

<b>Committee Date</b>	16th April 2020	
<b>Address</b>	Villa May Lakeswood Road Petts Wood Orpington BR5 1BJ	
<b>Application Number</b>	19/05118/FULL1	<b>Officer</b> - Lawrence Stannard
<b>Ward</b>	Petts Wood And Knoll	
<b>Proposal</b>	Two storey side extension, single storey rear extension, alterations to roof and conversion to form 5 flats (3x1 bedroom and 2x2 bedroom) with associated car parking, refuse/cycle storage, amenity areas and landscaping, and widening of existing vehicular access	
<b>Applicant</b>	<b>Agent</b>	
Miss S Boothby c/o Agent	Mr Joe Alderman  303 Downe House High Street Orpington BR6 0NN	
<b>Reason for referral to committee</b>	Significant Objections	<b>Councillor call in</b>  No

<b>RECOMMENDATION</b>	Permission
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<b>KEY DESIGNATIONS</b>  Biggin Hill Safeguarding Area London City Airport Safeguarding London Distributor Roads Open Space Deficiency Smoke Control SCA 8
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<b>Residential Use</b>					
	Number of bedrooms per unit				
	1	2	3	4 Plus	Total / Payment in lieu
Market	3	2			5
Affordable (shared ownership)					
Affordable (social rent)					
<b>Total</b>	<b>3</b>	<b>2</b>			<b>5</b>

<b>Vehicle parking</b>	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	4	4	0
Disabled car spaces			
Cycle			

<b>Electric car charging points</b>	Percentage or number out of total spaces: 0
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<b>Representation summary</b>	Neighbour letters were sent on the 03.01.20 and again on 19.02.20	
Total number of responses	24	
Number in support	0	
Number of objections	24	

## 1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- No unacceptable impact would arise to the appearance of the host dwelling or visual amenities of the streetscene.
- No unacceptable impact would arise to neighbouring occupiers.
- The site would provide adequate parking spaces and not impact detrimentally upon highway safety.
- The proposed units would provide suitable residential amenity standards.

## 2. LOCATION

- 2.1 The application site hosts a two storey dwelling located on the southern side of Lakeswood Road, between the junction with Nightingale Road and Crescent Drive.



## 3. PROPOSAL

- 3.1 The application seeks permission for the addition of a two storey side extension, single storey rear extension, alterations to roof and conversion to form 5 flats (3x1 bedroom and 2x2 bedroom) with associated car parking, refuse/cycle storage, amenity areas and landscaping, and widening of existing vehicular access.
- 3.2 The proposed two storey side extension would have a maximum width of 4.621m and depth of 8.2m, though it would only increase the width of the dwelling by 1.51m when viewed from the front. The proposed roof would match the ridge height of the existing dwelling, though it would feature a steeper pitched roof. The roof to the western side of the building would also be altered to a steeper pitched roof.
- 3.3 The proposed single storey rear extension would have a depth of 3m and width of 7.586m. It would have a flat roof featuring a parapet wall around its perimeter with a height of 3.3m.
- 3.4 The alterations to the roof would include the addition of two rear dormers, and an increase in the steepness of the roof to either flank.

3.5 The building would be converted internally to form 5 flats, with 1x1 bed and 1x2 bed units at ground floor, 2x1 bed units at first floor and 1x2 bed units at second floor level.

#### **4. RELEVANT PLANNING HISTORY**

4.1 The application site has no previous planning history.

#### **5. CONSULTATION SUMMARY**

##### **A) Statutory**

Thames Water

- With regards to surface water Thames Water advises no objection if the developer follows the sequential approach to the disposal of surface water.
- Would advise that with regard to waste water network and sewage treatment works infrastructure capacity we would not have any objection to the above planning application.
- With regard to water network and water treatment infrastructure capacity, we would not have any objection to the above planning application

##### **B) Local Groups**

Petts Wood Residents Association

- No flats exist in this part of Lakeswood Road or the immediate locality.
- Several refused applications for flatted developments in the neighbouring area, including Lakeswood Road itself.
- Serious concerns regarding current traffic levels and potential accident issues.
- Four parking spaces proposed for 5 flats is the minimum – 14 people could live here all of whom could own cars. Additional pressure for on-street parking which is already difficult.
- Proposed building may be a visual improvement on the existing, however would dominate the bungalow (immediate neighbour) located to the east, contrary to Policy 37.
- Site is too small for the proposed building, it would dominate the plot and constitute a cramped form of development.
- Increased overlooking to the front and rear.
- Rear garden / amenity spaces proposed do not reflect the spatial standards in the area.
- Communal garden / amenity space will contain the cycle storages for all proposed flats – limiting amenity space.
- Very limited amenity space to be shared between the flats.
- Increased infrastructure pressures i.e. school places, GP surgeries etc.
- Would set a very unwelcome precedent if granted permission.
- Increase in bathrooms (by 5) and kitchens (by 4) would result in a fivefold increase in effluent discharged from the bathrooms and a fourfold increase in the effluent

discharged from the kitchens. These effluent flows would increase the existing flows in the off-site foul water sewers leading to potential foul water flooding.

- Should permission be granted a condition must be applied that restricts the peak flows of effluent from the proposed scheme to existing off-site sewers to be no greater than from the existing built development.
- In practice no indication has been provided regarding the management of the four parking bays.
- Should be noted parking restrictions apply to Lakeswood Road and surrounding roads so there can be no presumption that on-street parking would be readily available.
- A recent planning appeal decision for two houses in Petts Wood (APP/G5180/W/3200290) conditioned the permission for all cars to enter / leave in forward gear – the same condition should be applied to this.
- The attempt to allocate amenity space so that 2 of the flats have a private garden leaves a very small section of available space for the three other flats.
- Small communal area also contains cycle storage and therefore most flats would not have any private amenity space.

### **C) Adjoining Occupiers**

- Overdevelopment and overcrowding of the site, totally out of character with the immediate area (there are no flats in the area).
- Loss of privacy at 19 Nightingale Road.
- Increased noise disturbance.
- 4 parking areas for 5 flats is unrealistic for a multiple occupancy conversion.
- Serious safety concerns regarding Lakewood Road's current level of traffic, use as a cut-through and several accidents at the junction of Lakeswood / Nightingale Road.
- Cars entering / existing the property would create a further hazard.
- Straight layout of road promotes vehicles to travel in excess of the speed limit.
- After 10am (parking restrictions) vehicles soon park and it results in a single lane of traffic with very few places between cars for vehicles to park.
- Safe and suitable access to the site cannot be achieved and the impact on the highway would be severe.
- Block plan shows new shrubs close to 19 Nightingale Road's fence – existing trees and shrubs are well sited and provide privacy to 19, any removal would decrease privacy and would increase concern for the 'green' issue / climate change and be detrimental to the wildlife that this area enjoys.
- Siting of refuse / waste bins is unclear from the plans.
- Not enough parking / ground space for the amount of people who will be living there.
- Would create further parking issues / traffic / greater risk to residents in a busy road.
- Objection to increasing height of the house.
- Would set a precedent for other developers.
- Proposal does not comply with the requirements of the Council's Vehicle Crossing guidelines (in excess of maximum size of stand-alone Vehicular Crossover).
- Turn an already large house into a huge building dominating the streetscene, and out of character with the mostly 1930's semi and detached properties in the area.

- The pretty front garden will disappear under concrete and cars.
- In 2016 a similar proposal was made almost directly opposite and was rejected – two lovely semi-detached houses were eventually built greatly complimenting and enhancing the area.
- Further detriment to our local social infrastructure.
- Property should remain as one house for one family / two family houses would be in keeping with the area.
- Communal amenity space is too small and not fit for purpose.
- Local sewers built in 1930's – has there been any assessment as to how they will cope?
- High density of people in a small space can cause noise and nuisance problems to the surrounding houses.
- Overlooking to surrounding properties.
- Any removal of mature trees / shrubs would not only decrease privacy but environmentally would increase concern for the 'green' issue / climate change, and be detrimental to wildlife.
- Siting of refuse / waste bins is unclear from plans.
- Van / delivery drivers will likely cause further highway safety issues.

## **6. POLICIES AND GUIDANCE**

### **National Policy Framework 2019**

#### **NPPG**

#### **The London Plan**

- 3.3 Increasing Housing Supply
- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments
- 3.8 Housing Choice
- 3.9 Mixed and Balanced Communities
- 5.1 Climate change mitigation
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.7 Renewable Energy
- 5.13 Sustainable Drainage
- 5.14 Water quality and wastewater Infrastructure
- 5.15 Water use and supplies
- 5.16 Waste self-sufficiency
- 5.17 Waste capacity
- 5.18 Construction, excavation and demolition waste
- 5.21 Contaminated land
- 6.3 Assessing Effects of Development on Transport Capacity
- 6.5 Funding Crossrail and other strategically important transport infrastructure
- 6.9 Cycling
- 6.13 Parking
- 7.1 Lifetime Neighbourhoods
- 7.2 An Inclusive Environment

- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.5 Public Realm
- 7.6 Architecture
- 7.15 Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and Promoting Appropriate Soundscapes.
- 8.3 Community Infrastructure Levy

### **Draft London Plan**

- H1 Increasing Housing Supply
- H2 Small sites
- H5 Threshold Approach to application
- H8 Loss of existing housing and estate redevelopment
- H9 Ensuring the best use of stock
- H10 Housing Size Mix
- D1 London's form and characteristics
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- D11 Safety, security and resilience to emergency
- D12 Fire safety
- D13 Agent of change
- D14 Noise
- S4 Play and informal recreation
- G5 Urban greening
- G6 Biodiversity and access to nature
- SI1 Improving air quality
- SI4 Managing heat risk
- SI5 Water infrastructure
- SI7 Reducing waste and supporting the circular economy
- SI13 Sustainable drainage
- T2 Healthy Streets
- T3 Transport capacity, connectivity and safeguarding
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential Parking
- T7 Deliveries, servicing and construction

### **Bromley Local Plan 2019**

- 1 Housing Supply
- 4 Housing Design
- 6 Residential Extensions
- 8 Side Space
- 30 Parking
- 32 Road Safety

## **Bromley Supplementary Guidance**

SPG1 – General Design Principles

SPG2 – Residential Design Guidance

### **7. ASSESSMENT**

#### **7.1 Principle of development – Acceptable**

7.1.1 The NPPF (2019) sets out in paragraph 11 a presumption in favour of sustainable development. In terms of decision-making, the document states that where a development accords with an up to date local plan, applications should be approved without delay. Where a plan is out of date, permission should be granted unless the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

7.1.2 Housing is a priority use for all London Boroughs. Policy 3.3 Increasing housing supply, Policy 3.4 Optimising housing potential and Policy 3.8 Housing choice in the London Plan generally encourage the provision of redevelopment in previously developed residential areas provided that it is designed to complement the character of surrounding developments, the design and layout make suitable residential accommodation, and it provides for garden and amenity space.

7.1.3 A planning appeal decision was issued on 26th June 2019 that has implications for the assessment of planning applications involving the provision of housing. The appeal at Land to the rear of the former Dylon International Premises, Station Approach Lower Sydenham SE26 5BQ was allowed. The Inspector concluded that the Local Planning Authority cannot support the submission that it can demonstrate a five year housing land supply having given his view on the deliverability of some Local Plan allocations and large outline planning permissions. According to paragraph 11d) of the NPPF in the absence of a 5 year Housing Land Supply the Council should regard the Development Plan Policies for the supply of housing including Policy 1 Housing Supply of the Bromley Local Plan as being 'out of date'.

7.1.4 In accordance with paragraph 11(d), for decision taking this means where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

7.1.5 This application includes the provision of four additional dwellings, which would represent a minor contribution to the supply of housing within the Borough. This aspect of the proposal will be considered in the overall planning balance set out in the conclusion of the report having regard to the presumption in favour of sustainable development.

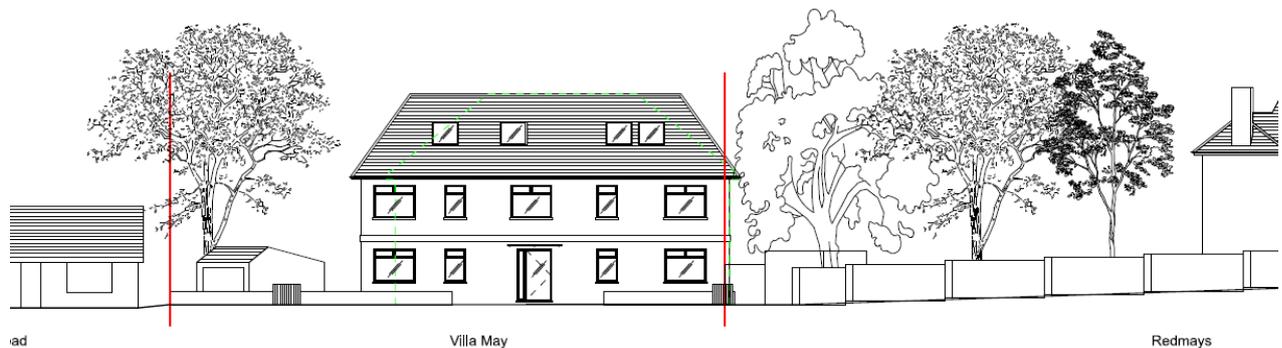
## 7.2 Design – Layout, scale height and massing - Acceptable

7.2.1 The two storey side extension would result in a modest increase in the width of the building when viewed from the front, whilst the additional footprint of the single storey rear extension would be partially mitigated by the removal of the existing single storey rear element.

7.2.2 The roof alterations would result in an increase in the steepness of the pitch of the roof to the flanks of the dwelling, though this would not result in the roof appearing overly bulky or out of character within the streetscene.

7.2.3 Much of the additional bulk of the two storey extension, single storey rear extension and dormers would be sited to the rear of the property and would not impact significantly upon the visual amenities of the streetscene.

7.2.4 Therefore, the proposed enlargement of the property is not considered to result in any significant increase in bulk or harm its overall appearance to a degree that would be detrimental to the visual amenities of the streetscene.



7.2.5 The proposed materials would consist of a render finish to the property. This would not be considered out of keeping with the area given a number of similar external finishes to other properties in the area.

7.2.6 The proposed two storey extension would result in the increase in the width of the dwelling by 1.51m when viewed from the front. It would retain a minimum separation distance of 1.56m to the flank boundary, where the detached garage to 1E Lakeswood Road is sited, though the side space would increase significantly to the front and rear due to the nature of the curtilage of the site.



front and rear facing windows and include the addition of rear facing dormers at second floor level. The first floor flank windows from the property which would reduce any opportunities of overlooking towards the property at Redmays to the west, whilst the second floor rear dormers would not look directly towards any neighbouring windows given the siting of the dwelling.

7.4.3 Having regard to the above it is considered that the conversion into flats would not be considered to result in any significant additional opportunities for overlooking compared to the existing dwelling.

7.5 Standard of outlook and amenity for future occupiers - Acceptable

7.5.1 The application proposes 3x 2 bedroom units and 2x 1 bedroom units, with all individual units set within one storey.

7.5.2 The minimum space standard for the proposed 1 bedroom 2 person units is therefore 50sqm, with the 2 bedroom units requiring a minimum of 70sqm. All of the proposed flats would provide sufficient gross internal floor areas and would be compliant with the required standards.

7.5.3 The indicated shape, room size and layout of the rooms in the proposed building are considered satisfactory. None of the rooms would have a particularly convoluted layout which would limit their use and each flat has a dual aspect outlook (when including the front rooflights to the top floor flat) with views over the amenity spaces to the rear. The internal layouts are therefore considered acceptable.

7.6 Amenity space - Acceptable

7.6.1 It is normally expected that each flat should be provided with a minimum of 5sqm of private outdoor amenity space for 1-2 person dwellings and an extra 1sqm for each additional occupant.

7.6.2 The proposed ground floor flats would be provided with a private garden to both of the ground floor flats which would both be above the minimum required private amenity space for these two flats and is considered acceptable.

7.6.3 The upper floor flats would not include any private amenity space. However, they have access to a communal area to the side of the building and the internal size of the units are larger than required which would provide adequate space for future inhabitants. Furthermore, the agent has submitted a document showing the site is within close proximity to numerous public recreation spaces.

7.6.4 The provision of balconies to first floor flats is a common way to provide private amenity space. However it is not considered appropriate for this development given the proximity to neighbours and would likely result in additional opportunities for overlooking and increased noise and disturbance.

7.6.5 Having regard to the above, and given the proximity of local open spaces, access to a communal garden area and the internal size of the flats, it is considered that a

sufficient level of amenity space is available to future occupants of the proposed development.

## 7.7 Transport - Acceptable

7.7.1 According to Transport for London's (TfL) Planning Information Database the site has a PTAL rating of 3 (on a scale of 0 – 6b, where 6 is the most accessible). In accordance with Policy 30, the site should therefore provide 3.5 – 5 parking spaces in total. The applicant includes the addition of 4 parking spaces and would therefore provide sufficient parking.

7.7.2 Lakeswood Road is a narrow road and it is used as a short cut between Queensway and Frankswood Avenue and there have been some accidents on this road. It has also been noticed that drivers speed up on the road.

7.7.3 The original submission did not include a swept path analysis and concerns were therefore raised as to how drivers would reverse onto the road with cars parked on one side of the road and traffic coming from both ends of Lakeswood Road. It appeared that a reversing car would be trapped with cars parked behind it and traffic flowing from both ends and that the car parking layout and location of the refuse bin and plantation could block the visibility of keeping in view.

7.7.4 Revised plans were submitted by the agent for the application to overcome the initial concerns raised, received. These plans altered the parking layout and retained 4 spaces, and included a swept path analysis.

7.7.5 Further consultation was carried out with Highways Officers who requested an increase in gap between the bays to make drivers manoeuvring easier. This was received on the 13<sup>th</sup> March, and following this it was considered by Highways Officers that the parking layout was acceptable and would provide sufficient manoeuvrability to prevent any adverse impact on highway safety.

7.7.6 Therefore no objections are raised from this perspective by Highways Officers, subject to a number of conditions to ensure that the development would not impact detrimentally on highways matters.

## 7.8 Environmental Health/ contamination/ noise /air quality - Acceptable

7.8.1 Environmental Health Officers have raised no objection to the proposal, however have recommended an informative to ensure that they are contacted in the event that any suspected contamination is encountered during works.

## 7.9 Drainage - Acceptable

7.9.1 No objections to the proposal were raised by the Drainage Officer in relation to public foul sewer capacity. Thames Water were consulted and raised no objection to surface water, waste water or sewage treatment works infrastructure capacity.

7.9.2 Thames Water also advise that the developer should follow the sequential approach to the disposal of surface water and that where the developer proposed to discharge to a public sewer prior approval from Thames Water would be required. This would be a separate matter dealt with directly with Thames Water and would not result in any concerns that would warrant a refusal of the planning application.

## **8. CONCLUSION**

8.1 Having had regard to the above it is considered that the development in the manner proposed is acceptable in that it would not result in a significant loss of amenity to local residents nor impact detrimentally on the character of the area.

8.2 Background papers referred to during production of this report comprise all correspondence on the files set out in the Planning History section above, excluding exempt information.

### **RECOMMENDATION: PERMISSION**

#### **SUMMARY OF CONDITIONS AND INFORMATIVES**

- 1. Time limit of 3 years**
- 2. Materials as per the submitted plans**
- 3. In accordance with approved plans**
- 4. Construction and Environmental Management Plan**
- 5. Turning Area Details**
- 6. Car Parking Details to be implemented**
- 7. Stop up Existing Access**
- 8. Wash Down Facilities**
- 9. Visibility Splays**
- 10. Refuse Storage Details**
- 11. Lighting Details for Parking Area**
- 12. Surface Water Details**

#### **Informatives**

- 1. Contact Highways re Crossover**
- 2. Repositioning or alteration of street furniture.**
- 3. Electric Vehicle Charging Points**
- 4. Thames Water Minimum Pressures**

**Any other conditions and informatives considered necessary by the Assistant Director (Planning)**