

SECTION '2' – Applications meriting special consideration

Application No : 14/02678/FULL1

Ward:
Clock House

Address : Penceat Court 17 Bourdon Road Penge
London SE20 7SH

OS Grid Ref: E: 535107 N: 169215

Applicant : Mr Amit Mass

Objections : YES

Description of Development:

Additional storey to create 3 self-contained flats (2 x 1 bedroom flats and 1 x 2 bedroom flat)

Key designations:

Biggin Hill Safeguarding Birds Aldersmead Road
Biggin Hill Safeguarding Area
London City Airport Safeguarding

Proposal

The application seeks permission for an additional storey to create 3 self-contained flats (2x1 bedroom flats and 1x2 bedroom flat).

Location

The site is located on the southern side of Bourdon Road, opposite the junction with Worbeck Road. The road is generally characterised by two storey Victorian terraced and semi-detached properties. At present the site comprises a three storey 1970s block of flats which were originally granted for elderly and warden accommodation. Access to the site is via the frontage, with 5 parking spaces provided for the existing flats. The existing block sits approximately 3m from each side boundary.

Comments from Local Residents

Nearby owners/occupiers were notified of the application and a large number of representations were received from local residents which can be summarised as follows:

- an additional storey would block out light
- even when the additional storey is set back the extended height of the building will exceed the height of the rest of the properties on the street

- more people equals more cars. On street parking is already an issue.
- privacy will be lost
- current management do nothing to tackle issues of anti-social behaviour or fly tipping
- previous repairs to the building have been neglected
- overlooking would occur
- the original planning permission for the block stipulated that it should be no higher than three storeys.
- another storey would make this building look even more of an eyesore

Full copies of all correspondence received can be found on file ref. 14/02678.

Comments from Consultees

Highways

There are five car parking spaces provided; however no additional car parking is offered by the applicant. Also the development is within an area with medium PTAL rate of 3.

There are 23 flats with limited off-street parking spaces. Theoretically three flats should not generate significant car parking demand, however the applicant should supply a night time parking survey (over two nights) to establish the availability of on-street parking spaces.

Housing Enforcement

No objection in principle however the developer should take every opportunity to improve the aesthetic design of the block and also the environmental performance by improving the external thermal cladding, fire separation and sound proving.

Environmental Health

The Environmental Health officer comments that Penceat Court has been a persistent source of complaints over many years about fly tipping, noise and antisocial behaviour. If the proposed scheme will genuinely improve the building and management then I would not object, however, there is a suspicion that this may just be adding more people to an already problem block. The omission of a plan for the existing top floor means it is not possible to see if the proposed stacking arrangement is compatible.

Drainage & Thames Water

From a drainage point of view, no comments have been raised and Thames Water do not raise objection to the scheme subject to a standard informative.

Planning Considerations

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

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

London Plan:

4B.1 Design principles for a compact city
4A.3 Sustainable design and construction
4B.8 Respect local context and communities
3A.3 Maximising the potential of sites

All other material considerations shall also be taken into account.

Government guidance in the form of the National Planning Policy Framework (NPPF) encourages higher density developments in appropriate locations, while emphasising the role of good design and layout to achieve the objectives of making the best use of previously developed land and improving the quality and attractiveness of residential areas, but without compromising the quality of the environment.

Planning History

The planning history at the site is quite extensive and can be summarised as follows:

- 70/02534 - planning permission refused for a 2 storey block of 12 flats and wardens accommodation (for elderly);
- 71/00529 - outline planning permission granted for flat lets for elderly and wardens accommodation
- 72/00137- details pursuant permission granted for 19 flat lets for elderly and wardens accommodation
- 09/00943 - planning permission refused for the formation of additional storey to form 3 self contained flats (1 one bedroom and 2 two bedroom) and elevational alterations to existing building.

This application was refused on the following grounds:

- 1 The additional storey proposed would result in an overdominant building out of scale with surrounding development and detrimental to the visual appearance of the street scene, thereby contrary to Policies BE1 and H7 of the Unitary Development Plan.
- 2 The proposed development would give rise to an unacceptable degree of overlooking, loss of privacy, loss of outlook and general amenity to the occupiers of the surrounding properties thus contrary to Policy BE1 of the Unitary Development Plan.

- 10/01092 - planning permission was refused for the formation of additional storey to form 3 self contained 2 bedroom flats and elevational alterations and improvement to fenestration

This application was refused on the following grounds:

- 1 The additional storey proposed would result in an overdominant building out of scale with surrounding development and detrimental to the visual appearance of the street scene, thereby contrary to Policies BE1 and H7 of the Unitary Development Plan.
- 2 The proposed development would give rise to an unacceptable degree of overlooking, loss of privacy, loss of outlook and general amenity to the occupiers of the surrounding properties thus contrary to Policy BE1 of the Unitary Development Plan.

Conclusions

The main issues in this case are whether the type and height of development being proposed is acceptable in principle in this location, whether the current application has overcome the previous refusal grounds (refs.10/01092 and 09/00943), the likely impact of the proposed scheme on the character and appearance of the surrounding area, and on the amenities of neighbouring residential properties, having particular regard to the density and design of the proposed scheme, and the parking arrangements.

Following the refusal of the two previous applications the applicant and agent have sort pre-application advice in advance of this current application being submitted. The advice given by way of letter dated 7th March 2014 centred on a scheme which would add a three storey extension with a rear projection of around 10m in the southern corner of the existing block. The informal advice which was given stated that the scale and parameters set out in the submitted drawings were not likely to be considered acceptable.

The current scheme has taken heed of the advice of the 7th March and the development proposed is now focused solely on adding another storey to the existing building, similar to that of the two previous applications but with a flat roof as opposed to a mansard one. The number of flats also remains the same.

The previous application was refused on the basis that an additional storey would result in an overdominant building which would be out of scale with the surrounding development and would lead to a detrimental impact upon the visual appearance of the streetscene, and would also lead to unacceptable loss of privacy and outlook, an unacceptable degree of overlooking and loss of general amenity to nearby residents.

The current scheme does not appear to have overcome these grounds despite the recessed and flat roof design looking marginally better than the previous mansard style roof. The main principle issue remains however when looking at the original planning permission which allowed for the block to be built initially (ref. 71/00529),

one of the conditions stated that the proposed building shall be no higher than three storeys. This view remains today, due to the overriding character of the area being predominantly two storeys in a Victorian style and an additional storey above the existing three storey would therefore be entirely out of character.

A large amount of objection letters have been received from surrounding residents relating to concerns over the entire proposal and in particular in terms of the impact on the amenities of surrounding properties, the side and rear windows proposed which may lead to an increased amount of overlooking and loss of privacy to surrounding properties. The original details pursuant application for the block in 1972 (ref. 72/00137) required that the flank windows shall be of high level and be obscure glazed to ensure that the development did not prejudice the enjoyment of neighbouring occupiers.

From a highway perspective, the proposal does not propose any allocated parking spaces for the new units. Whilst the Highways comments raise no objection as the area has a medium PTAL rate of 3 there are 23 flats with limited off-street parking spaces. Theoretically three flats should not generate significant car parking demand, however the applicant should supply a night time parking survey (over two nights) to establish the availability of on-street parking spaces. A parking survey has not been provided and local residents have raised objections that parking in the street is already an issue.

Whilst the roof design of the previously refused has been altered to include a recessed flat roof to try to match that of the existing building the addition of a further storey in this location would be detrimental to the visual appearance on the existing streetscene. Having had regard to the above it was considered that the overall design, size and bulk of the proposal is not acceptable in that it would result in a significant loss of amenity to local residents and have a detrimental impact upon the character of the area in general.

The application site was visited by the case officer and the aims and objectives of the above policies, national and regional planning guidance, all other material planning considerations including any objections, other representations and relevant planning history on the site were taken into account in the assessment of the proposal.

RECOMMENDATION: PERMISSION BE REFUSED

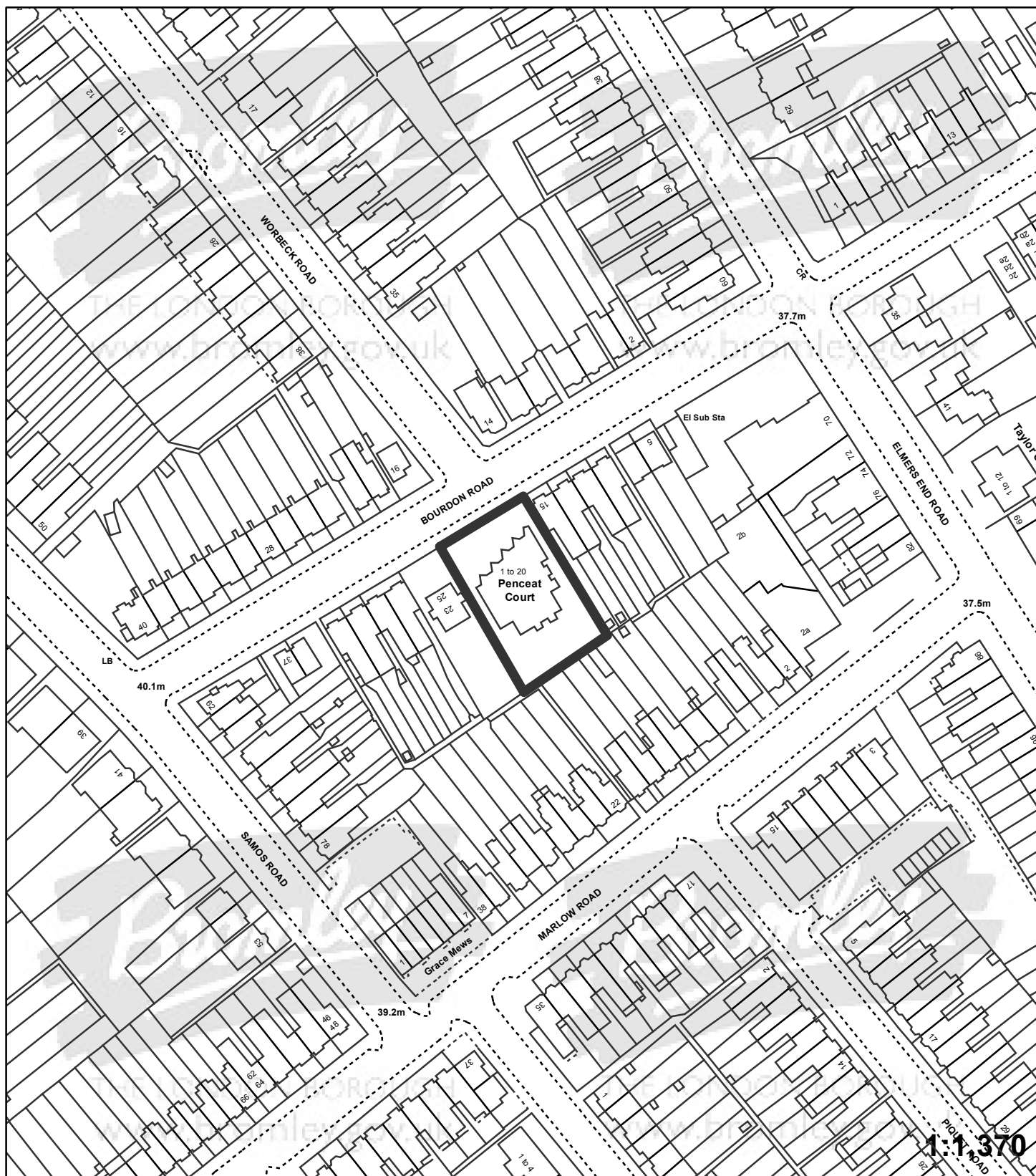
The reasons for refusal are:

- 1 The additional storey proposed would result in an overdominant building out of scale with surrounding development and detrimental to the visual appearance of the street scene, thereby contrary to Policies BE1 and H7 of the Unitary Development Plan.
- 2 The proposed development would give rise to an unacceptable degree of overlooking, loss of privacy, loss of outlook and general amenity to the occupiers of the surrounding properties thus contrary to Policy BE1 of the Unitary Development Plan.

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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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