**Application No:** 2017/2101  
**Application Type:** FULL  
**Case Officer:** Natalie Lynch  
**Ward:** Hersham Village Ward  
**Location:** 8 West Grove Hersham Walton-On-Thames Surrey KT12 5NX  
**Proposal:** Conversion of existing house to 4 flats incorporating single storey side/rear extension, rear dormer window, 0.8m high front boundary wall and alterations to fenestration following part demolition of existing house and rear outbuildings  
**Applicant:** Sullivan  
**Agent:** Matt Jones  
M Jones Architect  
Unit S18  
245a Coldharbour Lane  
London SW9 8RR  
**Decision Level:** If Permit – Sub Committee  
If Refuse – Sub Committee  
**Recommendation:** Permit subject to S106 agreement to secure affordable housing contribution  

**Representations:** A total of 20 objections and 1 observation have been received, raising the following concerns:

- Would set a precedent for conversion of dwellinghouses to flats
- Impact on the appearance of the street scene
- The street is characterised by single family dwellinghouse – the proposal would be out of keeping with this
- Impact on parking in the surrounding area
- Lack of parking on site
- Negative impact on character of the host dwelling
- Impact on the amenity of neighbouring residents
- Rear roof dormer would appear incongruous
- Poor amenity space
- Tunnelling effect created by rear extensions
- Loss of outlook for neighbouring residents
- Inappropriate location for the bin store
- Loss of light to neighbouring properties
- Safeguarding concerns
- Flats would be out of keeping with the surrounding area
- Devaluation of existing housing value due to increase in stock
- Disturbance during construction
- Overdevelopment of area with other high density schemes
- Application has not been determined yet

***This application qualifies for public speaking***

**R e p o r t**

**Description**

1. The application site contains a two storey, semi-detached dwellinghouse with habitable accommodation in the roof space. The dwellinghouse is L-shaped with a two storey rear projection. To the rear, there is an existing detached garage which would be demolished as part of the application. The site is located on the north western side of West Grove and is designated within character area HER04 West Grove Environs. To the rear of the site is a railway line. The existing dwellinghouse has been vacant since at least December 2015.
Constraints

2. The relevant planning constraint is:
   - Surface Water Flooding - Medium

Policy

3. In addition to the National Planning Policy Framework and the National Planning Practice Guidance, the following local policies and guidance are relevant to the determination of this application:

   Core Strategy 2011
   CS1 – Spatial strategy
   CS5 – Hersham
   CS13 – Thames Heaths Special Protection Area
   CS15 – Biodiversity
   CS17 – Local character, density and design
   CS19 – Housing type and size
   CS21 – Affordable housing
   CS26 – Flooding

   Development Management Plan 2015
   DM1 – Presumption in favour of sustainable development
   DM2 – Design and amenity
   DM6 – Landscape and trees
   DM7 – Access and parking
   DM8 – Refuse, recycling and external plant
   DM10 – Housing
   DM21 – Nature conservation and biodiversity

   Design & Character SPD 2012
   Companion Guide: Hersham

   Flood Risk SPD 2016

   Developers Contributions SPD 2012

4. Relevant Planning History

5. There is no relevant planning history for the site.

Proposal

6. Planning permission is sought for the erection of a single storey side and rear extension and a rear roof extension for the conversion of the existing single family dwellinghouse into four flats. The proposed unit mix would be 2 x 1 bed and 2 x 2 bed.

7. The existing detached garage would be demolished and replaced by a single storey side/rear extension which would wrap around the existing two storey rear projection. The extension would extend along the boundary line with No. 10 West Grove for 9.0m at a height of 2.7m. Adjacent to the boundary with No. 6 West Grove, the extension would be set off from the original rear wall by 2.4m to create a courtyard area. The extension would then extend to a depth of 4.8m and would have a maximum height of 2.2m with a parapet at 2.7m high. The extension would have a flat roof and would be finished in a light coloured brick.

8. The existing rear dormer would be removed and replaced by a larger rear roof dormer. The roof dormer would measure 4.5m wide and 2.1m high and would include set ins from the eaves, ridge and sides. The dormer would be finished in hanging tiles to match those used on
the existing roof. Large glazing would be incorporated into the rear roof dormer. A roof light would be inserted into the front roof slope.

9. A bin store would be provided within the front garden and a single storey bike store would be provided to the side of the dwellinghouse. The bike store would have a maximum height of 2.7m and would be finished in brick on the sides and vertical timber cladding to the front.

10. A 0.8m high front boundary wall would also be erected. This would be finished in render.

11. Since the original submission of the application, amended plans have been received to show that the rear roof dormer would be finished in hanging roof tiles to match the existing roof tiles. Given that this is a relatively minor change and would have no impact on neighbouring amenity it was not considered necessary to re-consult with neighbours. An additional transport note was also received in response to the objections raised regarding the impact on parking in the surrounding area.

Consultations


14. Surrey County Council (Transportation) - Following a site inspection, the Highway Authority has assessed the impact of the proposal on highway safety and capacity and raised no objections subject to informatives. The development is considered to be in accordance with policy CS25 of the Elmbridge Core Strategy 2011 and policy DM7 of the Development Management Plan 2015.

Positive and Proactive Engagement

15. In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of 186-187 of the NPPF by making available pre-application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.

16. No formal pre-application advice was sought prior to submission of the application.

Planning Considerations

17. The main planning considerations in the determination of this application are:

- The acceptability in principle of the proposed development
- The impact on the character and appearance of the surrounding area
- The quality of the accommodation
- The impact on neighbouring residential amenities
- The impact on highway, including access and parking
- Flooding implications
- The impact on trees
- Financial considerations

The acceptability, in principle, of the proposed development

18. Core Strategy policies CS1 and CS2 indicate that there is scope for residential development through the redevelopment of existing sites with well-designed schemes that integrate with and enhance the local character. The new development is required to deliver high quality design, which maximises the efficient use of land and which responds to the positive features of individual locations; integrating sensitively with locally distinct townscape while protecting the amenities of those living in the area.
19. The proposal would result in the erection of extensions to the existing dwellinghouse to allow the conversion into 4 flats. Policy DM10 supports the conversion of single family dwellinghouses provided that an appropriate standard of living space internally and externally can be achieved. The surrounding area is predominantly characterised by single family dwellinghouses. However, there are other properties along West Grove that have been sub-divided into flats. The proposal to convert the property into flats would not be out of keeping with the character of the surrounding area. The principle of a residential conversion would therefore be considered acceptable in principle, subject to the impact on the character and appearance of the area, the quality of the accommodation, the impact on neighbouring residential amenity, the impact on highways, flood risk and the impact on trees all being acceptable. This is discussed in more detail in the next sections.

The impact on the character and appearance of the surrounding area

20. Policy DM2 states that all development proposals should preserve or enhance the character of the area, taking account of design guidance detailed in the Design and Character SPD, paying particular regard to the appearance, scale, mass, height and pattern of built development.

21. The surrounding area of the application site is characterised by residential development. The Design and Character SPD identifies this area as an entirely residential sub-area comprising larger detached and semi-detached houses, mostly two storey but occasionally with additional rooms in the roofsapce. The proposed side/rear extension would wrap around the original rear projection, part infilling the side return. Whilst the side/rear extension would extend to a maximum depth of 9.0m along one side, the overall size and scale of the extension would appear proportionate to the host dwelling and would be similar to other extensions along the street such as No. 12 West Grove. The proposal would be considered to be proportionate to the host dwelling and would be finished in a light brick. Whilst this would not match the external appearance of the host dwelling, the brick would not appear out of keeping with the surrounding area.

22. The single storey bike store to the side of the dwellinghouse would be set back from the front elevation and would not appear overly dominate. The set back from the front elevation would stop the creation of a terracing effect on the street scene. The bikestore would have a relatively modern appearance with the timber cladding on the front elevation, however, this would not appear incongruous within the street scene given its set back. The bike store would also have a similar appearance to the timber door on the side garage to No. 6 West Grove and this would return some symmetry back to this pair of semi-detached dwellings.

23. The proposed rear roof dormer is of a size and scale that would not dominate the rear roof slope. It would be finished in hanging roof tiles to match those existing roof tiles on the roof. Whilst there would be a large expanse of glazing on the dormer which would give the dormer a modern appearance when viewed form the surrounding area, the translucent nature of this material would not appear incongruous in views from the surrounding area or detract from the overall character and appearance of the dwellinghouse.

24. A new front boundary wall would be erected. There are a number of other similar boundary treatments along the street scene and the proposal would not appear out of keeping with the surrounding area.

25. Based on the above assessment, the size and scale of the proposed development is considered to be proportionate to the size and would reflect the character and appearance of the host dwelling and the surrounding area.

The quality of the accommodation

26. Development Management Plan policy DM10 and the Nationally Described Space Standards sets out the minimum internal floor areas that should be provided for all new developments. The proposed units would comply with the minimum internal floor areas as set out in the Nationally Described Space Standards and would provide a good standard of living
accommodation. In terms of daylight, sunlight and outlook all of the units would be dual aspect and would receive adequate levels of daylight and sunlight.

27. In terms of amenity space, only unit B would have access to the rear garden. The other units would have no access to private amenity space, however, this would be considered acceptable given the size of the units proposed.

28. Based on the above assessment, the proposal would provide a good standard of living accommodation for future occupiers.

The impact on neighbouring residential amenities

29. To the north east of the site is No. 6 West Grove, which forms the other half of this semi-detached dwelling. In the side return there is a set of rear facing glazed doors. There would be a breach of the 45 degree line from this rear facing glazed door within 8m. However, the extension would be set off from the rear wall creating a courtyard area so the extension would have no overbearing impact. The extension would also have a maximum height of 2.2m along the boundary (with the exception of the parapet wall on the end). Under permitted development a boundary wall or fence could be erected up to 2m in height. As such the proposed extension would project a maximum of 0.2m above the boundary fence and there is unlikely to be a significant loss of light or result in overshadowing onto this neighbouring property.

30. To the south west of the application site is No. 10 West Grove. The proposed extensions along the side and rear would not extend beyond the existing rear building line at No. 10 West Grove. On the side wall of No. 10 at ground floor level there are two windows, one is obscurely glazed and the other window serves the hallway. As such the proposal would have no adverse impact on the levels of light and outlook from this neighbouring property.

31. The proposed rear roof dormer would replace an existing dormer window. There would be a larger rear facing window in the dormer, however, this would not result in any further harm to neighbouring amenity through overlooking or loss of privacy than existing.

32. A bin store would be located in the front garden of the site and this would be similar to other situations along the street. There would have no adverse impact on neighbouring amenity as a result of the location of the bin store.

33. Based on the above assessment, the proposal would not result in an adverse impact on neighbouring amenity in terms of loss of light, outlook or overshadowing for neighbouring residents in accordance with Policy DM2 and the Design and Character SPD.

The impact on highway, including access and parking

34. Surrey County Council, the Highway Authority has undertaken an assessment in terms of the likely net additional traffic generation and access arrangements and is satisfied that subject to an informative, the proposal would not have a material impact on the safety and operation of the adjoining public highway. The County Highway Authority seeks to impose an informative to prevent materials from being stored on the highway.

35. Policy DM7 states that parking provision should be appropriate to the development and not result in an increase in on-street parking stress that would be detrimental to the amenities of local residents. The Elmbridge Parking Standards requires 1 car parking space per 1 bedroom unit and 1.5 spaces per 2 bedroom unit. One off-street car parking space would be provided and the proposal also seeks to secure one on-street car parking permit for use by the 2 bedroom units. The 1 bedroom units are not family sized units and would have no car parking. The site is located in a sustainable location with access to Walton train Station (located approximately 600m away) and a number of bus routes within the vicinity. Given the sites sustainable location and that the 1 bedroom units would have no car parking it is considered that the proposal would not result in any further increase in parking stress than existing. In
addition, the Highway Authority have raised no objection to the level of car parking provided due to the sites sustainable location.

36. The Elmbidge Parking Standards also require 1 cycle space per unit. A cycle store would be provided to the side and this would provide space for 4 bicycles. This would comply with policy DM7.

Flooding implications

37. The site falls within flood zone 1 and part of the site falls within the medium risk of surface water flooding. The proposed extensions would be on existing hardstanding and there would be a reduction in non-permeable surfaces with the demolition of the existing garage. Water butts would also be provided.

The impact on trees

38. The proposal would include the removal of some of the existing trees on the site. The Tree Officer has reviewed the application and raises no arboricultural objection to the removal of these trees.

Financial considerations

New Homes Bonus Scheme Grant Determination

39. Section 70 subsection 2 of the Town and Country Planning Act 1990 (as amended) states that any local financial considerations are a matter to which local planning authorities must have regard to in determining planning applications; as far as they are material for the application. The weight to be attached to these considerations is a matter for the Council.

40. The New Homes Bonus is a grant paid by central government to local councils for increasing the number of homes and their use. The New Homes Bonus is paid each year for 6 years. It is based on the amount of extra Council Tax revenue raised for new-build homes, conversions and long-term empty homes brought back into use. There is also an extra payment for providing affordable homes. The Council’s New Homes Bonus Scheme Grant Determination for 2017/18 is £1.89m (approx.).

41. Local financial considerations are defined as grants from Government or sums payable to the authority under the Community Infrastructure Levy (CIL). This means that the New Homes Bonus Scheme Grant Determination is capable of being a material consideration where relevant. In the current case, the approval of the application would mean that the New Homes Bonus Scheme Grant Determination would be payable for the net increase in dwellings from this development.

SAMM

42. The application site is located over 5km of the Thames Basin Heath Special Protection Area and no mitigation measures/payment would be required.

Affordable Housing

43. Following a Court of Appeal decision which found in favour of the Government, paragraphs 012-023 of the National Planning Policy Guidance on planning obligations have been reintroduced. These paragraphs and the Ministerial Statement are now a material consideration, alongside local planning policy, against which the Council must consider all planning applications. However, given that the local plan remains the primary consideration against which decisions must be made, the Council is continuing to apply policy CS21 Affordable Housing as set out in the Core Strategy. Following receipt of legal advice, the Council has produced a statement to set out our local evidence in support of continuing to apply policy CS21 to this application in light of the revised PPG. This is available to view on the Planning Services webpages.
44. Policy CS21: Affordable Housing of the Council’s Core Strategy (2011) requires that
development resulting in the gain of 1-4 residential units provides a financial contribution
equivalent to the cost of 20% of the gross number of dwellings on site as Affordable Housing.
As the applicant did not submit a viability assessment, the viability of the scheme is not
considered affected by the provision of the requisite financial contribution towards the
affordable housing and therefore this contribution is not considered disproportionate. As such,
financial contribution towards the affordable housing from this development is due. The
applicant has agreed to pay the required amount and a unilateral undertaking is being
prepared and is anticipated prior to the Sub Committee.

Community Infrastructure Levy (CIL)

45. The proposed development is liable for CIL. The applicant has provided the relevant liability
forms required to pay the chargeable amount required by the Council’s adopted Charging
Schedule.

Matters raised in Representations

46. The devaluation of existing houses due to the proposed development is not a material
planning consideration.

47. Whilst there would be an increase in the number of people living at the site, this would not
result in any further safeguarding concerns than existing.

48. The issues regarding the impact of noise and disturbance during construction would be
covered by powers under the Environmental Health Act.

49. One observation was received, stating that the application had not yet been determined. An
extension of time has been agreed with the applicant.

50. All the other matters raised have been addressed in the report above.

Conclusion

51. On the basis of the above, and in light of any other material considerations, the proposal is
considered to be in accordance with the development plan. Accordingly, the recommendation
is to grant permission.

Recommendation: Grant Permission

Conditions/Reasons

1 TIME LIMIT (FULL APPLICATION)
The development hereby permitted shall be begun before the expiration of three years from
the date of this permission.

Reason: To comply with Section 51 of Part 4 of the Planning and Compulsory Purchase Act
2004.

2 LIST OF APPROVED PLANS
The development hereby permitted shall be carried out in strict accordance with the following
list of approved plans: 164 SK 010 Rev B, 164 SK 015 Rev A, 164 SK 045 Rev A received on
30 June 2017 and 164 SK 020 Rev D, 164 SK 030 Rev C received on 19 September 2017.

Reason: To ensure that the development is carried out in a satisfactory manner.
3 MATERIALS - APPROVED
   The development shall not be erected other than in the following materials: hanging roof tiles to match the existing roof tiles and a light coloured brick or such other materials as have been approved in writing by the borough council.

   Reason: To ensure that a satisfactory external appearance is achieved of the development in accordance with Policy DM2 of the Elmbridge Development Management Plan 2015.

4 BIN STORE
   Prior to occupation of the development, full details of the proposed bin store including elevations and materials to be used shall be submitted to and approved in writing by the Local Planning Authority.

   Reason: To ensure the bin store would not adversely impact on wider visual amenities of the surrounding area

Informatives

1 MATERIALS DEPOSITED ON THE HIGHWAY
   The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).
This drawing is to be used in conjunction with all other MJA drawings and written information. Do not scale. Use figured dimensions only and report any discrepancies immediately to MJA.

It is the contractor's responsibility to ensure all works are built in line with the current British building regulations and building control requirements. It is the client's responsibility to arrange visits from the appointed Building Control inspector.

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For existing plans refer to 164 001
For existing elevations refer to 164 002
For existing sections refer to 164 003
For existing site plan refer to 164 004
For working plans refer to 164 005
For working elevations refer to 164 006
For working sections refer to 164 007

For location plan refer to 164 001
For existing elevations refer to 164 020
For existing sections refer to 164 030
For existing plans refer to 164 005

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