

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

Application No : 12/02098/FULL1

Ward:
Clock House

Address : 41 Cedars Road Beckenham BR3 4JG

OS Grid Ref: E: 536647 N: 169268

Applicant : Ms Alex Lewis

Objections : YES

Description of Development:

Part one/two storey side/rear extension, conversion of existing 5 bedroom dwelling to form 3 bedroom split level ground and first floor flat and 1 bedroom split level first and second floor flat and elevational alterations

Key designations:

Conservation Area: Elm Road
Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds

Proposal

This proposal is for a part one/two storey side/rear extension, conversion of existing 5 bedroom dwelling to form 3 bedroom split level ground and first floor flat and 1 bedroom split level first and second floor flat and elevational alterations.

Location

The application site is a semi-detached post-war two storey single family dwellinghouse located to the south of Cedar Road within the Elm Road Conservation Area. The conservation area covers Elm Road and a small section of both Beckenham Road and Cedars Road. There are around 40 detached or semi-detached houses that were built in the mid-late 19th Century as single-family dwellings, as well as a church, former technical institute and public library. The area is bounded to the west by the rear of properties on Queens Road, to the north by the Beckenham Sports Centre complex, to the east by the rear of properties fronting Hayne Road and to the South by Cedars Road.

The area is characterised by formal rows of detached and semi-detached late Victorian houses in conventional tree lined streets. The road width within the conservation area is about 10m. The pavement to Elm Road is in attractive red bricks of an understated appearance and the street is tree lined; so too is

Beckenham Road. The residential properties are set back from the highway in modest front gardens, which often retain their original layout. The overall scale is two and a half storey; all houses benefiting from limited but still important side space separation, which contributes to the area's appearance. Between the buildings the side space enables important glimpses of sky and planting in the rear gardens.

Comments from Local Residents

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

- existing shared passageway is owned by No. 39 and constitutes a right of passage for access to rear garden for purposes incidental to use to the rear. Potential occupants to new development have no designated footpath as this is on land owned by No. 39 and no provision has been made for additional parking, refuse of amenity requirements.
- current refuse storage is directly beside proposed access to side entrance belonging to No. 39 and would obstruct thoroughfare when vehicle owned by No. 41 is parking in off-street parking space.
- application does not meet requirements of SPG2 points 1.2 and 2.2 in relation to amenity, residential alterations and loss of a substantial part of a side garden being harmful to setting of the building and not cognisant of the setting and overall impact on neighbours and light.
- No. 41 is family sized semi-detached house in residential road close to desirable local primary schools entirely suitable for occupancy in its current state. No community or local need to meet additional dwelling requirements. Housing capacity need for the area has been met. Contrary to Policies H1 (ii), H11 (iv) and H7 (ii) of UDP by reason of loss of family housing through redevelopment.
- no similar sized properties within Cedars Road that have been converted into flats which provide an unduly side secluded entrance to flat, other properties have front entrances, therefore proposal is contrary to Policies BE1 and H7.
- loss of light for kitchen window at No. 39 which is main source of light for this room, contrary to Policy BE1.
- extension would extend to boundary with No. 41 which will seriously prejudice amenities of No. 41 by reason of overshadowing, loss of prospect and visual impact, contrary to Policy BE1.
- Policy H4.48 requires adequate space around residential properties the application unnecessarily reduces space between property at No. 41 and boundary.
- application contrary to Policy H9 4.48as two storey extension will be built right up to side boundary of No. 41. Detrimental impact on spatial quality of No. 39 and impact on relatively open aspect from kitchen window at No. 39.
- loss of privacy for No. 39 as new entrance will go past at eye-level main window to kitchen area.

- increase in foot traffic in side passageway caused by siting of proposed front door to new flat resulting in increased noise and disturbance contrary to Policy H11 and H7 4.40.
- significant reduction in outdoor space at No. 41 which is already smaller than average for the road, further encroachment putting additional pressure on this space.
- No. 41 has already extended the habitable space of their property with a rear single storey extension (92/01611), loft conversion and conversion of garage to habitable accommodation footprint of further extension of 13.85 sq m would out balance dwelling space to overall outdoor space.

Comments from Consultees

The Advisory Panel for Conservation Areas raised no objections to the proposal.

From a heritage and urban design perspective the proposed extensions will be largely screened from the highway so the visual impact on the streetscape will be relatively minor. It would also appear that whilst the existing sidespace is limited there will be no significant reduction in spatial standards that would cause concern from a conservation perspective. No details of the front garden are given so a landscaping condition could ensure that there will not be a proliferation of bin stores or excessive hardstanding.

The Council's Waste Advisors stated no change in service would be required through this proposal all waste and recyclables would need to be presented for collection on scheduled collection day(s) in accordance with existing arrangements. This would include the provision of their own waste receptacles for the properties and 'The Council' will provide necessary recycling containers that will be required to be placed at the end of their curtilage for collection on their scheduled collection days.

The Council's Highways Drainage Division did not comment on the proposal.

Thames Water raised no objection to the proposal with regard to water infrastructure.

The Council's Highways Division stated the development is in Beckenham Controlled parking Zone (CPZ). The overall parking demand would be similar to the existing unit; therefore on balance no objections are raised to the proposal, subject to conditions.

The Council's Environmental Health Division were consulted and raised concerns in relation to the proposal. In terms of lighting and ventilation there is no direct natural light or ventilation to the mid living area in proposed flat 1. There may be borrowed light from the kitchen roof glazing and through the sliding glazed doors to the conservatory. There is no outlook or reasonable view of the surroundings from this living area.

In terms of natural ventilation for the conservatory external doors are not included when calculating the natural ventilation provision for a room. Unlike an external

window an external door can not be left open to provide natural ventilation without compromising the security of a property and in winter time allowing excessive heat loss. The only apparent means of natural ventilation to this room would appear to be the French doors. This will present a conflict between providing natural ventilation to the room and adequate security.

In terms of crowding and space proposed bedroom 3 (floor area approximately 5.3 m²), the minimum floor area for a single bedroom is 6.5 m². This can not be used as a bedroom.

In terms of proposed flat 2 this appears to lack internal facilities for drying clothes (i.e. tumble drier or drying cabinet) which is hazardous in terms of damp and mould, personal hygiene and fire.

Planning Considerations

The application falls to be determined in accordance with the following policies of the Unitary Development Plan:

- BE1 Design of New Development
- BE11 Conservation Areas
- H1 Housing Supply
- H7 Housing Density and Design
- H8 Residential Extensions
- H9 Side Space
- H11 Residential Conversions
- T3 Parking

Supplementary Planning Guidance 1 General Design Principles
Supplementary Planning Guidance 2 Residential Design Guidance

In strategic terms the most relevant London Plan policies are:

- 3.3 Increasing Housing Supply
- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments
- 3.8 Housing Choice
- 6.13 Parking

The National Planning Policy Framework is also a key consideration in the determination of this application.

Planning History

In 1992 under planning ref. 92/01611, permission was granted for single storey rear extensions.

Conclusions

The main issues relating to the application are the effect that it would have on the character of the area and the impact that it would have on the amenities of the occupants of surrounding residential properties.

The proposed two storey side extension element of the proposal would not project beyond the outermost flank elevation of the original dwellinghouse and as such although 1m would not be provided to the flank boundary, it is not considered to be in breach of Policy H9 as it would be no closer to the boundary than the outermost flank elevation. The dwelling would not appear any closer to the flank boundary when viewed from the streetscene and is not anticipated to result in a significant additional impact upon the spatial standards of the area. The proposed extensions would largely be screened from view by the existing property and as such would not appear highly visible or incongruous in the streetscene.

Objections have been raised in terms of loss of light and prospect for No. 39 resulting from the two storey side extension particularly given that there is a window servicing a key habitable room (kitchen/diner) located in the flank elevation of this property. On visiting No. 39 it is noted that the window in the ground floor flank elevation is a secondary window while a large degree of glazing is provided on the rear elevation of this property which also services the kitchen/diner.

The proposed extension is considered to be modest in scale and the proposed roof would be pitched away from No. 39 and set below the eaves of the main dwellinghouse which minimises its visual impact. Given the orientation of the site with No. 39 located to the west of the application site with a distance of 1.5m retained between the flank elevations of these properties and given that the proposal would not project above the eaves of the existing dwellinghouse or beyond its furthest rear elevation (at a first floor level) it is not considered to result in a significant loss of light or prospect for No. 39. The single storey element of the proposal would project beyond the rear elevation of No. 39 by approximately 2m and is not anticipated to impact significantly upon the residential amenities of this property.

No windows are proposed to be located in the first floor flank elevation of the proposal and as such the potential loss of privacy is anticipated to be minimal. Issues raised in relation to loss of privacy caused by use of the entrance passage way are not considered to be of such an extent as to warrant refusal and access arrangements would need to be a private separate legal agreement and not fall within the remit of the planning process.

The proposed extension would be largely screened from view of No. 43 and as such the impact of the proposed extension on the residential amenities of this property are anticipated to be minimal.

The application site is located in close proximity to Beckenham Town Centre with a Public Transport Accessibility Level of 3 (on a scale of 1 – 6 with 6 being most accessible) and as such the conversion of the property into two units may be acceptable in this instance, provided it complies with all aspects of Policy H11 of the Unitary Development Plan. Policy H11 states:

“A proposal for the conversion of a single dwelling into two or more self contained residential units or into non self-contained accommodation will be permitted provided that:

- (i) the amenities of occupiers of neighbouring dwellings will not be harmed by loss of privacy, daylight or sunlight or by noise and disturbance;
- (ii) the resulting accommodation will provide a satisfactory living environment for the intended occupiers;
- (iii) on street or off street parking resulting from the development will not cause unsafe or inconvenient highway conditions nor affect the character or appearance of the area; and
- (iv) the proposal will not lead to the shortage of medium or small sized family dwellings in the area”.

The proposal would comply with the requirements of section (i) of Policy H11 as discussed above. In terms of noise and disturbance the increase of one additional one bedroom unit likely to be occupied by an individual or couple is unlikely to result in a significant increase in terms of noise and disturbance at the site.

In terms of Policy H11 (ii) concerns were raised as to the quality of accommodation to be provided by the Environmental Health Housing Division, however, it is not considered that the application could be refused solely on this basis and these concerns could be adequately addressed during the building control process. Flat 1 would more than satisfy the requirements of Policy 3.5 of the London Plan in terms of minimum space standards providing approximately 135.71 sq m of gross internal area exceeding the minimum 74 sq m for a 3 bedroom 4 person flat as required by the London Plan. Concerns remain that bedroom 3 is inadequate for use as a habitable room due its size (5.4 sq m). However, there is sufficient space within the ground floor to accommodate a third bedroom which would overcome these concerns.

In terms of Flat 2 this would also satisfy the requirements of Policy 3.5 of the London Plan providing approximately 59.41 of gross internal area in exceeding the London Plans requirement of 50 sq m for a 1 bedroom 2 person flat. While no amenity space is to be provided for this property the future occupants are unlikely to be a family and as such the lack of outdoor space is considered to be acceptable in this instance. In addition, the application site is located 240m (as the crow flies) to Croydon Road Recreation Ground which would provide some level of amenity space for future occupants.

No technical objections were raised by the Council’s Highways Division and as such the proposal is not considered to result in unsafe or inconvenient highway conditions nor affect the character or appearance of the area, thus satisfying the requirements of Policy H11 (iii)

In terms of Policy H11 (iv) there are a number of examples involving the conversions of single dwellinghouses into flats in the area (including Nos. 1 and 1a, 3 and 3a, 9, 9a and 9b, 13 and 13a, 17 and 17a, 29 and 29s and 35, 35a and 35b), however, the majority of properties appear to still be in use as single family dwellinghouses for example No. 2 – 20 on the north of Cedars Road and as such the proposal is not anticipated to result in an over concentration of flats in the area.

Given that Flat 1 would greatly exceed the London Plan requirements and could provide three bedrooms with amenity space to the rear this could still be utilised as a family dwelling and as such the proposal is not considered to result in a loss of small or medium sized family dwellings in the area. The proposal is therefore considered to increase the choice in the housing market for smaller households, and provides a cheaper alternative to purpose-built flats, especially for first-time buyers and for rent by private landlords, as advocated by Policy H11.

Having had regard to the above it was considered that the development in the manner proposed is acceptable in that it would not result in a significant loss of amenity to local residents nor impact detrimentally on the character of the area.

Background papers referred to during production of this report comprise all correspondence on file ref. 12/02098, excluding exempt information.

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- 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 ACC01 Satisfactory materials (ext'nl surfaces)
ACC01R Reason C01
- 4 ACH03 Satisfactory parking - full application
ACH03R Reason H03
- 5 ACK01 Compliance with submitted plan

Reason: In the interests of the residential amenities of the adjoining properties and the visual amenities of the area, in line with Policies BE1 and H11.

- 6 AJ02B Justification UNIQUE reason OTHER apps

Policies (UDP)

- BE1 Design of New Development
- BE11 Conservation Areas
- H1 Housing Supply
- H7 Housing Density and Design
- H8 Residential Extensions
- H9 Side Space
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Supplementary Planning Guidance1 General Design Principles

Supplementary Planning Guidance 2 Residential Design Guidance

London Plan Policy 3.3 Increasing Housing Supply

London Plan Policy 3.4 Optimising Housing Potential

London Plan Policy 3.5 Quality and Design of Housing Developments

London Plan Policy 3.8 Housing Choice

London Plan Policy 6.13 Parking

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INFORMATIVE(S)

- 1 You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)).

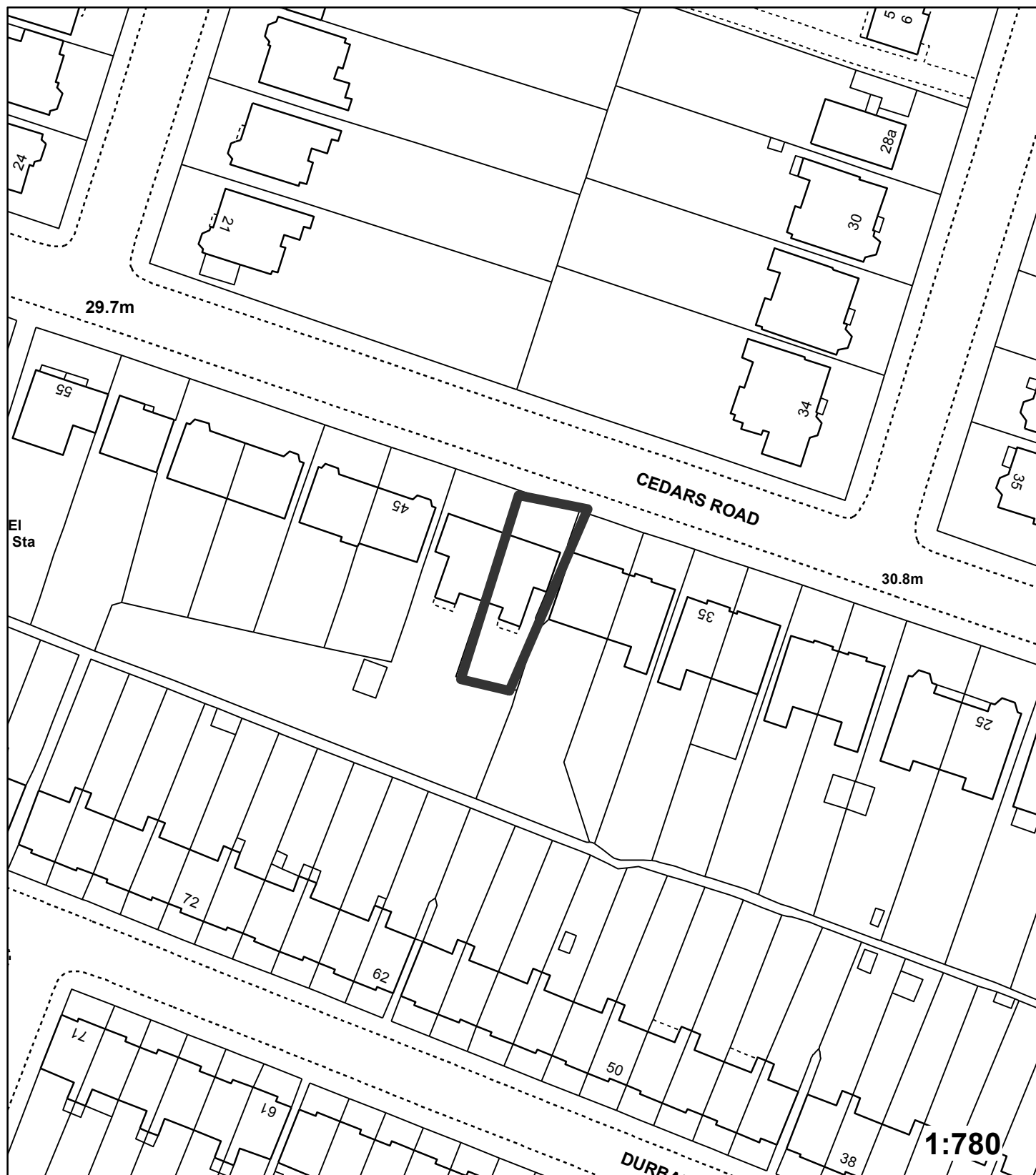
If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt.

Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website www.bromley.gov.uk/CIL

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"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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