

Section '3' - Applications recommended for PERMISSION, APPROVAL or CONSENT

**Application No :** 11/02727/FULL1

**Ward:**  
Darwin

**Address :** Angas Convalescent Home Church  
Approach Cudham Sevenoaks TN14  
7QF

**OS Grid Ref:** E: 544767 N: 159978

**Applicant :** Angas House Cudham

**Objections :** YES

**Description of Development:**

Demolition of two storey part of Angas House, erection of single storey extension, elevational alterations and conversion to nine bedroom house. First floor extension, elevational alterations and conversion of Coach House to three bedroom and four bedroom houses. Demolition of single storey part of Rose Cottage, erection of part one/ two storey extension and conversion to four bedroom house. Detached double and triple garages. Removal of hardstandings, laying out of new driveways and hardstandings

**Key designations:**

Conservation Area: Cudham Village  
Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
Green Belt  
London City Airport Safeguarding  
London City Airport Safeguarding Birds  
Locally Listed Building

**Proposal**

It is proposed to extend and convert the existing buildings on this site from a residential care home to form a total of 4 private dwellings, each with a residential curtilage. The full details of the proposed works are as follows.

**Main house (Angas House):**

It is proposed to convert the main house on the site to form a 9 bedroom dwelling, and to demolish the existing two storey rear addition (floorspace approx. 344m<sup>2</sup>) and construct a single storey extension rear measuring 12m in width, 6.6m in depth and with a height of 7m to top of roof lantern (floorspace approx. 79m<sup>2</sup>).

**Coach House:**

The Coach House will be converted to form 1 three bedroom and 1 four bedroom house, including a first floor rear extension including three rear dormers at first floor level. The extension will result in an additional floorspace of approx. 55.5m<sup>2</sup>. The plans indicate that the extension will be of similar appearance to the existing building.

#### Rose Cottage:

It is proposed to demolish an existing single storey part of Rose Cottage, between the dwelling and the existing glass house (floorspace approx. 63m<sup>2</sup>) and the erection of a part one/ two storey side extension (floorspace approx. 98.22m<sup>2</sup>) and to convert the building to form a four bedroom house. The plans indicate that the extension will be of similar appearance to the existing building.

#### Other works:

As part of the works, a significant amount of hard surfacing will be removed from the site, including an area in front of Angus House, and a large area between it and Rose Cottage, running in front of the Coach House. Several detached outbuildings would also be removed. These works are detailed on the proposed site plan drawings which have been submitted as part of the application.

A new driveway will be constructed, branching off from the existing driveway and running alongside the western site boundary and towards the Coach House and Rose Cottage to serve these properties. It is indicated that the driveway will be surfaced in pea shingle. An amended site plan was received 6th November 2011, which indicates an alteration to the route of the driveway to serve the Coach House and Rose Cottage to allow a group of trees adjacent to the western site boundary to be retained.

A detached triple garage will be constructed to serve Angus House located to the south of the house, measuring approx. 12.9m x 7m and with a height of 6.2m to the top of the dovecote cupola (footprint of 90.3m<sup>2</sup>) and in addition a detached double garage to the west of the Coach House, measuring approx. 7m x 7m and with a height of 4.8m (footprint of 49m<sup>2</sup>) and comprising one garage each for the 2 new dwellings to be formed within that building.

The proposal will result a reduction in floorspace of approx. 35m<sup>2</sup> across the whole site (not including outbuildings or hardstanding – the full details of which have not been provided).

The applicants have submitted a Design and Access Statement, which makes the following points in support of the proposal:

- property is vacant and in bad state of repair having been vacated by the NHS for some time since no longer meeting current requirements for the provision of residential care
- the buildings have been the subject of theft and are gradually deteriorating in condition

- a re-provision programme is underway for the residential care – the disposal of Angas House is intended to assist in funding this
- proposal is to convert the site to private residential use, with 4 separate dwellings
- Angas House would be converted to form a magnificent family mansion in extensive grounds, with the existing flat roof extension (added when the property was converted to a Seamen's Mission) which is derelict and of no architectural merit to be demolished and replaced with a single storey living room in an orangery style
- the house still contains many original features, all of which are to be retained and renovated
- the former Coach House would utilise the courtyard to become 2 family houses - this building has been institutionalised and retains no original features internally
- Rose Cottage would be converted to and renovated to become a 4 bedroom family home with private garden. Recent additions would be demolished and a more rational layout provided
- the development would result in a reduction in gross floor area across the three buildings
- all materials will match existing and be in keeping with the character of the properties
- proposal seeks to establish the redevelopment of derelict previously used land with a residential land use in accordance with policy
- it is unlikely that the use of the building as a residential care home could be resumed as the building does not meet current standards – a more suitable use needs to be considered in order to preserve the site and worthy buildings
- key considerations will be the scale and form of the development and the impact it would have on residential amenity and the appearance and character of the area
- the number of units totals 4 which responds the constraints of the local environment, Green Belt and the limitations of the buildings themselves
- new homes will be formed largely within the confines of the existing buildings
- extensions would be of a high quality design and complement the scale, form, layout and materials of the existing buildings and surrounding gardens
- existing structures (garages, sheds, and outbuildings) located on the south-west side of the site are proposed to be removed to demonstrate benefits to the openness of the Green Belt
- layout of the scheme is dictated by the existing site with individual private gardens provided for each unit in relation to their size and importance
- the conversion of the site to 4 dwellings would reduce the number of trips over that historically existing and it is considered that mitigation measures to improve the junction would not be necessary
- parking and garaging will be provided for each dwelling, with a new driveway to serve the Coach House and Rose Cottage
- much of the existing hard surfacing will be broken up and returned to soft landscaping resulting in a 20% reduction in paved area of benefit to the Green Belt

- due to size of site (in excess of 0.4ha) the site could theoretically incorporate affordable housing, however due to the Green Belt location and the cost of refurbishing the existing buildings this would be unviable
- the bringing of the buildings back into use would protect them for the foreseeable future and ensure the maintenance of the grounds, which would have a positive benefit on the Green Belt and the Conservation Area

The application is also accompanied by a Heritage Statement in accordance with the requirements of PPS 5 'Planning for the Historic Environment'.

## **Location**

The application site is located in Cudham, and comprises a 3ha site accessed from Church Approach via a relatively long access road. The site comprises a substantial two/three storey detached gothic revival house (Angas House) which is locally listed, originally constructed as a vicarage in approx. 1880, and subsequently used as a sailors' convalescent home and more recently as a residential institution (Class C2) being run by the NHS. To the south is the former stable block (Coach House), a two storey building which appears to have been converted to residential accommodation, and beyond is a detached two storey flint/brick cottage (Rose Cottage) with attached glass house. Since the NHS left the site several years ago, the entire complex has been vacant and allowed to fall into a state of disrepair.

The site falls within the Cudham Village Conservation Area, and is located within the Green Belt.

## **Comments from Local Residents**

Nearby owner/occupiers were notified of the application by letter, a site notice was displayed and an advert published in the local press. Several comments were submitted in support of the application, which can be summarised as follows:

- sympathetic design
- restoration of derelict building
- not overdeveloped – best possible use is as proposed
- only viable use for the site is to become residential

## **Comments from Consultees**

The Council's in-house drainage advisor commented that there are no public foul sewers in the vicinity of the site and that the application should be referred to the Environment Agency as foul drainage would be to septic tank or cesspool. The imposition of standard condition D06 (SUDS) was also requested. In response the applicant has confirmed that the entire site is connected to mains drainage.

From the conservation point of view, the re-use of the main building is welcomed as it will secure the future of the heritage asset. The extension to be demolished is a later addition and abuts the main house in an uncomfortable manner. No objections are raised to its demolition therefore, while the other

alterations/additions to the other buildings on the site are also considered to be acceptable.

With regard to trees, it is advised that no significant trees would be affected by the proposal. A number of trees have been removed from the site already (adjacent to the main house) having been agreed by the Council following a S.211 notice.

Thames Water raised no objection to the proposal, and recommended an informative concerning water pressure.

The Metropolitan Police Crime Prevention Design Advisor requested that the standard 'Secured by Design' condition be imposed.

The application was referred to the Advisory Panel for Conservation Areas (APCA) whom commented as follows:

- no objection to works to main house, subject to strict attention to matching materials, joinery etc.
- objection to works to Coach House and Rose Cottage, which are considered to be of insufficient quality of design and oversized in relation to the host buildings

Highways raise no objection to the proposal on balance, on the basis that the main house will not be used for multiple dwellings. Standard conditions are recommended.

The Environment Agency object to the application on the basis that there is insufficient information to demonstrate that the risk of pollution to Controlled Waters is acceptable. The applicant has been made aware of this and has submitted a Phase 1 desktop study in response (received 24th November 2011). Any further comments in light of this information will be reported verbally at the meeting.

## **Planning Considerations**

The application should be considered against the following policies:

### Unitary Development Plan

- BE1 Design of New Development
- BE10 Locally Listed Buildings
- BE11 Conservation Areas
- H7 Housing Density and Design
- H12 Conversion of Non-Residential Buildings to Residential Use
- C2 Community Facilities
- G1 The Green Belt
- T3 Parking
- T18 Road Safety

### The London Plan

## 7.16 Green Belt

### National Planning Guidance

#### PPG2 Green Belts

#### PPS 5 Planning for the Historic Environment

### **Planning History**

There is extensive planning history relating to the site. Under ref. 93/02064 planning permission was granted for the change of use of the stable block to residential accommodation. Under ref. 03/01635 an application was submitted seeking permission for the change of use of Angas House from a residential institution (Class C2) to training and development centre (Class D1). This application was withdrawn prior to determination.

### **Conclusions**

The main issues for consideration in this case will be the impact of the proposed change of use of the buildings on the site from a residential care home to form 4 dwellings each with a residential curtilage, together with the extensions, detached garages and associated works, upon the openness and rural character of the Green Belt, the character, appearance and special interest and setting of the locally listed building, and the character and appearance of the Conservation Area. Further considerations will include the impact to conditions of highway safety arising from the change of use, the impact to trees within the site and the possible impact to the amenities of residential properties surrounding the site.

Concerning the impact of the proposal to the openness and rural character of the Green Belt, PPG 2 advises that the re-use of buildings in the Green Belt is not inappropriate provided that it does not have a materially greater impact than the present use on the openness of the Green Belt. PPG 2 further advises that the alternative to re-use may be a building that is left vacant and prone to vandalism and dereliction. In this case the proposed residential use would be similar in nature to the existing use of the site as a residential care home, and would result in the re-use of an existing complex of buildings which, having been vacated by the NHS some time ago have been left to deteriorate. Whilst the proposal will involve extensions to Angas House, the Coach House and Rose Cottage, together with additional outbuildings in the form of a detached triple and double garage, it will actually result in a net reduction of floorspace over the whole site taking account of the removal of the existing two storey extension to the rear of Angas House. In addition, a large area of hardstanding will be removed from the site, together with a number of disused outbuildings.

As a consequence the proposed use of the site would not result in a materially greater impact to the openness of the Green Belt and may be considered to comply with PPG 2. Since each dwelling is to be provided with a separate curtilage however, it would be reasonable to impose a condition removing permitted development rights, to ensure that any further extensions and

outbuildings which may be proposed in future can be formally considered by the Council with particular regard to their impact to the openness of the Green Belt.

Regarding the impact of the proposal to the special interest of the locally listed building and the character and appearance of the Conservation Area, the proposed works will bring this derelict site back into use, returning Angas House to a single dwelling with a modest and sensitively designed single storey rear extension. The significant removal of hardstanding, together with the removal of outbuildings and the unsympathetic two storey rear extension to Angas House, would enhance the character and appearance of the locally listed building and Conservation Area.

While concerns have been raised by APCA regarding the quality and scale of the extensions to the Coach House and Rose Cottage, the design of the extensions is considered to be appropriate for the host buildings (subject to the control of materials used by way of planning condition), replicating details in the existing buildings as appropriate. The extension proposed to the rear of the Coach House will provide additional first floor accommodation within a roofslope featuring dormer windows, and would not appear significantly bulky or over-dominant, particularly given its siting at the rear. The extension to Rose Cottage would result in a change to the overall form of the building, with the addition of a one/two storey side extension which would result in a building of greater width. However, the extension would have a relatively low eaves height and a partial hip to the roof, which would soften its visual impact and accord with the scale of the host building, and would in fact result in a dwelling of more compact footprint following the removal of the existing single storey element which currently links Rose Cottage with the glass house. On balance, it is considered that both the setting of the locally listed building and the character and appearance of the Conservation Area would be enhanced as a result of the development proposed, while the character, appearance and special interest of the locally listed building would be respected.

With regard to the proposed change of use and its impact to conditions of highway safety, it should be noted that the existing access from the site onto Church Approach has extremely poor visibility, and as a consequence whilst Highways raise no objection to the current proposal (on the basis that it would be likely to generate similar levels of vehicular movements to the historic use of the site as a residential care home) they would like to see a restriction placed on the future conversion of Angas House to form multiple dwelling units. This change would itself be controlled by the need for planning permission, however it is recommended that an Informative be attached to any permission to advise the applicant that any future conversion of Angas House is unlikely to be permitted unless improvements to visibility at the Church Approach junction form part of any application.

With regard to the impact of the proposal to the amenities of neighbouring residential properties, the site is located a sufficient distance from the nearest dwellings to ensure that no impact would arise as a result of the extensions proposed.

Background papers referred to during production of this report comprise all correspondence on files refs. 93/02064, 03/01635 and 11/02727, excluding exempt information.

as amended by documents received on 06.11.2011 24.11.2011

## **RECOMMENDATION: PERMISSION**

Subject to the following conditions:

- 1 ACA01 Commencement of development within 3 yrs  
ACA01R A01 Reason 3 years
- 2 ACA07 Boundary enclosure - no detail submitted  
ACA07R Reason A07
- 3 ACA04 Landscaping Scheme - full app no details  
ACA04R Reason A04
- 4 ACC01 Satisfactory materials (ext'nl surfaces)  
ACC01R Reason C01
- 5 ACC02 Sample brickwork panel  
ACC02R Reason C02
- 6 ACC03 Details of windows  
ACC03R Reason C03
- 7 ACD06 Sustainable drainage system (SuDS)  
ADD06R Reason D06
- 8 ACH08 Details of turning area  
ACH08R Reason H08
- 9 ACH16 Hardstanding for wash-down facilities  
ACH16R Reason H16
- 10 ACH22 Bicycle Parking  
ACH22R Reason H22
- 11 ACH23 Lighting scheme for access/parking  
ACH23R Reason H23
- 12 ACH27 Arrangements for construction period  
ACH27R Reason H27
- 13 ACH29 Construction Management Plan  
ACH29R Reason H29
- 14 ACI02 Rest of "pd" Rights - Class A, B,C and E

**Reason:** In the interests of the openness and visual amenities of the Green Belt and to comply with Policy G1 of the Unitary Development Plan.

- 15 ACK01 Compliance with submitted plan

**Reason:** In order to comply with Policy BE1 of the Unitary Development Plan.

- 16 The development hereby permitted shall incorporate measures to minimise the risk of crime and to meet the specific needs of the application site and the development. Details of these measures shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the development hereby permitted, and implemented in accordance with the approved details. The security measures to be implemented in compliance with this condition shall achieve the "Secured by Design" accreditation awarded by the Metropolitan Police.



**Reason:** In the interest of security and crime prevention and to accord with Policies H7 and BE1 of the Unitary Development Plan.

**Reasons for granting permission:**

In granting permission the Local Planning Authority had regard to the following policies of the Unitary Development and the London Plan:

UDP

- BE1 Design of New Development
- BE10 Locally Listed Buildings
- BE11 Conservation Areas
- H12 Conversion of Non-Residential Buildings to Residential Use
- C2 Community Facilities
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The London Plan

- 7.16 Green Belt

National Planning Guidance

PPG2 Green Belts

PPS 5 Planning for the Historic Environment

The development is considered to be satisfactory in relation to the following:

- (a) the preservation of the character and appearance of the Conservation Area and the locally listed building
- (b) the character of the development in the surrounding area
- (c) the impact of the proposal on the openness and visual amenities of the Green Belt
- (d) the impact on the amenities of the occupiers of adjacent and nearby properties
- (e) the design policies of the development plan
- (f) the transport policies of the development plan

and having regard to all other matters raised.

INFORMATIVE(S)

- 1 The applicant is advised that it is unlikely planning permission would be granted for any future conversion of the main house to form multiple units unless improvements to the visibility at the Church Approach junction form part of any application.
- 2 With regard to surface water it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure storm flows are attenuated or regulated into the receiving public

network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of Ground Water. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. They can be contacted on 0845 850 2777. Reason – to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.

- 3 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.

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