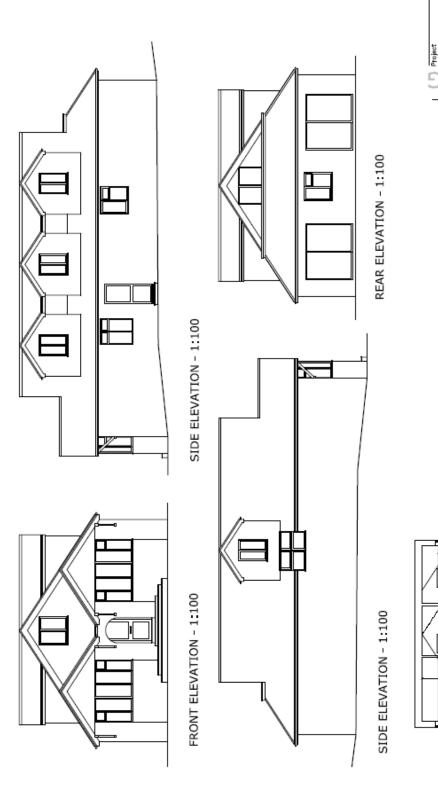
10. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby permitted shall be completed within six weeks 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 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.
- Notwithstanding the design of the windows shown on the approved plans, the windows within the two rearmost dormers in the northwest facing roofslope and the window within the dormer in the south east facing roofslope 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.
- The flat roof area of the extension hereby approved shall not be used as a balcony, roof garden or similar amenity area without the prior written approval of the Local Planning Authority.

 Reason: To prevent overlooking and loss of privacy to neighbouring occupiers. Relevant Policies Local Plan H14.
- The materials to be used on the external surfaces of the development shall be in accordance with those specified in the application unless any different materials are first agreed in writing by the Local Planning Authority. 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.

Appendix A Approved Plans

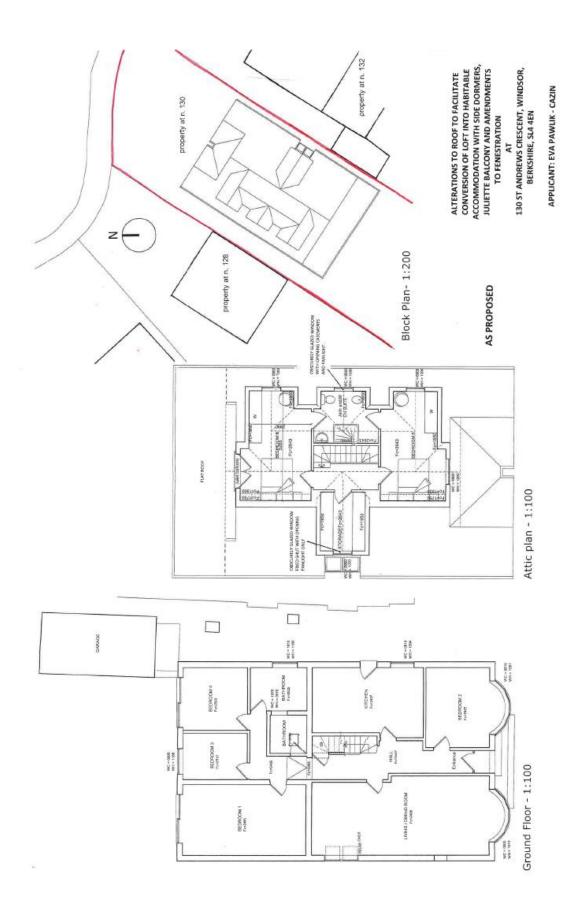


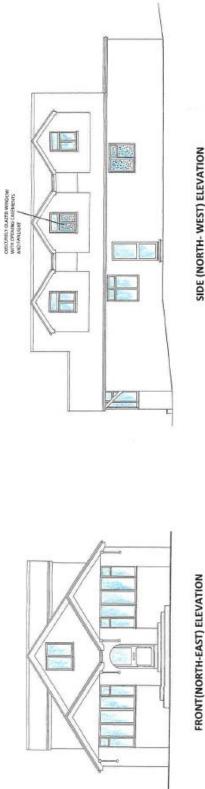


Project
130, St Andrews Crescent
WINDSOR
SL4 4EN
Title
PROPOSED ELEVATIONS
AND SECTION
Title
Tit

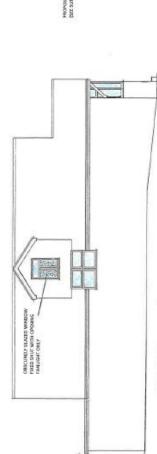
SECTION - 1:100

Appendix B Proposed Plans





SIDE (NORTH- WEST) ELEVATION



ELEVATIONS - SCALE 1:100

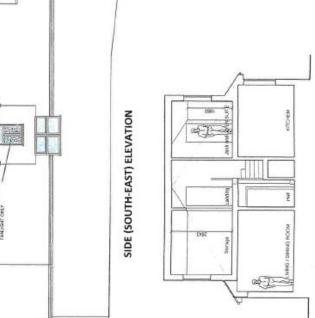
ALTERATIONS TO ROOF TO FACILITATE CONVERSION OF LOFT INTO HABITABLE ACCOMMODATION WITH SIDE DORMERS, JULIETTE BALCONY AND AMENDMENTS TO FENESTRATION

REAR (SOUTH-WEST) ELEVATION

130 ST ANDREWS CRESCENT, WINDSOR, BERKSHIRE, SL4 4EN

APPLICANT: EVA PAWLIK - CAZIN

DRAWING NO. 17/JAA/EPC/3





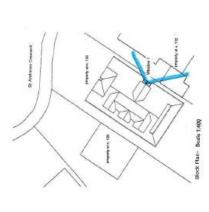






VIEWS LEFT, CENTRE AND RIGHT FROM WINDOW 1 130 ST ANDREWS CRESCENT, WINDSOR, SL4 4EN

128 ST ANDREWS CRESCENT, WINDSOR, SL4 4EN TOWARDS SIDE ELEVATION OF



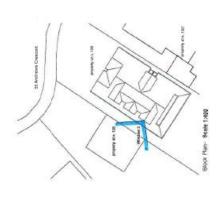
DRAWING NO. 17/JAA/EPC/1A











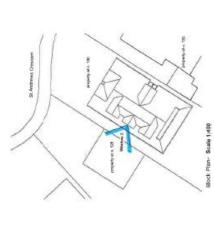








TOWARDS SIDE ELEVATION OF 128 ST ANDREWS CRESCENT, WINDSOR, SL4 4EN



WINDSOR URBAN DEVELOPMENT CONTROL PANEL

10 October 2018 Item: 2

Application 18/02283/FULL

No.:

Location: Garage Block To Rear of 121 And 123 And Land Rear of 113 To 117 Springfield Road

Windsor

Proposal: Construction of x4 dwellings with associated car parking, landscaping and associated

infrastructure following demolition of all existing buildings.

Applicant:

Agent: Mr Matt Hill

Parish/Ward: Windsor Unparished/Clewer East Ward

If you have a question about this report, please contact: Briony Franklin on 01628 796007 or at

briony.franklin@rbwm.gov.uk

1. SUMMARY

- 1.1 The proposal seeks to redevelop a site comprising derelict/disused garages, lock-up store garages and a single storey office building and to erect a terrace of 3 x 4 bed, 2 ½ storey dwellings incorporating rear dormer windows and 1 x 3 bed, 2 storey detached dwelling with associated car parking. The site is accessed via an existing access road from Springfield Road.
- 1.2 It is acknowledged that this scheme would make a contribution to the Borough's housing stock through the provision of 4 residential units, however the application is recommended for refusal on the grounds that the proposal constitutes a cramped, and overdevelopment of the site and would appear out of context with the surrounding residential development. In addition it is considered that the proposal would appear visually dominant and unduly obtrusive when viewed from the neighbouring bungalows in Combermere Close to the detriment of their outlook and would result in an unacceptable level of overlooking and privacy to the rear gardens of these properties. The width of the access road and the shortfall in parking provision are also unacceptable.
- 1.3 The site also contains a single storey building which is understood to have been used, up until recently, as an office. It has not been adequately demonstrated that the loss of this employment use would not harm the employment opportunities in the locality.

It is recommended that the Panel refuses planning permission for the following summarised reasons (the full reasons are identified in Section 11 of this report):

- 1. The proposed development would result in a cramped, overdevelopment of the site and would appear out of context with the surrounding residential development to the detriment of the character and visual amenity of the locality.
- 2. The proposed development would result in an unacceptable impact on the living conditions of the neighbouring bungalows, numbers 1 & 2 Combermere Close.
- 3. The proposed development would result in insufficient car parking and the width of the access is considered to be inadequate to the detriment of highway safety.
- It has not been properly demonstrated that the loss of employment use would not harm the employment opportunities in the locality.

2. REASON FOR PANEL DETERMINATION

 At the request of Councillor Bowden, irrespective of the recommendation, on the grounds of the mass of the buildings and comments from occupiers in Combernere Close.

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 The application site comprises a derelict/disused garage court, disused lock-up storage garages and a vacant single storey office building. The site is accessed via an access road from Springfield Road. The site lies to the rear of a small parade of shops with first floor flats above, a 2 storey flat roof building fronting Springfield Road. The site also lies to the rear of 2 storey detached dwellings in Springfield Road and bungalows in Combermere Close. A footpath providing access to the adjacent Oakfield First School and The Lawns Nursery lies along the southern boundary of the site. Two storey maisonettes in Westmead lie to the south of the site.
- 3.2 The site lies within a post war suburban residential area characterised by medium density, two storey dwellings, bungalows and maisonettes with moderately pitched roofs. The site lies to the south-west of Windsor Town Centre.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

- 4.1 It is proposed to redevelop the site and erect 4 dwellings comprising a row of 3 x 4 bed dwellings (houses 2,3,& 4) at the northern end of the site and a detached 3 bed dwelling (house 1) at the southern end. The 4 bed dwellings would be 2 ½ storeys, have an overall height of 9.3m and incorporate dormer windows with photovoltaic panels in the rear elevations. The 3 bed, 2 storey detached dwelling would replace the existing single storey office building and would have an overall height of 7.6m. The dwellings have a fairly contemporary design and the finishing materials would include red brick to match the surrounding dwellings, soldier course detailing to provide visual interest and grey slate roofs. All glazing on the side (gable) elevations would be obscured glazed and fixed. A total of six car parking spaces are shown to be provided in the middle of the site. Dedicated bin stores would be located at the front of houses 2-4 and a bin collection point for 8 bins is shown to be provided alongside house number 1. The private rear garden depths range from between 5.3m and 8m. Access is gained via the existing access road which lies between the parade of shops and number 121 Springfield Road. Four semi-mature deciduous trees are proposed to be planted within the parking area.
- 4.2 The relevant planning history is set out below:

Ref.	Description	Decision and Date
89/02100/FULL	Erection of a detached single storey office on land rear of 113-115 Springfield Road.	Permitted

5 DEVELOPMENT PLAN

Adopted Royal Borough Local Plan (2003)

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

Within Settlement Area	Highways and Parking	Employment
DG1, H10, H11	P4, T5	E6

These policies can be found at

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

6 MATERIAL PLANNING CONSIDERATIONS

6.1 National Planning Policy Framework Sections (NPPF) (2018)

Section 2 – Achieving sustainable development

Section 4 - Decision making

Section 5 – Delivering a sufficient supply of housing

Section 9 – Promoting sustainable transport

Section 11 – Making effective use of land

Section 12 – Achieving well-designed places

6.2 Borough Local Plan: Submission Version

Issue	Local Plan Policy
Design in keeping with character and appearance of area	SP2, SP3, H05
Makes suitable provision for infrastructure	IF1, IF2
Employment	ED3

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 Borough Local Plan submission version 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. Significant weight is to be accorded to Borough Local Plan Submission Version policies in this case.

This document can be found at:

https://www3.rbwm.gov.uk/info/201026/borough local plan/1351/submission/1

6.3 Other Local Strategies or Publications

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

7. EXPLANATION OF RECOMMENDATION

- 7.1 The key issues for consideration are:
 - The impact of the proposal on the character and appearance of the area.
 - ii The impact of the proposal on the neighbouring amenity and the amenity of future occupiers.
 - iii Highways and parking.
 - iv Loss of employment

i Impact on the character and appearance of the area

- Local Plan Policy DG1 and emerging policy SP3 set out the design guidance for new 7.2 development. Local Plan Policy H10 refers specifically to new residential development schemes, requiring them to display high standards of design and landscaping in order to create attractive, safe and diverse residential areas. Policy H11 states that in established residential areas planning permission will not be granted for schemes which introduce a scale or density which would be incompatible with or cause damage to the character and amenity of the area. Emerging policy H05 requires all new housing to be developed at a density that is consistent with achieving good design and the density of development will be informed by amongst other things the need to ensure satisfactory residential amenity for both the proposed accommodation and nearby residential properties. The NPPF (revised July 2018) Section 12 'Achieving well-designed places' states that 'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities." Paragraph 127 states that planning policies and decisions should ensure that developments, amongst other things, function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities) and create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.
- 7.3 The site lies within a predominately residential suburban area with a mix of 2 storey detached dwellings, bungalows and maisonettes. The site is set behind adjoining rear gardens and a parade of shops with first floor flats above. Whilst views of the site are somewhat limited from Springfield Road, the site is visible from the public realm from the adjoining footpath which runs along the southern boundary of the site serving the adjacent school and nursery. The site is also visible from the adjoining residential properties.
- 7.4 The site is constrained by its size and shape. It is considered that the layout would be dominated by hard surfacing/car parking, the buildings would be sited close to the site boundaries and limited garden depths have been provided in relation to the size of the dwellings. No cycle storage has been provided and the dwellings would have a poor outlook onto the access/parking area. The cramped layout produces poor amenity for future occupiers of the dwellings. House 1 would look straight out onto the access road and parking area and has a very restricted rear amenity space. Houses 2-4 would also look straight out onto the parking area and also have limited amenity space producing an unsatisfactory layout. The siting of House 1 up against the adjacent footpath, close to the access road and close to the rear elevation of the shops/first floor flats produces a very cramped, unsatisfactory layout and the dwelling would appear 'squeezed in'.
- 7.5 Whilst no objection is raised to the contemporary design per se there is concern that the overall height of the houses on plots 2-4 would appear uncharacteristically high in the context of the surrounding area. The proposed houses 2-4 would measure 9.3m in height and the detached dwellings in Springfield Road have modest ridge heights of just 7m and bungalows lie to the north of the site. The addition of the dormers and photovoltaic panels adds to the overall bulk and scale of the development. There is concern that the proposal would appear at odds in this suburban location and out of keeping with the general character of the surrounding residential area and would detract from the visual amenity of the locality in general. There is also concern that the introduction of grey slate would appear at odds with the characteristic red plain tiles in the locality.
- 7.6 It is concluded that the proposed development by virtue of its layout, density, siting, size, scale, height and materials would result in a cramped, overdevelopment of the site and would appear out of context with the surrounding residential area to the detriment of the character and appearance of the locality in general and produce poor amenity for future occupiers, contrary to adopted policies DG1, H10 and H11 and emerging policies SP3 and HO5.

ii Impact on the neighbouring amenity and the amenities of future occupiers.

- 7.7 As set out above it is considered that the cramped layout would produce poor amenity for the future occupiers of the proposed dwellings. It is also necessary to carefully consider the proposals impact on the living conditions of the neighbouring properties in terms of light, outlook, privacy and noise. The single storey garages and lock-ups currently abut the boundaries of the rear gardens of properties in Springfield Road and Combermere Close. The proposed 2 ½ storey dwellings (houses 2-4) would be 9.3m in height and have been designed with full length, first floor bedroom windows and rear dormer bedroom windows. The dwellings would be sited between 5.3m and 8m from the rear boundaries of 1 & 2 Combermere Close. Whilst it is considered that the proposal would not result in an unacceptable impact on sunlight or daylight to these neighbouring properties, there is concern that the proposal would appear visually dominant and unduly obtrusive when viewed from the rear of these properties to the detriment of their outlook. In addition the existing bungalows currently enjoy secluded rear gardens and it is considered that the proposal would introduce an unacceptable level of overlooking and loss of privacy to their rear gardens to the detriment of their amenities.
- 7.8 The flank elevation of House 4 would be sited 1m from the rear boundary of numbers 121 and 123 Springfield Road and a first floor bathroom window is proposed in this flank elevation which is proposed to be fixed and obscure glazed. This could be conditioned in the event of any planning permission being granted to prevent any overlooking and loss of privacy. Whilst it is accepted that the outlook from the rear of these properties would be altered it is considered that sufficient distance would be retained and it is not considered that the proposal would result in an unacceptable level of harm to the living conditions of the properties in Springfield Road in terms of light, outlook and privacy.
- 7.9 House 1 has first floor windows in the rear elevation which serve bedrooms and a stairwell which would look out onto the adjacent footpath and rear gardens of the maisonettes in Westmead. There is already a degree of overlooking from the adjacent first floor flats above the parade of shops and on balance it is not considered that the proposal would introduce an unacceptable level of overlooking and loss of privacy to the maisonettes in Westmead.
- 7.10 House 1 would be sited approximately 4.5m from a rear window in the adjacent first floor flat at 119 Springfield Road. Whilst, on balance, it is not considered that the proposal would have an unacceptable impact on light and outlook from this first floor flat it is however considered that limited spacing provided between the 2 storey dwelling and the shops/ first floor flats is indicative of a cramped layout.
- 7.11 It is not considered that the proposal would have an adverse impact on the adjacent school and nursery site and would not introduce an unacceptable level of noise and disturbance to the surrounding properties.
- 7.12 For the reasons set out above it is considered that the proposal would have a harmful effect on the living conditions of the neighbouring bungalows at 1 & 2 Combermere Close and would be contrary to guidance set out in paragraph 127 of the NPPF and emerging policies SP3 and H05.

iii Highways and Parking

7.13 An existing access road, approximately 4.4m wide, currently serves the application site and provides rear servicing access to the parade of shops and access to the first floor flats above. Much of Springfield Road has residential permit parking restrictions in place however other sections of the road and other roads in the immediate area are not subject to parking restrictions. Although there is a bus route on Springfield Road, the site is located in excess of 800mm from the nearest railway station and is therefore considered to be located within an area of poor accessibility.

- 7.14 Based on the parking standards identified in the current RBWM Parking Strategy (2004) the proposed development would require parking provision for 11 vehicles (2 spaces for the 3 bed dwelling and 3 spaces for each of the 4 bed dwellings). The parking spaces measure 4.8m by 2.5m which is considered to be sufficient in terms of size. However only 6 vehicles have been shown to be provided which amounts to a shortfall of 5 spaces. The shortfall in parking provision would be likely to result in overspill parking on the access road and other roads in the vicinity and would be detrimental to traffic flows and road safety.
- 7.15 The application has been accompanied by a swept path analysis and the parking layout would indicate that vehicles would be able to turn on-site in order to allow vehicles to enter and exit in a forward gear. However there is inadequate space to allow for deliveries or removal vehicles without blocking parked vehicles or for delivery vehicles to turn.
- 7.16 The proposed development is unlikely to result in the generation of significant additional vehicle trips onto the local highway network when compared to the existing/previous use of the site. Whilst the application indicates that cycle storage will be provided specific details are not identified and details of secure, covered cycle storage provision is required and can be secured by condition. Whilst refuse collection would meet bin carrying distances, refuse vehicles are likely to stop in a location that would block access to the site.
- 7.17 The access is constrained by walls/fences on both sides and the minimum width for a private drive, which would allow for two vehicles to pass as well as a shared use with pedestrians is 4.8m. The access arrangement would have to work for the new development as well as accommodating existing servicing for the shops and access to the flats above the shops. There is also an existing lock-up storage unit which is proposed to be retained on site and access to this unit has not been identified and the impact of this on parking for the site needs clarification.
- 7.18 Further analysis about the accessibility of the site has been provided following initial concerns being raised, however the RBWM standards are based on the distance from the nearest railway station only and therefore the site is considered to be located in an area of poor accessibility. The RBWM standard for a private drive is 4.8m and although the note suggests that two vehicles would be able to pass the access is bounded by a wall and a fence on both sides where vehicles tend to drive away from the edge of the road. It is therefore questioned whether it would be practical for two vehicles to pass on this access. The note also suggests that service vehicles could utilise the layby at the front of the shops, although there is no indication that existing businesses would find this practical. Access to the existing lock-up that is to be retained is likely to block access to the parking bays. Whilst the Transport Note seeks to justify the proposed parking provision (6 spaces) based on car ownership identified in the 2011 census, these do not meet the current RWBM Parking standards (requirement for 11 spaces). The revised swept path analysis is accepted, although it is noted that access to the existing lock-up is likely to block access to the parking bays. Given the significant growth in home deliveries over recent years, it is not accepted that there won't be regular deliveries to the site and there would be inadequate space for delivery vehicles without blocking parked vehicles, delivery vehicles would be unable to turn and it is not clear how larger vehicles could access the site. Despite the additional information provided, the proposal remains unacceptable in respect of the level of parking provide and the suitability of the access. The proposal is contrary to policies T5 and P4 of the Local Plan and emerging policy IF2.

iv Loss of employment

7.19 The site contains a single storey building permitted in 1989 which is understood to have been used as offices up until recently. Whilst the office is now vacant it is not considered to be 'abandoned' as suggested by the agent nor would it have a nil use. It is proposed to demolish the office building as part of this application and it has not been properly demonstrated that any loss of this employment use would not harm the employment opportunities in the locality. Therefore the application is considered to be contrary to saved policy E6. Policy E6 generally supports proposals for redevelopment of sites in business use to alternative uses such as housing. However, this is subject to proposals having no adverse impact on locally available employment opportunities and the compatibility with other policies in the Local Plan. Emerging policy ED3 requires the provision of credible and robust evidence of an appropriate period of

marketing for the economic use and that the proposal would not cause unacceptable harm to the local economy. No marketing evidence has been provided and no information has been supplied to demonstrate that the office use can be lost without harm to the local economy. The proposal is therefore considered to be harmful to the provision of local employment opportunities and contrary to policy E6 of the Local Plan and emerging policy ED3.

Other Material Considerations

- 7.20 It is acknowledged that this scheme would make a small contribution to further boosting the Borough's housing stock. However, it is the view of the Local Planning Authority that the socioeconomic benefits of the additional dwellings would be significantly and demonstrably outweighed by the adverse impacts arising from the scheme proposed, contrary to the adopted and emerging local plan policies, all of which are essentially consistent with the NPPF.
- 7.21 The agent contends that the internal space measurements exceed the national space standards and the private external space exceeds the Council's open space standards for domestic garden size in the emerging Local Plan. However these are not the only indicators of an acceptable development and for the reasons set out above it is not considered that the proposal would result in a high quality development.
- 7.22 It is alleged that the garage roofs could be asbestos and an Asbestos informative could be imposed in the event of planning permission being granted to advise the applicant of the requirements of the Control of Asbestos at Work Regulations 1987 (as amended).
- 7.23 The replacement of the existing boundary garage walls with alternative boundary treatments would be a matter between the property owners and the developers.

Conclusion

- 7.24 It is not considered that there are any policy or other material considerations which outweigh the harms identified above. The proposal is therefore recommended for refusal on the grounds that the proposal constitutes a cramped, overdevelopment of the site and would appear out of context with the surrounding residential development. In addition it is considered that the proposal would appear visually dominant and unduly obtrusive when viewed from the neighbouring bungalows in Combermere Close to the detriment of their outlook and would result in an unacceptable level of overlooking and privacy to the rear gardens of these properties. The width of the access road and the shortfall in parking provision are also unacceptable. It has also not been adequately demonstrated that the loss of this employment use would not harm the employment opportunities in the locality.
- 7.25 The proposal therefore fails to comply with policies DG1, H10, H11, T5, P4 and E6 of the Royal Borough of Windsor and Maidenhead Local Plan 1999 (incorporating Alterations Adopted June 2003) and emerging policies IF2, SP3, HO5 and ED3 set out in the Borough Local Plan Submission Version, as well as guidance set out in the National Planning Policy Framework.

8. COMMUNITY INFRASTRUCTURE LEVY (CIL)

8.1 In line with the Council's Charging Schedule the proposed development would be CIL liable. CIL is charged at the rate of £240 per square metre. The Additional Information Requirement Form has not been supplied with the application. It has however been calculated that the proposed internal floor space of the development would be 576.5 sq.m and the total CIL payment of £138,360 would be required.

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

The planning officer posted a notice advertising the application at the site on the 7th August 2018.

A total of 21 neighbours have been notified and 11 letters have been received from separate addresses objecting to the application. The objections are summarised as:

Comment	Officer Response
Overlooking and loss of privacy to neighbouring properties 1,	omeer response
2 Combermere Close, 123 Springfield Road.	6.7 & 6.8
Incongruity with other residential properties – existing dwellings are 2 storey without dormers or bungalows. Proposal will be 3 storey with dormer windows.	6.5
Safety risk for children attending The Lawns and Oakfield – additional bins on pavement in Springfield Road	6.17
Increase in traffic congestion – shortage of parking will lead to on-street parking	6.15
Inadequate size of parking bays and insufficient space for fire engines and other large vehicles.	6.15 & 6.16
Single width road inadequate to serve 4 houses – how could two vehicles access and exit the site. No room for pavement.	6.14 & 6.16
Wall of garages forms rear boundary of number 123 Springfield Road and would need to be replaced,	6.23
Proposal will be visible from main street and have a massive impact on all the surrounding houses especially 1 & 2 Combermere Close which are bungalows.	6.3
New houses will be 9.33m high – large houses.	6.5
Inadequate bin storage	4.1
Proposal will amount of serious loss of daylight and privacy.	6.7-6.10
Site is not well served by public transport.	6.13
Obscure glazing could be changed at a later date	6.8
Not been designed to be sympathetic to surrounding buildings – visually obtrusive. Out of proportion for this area.	6.5 & 6.7
Detriment to current residents – loss of light, overlooking, loss of privacy and noise.	6.7-6.10
3m brick walls belong to the residents – inadequate to replace with 1.8m fence.	6.23
Garage roofs are made of asbestos.	6.22
Loss of light and privacy to number 1 Combermere Close.	6.7
No buildings have dormer windows – development would be out of character with rest of properties.	6.5
Development would be crammed and overpowering.	6.4 & 6.5
Height and size would be detrimental to well-established area of Windsor	6.4 & 6.5
Houses would look out of proportion – gardens would be very small and not appropriate for family houses.	6.4
Garage to the rear of 121 Springfield Road belongs to number 121 and whilst not currently in use it is not abandoned.	6.14
Overdevelopment	6.4
No bike storage	6.17
Would shops be less rentable with the loss of the garages/storage? Loss of employment.	6.19

Site was used in association with the electrical shop until recently and is not abandoned.	6.19
Create a dangerous junction particularly for pedestrians accessing adjacent school and nursery.	6.13 & 6.17
Development conflicts with local architectural vernacular	6.5
Development will be overbearing and oppressive	6.7
Size and scale are inappropriate for the location.	6.5
Loss of light and views to 119 Springfield Road.	6.10

Consultees

Consultee	Comment	Where in the report this is considered
Highways	Objection – Shortfall in parking provision and inadequate width of access road and inadequacies of car parking layout.	6.13 - 6.18
Environmental Protection Officer	Suggested conditions and informatives relating to Aircraft Noise, Air Quality Assessment, Construction working hours and collection during construction and demolition,	

10. APPENDICES TO THIS REPORT

- Appendix A Site location plan and block plan
- Appendix B Floor plans
- Appendix C Elevation drawings
- Appendix D swept path analysis

11. REASONS RECOMMENDED FOR REFUSAL.

- The proposed development, by virtue of its layout, density, siting, size, scale, height and materials would result in a cramped, overdevelopment of the site and would appear out of context with the surrounding residential area to the detriment of the character and appearance of the locality in general and produce poor amenity for future occupiers, contrary to adopted policies DG1, H10 and H11 of the Royal Borough of Windsor and Maidenhead Local Plan 1999 (incorporating Alterations Adopted June 2003) and emerging policies SP3 and HO5 set out in the Borough Local Plan Submission Version.
- The proposed development, by virtue of its siting, size, fenestration design and height would appear visually dominant and unduly obtrusive to the detriment of the outlook of the neighbouring properties numbers 1 & 2 Combermere Close and would result in an unacceptable level of overlooking and loss of privacy to their rear gardens contrary to guidance set out in paragraph 127 of the NPPF (revised 2018) and emerging policies SP3 and HO5 set out in the Borough Local Plan Submission Version.
- The proposed development has failed to provide sufficient car parking to accord with the adopted parking standards. In addition the width of the access road is considered inadequate to serve both the existing and proposed development. As such it is considered that the proposal would be prejudicial to traffic flows and highway safety and contrary to adopted policies T5 and P4 of the Royal Borough of Windsor and Maidenhead Local Plan 1999 (incorporating Alterations Adopted June 2003) and emerging policy IF2 set out in the Borough Local Plan Submission Version.
- The proposal has failed to demonstrate that the loss of employment use would not harm the employment opportunities in the locality and as such the proposal is contrary to adopted policy E6 of the Royal Borough of Windsor and Maidenhead Local Plan 1999 (incorporating Alterations Adopted June 2003) and emerging policy ED3 set out in the Borough Local Plan Submission Version.

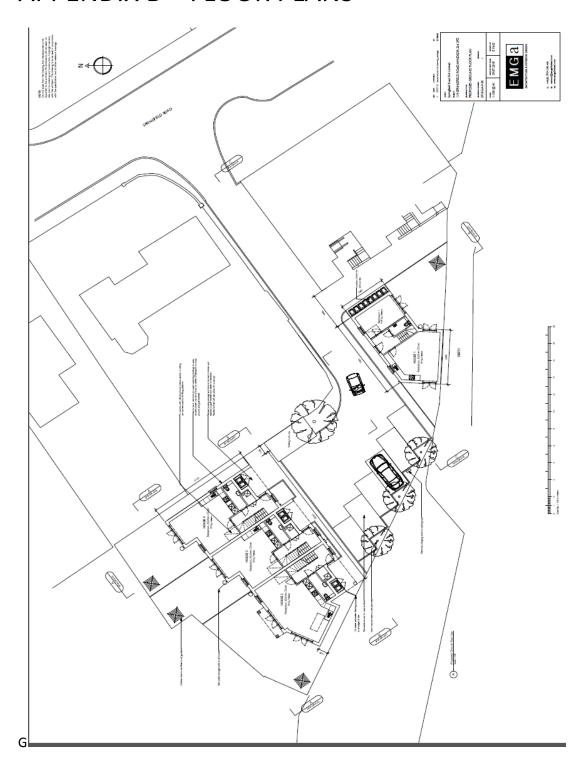
APPENDIX A – LOCATION PLAN

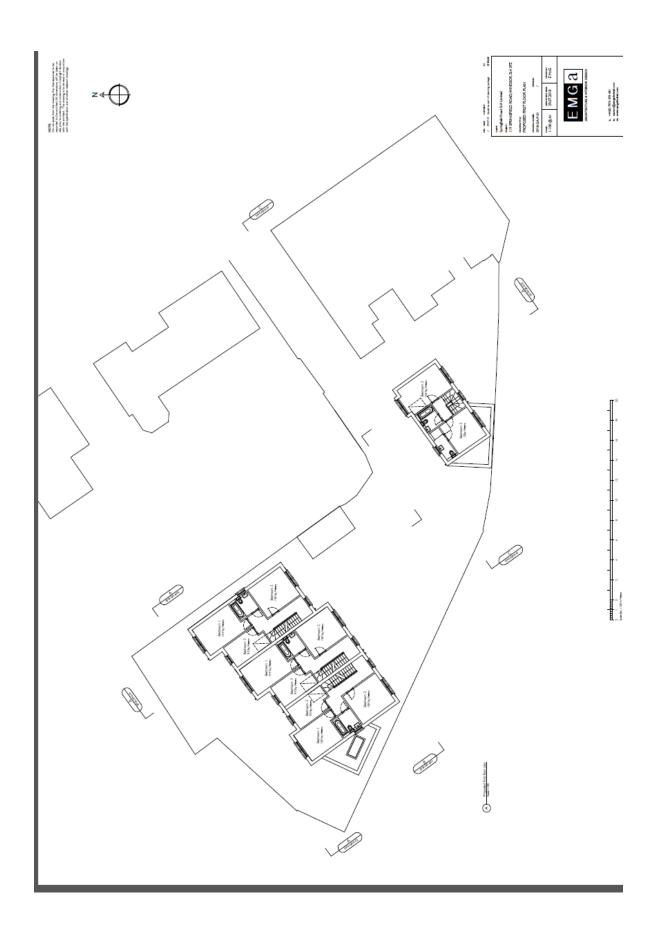


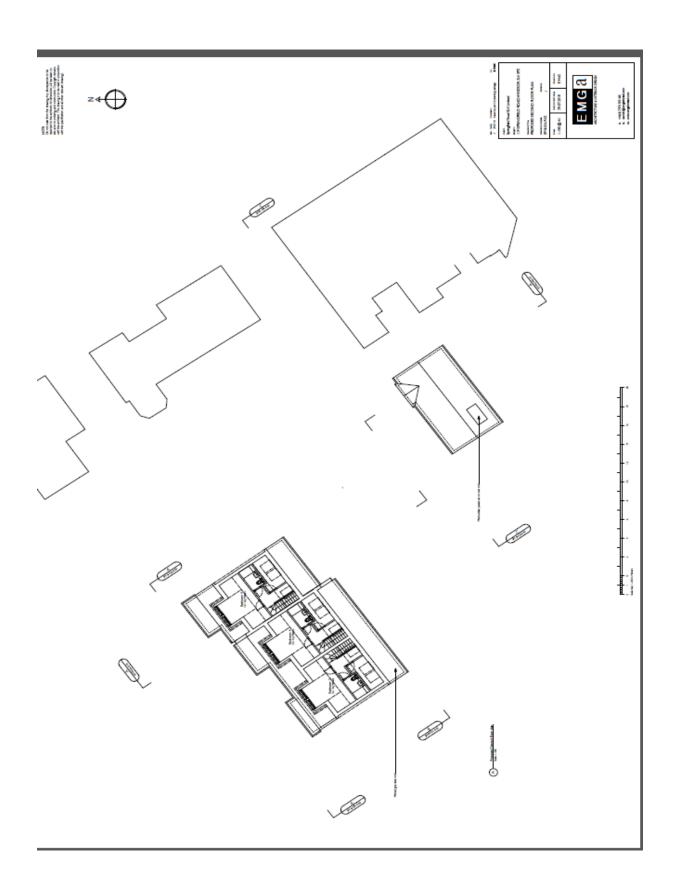
BLOCK PLAN

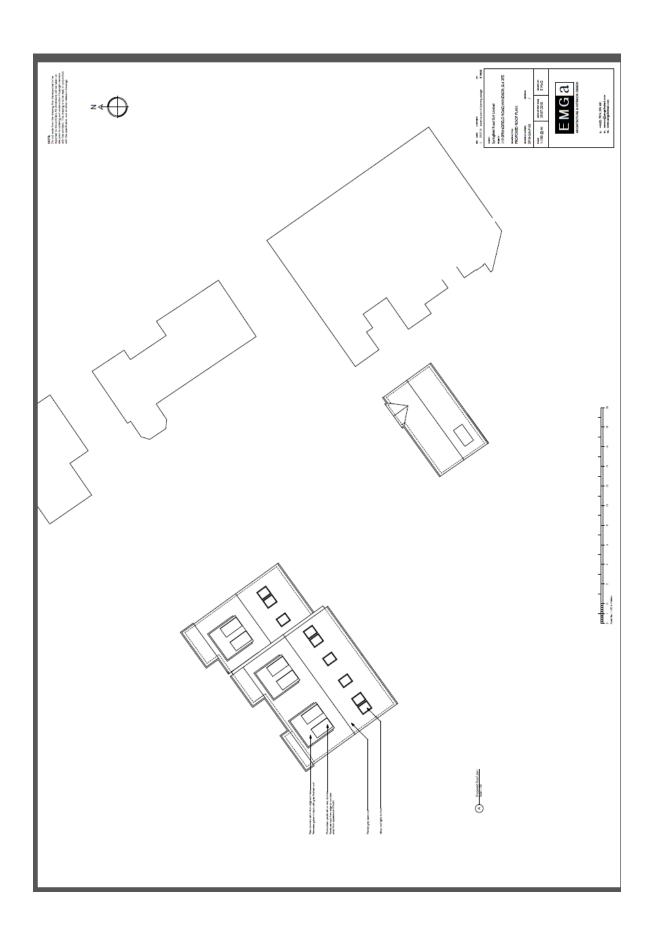


APPENDIX B – FLOOR PLANS



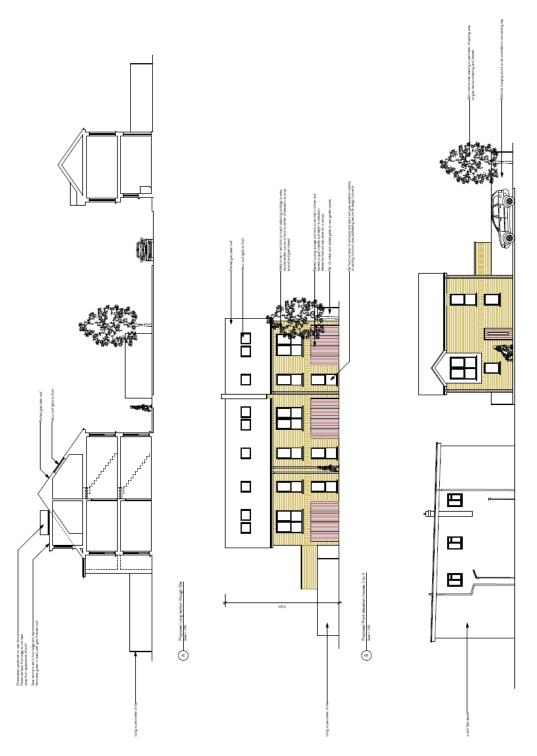






APPENDIX C – ELEVATION DRAWINGS





Proposed Front elevation, houses I in contact
See I-100

APPENDIX D - SWEPT PATH ANALYSIS

