

## Unrestricted Report

### ITEM NO: 10

Application No.  
**15/00312/FUL**

Site Address:

Ward:  
Harmans Water

Date Registered:  
10 April 2015

Target Decision Date:  
10 July 2015

### **Ramslade House Austin Way Bracknell Berkshire**

Proposal:

**Erection of 12no. three bedroom houses with associated parking (including 7no. visitor spaces to the south of nos. 11 and 12 Typhoon Close and 1no to south of 10 Tempest Mews), provision of a vehicle turning head on Tempest Mews, landscaping and laying out of commemorative garden, following demolition of Ramslade House.**

Applicant:

Mr Alan Pitt

Agent:

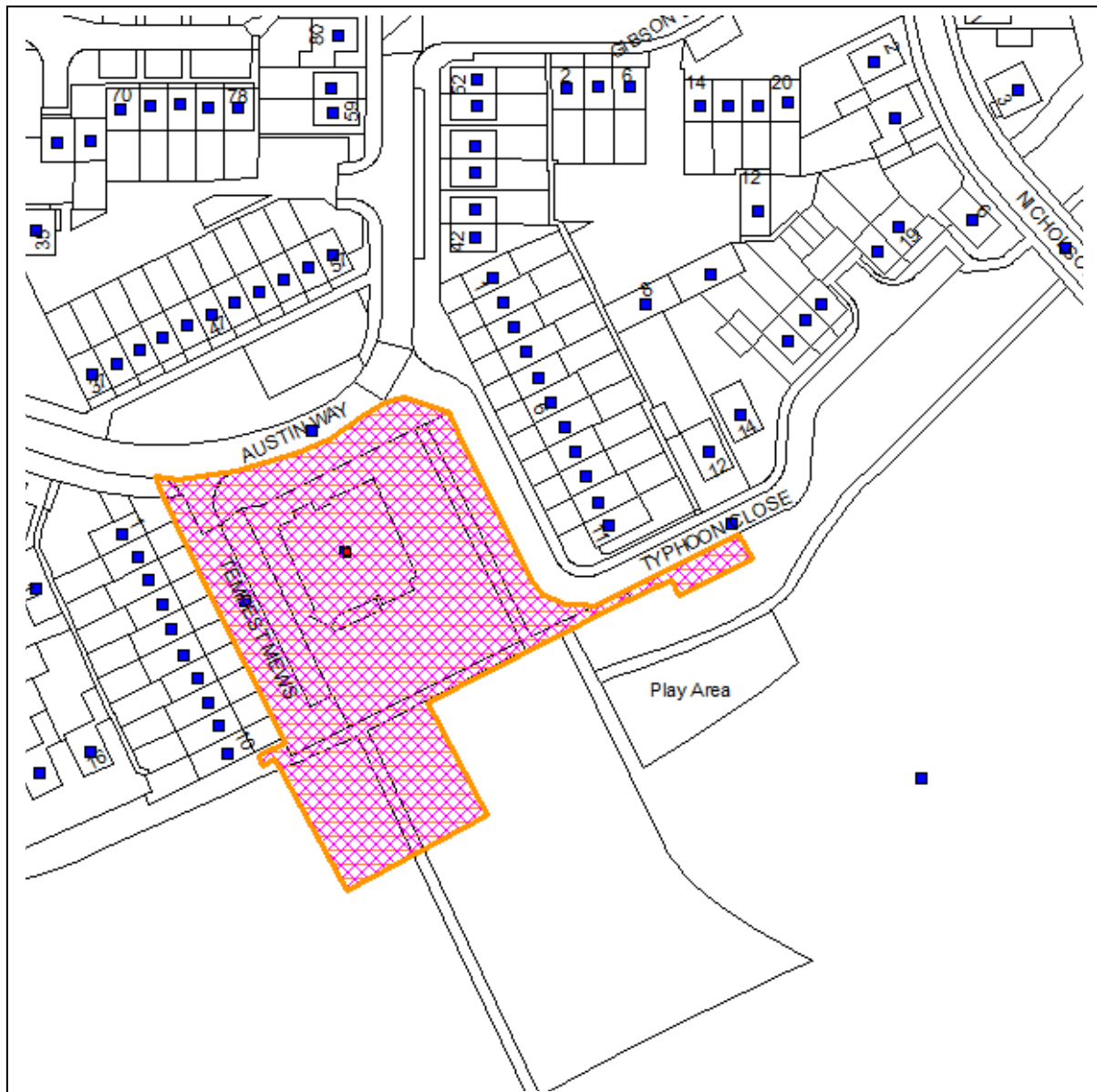
Miss Henny Collins

Case Officer:

Martin Bourne, 01344 352000

[Development.control@bracknell-forest.gov.uk](mailto:Development.control@bracknell-forest.gov.uk)

### **Site Location Plan** (for identification purposes only, not to scale)



## **OFFICER REPORT**

### **1. REASON FOR REPORTING APPLICATION TO COMMITTEE**

The application is reported to committee as more than 3 objections have been received.

### **2. SITE DESCRIPTION**

The 0.3ha site lies within The Parks development. It comprises land currently occupied by Ramslade House and the road at Tempest Mews to the west, an area of open space to the south and a small area of land to the east adjoining Typhoon Close.

The part of the site occupied by Ramslade House is bounded to the north by Austin Way, a main route through the northern part of The Parks, to the west by town houses at Tempest Mews and to the east by Typhoon Close. These cul-de-sacs link to Austin Way. This part of the site is faced on three sides by three-storey town houses. Land to the east of this part of the site lies at a slightly lower level.

The part of the site which is open space is separated from the part of the site occupied by Ramslade House by a footpath which runs roughly east-west along the northern edge of a large area of open space. This part of the site is under grass and is bounded by lines of trees to the east and west. It is bisected by a hoggin path running broadly north-south across it.

The final part of the application site comprises a lay-by on the south side of Typhoon Close.

### **3. RELEVANT SITE HISTORY**

The RAF Staff College site was vacated by the MoD in 2001. Outline planning permission for its redevelopment was granted in 2003 and it was subsequently sold to English Partnerships (now the Homes and Communities Agency - HCA) whose development partners, Taylor Wimpey, are building on the site.

Guidance on the development of the Staff College site is contained in The Staff College Planning and Design Brief which was approved in October 2002 following public consultation.

Outline planning permission for the redevelopment of the former Staff College site for 730 dwellings, open space and associated facilities was granted in December 2003 (reference 03/00567/OUT) following the completion of a legal agreement (Section 299A agreement). Amongst other things the agreement secured the provision of a 'community facility' and a sports pavilion.

The agreement contains a schedule setting out the facilities to be provided by the community facility and secures a sum of £345,000 (index linked) towards it from the developer. The agreement gives two options for the provision of this community facility: either

- 1) as part of Ramslade House, or
- 2) as a new build.

The agreement provided for a pavilion located adjacent to the sports pitches and secured a sum of £350,000 (index linked) towards it.

When the developer submitted the application for the approval of reserved matters for housing on the site (ref 06/00567/REM) it showed Ramslade House being converted, with an extension, to provide the community facility. The reserved matters application including these details was approved in September 2006.

Building on the Staff College site commenced in 2007. In 2008 an application was submitted to increase the number of dwellings to be built on the site from 730 to 1120. This application was refused and the subsequent appeal dismissed in 2009.

Following the dismissal of the appeal Taylor Wimpey costed the conversion of Ramslade House to provide the community facility. This exceeded £1m and the Council was not in a position to fund the difference between this amount and the £345,000 (indexed) secured by the legal agreement.

Accordingly providing the community facility and the pavilion together, in a new building located on the site of existing squash courts, was considered and by:-

- combining the sums of money secured by the legal agreement for the 'community facility' and the sports pavilion
  - making savings by providing only one recycling centre (rather than two) and demolishing rather than refurbishing the squash courts
  - drawing on s106 monies from recent developments in the vicinity of the site
- it was possible to fund a community building/pavilion meeting the specifications contained in the legal agreement.

This building was given planning permission in November 2011 (reference 11/00416/FUL) and has recently been completed.

Ramslade House itself has remained vacant since the MoD left the site.

A similar application to that the subject of this application - planning application 13/00878/FUL for the erection of 12no. three bedroom houses with associated parking (including 3no. visitor spaces to the south of nos. 11 and 12 Typhoon Close) and landscaping, and laying out of commemorative garden, following demolition of Ramslade House - was refused by Planning Committee at its meeting in March 2014. A subsequent appeal was dismissed on the ground that the proposed development was unacceptable on highway safety grounds given the absence of a turning head at the southern end of Tempest Mews.

#### **4. THE PROPOSAL**

The current planning application seeks to overcome the concern the Inspector had in dismissing the appeal against the refusal of the previous application by amending the proposal to include a turning head on Tempest Mews. The other main difference from the previous application is that additional visitor parking spaces are proposed to the south of Typhoon Close to make up for parking spaces lost on the east side of Tempest Mews with the formation of the turning head.

The current application then seeks full planning permission for the erection of 12no. three bedroom houses with associated parking (including 15no. visitor spaces of which 7 would be provided to the south of nos. 11 and 12 Typhoon Close) and landscaping, and the laying out of a commemorative garden, following demolition of Ramslade House.

The houses are proposed to be built on land currently occupied by Ramslade House and would be in the form of 4no. terraces each of 3no. houses. Six houses of three storeys would face north towards Austin Way and the other six (of two and a half storeys) would face south towards the main area of open space at The Parks. The houses would be about 10m tall. The terraces on the eastern side of the site would be at a slightly lower level than those on the west side reflecting the fall of the land down from west to east.

Each house would have 2no. allocated parking spaces in the rows of parking spaces generally as already laid out on the east and west sides of Ramslade House and served by Tempest Mews/Typhoon Close. Eight visitor spaces (including those which could be used by disabled people) are also shown in these areas together with a further 7no. visitor spaces in a lay-by to the south of Typhoon Close to the east of Ramslade House. These latter spaces are to be provided where a recycling centre was to have been built (this is now being provided in the car park to the east of the new community building).

A commemorative garden is proposed to the south on the edge of the main area of open space at The Parks. It is designed to celebrate the historical use of the site by the RAF. It will be laid out as a formal garden space designed to contrast with the more informal parkland character adjacent with flower borders enclosed by evergreen hedges. Pergola structures are proposed to provide height, shade and structure for climbing plants, with benches for seating. A plinth is proposed to be installed to take a central piece of artwork incorporating a memorial plaque or inscription which will inform current and future residents of the site's former use.

## **5. REPRESENTATIONS RECEIVED**

The Bracknell Forest Society objects to loss of Ramslade House

### Warfield Parish Council

does not support the loss of historic buildings which are being rapidly eroded from Bracknell's history.

Objections have been received from 25 individuals raising concerns which may be summarised as follows:-

### Loss of Ramslade House

- there are few old or historic buildings remaining in Bracknell
- Ramslade House is a beautiful old building, with original architecture and features and links to the RAF - the applicant has neglected it: money should have been spent on it instead of public art.
- it should be put to a community or education use
- Ramslade House is a focus for views on the site - only old building in a sea of new

### Highways and parking

- the planned parking bays are on land already used by residents and visitors - their use will lead to increased parking on the narrow roads/on bends/on footways which is a safety concern and already an issue
- insufficient parking spaces for residents of new properties
- existing garages in Tempest Mews and Typhoon Close are too small
- loss of proposed disabled spaces

- there are better and fairer parking solutions
- the 7 parking spaces adjacent to no 11/12 Typhoon Close will be used by people visiting the park rather than residents and their visitors
- Tempest Mews is a private road which residents maintain - if residents withdraw consent for access to this road all traffic and parking will focus on Typhoon Close
- children play in Tempest Mews in summer months - their safety will be affected
- no need for the proposed bin store in Tempest Mews - it will increase traffic on a private road: who will pay for damage to the road?
- Tempest Mews cannot accommodate 2 passing vehicles without crossing the frontage owned by residents
- Increased traffic in the estate and local roads to detriment of road safety

#### Residential amenity/impact on character

- 12 properties is excessive - they should have integral garages and driveways as per Tempest Mews
- concerns about health and safety due to proximity of properties, highway and pedestrians
- loss of sunlight from tall houses
- density and overdevelopment - adverse effect on character of neighbourhood and residential amenity of neighbours
- total footprint substantially greater than current and out of character - will block off views of green space
- disturbance from more cars - more noise, dust and fumes
- proposal would represent overdevelopment
- loss of green space to area

#### Nearby play area and community centre

- increased traffic and parking will adversely affect safety of children using nearby playground
- the Community Centre is being built nearby, this will also increase the traffic loads and parking in the area
- The number of houses will now exceed the original promised number of 730 - extra housing already being built next to the railway.
- The new community centre has reduced the amount of green space from that originally agreed. Converting Ramslade House site to green space/wooded area/allotments would offset some of this

#### Other points

- The commemorative garden takes away even more open park space
- impact of the proposal on the biodiversity, including bats, on the site
- no real difference from scheme dismissed at appeal.

## **6. SUMMARY OF CONSULTATION RESPONSES**

### Bracknell Town Council

Recommend Refusal

When purchasing their properties on The Parks Estate potential buyers were told that Ramslade House would be preserved as a Community Facility.

If this is now to be changed all residents of the estate and residents of Broad Lane should be fully consulted about the proposals to change the original planning design. This proposal will not only change the original design but also exceed the number of houses approved for this site. This would be an overdevelopment of the site and cause traffic and parking congestion.

The loss of parking spaces (including the loss of disabled spaces) will have a detrimental impact on the surrounding roads and the safety of users of the adjacent play area.

#### Highway Officer

No objection subject to conditions and a Section 106 agreement to secure modifications to the Section 38 agreement.

#### Parks and Countryside Development Officer

Satisfied with the landscape proposals on the public facing side.

The commemorative garden projects into the public open space and will require a much higher level of horticultural maintenance. This is an interesting feature which should be a very positive addition to the open space, providing colour, structure and a reference to the historic significance of the site to the RAF.

The loss of public parking spaces near the open space is a disadvantage of the scheme, but set against this the new car park serving the community centre and sports pavilion will be available, and 7 additional spaces are to be provided in the layby originally designed to serve the recycling centre - since relocated to the community centre car park - so overall the effect on users of the open space should be minimal.

#### Environmental Health Officer

Recommends imposition of conditions to control the environmental effects of the demolition and construction work.

#### Lead Local Flood Authority

As long as the drainage for the proposed development is constructed to an adequate standard I would not have any concerns that this proposed development would not be adequately drained.

#### Biodiversity Officer

Requires a further bat survey to provide up to date information. [see Section 12 below]

#### Housing Enabling Officer

The affordable housing provision is consistent with the previous proposal and is therefore supported. Other issues highlighted above should also be properly addressed to successfully deliver the affordable housing.

## **7. DEVELOPMENT PLAN**

The Development Plan includes the following:-

- Policy NRM6 of the South East Plan (May 2009)
- Core Strategy DPD (February 2008)
- Site Allocations Local Plan (July 2013)
- Bracknell Forest Borough Local Plan (January 2002)
- Bracknell Forest Borough Policies Map 2013

## **8. PRINCIPLE OF DEVELOPMENT**

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). This is also reflected in SALP Policy CP1, which sets out that planning applications which accord with the Development Plan should be approved without delay, unless material considerations indicate otherwise. Policy CP1 also sets out a positive approach to considering development proposed that reflect the presumption in favour of sustainable development contained in the NPPF.

The site lies within a settlement. The part proposed to be built on does not encroach on the open space of public value to be provided pursuant to the outline planning permission and reserved matters approval covering The Parks development.

The principle of the proposed development is therefore considered to be acceptable. The remainder of the report considers whether there are any material considerations which are an obstacle to the grant of planning permission.

## **9. IMPACT ON CHARACTER AND APPEARANCE OF AREA**

The demolition of Ramslade House

A Building Assessment accompanying the application states that research and an examination of the existing structure indicates that Ramslade House as it stands today is part of a substantial late-Victorian dwelling with three floors and a basement, probably built in about 1895 and incorporating the shell of a modest, suburban-style villa, probably erected in about 1840.

From at least 1881 until 1931 the property on the site was occupied by high-ranking army officers and their households. During the Second World War it was the headquarters building of the Second Tactical Air Force and in 1945 it was adapted and extended as the Royal Air Force Staff College, serving as the officers' mess. The college was disbanded in 1997 and since that time most of the college buildings have been demolished, along with parts of the late nineteenth century house.

The building is not listed and is not considered to be of such special architectural or historical interest as to justify listing. The Building Assessment considers that the surviving structure is not of special architectural or historical merit, particularly since it is only part of the original late 19th century house and because it was altered extensively in the second half of the twentieth century. It was not innovative in its design or use of materials, and it is not a good example of a type. The Buildings of England: Berkshire (Pevsner et al) rather unkindly describes it as 'a clumsy agglomeration, to the eye mostly Victorian stucco'.

Notwithstanding this Ramslade House is considered to be of local interest. The new housing at The Parks has been designed around it and it is a focal point for views from the Broad Lane entrance to The Parks from the north, along Austin Way and from the large area of open space to the south.

Historically, aside from the modern air cadets building, it is the last surviving building left from the use of the site as the RAF Staff College and given Bracknell's history as a new town there are relatively few buildings of this age in the area.

The building has not been occupied for over 15 years. Whilst it has been fenced off with a combination of hoardings and safety fencing it has suffered from vandalism and theft. Lead flashings, lead cladding and lead valley and parapet gutters at roof level have been stolen in recent years and as a consequence the inside of the building is extremely wet and dry rot has become established in various locations, in particular in the timber floor and timber panelling in the main hallway at ground level. Overall the building is in a very poor condition.

Guidance on the development of the Staff College site is contained in The Staff College Planning and Design Brief (2002). Para 4.8, 'Building Retention', anticipates that Ramslade House will be retained, and lists possible advantages. Para 5.15 states, however, that: 'Ramslade House is proposed for retention, but consideration could be given to its demolition if it could be shown that it would assist the development of the site'.

Given its age, its links with the former uses of the site and its physical presence on the site the demolition of Ramslade House would be unfortunate. As it is not listed, however, the applicant could, under the GDPO, apply for a determination as to whether prior approval is required for its demolition and the only considerations would be those relating to the method of demolition/restoration.

As outlined in the site history section above, Ramslade House is not required to be retained to provide community facilities in association with housing being built at The Parks as these are now provided in a new building. The costs which made the conversion of Ramslade House for community uses prohibitively expensive are also understood to make its conversion to other uses, such as flats, uneconomic.

In the light of the above it is concluded that the loss of Ramslade House, unfortunate though it would be, is not in itself a reason to refuse this planning application. This view was concurred with by the appeal Inspector:-

"The proposed development involves the demolition of Ramslade House. It is not part of the Council's case that this house should be retained. However, some locally consider that it merits retention on account of it being one of the few old historic buildings in Bracknell and its architecture and links to the RAF. However, the building is not listed and the appellant has produced a detailed heritage statement on the building. The conclusions are that the building has no special architectural or historic merit and, other than a relatively recent use by the RAF, no special historical connection with persons or events. There is nothing in the building to indicate this former connection and its original setting has now been lost to redevelopment. It has little significance, therefore, as a non-designated heritage asset. There is no suggestion that the building merits retention and there is no equally comprehensive analysis of the proposal from objectors. In light of the above I consider the Council to have been correct in not refusing permission on the grounds of the loss of the building."

#### Proposed houses

It is important, however, that if the site is redeveloped any new buildings are acceptable in terms of their impact on the character and appearance of the area. In this regard 'saved' BFBPL Policy EN20 and CSDPD Policies CS1 and CS7 (which are



considered to have significant weight in relation to para. 215 of the NPPF, as they are consistent with Chapter 7 of the NPPF) are relevant.

As noted above new housing in the vicinity of Ramslade House was designed taking account of that building and the site is visually prominent with views from the north, west and south. It is important, therefore that if Ramslade House is demolished, what replaces it responds to this setting.

In terms of siting it is considered that the proposed houses respond appropriately. They front both on to Austin Way to the north and to the area of open space to the south providing active elevations and forming an attractive conclusion to the views referred to above.

The bulk, height and massing of the houses is considered appropriate to in the context of the three-storey town houses which face towards the site from three sides.

Architecturally there are differences between the design of the terraces on the north and south of the site. The terraces fronting Austin Way take cues from the design of Ramslade House. The Design and Access Statement notes that the parapet finish to the three-storey frontage is circa 8.3m high, and this along with the white rendered walls with large formatted openings are all features that draw on the inspiration of Ramslade House and its generous proportions. It continues: "The vertically-arranged glazing and panels of contrasting material arranged to emphasise the height all help to increase the stature of the buildings and mark their important location in the overall development of The Parks. Similarly, a reduced pallet of materials is in keeping with the 'classic' character of the existing Victorian building. Although the surrounding houses are all brick finished, the white painted facades here help to mark the continuity of this site being a focal point between the two terraces on Tempest Mews and Typhoon Close".

The terraces on the south of the site, overlooking the open space are of a different, more contemporary, design. The Design and Access Statement notes that in contrast to the more 'urban' character of the north elevation, "the south elevation overlooks the park and has been appropriately reduced in scale, whilst still retaining a formal character as an important frontage to the public open space by adopting a similar treatment of vertical glazing and a flanking parapet detail on the gable ends. The reduced pallet of materials is carried through from the front with a white painted finish as a reference to the character of the old Ramslade House".

Overall the siting, bulk, height and massing, architectural design and materials proposed are considered to be acceptable.

In this regard the appeal Inspector commented as follows:-

"The Council has no objection to the height of the proposed houses. Correctly so in my view given that they reflect the height of Ramslade House and the surrounding houses. Nor has the Council any objection to the detailed design of the proposed houses. Again correctly so because, with their white render finish, vertical emphasis to the fenestration and parapet detailing, they would reflect the character and appearance of the existing house on site. As such the new development would stand out in a way that would provide an attractive focal point between the 2 adjoining terraces and be a reminder of past development."

He concluded on this point that "the proposed development would not detract from the character and appearance of the surrounding area. There would be compliance

with Policy CS7 of the Council's Core Strategy (2008) and Policy EN20 of the Bracknell Forest Borough Local Plan which require high quality design respecting local patterns of development and that development be appropriate in scale, mass, design and materials."

#### Proposed commemorative garden

The principle of the proposed commemorative garden is considered to be acceptable. It is situated on an existing area of open space and it is considered that the formal planting proposed will complement the less formal 'passive open space' and the pitches contained in the main area of open space at The Parks.

The proposed garden is off-set from the axis of the proposed houses and does not respond to the symmetry of the built-form proposed. This is unfortunate - it is dictated by the desire to retain existing trees - but is not an over-riding concern.

The Inspector's view was that "any disadvantage...in terms of symmetry is outweighed by the fact that this allows for the garden to be centred between 2 existing groups of trees. This would be pleasing visually and enable the retention of trees."

Overall the details of the commemorative garden are considered to be acceptable subject to the proposed artwork forming a centre piece to the garden, and a contribution to the long-term maintenance of the garden, being secured through a s106 agreement.

### **10. RESIDENTIAL AMENITY**

BFBLP Policy EN20 seeks to protect the amenity of surrounding properties. The Policy requires the Council to have regard to ensuring new development does not adversely affect the amenity of surrounding properties and adjoining area. This is consistent with the NPPF.

In considering the impact of the proposed development on the living conditions of local residents the 'fallback position' is the use of Ramslade House as a community building as approved under reserved matters approval 06/00573/REM. This approval also provided for a part two, part-three storey extension on the eastern side of Ramslade House accommodating a stairwell and WCs and alterations to the fenestration of the building. Parking down either side of the building, to serve the proposed community use, which has been laid out was also approved at this stage.

The minimum distance between the side of the proposed houses and the front of the nearest houses at Tempest Mews and Typhoon Close is just over 20m. The proposed houses have side-facing windows above ground floor level serving habitable rooms and stairwells, together with balconies. Given the separation and the fact that the relationship is with the front of the nearby houses (which are less private than rear-facing windows) this relationship is considered to be acceptable.

In his decision letter the appeal Inspector stated: "The orientation of the proposed houses, and their distance from neighbouring properties, would prevent any unacceptable loss of privacy and light. The outlook from some properties would change but, being onto an attractive scheme, would remain acceptable."

The use by new residents of the parking areas will affect existing residents of Tempest Mews and Typhoon Close but it is not considered that the impact would be materially different from that associated with the current approved use as parking for a community

facility. Equally the impact of the 7no. visitor spaces to the south of nos. 11 and 12 Typhoon Close is unlikely to cause more disturbance to the occupiers of nearby houses than the underground recycling facility originally approved in this location.

The appeal Inspector in relation to the previous scheme stated on this matter: "Development of this relatively small scale would result in a negligible percentage increase in traffic. This being so I consider that no unacceptable harm would arise on highway safety/congestion grounds...and there is no substantial evidence to the contrary."

The current application introduces a turning facility opposite Nos. 5 and 6 Tempest Mews but it is not considered that its use is likely to result in an unacceptably harmful impact on the living conditions of the occupants of those properties.

Given the design of the proposed houses and the minimum separation of over 25m between rear-facing windows above ground floor level it is not considered that the backs of the proposed houses, or their back garden areas, would be unacceptably overlooked.

## **11. TRANSPORT IMPLICATIONS**

Bracknell Forest Borough Local Plan Policy M9 and Core Strategy Policies CS23 and CS24 seek to promote or retain safe highway access and suitable off road parking provisions, thus avoiding highway safety implications. This is consistent with the objectives of the NPPF.

### **Background**

This application is similar in nature to 13/00878/FUL which was dismissed at appeal on the grounds of highway safety due to the lack of a turning head on Tempest Mews. This application seeks to address this matter. As the majority of the application is similar to the earlier submission many of the comments will also be similar.

### **Access:**

The site is bounded by Austen Way, Typhoon Close and Tempest Mews. Austin Way and Typhoon Close are not yet formally adopted but are included within a legal agreement under Section 38 of the Highway Act 1980, which when concluded will secure their adoption as public highways. The area to the front of Ramslade House on Austin Way forms part of a shared footway/cycleway and this facility must be maintained to serve the wider accessibility needs of the development. Measures will be required to prevent vehicles from parking on it and these will need to be agreed with the Highway Authority. Tempest Mews should be brought up to an adoptable standard, as would the current recreational footpath between Ramslade House and the ornamental garden.

The applicant has indicated a turning head in the centre of Tempest Mews. The Highway Officer is satisfied that a refuse vehicle will be able to turn within the space provided. The provision of this facility should be secured by condition.

Drawings have been amended in the course of the consideration of the application to address concerns that the footway that runs behind the turning head could be blocked when bins are placed there on collection day - the bin collection point now lies further into the site away from the footway.

It is also noted that the current hoggan path that runs adjacent to the open space would be altered to a more formal paved surface, this would be sought to provide a safe and adopted path to the units fronting the open space.

The adoption of Tempest Mews, including the turning head, will be sought. In any event the Highway Officer requires the adoption of the footway on the east side of Tempest Mews linking from Austin Way to the path running along the northern edge of the open space to the south. This could be dealt with by way of an addendum to the existing highway agreement (S38), secured through a Section 106 agreement.

### Parking

The Parking Standards (July 2007) Supplementary Planning Document sets a requirement for two car parking spaces for 3 bedroom dwellings together with the provision of 1 visitor space per 5 new dwellings. The scheme submitted provides a total of 32 parking spaces with 24 car parking spaces being allocated for the 12 no. new dwellings, the rest would be for visitors to existing or new residents. In addition a further 7 visitor spaces are proposed adjacent to the play area on an area formerly proposed for recycling facilities which have now been relocated elsewhere within the development.

There are varying levels of parking provided across The Parks development. The level of parking approved as part of the original, wider scheme is somewhat lower than the current standards and it is acknowledged that this has created some parking pressures within parts of the wider development. However this submission proposes sufficient parking for the scale of development and meets current residential parking standards and exceeds the current requirements with respect to visitor parking which will help to mitigate any localised pressures.

In relation to the appeal against the refusal of the previous application the appellants noted that if Ramslade House had been used for community uses parking along the two sides of the site would have been utilised for that purpose and would have had its own impacts and demands for the parking. It was pointed out that the parking areas to either side of the site being used by existing residents are still in the appellant's ownership and could be removed or their use restricted at any time. It concluded that while residents are utilising these areas they do not have any rights to these parking areas and all of the houses along Tempest Mews and Typhoon Close facing the development site have a garage and driveway parking.

The appeal Inspector referred to this matter in his decision letter but did not conclude that parking concerns were a reason to dismiss the appeal.

Concerns have been raised about the possible road safety implications of the additional visitor parking close to the children's play area. There are 3 lay-by spaces currently in this location. These spaces have to be accessed by a vehicle parallel parking which means that any vehicles that enter the road are likely to pull over onto the other side of the road and have to reverse into the space which could lead to conflict with other road users. Vehicles do have the option of turning around in the turning head at the end of Typhoon Close and then returning to the bays on the correct side of the road but a reversing manoeuvre into the bay is still required which could heighten the chance of conflict near to the bend.

Whilst the proposal is for more parking spaces which would increase activity, the parking manoeuvre to access the proposed spaces is simpler and less likely to lead to vehicles trying to access a bay by reversing into it.

The increased level of provision will help reduce demand for on-street parking from residents and other users of the open space. The parking area is still located well away from the crossing point on the road and thus the route for pedestrians using the play area will not be adversely affected. Footways are to be provided in the area, some of which will be enhanced by the proposal, and thus the need for pedestrians to walk in the road has been removed in this part of the site.

It is important to note that no details have been submitted regarding the management and maintenance of the parking spaces. It is assumed that the residential spaces would be included in the freehold of the dwellings. The delivery of the 15 visitor spaces is crucial to the scheme and the Highway Authority therefore recommends that the parking layout is secured and retained by condition.

In respect of bicycle parking, the proposals include garden sheds and rear access gates to all the gardens for the secure storage of bicycles in line with the requirements of the Parking Standards (July 2007) SPD.

#### Vehicle Movements:

The provision of 12 3-bedroom town houses has the potential to generate an additional 84 (12 x 7) movements per day. This would add in the region of 9 trips to both the a.m. and p.m. periods. This represents an increase of 1.6% on the peak hour trip generations agreed as part of the Transport Assessment when the original development received approval. An application of this scale falls outside the threshold requiring the submission of a Transport Assessment. The provision of additional residential development will add to the cumulative pressures on the highway network. Mitigation for these impacts could be provided by the use of CIL receipts (see Section 14 below).

Overall, no objection is raised on highway grounds subject to conditions and obligations to address the matters raised above.

## **12. BIODIVERSITY**

The submitted bat reports (Internal Bat Inspection Report; The Parks Bat report) both detail evidence of use by bats of Ramslade House as a roost. However, both these reports are now considered out of date. Surveys for The Internal Bat Inspection Report were carried out in February 2008 and the surveys for The Parks Bat Report were carried out in summer 2011. In accordance with BS 42020:2013 Biodiversity - Code of practice for planning and development, surveys are considered out of date if they are more than two/three years old. Therefore, up to date surveys to determine the status of bats in Ramslade House are required.

It is considered that the cumulative risk of impacting on protected species from these points signifies that an ecological survey is required to be conducted by a qualified ecologist. Therefore, an ecological survey including consideration of other species potential is required to comply with policies CS1 and CS7 to protect and enhance biodiversity.

It will be noted that further survey work is being carried out at the end of June and an update will be provided in the supplementary report.

### **13. SUSTAINABILITY STATEMENT AND ENERGY DEMAND ASSESSMENT**

The NPPF outlines how the impacts of climate change and the delivery of renewable and low carbon energy and associated infrastructure is central to the economic, social and environmental dimensions of sustainable development. Para 96 of the Framework states that in determining planning applications, Local Planning Authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

CSDPD Policy CS10 requires the submission of a Sustainability Statement demonstrating how the proposals meet current best practice standards. A condition is recommended to be imposed to ensure that this is implemented.

CSDPD Policy CS12 requires the submission of an Energy Demand Assessment demonstrating how the development's potential carbon dioxide emissions will be reduced by at least 10% and how 20% of the development's energy requirements will be met from on-site renewable energy generation.

The applicant has provided an Energy Statement demonstrating that through passive design the overall reduction in Carbon emissions would be reduced by 6% over that of Part L 2010 and on top of this 20% of the development's energy demand would be provided as a result of implementing Solar PV.

As the applicant has used Part L 2010 as the baseline, the overall Carbon emission reduction will be greater than the current policy requirement which asks for it to be assessed against Part L 2006. Therefore the applicant's approach is in accordance with Policy CS12. A condition is recommended to be imposed to secure compliance with the submitted statement.

### **14. PLANNING OBLIGATIONS AND CIL**

The application should comply with guidance in:-

- o Planning Obligations SPD, this came into effect (with CIL) on 6 April.
- o TBHSPA Avoidance and Mitigation SPD.

This Application is for CIL chargeable development. It lies within the Outer Bracknell CIL Charging Zone. CIL payments may be used to mitigate the impact on the following which would previously have been addressed by contributions secured by a s106 agreement:-

- the wider transportation network
- open space and outdoor recreational facilities
- built sports facilities serving the development
- local education facilities
- local library facilities
- local community facilities
- local youth facilities
- part of the measures to avoid and mitigate the impact of residential development upon the Thames Basins Heath Special Protection Area (SPA)

Matters to be secured by S106 Agreement now comprise:-

- provision of an artwork in the commemorative garden
- a financial contribution to cover that long-term maintenance of the commemorative garden (to reflect the higher level of horticultural maintenance required compared with the informal open space it will replace)
- the applicant entering into an appropriate S38/S278 agreement to provide adopted routes to serve the development
- the main measures to avoid and mitigate the impact of residential development upon the Thames Basins Heath Special Protection Area (SPA) (see Section 15 below)
- The provision of affordable housing

### Affordable Housing

Policies CS16 and CS17 of the CSDPD (in relation to housing needs and affordable housing) can be afforded full weight (in relation to para. 215 of the NPPF) as they are consistent with para. 50 of the NPPF which relates to delivering a wider choice of homes, a mix of housing and affordable housing. The Council's affordable housing policy currently applies to proposals involving 15 net dwellings or more.

Although the development on its own falls below the threshold (15 dwellings) it is felt appropriate to consider it as an element of a larger development. Subject to viability, 25% of the units proposed (3no. houses) should be affordable.

The Council's Housing Enabling Officer comments as follows:-

"The application form for the new proposal refers to 3x 3-bed dwellings for intermediate housing. The layout plan shows the 3 houses in the north east corner as "HA" which is consistent with the previous proposal. A CIL Form 2 has been submitted which seeks CIL relief for the 3 affordable houses at plots 4, 5 and 6.

Number and Tenure - 25% of total of 12 = 3 affordable dwellings. The affordable housing should be delivered in line with the delivery model set out in the HCA Affordable Homes Programme Framework 2011-2015 with no reliance on Social Housing Grant for this Section 106 site.

Location - The affordable homes should be properly integrated into the development with no difference in external appearance compared to market housing. The applicant is proposing the 3 affordable houses in the north-eastern block which is acceptable.

Type and Size - The affordable housing should generally reflect the type and size of market housing. All 12 houses are 3-bed.

### Standards of Construction

There should be sustainable standards of construction in accordance with the HCA's Design and Quality Standards and including the following criteria:

- o Internal environment - minimum Housing Quality Indicator (HQI) scores for unit size, layout and noise
- o External environment - at least 12 out of 20 of the Building for Life criteria

Registered Provider

A Registered Provider which is active in Bracknell Forest will need to pay a price to the developer at a level which ensures the proposal will deliver the affordable housing as stated above."

The affordable units should be secured by planning obligations entered into by S106 Agreement.

## **15. THAMES BASIN HEATHS SPECIAL PROTECTION AREA (SPA)**

Relevant policy and guidance includes SEP Policy NRM6, CSDPD Policy CS14 and the Thames Basin Heath Avoidance and Mitigation Supplementary Planning Document. These policies seek to ensure that the development will not adversely affect the integrity of the Thames Basin Heaths SPA.

Outline planning permission 03/00567/OUT provided for the development of 605 dwellings (net) (730 dwellings gross) on the Staff College site. The passive open space provision for this permission and the subsequent reserved matters approval has been reviewed and it has been agreed with Natural England that the provision is acceptable as (suitable alternative natural green space (SANG) which can mitigate the impact of the development on the SPA

It has been established that the surplus SANG/passive OSPV at The Parks can accommodate the 12 dwellings associated with this application as well as the net increase of 7 dwellings associated with the appeal allowed on the pumping station site elsewhere on The Parks. Therefore, this application does not require any SANGs or Passive OSPV to satisfy the Council's policy and guidance requirements in order to comply with the Habitats Regulations.

In line with South East Plan Policy NRM6, the Council has reviewed its SPA avoidance and mitigation strategy in the form of the Thames Basin Heaths Special Protection Area Avoidance and Mitigation Supplementary Planning Document (SPASPD) (March 2012). This includes a requirement to secure financial contributions towards Strategic Access Management and Monitoring (SAMM) which will be calculated on a per bedroom basis. A contribution towards SAMM should be secured in association with this application.

The Council is satisfied, following consultation with Natural England, that the above measures will prevent an adverse effect on the integrity of the SPA. Pursuant to Article 6(3) of the Habitats Directive (Council Directive 92/43/EEC) and Regulation 61(5) of the Conservation of Habitats and Species Regulations (2012) permission may be granted.

## **16. CONCLUSIONS**

SALP Policy CP1 and paragraph 14 of the NPPF set out the Government's presumption in favour of sustainable development. This requires that development proposals should be approved that accord with the development plan or where the Development Plan is absent, silent or relevant policies are out of date unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or where specific policies indicate development should be restricted.

This report has concluded that the relevant development plan policies relating to the principle of development are up to date and consistent with the NPPF and as such should carry substantial weight.



The proposed development, which lies within a settlement, is considered to be acceptable in principle. It will involve the demolition of Ramslade House, a building dating from the 19th century which has links with the former use of the wider site as the RAF Staff College. This building is not listed and is not considered worthy of listing, is not required to be retained under the outline permission and accompanying s299A agreement for the development on The Parks and is in such a poor condition that its conversion into flats or other uses is unlikely to be economically viable. Accordingly, unfortunate though this may be, it is considered that its redevelopment for a well-designed residential scheme would be acceptable.

The appeal Inspector dealing with the previous, very similar, proposal on this site concluded as follows:-

"Drawing together my views the proposed development is entirely satisfactory in terms of its effect on the character and appearance of the area and would be beneficial in increasing the supply of housing. In addition whilst I note the range of other local concerns against the proposal under the heading "Other matters" above, they are not matters to stand against the proposal. However, I attach considerable weight to the highway safety issue. In my view the harm in this regard outweighs my finding on the main issue, and benefits of the proposed scheme such as the provision of additional housing, and is decisive in this case."

The current application addresses this matter, to the satisfaction of the Highway Authority, by the addition of a turning facility in Tempest Mews and related adjustments to visitor parking. The application is therefore recommended for conditional approval subject to the prior completion of a legal agreement to mitigate its impact on the SPA and to secure affordable housing, a contribution to the long-term maintenance of the commemorative garden, and provision of an artwork there, and an amendment to the s38 agreement.

## **RECOMMENDATION**

**Following the completion of planning obligation(s) under Section 106 of the Town and Country Planning Act 1990 relating to:-**

01.
  - provision of an artwork in the commemorative garden
  - a financial contribution to cover that long-term maintenance of the commemorative garden (to reflect the higher level of horticultural maintenance required compared with the informal open space it will replace)
  - the applicant entering into an appropriate S38/S278 agreement to provide adopted routes to serve the development
  - the main measures to avoid and mitigate the impact of residential development upon the Thames Basins Heath Special Protection Area (SPA)
  - The provision of affordable housing

That the Head of Planning be authorised to **APPROVE** the application subject to the following condition(s):-

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:-  
AA3120/2.1/001H: Site Layout  
AA3120/2.1/002B: Roof Plan  
AA3120/2.1/003: Elevations & Views  
AA3120/2.1/004: Site Location Plan  
AA3120/2.1/008A: House Type 3BA & 3BAv1  
AA3120/2.1/009A: House Type 3BB & 3BBv1  
AA3120/2.1/011: Street Elevations  
AA3120/2.1/012: Street Elevations  
CSA/2262/100E: External Works Plan  
CSA/2262/101E: Planting Plan  
CSA/2262/102A: Detailed Landscape Plan  
Surface Water Drainage Strategy ref: ST290572/DB/DW/221  
REASON: To ensure that the development is carried out only as approved by the Local Planning Authority.
03. The development hereby permitted shall not be begun until details of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved 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: BFBLP EN20, Core Strategy DPD CS7]
04. None of the dwellings hereby permitted shall be occupied until the turning head on Tempest Mews has (a) been constructed in accordance with the approved plans and (b) is available for use. It shall thereafter be retained and kept available for turning.  
REASON: In the interests of highway safety.  
[Relevant Policies: Core Strategy DPD CS23]

05. None of the dwellings hereby permitted shall be occupied until a means of access to it for pedestrians and/or cyclists has been constructed in accordance with the approved plans.  
REASON: In the interests of accessibility and to facilitate access by cyclists and/or pedestrians.  
[Relevant Policies: BFBLP M6, Core Strategy DPD CS23]
06. None of the dwellings hereby permitted shall be occupied until the associated vehicle parking spaces serving the development, including visitor parking, have been provided in accordance with the approved drawings. The spaces shall thereafter be kept available for parking at all times.  
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 Policies: BFBLP M9, Core Strategy DPD CS23]
07. There shall be no restrictions on the use of the car parking spaces shown on the approved plan as visitor parking for visitors to the dwellings hereby permitted.  
  
REASON: To ensure that the development is provided with adequate car parking to prevent the likelihood of on-street parking which would be a danger to other road users.  
[Relevant Policy: BFBLP M9]
08. The dwellings hereby permitted shall not be occupied until cycle parking facilities have been provided in accordance with the approved plans. The cycle parking spaces and facilities shall thereafter be retained.  
REASON: In the interests of accessibility of the development to cyclists.  
[Relevant Policies: BFBLP M9, Core Strategy DPD CS23]
09. No development shall take place until a scheme has been submitted to and approved in writing by the Local Planning Authority for external site lighting serving the parking areas, including lighting units and levels of illumination. The approved scheme shall be implemented before the first use of that area and the lighting retained in accordance therewith.  
REASON: In the interests of the amenity of the neighbouring properties and biodiversity.  
[Relevant Plans and Policies: BFBLP EN20, Core Strategy DPD CS7]
10. 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, unless the Local Planning Authority gives written consent to any variation.

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

[Relevant Policies: BFBLP EN2 and EN20, Core Strategy CS7]

11. No dwelling shall be occupied until all works that form part of the approved surface water drainage strategy have been carried out.  
REASON: To ensure the provision of surface water drainage.
12. The development shall not be begun until a Sustainability Statement covering water efficiency aimed at achieving an average water use in new dwellings of 110 litres/person/day, has been submitted to, and agreed in writing by, the Local Planning Authority. The development shall be implemented in accordance with the Sustainability Statement, as approved, and retained as such thereafter.  
REASON: In the interests of sustainability and the efficient use of resources.  
[Relevant Policy: Core Strategy DPD CS10]
13. The development hereby permitted shall be implemented in accordance with the Energy Statement prepared by FES (dated September 2013) and thereafter the buildings constructed by the carrying out of the development shall be operated in accordance with the submitted Energy Statement.  
REASON: In the interests of sustainability and the efficient use of resources.  
[Relevant Policy: Core Strategy DPD CS12]
14. The development hereby permitted (including any demolition) shall not be begun until details of a scheme (Working Method Statement) to control the environmental effects of the demolition and construction work has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include:
  - (i) control of noise
  - (ii) control of dust, smell and other effluvia
  - (iii) site security arrangements including hoardings
  - (iv) proposed method of piling for foundations
  - (v) construction and demolition working hours
  - (vi) hours during the construction and demolition phase, when delivery vehicles or vehicles taking materials are allowed to enter or leave the siteThe development shall be carried out in accordance with the approved scheme or as may otherwise be agreed in writing by the Local Planning Authority.  
REASON: In the interests of the amenities of the area.
15. The development hereby permitted shall not be begun until a scheme has been submitted to and approved in writing by the Local Planning Authority, to accommodate:
  - (a) Parking of vehicles of site personnel, operatives and visitors
  - (b) Loading and unloading of plant and vehicles
  - (c) Storage of plant and materials used in constructing the development
  - (d) Wheel cleaning facilities
  - (e) Temporary portacabins and welfare for site operativesand each facility shall be retained throughout the course of construction of the development, free from any impediment to its designated use. No other areas on the site, other than those in the approved scheme shall be used for the purposes listed (a) to (e) above without the prior written permission of the Local Planning Authority.  
REASON: In the interests of amenity and road safety.

16. The areas shown for soft landscaping purposes on the approved plans shall thereafter be retained as such and shall not be used for any other purpose without the prior written permission of the Local Planning Authority.  
REASON: In the interests of good landscape design and the visual amenity of the area.  
[Relevant Policies: BFBLP EN2 and EN20, Core Strategy DPD CS7]
17. The development hereby permitted (including site clearance and demolition) shall not be begun until:-  
(i) all the buildings/structures on the site and any trees to be felled have been further surveyed for the presence of bats, and  
(ii) the further survey has been submitted to and approved by the Local Planning Authority, and  
(iii) either the Local Planning Authority have agreed that no relocation of bats is necessary or the relocation of any bats has been achieved in accordance with mitigation and monitoring proposals previously submitted in writing to and approved by the Local Planning Authority.  
REASON: In the interests of nature conservation  
[Relevant Plans and Policies: Core Strategy DPD CS1]
18. The development hereby permitted shall not be begun until a scheme for on-site provisions to encourage wildlife has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include planting of value to wildlife and the installation of bat boxes and a timetable for implementation. The approved scheme shall be observed, performed and complied with.  
REASON: In the interests of nature conservation.  
[Relevant Plans and Policies: Core Strategy DPD CS1]

Informative(s):

01. 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.

In the event of the S106 planning obligation(s) not being completed by 28 August 2015 the Head of Planning be authorised to **REFUSE** the application on the grounds of:-

01. 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 Avoidance and Mitigation Supplementary Planning Document (2012).
02. The occupants of the proposed development would unacceptably increase pressure on the transportation network and upon local open spaces. In the absence of provision being made, in terms that are satisfactory to the Local Planning Authority to secure suitable adopted routes to serve the development and the long-term maintenance of the commemorative garden, the proposal is contrary to Policies R4 and M4 of the Bracknell Forest Borough Local Plan, Policies CS6, CS8 and CS24 of the Core Strategy Development Plan Document and to the Planning Obligations Supplementary Planning Document (2015).

Doc. Ref: Uniform 7/DC/Agenda

The application file to which this report relates can be viewed at the Council's Time Square office during office hours or online at [www.bracknell-forest.gov.uk](http://www.bracknell-forest.gov.uk)