

19/P/01994 Safeguard Bus Depot and 7 Ridgemount, Guildford



Not to scale



App No: 19/P/01994
Appn Type: Full Application
Case Officer: Jo Trask

8 Wk Deadline: 10/12/2020

Parish: Onslow
Agent : Mrs C Preece
Fuller Long Limited
1 Waverley Lane
Farnham
GU9 8BB

Ward: Onslow
Applicant: Safeguard Coaches
c/o Agent

Location: Safeguard Bus Depot and 7 Ridgemount, Guildford, GU2 7TH
Proposal: Redevelopment of the site for 19 residential units (11 x 1 bed, 3 x 2 bed and 5 x 3 bed) and associated access and landscaping. As amended by plans received on 26 November 2019 and 28 February 2020 and 16 November 2020.

Executive Summary

Reason for referral

This application has been referred to the Planning Committee because more than 20 letters of objection have been received, contrary to the Officer's recommendation.

Key information

Proposal seeks permission for 19 flats

Proposed housing mix

11 x 1 bed
3 x 2 bed
5 x 3 bed

These would be set out within 3 blocks on site.

13 car parking spaces would be provided
28 secure cycle parking spaces would be provided

Summary of considerations and constraints

Subject to conditions and a S106 agreement committing to the Heads of Terms noted below, the application is deemed acceptable.

RECOMMENDATION:

Subject to a Section 106 Agreement securing the following Heads of Terms:
A contribution of £70,000 to go towards Road safety improvement schemes within the vicinity of the development;
SANG and SAMM mitigation in accordance with the formula of the updated tariff;
A contribution to recreational open space provision in accordance with the tariff;

**5 of the units shall be affordable housing (affordable rent units);
A contribution towards early years education
A contribution towards primary education**

If the terms of the S106 or wording of the planning condition are significantly amended as part of ongoing S106 or planning condition(s) negotiations any changes shall be agreed in consultation with the Chairman of the Planning Committee and lead ward member.

(ii) That upon completion of the above, the application be determined by the Director of Planning and Regeneration.

the decision is to:

Approve - subject to the following condition(s) and reason(s) :-

1. 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 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans: 191011_Elevation Concept, 191011_Plan Concept, A001_Site Plan_Existing, A140_Elevations_Existing, A141_Elevations_Existing, A142_Elevations_Existing, A143_Elevations_Existing, 191011_Daylight Report received on November 2019 and A204_Roof Plan_proposed rev 2, A240_Context comparisons rev 1, A241_Elevations comparisons rev 1, A244_Context comparisons rev 1, A245_Elevations comparisons rev 1, A246_Context comparisons, A247_Elevations comparisons rev 1, A261_Proposed Sections, A262_Proposed Sections rev 1, A263_Proposed Sections rev 1, A264_Proposed Sections rev 1, A265_Proposed Sections rev 1, A266_Proposed Sections rev 1, A267_Proposed Sections rev 1, A268_Proposed Sections rev 1, A269_Proposed Sections rev 1, A270_Proposed Sections rev 1 received February 2020 and A002_Site Plan_Proposed rev 1, A201_Ground Floor_proposed rev 3, A202_First Floor_proposed rev 3, A203_Second Floor_proposed rev 3, A207_Refuse Collection Proposal, A210_Landscape_proposed rev 1, A211_Unit Type A rev 1, A212_Unit Type B rev 1, A213_Unit Type C rev 1, A214_Unit Type D rev 1, A215_Unit Type E rev 1, A216_Unit Type F rev 1, A217_Unit Type G rev 1, A218_Unit Type H rev 1, A219_Unit Type I rev 1, A220_Unit Type J rev 1, A221_Unit Type K_part 1 rev 3, A221_Unit Type K_part 2 rev 3, A222_Unit Type L rev 3, A223_Unit Type M rev 1, A224_Unit Type N rev 1, A242_Context comparisons rev 3, A243_Elevations comparisons rev 3, A260_Proposed Sections rev 3, and Design and Access Statement rev 1 received 16 November 2020.

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

3. No development above slab level shall take place until details and samples of the proposed external facing and roofing materials including colour and finish 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 and samples.

Reason: To ensure that the external appearance of the building is satisfactory.

4. No development above ground level shall take place until full details, of both hard and soft landscape proposals, including a schedule of landscape maintenance for a minimum period of 10 years, have been submitted to and approved in writing by the local planning authority. The approved landscape scheme (with the exception of planting, seeding and turfing) shall be implemented prior to the occupation of the development hereby approved and retained.

Reason: To ensure the provision, establishment and maintenance of an appropriate landscape scheme in the interests of the visual amenities of the locality.

5. The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. The scheme must satisfy the SuDS Hierarchy and be compliant with the national Non-Statutory Technical Standards for SuDS, NPPF and ministerial Statement on SuDS. The required drainage shall include:
 - a) The results of infiltration testing completed in accordance with BRE Digest: 365 and confirmation of ground water levels.
 - b) Evidence that the proposed final solution will effectively manage the 1 in 30 and 1 in 100 (+40% allowance for climate change) storm events, during all stages of the development. If infiltration is deemed unfeasible, associated discharge rates and storage volumes shall be provided using a maximum discharge rate of 1.6 l/s.
 - c) Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc).
 - d) A plan showing exceedance flows (i.e during rainfall greater than design events or during blockage) and how property on and off site will be protected.
 - e) Details of drainage management responsibilities and maintenance regimes for the drainage system.
 - f) Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason: To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site. This pre commencement condition goes to the heart of the planning permission.

6. Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority. This must demonstrate that the drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls).

Reason: To ensure the Drainage System is designed to the National Non-Statutory Technical Standards for SuDS.

7. The actions listed in the submitted Air Quality Assessment (February 2020) ref: 19-6021 Rev A report shall be incorporated within the development.

Reason: To mitigate air quality impacts.

8. Prior to commencement of the development the following shall be submitted to and approved in writing by the local planning Authority:
A detailed Phase two site investigation must be carried out by a suitably qualified and accredited consultant/contractor in accordance with a Quality Assured sampling and analysis methodology. The investigation shall include relevant sub-surface, soil gas and ground water sampling together with the results of analysis and a risk assessment of the impact to receptors, and shall also include identification of the fate of the underground tanks. Any remediation required shall be fully detailed to restore the site to a standard suitable for use, including works to address any unsuspected contamination.

Reason: To ensure any contamination of the site is re mediated and to protect existing/proposed occupants of the applicant site and/or adjacent land. This pre commencement condition goes to the heart of the planning permission.

9. Prior to occupation, any remediation scheme submitted in accordance with Condition 8 (above) shall be carried out as detailed in the applicants submission. Documentary proof shall be provided to the Local Planning Authority together with a quality assurance certificate to show that the works have been carried out in full accordance with the approved remediation strategy. Details of any post remediation sampling and analysis to show the site has reached the required clean-up criteria shall be included in the closure report together with the necessary documentation detailing what waste material has been removed from the site before the development hereby permitted is occupied by any person not directly involved in constructing the development.

Reason: To ensure any contamination of the site is re mediated to a 'suitable for use' standard and to protect existing/proposed occupants of the application site and/or adjacent land.

10. No part of the development shall be first occupied unless and until the proposed vehicular access to Ridgmount has been constructed and provided with visibility zones of X distance of 2.4m and Y distance of 43m in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter the visibility zones shall be kept permanently clear of any obstruction over 600mm high.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

11. The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with the approved plans, Drawing No.A202, for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purposes.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

12. The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with the approved plans, Drawing No.A210 rev 1 for bicycles to be parked. Thereafter the parking for bicycles shall be retained and maintained for their designated purposes.

Reason: To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than private motor vehicles.

13. No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials
- (d) programme of works (including measures for traffic management)
- (e) provision of boundary hoarding behind any visibility zones
- (f) HGV deliveries and hours of operation
- (g) vehicle routing
- (h) measures to prevent the deposit of materials on the highway
- (j) no HGV movements to or from the site shall take place between the hours of 8.30 and 9.15 am and 3.15 and 4.00 pm nor shall the contractor permit any HGVs associated with the development at the site to be laid up, waiting, in Ridgemount during these times
- (k) on-site turning for construction vehicles

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users. This pre commencement condition goes to the heart of the planning permission.

14. The development hereby approved shall not be occupied unless and until the proposed parking spaces are provided with a fast charge socket (current minimum requirements - 7 kw Mode 3 with Type 2 connector - 230v AC 32 Amp single phase dedicated supply) in accordance with a scheme to be submitted and approved in writing by the Local Planning Authority and thereafter retained and maintained to the satisfaction of the Local Planning Authority.

Reason: To encourage the use of electric cars in order to reduce carbon emissions.

15. No Piling shall take place until a piling method statement detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme of works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact/cause failure of local underground sewerage utility infrastructure

16. The development shall be carried out in strict accordance with the details set out in the Sustainability and Energy Statement by Syntegra Consulting dated October 2019. The approved details shall be implemented prior to the first occupation of the development and retained as operational thereafter.

Prior to the commencement of development a site waste management plan shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To reduce carbon emissions and incorporate sustainable energy in accordance with the Council's Climate Change, sustainable design, construction and energy SPD.

17. The development hereby permitted must comply with regulation 36 paragraph 2(b) of the Building Regulations 2010 (as amended) to achieve a water efficiency of 110 litres per occupant per day (described in part G2 of the Approved Documents 2015). Before occupation, a copy of the wholesome water consumption calculation notice (described at regulation 37 (1) of the Building Regulations 2010 (as amended)) shall be provided to the planning department to demonstrate that this condition has been met.

Reason: To improve water efficiency.

18. The window serving the bathroom of unit 15 in the first floor west elevation, (block 2) of the development hereby approved shall be glazed with obscure glass and permanently fixed shut, unless the parts of the window/s which can be opened are more than 1.7 metres above the floor of the room in which the window is installed and shall thereafter be permanently retained as such.

Reason: In the interests of residential amenity and privacy.

19. Prior to the occupation of unit 15 details of screening to the western side of the balcony, unit 16 details of screening to the southern side of the balcony and unit 19 details of screening to the southern side of the balcony shall be submitted to and approved in writing by the local planning authority. The approved details shall be installed prior to the occupation of unit 15, 16 and 19 and retained in perpetuity.

Reason: In the interests of residential amenity and privacy.

20. The development shall be carried out in accordance with the recommendations set out in the Preliminary Ecological Appraisal by ecology by design dated September 2019.

Reason: To provide net gain in biodiversity and to ensure the protection of protected species.

Informatives:

1. This statement is provided in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Guildford Borough Council seek to take a positive and proactive approach to development proposals. We work with applicants in a positive and proactive manner by:
- Offering a pre application advice service
 - Where pre-application advice has been sought and that advice has been followed we will advise applicants/agents of any further issues arising during the course of the application
 - Where possible officers will seek minor amendments to overcome issues identified at an early stage in the application process

However, Guildford Borough Council will generally not engage in unnecessary negotiation for fundamentally unacceptable proposals or where significant changes to an application is required.

Pre-application advice was not sought prior to submission and Minor alterations were required to overcome concerns, these were sought and the applicant agreed to the changes.

2. If you need any advice regarding Building Regulations please do not hesitate to contact Guildford Borough Council Building Control on 01483 444545 or buildingcontrol@guildford.gov.uk
3. If the proposed works result in infiltration of surface water to ground within a Source Protection Zone the Environment Agency will require proof of surface water treatment to achieve water quality standards.

4. ENVIRONMENTAL HEALTH

Due to the proximity of residential accommodation there should be no burning of waste material on site.

In the even that piling works are necessary, a scheme for limiting noise shall be submitted to the local planning authority and shall be in accordance with BS 5228 (Parts 1 & 4) for noise control. The scheme shall specify the proposed piling method and the reason for its selection. This shall take into account the ground conditions of the proposed development site and the proximity of residential properties. Piling shall not commence until written approval has been obtained from the Local Planning Authority. Please note: Silent piling is the preferred option and only on extreme cases will noisy methods, such as driven piles be permitted.

During demolition or construction phases, adequate control precautions should be taken in order to control the spread of dust on the site, so as to prevent a nuisance to residents in the locality. This may involve the use of dust screens and importing a water supply to wet areas of the site to inhibit dust.

Due to the potential noise nuisance from construction activities, the hours of work on site should be restricted as follows:

- a) Mon-Fri working between 08:00 and 18:00
- b) Saturday working between 08:00 and 13:00
- c) No work to take place on Sundays or Bank Holidays

5. The developer is advised to contact Surrey County Council Petroleum Officer to confirm the final fate of the underground tanks on site. To ensure the requirements of the Public Health Act 1961 are observed.
6. The permission hereby granted shall not be construed as authority to carry out any works on the highway. The applicant is advised that prior approval must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, or verge to form a vehicle crossover or to install dropped kerbs. Please see:
www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/vehicle-crossovers-or-dropped-kerbs.
7. 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).
8. The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see:
<http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme>.

9. It is the responsibility of the developer to ensure that the electricity supply is sufficient to meet future demands and that any power balancing technology is in place if required.
Please refer to:
<http://www.beama.org.uk/resourceLibrary/beama-guide-to-electric-vehicle-infrastructure.html>
for guidance and further information on charging modes and connector types.
10. The proposed development is located within 15m of Thames Waters underground assets, as such the development could cause the assets to fail if appropriate measures are not taken. The developer is advised to read Thames Water guide 'working near our assets' to ensure your workings will be in line with the necessary processes you need to follow and if you're considering working above or near our pipes or other structures.
<https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>.

Should you require further information please contact Thames Water. Email: developer.services@thameswater.co.uk Phone: 0800 009 3921 (Monday to Friday, 8am to 5pm) Write to: Thames Water Developer Services, Clearwater Court, Vastern Road, Reading, Berkshire RG1 8DB
11. The applicant is advised to read Thames Water guide working near or diverting our pipes.
<https://developers.thameswater.co.uk/Developing-a-large-site/Planningyour-development/Working-near-or-diverting-our-pipes>.
12. A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing wwriskmanagement@thameswater.co.uk. Application forms should be completed online via www.thameswater.co.uk. Please refer to the Wholesale; Business customers; Groundwater discharges section.
13. **Surface Water Drainage**
Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to website.
<https://developers.thameswater.co.uk/Developing-a-largesite/Apply-and-pay-for-services/Wastewater-services>
14. If you are planning on using mains water for construction purposes, it's important you let Thames Water know before you start using it, to avoid potential fines for improper usage. More information and how to apply can be found online at thameswater.co.uk/buildingwater.
15. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

16. The developer is advised to submit an application to Surrey Police for the Secure by Design Accreditation.

Officer's Report

Site description.

The site is located within the Guildford Urban area, outside of the town centre boundary. The site comprises a storage and maintenance depot for coaches together with a two storey ancillary office building, totalling 775sqm and a detached bungalow in the northern corner. The site is relatively flat internally, with land rising steeply to the north and lowering to the south and again east west gives rise to a gradient change of 3.5m. An area of hardstanding is located to the eastern part of the site. A level difference of 3.5m exists between the highest and lowest points in both north-south and east west sections. Directly to the south is a two storey parade of buildings comprising shops to the ground floor, identified as a local shopping centre, and residential above. To the north east and west lie residential properties comprising a mix of two storey semi-detached and detached and single storey dwellings.

The current vehicular access to the site is located to the south east corner, just off the junction between Ridgemount, Madrid Road, Guildford Park Road, Guildford Park Avenue and Ludlow Road.

The site is located within the 400m to 5km Thames Basin Heath SPA buffer.

Proposal.

Redevelopment of the site for 19 residential units (including two wheelchair accessible units, 11 x 1 bed, 3 x 2 bed and 5 x 3 bed) and associated access and landscaping. As amended by plans received on 26 November 2019 and 28 February 2020 and 16 November 2020.

Amendments included the removal of a studio apartment on third floor, reducing the block from 4 storeys to 3 storeys in height.

Relevant planning history.

Reference:	Description:	Decision Summary:	Appeal:
07/P/02657	Erection of 13 flats on two storeys with rooms in the roof, comprising 10 x 2 bed flats, 2 x 1 bed flats and 1 x 3 bed flat with associated parking and landscaping (as amended 12/03/08 and by additional information received 17/03/08)	APPC 27/05/08	
11/P/00729	Application to extend the time limit for the implementation of 07/P/02657 approved 27/05/08 for erection of a block of 13 flats on two storeys with rooms in the roof, comprising 10 x 2 bed flats, 2 x 1 bed flats and 1 x 3 bed flat with associated parking and landscaping.	APPC 21/07/11	

Consultations.

Statutory consultees

County Highway Authority: The proposed development has been considered by the County Highway Authority who recommends an appropriate agreement should be secured before the grant of planning permission.

A contribution of £70,000 to go towards road safety improvement schemes within the vicinity of the development. Improvements to include, but not limited to, installation of traffic islands to improve crossing for pedestrians, speed reducing measures and Vehicle Activated Signage.

Recommend conditions regarding: vehicular access; parking; cycle parking; Construction Transport Management Plan; and electric vehicle charging.

Surrey County Council Education: A financial contribution to be secured towards early years and primary education.

Surrey County Council Petroleum officer: Note records suggest there may be multiple underground tanks on site, no record of their current fate. Strongly recommend the tanks are removed prior to any properties being built on the land. Require the developers to confirm the final fate of the tanks to ensure the requirements of the Public Health Act 1961 are observed.

Thames Water: Request a condition regarding any piling. Request informatives drawing attention to public sewers crossing or close to the development; groundwater discharges. No objection to surface water drainage provided the developer follows the sequential approach to the disposal of surface water; underground water asset; mains water during construction; and water pressure. No objection regarding the waste water network and sewage treatment works infrastructure capacity.

Lead Local Flood Authority: on review of the submitted documents: Drainage Strategy and SuDS Appraisal, Syntegra dated October 2019 document reference 19-6021, and Advice note on required contents of a sustainable drainage statement including SuDS proforma, document reference 1355622, satisfied that the proposed drainage scheme meets the requirements of the NPPF, its accompanying PPG and the Non-statutory Technical Standards for sustainable drainage systems. Request conditions be attached regarding details of the design of the surface water drainage scheme and a verification report.

Natural England: No objection subject to compliance with the Council Avoidance and Mitigation Strategy for the TBHSPA.

Surrey Police: request consideration is given to requiring a Secured by Design accreditation.

Internal consultees

Head of Environmental Health and Licensing: No objection subject to conditions regarding air quality and land contamination.

Housing and Strategy Manager: in light of the BNP Paribas viability analysis agree 5 affordable rented dwellings on site. S106 required to identify and secure the affordable rented units in perpetuity, to be delivered via a named Registered Provider (housing associated) with a credible local presence.

Refuse and Recycling: No objection.

Third party comments:

29 letters of representation have been received raising the following objections and concerns:

- contrary to policy H4 (1)
- size, scale and height out of keeping with local vernacular.
- four storeys too high (officer note: this element has now been removed. max storey height is 3)
- design out of character
- incongruous materials
- overdevelopment
- dominant
- density too high and out of character
- Ridgemount characterised by detached dwellings diminishing in height towards Madrid Road (officer note: the immediate area is characterised by a mix of dwelling types).
- insufficient number of car parking spaces
- will increase parking pressure on surrounding roads
- increase existing road congestion
- located on a busy junction
- enough flats in area
- covenant should be placed preventing units to be occupied by students
- lack of infrastructure (health services and schools and water)
- not family accommodation
- no gardens
- site should be developed as a GP surgery (officer note: only the proposed scheme can be considered as part of this application)
- ground water and movement issues
- increased air pollution from road congestion
- noise pollution
- residential amenity affected through overlooking, outlook and light levels of houses and gardens in Lynwood and potential privacy issues and 9 Ridgemount.
- unsustainable to keep allowing development
- reduced number of units and lower in height more appropriate
- design could lead to criminal activity
- should not be viewed in isolation of other developments taking place in the locality

Planning policies.

National Planning Policy Framework (NPPF):

Chapter 2 Achieving sustainable development

Chapter 4 decision making

Chapter 6 Building a strong, competitive economy

Chapter 8 Promoting healthy and safe communities

Chapter 9 Promoting sustainable transport

Chapter 11 Making an efficient use of land

Chapter 12 Achieving well-designed places

Chapter 15 Conserving and enhancing the natural environment

National Design Guide 2019

South East Plan 2009:

NRM6 Thames Basin Heath Special Protection Area

Guildford Borough Local Plan: Strategy and Sites 2015-2034

The Guildford Borough Local Plan: Strategy and Sites was adopted by Council on 25 April 2019. The Plan carries full weight as part of the Council's development Plan. The Local Plan 2003 policies that are not superseded are retained and continue to form part of the Development Plan (see Appendix 8 of the Local Plan: Strategy and Sites for superseded Local Plan 2003 policies.

In October 2020 the Council published its updated Land Availability Assessment (LAA) 2020. This demonstrates that the Council has a five year land supply position of 6.42 years. In addition to this, the Governments housing Delivery Test indicates that Guildford's 2018 measure is 75%. For the purposes of NPPF footnote 7, this is therefore greater than the threshold set out in paragraph 215 (25%). Therefore, the Plan and its policies are regarded as up to date in terms of paragraph 11 of the NPPF.

S1	Presumption in favour of sustainable development
S2	Planning for the Borough - our spatial strategy
D1	Place shaping
D2	Sustainable design, construction and energy
H1	Homes for all
H2	Affordable homes
ID1	Infrastructure and delivery
ID3	Sustainable transport for new developments
ID4	Green and blue infrastructure
P5	Thames Basin Heaths Special Protection Area
E3	Maintaining Employment capacity and improving employment floorspace

Guildford Borough Local Plan 2003 (as saved by CLG Direction 24 September 2007):

G1	General Standards of Development
G5	Design Code
R3	Recreational Open Space Provision in Relation to New Small Residential Developments

Supplementary planning documents:

Thames Basin Heaths Special Protection Area Avoidance Strategy SPD
Planning Contributions SPD
Climate Change, Sustainable Design, Construction and Energy SPD

Planning considerations.

The main planning considerations in this case are:

- the principle of development
- living environment and nationally described space standards
- the impact on the character of the area and the existing site
- the impact on neighbouring amenity
- highway/parking considerations
- sustainable design and construction
- ecology and biodiversity
- Thames Basin Heaths SPA
- other contributions
- legal agreement requirements

Principle

The established use of the site is as a bus and coach depot and MOT centre. The site incorporates no. 7 Ridgemount.

Planning permission was granted for the change of use and redevelopment of the site under planning permission 07/P/02657 for 13 flats, but was never implemented or built out. A subsequent application was granted (11/P/000729) to allow for an extension of time to the 07/P/02657 scheme. This scheme comprised: a two storey building with roof accommodation set within a single building with three wing elements. The site did not include 7 Ridgemount. Landscaping areas were provided around the building, parking was provided along the frontage to Ridgemount with the existing vehicular access into the site being utilised. A further three spaces were provided within the southern part of the site.

This proposal takes on a different layout to the previous approval on site. The main changes being: the development at its extremes would be located closer in two areas to the southern boundary; following the inclusion of 7 Ridgemount the development would be closer to the northern boundary to the front of the site and set back from the northern boundary to the rear of the site; the development would be no closer to the western boundary than the closest point previously approved. The development would address the Ridgemount street scene. An additional 6 units would be provided.

Whilst not implemented, the principle of housing on this site is acceptable.

Policy E3 seeks to protect employment sites within the borough. The policy applies to all premises and land which is in B1a, B1b, B1c, B2 and B8 use class, whether the premises or land is currently occupied or vacant. The site is not identified as a strategic employment site. The current use is Sui Generis and does not fall within the use classes defined in the policy. Following the relocation of Safeguard Coaches to a new location within Guildford in 2018 the site was vacant and more recently occupied on a short term lease to Ripley Motors carrying out MOT prep, car wheel alignment and basic car repairs. The short term lease expires on 31 January 2021.

Housing mix

Policy H1 of the LPSS states that new residential development is required to deliver a wide choice of homes to meet a range of accommodation needs as set out in the latest Strategic Housing Market Assessment (SHMA).

The proposal seeks a mix of: 11 x 1 bed, 3 x 2 bed and 5 x 3 bed units

SMHA for all dwellings:

No. of Beds	SHMA%req	Provided %
1 bed	20	58%
2 bed	30	16%
3 bed	35	26%
4 bed	15	0%

The site is located just outside the town centre boundary and is within walking distance of a number of services. The SHMA looks at the housing need for the whole of the borough. In or close to town centre locations such as this it may be more appropriate to secure a greater number of 1 bedroom units. No objection is raised from the Council's Housing and Strategy manager.

Affordable Housing

Local plan policy H2 of the LPSS 2019 states that on sites providing 11 or more homes or where developments have a combined gross internal floor space of more than 1000 square metres the Council will seek at least 40% of the homes to be affordable homes. The applicant provided a viability appraisal of the scheme, this was subsequently amended to reflect the reduction in proposed units from 20 to 19 units. This has been independently reviewed by BNP Paribas (viability consultants), who have concluded that the scheme is able to viably provide 26.32% affordable housing, equating to 5 affordable units. The Council's identified need for affordable housing is weighted towards a greater need for affordable rent. On the viability basis that the development can only provide 26% affordable homes it has been agreed that these units shall all be provided as affordable rent units. The viability appraisal identified a surplus of £31,355 that can be used as a commuted sum or further section 106 payments. The Housing and Strategy manager has concurred with the findings.

On this basis the Heads of terms will include the provision of 5 affordable (affordable rented) units.

Living environment

Policy H1(3) of the LPSS requires all new development to conform to the nationally described space standards as set out by the Ministry for Housing, Communities and Local Government (MHCLG).

The development comprises three blocks of accommodation. Block one is designed with a splayed edge to the pedestrian access allowing wider views of the communal amenity space within the site. Block 2 is splayed away from Block 1 to allow for adequate access to daylight and provide an acceptable relationship between the accommodation blocks. Block 3 is splayed away from block 2 to enable access to daylight to the windows serving the first and second floor units.

Block 1

Each unit will be served by its own front door. Block 1 is set over three storeys, with flats provided at ground level and duplex units provided within the first and second floor (4 x 1 and 4 x 3 bed units). The ground floor comprises 3 x 1 bed units (1, 2 & 3) accessed via the courtyard. The ground level of the courtyard will be lowered to ensure privacy to bedroom windows from the courtyard area. Living areas will face towards Ridgemount with access onto private amenity space. Private amenity areas serve four of the units within Block 1, located to the front, facing onto Ridgemount. Due to the lower ground level than Ridgemount, landscaping in the form of hedges is proposed to provide privacy for the occupants of the ground floor units. Landscaping details will be secured by a condition. Window openings will be on both the east and west elevations serving the three ground floor units. The first and second floor will contain 4 x 3 bed duplex accommodation (units 9, 10, 11 & 12) which will each be provided with private amenity space at first floor level in the form of recessed balconies facing into the courtyard. Unit 8 is a 1 bed studio apartment located at first floor level. This unit is not afforded any private amenity or allocated parking.

Block 2 comprises 4 x 1 bed, 3 x 2 bed, plus 1 x 3 bed

Block 2 is located parallel to the boundary with 9 Ridgemount, whilst maintaining a separation of 13.8m to the boundary. Six parking spaces and landscaping are located between block 2 and the boundary. The building is three storeys in height, reading as two storeys facing towards 9 Ridgemount and three storeys facing into the Courtyard. The building comprises 3 units (4, 5 & 6) at ground floor, (units 4 and 5 are accessed via the courtyard with soft landscaping to the front and an area of private amenity, unit 6 is accessed via the west elevation). Units 4 & 5 (1 bedroom units) do not have an allocated parking space, unit 6 (2 bed unit) has an allocated parking space. 2 x 1 bed units (13 & 14) are located on the first floor, 2 x 2 bed units (17 & 18) are located on the second floor, unit 15 (3 bed) is a duplex spread over the first and second floor

with private amenity space. Units 13 & 14 are afforded private amenity space facing towards the courtyard. Units 17 & 18 have private amenity space to the north. Units 4 and 5 have their window openings to the south elevation, with the north elevation set against the higher ground level. Unit 6 will have all openings to the west elevation. In each instance natural light is available to the main living areas. At first floor all units will have openings to both north and south elevations. Unit 15 at first and second floor has windows facing into the side elevation of block 3. At first floor level the window serves a bedroom and is located opposite the splay, at second floor level one bedroom window is facing directly into the side wall on unit 19 (1.5m) separation. A window serving the living area is located opposite the spayed wall, this room benefits from dual aspect windows. On balance the residential environment to unit 15 is acceptable.

Block 3 - 3 x 1 bed units (7, 16 & 19)

The building is three storeys in height.

Unit 7 (1 bed) has private amenity space to the west, units 16 & 19 have private amenity in the form of a balcony. Unit 7 benefits from window openings to the north and south elevations. Units 16 and 19 contain openings to the east and west elevations.

Amenity space is provided within the site as communal green space within a courtyard environment subdivided by paved pedestrian pathways, with most units benefiting from some private amenity space.

Four of the units (4, 13, 14 and 7) have been designed for level access with the capacity to be adapted to meet with Building Regulations M4 (3) category 3.

Nationally Described Space Standards

A compliance table has been submitted with the application demonstrating each unit complies with the NDSS.

Scale and character

The site has been occupied by Safeguard Coaches for approximately 90 years until early 2018, when the company relocated. The existing premises is let on a temporary arrangement as a vehicle servicing centre.

The existing bus depot structure (two storeys in height), tight to the north west and south boundaries, encompasses a substantial proportion of the total site area. The remainder of the safeguard site is hardstanding associated with its current use. Included within the application site is 7 Ridgemount (a single storey dwelling), whose built form extends across the width of the existing residential plot, with approximately one third of the plot covered by building.

The majority of the Safeguard site is set at a similar level to the properties in Lynwood directly to the west of the site and the parade fronting Madrid Road, with Ridgemount properties being located at a higher ground level.

Surrounding development is one and two storey predominantly residential in scale.

The proposed development provides 19 flats within three blocks ranging between two and three storey in height. The proposed building heights take advantage of the difference in levels and adopt a stepping up of the hillside design approach.

The frontage building (block 1) will read as 2, 2.5 storey facing Ridgemount and three storey facing internally, achieved through taking account of the marked difference in ground levels. The proposal seeks to provide an active frontage to Ridgemount. This building will be set 5.5m from the site boundary to allow off street parking of cars. The frontage block is split into 5 distinct bays, defined by three ridge points to provide rhythm and variety. The building has been articulated to step and stagger from south to north addressing the increase in ground level moving up Ridgemount. The height of the corner of block 1 will not be dissimilar to the eaves height of 9 Ridgemount, reflecting the broad characteristic of stepping up on height. The eaves height to the south broadly aligns with the building height of Madrid Road.

Block 2 is located parallel to and set back 13.8m from the northern boundary, again taking account of the ground levels it will read as 2 storeys in height facing the northern boundary, and three storeys in height internally facing. The block is split into 3 bays, defined by two ridge points.

Block three is located in the south west corner of the site and would be 3 storeys in height, this follows the removal of the third floor. It is located adjacent to the boundary with the parking area to the rear of the Co-op.

The development proposes vehicular access to the north east onto Ridgemount, with parking provided within the northern part of the application site. The built form will take on a rough upside down 'u' shape in footprint. Amenity space is shown within the built form, within the central to southern part of the site. Pedestrian access is shown to be located within the south eastern corner of the site.

Materials suggested include a local red brick in Flemish Bond, with roofs comprising a blue/grey zinc material with recessed gutters and zinc down pipes. The development provides a modern design of building in form and detailing. It does not seek to replicate surrounding development, instead it seeks to add to the palette. The submission of materials can be conditioned to ensure a satisfactory form of development.

The building heights, due to the surrounding topography would not result in an unduly dominant form of development. The roof form adds interest and in its design produces less bulk and mass than a traditional roof form.

The design is bold, but is sympathetic to the characteristic form development takes in stepping up in height along Ridgemount. It would remove an existing vehicular access away from Madrid Road and provide enhancement to the visual appearance of the immediate locality.

The current site, which is hard landscaped, has little opportunity for any meaningful soft landscaping. In redeveloping the site the opportunity to provide soft landscaping has been realised, providing a positive enhancement to both the development and the area.

Impact on residential amenity

The existing commercial building is relatively tight to the rear boundaries of Lynwood to the west, 9 Ridgemount to the north and the parade of commercial premises with residential above to the south.

A daylight survey was submitted as part of the application to determine whether loss of light to habitable spaces of adjoining properties is likely as a result of the proposed development, and to ensure all habitable rooms within the proposed development have adequate levels of daylight. This concluded that negligible difference to marginal difference to daylight levels, where the windows serve habitable rooms. Concluding that the internal daylight levels exceed the recommended minimum levels and as such there would be no loss of amenity in the form of daylight availability.

Lynwood

The existing relationship between the two Lynwood properties (no.s 2 and 4 Lynwood) whose rear boundaries form the common boundary and a third (6 Lynwood) who partially adjoins the boundary is one where a large commercial building of two storey height is set in close proximity to, and stretching the length of the boundary. The proposal would significantly improve outlook, through reducing the existing imposing structure on site and its replacement with buildings, whilst of comparative height, that are set away from the boundary and with the closest building (Block 2) extending less than midway across the rear boundary of 2 Lynwood.

The scheme has been amended to reduce the maximum height, in removing the fourth floor from Block 3, when viewed from Lynwood properties to below that of the approved scheme 07/P/02657.

At ground floor level Blocks 2 and 3 are physically connected. A total of 5 window openings and the entrance of unit 6 are located along the west elevation, three of these serve bedrooms, with two serving the living/kitchen area. At first floor level blocks 2 and 3 are connected by a private amenity balcony serving unit 15. A privacy screen can be conditioned to be attached to prevent any perceived overlooking. Two windows are located within the facing elevation of each block. Within block 2 one serves a bathroom (to be conditioned obscure glazed) and the other the internal staircase within the duplex unit. Block 3 has one window serving a bedroom and the other the living area. Due to the positioning no unacceptable overlooking or loss of privacy would occur. At second floor unit 15 has been amended to remove openings within the west elevation serving the bedroom. This is now solely to be served by a window within the south elevation onto the private amenity terrace. With the omission of any opening no overlooking or loss of privacy would arise to occupants of 2 Lynwood.

Block 3 in its location within the south west corner of the site is located away from the Lynwood properties and whilst visible to, it would not give rise to any direct overlooking. Block 3 at its maximum height will be approximately 1.8m greater in height than the existing building. However, the proposed height is lower than the scheme approved under 07/P/02657. The maximum height will reduce down to approximately 0.3m above the existing maximum height of the building on site, when viewed from the rear of Lynwood.

The proposal would not give rise to unacceptable loss of privacy or overlooking and would be an improvement over the current relationship between the building on site and the properties within Lynwood.

Madrid Road

The Co-op (12-14 Madrid Road) has a car park to the rear, accessed from Lynwood, which adjoins the southern boundary of the application site. Block 3 is located within the south west corner of the site adjacent to the boundary with the Co-op parking area, and tight to the southern boundary with the rear of 10 Madrid Road. No windows are proposed within the ground floor first floor south elevation of block 3. A private amenity garden is located between the west elevation and the boundary with the parking area to the rear of the Co-op site. A privacy screen can be conditioned to the southern part of the proposed balconies to unit 16 and 19 to protect against any loss of privacy towards the first floor rear windows of the residential accommodation above 10 Madrid Road. The proposed development would remove a significant proportion of built form away from the south boundary, when compared to the current building on site.

9 Ridgemount

Is located to the north of the application site. This is set at a higher ground level to the majority of the application site.

Block 1 follows the front building line of 9 Ridgemount. The proposed vehicular access serving 6 parking spaces would run alongside this boundary. The current building on site is relatively tight to the common boundary, extending from the rear of the curtilage attached to 7 Ridgemount. The proposal would result in development being set 13.8m away from the boundary.

A new retaining wall is referenced between the site and 9 Ridgemount to mediate the level differences between the two sites, with the application site being set at the lower ground level.

Block 2 facing into the side boundary will maintain a separation of 13.8 metres to the boundary. Due to the significant difference in land levels the building whilst three storeys in height will only be 0.3m higher than the ridge height of the existing building. Of note the proposal will be lower in height and set further away from the boundary than the previously approved scheme (07/P/02657). Furthermore, due to the ground level differences Block 2 will appear as 2 storeys from 9 Ridgemount. With the first floor level being level with the external parking area and appearing as ground level from 9 Ridgemount. Openings serve a kitchen, bedroom and bathroom (unit 13), a bedroom and bathroom (unit 14), and a bedroom (unit 15) at what is the equivalent of ground level, and bathroom and living (unit 15), living with terrace and bedroom (unit 18) and living with terrace and bedroom (unit 17) at what is the equivalent of first floor level height. The development, due to adequate separation being provided, would not give rise to unacceptable loss of privacy or overlooking to the occupants of 9 Ridgemount.

Highway safety and parking

The proposed plans indicate a dropped kerb will run along Ridgemount from the proposed pedestrian access at the southern end terminating at the proposed vehicular access at the northern end of the site. This is to allow for access to the proposed 7 parking bays directly access from Ridgemount. It is proposed that materials will be used to define the pedestrian areas.

The site is located just outside the Town centre boundary, and is within walking distance of Guildford Train station, bus station and town centre facilities.

Parking spaces - a total of 13 spaces provided. 7 of which are allocated to Block 1 and accessed directly from Ridgemount, with a further 6 spaces serving Block 2, accessed via the proposed vehicular access serving emergency and servicing vehicles. The lower parking provision reflects the location of the development set just outside the Town centre boundary and within easy walk of public transport, services and shops. Furthermore, a car share scheme is located within the vicinity of the site. It is considered appropriate to consider reduced parking provision within this location.

28 secure cycle spaces are to be provided. 10 Sheffield stands will be located along the southern edge of the courtyard to allow 20 bikes to be securely parked in addition to secure and covered parking for 8 bikes located within the ground floor of the southern part of Block 1.

SCC Highway Authority have advised that the development is located within a sustainable location benefiting from being in close proximities of bus services as well as Guildford Station. The development is also proposing cycle facilities for the future occupier encouraging alternative mode of transport. It is advised that a car club is located within the vicinity on Ludlow Road.

The Highways Authority have requested a contribution of £70,000 to go towards road safety improvement schemes within the vicinity of the development. Improvements to include, but not limited to, installation of traffic islands to improve crossing for pedestrians, speed reducing measures and Vehicle Activated Signage. The S106 contribution requested is deemed reasonable in relation to the scale of the development. The proposal will result in an increase of people on foot, accessing the station and local bus stops. SCC Highways advises that their Road Safety team have concerns over safety of pedestrians in the area. The S106 contributions will go towards the implementation of safety measures that improve safe access for pedestrians.

Sustainable build and design

Policy D2 requires new buildings to achieve at least a 20% reduction in carbon emissions measured against the relevant Target Emission Rate (TER) set out in the building Regulations 2010 (as amended) (Part L). Whilst the application was submitted prior to the adoption of the Climate Change, Sustainable Design, Construction and Energy SPD (2020), which provides detailed guidance to support policy D2. The application is accompanied by a Sustainability and Energy Statement. This concludes that a 20.27% carbon reduction can be achieved via energy efficiency measures and renewable technology. The use of communal Air Source Heat Pumps has been identified as a suitable technology for the proposed development. The report also addresses how sustainable design and construction measures have been incorporated, the use of low embodied materials in construction, construction waste will be recycled and reused on site formalised through a Site Waste Management Plan, passive design measures, such as: enhanced building fabric, orientation and natural daylighting, solar shading and natural ventilation and water efficiency. Water efficiency based on specifications would lead to a consumption rate of 105 litres/person/day or less. This would be subject to a condition.

The applicant has stated that a fabric first approach will be adopted addressing thermal efficiency, air tightness and avoidance of over heating. Drawing no. A267_proposed sections rev 01 annotates the location of a plant room to serve a communal air source heat pump.

It is considered appropriate and reasonable in this instance to secure the details for at least a 20% reduction in carbon emissions and a site waste management plan by condition.

Ecology and biodiversity

The application is accompanied by a Preliminary Ecological Appraisal as the site is within a SSSI impact risk zone. As part of the PEA a preliminary roost assessment of the on site buildings was carried out. No evidence of bats was found. All buildings had negligible potential to support roosts. The report advises that there was potential for birds to nest in the trees, hedgerows and garage building. It makes recommendations that vegetation and demolition of the garage should be carried out outside of the bird nesting season, or following a check for nests. Biodiversity enhancements recommended include planting native plants, using cut vegetation to create log piles and installation of bird and bat boxes into the new buildings.

Thames basin Heath Special Protection Area (TBHSPA) and Appropriate Assessment

The proposed development may adversely impact the TBHSPA due to the net increase in residential units at the site. The Council's adopted TBHSPA Avoidance Strategy 2017 requires a SANG contribution of £86,204.53 and an Access Management (SAMM) contribution of £9,202,51 to avoid any adverse impact in line with the tariff within the annual updating of off-site contributions document.

As part of the application process the Council has undertaken an Appropriate Assessment (AA) which concluded that the development would not affect the integrity of the European site either alone or in combination with other plans and projects in relation to additional impact pathways subject to the application meeting the mitigation measures set out in the TBHSPA Avoidance Strategy. Natural England has been consulted on the AA (on the 20 unit scheme). Natural England raised no objection subject to appropriate mitigation being secured. the scheme has been subsequently amended to remove one unit. SANG would be secured at Chantry Wood SANG.

Refuse and Recycling

Two communal refuse collection points are proposed. One located adjacent to the pedestrian access to the lower courtyard space, with the second area (food waste) located adjacent to the vehicular access. Following discussions with the Council's refuse and recycling officer, who has advised that, the submitted waste collection plan is acceptable. All waste collection will take place from bin store 1 and the managing agent will move bins from store 2 to store 1 for collection. No objection is raised to the refuse and recycling collection points and waste collection plan.

Other contributions

Highways

The County Highway Authority have requested the following contribution to mitigate the development:

£70,000 to go towards road safety improvement schemes within the vicinity of the development. Improvements to include, but not limited to, installation of traffic islands to improve crossing for pedestrians, speed reducing measures and Vehicle Activated Signage.

Open Space

In accordance with saved policy R3 in order to mitigate the development a contribution shall be made in accordance with the up dated tariff for open space contribution.

Education

The County Council as education provider have requested contributions to mitigate the development:

Towards early years education

Towards primary years education

Legal agreement requirements

The three tests as set out in Regulation 122 require S106 agreements to be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

As the application would result in the net gain of 18 new residential units, in order for the development to be acceptable in planning terms, a S106 agreement is required as part of any subsequent planning approval to secure a financial contribution towards a SANG and SAMM, in line with the Guildford Borough Council TBHSPA Avoidance Strategy 2017. This strategy has been formally adopted by the Council. In line with this strategy and the requirements of Regulation 63 of the Habitats Regulations 2017, a S106 agreement is required to ensure that the additional residential units proposed by this development would not have any likely significant effect on the TBHSPA.

As set out above any subsequent section 106 legal agreement would require the applicant to make payment in line with the SANG and SAMM contributions as set out by the TBHSPA Avoidance Strategy 2017 and the associated tariff within the annual updating of off site contributions to Special Protection Area Mitigation and Open Space.

If the application was deemed to be acceptable, the Council is of the opinion that the TBHSPA requirements would meet the three tests set out above.

If the application was deemed acceptable, the Council is of the opinion that the contributions towards early years and primary years education would meet the three tests set out above.

If the application was deemed acceptable, the Council is of the opinion that the contributions of £70,000 to go towards road safety improvement schemes within the vicinity of the development. Improvements to include, but not limited to, installation of traffic islands to improve crossing for pedestrians, speed reducing measures and Vehicle Activated Signage would meet the three tests above.

If the application was deemed acceptable, the Council is of the opinion that the contributions towards open space would meet the three tests above.

If the application was deemed acceptable, the Council is of the opinion that the provision of 5 affordable rent units would meet the three tests above.

Conclusion.

The site is located within the Guildford Urban area. The principal of residential accommodation was previously established, whilst not implemented. No over riding changes to policy have occurred since that time. The scheme would make best use of the existing site, of a density and design that would not give rise to any significant harm to the character of the surrounding area. The proposal for 19 units would contribute towards securing housing within the borough. No harm is identified to the residential amenity of surrounding properties.

The scheme would provide 5 affordable units for affordable rent.

Subject to conditions and a S106 agreement to secure appropriate mitigation for identified harm to the Thames Basin Heaths SPA, a contribution towards highway safety improvements, a financial contribution towards early years and primary education, a financial contribution towards open space provision and to secure 5 homes for affordable rent, the proposal is found acceptable.