

ITEM NO: 09

Application No.
20/00126/FUL
Site Address:

Ward:
Priestwood And Garth

Date Registered:
19 February 2020

Target Decision Date:
15 April 2020

Grantmoor 25 Stoney Road Bracknell Berkshire RG42 1XY

Proposal:

Conversion of detached dwelling and garage to form 4 no. 1 bed apartments and 1 no. 1 bed bungalow, external alterations with new windows and doors and parking

Applicant:

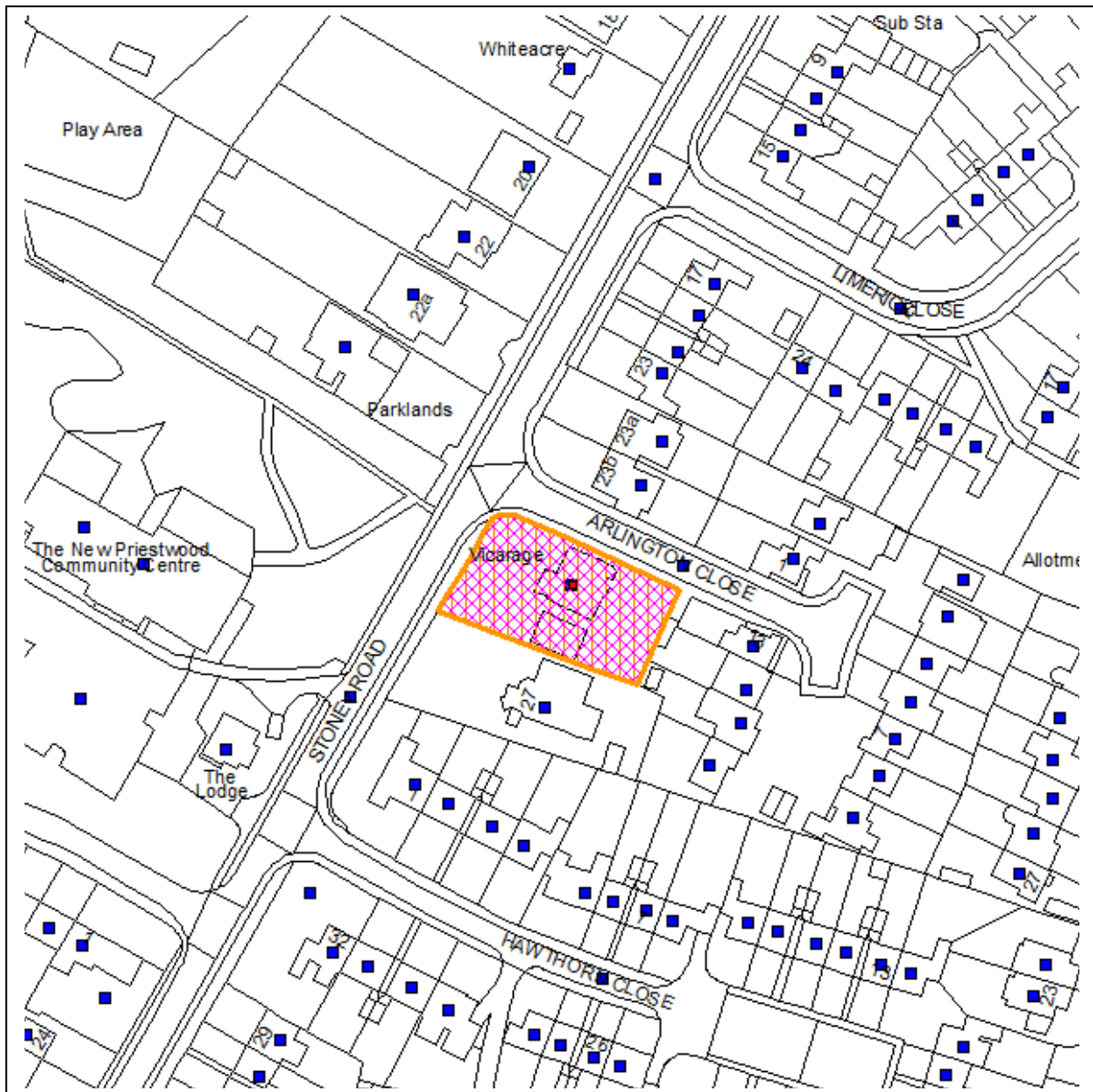
Mr & Mrs Stone

Agent:

Mr Alistair Lloyd

Case Officer:

Sarah Horwood, 01344 352000

development.control@bracknell-forest.gov.uk**Site Location Plan** (for identification purposes only, not to scale)

OFFICER REPORT

1. SUMMARY

1.1 The proposed development relates to a site within the settlement boundary and is therefore acceptable in principle. The proposal would result in a net increase of 4no. residential units following the sub-division of an existing dwelling into smaller units to contribute to the Council's housing supply.

1.2 The proposal would not adversely affect the residential amenities of neighbouring occupiers and acceptable living conditions would be provided for future occupiers of the proposed dwellings. The proposal would not adversely impact upon the character and appearance of the surrounding area. Sufficient on-site parking and turning can be provided (including visitor parking), along with cycle and bin storage.

1.3 A legal agreement will secure contributions for SPA mitigation.

RECOMMENDATION

Planning permission be granted subject to the conditions in Section 11 of this report and a section 106 agreement relating to mitigation measures for the SPA.

2. REASON FOR REPORTING APPLICATION TO COMMITTEE

2.1 The application has been reported to the Planning Committee following receipt of more than 5 objections.

3. PLANNING STATUS AND SITE DESCRIPTION

PLANNING STATUS

Land within defined settlement

Within 5km of the Thames Basin Heath SPA

3.1 Grantmoor, 25 Stoney Road, is a two-storey detached dwelling with detached garage sited to the east of the highway on Stoney Road and to the south of Arlington Close. The existing vehicular access to the dwelling is from Arlington Close. To the front of the building, the land is used partly for parking and the remainder is laid to grass, trees and soft landscaping.

3.2 The surrounding area is predominately residential in character. There is a community centre and church to the west of the site.

4. RELEVANT SITE HISTORY

4.1 The most recent planning history relating to the site is:

11/00870/FUL refused for erection of games room over existing detached double garage.

12/01018/FUL approved for erection of single storey front extension and pitched roof to detached double garage.

5. THE PROPOSAL

5.1 Full permission is sought for the conversion of the detached dwelling and garage at 25 Stoney Road to form 4no. 1 bed apartments and 1no. 1 bed bungalow, with external alterations including new windows and doors, provision of a cycle store, bin enclosure and parking to the front.

Main house

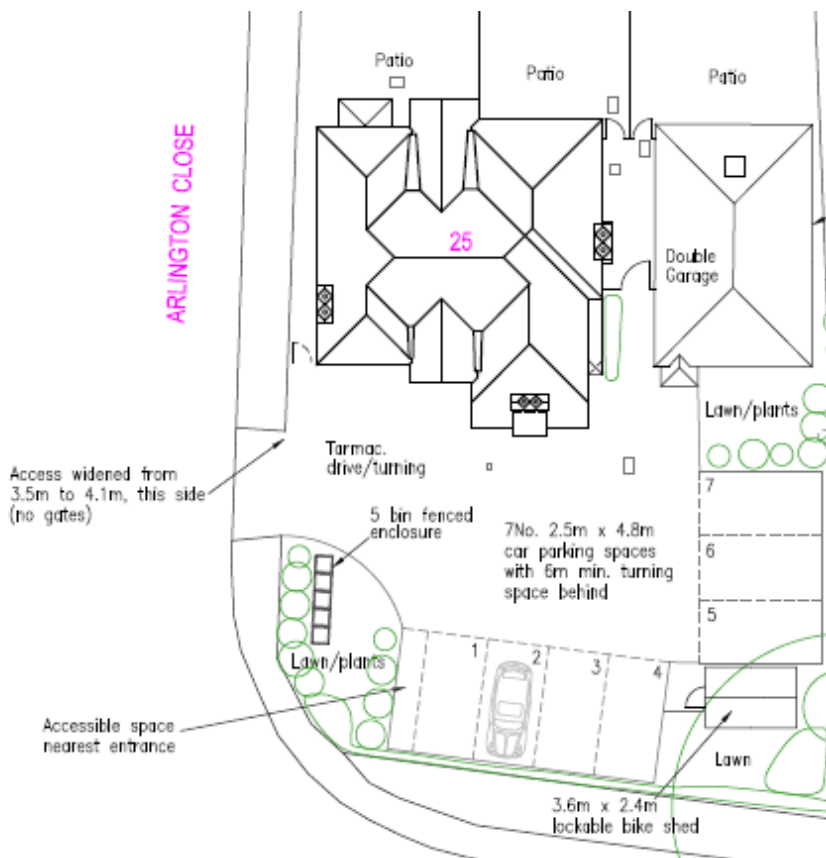
5.2 At ground floor level, 2no. 1 bedroom units are proposed. Each would comprise an open plan kitchen and living area, 1no. bedroom and either a bathroom or shower room. There would also be a communal hallway at ground floor level which would provide access to both of the ground floor flats, along with a stairwell providing access to the first floor.

5.3 At first floor level, a further 2no. 1 bedroom units are proposed. These would each comprise open plan kitchen and living area, 1no. bedroom and a bathroom. The 2no. first floor flats would have their own private entrances from a communal hallway.

Garage conversion

5.4 Alongside the changes proposed to the main house, it is also proposed to convert the existing detached garage to a further 1no. bedroom bungalow comprising an open plan kitchen and living area, bedroom and en-suite. A mezzanine floor is also proposed in the bedroom.

5.5 Externally, the only alteration proposed to the main house would be the removal of a door at ground floor level on the rear elevation and its replacement with a window. The garage would be altered on the front and side elevations – with the garage door on the front elevation replaced with a door and window and on a side elevation; an existing door removed and replaced with a window (and 1 door retained).



Parking

5.6 7 parking spaces are proposed on site to serve the 5no. residential units (1 space per unit), along with the addition of 2no. visitor parking spaces.

Other changes

5.7 The rear garden of the existing dwelling would be sub-divided to provide private gardens for the 2no. ground floor units proposed in the main house, along with a private garden for the 1no. bedroom bungalow proposed by converting the existing garage.

5.8 In addition to parking, a fenced bin enclosure and cycle store are also proposed, along with the existing vehicular access from Arlington Close proposed to be widened from 3.5m to 4.1m.

6. REPRESENTATIONS RECEIVED

Bracknell Town Council

6.1 The Town Council made the following observations on the application - would like to ensure ample parking is provided within the site of this application for the potential amount of tenants and visitors avoiding any extra parking on the local roads or cul-de-sacs.

Other representations

6.2 9no. letters of objection received (from 7 separate postal addresses) which raise the following concerns (summarised):

- Issue of number of parking spaces on site
- Where will visitors to proposed residential units park
- Will result in overspill parking on surrounding roads in the area which is already an issue
- Access issues
- Highway safety danger
- Could amend scheme to reduce number of residential units proposed and therefore lessen parking demand on-site
- Other properties on Stoney Road have their entrances onto Stoney Road. Suggest the vehicular access is relocated onto Stoney Road as part of the works and not Arlington Close and then vehicles parking on Arlington Close do not obstruct visibility for vehicles leaving the application site. This would also allow a further parking space on Arlington Close.
- The property is an attractive house, originally the Rectory for a Church. Do not want to see the house sub-divided into flats and frontage turned to a parking lot.
- Future tenants could generate noise if they are younger and could detract from the area which comprises predominately family homes.
- The proposed conversion will lower the quality of life for nearby residents

[Officer comment: highway safety is discussed in this report under heading iv. Transport implications.]

7. SUMMARY OF CONSULTATION RESPONSES

Highways Officer

7.1 No objection subject to conditions.

8. MAIN POLICIES AND OTHER DOCUMENTS RELEVANT TO DECISION

8.1 The key policies and guidance applying to the site and the associated policies are:

	Development Plan	NPPF
General policies	CS1 & CS2 of CSDPD	Consistent
Design	CS7 of CSDPD, Saved policy EN20 of BFBLP	Consistent
Housing	CS15 of the CSDPD	Consistent
Parking	Saved policy M9 of BFBLP	Consistent NPPF refers to LA's setting their own parking standards for residential development, this policy is considered to be consistent.
Transport	CS23 of CSDPD	Consistent
Sustainability	CS10 & CS12 of CSDPD	Consistent
SPA	SEP Saved Policy NRM6, CS14 of CSDPD	Consistent
Trees, biodiversity and landscaping	Saved policy EN1, EN2 and EN3 of BFBLP, CS1 of CSDPD.	Consistent
Supplementary Planning Documents (SPD)		
Thames Basin Heath Special Protection Area (SPD)		
Parking standards SPD		
Other publications		
National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG)		
CIL Charging Schedule		

9. PLANNING CONSIDERATIONS

9.1 The key issues for consideration are:

- i. Principle of development
- ii. Impact on residential amenity
- iii. Impact on character and appearance of surrounding area
- iv. Impact on highway safety
- v. Trees
- vi. Thames Basin Heath SPA
- vii. Community Infrastructure Levy (CIL)
- viii. Sustainability
- ix. Drainage/SuDS

i. Principle of development

9.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise, which is supported by the NPPF (paras. 2 and 12).

9.2 Core Strategy Policies CS1 (Sustainable Development) and CS2 (Locational Principles) are relevant and consistent with the objectives of the NPPF and can be afforded full weight. In particular, Policy CS2 permits development within defined settlements.

9.3 The application site is located within the defined settlement as designated by the Bracknell Forest Borough Policies Map (2013). As such, the proposal is considered acceptable in principle subject to no adverse impact on neighbouring properties, character and appearance of surrounding area, highway safety implications, etc. These matters are discussed below.

ii. Residential amenity

9.4 It is not considered that the conversion of the host dwelling and garage to 5no. self-contained residential units would result in such a significant level of increased activity and noise on site over and above that which could be expected from a large family residing at the property. It is therefore considered that the conversion of the dwelling and garage into 5no. residential units would not have an adverse impact upon the residential amenities of surrounding properties in respect of noise or disturbance.

9.5 Nominal external alterations are proposed to both the dwelling and the garage to create 5no. residential units of accommodation, with the addition of new windows and doors, all at ground floor level. Such changes would not result in any overlooking/loss of privacy or appear visually prominent to adjoining dwellings. As a result of the proposed conversion of the dwelling into 4no. separate residential units, all existing first floor windows would continue to serve habitable rooms - whether open plan living areas and bedrooms (whereas currently all first floor windows serve bedrooms or bathrooms) and non-habitable rooms (bathrooms) and therefore no additional overlooking/loss of privacy would result from this.

9.6 Future occupiers of the proposed residential units would be provided with acceptable living conditions, with all rooms served by windows for natural light and ventilation. Sufficient on-site parking would be provided for each residential unit, along with 2no. visitor parking spaces, and bin and cycle storage.

9.7 Three of the five residential units would have access to private outdoor amenity space following the sub-division of the existing rear garden. Whilst 2 of the proposed units (the first floor units) would not have private gardens, there is an area of green open space approximately 100m away to the north-west of the site and notwithstanding this, any future occupiers of the first floor units would be aware of there being no private amenity space provided on-site for these 2 units.

9.8 As such, the proposal would not be considered to adversely affect the residential amenities of neighbouring occupiers and acceptable living conditions would be provided for future occupiers of the proposed units. As such, the development would be in accordance with Saved Policies EN20 and EN25 of the BFBLP and the NPPF.

iii. Impact on character and appearance of area

9.9 The proposal is not considered to represent overdevelopment of the site. The proposal would result in the net gain of 4no. small 1 bedroom units in the Borough within the settlement boundary. Appropriately sized rear gardens would be provided (approximately 6-7m wide and 12m deep) for 3 of the 5 residential units proposed which would not be dissimilar in size to gardens of other dwellings in the surrounding area. Sufficient on-site parking would be provided for each unit in accordance with the Council's Parking Standards SPD, along with the addition of 2no. visitor parking spaces. Further, bin and cycle storage would also be provided on site. The NPPF refers to

the effective use of land and it is considered that this proposal would comply with this objective with the benefit of a net gain of 4no. small residential units within the settlement boundary.

9.10 To the front of the converted buildings, on-site parking for 7no. vehicles would be provided, with some soft landscaping retained to the front of the proposed converted garage; in the north-western corner of the site close to the junction of Stoney Road and Arlington Close and in the south-western corner of the site. Whilst the proposed parking layout would be a dominant feature to the front of the converted buildings, this is not an uncommon feature in the immediate area where there are numerous examples of existing dwellings with frontages dominated by hard surfacing for on-site parking provision. A planning condition is recommended requiring details of hard and soft landscaping and boundary treatment to be submitted to the Council for approval in the interests of the visual amenities of the area.

9.11 The proposed sub-division of the existing dwelling into 4no. separate 1 bedroom units would have minimal impact upon the external elevation of the building itself given the only alteration proposed is the replacement of a door with a window on the rear elevation of the building at ground floor level. Such a minimal alteration would not impact upon the character of the building or surrounding area.

9.12 The existing detached garage would be converted to residential accommodation. External alterations are proposed to the western and southern elevations with the insertion of doors and windows following the removal of existing doors. It is again considered such minimal alterations would not impact upon the building or surrounding area.

9.13 As such, the development would not result in an adverse impact on the character and appearance of the area and would be in accordance with Saved Policy EN20 of the BFBLP, Policy CS7 of CSDPD and the NPPF.

iv. Transport implications

Access

9.14 It is proposed to re-use the existing access onto Arlington Close to provide access to the proposed conversion of the existing dwelling and garage on the site to form 5 one-bedroom dwellings. This existing access is circa 11.8m from the junction of Arlington Close with Stoney Road. The existing access is circa 3.5m wide and the applicant proposes to widen this to 4.1m to allow two vehicles to pass at slow speed. It is proposed to remove the gates from the site access, which is supported by the Highway Authority as they are not set sufficiently back from Arlington Close to allow a vehicle to wait whilst the gates are opened.

Car Parking

9.15 7no. parking spaces are proposed on site. This allows 2 visitor parking spaces to be provided along with 1 parking space per 1 bedroom dwelling, in accordance with Bracknell Forest Council's Parking Standards SPD, March 2016.

9.16 This will help to avoid any increase in on-street parking on Arlington Close and Stoney Road, where existing on-street parking is heavily used.

Cycle Parking

9.17 The proposed cycle store is sufficient in size to accommodate 5 cycles, in accordance with Bracknell Forest Council's Parking Standards SPD.

Refuse storage and collection

9.18 A location for bins is shown on the revised Proposed Plans. Council refuse vehicles would stop on-street in Stoney Road or Arlington Close to collect refuse, in the same way as for other properties.

9.19 Subject to the imposition of conditions, the proposal is considered to be in accordance with CS23 of the CSDPD, Saved Policy M9 of the BFBLP, the Parking Standards SPD and the NPPF and would not result in adverse highway safety implications.

v. Trees

9.20 There are some existing trees and vegetation in the front garden of the application site, however none of these are covered by Tree Preservation Orders, nor does the site lie within a Conservation Area.

9.21 There would be an increase in the amount of hard surfacing to the front of the building to provide additional on-site parking provision. Details of landscaping will be secured by condition which will include existing vegetation/trees to be retained on site, along with supplementary planting.

9.22 One of the proposed parking spaces would encroach into the root protection area (RPA) of an existing tree, however this area is already laid to hard surfacing and used for parking for the existing dwelling and therefore no additional impact would result to the tree. A cycle store is also proposed within the RPA of an existing tree, however this would not require excavation works for foundations.

9.23 As such, the proposed development would not adversely affect existing trees, in accordance with Saved Policy EN2 of the BFBLP and the NPPF.

vi. Thames Basin Heath SPA

9.24 The Council, in consultation with Natural England, has formed the view that any net increase in residential development between 400m and 5km straight-line distance from the Thames Basin Heath Special Protection Area (SPA) is likely to have a significant effect on the integrity of the SPA, either alone or in-combination with other plans or projects. An Appropriate Assessment has been carried out including mitigation requirements.

9.25 This site is located approximately 3.6km from the boundary of the SPA and therefore is likely to result in an adverse effect on the SPA, unless it is carried out together with appropriate avoidance and mitigation measures.

9.26 On commencement of the development, a contribution (calculated on a per-bedroom basis) is to be paid to the Council towards the cost of measures to avoid and mitigate against the effect upon the Thames Basin Heaths SPA, as set out in the Council's Thames Basin Heaths Special Protection Area Supplementary Planning Document (SPD). The strategy is for relevant developments to make financial contributions towards the provision of Suitable Alternative Natural Greenspaces (SANGs) in perpetuity as an alternative recreational location to the SPA and financial contributions towards Strategic Access Management and Monitoring (SAMM) measures. The Council will also make a contribution towards SANG enhancement works through Community Infrastructure Levy (CIL) payments whether or not this development is liable to CIL.

9.27 In this instance, the development would result in a net increase of 5 X one-bedroom dwellings replacing the existing four-bedroom dwelling which results in a total SANG contribution of £15,177.

9.28 The development is required to make a contribution towards Strategic Access Management and Monitoring (SAMM) which will also be calculated on a per bedroom basis. Taking account of the per bedroom contributions this results in a total SAMM contribution of £1,188.

9.29 The total SPA related financial contribution for this proposal is £16,365. The applicant must agree to enter into a S106 agreement to secure this contribution and a restriction on the occupation of each dwelling until the Council has confirmed that open space enhancement works to a SANG is completed.

9.30 Subject to the completion of the S106 agreement, the proposal would not lead to an adverse effect on the integrity of the SPA and would comply with SEP Saved Policy NRM6, Saved policy EN3 of the BFBLP and CS14 of CSDPD, the Thames Basin Heaths Special Protection Area SPD and the NPPF.

vii. Community Infrastructure Levy (CIL)

9.31 Bracknell Forest Council commenced charging for its Community Infrastructure Levy (CIL) on 6th April 2015.

9.32 CIL applies to any new build (except outline applications and some reserved matters applications) including extensions of 100 square metres of gross internal floor space, or more, or new build that involves the creation of additional dwellings.

9.33 This proposal relates to the conversion of an existing 4 bedroom dwelling and garage into 5no. 1 bedroom separate residential units of accommodation. The proposed development is CIL chargeable, however as the existing dwelling and garage have been continuously occupied over the last 3 years, the floorspace can be offset and there would be a nil CIL bill.

viii. Sustainability

9.34 With regards to the requirements of Core Strategy Policies CS10 and CS12 which relate to energy sustainability and renewable energy, the application relates to the conversion of an existing dwelling and detached garage to a total of 5no. residential units.

9.35 Paragraph 2.6 of the Sustainable Resource Management Supplementary Planning Document states that proposals to convert or change the use of a building are excluded from Core Strategy Policies CS10 and CS12. As such, no submission is required with regard to Policies CS10 and CS12 of the CSDPD.

ix. Drainage

9.36 The application site is located within Flood Zone 1. A condition is recommended to ensure that the hard-surfaced areas proposed for access and on-site parking/turning are SuDS compliant.

10. CONCLUSION

10.1 The proposed development relates to a site within the settlement boundary and is therefore acceptable in principle.

10.2 The proposal would not adversely affect the residential amenities of neighbouring occupiers and acceptable living conditions would be provided for future occupiers of the proposed units. The proposal would not adversely impact upon the character and appearance of the surrounding area.

10.3 No adverse highway safety implications would result, with sufficient on-site parking provision for each unit, with the addition of 2no. visitor parking spaces, bin and cycle storage.

10.4 A legal agreement is required to secure contributions for SPA mitigation.

10.5 The application is therefore recommended for approval, subject to the completion of a legal agreement.

11. RECOMMENDATION

11.1 **Following the completion of planning obligation(s) under Section 106** of the Town and Country Planning Act 1990 relating to measures to avoid and mitigate the impact of residential development upon the Thames Basins Heath Special Protection Area (SPA);

That the Head of Planning be authorised to **APPROVE** the application subject to the following conditions amended, added to or deleted as the Head of Planning considers necessary:

01. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

02. The development hereby permitted shall be carried out only in accordance with the following approved plans received by the Local Planning Authority on 19 February 2020 and 3 April 2020:
Drawing no. STO/19/03

Drawing no. STO/19/04 Rev A

REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.

03. No dwelling shall be occupied until a scheme depicting hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a 3 year post planting maintenance schedule. All planting comprised in the soft landscaping works shall be carried out and completed in full accordance with the approved scheme, in the nearest planting season (1st October to 31st March inclusive) to the completion of the development or prior to the occupation of any part of the approved development, whichever is sooner. All hard landscaping works shall be carried and completed prior to the occupation of any part of the approved development. As a minimum, the quality of all hard and soft landscape works shall be carried out in accordance with British Standard 4428:1989 'Code Of practice For General Landscape Operations' or any subsequent revision. All trees and other plants included within the approved details shall be healthy, well formed specimens of a minimum quality that is compatible with British Standard 3936:1992 (Part 1) 'Specifications For Trees & Shrubs' and British Standard 4043 (where applicable) or any subsequent revision. Any trees or other plants which within a period of 5 years from the completion of the development, die, are removed, uprooted, are significantly damaged, become diseased or deformed, shall be replaced during the nearest planting season (1st October to 31st March inclusive) with others of the same size, species and quality as approved. The areas shown for soft landscaping purposes on the approved plans shall thereafter be retained as such.

REASON: In the interests of good landscape design and the visual amenity of the area.

[Relevant Policies: BFBLP EN2 and EN20, CSDPD CS7]

04. No dwelling shall be occupied until details of a scheme of walls, fences and any other means of enclosure has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full before the occupation of any of the dwellings approved in this permission.

REASON: In the interests of the visual amenities of the area and to safeguard existing retained trees, hedges and shrubs.

[Relevant Plans and Policies: BFBLP EN20, CSDPD CS7]

05. No dwelling shall be occupied until the vehicle parking and turning space has been surfaced and marked out in accordance with the approved drawings. The spaces shall thereafter be kept available for parking and turning at all times.

REASON: To ensure that the development is provided with adequate car parking to reduce the likelihood of on-street car parking and reversing of vehicles onto Arlington Close which would be a danger to other road users.

[Relevant Policies: BFBLP M9, CSDPD CS23]

06. There shall be no restrictions on the use of the car parking spaces shown on the approved drawings for the occupiers of, or visitors to, any of the dwellings hereby permitted, with the exception of the "accessible space" shown on the approved plan which may be allocated to one of the dwellings hereby permitted if that dwelling has a resident with a defined need for disabled parking.

REASON: To ensure that the development is provided with adequate car parking to prevent the likelihood of on-street car parking which would be a danger to other road users.

[Relevant Plans and Policies: BFBLP M9]

07. No dwelling shall be occupied until 5 secure and covered cycle parking spaces have been provided in the location identified for cycle parking on the approved drawing plan within the development. The cycle parking spaces and facilities shall thereafter be retained as such.

REASON: In the interests of accessibility of the development to cyclists.

[Relevant Policies: BFBLP M9, CSDPD CS23]

08. No gates shall be provided at the vehicular access to the site.

REASON: In the interests of highway safety.

[Relevant Policies: CSDPD CS23]

09. No dwelling shall be occupied until the width of the internal access driveway leading onto Arlington Close has been widened to 4.1m as shown on the approved drawing.

REASON: In the interests of highway safety.

[Relevant Policies: CSDPD CS23]

10. No dwelling shall be occupied until the dropped kerb onto Arlington Close which provides vehicular access to the site has been widened to at least 4.5m.

REASON: To ensure that vehicles can pass at the access onto Arlington Close in the interests of highway safety.

[Relevant Policies: CSDPD CS23]

11. No dwelling shall be occupied until details of on-site refuse storage for waste awaiting disposal (including details of any enclosure or screening) have been submitted to and approved in writing by the Local Planning Authority. Such facilities shall be provided in accordance with the approved details prior to the first occupation of the development and thereafter retained.

REASON: To ensure the provision of satisfactory waste collection facilities in the interests of amenity.

12. The parking and turning areas and internal access driveway shall incorporate surface water drainage that is SuDS compliant and in accordance with DEFRA "Sustainable Drainage Systems - Non-statutory technical standards for sustainable drainage systems" (March 2015). It shall be operated and maintained as such thereafter.

REASON: To prevent increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage scheme.

[Relevant Policies: CSDPD CS1, BFBLP EN25]

Informatives

1. The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

2. No details are required to be submitted in relation to the following conditions; however they are required to be complied with:

1. Time limit
2. Approved plans

5. Parking/turning spaces
6. No restrictions on parking spaces
7. Cycle parking
8. No gates
9. Width of internal access
10. Dropped kerb
12. SuDS

The following conditions require discharge prior to the occupation of the dwellings hereby approved:

3. Hard and soft landscaping
4. Boundary treatment
11. Waste disposal

3. The dropped kerb onto Arlington Close will need to be widened associated with the widened access. An application will need to be made to the Council's Highway Authority. Information about this process is set out at:

<https://www.bracknell-forest.gov.uk/roads-parking-andtransport/parking/dropped-kerbs-vehicle-access/>

In the event of the S106 agreement not being completed by 31 August 2020, the Head of Planning be authorised to either extend the period further or refuse the application on the grounds of:

The occupants of the development would put extra pressure on the Thames Basin Heaths Special Protection Area and the proposal would not satisfactorily mitigate its impacts in this respect. In the absence of a planning obligation to secure suitable avoidance and mitigation measures and access management monitoring arrangements, in terms that are satisfactory to the Local Planning Authority, the proposal would be contrary to Policy NRM6 of the South East Plan, Policy EN3 of

the Bracknell Forest Borough Local Plan, Policy CS14 of the Core Strategy Development Plan Document and the Thames Basin Heaths Special Protection Area Supplementary Planning Document (2018).