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| Committee Date | 25 th June 2020 | |
| Address | 27 Bloomfield Road Bromley BR2 9RY | |
| Application Number | 19/05263/FULL1 | Officer - Stephanie Gardiner |
| Ward | Bromley Common And Keston | |
| Proposal | Demolition of existing building and redevelopment of the site by the erection of a 3-storey building comprising offices and four flats. | |
| Applicant | Agent | |
| McAllister Developments & Mr Joseph c/o Agent | Mr Kelvin Hinton 6 Harold Avenue The Brook Hailsham BN27 1EL | |
| Reason for referral to committee | Outside Delegated Powers | Councillor call in No |

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| RECOMMENDATION | Application Permitted |
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| <p>KEY DESIGNATIONS</p> <p>Biggin Hill Safeguarding Area London City Airport Safeguarding Smoke Control SCA 19</p> |
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| Land use Details | | |
|-------------------------|------------------------------|-----------------------|
| | Use Class or Use description | Floor space (GIA SQM) |
| Existing | B1 Office | 137sqm |
| Proposed | B1 Office C3 Residential | 67sqm 200sqm |

| Vehicle parking | Existing number of spaces | Total proposed including retained spaces | Difference in spaces (+ or -) |
|------------------------|---------------------------|--|-------------------------------|
| Standard car spaces | 6 | 6 | 0 |

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| Representation summary | Neighbour letters were sent out to 33 properties. Additional neighbour consultation was carried out based on the submission of revised plans. | |
| Total number of responses | 2 | |
| Number in support | 1 | |
| Number of objections | 1 | |

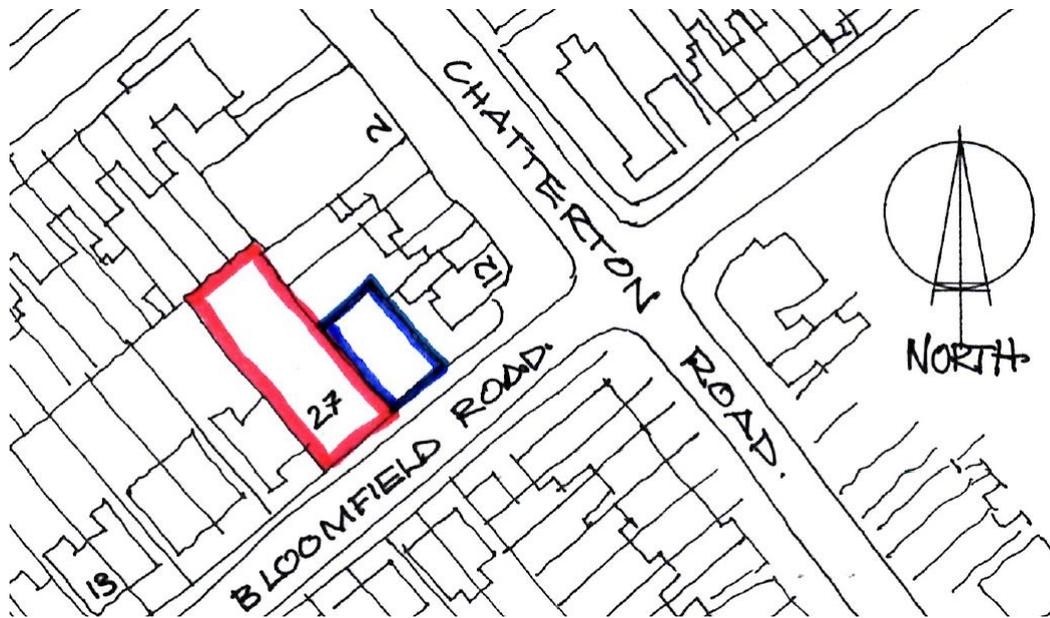
1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would provide 4 new residential units which are all of a good standard of accommodation.
- The proposal would not result in material harm to the character and appearance of the area.
- The proposal would on balance have an acceptable impact on neighbouring amenities.

2. LOCATION

- 2.1 The application relates to a two storey detached building, which is located on the north west side of Bloomfield Road. The property appears to have been previously used as a residential dwelling and subsequently converted into a commercial property, which the applicant currently states is B1 use. There is an access path to

the side leading to a rear area of parking. The surrounding area is a mix of residential and commercial properties. The property is located close to the junction with Chatterton Road, which is a local centre.



3. PROPOSAL

3.1 The application seeks planning permission for the demolition of the existing building and re-development of the site and the erection of a three storey building comprising offices and 4 flats.



4. RELEVANT PLANNING HISTORY

- 4.1 01/02050/ELUD - Use as offices within Use Class B1 CERTIFICATE OF LAWFULNESS FOR AN EXISTING USE. Granted.

5. CONSULTATION SUMMARY

Statutory

5.1 Highways – No objection

The applicant has clarified the split in parking includes 4 parking spaces for the residential flats and 2 for the office. Parking bays 3 and 4 in the corner of the site do appear to be tight. No swept path has been provided but the layout of the refuse and cycle store could be rearranged to improve manoeuvrability.

Refuse storage is indicated on the submitted plan but the applicant should be made aware that bin storage should not be located further than 18m from the highway boundary. Please consult LBB Waste Service regarding refuse storage and servicing of the units.

Recommend the inclusion of the following conditions:-

- OC03 - Satisfactory parking
- AG11 - Refuse storage
- AG12 - Cycle parking x 4 cycles
- AG13 - Lighting scheme for access/parking

5.2 Drainage Officer – No objection

Recommend a surface water drainage condition.

5.3 Waste Services – No comments received.

Adjoining Occupiers

Objection (Paragraph 7.24 – 7.35)

- Current office set-up affords good levels of privacy in the garden of Number 23 but the proposed development would remove this.
- Very few vehicles currently accessing site at rear but the development will mean more traffic next to the garden of 23.
- The development will extend further up the rear of that the current property will impact neighbours
- Loss of light from rear bedroom of Number 23
- Parking pressures already on Bloomfield Road. Increased demand from new occupants
- Concerns about property de-valuation

Support

- Will provide much needed smaller apartment accommodation whilst replacing tired shabby office with a vibrant and architecturally pleasing building.
- Neighbour confirms that over 15 years the rear parking area has been in use permanently. New modern parking area will be more visually acceptable.

6. POLICIES AND GUIDANCE

National Policy Framework 2019

NPPG

Bromley Local Plan 2019

Policy 1 Housing Supply

Policy 4 Housing Design

Policy 8 Side Space

Policy 30 Parking

Policy 32 Road Safety

Policy 37 General Design of Development

Policy 83 Non-designated Employment Land

Policy 86 Office uses outside Town Centres

Policy 115 Reducing Floor Risk

Policy 116 Sustainable Urban Drainage

Policy 119 Noise Pollution

Policy 123 Sustainable Design and Construction

The London Plan

Policy 3.3 Increasing Housing Supply.

Policy 3.4 Optimising Housing Potential

Policy 3.5 Quality and design of housing developments

Policy 3.8 Housing choice

Policy 5.2 Minimising carbon dioxide emissions

Policy 5.3 Sustainable design and construction

Policy 5.7 Renewable energy

Policy 5.10 Urban greening

Policy 5.11 Green roofs and development site environs

Policy 5.12 Flood risk management

Policy 5.13 Sustainable drainage

Policy 6.9 Cycling

Policy 6.13 Parking

Policy 7.2 An inclusive environment

Policy 7.3 Designing out crime

Policy 7.4 Local character

Policy 7.6 Architecture

Policy 7.15 Reducing and Managing Noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes

Policy 7.19 Biodiversity and Access to Nature

Policy 7.21 Trees and Woodlands
Policy 8.3 Community infrastructure levy

London Plan (Intent to Publish)

D1 London's form, character and capacity for growth
D3 Optimising site capacity through the design-led approach
D4 Delivering good design
D5 Inclusive design
D6 Housing quality and standards
H1 Increasing housing supply
H2 Small sites
SI 12 Flood risk management
SI 13 Sustainable drainage
T5 Cycling
T6 Car Parking

Bromley Supplementary Guidance

SPG No.1 - General Design Principles
SPG No.2 - Residential Design Guidance

Housing: Supplementary Planning Guidance. (2015)

DCLG: Nationally Described Space Standards (NDSS) (2015)

7. ASSESSMENT

- 7.1 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.
- 7.2 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.
- 7.3 Policies including 3.3 of The London Plan 2016 and Policy 1 of the Bromley Local Plan have the same objectives. The London Plan's minimum target for Bromley is to deliver 641 new homes per year until 2025.

- 7.4 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'.
- 7.5 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.
- 7.6 This application includes the provision of 4 new residential dwellings which would represent a modest 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.

Principle of development, Design, Layout – Acceptable

- 7.7 The proposal is for the demolition of existing building which is in commercial use (Use Class B1) and seeks permission for the construction of three storey building with a commercial officer unit at the ground floor and four residential units above.
- 7.8 Policy 37 provides that development should not detract from the existing street scene and should complement the scale, form, layout and materials of adjacent buildings and area. It is stated that there is a need to encourage local distinctiveness and a sense of place.
- 7.9 Policy 4 of the BLP outlines the criteria that applications for new housing must meet. All new housing developments will need to achieve a high standard of design and layout whilst enhancing the quality of local places. They will also need to respect local character, spatial standards, physical context and density.
- 7.10 Policy 83 relates to non-designated employment sites. In accordance with this policy any proposes for a change of use of non-designated sites containing B uses for alternative employment generating uses will normally be allowed provided that the amenity of any nearby residential areas is not detrimentally affected. Policy 86 relates to Office uses outside Town Centres and Office Clusters. This policy states that the redevelopment of existing B1(a) uses for non B1 uses will be permitted

provided that there is demonstrable lack of demand for the existing use, including evidence of recent marketing.

- 7.11 The application site is a two storey detached building that appears to have historically been a residential dwelling, and then subsequently converted into an office. The proposed development seeks demolition of this existing building, which would result in a loss of around 70sqm of B1 floor space. However, whilst this is a redevelopment of the site a sufficient quantum of office accommodation would still be re-provided within the new development ground floor level. In this regard, the proposal is not considered to result in the loss of an employment generating use and accords with Policies 83 and 86.
- 7.12 The application property to be demolished comprises a two storey detached building, which has a two storey front bay window and a gable detail above. The surrounding area is a mix of residential and commercial properties. The site is bounded by a three storey detached building to the north east which comprises a commercial unit at ground floor and residential flats above. To the south west is a residential bungalow and garden. To north west, which is to the rear of the site, there are the residential properties and rear gardens of 26-28 Addison Road. The remainder of Bloomfield Road comprises detached and semi-detached properties.
- 7.13 The application site faces onto Bloomfield Road and is located between a three storey modern block to the north east, which has a prominent front gable design, and a tile hung exterior to the upper levels. The detached residential bungalow to the south west has a pebble dash finish. The proposed building would be three storeys in height, but the third floor would be housed within a crown roof. It would have a height commensurate to the existing apex of the main roof and the adjacent three storey building, but would be wider and broader due to its crown design. The result, would be a building of a much larger scale and mass than the existing property, due to its greater width and depth, however the first and second floors would over sail the access road leading to an area of parking at the rear. The eaves of the development would be similar to the existing eaves height, and the front elevation would incorporate a bay window and narrow front gable feature at roof level.
- 7.14 In relation to the buildings spatial characteristics, a 1m separation would be provided to the south west boundary and a further 1m separation would be provided to the north east boundary. The front building line would also be broadly in-line with the existing property and adjoining buildings. The separation to each side boundary would accord with the Policy 8 and given the mixed nature of the streetscene it is not considered that the proposal would result in harm to the spatial character of the streetscene.
- 7.15 The existing property is two storeys with a pitched roof and therefore the relationship with the bungalow to the south west is established. The property building would be three storeys; however the third floor would be contained within the roof space. Therefore, the relationship with the neighbouring bungalow would visually not be too dissimilar to the existing arrangement, particularly with the commensurate eave heights.

7.16 Therefore, the proposed development in this context would not result in significant harm to the character, appearance or spatial characteristics of the locality and generally accords with Policy 4 and 37 of the Bromley Local Plan.

Standard of residential accommodation – Acceptable

7.17 In March 2015 the Government published The National Technical Housing Standards. This document prescribes internal space within new dwellings and is suitable for application across all tenures. It sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height. The Gross Internal Areas in this standard will not be adequate for wheelchair housing (Category 3 homes in Part M of the Building Regulations) where additional internal area is required to accommodate increased circulation and functionality to meet the needs of wheelchair households.

7.18 Policy 4 of the BLP sets out the requirements for new residential development to ensure a good standard of amenity. The Mayor's Housing SPG sets out guidance in respect of the standard required for all new residential accommodation to supplement London Plan policies. The standards apply to new build, conversion and change of use proposals. Part 2 of the Housing SPG deals with the quality of residential accommodation setting out standards for dwelling size, room layouts and circulation space, storage facilities, floor to ceiling heights, outlook, daylight and sunlight, external amenity space (including refuse and cycle storage facilities) as well as core and access arrangements to reflect the Governments National Technical Housing Standards.

7.19 The London Plan makes clear that ninety percent of new housing should meet Building Regulation requirement M4 (2) 'accessible and adaptable dwellings' and ten per cent of new housing should meet Building Regulation requirement M4 (3) 'wheelchair user dwellings', i.e. is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users. The relevant category of Building Control Compliance should be secured by planning conditions.

7.20 The proposal seeks to provide four residential units comprising 3 one bedroom and 1 studio flat.

7.21 The proposed units would comply with the prescribed housing standards of 50sqm for a one bedroom two person units and 39sqm for a studio flat.

7.22 All habitable rooms would achieve a satisfactory level of light and outlook.

7.23 Private amenity space of a suitable size would be provided for the two rear units. The site is also less than half a mile, or 5 minutes' walk to Whitehall Recreation Ground, which is an area of open green space. Therefore the provision of amenity space for only two of the units is considered to be on balance acceptable.

Neighbourhood Amenity - Acceptable

- 7.24 Policy 37 of the BLP seeks to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance.
- 7.25 The main impact would be on the surrounding properties.
- 7.26 Number 27a is located to the north east of the site. This property is detached and is three storeys in height. It includes a commercial unit at ground floor level and residential flats above. There is also a single storey extension to the rear of Number 27a, which is associated the commercial ground floor property at 8 Chatterton Road. There are also a number of other commercial and residential properties to the north west, which back onto the development site.
- 7.27 The bulk of proposed development would extend out towards Number 27a, however this building is larger in scale and only appears to include high level windows to the flank elevation situated adjacent to the development. There would be an approximate 2m separation to the side of this neighbouring building. The proposed building would have a staggered rear elevation, with a deeper central projecting element. However, the building would not extend significantly beyond the rear of Number 27a. The level of projection and degree of separation would ensure that the development was not unacceptably overbearing or visually intrusive. Additionally, the windows in the side elevation are high level and obscured; a search of the Planning history for the neighbouring site indicates these are secondary windows serving living areas. Therefore, the impact on the visual amenities by way of light, outlook and overshadowing are considered to be acceptable.
- 7.28 The commercial extension at Number 8 Chatterton Road is located close to the boundary of the site, however given the commercial nature of this unit it is not considered that the development would result in material harm to these amenities of this property. Similarly, the development is set sufficiently away from the neighbours at 2-12 Chatterton Road, which back onto the site, and given the relationship, it is not considered that the proposal would result in material harm to their amenities.
- 7.29 Number 23 Bloomfield Road is located to the south west of the development site. This property is a bungalow and has a staggered rear elevation. The property to be demolished is detached, and there is currently an approximate 1m separation between the buildings. The existing dwelling also includes a single storey rear extension, which projects beyond the rear of the Number 23. The proposed development would have a front building line which is similar to the existing arrangement and there would be a 1m gap between the buildings. Whilst the front and side building line would be similar to the existing footprint, the proposal would be deeper and would have a bulkier roof profile. The rear of the building would however be staggered, with a deeper element set more centrally within the plot and away from the common boundary line.

- 7.30 The maximum level of projection beyond the neighbouring window, which is closest to the development, would be c.2m up to two storeys plus roof. The building would then extend a further 2m beyond this, but this would be set back from the shared boundary by 2.8m. The development would be visually more bulky; however the applicant has demonstrated that the degree of projection would not intrude into the area delineated by the 45 degree angle when taken from the rear window of Number 23. This would therefore indicate that the extensions would not result in a significant loss of outlook. However, notwithstanding this point, the building would be set away and from the boundary by 1m and the garden Number 23 is approximately 18m in depth. The property is also located to the south of the development site. The prospect to the south of Number 23 is relatively open and the generous depth/width of the garden would minimise the visual effects of the development for this neighbour. It is not considered that there would be a material restriction in daylight, sunlight or an unacceptable level overshadowing due to the orientation of the properties. The proposed side windows would be obscured glazed and a condition could be imposed to ensure that they remain obscured and non-opening below 1.7m to protect the privacy of Number 23.
- 7.31 The properties to the rear are set back sufficiently from the development and it is not considered that the development would adversely affect their amenities.
- 7.32 There is already an established degree of overlooking to the front and rear of the site. It is not considered the additional windows; inset balconies would result in an unacceptable degree of overlooking or loss of privacy. Privacy screens would be provided to the side elevation with Number 23 to ensure no overlooking into the rear garden. In addition the windows in the side elevations can be conditioned to be obscured glazed and non-opening below 1.7m. Therefore, it is not considered that the proposal would result in harmful overlooking or an unacceptable loss of privacy.
- 7.33 The proposed commercial unit would be used as office space (Use Class B1). Such uses are considered to be compatible in residential contexts, however given the proximity of residential properties and widening of permitted development rights it is considered that a condition could be imposed to restrict permitted development rights to ensure any further use is considered by the Council and is appropriate. Additionally, a condition could be imposed to ensure the commercial unit operates within reasonable working hours.
- 7.34 Concerns have been raised about the use of the car park and disturbance to neighbours. The existing rear service area appears to already be capable of accommodating vehicular parking; however, as it is currently associated with a commercial building the parking area would only likely be used during the day. Nevertheless, there does not appear to any restrictions on the number of cars which can be parked in this area or hours of operation. The proposal would provide 4 parking spaces for the residential units and a further two for the commercial unit. There could be some additional noise resulting from the number of vehicular movements and slamming car doors from provision of a residential element. However, the site does also back onto a commercial parade, which fronts Chatterton Road. In light of the existing arrangement and proximity of some commercial units, which could themselves be a generator of noise, it is not

considered that the noise and disturbance resulting from the development would be significantly harmful.

- 7.35 Therefore, having regard to the above, it is considered that the proposal would not result in material harm to the residential amenities of neighbouring properties.

Highways - Acceptable

- 7.36 London Plan and BLP Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the London Plan and Local Plan should be used as a basis for assessment.
- 7.37 The existing site is has vehicular access to the north east side of the building and this leads to an area of hardstanding at the rear, which appears to have been used as a parking area.
- 7.38 The proposal would include the provision of 6 parking spaces accessed via the existing dropped kerb. Two spaces would be provided for the office unit and a further four spaces would be provided for the flats, equating to one space per unit. There are parking restrictions in the locality and the site is considered to be in a sustainable location, close to local services and bus stops. No specific objections have been raised to the development on highway grounds, with particular regard to the access arrangements. The highway officer has commented that the parking does appear to be tight but this could be rectified with a reconfiguration of the refuse/cycle parking area. Accordingly, this is not considered to be in itself significant objectionable as a condition could be imposed on a permission to request further storage details. Therefore, it is not considered that the development would result in unacceptable on-street parking pressures.
- 7.39 As noted, the bin and bicycle stores are highlighted as being to the rear of the property, but this could impinge on the parking space so it is recommended that a condition is imposed for further refuse storage details. However, it is not clear how the refuse will be managed on collection days, but a further condition could be imposed in the form of a refuse management plan to ensure that refuse is taken to a collection point on refuse collection day and then returned to the storage area.

CIL - Acceptable

- 7.14 The Mayor of London's CIL is a material consideration. CIL is payable on this application.

8. CONCLUSION

- 8.1 The development would result in provision of 4 new residential dwellings, which all achieve a satisfactory standard of accommodation, and contribute modestly to the boroughs overall housing provision. Additionally, the proposal would be acceptable in design terms and would not result in significant harm to the character and appearance of the streetscene. It would further provide an acceptable level of parking and would not result in an unacceptably highway impact. In respect of

neighbouring amenities, there may be a limited impact in relation to visual bulk and noise generated from the parking area.

- 8.2 In respect of the Council's 5 year housing land supply and the Inspectors conclusions surrounding the recent appeal outlined within the 'principle' section above, paragraph 11d (ii) of the Framework would be applicable. In this case, when weighing up benefits of the development and Inspectors conclusions surrounding the 2019 appeal on this site, it is not considered that any limited harm arising from the proposal would significantly and demonstrably outweigh the benefits of the development. Therefore, in the planning balance the proposal is considered to be acceptable.
- 8.3 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: Application Permitted

SUMMARY OF CONDITIONS AND INFORMATIVES

Standard Condition(s)

1. **Time limit of 3 years**
2. **Drawing number**

Prior to commencement Condition(s)

3. **Surface Water Drainage**
4. **Slab Levels**

Prior to commencement of above Ground Work

5. **Materials**
6. **Details of Bicycle Storage**
7. **Scheme of Lighting for Access Drive**
8. **Landscaping Plan (Hard and Soft Landscaping)**
9. **Details for Refuse Storage and Management**

Compliance Conditions

10. **Parking Space Arrangement**
11. **Restriction of PD Rights for B1 Office Use.**
12. **Obscured Glazing**
13. **M4(2) Compliance.**
14. **Provision of Privacy Screening**

Any other planning condition(s) considered necessary by the Assistant Director of Planning

Informatives

- 1. Street Naming and Numbering**
- 2. CIL**