

APPENDIX TO ITEM 5

Committee	PLANNING COMMITTEE (B)	
Report Title	97 HONOR OAK PARK SE23 3LB	
Ward	Forest Hill	
Contributors	Geoff Whittington	
Class	PART 1	Date: 14 JULY 2011

<u>Reg. No.</u>	DC/09/68730 as revised
<u>Application dated</u>	18.4.08, revised/consolidated 5.11.10
<u>Applicant</u>	Mr I Greig, Axial Design on behalf of Mr and Ms Rzakiewicz
<u>Proposal</u>	The alteration and conversion of 97 Honor Oak Park SE23 and construction of a part single/ part two storey side extension, first floor side extension and single storey extension to the rear, to provide 1, three bedroom and 5, two bedroom self-contained flats, together with associated landscaping, provision of refuse and cycle stores and 6 car-parking spaces.
<u>Applicant's Plan Nos.</u>	P1249.03, 04, 06, 07, 12B, 13C, 14C, 15F, 16F, 17G, 18K, 19J, 20C & Design and Access Statement
<u>Background Papers</u>	(1) Case File - LE/340/97/TP (2) Local Development Framework: Core Strategy (2011) (3) The London Plan (February 2008) (4) Supplementary Planning Document: Residential Standards (2006) (5) PPS 1: Delivering Sustainable Development (2005) (6) PPS 3: Housing (2010) (7) PPG 13: Transport
<u>Zoning</u>	UDP – Housing/Existing Use

1.0 Property/Site Description

- 1.1 The application site is comprised of a large, vacant 2-storey plus roof-space detached dwelling located on the south side of Honor Oak Park. The property has a 38 metre deep garden at the rear, whilst to the front is a 9 metre deep driveway that can accommodate a number of parked vehicles.
- 1.2 The surrounding area is mostly residential in character, comprised of two storey dwellings on Honor Oak Park and Devonshire Road, and 3-storey blocks of flatted accommodation to the south of the site on Boveney Road. To the immediate west of the site are large dwellings that have rear gardens equal in length to no.97. The rear gardens of five dwellings on Devonshire Road abut the application site, whilst at the rear is a parking area that serves the Boveney Road

flats. Camberwell New Cemetery and allotment gardens lie opposite to the north of the site.

- 1.3 The area is relatively well served by public transport, with bus routes operating locally, and Honor Oak Train Station located within a short walking distance. The PTAL for this area is 3.

2.0 Planning History

- 2.1 In 1967, permission was refused for the erection of 2, three-storey linked blocks comprising a total of 9 three-roomed flats together with 9 garages and an access road.
- 2.2 At the time of writing this report, a separate application relating to this site was being considered, proposing the construction of two dwelling-houses to the rear garden of the property.

3.0 Current Planning Applications

- 3.1 The planning application proposes the alteration and conversion of the single-dwelling at 97 Honor Oak Park SE23, to provide 1, three bedroom and 5, two bedroom self-contained flats.
- 3.2 External alterations include the construction of extensions to either side of the property. The largest of the extensions would be a single-storey flat roof element located to the western side, measuring 13.8 metres in length and 7 metres wide, with the rear section projecting no further than the existing double garage structure.
- 3.3 All occupiers of the units would have access to the rear garden via a shared ground floor entrance located at the rear. Two of the proposed ground floor flats would also have their own accesses to the garden.
- 3.4 Landscaping measures to the frontage include the laying of permeable interlocking block paving, together with various forms of planting.
- 3.5 Six parking bays would be provided to the front driveway, whilst a secure cycle store would be located within the rear garden.

4.0 Consultation & Replies

Neighbours and Local Amenity Societies.

- 4.1 Letters of consultation were sent to 30 properties and a notice was displayed on site and in the local press. Ward Councillors were also consulted.
- 4.2 Letters were received from the occupiers of 253, 255, 257, 259b & 263 Devonshire Road, 33 Dunoon Road, 93 & 95 Honor Oak Park and 10 Walters Way, objecting to the proposal on the following grounds:-
- (1) Over-development – too many units;
 - (2) Privacy concerns;

- (3) Insufficient off-street parking;
- (4) The proposed 2-storey side extensions are unacceptable.

Honor Oak Park Residents' Association

- 4.3 The Association has objected to the proposal on similar grounds to residents, stating the changes to the existing building would be out of character, with the provision of too many units. The development would result in noticeable loss of amenity for neighbours in terms of potential noise and overlooking, and would create additional strain on the water supply and drainage.
- 4.4 In light of the number of objections, a local meeting was held at the Civic Suite on 11 April 2011. Nine residents attended the meeting, with a panel comprised of Cllr Feakes (Chair), Les Rzakiewicz (applicant), Ian Greig (agent) and Geoff Whittington (planning officer).
- 4.5 Neighbour concerns that were discussed during the meeting included lack of off-street parking afforded to future occupiers, the density of the proposal, why the house could not be retained as a single family dwelling, impact upon the neighbouring area, and drainage matters.
- 4.6 It was agreed during the meeting that as the application had originally been submitted in 2008, a re-consultation period would be undertaken to notify those who may have moved into the area during that time.
- 4.7 Subsequently, a further five letters were received from the occupiers of 93, 95 & 101C Honor Oak Park, and 255 & 263 Devonshire Road, objecting to the proposal on the following grounds:
 - (1) Over-development, with a high density of housing already in the area;
 - (2) The property should be retained as a single dwelling;
 - (3) Insensitive to the architectural style of the house;
 - (4) Insufficient parking;
 - (5) Privacy concerns;
 - (6) Biodiversity.
- 4.8 The Honor Oak Residents' Association have also reiterated their concerns to the proposal.

(Letters are available to Members)

Highways and Transportation

- 4.9 No objections raised to the proposed off-street car-parking provision. Cycle parking would be considered acceptable subject to the provision of a dry and secure storage facility.

Environmental Health

4.10 No objections raised.

Ecology Officer

4.11 No objections raised to the proposal.

5.0 Policy Context

National Policy

5.1 Planning Policy Statement 3, 'Housing' (June 2010).

The London plan

5.2 The London Plan includes general policies in favour of the provision of new housing, including 3A.1 Increasing London's Supply of Housing, 3A.2 Borough Housing Targets, 3A.3 Efficient Use of Stock and 3A.4 Housing Choice. Although, inevitably the London Plan policies are very broad, there is a general encouragement for increased housing provision throughout the London area.

5.3 The London Plan sees high-quality design as central to its objectives and emphasises that high standards of design have a strong role in making London a better city to live in (Policy 4B.1 and 4B.2)

Local Development Framework - Core Strategy

5.4 The Core Strategy was adopted by the Council at its meeting on 29 June 2011. The Core Strategy, together with the London Plan and the saved policies of the Unitary Development Plan, is the borough's statutory development plan.

5.5 The following lists the relevant strategic objectives, spatial policies and cross cutting policies from the Lewisham Core Strategy as they relate to this application;

- Objective 2: Housing provision and distribution
- Objective 3: Local housing needs
- Objective 5: Climate change
- Objective 6: Flood risk reduction and water management
- Objective 9: Transport and accessibility
- Objective 10: Protect and enhance Lewisham's character
- Objective 11: Community well-being
- Policy 1: Housing provision, mix and affordability
- Policy 7: Climate change and adapting to the effects
- Policy 8: Sustainable design and construction and energy efficiency
- Policy 10: Managing and reducing the risk of flooding
- Policy 14: Sustainable movement and transport
- Policy 15: High quality design for Lewisham

5.6 Relevant saved Unitary Development Plan policies include URB 3 Urban Design, HSG 4 Residential Amenity, HSG 7 Gardens and HSG 9 Conversion of Residential Property.

Supplementary Planning Documents: Residential Development Standards (August 2006).

- 5.7 This document sets out guidance and standards relating to design, sustainable development, renewable energy, flood risk, sustainable drainage, dwelling mix, density, layout, neighbour amenity, the amenities of the future occupants of developments, backland development, safety and security, refuse, affordable housing, self containment, noise and room positioning, room and dwelling sizes, storage, recycling facilities and bin storage, noise insulation, parking, cycle parking and storage, gardens and amenity space, landscaping, play space, Lifetime Homes and accessibility and materials.

6.0 Planning Considerations

- 6.1 The main issues in the assessment of this application include the principle of the proposed development, the design and appearance of proposed external alterations, the level of impact upon neighbouring occupiers and the streetscene generally, standard of accommodation and parking related matters.

Principle of the proposed Development.

- 6.2 Saved UDP Policy HSG 9 Conversion of Residential Property states the permanent conversion of larger dwelling houses into two or more self-contained units will be permitted provided that the scheme results in the provision of an increase in suitable accommodation.

- 6.3 The Council will normally require at least one family unit to be provided in every conversion scheme unless it is satisfied that the dwelling is unsuited for family occupation because of its location or character. However, not all dwellings will be suitable for conversion. The conversion of dwellings will not be permitted where:

(a) the net floor space is less than 130m² as originally constructed and the dwelling is still suitable for family accommodation;

(b) the character of the buildings or neighbourhood or the amenities of neighbouring properties would be adversely affected;

(e) it is not possible to retain sufficient area of the original garden to provide an adequate setting for the converted building and enough private open space for the use of the intended occupant.

- 6.4 The Council, in increasing housing supply and choice, must also assess the quality of the units being provided for future occupiers against the loss of existing family dwellings. In this respect, the intention of Policy HSG 9 is to encourage the conversion of larger housing accommodation to meet the housing need for smaller residential units, whilst safeguarding smaller family accommodation suitable for family use in order to provide a balance and range of housing provision in the Borough.

- 6.5 In this case the application property is currently a single family dwelling house and the original floor-space of the premises is in excess of 300 square metres, and therefore comfortably meets the Council's threshold of 130 sq metres for conversions.

- 6.6 The site is located in a predominantly residential area, therefore the proposed conversion would complement its surroundings. Some neighbouring properties in Honor Oak Park and Devonshire Road have been converted into flatted accommodation.
- 6.7 Beyond its fine exterior, the internal condition of the property is poor, attributed to its derelict state for a number of years. Coupled with the scale of the property, the applicant considers it unlikely that it will be used as a single family dwelling in the future.
- 6.8 Officers agree with residents that the building is a valuable asset in the street scene, however it is also acknowledged that it is in a state of rapid decline, and needs extensive work to restore it to a habitable state.
- 6.9 The applicants have confirmed that whilst the option of demolition has been considered, their preference is to retain the building because of its character, and as it was their family home. Whilst officers acknowledge the objections toward the principle of conversion, this represents an opportunity to retain the building for habitable purposes, whilst preserving the character of the immediate area. To ensure against any possible demolition of the property by other developers, the applicants have stated their intention to oversee and complete the conversion works should permission be granted.

Design and Residential Amenity

- 6.10 Saved policies URB 3, URB 6 and HSG 12 require extensions and alterations to be of high quality and to use materials that are in keeping with the main house.
- 6.11 The main alteration to the property includes the demolition of an existing double garage and billiard room to the western side of the property, and the construction of a part single/ two-storey extension to the side. The ground floor flat roof element would be set-back 1.8 metres from the existing frontage, measuring a width of 7 metres and 13.8 metres in length. The first floor section would be set-back 3 metres, measuring 3 metres wide and 4.5 metres in length.
- 6.12 As such it is considered that the proposed extension would have minimal impact upon the visual amenities of the nearest occupiers at no.99 due to its siting a sufficient distance away from the side boundary, neither would it impact upon the character of the dwelling and appearance of the streetscene generally. Proposed facing materials would match the existing.
- 6.13 To the opposite side, a first floor extension would be built, set-back 400mm from the frontage and 1 metre away from the side boundary.
- 6.14 Whilst the extension would project beyond the rear elevation of no.95, in respect of residential amenity, it would not result in significant visual harm. The plans demonstrate that the extension would not impair their existing outlook, and due to its siting away from the boundary, would avoid a sense of unacceptable enclosure or overshadowing. The rear facing window would be frosted and unopenable to avoid overlooking into the garden of no.95.

- 6.15 A small single-storey extension to that side of the property, measuring 1.7 metres deep would be built. It is not considered that it would impact detrimentally upon the residential amenities of no.95.
- 6.16 The size and appearance of the proposed extensions are considered to be acceptable, in accordance with saved policy URB 3 and Core Strategy Policy 15: High Quality Design for Lewisham. The scale of the extensions have been significantly reduced since the original submission, in light of officer concerns raised toward their initial bulk and poor relationship with the existing building.

Standard of living accommodation

- 6.17 Six self-contained units are proposed, including 1, three bedroom and 2, two bedroom self-contained flats on the ground floor, 2, two bedroom flats on the first floor and a 2 bedroom unit in the roofspace.
- 6.18 The provision of a three bedroom family unit with direct access to the rear garden is in accordance with saved policy HSG 9 Conversion of Residential Property.
- 6.19 All units would comply with the requirements of Residential Development Standards SPD (2006), based on potential occupancy. It is considered that all habitable rooms would be provided with adequate levels of natural light, ventilation and outlook. All proposed rooms would be in compliance with minimum room sizes, providing a good standard of living accommodation.

Parking

- 6.20 Six off-street parking spaces for occupiers of the proposed units would be provided to the front driveway of the property. (Plan P1249.12B shows eight spaces, with two located within the rear garden, however this is incorrect.) A number of unrestricted parking bays are located along this section of Honor Oak Park and nearby Devonshire Road, however it is acknowledged that parking pressures in this area is high, attributed to lack of off-street parking along nearby Devonshire Road, and commuters parking near the train station.
- 6.21 The area is particularly well served by public transport links, with Honor Oak Train Station located within a short walking distance, including bus routes operating along Honor Oak and Brockley Road. In light of this, coupled with on-street parking opportunities, Highways have raised no objections to the proposed number of off-street parking spaces.
- 6.22 Cycle parking is generally required to be 1:1 for residential development. In this case a single storage area has been shown to the rear of the garden, accommodating six bicycles. In this respect, provision is considered to be in accordance with Core Strategy Policy 14: Sustainable Movement and Transport, however, should permission be granted for the other planning application relating to this site proposing the construction of two dwellings in the rear garden, the intended siting of the cycle store would not be possible. For this reason, a condition should be included that requests the submission of siting details, together with elevational and facing material details of the store.

Refuse

- 6.23 The applicant has provided locational details of refuse and recycling within the front curtilage of the property adjacent to the boundary with no.99. The proposed location of the bin store is considered acceptable, however further elevational details of the enclosure and confirmation of the number of bins it can accommodate are requested by way of condition.

Landscaping

- 6.24 Landscaping to the front of the property would include measures that would seek to ensure against rainwater run-off and potential flooding, in compliance with Core Strategy Policy 10: Managing and Reducing the Risk of Flooding.
- 6.25 Permeable interlocking block paving would be laid to the access and parking bays, with planting areas maintained to the front and side boundaries. Officers are satisfied with this aspect of the application.

7.0 Consultations

- 7.1 With regard to procedural matters, neighbour notifications have been carried out in accordance with the Council's usual procedures. As addressed earlier in the report, the application was originally submitted in 2008, therefore it was considered appropriate to undertake a second consultation period.
- 7.2 Officers are satisfied that all statutory Council procedures have been followed.

8.0 Conclusion

- 8.1 The proposed development complies with the requirements of adopted policies, and would provide a good standard of living accommodation. Through the provision of a three bedroom unit, the proposal would not result in the loss of family housing.
- 8.2 The proposed extensions are considered to be appropriately designed, complementing the existing building, whilst avoiding any significant visual impact upon the amenities of neighbouring occupiers.
- 8.3 Off-street parking would be provided, whilst there are good public transport links within close proximity. For these reasons, it is therefore recommended planning permission be granted.

9.0 Summary of Reasons for Grant of Planning Permission

- 9.1 On balance, it is considered that the proposal satisfies the Council's Land Use and environmental criteria, and is in accordance with saved UDP Policies URB 3 Urban Design, HSG 4 Residential Amenities, HSG 7 Gardens and HSG 9 Conversion of Residential Property, and Policies 1: Housing Provision, Mix and Affordability and 15: High Quality Design for Lewisham of the Local Development Framework: Core Strategy (2011).
- 9.2 It is considered that the proposal is appropriate in terms of its form and design and would not result in material harm to the appearance or character of the surrounding area, or the amenities of neighbouring occupiers. The proposal is

thereby in accordance with saved UDP policies URB 3 Urban Design, HSG 4 Residential Amenities and HSG 9 Conversion of Residential Property, and Policies 1: Housing Provision, Mix and Affordability, 10: Managing and Reducing the Risk of Flooding and 15 High Quality Design for Lewisham of the Local Development Framework: Core Strategy (2011).

10.0 RECOMMENDATION GRANT PERMISSION subject to the following conditions:-

- (1) B02 Materials to Match Existing
- (2) L01 Planting, Paving, Walls etc.
- (3) B09 Plumbing or Pipes.
- (4) B07 Reveals
- (5) H12 Provision For Cyclists
- (6) Notwithstanding the information submitted, details of the design of refuse/ recycling and bicycle storage facilities shall be submitted to the local planning authority and approved in writing. The works shall be carried out in accordance with the approved details and the provision for refuse and bicycle storage shall be provided prior to the first occupation of the development permitted and retained permanently.
- (7) H09 Parking - Residential
- (8) All extensions hereby permitted shall be constructed prior to first occupation.
- (9) The rear facing window to the proposed extension on the southern side shall be unopenable and fitted and maintained permanently in obscured glazing, prior to first occupation of the units hereby permitted.
- (10) Proposed landscaping works to the front driveway shall be completed in full prior to first occupation of the residential units hereby permitted.
- (11) The use of the flat roof extensions shall be as set out in the application and no development or the formation of any door providing access to the roof of the extensions shall be carried out, nor shall the roof area of the extensions be used as a balcony, roof garden or similar amenity area, without the prior written permission of the local planning authority.

Reasons

- (6) In order that the local planning authority may be satisfied with the provisions for bicycle and refuse/ recyclables storage and collection in the scheme and to comply with saved Policy URB 3 Urban Design and Policy 15 High Quality Design for Lewisham of the Local Development Framework: Core Strategy (2011).
- (8) IM2R Completion (2) Building/Full

(9) B05R Windows – Obscured Glazing

(10) L01R Planting, Paving, Walls Etc

(11) B11R Flat-Roofed Extensions

Informative

The applicant should be informed that if Planning Consent is granted the implementation of the proposal will require approval by the Council of a Street Naming & Numbering application. Application forms are available on the Council's web site.

MINUTES

The Planning Officer outlined the details of the proposal.

The Committee received verbal representations from Ian Grieg of Axial Design on behalf of the applicants and from residents of 257 and 263 Devonshire Road, objecting to the proposal.

Councillor Muldoon moved a Motion to defer consideration of the item until the next available Planning Committee meeting, following a further 21 day re-consultation of local residents, which was seconded by Councillor Clarke. Members voted unanimously in favour of the motion.

RESOLVED that consideration of Application No. DC/08/68730 be deferred in order for re-consultation of residents to be carried out.