

SECTION '2' – Applications meriting special consideration

Application No : 17/00357/FULL1

Ward:
Bromley Common And
Keston

Address : 2 Hook Farm Road, Bromley BR2 9SX

OS Grid Ref: E: 541564 N: 167686

Applicant : Mr & Mrs P Bradbury

Objections : NO

Description of Development:

Roof extension to provide two bedroom apartment

Key designations:

Biggin Hill Safeguarding Area
Adjacent Green Belt
London City Airport Safeguarding
Smoke Control SCA 51
Smoke Control SCA 19

Proposal

Planning permission is sought for roof alterations to raise the roof height of the existing roof and first floor to create a two bedroom apartment for use as habitable accommodation and to be occupied by the owners/managers of Lemongrove Nursery on the ground floor.

The application is accompanied by a Design & Access statement which at paragraph 4.2 states that Mr & Mrs Bradbury (the applicants) do not live on site and are currently residing within the local area where private rental costs have become increasingly prohibitive. The application has been made on the basis that the site would be utilised to provide onsite managers accommodation for the sole use by Mr & Mrs Bradbury which would in turn remove the need to reduce their costs on renting.

The existing building on the site is single storey and operates as Lemongrove Nursery with provision for 43 children. The site is located on Hook Farm Rd and is bounded by Norman Park Recreation Ground to the west (which is designated Green Belt), allotments to the south and Bromley Common to the north and east.

An additional plan was received on 13th February 2017 which shows an internal ceiling height of 2.4m for the majority of the proposed dwelling in light of comments made by the Environmental Health Officer.

Consultations

Nearby owners/occupiers were notified of the application and no letters of representations were received.

Consultee comments

Highways

The A21 is part of the TLRN for which TfL are the highway authority. It may be that this application should be referred to them for their comment.

The site is in a location which has a PTAL rating of 2 (low) and so a degree of car ownership can be expected to be associated with the occupiers of the proposed apartment.

The Planning Statement indicates that the owners of the nursery currently commute to it by car and park on the site. As such their use of parking spaces on the site could be considered to be operational parking associated with the nursery use.

Thus, provided the proposed apartment were to be for the exclusive use of the owners/managers of the nursery, then there should be no adverse parking impact.

However, other than a reference in the Planning Statement that the proposed apartment would not be available as market/rented accommodation, I can see nothing in the application itself that confirms this.

It therefore seems to me that there would be no control on future occupiers of this unit. This could then mean that there could, in future, be a demand for both residential parking and operational parking on the site which in turn would have a knock on effect on demand for on street parking.

Clarification that this is indeed an application for a personal permission should therefore be sought.

Environmental Health (Pollution)

No objections raised.

Environmental Health (Housing)

A habitable room in an attic or loft conversion must have at least 75% of the floor area with a ceiling height at least 2.13m. Whilst there is no minimum ceiling height for the room's remaining floor area, any ceiling height below 1.53m will be excluded from a space assessment as it is not considered useable floor area.

It is noted that the ridge height has been increased by 1m, however there is no section drawing to indicate what percentage of the room height will have a ceiling height of 2.13m or more.

Drainage

No objections.

Thames Water

No objections.

Planning Considerations

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

- BE1 Design of New Development
- C1 Community Facilities
- C7 Educational and Pre-School Facilities
- G6 Land adjoining Green Belt or Metropolitan Open Land
- H8 Residential Extensions
- H9 Side Space
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T18 Road Safety

Supplementary Planning Guidance 1 (General Design Principles)
Supplementary Planning Guidance 2 (Residential Design Guidance)

Emerging Bromley 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 closes on December 31st 2016 (under The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended). It is anticipated that an updated Local Development Scheme will be submitted to Development Control Committee on November 24th 2016 and Executive Committee on November 30th 2016, indicating the submission of the draft Local Plan to the Secretary of State in the early part of 2017. These documents are a material consideration. The weight attached to the draft policies increases as the Local Plan process advances.

- Draft Policy 20 - Community Facilities
- Draft Policy 27 - Education
- Draft Policy 30 - Parking
- Draft Policy 32 - Road Safety
- Draft Policy 33 - Access for All
- Draft Policy 37 - General Design of Development
- Draft Policy 77 - Landscape Quality and Character
- Draft Policy 119 - Noise Pollution
- Draft Policy 120 - Air Quality
- Draft Policy 123 - Sustainable Design and Construction

The London Plan and National Planning Policy Framework are also key considerations in determination of this application.

Planning History

Under planning application ref: 16/01039 planning permission was granted to vary condition 8 of planning permission 06/02595 to care for a maximum of 43 children on the site and for children to attend from the age of 6 months.

Under planning application 15/01061 planning permission was granted under ref: 15/01061 for conversion of the existing garage to form additional accommodation as part of the nursery use.

Under planning application ref: 11/03632 planning permission was granted for a single storey outbuilding for use as a office in the rear garden and associated hardstanding with a single storey front extension for use as a nursery room.

Under planning application ref: 06/02595 planning permission was granted for a children's day nursery.

Conclusions

The main issues relating to the application are the effect that it would have on the character of the area and the adjacent Green Belt, the impact that it would have on the amenities of the occupants of surrounding residential properties and the proposed Highway and traffic implications.

Design and character of the area

Policies H8, BE1 and the Council's Supplementary design guidance seek to ensure that new development, including residential extensions are of a high quality design that respect the scale and form of the host dwelling and are compatible with surrounding development.

Policy G6 relates to land adjoining Green Belt or Metropolitan Open Land (MOL). The site adjoins the Green Belt and the Policy states that a development on land abutting either Green Belt or MOL, will not be permitted if its detrimental to the visual amenity, character or nature conservation value of the adjacent designated site.

The property is located on Hook Farm Rd, close to the main A21 Bromley Common. Lemongrove nursery is the only building located on the road that leads to Norman Park Recreation Ground. The alterations to the property would make the building more akin to the residential properties on Bromley Common which are two storey's in height. The existing single storey nursery building does not have any particular architectural merit and Members may agree that the proposed roof alterations to the property, the side gable dormer windows in particular may improve the overall design of the building.

The submitted plans show that the ridge height of the existing building would be raised by 1m and the first floor converted to provide a two bedroom apartment which would have a GIA of 86sqm, which would exceed the minimum requirement space requirement as set out in the London Plan and Mayor's Housing SPG which requires a 2 bedroom, 3 person flat to measure 61sqm.

The floorplan shows the internal layout would comprise of two bedrooms, ensuite shower, main bedroom, utility room and open plan kitchen and lounge which would have a balcony which would look out onto Norman Park. The balcony would be screened on all sides with a 1.7m screen to prevent overlooking and retain a sense of privacy for the owners.

On the flank elevation (eastern) the drawings show four dormer windows would be inserted with gabled features. On the other flank elevation (western) a series of roof windows have been proposed to provide natural light into the apartment. On the northern elevation the roof profile is hipped and a gable end design is shown on the southern elevation.

Taken as a whole the building's overall height would stand at 7.4m tall. It is the only building located on Hook Farm Road so by raising the ridge height of the building it is not considered it would look out of keeping with the nearest comparable buildings which are located on Bromley Common. The building would continue to operate as a nursery on the ground floor and the addition of a first floor flat would not be detrimental to the host dwelling.

The accompanying drawings show that the external finishes would match those of the existing building and existing concrete interlocking roof tiles would be reused along with a selection of new tiles to match the existing. White upvc windows and doors are proposed along with horizontal pre-finished boarding and face brickwork.

The development is not considered to jeopardise the open nature, character or amenity value of the adjacent Green Belt given the development is only proposing to add one additional storey to the building and will be the same height as neighbouring residential properties on Bromley Common.

Impact to nearby residents

The first floor extension is set back to an extent from the nearest property, No. 94, which fronts onto Bromley Common. The nursery has been in use for many years and has not been the subject of any noise or disturbance complaints and no letters of objections have been received regards the current application. Additional bulk and scale would be added to the existing building and the overall height would be increased but no windows are shown in the flank elevation that would give rise to overlooking or a loss of privacy. Several rooflights are proposed in the rear elevation but these are considered relatively modest skylights that would overlook the garden of No.94.

In respect of No.96 this is separated from the application site by Hook Farm Rd itself, with the existing level of vegetation at the boundary of Hook Farm Rd and No.96 that mitigates any potential impacts.

Parking and Highway Safety

The existing car parking arrangement will remain with Mr & Mrs Bradbury continuing to park their car on site. The Council's Highways Officer has raised no objections to the proposal subject to a condition attaching a personal permission that the use shall be linked to the owners/managers of the nursery to keep control over on-site parking.

Summary

The proposal to raise the roof height to provide habitable accommodation for the occupiers of the Lemongrove nursery is considered acceptable given the roof design is considered in keeping to that of the existing building and Members may even considered that the proposed changes would make the building appear more architecturally attractive. The nursery is the only building located on Hook Farm Rd but its closest neighbours are No.94 and 96 Bromley Common. Both these properties are detached and the changes proposed at No.2 would sit well within the wider streetscene. A condition can be attached to any granting of permission to ensure that the flat is forever with the current owners in the form of a personal permission.

Background papers referred to during the production of this report comprise all correspondence on file ref: 17/00357/FULL1 and 15/01061/FULL1.

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** The proposed first floor flat shall only be occupied by the owners/employees of the Lemongrove nursery.

REASON: To ensure the flat is ancillary to the nursery and that demand for residential and operational parking on the site would not have a knock on effect on demand for on-street parking contrary to Policy T3 and T18 of the Bromley UDP.

You are further informed that :

- 1** You should consult the Land Charges and Street Naming/Numbering Section at the Civic Centre on 020 8313 4742 or e-mail: address.management@bromley.gov.uk regarding Street Naming and Numbering. Fees and application forms are available on the Council's website at www.bromley.gov.uk
- 2** You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)). If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt. Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website www.bromley.gov.uk/CIL