

SECTION '2' – Applications meriting special consideration

Application No : 15/01219/FULL1

Ward:
Copers Cope

Address : South Park Court Park Road
Beckenham BR3 1PH

OS Grid Ref: E: 537441 N: 170043

Applicant : Mr V and Mrs V Patel

Objections : YES

Description of Development:

Construction of roof extension to create one 2 bedroom flat, lift plant enclosure, internal alteration to staircase, cycle store provision and parking space

Key designations:

Conservation Area: Southend Road
Areas of Archaeological Significance
Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
Local Cycle Network
Local Cycle Network
London City Airport Safeguarding
London City Airport Safeguarding Birds
London Distributor Roads
Open Space Deficiency
Smoke Control SCA 12

Proposal

Full planning permission is sought for the construction of hipped roof extension with six dormer windows to form one 2 bedroom flat, with lift plant enclosure, internal alteration to provide an access staircase and external cycle store provision. One parking space is also proposed.

Location

South Park Court is a block of flats comprising three wings and is located to the junction of Southend Road to the eastern boundary and Park Road to the northern boundary. Each wing is four storeys in height and are formed to create a central courtyard that is open to the west. To the western boundary are garage blocks associated with the flats. The building comprises 32 flats, constructed around 1930 of brown brick and standing in landscaped grounds. Grade II listed buildings exist to the south and to the northeast. The principal garden areas to South Park Court front Park Road and Southend Road, with parking and utility areas sited away from the public realm on the western side of the building

The site is within the Southend Road Conservation Area. To the southern and western boundaries are further blocks of flats, namely Minshull Place to the west and Parkwood and Vivian Court to the south. To the southern boundary fronting onto Southend Road is 3a Southend Road, a statutory listed building with No.3, also listed, further to the south to Copers Cope Road.

Consultations

Comments from Local Residents

90 nearby owners/occupiers were notified of the application and 44 representations were received which can be summarised as follows:

- The development in no way adheres to the current appearance and character of South Park Court
- Does not match in height, scale, appearance or function
- Reduce visual quality of the building and the conservation area
- Space is already at a premium and this will add extra pressure
- Will create unwelcome access and security issues
- This will set a precedent for further works resulting in damage to the character and appearance of the surrounding area
- Not in proportion to the existing inhabited roof structures on Blocks 1 and 2
- Parking will become even more limited
- Disruption will be caused from building works
- Overshadowing of other properties
- This will result in an overdevelopment of the site
- The Southend Road Conservation Area is an important part of Beckenham and should be preserved
- Over intensive use of Block 3

Comments from Consultees

From a conservation perspective the proposed roof would match other hipped roofs to the block and would not be out of character or result in harm to the conservation area.

The Advisory Panel for Conservation Areas (APCA) raise no objections.

Highways have raised no objection subject to conditions following the receipt of a revised site plan on 2nd July providing one dedicated parking space for the proposed development in addition to the cycle storage.

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
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T6 Pedestrians
- T7 Cyclists
- T16 Traffic Management and Sensitive Environments
- T18 Road Safety

In addition to:

- Supplementary Planning Guidance 1: General Design Principles
- Supplementary Planning Guidance 2: Residential Design Guidance
- Supplementary Planning Guidance: Southend Road Conservation Area

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

- 2.6 Outer London: Vision and Strategy
- 2.7 Outer London Economy
- 2.8 Outer London: Transport
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable Design and Construction.
- 5.4 Retrofitting
- 5.7 Renewable Energy
- 5.12 Flood Risk Management
- 5.13 Sustainable Drainage
- 5.15 Water use and supplies
- 5.17 Waste Capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An Inclusive Environment.
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage Assets and Archaeology
- 8.3 Community Infrastructure Levy

Housing: Supplementary Planning Guidance.

The National Planning Policy Framework (NPPF) is a material consideration, in particular Sections 6 (Delivering a wide choice of high quality homes), 7 (Requiring

good design) and 12 (Conserving and enhancing the historic environment) in addition to the National Planning Policy Guidance (NPPG).

Planning History

12/03449/FULL1 Planning permission refused 12th February 2013 for the part conversion of the southern garage block with alterations to its roof including increase in roof height, insertion of front, side and rear dormer window extensions to provide accommodation in roofspace; single storey side/rear extension, to create two 2-bedroom flats. External staircase; elevational alterations; associated landscaping, provision of recycling and bins stores and bicycle store.

This decision was later upheld at appeal on the grounds that the form of the two storey development and mansard roof, dormers and external staircase the scheme would represent an incongruous form of development that would be out of keeping with and harmful to the character and appearance of the surrounding area. The Inspector concluded, however, that the scheme would not have been harmful to living conditions of existing residents, there was no suggestion that the quality of the living accommodation for future occupants would be unsatisfactory, and it was concluded there would not be harm to parking provision or highway safety.

13/03347/FULL1 Planning permission refused 19th December 2013 for a revised version of the above refused application consisting of the part conversion of southern garage block to create one 2 bedroom unit, including erection of a single storey side and rear extension hard and soft landscaping provision of refuse and cycle store.

This decision was subsequently overturned at appeal, the resulting extended building being considered by the Inspector to sit comfortably within the Southend Road Conservation Area and the impression of a subordinate, unassuming building to the flats and the wider area would remain. Costs were awarded against the Council on the matter of not having due regard to the previous appeal concerning the refusal on grounds of residential amenity, quality of accommodation and highways matters

14/00045/FULL1 Planning permission granted 25th April 2014 for the conversion of basement boiler house to form additional bedroom for flat 10 and enlargement of existing lightwell

Conclusions

The primary issues in the assessment of this planning application are:

- The design of the scheme and the impact upon adjoining properties
- The quality of living conditions for future occupiers
- Highways and traffic issues
- Impact upon the Conservation Area

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.

Design and Impact on Adjoining Properties

The NPPF emphasises good design as both a key aspect of sustainable development and being indivisible from good planning. Furthermore, paragraph 64 is clear that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Policy BE1 requires that new development is of a high standard of design and layout. It should be imaginative and attractive to look at, should complement the scale, form, layout and materials of adjacent buildings and areas and should respect the amenity of the occupiers of neighbouring buildings.

Policy 3.5 the London Plan require that all new housing should be built to Lifetime Homes standards. The Mayor's Housing SPG expands upon the design standards and requirements within Policy 3.5 and sets out the required accommodation sizes and guidance on matters such as aspect, daylight and amenity space. Policy 3.4 seeks to optimise housing potential in various locations as set out by the density matrix within Table 3.2.

London Plan Policy 7.6 states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape and should incorporate the highest quality materials and design appropriate to its context. New buildings should reference the scale, mass and detail of the built form around them without necessarily replicating it, making a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets and existing open space and other townscape and topographical features. Development should not have a negative impact upon neighbouring sensitive land uses.

The roof extension would have a length of 26.4m and be set well within the existing flat roof area, providing a distance of 3.8m to the western edge and 4.3m to the eastern edge with this separation increasing as a result of the hipped nature of the roof; a 0.3m gap is generated to the northern and southern edges, however this is similar to the existing northern and eastern existing roof elements. Whilst the existing northern and eastern hipped roofs are smaller in length by some 10m, the building itself is not uniform with each wing being of a different dimension and the

southern block in question being notably longer. It is considered that the footprint of the roof extension is suited to the overall proportions of the southern block and allows for a good level of separation from each of the eastern and western edges.

The height of the roof is stated as being 0.275m higher than the adjoining roof to the eastern block and given the height of the building and the hipped roof design it is not considered that such a discrepancy would be readily apparent from street level, with the back edge of Southend Road being some 25m to the east and mature vegetation being present to the southern and northern boundaries effectively rendering the extension openly visible from a gap in the vegetation to Southend Road of some 25m from a relatively acute angle. Visibility of the extension from the south would again be partly obscured at street level by mature trees from Parkwood which acts as a service road to those flats. From Park Road only the western edge of the extension would be immediately viewable from a distance in excess of 50m.

Several dormers are included to the northern roof slope facing into the courtyard and as such it is not considered that this creates any particular impact to the public realm given the extremely limited sightlines available. Each of the other hipped roofs feature single dormers onto the courtyard and whilst the proposal features more than this they would not be contrary to the existing roof design and their number is not considered to result in harm to the overall character of the building.

Amenity

Objections have been received regarding the impact of the construction of the proposal upon the residents of the site, in particular the southern block. However, many of these issues are outside of the planning system and fall within areas governed by Health and Safety, Environmental Health and Building Regulations. A Construction Management Plan is suggested as a condition.

The nearest building, 23 Parkwood, is 13m to the south as is the rear garden of 3a Southend Road, the northern elevation of 15-22 Parkwood is some 33m to the south. As such the additional rooflights to the southern roof slope are not considered to result in any further impact upon overlooking to adjoining residents above that already afforded to the upper windows of the existing flats to the southern block.

With regard to overshadowing, the existing block results in a degree of overshadowing the north and the courtyard for part of the day as does the eastern block which benefits from a hipped roof. It is not considered that the addition of a roof of this size and hipped design will result in any significant alteration to the existing situation and would not cause a further degree of harm to residents or the use of the courtyard to a degree to warrant refusal of the application.

Density

Density itself is only one measure and the density of development should take particular account of local character in the context of the principles underlying Policy 3.4 rather than being based only on the density matrix itself.

Representations have also been made with reference to overdevelopment of the site. South Park Court has a size of 0.45 hectares and is set within an urban location as per the definition contained within the London Plan and Table 3.2 with a PTAL of 3. The existing 2 bedroom flats comprise approximately four habitable rooms each giving a density of 71 units per hectare (u/ha) and some 284 habitable rooms per hectare (hr/ha) with an expected density range for such a location of 45-120 u/ha and 200-450 hr/ha. As such the existing development is at the lower end of the range for such a location on this size plot. The additional development permitted on appeal and proposed within this application results in the following:

units	u/ha	approx.. hr/ha
32 (existing)	71	284
33 (existing + proposal)	73	292
34 (existing +appeal + proposal)	75	300

The character of the local area features a mixture of medium and large houses with a number of flat conversions together with a substantial number of flatted developments, of which the application site is one. The site would continue to be towards the lower end of the ranges with the addition of the proposal and the addition of one two bedroom flat is not considered to result in an overdevelopment of the site either with regard to the London Plan or its context.

As such the design of the extension, its impact upon residential amenity and outlook and the resultant density of the site is considered acceptable under Policy BE1 and H7, Polices 3.4, 3.5 and 7.6 of the London Plan and the NPPF.

Standard of Accommodation

Policy 3.5 of the London Plan states the minimum internal floorspace required for residential units on the basis of the level of occupancy that could be reasonably expected within each unit with baseline standards for housing developments set out in the Mayor's Housing SPG.

The flat is predominantly dual aspect with both the main bedroom and the living area benefitting from this. Table 3.3 of the London requires a gross internal area (GIA) of 61sq. for a 2 bed 3 person flat and 70sq.m for a 2 bed 4 person flat. The GIA of the proposal is some 73sq.m and so exceeds both requirements. The floor plan indicates that bedroom one exceeds the minimum 12sq.m for a double bedroom required by the Mayor's Housing SPG with a floor area of 16.6sq.m while bedroom two has a floor area of 11.5sq.m and has been shown with a double bed. The living area exceeds the 23sq.m expected for such units with a floor area of 27.5sq.m. Although bedroom two falls marginally below the expected standard, the size of the main bedroom, the overall size and layout of the accommodation and the 0.5sq.m shortfall it is considered that this is acceptable in this instance.

The development is therefore considered to comply with the requirements of Policies BE1, H7 as well as Policy 3.5 of the London Plan, the Mayor's Housing SPG and the relevant sections of the NPPF.

Highways and Traffic Issues

The London Plan requires a maximum of 1 space per 1-2 bed unit and the proposal allows for 1 residential spaces per for the proposed flat. Cycle storage is provided by a store accommodating two cycles which accords with the London Plan. The site has a PTAL of 3 and is some 200m from Beckenham Junction train and tram station with a wide number of buses also available. It is considered that the development would comply with the requirements of the London Plan and the Mayor's Housing SPG.

No objection has been raised from the Council's Highways officer on the basis that there will be a dedicated parking space available to the proposed unit within the site and conditions are considered reasonable to secure this provision. Therefore it is considered the proposal would generally be in accordance with Policy T3 of the UDP and Policy 6.13 of the London Plan.

Impact upon the Conservation Area

Policy BE11 of the UDP states that in order to preserve or enhance the character or appearance of conservation areas, proposals for the alteration or extension of a building will be expected to respect or complement the layout, scale, form and materials of existing buildings and spaces,; respect and incorporate in the design features that contribute to the character of the area and ensure that the level of activity, traffic, parking or noise generated does not detract from the character or appearance of the area.

The Southend Conservation Area SPG states that the Council will expect all proposals for new development to conform with the character of that section of the conservation area surrounding the proposal site and with the general character of the area, especially in regard to the scale and height of construction, location with a plot (where material), design and materials used. It is hoped that all improvement works will take account of the character of the buildings and alter them as little as possible. South Park Court is not referenced within the SPG

Policy 7.8 of the London Plan requires development to identify, value, conserve, restore, re-use and incorporate heritage assets where appropriate. Development that affects heritage assets and their settings should conserve their significance by being sympathetic to their form, scale, materials and architectural detail.

The NPPF at section 12 'Conserving and enhancing the historic environment' requires local planning authorities, in determining planning applications, to take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

No objections are raised by the Council's Conservation Officer or by APCA and it is not considered that the harm caused by the proposal can be described as substantial. The less than substantial harm is considered acceptable with regard to the significance of this residential building within the wider conservation area that is in a predominately residential use and the public benefits of delivering an additional unit of housing that is considered to accord with other policy considerations as set out above.

The listed late 17th century former farmhouse at Nos. 3 and 3a Southend Road is the oldest and most architecturally interesting property in the area, however it is not considered that the proposal would result in any direct impact upon the setting or contribution of these two buildings. The addition of a hipped roof would not alter the spatial characteristics of the site as a whole and the contribution this makes to the conservation area, whilst it would substantially reflect the form and mass of the two existing roofs.

As such it is considered that the proposal would not cause unacceptable or substantial harm to the conservation area, the contribution of South Park Court to it, or the listed buildings to the south of the site and therefore accords with Policy Be11 of the UDP, the Supplementary Planning Guidance: Southend Road Conservation Area, Policy 7.8 of the London Plan and the NPPF.

Summary

Having had regard to the above it was considered that the design of the proposal is acceptable in that they it would not result in a significant loss of amenity to local residents nor impact detrimentally on the character of the building or the conservation area. It is considered that the standard of the accommodation that will be created will be good. The proposal would not have an adverse impact on the local road network or local parking conditions.

Background papers referred to during production of this report comprise all correspondence on the file ref(s) 15/01219/FULL1 set out in the Planning History section above, excluding exempt information.

RECOMMENDATION: PERMISSION
as amended by documents received on 02.07.2015

Subject to the following conditions:

1 The development to which this permission relates must be begun not later than the expiration of 3 years, beginning with the date of this decision notice.

Reason: Section 91, Town and Country Planning Act 1990.

2 The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans approved under this planning permission unless previously agreed in writing by the Local Planning Authority.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area.

3. Details of the proposed slab levels of the building(s) and the existing site levels shall be submitted to and approved in writing by the Local Planning Authority before work commences and the development shall be completed strictly in accordance with the approved levels.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area.

4 The materials to be used for the external surfaces of the building shall be as set out in the planning application forms and / or drawings unless otherwise agreed in writing by the Local Planning Authority.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area.

5 Details of arrangements for storage of refuse and recyclable materials (including means of enclosure for the area concerned where necessary) shall be submitted to and approved in writing by the Local Planning Authority before any part of the development hereby permitted is commenced and the approved arrangements shall be completed before any part of the development hereby permitted is first occupied, and permanently retained thereafter.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in order to provide adequate refuse storage facilities in a location which is acceptable from the residential and visual amenity aspects.

6 Before commencement of the use of the land or building hereby permitted parking spaces and/or garages and turning space shall be completed in accordance with the approved details and thereafter shall be kept available for such use and no permitted development whether permitted by the Town and Country Planning (General Permitted Development) Order (England) 2015 (or any Order amending, revoking and re-enacting

this Order) or not shall be carried out on the land or garages indicated or in such a position as to preclude vehicular access to the said land or garages.

Reason: In order to comply with Policy T3 of the Unitary Development Plan and to avoid development without adequate parking or garage provision, which is likely to lead to parking inconvenient to other road users and would be detrimental to amenities and prejudicial to road safety.

- 7 Before any part of the development hereby permitted is first occupied, bicycle parking (including covered storage facilities where appropriate) shall be provided at the site in accordance with details to be submitted to and approved in writing by the Local Planning Authority, and the bicycle parking/storage facilities shall be permanently retained thereafter.

Reason: In order to comply with Policy T7 of the Unitary Development Plan and Policy 6.9 of the London Plan and in order to provide adequate bicycle parking facilities at the site in the interest of reducing reliance on private car transport.

- 8 Prior to the commencement of the development hereby permitted a Construction Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include measures of how construction traffic can access the site safely and how potential traffic conflicts can be minimised; the route construction traffic shall follow for arriving at and leaving the site and the hours of operation, but shall not be limited to these. The Construction Management Plan shall be implemented in accordance with the agreed timescale and details.

Reason: In order to comply with Policy T5, T6, T7, T15, T16 & T18 of the Unitary Development Plan and in the interest of the amenities of the adjacent properties.

You are further informed that :

- 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