

Item No.	Classification:	Date:	Meeting Name:
6.1	OPEN	11 May 2011	Dulwich Community Council
Report title:	Development Management planning application: Application 11-AP-0287 for: Full Planning Permission Address: 17 BURBAGE ROAD, LONDON, SE24 9HJ Proposal: Partial demolition of existing rear extension, erection of new rear extension, roof conversion with new rooflight to rear roof slope and new rooflights to the side and the enlargement of existing basement to provide additional residential accommodation.		
Ward(s) or groups affected:	Village		
From:	Head of Development Control		
Application Start Date 1 February 2011		Application Expiry Date 29 March 2011	

PURPOSE

- 1 For Dulwich Community Council consideration due to the number of objections received.

RECOMMENDATION

- 2 Grant planning permission.

BACKGROUND INFORMATION

Site location and description

- 3 The application property is a three storey dwellinghouse located on the western side of Burbage Road. The property is currently empty with openings boarded up in the front and rear elevation. To the rear of the dwelling is an existing single storey rear extension that spans the width of the property and likely forms part of the original construction. Also, there is a modest dormer to the rear that mirrors similar dormer windows along this part of Burbage Road.
- 4 The surrounding area is predominantly residential in nature and is characterised by pairs of properties of a similar style and character to the application property. It is noted there is a rear extension/outhouse to the rear of number 15 Burbage Road close to the boundary with number 17. The application site is not listed however it is situated within the Stradella Road conservation area.
- 5 The site is located within the Suburban Density Zone (Middle) and an Air Quality Management Area as identified by the proposals map (2011).

Details of proposal

- 6 Planning permission is sought to partially demolish the existing rear extension and erect a new rear extension. An enlargement of basement and roof conversion is also

proposed. New roof-lights will be introduced to the side and rear roof slopes.

- 7 The current proposal is significantly different to the originally consulted scheme hence a re-consultation was undertaken. The original rear extension will now be partially retained and height of the proposed rear extension reduced with new mono-pitched element. An existing roof-light will be removed from the rear roof-slope and the originally proposed dormer extension is omitted from the scheme altogether, with a new roof-light proposed in its place.

8 **Rear Extension**

The new rear extension would be located on the northern side of the rear elevation. It would project a maximum 4000mm from the main house and span an approximate 6400mm to match the existing plan form of the building. A new mono-pitched roof will echo the original extension albeit as a glazed roof light. It would have a maximum 4200mm height adjoining the application property, sloping down to 3500mm. This height reflects the existing height and pitch of the original extension, of which approximately half will be retained. The proposal would result in the loss of a rear chimney due to it being structurally unsound.

- 9 Two bay windows are proposed to the rear of the extension. The bays would have a contemporary design and appearance being frameless and glazed. Timber framed doors will be located within the southern elevation and will allow access to the garden from the garden room. The extension will be constructed of London stock brick to match the existing property.

10 **Basement**

The existing small basement area will be enlarged to provide additional residential space in the form of a media and plant/utility room. The enlarged basement area will not be visible at ground level.

Roof

- 11 It is proposed the existing roof-space be converted to provide an additional bedroom and two new bathrooms. The originally proposed dormer extension has been removed from the scheme following concerns about its visual impact, and has been replaced by a single roof light to the rear and results in two new roof-lights in the rear roof-slope. An existing roof-light to the rear will also be removed, while three two velux roof-lights would be positioned in the side roof-slope. The roof-lights will be of a conservation type and thus will sit flush with the existing roof-plane.

Planning history

- 12 An application was granted on 28/03/2011 for the removal of six trees (one of which is deceased) and to maintain the remaining specimens (Ref: 11-AP-0447).

Planning history of adjoining sites

15 Burbage Road

- 13 Tree works were approved on the 15/12/2008 to reduce the crown of 2 Ash Trees (Ref: 08-AP-2789).

- 14 A lawful development certificate was granted for the reversion of 2 flats into a single dwelling house on the 25/04/1997 (Ref: 9700192).

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 15 The main issues to be considered in respect of this application are:

- a) The principle of the development in terms of land use and conformity with strategic policies.
- b) The impact on amenity of neighbouring residents.
- c) The design and appearance of the extension and its impact on the Stradella Road conservation area.

Planning policy

16 Saved Southwark Plan 2007 (July)

Policy 3.2 'Protection of Amenity'

Policy 3.12 'Quality in Design'

Policy 3.13 'Urban Design'

Policy 3.15 'Conservation of the historic environment'

Policy 3.16 'Conservation areas'

17 Core Strategy (2011)

Strategic Policy 12 - Design and conservation

Strategic Policy 13 - High Environmental Standards

Supplementary Planning Documents

18 Residential design standards, September 2008

London Plan 2008 consolidated with alterations since 2004

19 Policy 4B.1 Design principles for a compact city

Policy 4B.8 Respect local context and communities

Policy 4B.11 'London's built heritage'

Policy 4B.12 'Heritage conservation'

20 Planning Policy Guidance [PPG] and Planning Policy Statements [PPS]

PPS5 – Planning for the Historic Environment.

Principle of development

- 21 The principle of extending residential dwellings for the purposes of providing additional residential accommodation is considered acceptable provided there is no loss of amenity to present or future occupiers, the design and materials have due regard for the character and appearance of the application property and it would preserve or enhance the Stradella Road conservation area.

Environmental impact assessment

- 22 The application site area falls below the 0.5 hectares required to trigger an Environmental Impact Assessment. Also, the development is unlikely to have significant effects on the environment by virtue of factors such as its size, nature or location. As such, it is considered that the proposed development does not constitute EIA development under the Town and Country Planning (Environmental Impact Assessment) (EIA) Regulations 1999.

Impact of the proposed development on amenity

23 **Rear extension**

The proposed rear extension will project 4000mm from the rear of the property. This projection exceeds the advice given by the Residential Design Standards SPD that a 3m projection is usually the maximum depth that can be added without harm to neighbours and preventing a feeling of enclosure. However, the semi-detached nature of the property and position of the extension relative to the neighbouring property, 15 Burbage Road, ensures an adequate separation of approximately 2.25m between the proposed extension and the extension/outhouse located to the rear of number 15.

Further, the proposal would not significantly surpass the projection of the neighbouring extension/outhouse at No. 15, which has no windows within its rear elevation, and as such is considered that no significant loss of amenity will occur as a result of this proposal in terms of diminution of daylight/sunlight or sense of enclosure to neighbouring occupiers.

- 24 Despite standing at a maximum height of 4200mm or 3500mm for the flat roof section, the extension is not considered to have a significant additional, or undue, loss of sunlight or daylight to neighbouring windows. Normally, as the proposed development lies south of the neighbouring property (No.15) it would likely affect some form of overshadowing at certain times of the day. However, there is an approximate 4.1m separation between the extension and closest potentially affected window at ground floor level, and an existing extension/outhouse to the rear of no. 15 separating the proposal from nearby windows. Accordingly, the proposed extension is not considered to result in any significant loss of sunlight or daylight to habitable rooms or restrict outlook to neighbouring properties.
- 25 The proposed extension would be set back 4.5m from the boundary of number 19 Burbage Road. Given the separation and orientation of extension to the north of number 19 it would not result in any significant loss of sunlight or daylight to habitable room windows or restrict outlook.
- 26 A concern was raised via consultation that the glazed bays would allow overlooking into neighbouring gardens thus resulting in a loss of privacy. The two glazed bays, however, do face directly onto neighbouring gardens and would be somewhat screened by the garden fence and boundary planting. Further, it is considered the impact of the bays would not be significantly worse than that of the existing situation, particularly windows within the rear elevation at first floors or the dormer at roof level given its elevated position. As such, the bays are not considered to result in a materially harmful impact on amenity.
- 27 The current rear garden area at approximately 407m² would reduce to 381.4m² as a result of the proposed extension occupying approximately 25.6m². This conforms to Residential Design Standards SPD guidance as the proposal would not reduce the amenity space by half its original size and the remaining garden space is considered adequate in terms of size and amenity value.
- 28 **Roof conversion**
The proposed velux windows in the rear and side elevations are not considered to result in a detrimental impact on amenity. The velux roof-lights are positioned in a sloping roof and will not face directly onto the windows of surrounding properties. Therefore they would not result in a materially harmful impact on amenity.
- Basement enlargement**
- 29 The basement excavations would not have an impact above ground level. Concern raised via the consultation process in relation to the structural impact of the basement enlargement is not a planning issue but rather regulated by Building Control.
- 30 There are no windows proposed for the basement rooms, however the plant room and media room are not main habitable rooms and thus would not necessarily enjoy natural light.

Traffic issues

- 31 None envisioned.

Design issues

- 32 The application dwelling is a semi-detached property situated in a generous plot and is considered able to sustain a reasonably large development. The proposed scale and bulk of proposed extension, while being a significant addition, is considered to fit within the context of the site. The extension would have a 4000mm projection and span 6400mm, however the additional scale and bulk would have a subordinate relationship to the generously sized host dwelling. Further, the scale of the extension relates to the plan form of the host building and is restricted to the width of the dining room to the rear. This indicates the scheme is sensitively designed having regard to the characteristics of the host dwelling.
- 33 A distinctive feature of the host building is the hierarchy of the central bay of its rear elevation. This central bay is made up of existing French doors at the ground floor, the large windows at the first floor and the dormer window in the roof and is echoed in the semi-detached neighbour. This proposal seeks to preserve this feature as the extension is limited in scale to offer a view of this characteristic feature from the rear. Further, the proposal retains and echoes the form of a further distinctive feature of the host building; it's a mono pitch extension across the rear facade. This is carried through to the form of the extension, albeit in the form of a glass lean-to and is thus considered acceptable.
- 34 The proposed scheme utilises high quality materials that reflect the dual character of the properties in this area with London stock bricks to the rear to reflect the backs of this group of buildings is appropriate and relevant and preserves the character of the area. A sample of brick will be required by condition to ensure that the proposal will contextualise to the main dwelling and preserve the character and appearance of the conservation area.
- 35 The proposed design seeks to enhance the host building by the inclusion of distinctive bay-windows to the rear, improving the relationship of the property to the garden. The bay windows are distinctive features that introduce a modern interpretation of a traditional feature and whose execution will establish the quality of the design. Accordingly, their detailed design is reserved by condition to ensure that the framing is slender and they do not include opening sections which could introduce heavy framing features that will compromise the relationship of the new proposal when viewed from the garden.
- 36 The proposed scheme involves the loss of a chimney to the rear of the property. This is justified by the applicant because it is structurally unsound. Chimneys are a distinctive feature of the Stradella Road conservation Area. The chimney in question is not a prominent feature, being lower in scale and to the rear of the property. The host building has more prominent chimneys to the flank and centre of the building that are visible from the street and these will be retained by this scheme. Also, this feature has been lost in a number of similar properties in the area visible from the site. Due to the secondary nature of this chimney, its structural condition and the fact that it is less prominent than others which are to be preserved when viewed from the public footway, its loss will have a nominal impact on the character of the conservation area.
- 37 The proposed extension retains the significant features of the host building, is not prominent from the public footway, uses appropriate materials and is subservient to the substantial scale of the host building. As such, the extension's scale and design is in keeping with the architectural style of the building and proposed materials are considered to visually harmonise to the dwelling and surrounding properties. The proposal would therefore preserve the character and appearance of the surrounding conservation area.

38 The removal of the dormer roof extension from the scheme and replacement with a roof-light is a welcome response as the dormer would have unbalanced the roof. The proposed rooflights are of a conservation type and thus mounted flush with the roof plane. This would reduced their visual impact and ensure the existing roof-scape is preserved. Further, it is noted that rooflights appear common elements to the side and rear on neighbouring buildings and are thus considered acceptable.

39 There are no objections to enlarging the basement as this will have no visual impact on the property or surrounding area.

40 Finally, it should be noted that the building as it currently stands is empty with bordered up windows and doors that detracts from the quality of the street-scape. This proposal would help bring the building back into use as a residential dwelling and would thus have wider benefits to the conservation area setting.

Impact on trees

41 None

Planning obligations (S.106 undertaking or agreement)

42 None required

Sustainable development implications

43 None

Other matters

44 Precedent

A neighbour consultee reply to alluded to the precedent set by the development would make it hard to refuse similar schemes in the area. Clearly each new proposal within the area will be assessed on its individual merits accounting for all material planning considerations. Also, as discussed above this proposal is considered to be policy compliant and an appropriate response to the context.

Conclusion on planning issues

45 Overall, for the reasons stated above the proposed development would not have a significant adverse impact on the amenity of neighbouring occupiers. Moreover, the proposal's scale, design and materials are, subject to condition, considered to contextualise with the application building and preserve the character and appearance of the conservation area. As such, it is recommended that planning permission be granted.

Community impact statement

46 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above.

Consultations

47 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

48 Consultation replies

Details of any consultation responses received are set out in Appendix 2.

49 Human rights implications

This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

50 This application has the legitimate aim of providing additional residential accommodation. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

51 SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Strategic Director of Communities, Law & Governance

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2074-17 Application file: 11-AP-0287 Southwark Local Development Framework and Development Plan Documents	Regeneration and Neighbourhoods Department 160 Tooley Street London SE1 2TZ	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5449 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	David Lane, Planning Officer	
Version	Final	
Dated	19 April 2011	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / EXECUTIVE MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Communities, Law & Governance	No	No
Strategic Director of Regeneration and Neighbourhoods	Yes	Yes
Strategic Director of Environment and Housing	No	No
Date final report sent to the Community Council Team		28 April 2011

Consultation undertaken

Site notice date: 09/02/2011

Press notice date: 24/02/2011

Case officer site visit date: 11/03/2011

Neighbour consultation letters sent: 09/02/2011

Internal services consulted: Design and Conservation

Statutory and non-statutory organisations consulted: None

Neighbours and local groups consulted:

17B BURBAGE ROAD LONDON SE24 9HJ
17A BURBAGE ROAD LONDON SE24 9HJ
44 WINTERBROOK ROAD LONDON SE24 9JA
42 WINTERBROOK ROAD LONDON SE24 9JA
36 WINTERBROOK ROAD LONDON SE24 9JA
15 BURBAGE ROAD LONDON SE24 9HJ
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34 WINTERBROOK ROAD LONDON SE24 9JA
32 WINTERBROOK ROAD LONDON SE24 9JA

Re-consultation: 31/03/11 following revised plans.

Consultation responses received

Internal services

Design and Conservation: Comments incorporated into the main body of report.

Statutory and non-statutory organisations:

N/A

Neighbours and local groups

2 replies received objecting to revised proposal as part of the re-consultation:

19 Burbage Road

- The revised plans address some of the concerns expressed towards the previous proposal, however some concerns still remain.
- No objection to the roof conversion, roof lights or removal of the chimney.
- No objection to the basement provided there is no effect on the structure of their house and it would not change the front aspect. Structural impact of basement works would need to be carefully assessed.
- Concerned that the rear extension is out of character to the existing property and its neighbours. This is a large extension to an already large house.
- The extension will replace part of the hip roof with glazing. This will effect the continuity of roof line and general appearance of the house and common to its neighbours on this part of Burbage Road.
- The planned extension has two protruding bay windows looking into the garden. The windows front the extension will look directly over our garden and reduce the privacy currently enjoyed. Since the extension is above the height of the garden the effect will be greater.
- Considers the extension is obtrusive and will adversely impact on their ability to enjoy the amenity of the house. In this part of Burbage Road there have only been low height garages and free-standing buildings to the rear of properties, and none have a rear elevation like the one proposed. We consider this development would be a regrettable precedent.

21 Burbage Road

- The respondent already commented on the earlier version of the application and has nothing further to add to the concerns. However, would like the earlier concerns to be reiterated in relation to the present application.
- Earlier comments related to the precedent set by the development and subsequent impact on the character of the conservation area in view of similar applications.

Consultation on the original proposal

4 replies received from numbers 13, 15, 19 and 21 Burbage Road objecting to the original application and for the following reasons:

- The 'Burbage Houses' present a remarkably coherent row of houses with consistent front and rear facades and were built without a back addition. Consent of this proposal would set a development precedent that would erode the consistency of the back facades, views and gardens will be changed forever. However, refusing the application would mean refusing future applications – conservation has a price.
- Indeed, the area appears much better because of wise decisions taken in the recent past about loft extensions. You must presume that equally large

developments will follow should you grant this one.

- Likely to be a loss of light to number 15 Burbage Road during the day due to the scale and height of the extension notwithstanding the outhouse to the rear of number 15 Burbage Road.
- The roof extension would result in light pollution from the rooflights.
- The additional dormer would detract from the unity of the roof-line.
- The extension will remove the hip roof which will affect the continuity of the roofline and general appearance of the house.
- A wall located on the boundary line between 17 & 19 Burbage Road would have to be demolished and rebuilt to a greater height than the extension and dominate the garden disproportionately.
- Bay windows cause overlooking and loss of privacy.
- Structural impact of the basement works.
- Extension is generally large and obtrusive.