CITY OF WESTMINSTER				
PLANNING APPLICATIONS SUB COMMITTEE	Date	Classification		
	22 August 2022	For General Release		
Report of		Ward(s) involved		
Director of Town Planning 8	Building Control	Knightsbridge & Belgravia		
Subject of Report	64 Bourne Street, London, SW1W 8JD			
Proposal	Erection of a first-floor rear extension and alterations to external elevations, replacement of single glazed windows with double glazed and alteration to front steps to create two secure bicycle spaces.			
Agent	Mr Edward Rutherfoord			
On behalf of	Ms Magz Doyle			
Registered Number	23/00084/FULL	Date amended/ completed	13 February 2023	
Date Application Received	6 January 2023			
Historic Building Grade	Unlisted			
Conservation Area	Belgravia			
Neighbourhood Plan	Not applicable			

1. RECOMMENDATION

Grant conditional planning permission.

2. SUMMARY & KEY CONSIDERATIONS

The application relates to 64 Bourne Street, which is identified as an unlisted building of merit located within the Belgravia Conservation Area. The building is in use as a single-family dwellinghouse and comprises lower-ground, ground and first floor levels with frontages to Bourne Street and Graham Terrace.

Planning permission is sought for the erection of a first-floor rear extension atop an existing extension and alterations to the external elevations including removal of garage doors and installation of a new window in its place, replacement of single glazed windows with double glazed windows and alteration to the front steps to create two secure bicycle spaces.

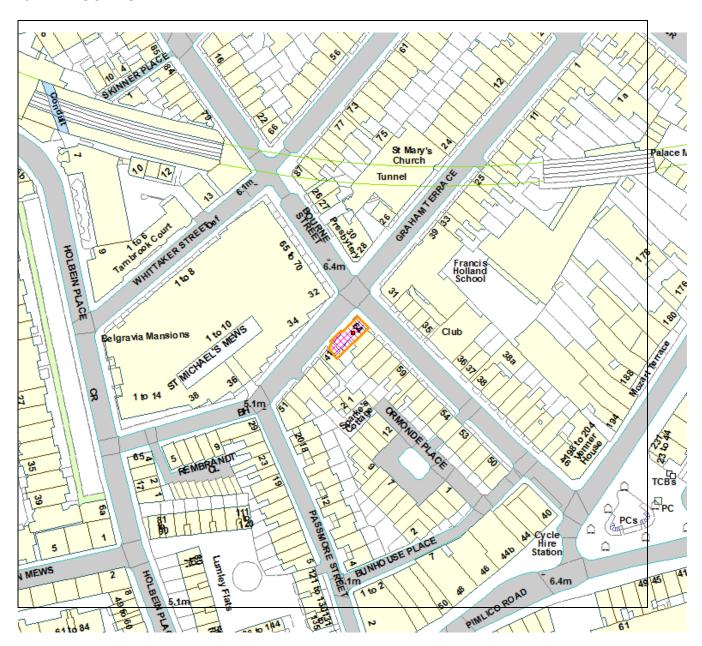
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The key considerations in this case are:

- The impact of the proposed elevational alterations (removal of garage doors, replacement windows) and the proposed rear first-floor extension upon the character and appearance of the Belgravia Conservation Area.
- The impact of the proposed rear first-floor extension upon the amenity of neighbouring residential properties.

An objection has been received from a neighbouring occupier raising concerns that the proposed rear first-floor extension would result in harm to residential amenity by way of an increased sense of enclosure, loss of light and air circulation whilst the necessity of the extension has been questioned. As set out in this report, the submitted Daylight & Sunlight Assessment demonstrates there would be no unacceptable loss of light and with recommended conditions to secure opaque glazing to maintain privacy, the proposed development is considered acceptable in amenity and design terms and would accord with relevant policies within the adopted Westminster City Plan (April 2021).

3. LOCATION PLAN

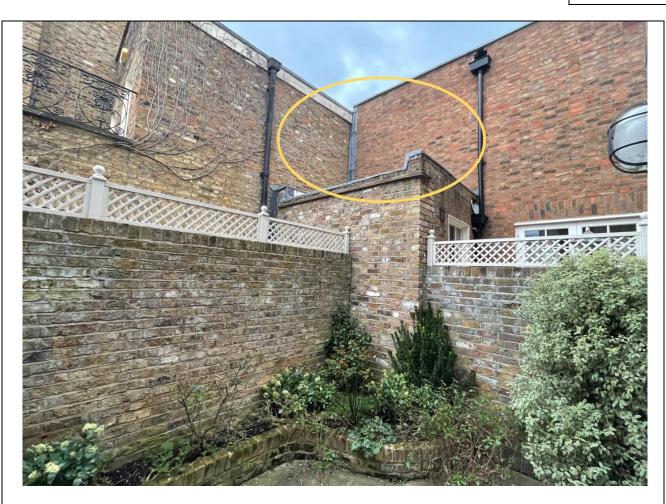


4. PHOTOGRAPHS





Approximate position of proposed extension in yellow (viewed from neighbouring property).



Approximate position of proposed extension highlighted (viewed from neighbouring garden).

5. CONSULTATIONS

5.1 Application Consultations

BELGRAVIA NEIGHBOURHOOD FORUM No response to date.

BELGRAVIA RESIDENTS ASSOCIATION No response to date.

THE BELGRAVIA SOCIETY No response to date.

HIGHWAYS PLANNING

No objection, recommends a Grampian condition to require removal of the redundant pavement crossover and making good the pavement, in association with the proposed removal of the garage doors.

ADJOINING OWNERS/OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

First Consultation 15/03/2023

No. Consulted: 5 Total No. of replies: 1 No. of objections: 1 No. in support: 0

Residential amenity:

Proposed rear extension will reduce light and air circulation, increasing the sense
of being 'boxed in' and enclosed. This will exacerbate the existing level of feeling
of enclosure that has already resulted from previously approved extensions at
no. 62 Bourne Street.

Other matters:

 Objects to the raising of the boundary wall and questions the necessity of the proposed extension. Notes the importance of retaining the yard area as open space.

Second consultation 14/06/2023 following receipt of Daylight & Sunlight Assessment

No. Consulted: 5 Total No. of replies: 2 No. of objections: 1 No. in support: 1

OBJECTION

Residential amenity:

 Original objection remains unchanged. Considers that regardless of the Daylight & Sunlight Assessment, due to the proximity and relationship of properties and existing surrounding walls of neighbouring properties and the recently constructed extension at No. 62 Bourne Terrace, the proposed extension would result in an increase in feeling 'boxed in' and will restrict light levels.

SUPPORT

 Notes support that the application site has been bought as a permanent residence and that it is understandable that a new owner would want to improve their home.

PRESS NOTICE/ SITE NOTICE:

Yes.

5.2 Applicant's Pre-Application Community Engagement

The Council's Early Community Engagement Guidance (February 2022) encourages developers to communicate with local stakeholders and communities through online or leaflet methods. Given the proposals relate to small scale householder development, the applicant did not indicate that they have carried out Early Community Engagement prior to submission of the application.

6. WESTMINSTER'S DEVELOPMENT PLAN

6.1 City Plan 2019-2040 & London Plan

The City Plan 2019-2040 was adopted at Full Council on 21 April 2021. The policies in the City Plan 2019-2040 are consistent with national policy as set out in the National Planning Policy Framework (NPPF) (July 2021) and should be afforded full weight in accordance with paragraph 219 of the NPPF. Therefore, in accordance with Section 38 of the Planning and Compulsory Purchase Act 2004, it comprises the development plan for Westminster in combination with the London Plan, which was adopted by the Mayor of London in March 2021 and, where relevant, neighbourhood plans covering specific parts of the city (see further details in Section 6.2).

As set out in Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 49 of the NPPF, the application must be determined in accordance with the development plan, unless material considerations indicate otherwise.

6.2 Neighbourhood Planning

The Belgravia Neighbourhood Plan includes policies on a range of matters including character, heritage, monuments and public art, workspaces, late night uses and trees and greening.

The Belgravia Neighbourhood Plan was subject to public consultation between 2nd June 2023 and 24th July 2023 under Regulation 16 of The Neighbourhood Planning (General) Regulations 2012. Paragraph 48 of the NPPF outlines that local planning authorities may give weight to relevant policies in emerging plans according to the stage of preparation, the extent to which there are unresolved objections and the degree to which emerging policies conform with the NPPF. As the Neighbourhood Plan has only recently gone through Regulation 16 consultation and responses are yet to be fully considered, and it is yet to be considered at Examination, limited weight can be afforded to the Plan.

6.3 National Policy & Guidance

The City Plan 2019-2040 policies referred to in the consideration of this application have been examined and have been found to be sound in accordance with tests set out in Paragraph 35 of the NPPF. They are considered to remain consistent with the policies in the NPPF (July 2021) unless stated otherwise.

7. BACKGROUND INFORMATION

7.1 The Application Site

64 Bourne Street is a single-family dwellinghouse located within the Belgravia Conservation Area. The building is identified as an unlisted building of merit and comprises lower-ground, ground and first floor with frontages to Bourne Street and Graham Terrace. To the rear, the property has a small rear ground floor extension projecting from the flank elevation of the property. Owing to its corner position at the junction between Graham Terrace and Bourne Street, the property has frontages to both streets.

7.2 Recent Relevant History

On the 4th December 2007 the City Council refused planning permission for the "Construction of mansard roof extension at rear second floor level (Graham Terrace elevation)" on the grounds that the extension would have made the occupiers at 63 Bourne Street feel too enclosed, insufficient information provided to demonstrate that the extension would not result in a reduction in daylight, whilst the roof extension was considered unacceptable in design terms due to its impact upon the Belgravia Conservation Area (RN: 07/08122/FULL).

Recently, a similar application was submitted to, and refused by, the City Council on the 18th May 2023 for ''Erection of a single storey mansard extension to existing two storey wing to Graham Terrace" on the grounds that the roof extension would be harmful to the host building and character and appearance of the Belgravia Conservation Area whilst it would have made the occupiers of 63 Bourne Street feel too enclosed (RN: 23/01247/FULL).

Planning permission was recently approved for "Installation of air conditioning unit/ heat pump on main roof and installation of three security cameras (one on each of the Bourne Street, Graham Terrace and rear garden elevations)" on the 18th May 2023 (RN: 23/01069/FULL).

8. THE PROPOSAL

Planning permission is sought for the erection of a first-floor rear extension to create a new bathroom and alterations to external elevations including replacement of single glazed windows with double glazed windows and alteration to front steps to create two secure bicycle spaces within the steps.

9. DETAILED CONSIDERATIONS

9.1 Land Use

Policies 8 and 12 of Westminster's City Plan seek to increase residential floorspace, ensure provision of family-sized homes and supports residential extensions that will provide a well-designed, energy efficient and high-quality living environment, both internally and externally.

Currently the application property comprises of 2x bedrooms. The proposed rear-first floor extension would provide an additional bathroom, improving the quality of the living environment. The former garage space is currently used as a utility room. The removal of the garage doors and installation of a window in its place will enable the provision of a third bedroom, resulting in the property being able to be used as a family sized dwelling. The above considered, the proposals accord with the above development plan policies.

9.2 Environment & Sustainability

Sustainable Design & Energy Performance

Policies 36 and 38 of Westminster's City Plan requires developments to be designed to reduce energy demand and to incorporate sustainable design measures. Westminster's 'Environmental Supplementary Planning Document' (February 2022) and 'How to make your windows more energy efficient' retrofit guidance provides support for measures to improve energy efficiency of existing buildings. The proposals involve replacing all the existing single-glazed windows with double-glazed windows, improving the energy efficiency and sustainability of the building, which is supported. The Design & Access Statement also notes that materials will be UK sourced, whilst measures such as draughtproofing and low-energy lighting will be incorporated internally – which is welcomed.

9.3 Biodiversity & Greening

Policy 34 of the City Plan seeks to encourage developments to contribute to the greening of Westminster though the provision of trees, green walls and roofs and other green features where possible. The policy also seeks to increase biodiversity and protect open spaces. Given the proposed extension would be atop an existing extension and within the same footprint, there would be no loss of open space. Whilst it is unfortunate that the proposals do not include greening measures, such as a green roof, in this instance given the scale of the proposed extension the proposals are acceptable.

9.4 Townscape, Design & Heritage Impact

Legislative & Policy Context

The key legislative requirements in respect to designated heritage assets are as follows:

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that "In the exercise, with respect to any buildings or other land in a conservation area…special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

Chapters 12 and 16 of the NPPF require great weight be placed on design quality and the preservation of designated heritage assets including their setting. Given the proposals relate to alterations and extension of a building within the Belgravia Conservation Area the proposals are considered within the context of policies 38, 39 and 40 of Westminster's City Plan (adopted April 2021).

Considerations

To the rear, the proposals comprise of the erection of a single storey extension atop an existing extension to provide an additional bathroom and it is proposed to widen the existing French doors to the garden. To the frontage, the proposals seek to remove the current garage door and install a sash window and make good the front elevation as well as re-cladding the existing entrance steps with stone. Permission is also sought to replace all the existing single-glazed windows with double-glazed windows.

The proposed extension would be within the same footprint as the current ground floor extension and would be constructed of brick to match the existing building's materiality. The proposed window within the return elevation of the extension would be a traditionally detailed sliding sash window to match the window below. Given it would be positioned within a corner position, between the rear elevation and solid brick elevation of no. 41 Graham Terrace and the host building, it is not considered that it would result in harm to the townscape or appearance of the conservation area given its proposed dimensions, detailed design and position.

The proposed replacement windows are designed match the existing windows in terms of being timber framed sash windows with glazing patterns to match existing whilst the replacements would include integral (i.e. truly dividing) glazing bars. The glazing would be of a slimline double-glazing. This considered, the proposed window replacements would preserve the character of the conservation area whilst improving the thermal performance and energy efficiency of the building.

The new sash window in place of the current garage doors would be designed and aligned to match the existing fenestration whilst conditions would require that when making good the elevation, brick must match the existing brick work. The recladding of the front stairway steps with stone steps is considered acceptable.

The above considered the proposals are considered acceptable in design terms and in line with relevant policy and planning guidance and the statutory duties set out in s. 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

9.5 Residential Amenity

Policy 7 of Westminster's City Plan requires development to be neighbourly and would resist proposals that would result in harm to residential amenity by way of increased sense of enclosure, overlooking or loss of light. Policy 38 of the City Plan states that development will place people at the heart of design...and ensure a good standard of amenity for new and existing occupiers.

An objection comment has been received from a neighbouring occupier with concerns that the proposed extension would create an increased sense of enclosure and feeling of being 'boxed in', and that the extension would result in a loss of light to their external garden space and lower-ground, ground and first floor windows as well as reduce air circulation. The comment also notes that extensions previously approved by the Council at No. 62 Bourne Street have already resulted in an increased sense of enclosure to their property, and the current proposal with further exacerbate this impact.

Daylight & Sunlight

Following the objection received, the applicant submitted a Daylight & Sunlight Assessment, which has been subject to re-consultation. Following this re-consultation further comment has been received to note that their original objection stands, and that irrespective of the submitted report, they consider that the extension would result in a reduction in light to their property.

The Daylight & Sunlight Assessment has applied Building Research Establishment (BRE) methodologies for assessing the impacts of the proposed extension upon the daylight and sunlight of neighbouring properties, including 32, 34 and 41 Graham Terrace and 61, 62 and 63 Bourne Street.

The 'Vertical Sky Component' (VSC) and 'Daylight Distribution (DD) methodologies have been used to assess daylight. Within the VSC assessment, if a window achieves a VSC value of 27% it is well lit, and if because of the extension this figure falls below 27%, or is reduced by 20%, the impact upon daylight will be noticeable. The DD assessment measures the proportion of a room that will receive light. If, because of the development, the proportion of the room that receives light reduces by 20% or more, the loss would be noticeable. Finally, the BRE methodology for the assessment of sunlight is Annual Probable Sunlight Hours (APSH). It is a measure of sunlight that a given window may expect over a year period.

The assessment demonstrates that there will be no significant daylight and sunlight breaches to any of the assessed neighbouring properties and windows would continue to meet BRE guidelines. To note, the neighbouring window that would have its daylight most impacted by the extension would be a rear ground floor window of No.63 Bourne Street. The Daylight Distribution results show that this window currently receives a lit area of 44.35% and as a result of the extension this would reduce to 40.86%, a reduction of 3.5%. This would be the largest reduction, which in itself is marginal and would not be discernible and would meet BRE Guidelines.

Sense of Enclosure

The proposed extension would be within the existing footprint of the ground floor extension and would be confined to a corner position, between the rear elevation of the application site and the flank elevation of No. 41 Graham Terrace. Given the proximity of the proposed extension to the boundary between the application site and No. 63 Bourne Street, and that it would be built close to the rear garden of No. 63 Bourne Street, there will be some impact in terms of enclosure. However, currently the rear and flank elevations of the neighbouring properties are solid brick and given the proposed extension would be of the same materiality, seen within the context of these existing solid elevations, and that the extension would not rise taller than the existing building lines, the proposed extension is not considered to result in a significant increase in sense of enclosure when perceived from the rear gardens of neighbouring occupiers to the extent to justify refusal.

Furthermore, given the extension would be a distance of at least 2.6m from the adjacent (rear closet wing) windows of No.63, confined to the corner position, and would be viewed in the context of the existing backdrop of the solid, brick elevations of the adjacent properties. On this basis it is not considered that the proposed extension would result in an unacceptable increase in sense of enclosure to No. 63 Bourne Street to the extent to justify refusal.

The above considered, whilst the proposed extension would have a minor impact upon the sense of enclosure to the rear gardens of No. 63 and No. 41, given the already enclosed context due to the surrounding brick elevations, and with regard that the extension would not result in an unacceptable sense of enclosure when perceived from the windows of neighbouring habitable rooms, on balance it is not considered that the proposed extension would result in significant harm to residential amenity to justify refusal on these grounds.

Privacy

The extension includes a new first floor window which would be adjacent to neighbouring windows, particularly of No. 63. A condition is recommended to require approval of a sample of obscure glazing as well as further details to demonstrate how the window will have a method for restricting the window opening to safeguard privacy, by preventing overlooking. The proposed widening of the French doors at lower-ground level are not considered to result in any increase in overlooking beyond the existing French doors, given the marginal increase in proposed width.

It is also noted that (notwithstanding the first-floor extension) it is not proposed to raise the brick boundary wall and so no amenity concerns are raised in this regard.

9.6 Transportation, Accessibility & Servicing

Policy 25 of the City Plan seeks to promote and prioritise walking and cycling as a sustainable method of transport whilst Policy 27 supports car-free development. The proposals include removal of garage doors and installation of a window in its place to enable the conversion of the former garage space (which is currently used as a utility)

into an additional bedroom, whilst it is proposed to install a secure cycle store below the entrance steps. These elements of the proposals would encourage cycling as a sustainable method of transportation and accord with policies 25 and 27 of the City Plan.

With the removal of the garage doors, the current pavement crossover will become redundant. Therefore, a condition is recommended to require the applicant to make arrangements, at their expense, to remove the crossover and make good the pavement prior to removal of the garage doors.

9.7 Economy including Employment & Skills

Not relevant for the nature and scale of proposed development.

9.8 Other Considerations

None.

9.9 Environmental Impact Assessment

Not relevant for the nature and scale of proposed development.

9.10 Planning Obligations & Pre-Commencement Conditions

Planning obligations are not relevant in the determination of this application. The proposed Grampian condition to secure arrangements for removal of the pavement cross-over would not prevent the applicant from implementing the permission and so it is not considered a pre-commencement condition in this instance.

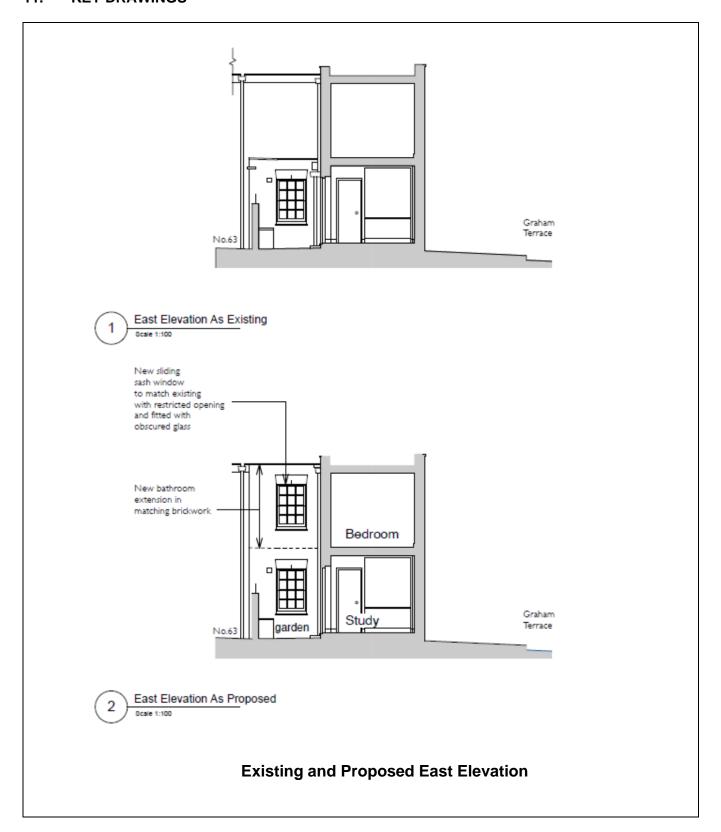
10. Conclusion

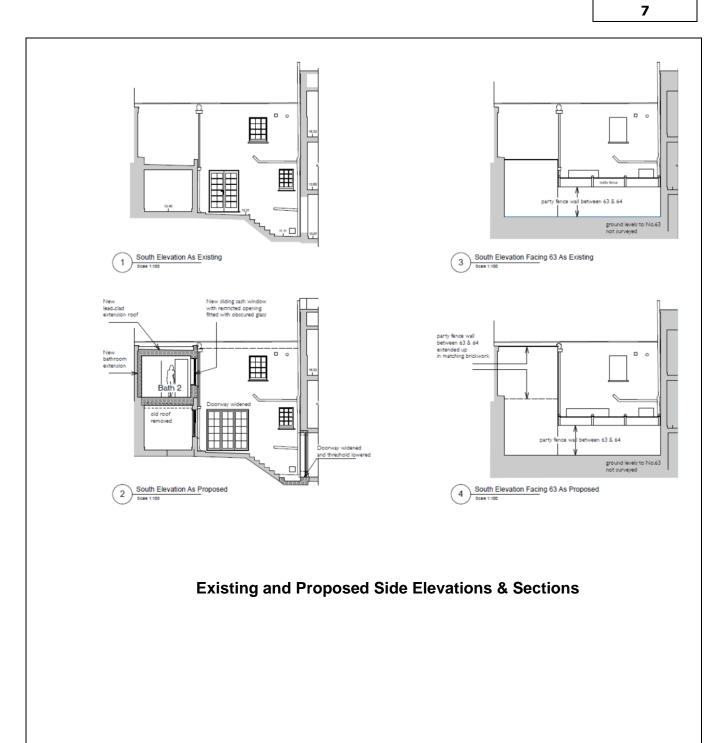
The proposed removal of the front garage doors would enable to property to be used as a family-sized dwelling and the proposed window replacements would preserve the character and appearance of the Belgravia Conservation Area, whilst improving the energy efficiency of the building. On balance, with recommended conditions, the proposed rear extension would not result in undue harm to the amenity of surrounding occupiers by way of overlooking, sense of enclosure or loss of light to an extent to justify refusal. Mindful of policies within the development plan, a recommendation to grant conditional permission would be compliant with the requirements of the NPPF and the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990.

(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

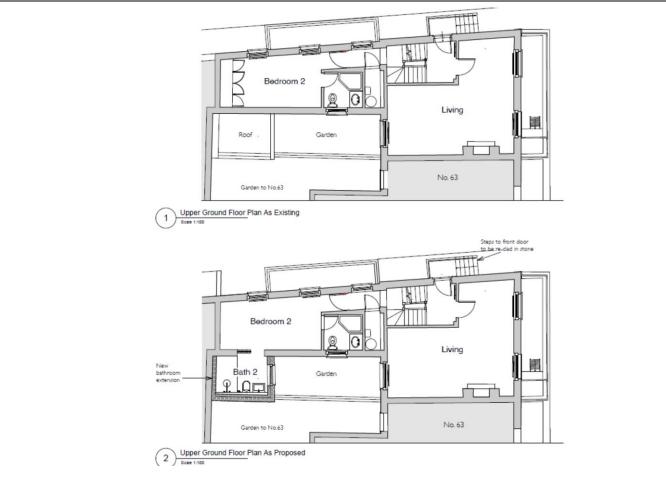
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: MATTHEW MASON BY EMAIL AT: MMASON@WESTMINSTER.GOV.UK

11. KEY DRAWINGS

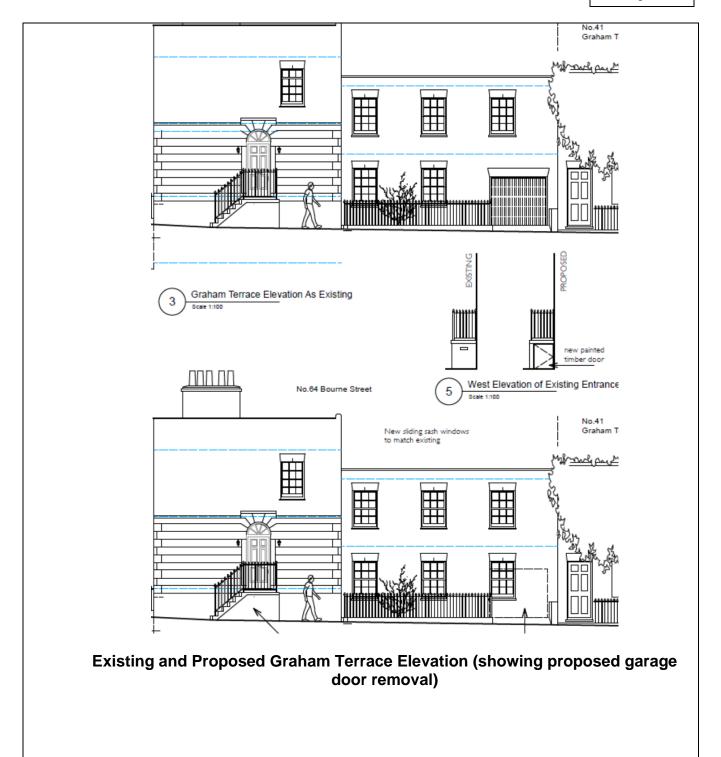




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Existing and Proposed Upper Ground Floor Plans (with proposed first-floor extension)



DRAFT DECISION LETTER

Address: 64 Bourne Street, London, SW1W 8JD

Proposal: Erection of a first-floor rear extension and alterations to external elevations,

replacement of single glazed windows with double glazed and alteration to front

steps to create two secure bicycle spaces.,

Reference: 23/00084/FULL

Plan Nos: 64BS/PL-02; 64BS/PL-03; 64BS/PL-04; 64BS/PL-05; 64BS/PL-06; 64BS/PL-07;

64BS/PL-08; 64BS/PL-09; 64BS/SK-05, , For Futher Information;, Design and

Access Statement dated 10.02.2023 Rev.A

Case Officer: Jonathon Metcalfe Direct Tel. No. 020 7641

07866038118

Recommended Condition(s) and Reason(s)

1	The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.
	Reason: For the avoidance of doubt and in the interests of proper planning.
2	Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only: , o between 08.00 and 18.00 Monday to Friday; , o between 08.00 and 13.00 on Saturday; and , o not at all on Sundays, bank holidays and public holidays. , , You must carry out piling, excavation and demolition work only: , o between 08.00 and 18.00 Monday to Friday; and , onot at all on Saturdays, Sundays, bank holidays and public holidays. , , Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)
	Reason: To protect the environment of neighbouring occupiers. This is as set out in Policies 7 and 33 of the City Plan 2019 - 2040 (April 2021). (R11AD)
3	All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

	Reason: To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Belgravia Conservation Area. This is as set out in Policies 38, 39 and 40 of the City Plan 2019 - 2040 (April 2021). (R26BF)
4	You must not remove the garage doors until we have approved in writing appropriate arrangements to secure the following:, , - Removal of the existing crossover associated with the current garage doors and reinstatement of the footway following its removal., , In the case of each of the above benefits, you must include in the arrangements and details of when you will provide the benefits, and how you will guarantee this timing. You must only carry out the development according to the approved arrangements.
	Reason: To make sure that the development provides the planning benefits that have been agreed, as set out in Policy 25 and 43 of the City Plan 2019 - 2040 (April 2021). (R19AD)
5	The glass that you put in the window in the flank elevation of the first floor rear extension must not be clear glass and must be designed with a restrained method of opening. You must apply to us for approval of the following;, , (i) A sample of the glass (at least 300mm square), (ii) Detailed drawings (sections, elevations at 1:10) to show the method and extent of restrained window opening. , , You must not start work on the relevant part of the development until we have given our written approval for the sample and detailed drawings. You must then install the type of glass and window that we have approved and must not change it without our permission. (C21DB)
	Reason: To protect the privacy and environment of people in neighbouring properties, as set out Policies 7 and 38 of the City Plan 2019 - 2040 (April 2021). (R21AD)

Informative(s):

- In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in the City Plan 2019 2040 (April 2021), neighbourhood plan (where relevant), supplementary planning documents, the London Plan (March 2021), planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.
- 2 HIGHWAYS LICENSING:, Under the Highways Act 1980 you must get a licence from us before

you put skips or scaffolding on the road or pavement. It is an offence to break the conditions of that licence. You may also have to send us a programme of work so that we can tell your neighbours the likely timing of building activities. For more advice, please visit our website at www.westminster.gov.uk/guide-temporary-structures., , CONSIDERATE CONSTRUCTORS:, You are encouraged to join the nationally recognised Considerate Constructors Scheme. This commits those sites registered with the Scheme to be considerate and good neighbours, as well as clean, respectful, safe, environmentally conscious, responsible and accountable. For more information please contact the Considerate Constructors Scheme directly on 0800 783 1423, siteenquiries@ccscheme.org.uk or visit www.ccscheme.org.uk., , BUILDING REGULATIONS:, You are advised that the works are likely to require building regulations approval. Details in relation to Westminster Building Control services can be found on our website at www.westminster.gov.uk/contact-us-building-control

Under Condition 4 we are likely to accept a legal agreement under Section 106 of the Town and County Planning Act to secure works to the reinstate the footway, following removal of the garage doors and associated pavement crossover. Please look at the template wordings for planning obligations (listed under 'Supplementary planning guidance') on our website at www.westminster.gov.uk. Once the wording of the agreement has been finalised with our Legal and Administrative Services, you should write to us for approval of this way forward under this planning condition. (I77AA)

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.