

SECTION '2' – Applications meriting special consideration

Application No : 12/00330/FULL1

Ward:
Clock House

Address : 3 Beckenham Road Beckenham BR3
4ES

OS Grid Ref: E: 536929 N: 169392

Applicant : Joseph Samuel Corporation

Objections : YES

Description of Development:

Part one/two storey extension to form 4 storey building, providing 8 two bedroom apartments with balcony/roof terrace areas and parking.

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds
Local Distributor Roads
Secondary Shopping Frontage

Proposal

- This application seeks permission for the construction of part 1 / 2 storey extension to provide 8 two bedroom apartments. Each apartment would be allocated a parking space within the existing car park at the rear of the building.
- Private outdoor space will be provided to each flat through access to a balcony / roof terrace area.
- The existing bank and office accommodation on the first floor will remain as existing.

Location

- The application site is located on the south-eastern side of Beckenham Road, close to the junction of Beckenham High Street with Croydon Road, Rectory Road and the High Street.
- The site at present comprises an existing part 2/3 storey flat roofed building which is in use as a bank on the ground floor with office accommodation over. There is an existing car park containing 12 spaces to the rear of the building which is accessed via Westfield Road.

Comments from Local Residents

Nearby residents were notified of the application and representations were received which can be summarised as follows:

- omission of the penthouse flat, which partially formed the 4th floor of previous application, is a token gesture and does not fully address the concerns of Bromley Council or the local residents;
- penthouse on previous scheme was set back from the existing front façade, therefore was not the main contributing factor to the overbearing massing;
- revised scheme is still grossly out of proportion to the existing adjacent buildings;
- projecting bay windows or standard windows will look directly into front and rear bedrooms of adjacent properties;
- nowhere in the planning application does it mention that frosted glass will be used;
- application should be scaled down by another floor so that proposed extension stays at same height as the existing building and so that the proposed flats be set back from the buildings existing perimeter by at least 2 metres on the North/West and North/East elevations;
- proposal still involves the roof terrace/balcony area – overlooking;
- high-level semi-obscure glazed windows would perhaps reduce the problem of overlooking from the proposed windows;
- in present form, Number 3 is of large scale and already the height of a residential property equal to 4 floors;
- currently in keeping with other properties in this part of Beckenham Road;
- north-west elevation of Number 3 currently has just 2 fixed obscure glazed windows;
- proposed development will be too bulky/large in height, changing character of this area of Beckenham Road;
- raising the roof height will lead to detrimental effect on quality of light daylighting to No. 5;
- the proposal of 10 new residential windows to the flank of Number 3, together with the fourth floor balcony/terrace will greatly overlook Number 5;
- planning application paperwork states no change of use to second floor, however is currently toilets, offices, not as caretaker flat, therefore proposal will involve changing the use from commercial to residential;
- proposal is not clear whether it would be clear or obscure glazing in the windows, and clear glazing is entirely objected to for reasons of overlooking and loss of privacy;
- further development of this site would be better suited to the existing town plan use of 5 ½ day shopping/offices rather than 24/7 residential;
- the four storey flats cited by the applicant are in Rectory Road and set well back from that road, so that they are hardly visible from the memorial roundabout;
- the bulky extension to the front of this building would adversely affect the surroundings of the war memorial, which are at present open and airy, and it would impact on the openness of the view of the memorial from the High Street;

- insufficient parking spaces for 8 new flats – the spaces at the rear are used by customers of Barclays – will the bank stop their customers using them?

Full copies of all correspondence can be viewed on file.

Comments from Consultees

Waste Services stated they require details of refuse and recycling proposals in accordance with 'Notes for Developers'. If further information is received it will be reported verbally at the meeting.

Transport for London (TfL) stated in effect that in order to reduce traffic impacts, the development would be expected to seek to maximise the use of public transport, walking and cycling. It is noted in this case that there is no cycle parking mentioned in the Design and Access statement. TfL would expect covered and secure cycle parking to be provided in line with London Plan and local standards.

TfL requests that all servicing and deliveries take place off the Strategic Road Network (SRN), via the rear access off Westfield Road, and that this is secured via appropriate planning condition.

The carriageway on the A234 Beckenham Road must not be blocked during the construction of the development. Temporary obstructions during the construction period must be kept to a minimum and should not obstruct the flow of traffic on the A234 Beckenham Road. This should be secured via appropriate planning condition.

It is important also to note that, should this application be granted planning permission, this does not discharge the requirements under the Traffic Management Act 2004. Formal notifications and approval from TfL may be needed for any temporary highway works required during the construction phase of the development.

The Highways Engineers in effect stated that the proposed car parking would be accessed from the rear of the site via a private service road from Westfield Road leading to 12 car parking spaces. Although this is overprovision, no objection is raised as the additional spaces could be used for visitor parking. No cycle parking is provided; the applicant is required to provide 9 secured and covered cycle parking spaces. (This could be achieved by condition if permission is granted).

Also no refuse storage is indicated on the submitted plans which should be addressed. Consideration should be made to the fact that where bin storage is located further than 18m from the highway boundary or service road an access road must be provided not less than 4m wide with appropriate turning facilities.

Highways Drainage did not provide comments.

Thames Water stated in effect that it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer, and provided guidance with regard to their requirements should permission be granted.

No comments from Environmental Health had been received at the time of the report being written. Any comments received will be reported verbally.

Planning Considerations

BE1 Design of New Development
H7 Housing Density and Design
T3 Parking
T18 Road Safety

In terms of relevant planning history, permission was refused under ref. 11/00875 for the construction of a part 2 / 3 storey extension to form 5 storey building, providing 8 two bedroom and 1 three bedroom apartments with balcony / roof terrace areas and parking. This application was refused on the following grounds:

1. The proposed development by reason of its height, scale and bulk would be unduly obtrusive in the street scene and out of scale and character with adjoining development, detrimental to the visual amenities of the street scene and the locality in general thereby contrary to Policies BE1 and H7 of the Unitary Development Plan; and
2. The proposed extension with its considerable height, bulk, siting and provision of flank windows and balcony/roof terrace areas would be overdominant and would be detrimental to the amenities that the occupiers of adjoining properties might reasonably expect to be able continue to enjoy by reason of visual impact, overlooking and loss of privacy contrary to Policies BE1 and H7 of the Unitary Development Plan.

In terms of other planning history to nearby properties, it should be noted that adjacent development has previously been permitted at 404-436 Croydon Road (under ref. 04/01448) for:

'Part development/redevelopment scheme comprising 1 four storey, 1 part one/four storey and first/second/third floor extensions; including retail unit/4 level underground car park for 56 vehicles with automatic parking/retrieval mechanism; change of use of first and second floors from residential to offices and formation of 14 two bedroom flats with revised vehicular access arrangements and 7 surface car parking spaces at rear and refuse storage (RENEWAL OF PERMISSION 99/01372)'.

This permission was dated 7th June 2004 and has now expired. The development has not been implemented.

In addition, the single storey unit adjacent to the site at 436 Croydon Road also has received planning permission under ref. 03/03753 for:

The demolition of existing building and erection of three storey building comprising restaurant (Class A3) on ground and first floors and offices on second floor, with basement level for use ancillary to the restaurant. This permission was dated 16th

December 2003 which has also now expired and the development has not been implemented.

An extant permission does exist at 436 Croydon Road under ref. 10/01769 for: 'Change of use of ground floor from office (Class B1) to restaurant (Class A3) and ventilation duct work'. At present the unit remains vacant.

The applicants have referred to development at 7 Beckenham Road in support of their proposal. Following refusal by London Borough of Bromley under ref. 90/01009, permission was allowed at appeal for rear dormer and part one/three storey rear extension and conversion into 2 two bedroom and 8 one bedroom flats, with 11 car parking spaces.

The Inspector found that whilst the proposal would virtually double the footprint of the existing building, it would have a lower overall height than the main house and the view was taken that the resulting total bulk of the building would not appear to be double that of the existing house. The Inspector took the view that the increase in bulk would not be visible from Beckenham Road, except through the gap between the house and that at No. 5 created for the driveway, therefore would not be visually dominant in the streetscene.

The location of the parking area to the rear of the site was not considered to be out of character due to the layout of the site adjacent at No. 9. Whilst the usable rear amenity space was not considered by the Inspector to be generous, it was considered that any shortcoming was not sufficiently serious to warrant withholding permission. In terms of the built development, the Inspector concluded that the proposal would not have a significantly adverse effect on the character or appearance of the surrounding urban locality as a whole.

In terms of living conditions of neighbours, the Inspector noted the provision of windows in the side and rear elevations of the house and extension. The Inspector found that any overlooking from windows at ground floor could be overcome by means of screen walls or fences. The flank windows at first floor would be for bathrooms and doubtless would be obscure glazed. At second floor there would be a window to a kitchen as well as to a bathroom, but this would be located forward of the adjacent flats and would not directly overlook any windows. In addition, due to the steep angle of vision and the nature of the front garden of those flats, it was considered that no loss of privacy would occur.

With reference to the windows in the eastern flank elevation, the impact of the ground floor windows could be mitigated through walls and fences, and the first and second floor windows have been designed in a particular way as bay windows with forward and rearward vision only. In view of the narrow width of those windows and their positions as projections out from the rooms, it was considered that these would not lead to a significant loss of privacy.

All of the windows on the south elevations would look directly into the rear garden of the appeal site, which would probably afford some oblique overlooking of adjacent gardens, however this was considered by the Inspector to be a common feature in urban areas.

The Inspector also made reference to outlook and daylight, along with noise and general disturbance, however these issues were not considered sufficient enough to warrant refusal.

The appeal was subsequently allowed subject to conditions relating to external finishing and materials, landscaping, parking spaces, sightlines, boundary fences, refuse storage and noise insulation.

Conclusions

The main issues relating to the application are the effect that the proposed development would have on the character of the area, the impact that it would have on the amenities of the occupants of surrounding residential properties, and whether the previous refusal grounds raised under application ref. 11/00875 have been fully overcome.

The site is located to the south-eastern side of Beckenham Road, close to the roundabout and junctions with Rectory Road, High Street and Croydon Road. To the south-east of the site is a single storey Class A1/A3 unit. Further to the south is a three storey terrace at 404-436 Croydon Road. To the north-west is No. 5 a large three storey Victorian building which is in 3 flats.

Opposite the site is a part one/three storey post office building also occupied by Citygate Church and to the other corner, the Odeon cinema. This area of Beckenham Road is also characterised by flatted development of 3 - 4 storeys in scale.

It is acknowledged that the area is mixed commercial and residential in character and the principle of additional residential accommodation would therefore not be out of character in this location. Furthermore the scale of development in the area is mixed and it should be noted that four storey development at 404 -436 Croydon Road has been permitted in the past, although that permission has now lapsed.

In addition to this, under the previous application at this site ref. 11/00875, the refusal grounds did not make reference to over-development of the site in terms of the number of units being proposed.

The design of the proposed extensions has been altered when compared with the previously refused scheme. Where the previous application sought extensions that would potentially result in a 5 storey building, the previously proposed fourth floor level (fifth storey) has been removed from the current application and the current scheme would therefore potentially result in a four storey building.

In terms of the previously refused 2011 application, the resulting building would have appeared to be 4 storeys in height on the road frontage with a balcony area to the second floor and large roof terrace area to the penthouse apartment on the fourth floor / fifth storey. The fifth storey element would have been recessed from the front and rear elevations, making it less visible than the remainder of the extensions. Despite the previous design of the building having a stepped design at

3/4/5 storey level, it was considered that in light of the buildings' relationship to the adjacent single storey unit, three storey terrace beyond and the 3 storey Victorian building to the north-west, the extension of the building would appear visually obtrusive in the street scene. Furthermore, the square, flat roof nature of the building already extending virtually the full width of the plot would emphasise the increased height and bulk of the development which would appear out of character with neighbouring development and harmful to the visual amenities of the area.

The current application has removed the fifth storey from the scheme and Members will therefore wish to carefully consider whether the resulting bulk and flat roof design would fully overcome the previously raised concerns.

With regard to the impact upon residential amenity, Members may consider that the occupiers of No.5 would be most affected. There would be approximately 3.5m of separation (flank to flank) between No.3 and No.5 separated by side space to their shared common boundary. At present the application site is in commercial use and as such would be in operation during normal business hours. The proposed residential use, introducing 8 new residential units on the site, would alter the type of occupation and use of the building. Whilst the principle of 8 residential units in this location was not raised as part of the previous refusal grounds, the layout of the apartments is such that windows to bedrooms and kitchens are proposed to the flank elevation facing No.5 and in the current scheme involve a bay style design.

The application states that these windows have been designed in light of the appeal decision at No. 7, although Members will note that the windows permitted at that property had a narrow width and positions to prevent a significant loss of privacy.

No. 5 itself does have flank windows serving bedroom and stair/landing areas, and it is therefore necessary to consider carefully the impact of the proposed windows in the current scheme.

The balcony and terraced areas currently proposed are similar to those included in the previously refused application at No. 3 Beckenham Road, which were referred to in the second ground of refusal. In this respect, Members may wish to consider whether privacy screens would be sufficient to ameliorate any overlooking/loss of privacy.

The height of the current proposal has been reduced by one storey, to reduce the bulk of the building although Members will still wish to consider its overall impact, particularly in terms of the window and balcony arrangement.

Background papers referred to during production of this report comprise all correspondence on files refs. 11/00875 and 12/00330, excluding exempt information.

RECOMMENDATION: MEMBERS' VIEWS ARE REQUESTED

0	D00002	If Members are minded to grant planning permission the following conditions are suggested:	
1	ACA01	Commencement of development within 3 yrs	
	ACA01R	A01 Reason 3 years	
2	ACA04	Landscaping Scheme - full app no details	
	ACA04R	Reason A04	
3	ACA07	Boundary enclosure - no detail submitted	
	ACA07R	Reason A07	
4	ACC01	Satisfactory materials (ext'nl surfaces)	
	ACC01R	Reason C01	
5	ACC03	Details of windows	
	ACC03R	Reason C03	
6	ACH03	Satisfactory parking - full application	
	ACH03R	Reason H03	
7	ACH18	Refuse storage - no details submitted	
	ACH18R	Reason H18	
8	ACH22	Bicycle Parking	
	ACH22R	Reason H22	
9	ACI15	Protection from traffic noise (1 insert)	vehicle
	ADI15R	Reason I15	
10	ACI21	Secured By Design	
	ACI21R	I21 reason	
11	ACI24	Details of means of screening-balconies	
	ACI24R	Reason I24R	
12	ACK01	Compliance with submitted plan	

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the amenities of the surrounding residential properties, the future occupiers of the residential properties on the site, and in order to protect the character and appearance of the area.

Reasons for granting permission:

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

- BE1 Design of New Development
- H8 Residential Extensions
- H9 Side Space

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

- (a) the appearance of the development in the street scene;
- (b) the appearance of the development in relation to the character of the area;
- (c) the relationship of the development to the adjacent properties;
- (d) the character of development in the surrounding area;
- (e) the impact on the amenities of the occupiers of adjacent and nearby properties;
- (f) the light and outlook of occupiers of adjacent and nearby properties;
- (g) the privacy of occupiers of adjacent and nearby properties;

- (h) the housing policies of the development plan;
- (i) the transport policies of the development plan;
- (j) and having regard to all other matters raised including concerns from neighbours.

INFORMATIVE(S)

- 1 Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required in order to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system. They can be contacted on 0845 850 2777.
- 2 In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer. Thames Water will usually refuse such approval in respect of the construction of new buildings, but approval may be granted in some cases for extensions to existing buildings. The applicant is advised to contact Thames Water Developer Services on 0845 850 2777 to discuss the options available at this site.
- 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.

D00003 If Members are minded to refuse planning permission the following grounds are suggested:

- 1 The proposed development by reason of its height, scale and bulk would be unduly obtrusive in the street scene and out of scale and character with adjoining development, detrimental to the visual amenities of the street scene and the locality in general thereby contrary to Policies BE1 and H7 of the Unitary Development Plan.
- 2 The proposed extension with its considerable height, bulk, siting and provision of flank windows and balcony/roof terrace areas would be overdominant and would be detrimental to the amenities that the occupiers of adjoining properties might reasonably expect to be able continue to enjoy by reason of visual impact, overlooking and loss of privacy contrary to Policies BE1 and H7 of the Unitary Development Plan.

Application:12/00330/FULL1

Address: 3 Beckenham Road Beckenham BR3 4ES

Proposal: Part one/two storey extension to form 4 storey building, providing 8 two bedroom apartments with balcony/roof terrace areas and parking.

