

SECTION '2' – Applications meriting special consideration

Application No : 17/02002/FULL1

Ward:
Kelsey And Eden Park

Address : 21 Langley Road Beckenham BR3 4AE

OS Grid Ref: E: 536054 N: 168244

Applicant : Mr Michael Gerrard

Objections : YES

Description of Development:

The demolition of the existing garage and the construction of a part one/two-storey side/rear extension to create a new 1 bedroom dwelling.

Key designations:

Biggin Hill Safeguarding Area
London City Airport Safeguarding
Smoke Control SCA 15

Proposal

UPDATE - The application was initially reported Plans Sub Committee 1 on the 3rd August 2017, and was deferred without prejudice to seek further information regarding the occupancy of the existing HMO at 21 Langley Road. The applicant has now provided additional information confirming that the property has a licence for an 8 room 10 people HMO. At present 8 rooms are let, with 9 residents. Two of these residents own cars.

Updated Highways Comments:- The latest comments (from the applicant) reinforce my view that such accommodation does generate parking demand. In this case 2 vehicles for 8 rooms. The site currently can accommodate 2 cars parked off-street (although we are not told where the 2 cars currently park) and only 1 space is proposed. There is thus scope for the current proposal to increase demand for on-street parking by 1 car. This might not be an issue based on the results of the parking stress survey. However, I consider that it would be desirable for the existing HMO site to provide cycle parking as well as a parking space.

The application seeks consent for the demolition of the existing garage and the construction of a part one/two storey extension in order to create a new 1 bedroom 2 person dwelling. Off-street parking for one vehicle would be provided to the front of the property.

The application relates to three-storey late C19th detached property, which is located on the east side of Langley Road. There is an existing single-storey detached garage located to the side of the property and a generous sized rear garden. The applicant indicates the existing building operates as a House of Multiple Occupation (HMO), however the existing floor plans show a number of units, which appear to be self-contained. The front of the property benefits from off-street parking.

The site is bounded by residential properties and their gardens to the north and west. To the south is Staddon Close, which leads to a small residential development.

The site is not located within a conservation area and there are no Tree Preservation Orders on the site but a number of large trees surround the southern and eastern boundaries. The site is located within a mixed residential area.

Consultations

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

- o The development will increase the existing parking problems. Parking street is already high on Langley Road. The survey doesn't take into account the rhythms of car use and new stresses on street.
- o The recent internal conversions of No 21 into 6 bedsits and the rear extension, into 2 flats has already resulted in a substantial amount of new parking need on this street. Combined with the nursery drop-off and pick up time and local primary school the area is over stresses.
- o Road already has parking problems, cannot park anywhere near house and people part over neighbouring drives.
- o Bromley parking wardens have already been called to solve a number of parking disputes
- o Will make the street more unsafe for children and other pedestrians
- o Traditional look of the building would be ruined.
- o Road is too narrow and additional builders vans and cars will result in congestion
- o Demolition of the garage may harm neighbouring properties
- o Dust and debris
- o Noise and disruption during building works
- o Loss of privacy
- o Harm neighbouring amenities
- o Noise pollution from access arrangements and position of entrance
- o 1m side space is inadequate for privacy
- o Cramped overdevelopment
- o The existing cottages appear to be original to the larger building to which they are attached and are not later additions.
- o This building will always be a contemporary design that will appear bulky and disjointed. Jeopardising the traditional appearance of the neighbouring buildings.
- o Will feel cramped
- o The garage forms the boundary and ensures privacy and security. It also hides the large new extension at No 21.
- o No 21 has been converted and there is an increase in the number of residents in the property.

Highway - The site is currently a house in multiple occupation. There is no information on the number of occupants of this dwelling or the associated car ownership of the residents.

There is an existing garage, drive and front garden, which could possibly accommodate up to 3 vehicles parked off-street. Only 1 off-street space is being proposed for the existing dwelling, potentially displacing 2 cars to parking on-street.

The site is in a location with a PTAL rating of 4 (moderate) where, in ordinary circumstances, a degree of car ownership could be expected to be associated with occupiers of the building. However, experience suggests that occupiers of such accommodation tend not to own cars to the same degree as would otherwise be the case.

Langley Road is a one-way street, is not subject to waiting restrictions, except for short lengths at its northern end and across the junction with Staddon Close (the latter suggesting that on-street parking had caused access issues in the past), and on-street car parking appears to be common on both sides of the street. However, due to it being a one-way street such parking would appear not to be an issue in terms of the free flow of traffic and conditions of safety in the street.

The application site is around 350m from Elmer's End Station and the bus terminus and stops and could be a popular parking destination for commuters as well as residents. It is thus likely that there is little or no spare capacity for further on-street parking.

1 car parking space and cycle parking are included in the proposal for the new dwelling as well as the single car parking space for the existing.

There is no car parking standards for the current use of no. 21. For comparison, the UDP recommends 0.5 spaces per unit for social-rented affordable housing. Ideally a site-specific assessment of car ownership is needed to inform this, but as a broad brush approach, it might be appropriate to consider 0.3 spaces per unit as an appropriate level for this type of accommodation. However, no information has been provided regarding the current number of occupants of no. 21 or the level of car ownership associated with those residents.

A recent parking stress survey has been carried out which shows that the day time situation is close to saturation point (95.7% in Langley Road, 94.4% in Goddard Road and 100% in Shirley Crescent) with only 5 spaces available on the day of the survey. As the level of parking is close to saturation (on another day it may be even closer or at saturation point) and with another development at no. 24 having the potential to add to demand there is scope to consider refusal of this application (and that for no. 24) on highway grounds.

Highways - Additional comments: Car ownership can be around 0.5 spaces per bedroom for such accommodation. I thus consider that, without a more detailed assessment of car ownership for this site than the agent doesn't envisage residents will own cars, more consideration needs to be given to providing off-street parking for the existing HMO. We still haven't been advised of the number of occupants of 21 in order to take a view on the potential scale of the potential parking demand.

Drainage - Please impose condition D02 (surface water drainage) if minded to approve.

Environmental Health - No objections

Planning Considerations

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

BE1 Design of New Development
BE7 Railings, Boundary Walls and Other Means of Enclosure
H1 Housing Supply
H7 Housing Density and Design
H9 Side Space
NE7 Development and Trees
ER10 Light pollution
T3 Parking
T7 Cyclists
T11 New Accesses
T18 Road Safety

The Council's adopted Supplementary Planning Guidance (SPG) documents are also a consideration in the determination of planning applications. These are:

SPG No.1 - General Design Principles
SPG No.2 - Residential Design Guidance

London Plan (2016)

Policy 3.3 Increasing Housing Supply.
Policy 3.4 Optimising Housing Potential
Policy 3.5 Quality and design of housing developments
Policy 3.8 Housing choice
Policy 5.2 Minimising carbon dioxide emissions
Policy 5.3 Sustainable design and construction
Policy 5.7 Renewable energy
Policy 5.10 Urban greening
Policy 5.11 Green roofs and development site environs
Policy 5.12 Flood risk management
Policy 5.13 Sustainable drainage
Policy 6.9 Cycling
Policy 6.13 Parking
Policy 7.2 An inclusive environment
Policy 7.3 Designing out crime
Policy 7.4 Local character
Policy 7.6 Architecture
Policy 7.15 Reducing and Managing Noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
Policy 7.19 Biodiversity and Access to Nature
Policy 7.21 Trees and Woodlands
Policy 8.3 Community infrastructure levy

Housing: Supplementary Planning Guidance. (2015)

DCLG: Technical Housing Standards (2015)

National Planning Policy Framework (NPPF) - Relevant chapters include Chapters 6, 7, 11, 12.

Draft Local Plan

The Council is preparing a Local Plan and commenced a period of consultation on its proposed submission draft of the Local Plan on November 14th 2016 which closed on December 31st 2016 (under The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended). It is anticipated that the submission of the draft Local Plan to the Secretary of State will be in mid-2017.

Policy 1 Housing Supply
Policy 3 Backland and Garden Land Development
Policy 4 Housing Design
Policy 8 Side Space
Policy 30 Parking
Policy 32 Road Safety
Policy 37 General Design of Development
Policy 73 Development and Trees
Policy 79 Biodiversity and Access to Nature
Policy 115 Reducing Flood Risk
Policy 116 Sustainable Urban Drainage
Policy 119 Noise Pollution
Policy 122 Light Pollution
Policy 123 Sustainable Design and Construction Planning History

16/05507/HHPA Single storey rear extension, extending beyond the rear wall of the original house by 8m, for which the maximum height would be 3.625m, and for which the height of the eaves would be 2.580m. (42 Day Notification for Householder Permitted Development Prior Approval) Approval not required

04.01.2017

Conclusions

The main issues relating to the application are the principle of development, impact of the proposed works on the character and appearance of the area, standard of proposed accommodation, neighbouring amenity and highway issues.

Principle of Development

The National Planning Policy Framework (NPPF) states in Paragraph 49 that housing applications should be considered in the context of the presumption in favour of sustainable development.

The NPPF sets out in paragraph 14 a presumption in favour of sustainable development. In terms of decision-making, the document states that where a development accords with a local plan, applications should be approved without delay. Where a plan is absent, silent or relevant policies are out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits or specific policies in the Framework indicate development should be restricted.

The document also encourages the effective use of land by reusing land that has been previously developed (brownfield land) and excludes gardens from the definition of previously developed land.

Policy H7 of the UDP sets out criteria to assess whether new housing developments is appropriate subject to an assessment of the impact of the proposal on the appearance/character of the surrounding area, the residential amenity of adjoining and future residential occupiers of the scheme, car parking and traffic implications, community safety and refuse arrangements.

The site is situated within a residential location and the Council will consider new residential development provided that it is designed to complement the character of surrounding developments, the design and layout make suitable residential accommodation, and it provides for garden and amenity space. Any adverse impact on neighbouring amenity, conservation and historic issues, biodiversity or open space will need to be addressed.

Therefore the principle of an additional dwelling is subject to an assessment of the impact of the proposal on the appearance/character of the surrounding area, the residential amenity of adjoining and future residential occupiers of the scheme, car parking, traffic implications and refuses arrangements.

Design, siting and layout

Policy BE1 and the Council's Supplementary design guidance seek to ensure that new development, are of a high quality design that respects the scale and form of the host dwelling and are compatible with surrounding development. This includes consideration of gaps between dwellings, when they contribute to the character of the area.

The development would involve the demolition of an existing side garage and the construction of one bedroom dwelling in its place. It would adjoin No 21 and has been designed to have the appearance of a pitched roof side extension to the host property with a front gable feature, similar materials, and would also set back from its front main

elevation. It would however incorporate a small two-storey rear projection and a significant ground floor extension.

No 17, 19 and 21 Langley Road share similar proportions and architectural detailing. However, it is noted that No 17 & 19 benefit from two-storey pitched roof side additions, which are set back from the front elevations. Each of the side additions have been severed from the main dwellings and converted into self-contained units, however these severed units retain a significant degree of subservience. When looking at the dwellings from the street these side additions are situated to the right hand side of the properties, whereas the proposal would be contained to the left. Whilst this would disrupt the established rhythm to a degree, this is not considered to be significantly harmful due to its sympathetic design approach. Similar side additions are also noted on neighbouring properties on the opposite side of the road. The neighbouring properties at 17 & 19 are characterised by sub-divided plots. The proposed arrangement would not therefore be out of character with these neighbouring examples. A minimum of 1m side space would also be retained between the flank wall of the development and side boundary. This therefore complies with the requirements of Policy H9. The extension would appear sufficiently subservient and the narrowing of the space between the dwellings would not result in undue harm to the special standards of the streetscene.

Standard of accommodation

The London Plan and London Plan Housing SPG, together with the DCLG Technical Housing Standards set out minimum floor space standards for dwellings of different sizes.

The proposal would provide a dwelling with a GIA of around 62sqm. This meets the minimum standard of 58sqm for a 1 bedroom 2 person dwelling.

All rooms would achieve a satisfactory level of light and outlook. A small area of privacy amenity space would be provided at the rear.

Neighbouring amenity

The proposed dwelling would be situated between No 19A and 21 Langley Road. Number 19A is located to the north of the application site and has not been extended at the rear. This property is situated within the side addition at No 19. The proposal would sit adjacent to this neighbour but would be set back from the common boundary by 1m.

The main bulk of the proposed dwelling would be two-storey in height but its scale is modest; incorporating a rear gable with low eaves. Its form replicates the proportions of No 19A but it would also include single-storey at the rear. The proposed two-storey element of the dwelling would mirror the rear building line of No 19A. The single-storey extension would then project beyond the rear of this neighbouring property for 5.7m. At present, the existing garage forms the boundary wall separating the application site with the garden of 19A. The proposed single-storey element would be similar in depth to the existing garage structure but would be marginally lower in height. It is noted that the existing garage has already resulted in a degree of visual incursion and its replacement with a similar sized rear projection would not result in a level of visual harm - in terms of visual dominance, outlook or loss of light/overshadowing - which is significantly worse than the established situation. The two-storey element of the proposal would however infill the space between the dwellings to a greater degree, but the bulk of the existing dwelling has already resulted in some overshadowing. This would not be significantly exacerbated by the proposed development as the two-storey element of the proposal would not project beyond the rear of No 19A. Furthermore, the location of the existing garage, and its boundary height, has afforded No 19A a level of privacy from No 21. The location of the dwelling and relationship with the boundary would result in some additional overlooking into the rear garden however the first floor rear window would serve a bathroom and could be

conditioned to be obscured glazed and non-opening. The impact on the visual amenities of No 19A are therefore considered to be on balance acceptable.

The proposal would also abut the shared boundary with No 21. The applicant states this property is also used as a HMO. It has recently been extended by way of an 8m single-storey rear extension. The proposal would adjoin this property but would not extend beyond the rear elevation of this rear extension. This relationship would prevent any unacceptable loss of light and outlook, or be harmful by way of an overbearing impact.

The impact on the visual amenities of neighbouring properties therefore considered to be on balance acceptable.

Highways

The proposal would result in the demolition of the existing garage. At present there is the potential to accommodate up to three cars off-street. The development would provide one parking space for the new dwelling and one for the existing HMO, potentially displacing two vehicles, however the existing garage does appear to be small. The site has a PTAL of 4 and is within walking distance of a number of bus stops, a train station and local services. Langley Road is a one-way street and is not subject to waiting restrictions, except for short lengths at its northern end and across the junction with Staddon Close. The application is supported by a parking survey which shows that the day time situation is close to saturation point (95.7% in Langley Road, 94.4% in Goddard Road and 100% in Shirley Crescent) with only 5 spaces available on the day of the survey. The Council's Highways officer has raised concerns with the level of parking provision and potential for displacement of vehicles causing increased on-street parking demand. However, the proposed unit would be create a 1 bedroom dwelling and two spaces for the both the unit and HMO would be provided off street.

It is noted that an application for a new three bed residential dwelling (17/02008/FULL1) immediately to the rear of No 24, which is located on the opposite side of the road was refused, in part, due to inadequate parking provision, resulting in increased on street parking pressure. However, this application related to larger proposed residential dwelling (three beds) and a larger HMO (No 24). Given the size of the proposed dwelling (1bed) and proximity of the train station/services Members may consider that the parking provision in this case is on balance acceptable.

Conclusion

It is considered that the dwelling would not result in significant harm to the character and appearance of the streetscene or area in general. The standard of accommodation is considered to be acceptable and there would also be no undue harm to neighbouring residential amenities. In relation to the highway impact the proposal would have the potential to result in some additional on-street parking demand, but given the PTAL, size of the proposed unit and acceptability of the scheme in all other respects, Members may consider the scheme to be on balance acceptable.

Background papers referred to during production of this report comprise all correspondence on the file ref: 17/02002/FULL1 and any other applications on the site set out in the Planning History section above, excluding exempt information

RECOMMENDATION: PERMISSION

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 Unless otherwise agreed in writing by the Local Planning Authority the materials to be used for the external surfaces of the development hereby permitted shall as far as is practicable match those of the existing building.

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 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 visual and residential amenities of the area.

- 4 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.

- 5 The arrangements for storage of refuse (which shall include provision for the storage and collection of recyclable materials) and the means of enclosure shown on the approved drawings 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 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.

- 7** Before any part of the development hereby permitted is first occupied boundary enclosures of a height and type to be approved in writing by the Local Planning Authority shall be erected in such positions along the boundaries of the site(s) as shall be approved and shall be permanently retained thereafter.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of visual amenity and the amenities of adjacent properties.

- 8** Before the development hereby permitted is first occupied the proposed window(s) in the upper floor rear elevation shall be obscure glazed to a minimum of Pilkington privacy Level 3 and shall be non-opening unless the parts of the window which can be opened are more than 1.7 metres above the floor of the room in which the window is installed and the window (s) shall subsequently be permanently retained in accordance as such.

Reason: In the interests of the amenities of nearby residential properties and to accord with Policies BE1 and H8 of the Unitary Development Plan

- 9** Details of a surface water drainage system (including storage facilities 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 system shall be completed before any part of the development hereby permitted is first occupied, and permanently retained thereafter.

Reason: To ensure satisfactory means of surface water drainage and to accord with Policy 5.12 of the London Plan

- 10** 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.