



# RUNNYMEDE BOROUGH COUNCIL

## PLANNING COMMITTEE

22 DECEMBER 2004

### APPENDICES

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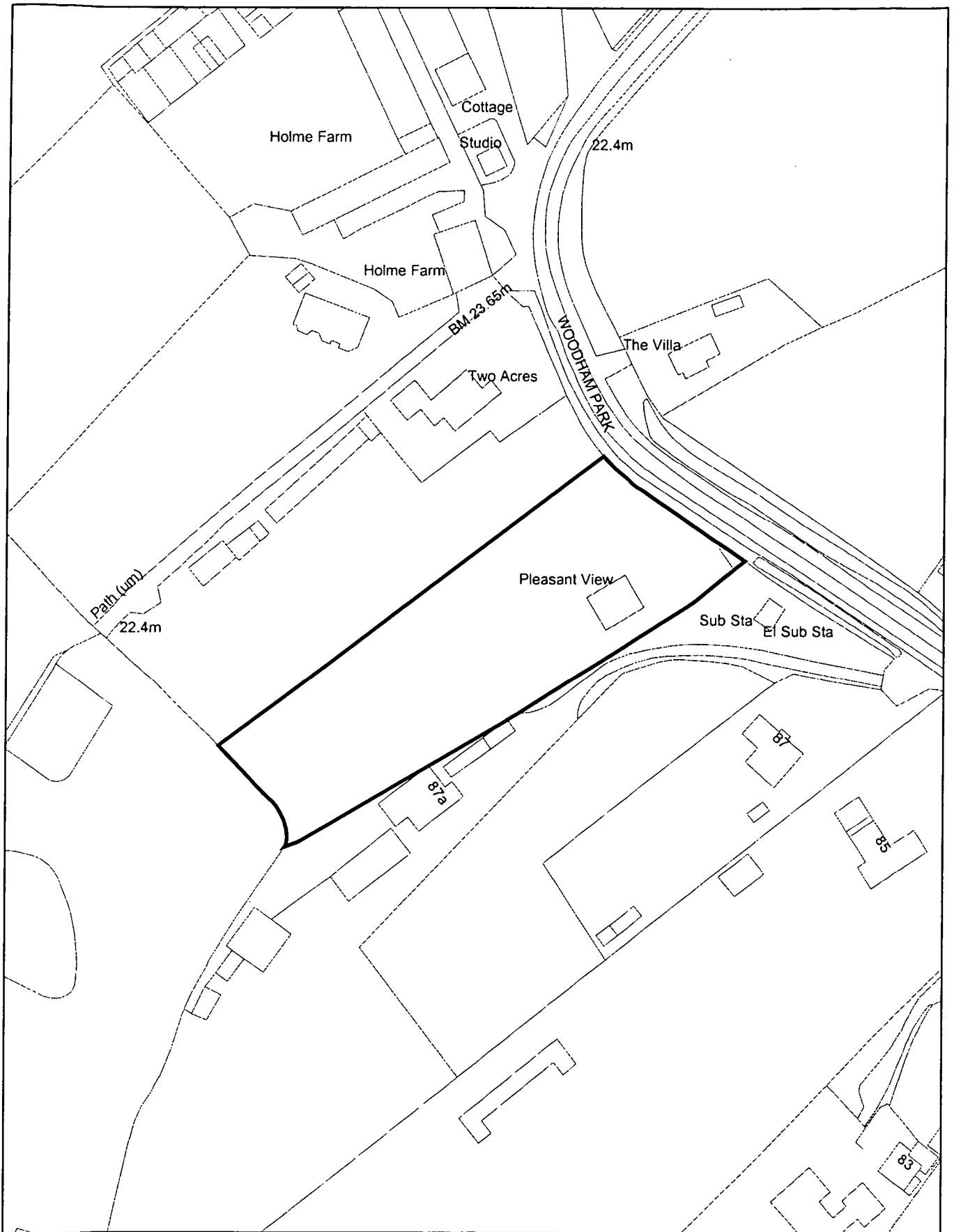
## APPENDIX '1'


**Comments on the following requested Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks – Consultation Paper views:**

1. 1. Is the process of SA clear and feasible? If not, what further information would help?
  - • Yes the process is reasonably clear, however the Stage A5 Testing the plan objectives against the SA Framework could give rise to some confusion in that the test should be taken after the scope has been agreed – which is Stage A6.
2. 2. Are the requirements of the SEA Directive clear? If not, what further information would help?
  - • There will be inevitable confusion regarding the SEA and SA process. It is accepted that this will take European Case law to resolve.
3. 3. Is the relationship between SA and SEA clear?
  - • Para 1.2.3 “SA should”, the use of this language could give an indication of discretion on the part of the RPB and LPA. Adherence to the requirements of the directive is not optional, it is mandatory. Therefore, the word “should” could be replaced with “shall”.
4. 4. Is the relationship between SA and plan-making for RSSs, DPDs and SPDs clear? If not, what further guidance is needed?
  - • The relationship here is clear, however there is no mention that if a LPA adopts the output of a RSS (i.e. Housing allocation) the responsibility for checking the robustness of the SA, remains with the LPA.
5. 5. Does the guidance deal equally with social, environmental, and economic issues?
  - • Yes.
6. 6. Is the process for developing the SA Framework, including sustainability objectives and indicators, clear (Annex 5)? Should the guidance be prescriptive in the objectives and indicators to be used?
  - • The SA Framework etc is a good starting point. As for prescriptive objectives, it is felt that this would not be any beneficial use to local management and ownership of sustainable development
7. 7. Are the requirements for identification and assessment of options, particularly assessment of their cumulative effects, clearly set out?
  - • The assessment of the cumulative effects is an extremely complicated exercise, and one that will provide ample material for challenge on issues of robustness.
8. 8. How valuable is the matrix-based approach to assessing the effects of the plan and plan options?
  - • Quite valuable.

9. 9. Are there other information sources we should include (Annex 3)?
- • Simply stating that data is almost undoubtedly held in a number of source across an authority, and that this should be a starting point.
10. 10. Are there other sources of social, environmental and economic objectives at international, Community and national levels we should include (Annex 1)?
- • No.
11. 11. Is the proposed monitoring structure (Annex 11) clear and feasible?
- • Two questions - determination of significant effects in terms of the SEA regulations could conflict with significant effects in terms of the SA. there does not appear to be an appreciation of this possible conflict and how it might be resolved.
12. 12. Is the structure of the guidance clear and easy to follow?
- • Yes

9. 9. Are there other information sources we should include (Annex 3)?
- • Simply stating that data is almost undoubtedly held in a number of source across an authority, and that this should be a starting point.
10. 10. Are there other sources of social, environmental and economic objectives at international, Community and national levels we should include (Annex 1)?
- • No.
11. 11. Is the proposed monitoring structure (Annex 11) clear and feasible?
- • Two questions – determination of significant effects in terms of the SEA regulations could conflict with significant effects in terms of the SA. there does not appear to be an appreciation of this possible conflict and how it might be resolved.
12. 12. Is the structure of the guidance clear and easy to follow?
- • Yes



	SCALE 1:1,250	ADDRESS: PLEASANT VIEW WOODHAM PARK ROAD WOODHAM	Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office. © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Runcorn Borough Council. 100006086.
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**RUNNYMEDE BOROUGH COUNCIL  
BOROUGH TECHNICAL SERVICES DEPARTMENT**

**Mr P. Sims, Dip E.P., M.R.T.P.I.  
Director of Technical Services  
Civic Offices  
Station Road  
Addlestone  
Surrey KT15 2AH**



**TOWN AND COUNTRY PLANNING ACT 1990  
TREE PRESERVATION ORDER**

**LOCATION: Land to the Rear of 182 and 208A New Haw Road, New Haw**

**DATE: 03/08/2004**

**SCALE: 1:500**



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APPENDIX 'D'

PLANNING APPLICATIONS DETERMINED BY  
 \*\*\*\*\*  
 DIRECTOR OF TECHNICAL SERVICES  
 \*\*\*\*\*

**FROM 22ND NOVEMBER TO 3RD DECEMBER 2004**

<u>APP. NO.</u>	<u>LOCATION AND PROPOSAL FOLLOWED BY DECISION</u>
04/1069	Halfacre, 14 Northcroft Road, Englefield Green, Egham Erection of single storey side and rear extension and creation of bay window to existing rear elevation following demolition of existing stores and erection of entrance gates and posts (amended description) <b>DECISION: GRANT</b>
04/1091	Park End, 2 Whitehall Lane, Egham Installation of 3 No. windows and internal alterations to form 2 No. additional bedsitting rooms and 1 No. additional bedroom for owner's family and retention of an additional bedsit on the ground floor. <b>DECISION: GRANT</b>
04/1118	6 Salesian Gardens, Chertsey Conversion of roofspace to habitable accommodation incorporating rooflights to front and rear elevations and two dormer windows to the rear elevation. (Revised plans and amended description 28/10/04) <b>DECISION: GRANT</b>
04/1122	TASIS, Coldharbour Lane, Egham Conversion of single storey timber frame classroom building into a disabled residence for a period of 2 years. <b>DECISION: GRANT</b>
04/1123	Woodcroft, Roberts Way, Englefield Green, Egham Replacement bungalow following demolition of existing dwelling and outbuildings, erection of double garage and boundary wall and entrance gates. <b>DECISION: REFUSE</b>
04/1131	Staines Town Hall, Market Square, Staines Adjoining Authority consultation for full planning permission for conversion to Class A3 (food and drink) with associated alterations. <b>DECISION: NO OBJECTION</b>

APP. NO.      LOCATION AND PROPOSAL FOLLOWED BY DECISION

- 04/1136      49 Ayebridges Avenue, Egham  
Conversion of loft with the insertion of dormer windows on the front, side and rear elevations.  
**DECISION:**                      **GRANT**
- 04/1138      Byways, 14 Crown Road, Virginia Water  
Replacement entrance gates and piers.  
**DECISION:**                      **GRANT**
- 04/1140      44 St. Jude's Road, Englefield Green, Egham  
Two storey rear extension following demolition of existing kitchen and toilet and rear dormer window. (Amendment to RU.04/0483)  
**DECISION:**                      **REFUSE**
- 04/1142      6 Langham Place, Egham  
Erection of two storey side and single storey side and rear extensions with insertion of velux windows.  
**DECISION:**                      **GRANT**
- 04/1143      2 Badgers Hill, Virginia Water  
Erection of conservatory to rear of property.  
**DECISION:**                      **GRANT**
- 04/1146      1 Stepgates Close, Chertsey  
Erection of single storey rear extension.  
**DECISION:**                      **REFUSE**
- 04/1152      17 Gleeson Mews, Addlestone  
Reduction in height of Oak tree by 5 metres protected by Tree Preservation Order in rear garden.  
**DECISION:**                      **GRANT**
- 04/1154      168 Eastworth Road, Chertsey  
Erection of part two storey, part single storey side and rear extension following demolition of existing extensions.  
**DECISION:**                      **REFUSE**
- 04/1158      4 Meadway Drive, Addlestone  
Erection of single storey rear extension.  
**DECISION:**                      **REFUSE**

APP. NO.      LOCATION AND PROPOSAL FOLLOWED BY DECISION

- 04/1159      129A Guildford Street, Chertsey  
Construction of a flat roof and installation of a rooflight to the rear, following the demolition of a pitched roof (Listed Building Consent).  
**DECISION:**                      **REFUSE**
- 04/1160      129A Guildford Street, Chertsey  
Construction of a flat roof and installation of a rooflight to the rear, following demolition of a pitched roof.  
**DECISION:**                      **REFUSE**
- 04/1162      Stadbury, 36 Hamhaugh Island, Shepperton  
Adjoining Authority consultation for the erection of two x ground floor front extensions (facing the island).  
**DECISION:**                      **NO OBJECTION**
- 04/1166      4 Chaworth Close, Ottershaw, Chertsey  
Erection of single storey rear extension with lantern style rooflight.  
**DECISION:**                      **REFUSE**
- 04/1167      5 Laburnum Place, Englefield Green, Egham  
Erection of single storey rear extension following demolition of existing outbuilding.  
**DECISION:**                      **GRANT**
- 04/1169      61 Woodham Park Road, Woodham, Addlestone  
Erection of two storey rear extension and single storey side extension following demolition of existing side extension.  
**DECIISON:**                      **GRANT**
- 04/1176      6 Northcroft Road, Englefield Green  
Erection of attached single storey garage to front of property.  
**DECISION:**                      **GRANT**
- 04/1178      14 Bourne Meadow, Egham  
Felling of Walnut tree subject to Tree Preservation Order.  
**DECISION:**                      **REFUSE**
- 04/1182      4 Melbury Close, Chertsey  
Crown reduction by 20% and thinning by 10% of Oak tree in rear garden covered by Tree Preservation Order and within Chertsey Conservation Area.  
**DECISION:**                      **GRANT**

<u>APP. NO.</u>	<u>LOCATION AND PROPOSAL FOLLOWED BY DECISION</u>
04/1183	First Floor, 1A London Street, Chertsey Change of use from B1 to part D1 fitness club and associated offices. <b>DECISION: GRANT</b>
04/1184	21 Howards Lane, Addlestone Erection of single storey rear extension. <b>DECISION: REFUSE</b>
04/1185	Mayfield, The Drive, Virginia Water Erection of detached car port at front of property, erection of entrance gates, brick piers and wrought iron fencing. <b>DECISION: REFUSE</b>
04/1186	47 Howards Lane, Addlestone Erection of two storey side extension. <b>DECISION: REFUSE</b>
04/1187	39 Glebe Road, Egham Erection of single storey side extension. <b>DECISION: GRANT</b>
04/1188	61 Harpesford Avenue, Virginia Water Erection of a single storey rear extension. <b>DECISION: GRANT</b>
04/1189	Weir Cottage, Bridge Road, Chertsey Demolition of attached outbuilding and installation of rear dormer with internal alterations and installation of replacement windows, doors to first floor balcony, 3 No. rooflights and replacement roofs to side verandahs. (Amended description 25/11/04) <b>DECISION: GRANT</b>
04/1193	74 Bourneside Road, Addlestone Erection of two storey rear and single storey front extensions. <b>DECISION: GRANT</b>



FAO: Peter Jenkins  
Runnymede Borough Council  
Civic Offices  
Station Road  
Addlestone  
Surrey, KT15 2AH



# Barton Willmore

Planning

3538/A3/LN/lw

12<sup>th</sup> July 2004

Dear Sir

**PLANNING APPLICATION FOR FRANKLANDS DRIVE, ROW TOWN, ADDLESTONE (RU.04/0121): AFFORDABLE HOUSING NEED**

We write in relation to the above application for planning permission, and further to our submission on 25<sup>th</sup> June 2004 of a report on housing needs in Runnymede, prepared by Pioneer Property Services.

We recognise that there must be a great temptation for the Council to note the conclusions in our reports but to await the outcome of the next Housing Needs Survey (HNS). From the evidence presented in our reports and summarised in this letter there can be no doubt that the number of households now eligible for affordable housing has increased since the last HNS and I expect that you would not disagree with this finding. The issue that arises is, why would the Council wish to wait, probably a further year for its own survey to demonstrate this finding, rather than taking action now to meet a range of affordable needs at Franklands Drive. If the Council takes a further year to determine actual needs, then the backlog of need would have worsened.

Even if the Council identify an increased affordable need in a year's time, the sources of supply to meet this need will not have improved from the current position outlined in our report on affordable needs and supply, submitted with the planning application. The changes to thresholds and quotas proposed to increase the amount of affordable housing through windfall sites will have a limited impact on meeting need and this can be demonstrated by reference to projections of windfall sites.

In reconsidering the Housing Needs Survey (HNS) 2001 in the light of the Pioneer report, we direct your attention to two main issues, namely:

1. *Quantitative*: the data used in the HNS is now considerably out-dated, particularly in respect of house prices, which have increased dramatically since 2001; and
2. *Qualitative*: the HNS focuses on social housing, to the extent that wider affordability needs and concerns are almost excluded. Recent policy statements relating to affordable housing have emphasised the importance of considering the 'intermediate' needs of 'key workers'.



Certificate No. FS 29437

**Town Planners • Environmental Consultants  
Architects • Master Planners • Project Services**

Contact: Lee Newlyn, Christopher Brett, Iain Painting,  
Les West, Jolande Bowater, Mark Hendy, Iestyn John

A list of partners can be inspected here and at our associated offices in:  
Bristol Cambridge Edinburgh Leeds London West Malling (Kent)

Whilst we are aware that the Council is commissioning a new HNS in the near future, these issues are of significant weight and should therefore be taken into account by the Council in their consideration of the above application. The issues are considered below.

### Quantitative Assessment Update

Average house prices in Runnymede have increased significantly since the HNS was undertaken, as shown in the table below, with an overall average increase in house prices of 36%. It is interesting to observe the pattern across different housing types. Whilst detached dwellings have increased in price by an average 9%, flat/maisonette dwellings have increase by 68% over the same period, indicating that house price growth has been most dramatic in smaller types of dwellings. The differential growth in prices across house types is likely to impact most severely upon those seeking to enter the owner occupation housing market, as demand from first-time buyers tends to be for smaller types of dwellings.

#### **Average Property Prices in the HNS (Table A1.5) compared with up-to-date Figures for the First Quarter of 2004**

	Detached	Semi-Detached	Terraced	Flat/Maisonette	OVERALL
HNS (July-Sept 2000)	£433,774	£172,223	£151,443	£115,116	£207,144
Update (Jan-Mar 2004)	£474,041	£233,098	£212,327	£192,920	£281,274
Percentage Increase	+ 9%	+ 35%	+ 40%	+ 68%	+ 36%

Source: HNS (2001) and Land Registry (2004)

Information available on average household incomes at local authority level is not as up-to-date as that for house prices. The most recent figures that Surrey County Council could provide were for 2002, which quoted £34,200 as the average household income for Runnymede. This compares with the HNS figure of £30,232 (including non-housing benefits). Whilst figures for 2004 are not yet available, it is unlikely that incomes have increased significantly, especially in comparison with the dramatic growth in house prices.

The HNS was conducted on the basis that a household was in need of affordable housing if they were unable to obtain private property at the minimum price available without using more than 30% of their gross income to obtain a mortgage or using more than 30% of their net income towards rent. As a result of the significant increase that has occurred in house prices, a greater number of households must now be in need of affordable housing than was estimated in the HNS.

### Qualitative Evaluation Parameters

As noted in the Pioneer report, there has been an increased awareness in the three years since the publication of the HNS of the need to provide affordable housing across a broader spectrum of need. In particular, there is now significant emphasis at all levels of government on the importance of considering the needs of 'key workers' and the provision of 'intermediate' affordable housing.

The housing problems faced by key workers in the County of Surrey are now well documented. A multiplier of over six times average incomes is needed to buy the average house, but significantly higher multipliers are needed by many key workers (*Affordable Housing Needs in*

Surrey, January 2003). This is resulting in considerable and growing recruitment and retention problems within the County. There is much anecdotal evidence of these issues, which particularly affect the public sector, although voluntary and private sector organisations are increasingly experiencing problems (*Housing to underpin economic success*, September 2001).

The need for 'intermediate' housing provision for key workers that is widely acknowledged across Surrey is critically needed in the Borough of Runnymede. Research conducted on behalf of the Joseph Rowntree Foundation (JRF, 2003) looked at salaries for nurses, policemen, social workers and teachers and compared them with the income needed to purchase a property. It was found that in Runnymede, key workers earn only 40.6% of the income required to get onto the owner-occupation housing ladder. This is even lower than the Greater London average of 46.5%.

The Council's Key Worker Housing Strategy (July 2002) acknowledges the 'key worker' problem in Runnymede. It sets out the findings of various research studies on the topic, including information obtained by the Starter Home Initiative (Section 4.2). This identified serious recruitment difficulties in a number of different fields, for example:

- Hospital Staff – St Peter's Hospital has experienced problems in the recruitment of a range of nursing, support, and ambulance staff. Similarly, in August 2000, the Surrey Ambulance Service had a 20% vacancy amongst entry-level ambulance care assistants;
- Teachers – Both the County Council and local schools reported recruitment and retention difficulties, particularly amongst newly qualified teachers. Local schools in Runnymede indicated that around 10% of teaching posts remained unfilled; and
- Fire Brigade Staff – Surrey Fire and Rescue Service have experienced long-term vacancies amongst technicians, in addition to other employees, with many employees commuting from outside of the County.

The results of the Council's postal survey of employers within Runnymede are also relevant (Key Worker Housing Strategy, Section 4.4). This shows that over 40% of employers are having problems with the recruitment and retention of staff (as far back as December 2001). It is interesting to note that 96% of employers have difficulty in recruiting workers for jobs with salaries of up to £30,000. Recruitment for jobs with salaries of over £30,000 is not generally considered to be a problem, with only 4% of employers noting any difficulties.

In terms of quantifying the level of affordable housing need arising from key workers in Runnymede, the HNS (Chapter 15) provides only a starting-point, as it assesses what are effectively *critical* levels of key worker housing need. The HNS adopts a "*different view of what might constitute a key worker*" (page 98, HNS) to other assessments, restricting its analysis to households where either the head of the household or their partner is in employment, *and* the household is unable to afford market housing. It identifies a considerable number of households in Runnymede that contain this definition of key workers (estimated at 2,336), and states that 628 would need to move house within the next five years, with over half of these (377) looking to move into Council (social rented) properties.

### **Consideration**

We conclude that the HNS 2001 seriously underestimates housing needs in the borough in the period to 2006. Dramatic increases in house prices since the survey was undertaken mean that a significantly greater proportion of households have incomes below that required to obtain owner occupied or private rented housing in Runnymede. Key worker needs are great and have not been adequately appreciated in the HNS, as the assessment was narrowly focused on

demand for social rented accommodation. Housing policy at all levels of government now emphasise the fundamental importance of meeting the needs of key workers for intermediate housing market provision, as the repercussions on both local and regional economies are acknowledged to be very serious. A lack of appropriate accommodation for key workers within the County and Borough is already resulting in demonstrable harm in this respect. We note that in the modifications to the Structure Plan, key worker needs are to be separately identified from other needs.

The modifications to the Structure Plan (DN11) now requires that 40% of new housing provision in the county should be affordable, including for key workers. In Runnymede new housing provision (L06) is identified as 2,030 dwellings 2001 to 2016. 40%, 812 dwellings, must be affordable to meet this requirement. This total cannot be achieved without major site releases for affordable housing, as 40% affordable housing will not be achieved from the sources that comprise the 2,030 dwellings.

We consider that there is evidence available that clearly proves that the HNS now represents a significant under-estimation of the levels of need for affordable housing in the Borough. In the context of the current housing market climate, the HNS's findings can be considered to represent only social rented and critical housing needs at the most, rather than providing a comprehensive assessment of the whole spectrum of need for affordable housing. As you know it is our case that the Franklands Drive proposals for 100% affordable dwellings will contribute significantly towards meeting the current shortfall in the provision of affordable homes in the period to 2006 and thereafter, provide a mix of dwelling types and tenures and thereby promoting a sustainable community.

We have attempted to contact you to discuss the enclosed and other points raised by consultations and would be grateful if we could meet to discuss these matters.

Yours sincerely



**LEE NEWLYN**  
Senior Planning Partner

cc. Mark Hendy  
Jennifer Hainsworth  
Jamie Borwick  
Peter Morton  
David Robinson

**KEY OF ABBREVIATIONS:**

**Tenure mix**  
 SO = Shared Ownership  
 RT = Rented units

**Provided for**  
 GN=General Needs  
 KW=Key Worker  
 SP= Supported Housing

**Registered Social Landlords**  
 SCDT = Surrey Community Development Trust  
 APEX = Apex Housing Group formerly Spelthorne H.A.  
 TVHA = Thames Valley Housing Association  
 ECHT = English Churches Housing Group  
 RSMHA = Rosemary Simmons Memorial Housing Association  
 SHHA = Surrey Heath Housing Association/Peerless Housing Group

**COMPLETIONS**

TYPE OF SCHEME & ADDRESS	NO. OF UNITS	TENURE MIX	PROVIDED FOR	TOTAL
<b>New Build</b>				
King's Lane, Englefield Green	13	RT	GN	
Aldwyn Place, Englefield Green (Hanover)	Total 56 Net gain 14	RT	SP	
Young Builders, Egham (Rosebery H.A.)	17	RT	GN	
Elm House 19/21 Blays Lane, Englefield Green (SCDT)	6	RT	SP	
Mead Lane, Chertsey	17	RT/SO	GN	
Sandgates, Chertsey	41*	RT	KW	
St Georges College	13*	RT	KW	
Chertsey Bridge Wharf	21	RT/SO	KW	
Barker Road	15	RT	GN	
<b>Acquisitions</b>				
6 shared units for people recovering from drug/alcohol addiction (ECHT)	6	RT	SP	163
<b>Airways Housing Trust</b>				
Purchase of existing properties in Egham	14	RT	GN	14
<b>Street Property Schemes (LASHG funded*)</b>				
Provision 1 Jan 01- 17 Aug 04				
Empty Homes - Leases (Hyde)	8	RT	GN	
Existing Satisfactory Properties (Apex)	19	RT	GN	
DIYSO (TVHA)	104	SO	GN	
Homebuy (TVHA)	49**	SO	GN	
Starter Home Initiative (TVHA)	-89	SO	KW	280
Purchase and Repair (RSMHA)	11	RT	GN	
<b>Total no of units provided to date</b>				<b>457</b>

\* Only 50% of the Sandgates and St Georges schemes have been counted toward total as some of the key workers housed were from abroad or out of this area.

\*\* The Starter Home total represents the total number of key workers who work in Runnymede who have been housed. The total previously reported was reduced by 2 units when the scheme closed in May 2004. These transactions were too late for S H I funding.

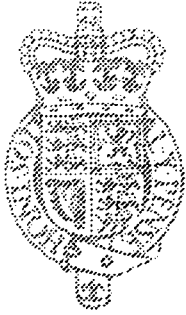
**IN DEVELOPMENT**

<b>SCHEME ADDRESS</b>	<b>NO. OF UNITS</b>	<b>TENURE MIX</b>	<b>PROPERTY TYPE</b>	<b>PROVIDED FOR</b>	<b>COMMENTS/ CURRENT POSITION</b>	<b>ESTIMATED COMPLETION DATE IF KNOWN</b>
Cerotus Place (Rosemary Simmons HA)	2	RT	2x 1 bed flats	GN	Started on Site July 2004.	March 2005
1-7 Barker Road, Chertsey (Apex Housing Group)	18	SO(4) and intermediate rent (14)	8x 1 bed flats 10x2 bed flats	GN	Under construction.	December 2004
<b>Total that will count towards affordable housing target</b>						<b>20</b>

SITES BEING ASSEMBLED

SCHEME ADDRESS	NO. OF UNITS	TENURE MIX	PROPERTY TYPE	PROVIDED FOR	COMMENTS/ CURRENT POSITION
Pooley Green Road Egham (TVHA)	7	RT	7x 3 bed Houses	GN/Homeless	Planning Consent obtained and grant approved March 2004. Sale of land taking place. Expected Start on Site Autumn 2004. Completion during Summer/Autumn 2005
Barrbrook Farm Chertsey (CDHA formerly Hyde)	17	RT 6 units will be intermediate rents	9x2 bed Flats 8x1 bed Flats 1 unit will be for a disabled person	KW x 6 & GN/Homeless x11	Planning application submitted and approved. Grant obtained in March 2004. Disposal of land taking place. Completion of sale and start on site planned for November 2004.
Fox Lane North Chertsey (TVHA)	24	SO	10x 1 bed flats 14x 2 bed flats	KW x 8 GN x 16	Scheme approved for grant. Design & internal specification being finalised. Anticipated Start on Site September 2004. Completion due Spring 2006
Thorpe Road Egham (Servite Homes)	12	Undecided	Undecided	Undecided	Site assembly at an early stage. Negotiations with owner of site & owner of adjoining property still in progress. EA requirements still to be investigated
St Anne's Heath School Site Virginia Water	28	Undecided	Undecided	Undecided	The County Council are currently marketing site. Expressions of interest to be submitted by October 2004.
St Pauls Church Egham Hythe (Apex)	12	Undecided	12 x 1 bedroom flats	Undecided	Reprovision of community hall inside Church being considered. Initial meetings held to discuss scheme on land released by demolition of hall. EA comments are supportive. Discussions RSL/ Diocese of Guildford in progress on costs & design.
Chertsey Bridge Wharf (Phase II) (Airways H.A.)	42	RT	Flats	GN/Homeless	Planning consent obtained and construction started on part of site. Grant obtained for 33 units. Developer being asked to commence remaining units.
Hayden Crt, Pine Park, New Haw (Servite H.A.)	4	RT	Flats	GN/Homeless	Planning consent obtained but amended application to be submitted. A further 9 units now possible.
Vicarage Road, Egham (Thames Valley H.A.)	10	SO (5) RT (5)	Flats	GN	Grant received and planning application granted. See item on main agenda.
Waspe Farm, Egham (Apex)	10	Rented	Flats	GN	See details on main report.
<b>Total that will count towards affordable housing target</b>					<b>166</b>

N.B. Property numbers and type may change during Planning process.



# Appeal Decisions

**APPENDIX 'H'**

Site visit made on 9 November 2004

By **B C Scott** BA(Hons) Urban & Regional Planning

an Inspector appointed by the First Secretary of State

Date

**25 NOV 2004**

**Appeal A Ref: APP/Q3630/A/04/1148080**

**Appeal B Ref: APP/Q3630/A/04/1159854**

**Appeal C Ref: APP/Q3630/A/04/1159851.**

**Land at 38 & 40 Pinewood Avenue, New Haw, Surrey, KT15 3AB.**

- The appeals are made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeals are made by Vincent Homes Limited against the decision of Runnymede Borough Council.
- The application refs: RU.04/0128 (Appeal A), RU.04/0433 (Appeal B) and RU.04/0728 (Appeal C), dated 30 January 2004, 7 April 2004 and 24 June 2004, were refused by notices dated 1 April 2004, 27 May 2004 and 23 August 2004, respectively.
- The development proposed in Appeal A is construction of 8 detached, semi-detached & linked houses with associated parking & garaging following demolition of existing house at 40 Pinewood Avenue.
- The development proposed in Appeal B is construction of 4 detached & 2 semi-detached houses with associated parking & garaging following demolition of existing house at 40 Pinewood Avenue.
- The development proposed in Appeal C is construction of 3 detached & 2 semi-detached houses with associated parking & garaging following demolition of existing house at 40 Pinewood Avenue.

**Summary of Decisions: Appeals A and C are dismissed. Appeal B is allowed and planning permission granted subject to conditions set out in the Formal Decision below.**

## Procedural Matters

1. The appeal applications are in outline. The application the subject of Appeal A includes the proposed siting and means of access. Also, a sketch elevation drawing (no. SNS176/P/02) is submitted for illustrative purposes. The applications the subjects of Appeals B and C include the proposed siting only. However, in both cases the means of access is shown in detail (drawing nos. SNS176/P/04 and SNS176/P/05a respectively). Notwithstanding this, it is clear from the application forms and submissions that the means of access was excluded from consideration. Accordingly, I treat the access details submitted in the case of Appeals B and C as being for illustrative purposes only.
2. In each case, all other matters are reserved for future consideration.

## Main Issues

3. In each case, I consider the two main issues to be the effect of the proposed developments; firstly, on the character and appearance of the area; and secondly, on the living conditions of the adjoining and potential occupiers, with particular reference to privacy, outlook and noise/disturbance.

### **Development Plan and other Planning Policies**

4. The Development Plan for the area includes the Surrey Structure Plan 1994 (SP) and the Runnymede Borough Local Plan Second Alteration 2001 (LP). SP Policy PE10 seeks to conserve and enhance urban character and refers to encouraging such things as the diversity of urban development. It identifies two types of urban areas; those that require particular protection or enhancement, or make a particular contribution to the urban environment; and, those where development is required to promote the creation of a visually attractive boundary between the urban area and the countryside. SP Policy DP6 refers to 'protection or enhancement' areas identified under Policy PE10, in which the conserving of quality and character as well as the restraining of densities to existing levels is sought. LP Policy BE2 applies to townscape character and requires development to respect this where it is of recognised high quality. LP Policy HO9 requires new housing development, amongst other things, not to damage the character and amenity of established residential areas, to provide generous garden areas as well as appropriate space between existing and proposed residential units, and to provide adequate privacy for existing and proposed properties.
5. The Surrey Structure Plan is under review and I am referred to policies in 'The Surrey Structure Plan Deposit Draft 2002 - Incorporating Proposed Modifications June 2004'. Deposit Draft Policy SE4 expects development to be built at a density that makes best use of limited land resources, within a framework of high standard design and integration. Under this policy development is required to contribute to the improvement to the quality of urban areas whilst retaining features that contribute to a sense of place. Deposit Draft Policy LO2 seeks to promote the principles of urban renaissance and states that the re-use or redevelopment of previously developed land and buildings should enhance the quality of the built environment, amongst other things. Owing to its advanced stage on its route towards adoption, I give the Deposit Draft Plan considerable weight.
6. The Council applies supplementary planning guidance (SPG) *Surrey Design A Strategic Guide for Quality Built Environments*, adopted by the Surrey County Council in 2002, in collaboration with local district councils and other bodies. The SPG has a number of objectives and principles and I am referred to many, particularly those relating to: the integration of new development (Principle 2.1); the clear definition and enclosure of space (Principle 2.2); responding to local character (Principle 3.1); and, to higher density development commensurate with design quality (Principle 7.3). Having regard to the advice in paragraph 5.22 of Planning Policy Statement 12 *Local Development Frameworks* (PPS 12) I give the SPG significant weight.

### **Reasons**

#### Character and Appearance

7. The appeals site is situated in a well-established district in an urban area embracing both sides of the M25. It includes an existing dwelling (no.40), which has its frontage to Pinewood Avenue, and land at the rear of the adjoining properties on each side and those behind in Cobs Way, which is a crescent accessed from Pinewood Avenue. This area comprises a mixture of conventional, older style and closely spaced detached dwellings but examples of other and more recent types of housing exist in the vicinity.

Pinewood Avenue is a straight and exceptionally wide no-through road that is alongside the M25, which is on a high embankment at the rear of properties opposite the appeals site. At the end of Pinewood Avenue is some undeveloped land with a coppice type appearance and national grid electricity pylons in the background. The area has a mixed appearance and an urban residential character.

8. In each case, the proposed developments would open up the frontage to Pinewood Avenue with the introduction of a road access, through the demolition of number 40, and would create a new street frontage into a backland area. A replacement detached dwelling on the frontage of Pinewood Avenue is proposed alongside the new access. Within the appeals site, the proposed access would have an 'L' formation with further dwellings proposed on its outer side only. In the case of Appeal A, detached, semi-detached and terraced houses are proposed in a linked arrangement. In the case of Appeals B and C, separate sitings are proposed for combinations of detached and semi-detached dwellings.
9. The appeals site is not within an identified protection or enhancement area under SP Policy PE10. Also, it is not at the edge of the urban area and countryside. I saw that in Pinewood Avenue the configuration of the road (its straightness and width) has a dominating effect, contributing to poor definition and enclosure of public space, contrary to Principle 2.2 of the SPG. In my view this is accentuated by the repetitive appearance of closely spaced and similarly sized dwellings. For these reasons, I consider that the townscape character of Pinewood Avenue is not of high quality. Accordingly, there is no reason why the high standard of design and integration of development required by Deposit Draft Policy SE4 should prohibit higher densities of redevelopment.
10. In each case the proposed development would create an opening in the road frontage at number 40, which would not be dissimilar to the example I saw at number 48 Pinewood Avenue. In my view, such openings help to offset the repetitive appearance I have identified, particularly as with the full-scale junctions at Cobs Way and at Hartlands Close.
11. In the case of Appeal A, the density of the proposed development would be substantially higher, at around 40 dwellings per hectare, than that existing. With this scheme, all proposed dwellings (bar the frontage one) would have a contrasting appearance to others in the area because of their linked design, consolidated mass and layout. In my opinion, owing to its contrasting appearance and the disjointed effect that would result, the proposed development would integrate poorly with the character and appearance of the area and fail to enhance its quality.
12. In the case of Appeals B and C, the density of the proposed development would be 31 and 26 dwellings per hectare, respectively. With these schemes, a number of detached houses of similar scale to existing dwellings are proposed and two semi-detached houses would also be introduced. In my view, this would provide some housing choice and diversity, as encouraged by SP Policy PE10. In the case of Appeal B, each house would have a similar plot size, not dissimilar to existing dwellings in the area. However, in the case of Appeal C, one house (Plot no.2) would have a double plot size because one less detached house is proposed alongside it. In my view, this would look somewhat

at odds with the typical plots sizes of the area. Also, it would contrast sharply with the rest of the scheme, especially the semi-detached houses, and would result in an unbalanced appearance. The more balanced layout in the case of Appeal B would, in my view, enable the proposed development to integrate reasonably well into the area, which would provide scope for a high standard design that would enhance the quality of the built environment.

13. Deposit Draft Policy SE4 and SPG Principle 7.3 seek to make best use of limited land resources. These reflect the Government's commitment to maximising the re-use of previously developed land. Planning Policy Guidance Note 3 *Housing* (PPG3) states that developments that make inefficient use of land at less than 30 dwellings per hectare should be avoided because they are unsustainable. There is a clear presumption to increase existing low densities and the guidance is that high-density development can be in keeping with surrounding development if well designed. In the case of Appeal C, a density much less than 30 dwellings per hectare is proposed even though the appeal site is not in an area where there is good reason to restrain higher densities. In my opinion, owing to its low density and unbalanced layout, the proposed development would not satisfy the objectives of PPG3 in relation to the future character and appearance of such areas.
14. Accordingly, I conclude that in the case of Appeals A and C, the proposed developments would be harmful to the character and appearance of the area, in conflict with the requirements of policies PE10, DP6, BE2 and HO9 of the Development Plan and policies SE4 and LO2 of the emerging review (Deposit Draft) Plan. In the case of Appeal B, I conclude that the proposed development would not be harmful the character and appearance of the area, in accordance with those same policies I refer to.

#### Living Conditions

15. The appeals site is situated within a quadrangle of residential roads towards one end where Cobs Way meets Pinewood Avenue. Many dwellings back onto the appeals site and others are positioned alongside it, all in close proximity.
16. In each case, the proposed houses within the site would have either rear or flank elevations facing shared boundaries. Where flank elevations are close to shared boundaries no windows at first floor level are proposed. The window-to-window opposition of the proposed houses within the site to existing houses would be in excess of 20 metres separation, with window-to-wall (gable end) opposition in excess of 16 metres. Proposed garden lengths would be around 9 to 10 metres. These distances are below or near the Council's minimum standards.
17. Window-to-window opposition would occur most directly in each case with the existing houses at number 1 and 2 Cobs Way, which have large upper floor windows overlooking the appeals site. The proposed development in the case of Appeal A would be significantly below the Council's minimum standard of separation, whereas in the case of Appeals B and C the proposed developments would be practically at the minimum distance. In my view, this close spacing is a weakness of each scheme that, in the case of Appeal A, would result in inadequate privacy for the adjoining and potential occupiers directly opposite each other. Owing to the orientation of the proposed houses within the site, I consider that a detailed design of each scheme would be possible to

ensure that the privacy attained for the potential occupiers would not be dissimilar to the standards experienced in this area.

18. In the case of Appeal A, the proposed houses within the site would be the closest of all schemes to the shared boundaries. In my view, owing to its layout, the linked design and consolidated mass of this scheme would result in an overbearing outlook of adjoining occupiers. In the case of Appeals B and C, the mass of the proposed houses is smaller and is dispersed within larger garden areas. In my view, these schemes would fit more closely with the requirements of LP Policy HO9 regarding generous garden areas and spacing between existing and proposed dwellings.
19. An existing bungalow that is positioned closely alongside an adjoining bungalow occupies the frontage of the appeal site. In each case, the proposed house on the frontage would occupy an offset position to the footprint of the existing bungalow, which would be demolished. It would be positioned on the building line in Pinewood Avenue alongside the adjoining house (no.44) and around 8 or more metres away from the adjoining bungalow (no.38), across the proposed access road. In the case of Appeal A, the front door of the proposed house is shown to face across the access road towards the flank wall of the adjoining bungalow, in which there are windows. In the case of Appeals B and C, the proposed house would face onto Pinewood Avenue.
20. I saw that the windows in the flank wall of the adjoining bungalow are obscure-glazed. These face in close proximity the flank wall of the existing bungalow. The proposed developments in each case would introduce a landscape margin and fence on this shared boundary. In my opinion, given the distances involved and the scope for an appropriate detailed design of the elevation of the proposed house, no unacceptable loss in privacy or outlook of the adjoining and potential occupiers would result from the proposed developments.
21. In the case of Appeal A, I am referred to appeal decisions (T/APP/Q3630/A/94/238003/P4 and /238004/P4) insofar as they relate to the use of an existing access between adjoining dwellings on Pinewood Avenue. That access is part of the appeals site in the case before me and it abuts the existing bungalow at number 40 on its boundary with the adjoining house at number 44. In the opinion of my colleague, the use of that access would result in the disturbance of nearby residents, particularly the occupiers of nos. 44 and 46 Pinewood Avenue, since the garage for the bungalow (as then proposed), would be immediately adjoining their rear gardens. In the case before me (Appeal A), detached and adjoining garages with associated parking spaces are proposed close to the rear gardens of nos.44 and 46. (Variations of this layout arrangement are proposed in the case of Appeals B and C.) These garage/parking areas would be served by a proposed access aligned some distance away from the garden boundaries concerned. Consequently, vehicles would not travel alongside those garden boundaries in order to access the garaging/parking areas. Additionally, with the proposed demolition of the existing bungalow, a more spacious access is proposed between dwellings that would be positioned farther apart than with the existing situation. In my opinion, given the distances involved and the opportunities at detailed design stage for landscaping and/or acoustic screening, no unacceptable level of noise or disturbance to adjoining occupiers would result from the proposed development.

22. I conclude that in the case of Appeal A, the proposed development would unacceptably affect the living conditions of adjoining or potential occupiers, in terms of privacy and outlook, in conflict with the requirements of Policy HO9 of the Development Plan. In the case of Appeals B and C, I conclude that the proposed developments would not unacceptably affect the living conditions of adjoining and potential occupiers, in accordance with that same policy I refer to.

### **Other Considerations**

23. I acknowledge in representations, on Appeals B and C, the significant support for the most recent schemes. However, many concerns have been expressed also, which reinforce the substantial opposition to the schemes experienced at application stage. In particular, concerns have been expressed about parking and access, outdoor amenity space and piecemeal development. In relation specifically to number 44 Pinewood Avenue, concerns are also expressed about loss of light and outlook.
24. An objective of PPG3 is to place the needs of people before the ease of traffic movement in designing the layout of residential developments. Also, the Government's transport policies are expressed in Planning Policy Guidance Note 13 *Transport* (PPG13) and this states that the availability of car parking has a major influence on the means of transport people choose for their journeys. PPG13 makes clear that it is essential to reduce the amount of parking in new development as part of a package of planning and transport measures, to promote sustainable travel choices. In this context, the proposed developments in each case follow appropriate advice set out in the SPG, proposing a maximum of two car parking spaces per unit. In my opinion, any propensity for on-street parking in Pinewood Avenue would be negligible. In any case, owing to its substantial width, I saw that Pinewood Avenue is able to safely accommodate parking on both sides. In my opinion, any kerbside congestion would help discourage car ownership and use.
25. Additionally, in the case of Appeal A, two-way traffic would be limited by the width and alignment of the proposed access and opposing vehicles would stop and pass independently. In such circumstances, I consider that sufficient free roadside space would exist to obviate pedestrian-vehicular conflict. Also, I consider that the proposed access would be satisfactory for potential occupiers and service visitors, because of its short length and suitable widths with uninterrupted forward visibility, and substantial forward-side turning area.
26. I acknowledge that some of the private outdoor amenity areas proposed would not be as generously sized as many existing examples in the area. In the case of Appeal A, most amenity areas would fail to meet the Council's minimum standard, whereas in the case of Appeals B and C, all would practically meet or exceed it. The failure to meet the Council's standard in the case of Appeal A reinforces me in my conclusions about that scheme on the main issues. In the case of Appeals B and C, owing to their size as well as their shape and position, I consider that the proposed amenity areas would be fit for their purpose.
27. The existing house (no.44) adjoining the appeals site in Pinewood Avenue faces northeastwards and has two small windows in its flank elevation around 2 metres or more away from the shared boundary. In each case, the proposed developments would

place a detached house 1 metre away from the shared boundary alongside it, with others set at a distance away from the common boundary behind it. Abutting the corner of its rear boundary would be pitched roof garage(s). In my opinion, given the orientation and the distances involved, no unacceptable loss in the light or outlook of the adjoining occupiers would result from the proposed developments.

28. In submissions the Appellant refers me to another example of backland or infill type development at Mayfield Mews in Mayfield Avenue, which I saw. The Council's submissions reflect widespread concern about piecemeal type development. I have considered the appeal proposals on their individual planning merits and found in the case of Appeal B it to be acceptable for the reasons I have given. The specific characteristics that I have identified in this case enable it to be in accordance with the Development Plan and there would be no harm. The Development Plan will serve to prevent the appeal proposal becoming a precedent for other cases.

#### Conditions

29. The Council suggests a number of planning conditions in the event that the appeals succeed. In addition to the standard conditions concerning approval of reserved matters and time limits, in the case of Appeal B, conditions are sought relating to: choice of materials; design of boundary screening; future availability of garages/car-ports; and, restriction of permitted development rights. Also, a condition is sought requiring a Method of Construction Statement. I agree that conditions would be necessary concerning materials, screening and permitted development, because of the issues raised by the proposed development and the need to ensure that it would successfully integrate into the area.
30. Given that Pinewood Avenue is a wide, straight no-through road, I consider that conditions relating to the future availability of garages/car-ports would be unnecessary concerning any propensity for off-street parking. In any event, I view the car parking provision proposed in the scheme to be a maximum amount in the context of the Government's transport policies for discouraging car use, to which I have referred earlier. Finally, owing to the characteristics of the road, I consider that a condition requiring a Method of Construction Statement, directed primarily at safeguarding highway safety and free flow of traffic on Pinewood Avenue, is not necessary.

#### Conclusions

31. For the reasons given above and having regard to all other matters raised, I conclude that Appeal B should be allowed and Appeals A and C dismissed.

#### Formal Decision

32. I dismiss Appeals A and C. I allow Appeal B and grant planning permission for construction of 4 detached & 2 semi-detached houses with associated parking & garaging following demolition of existing house at 40 Pinewood Avenue on land at 38 & 40 Pinewood Avenue, New Haw, Surrey, KT15 3AB, in accordance with the terms of the application number RU.04/0433, dated 7 April 2004, and the plans submitted therewith, subject to the following conditions:

- 1) Approval of the details of the design and external appearance of the buildings, the

means of access thereto and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the local planning authority in writing before any development is commenced, and shall be carried out as approved.

- 2) (a) Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.  
  
(b) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of reserved matters to be approved, whichever is the later.
- 3) Before the development hereby permitted is commenced, samples of the materials to be used in the external elevations shall be submitted to and approved by the local planning authority and no variations in such materials when approved shall be made without the prior approval, in writing, of the local planning authority. Development shall be carried out in accordance with the approved details.
- 4) No development shall take place until details of all screen and boundary walls, fences, hedges and any other means of enclosure have been submitted to and approved in writing by the local planning authority; such approved means of enclosure to be erected and hedges etc., planted in accordance with the approved details before the buildings hereby approved are occupied, unless the local planning authority otherwise first agrees in writing. Any hedges and/or enclosure and boundary planting included in the scheme shall be maintained for a period of 5 years, from the time of planting, including the replacement of any plant which may die.
- 5) Notwithstanding the provisions of Schedule 2, Part 1, Classes A and E of the Town and Country Planning (General permitted Development) Order 1995 (or any other Order revoking or re-enacting that Order) no enlargements, improvements or other alterations or development within the curtilage of these dwellings shall be carried out without the prior permission in writing of the local planning authority.

**Information**

33. Attention is drawn to the requirements of section 76 of the *Town and Country Planning Act 1990* concerning provisions for the benefit of the disabled.



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