

Committee Date	06.08.2020	
Address	26 Manor Road Beckenham BR3 5LE	
Application Number	20/02011/FULL1	Officer - Susanna Stevenson
Ward	Kelsey And Eden Park	
Proposal	Elevational alterations. Part one/two storey rear extension incorporating 1st floor balcony, raising of flank walls and roof ridge line by 3.69M, conversion of resulting building into Class D1 use on ground floor (speculative Doctor's) for rent and 3 two bed flats with 2 parking spaces at the front _ 10 at the rear, along with refuse and cycle storage.	
Applicant	Agent	
Richard Percy	Mr Keith Chandler	
20 Barnfield Wood Rd Beckenham BR3 6SR	37 Glenthorne Ave Croydon CR0 7ET United Kingdom	
Reason for referral to committee	Call-In	Councillor call in Yes

RECOMMENDATION	REFUSE PLANNING PERMISSION
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<p>KEY DESIGNATIONS</p> <p>Areas of Archaeological Significance Biggin Hill Safeguarding Area London City Airport Safeguarding Smoke Control SCA 12</p>

Land use Details		
	Use Class or Use description	Floor space (GIA SQM)
Existing	C3 (residential flats)	2 x 3 bedroom
Proposed	C3 (residential flats) D1 (Doctor's Surgery)	3 x 2 bedroom 129sqm

Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	4	12	+8
Disabled car spaces	0	0	
Cycle	0	c. 10 (block plan, not specified on application forms)	+ c. 10

Electric car charging points	3 spaces at rear
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Representation summary	38 letters sent to neighbouring residents on 17 th June 2020.	
Total number of responses	3	
Number in support	0	
Number of objections	3	

1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The built development replicates the scale, bulk, massing and design of the development refused planning permission under reference 19/03229/FULL1 – the application does not overcome the grounds for refusal of 19/03229/FULL1.
- The proposal would result in significant noise and disturbance to neighbouring residents associated with the vehicular use of the narrow side

accessway and the provision of a large car park at the rear (enlarged relative to that considered unacceptable under reference 19/03229/FULL1).

- There is no justification for the need/suitability of the site for a doctor's surgery that would support the application in the face of concerns relating to the impact of the proposal on residential and visual amenity.

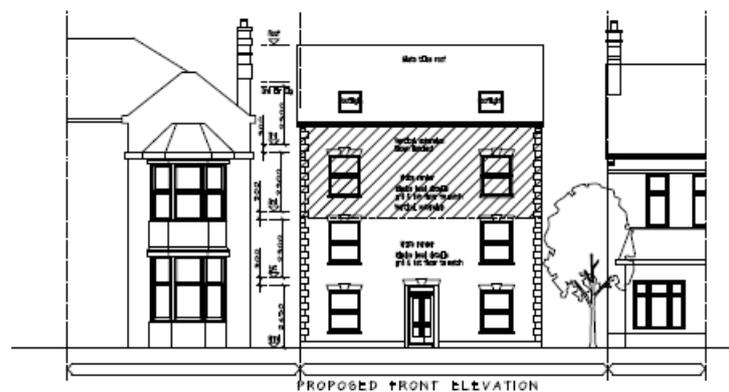
2. LOCATION

- 2.1 The application site lies on the southern side of Manor Road. The street is residential and is characterised by substantial period properties, many of which have been converted into flats. The host dwelling is more modern in appearance, and is a post-war detached building which comprises 2 three bedroom flats. The host building has a large single storey rear extension.
- 2.2 The application site includes just less than a half of the rear garden associated with the flats at No. 24 (which lies to the west of the application building), reducing that site's depth by approx. 9.22m leaving an area approx. 10.12m deep.
- 2.3 The main site as existing has a reasonably generous rear garden of a depth commensurate with the neighbouring period dwellings, although it has been divided along its length to provide separate gardens for the ground and first floor flats.
- 2.4 To the west of the application site lies No. 24 Manor Road and to the east lies No. 28. No 24 occupies a footprint that projects rearwards of the application building, although this footprint includes a substantial single storey rear extension. The main first floor rear elevation of the dwelling broadly aligns with the host building. The boundary of the application site immediately abuts the flank elevation of No. 24.
- 2.5 To the rear, the application site adjoins the rearmost sections of the rear gardens of No. 1 Bevington Road and No. 2 Manor Grove.

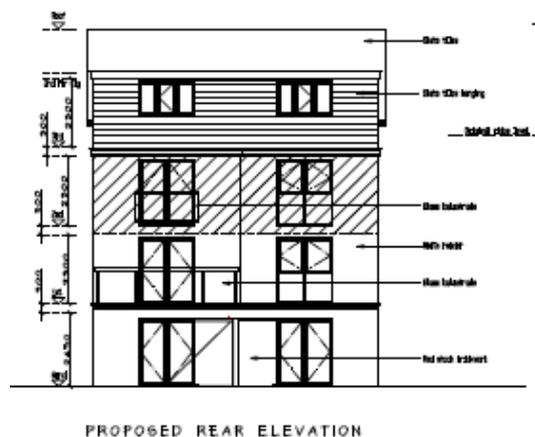


3. PROPOSAL

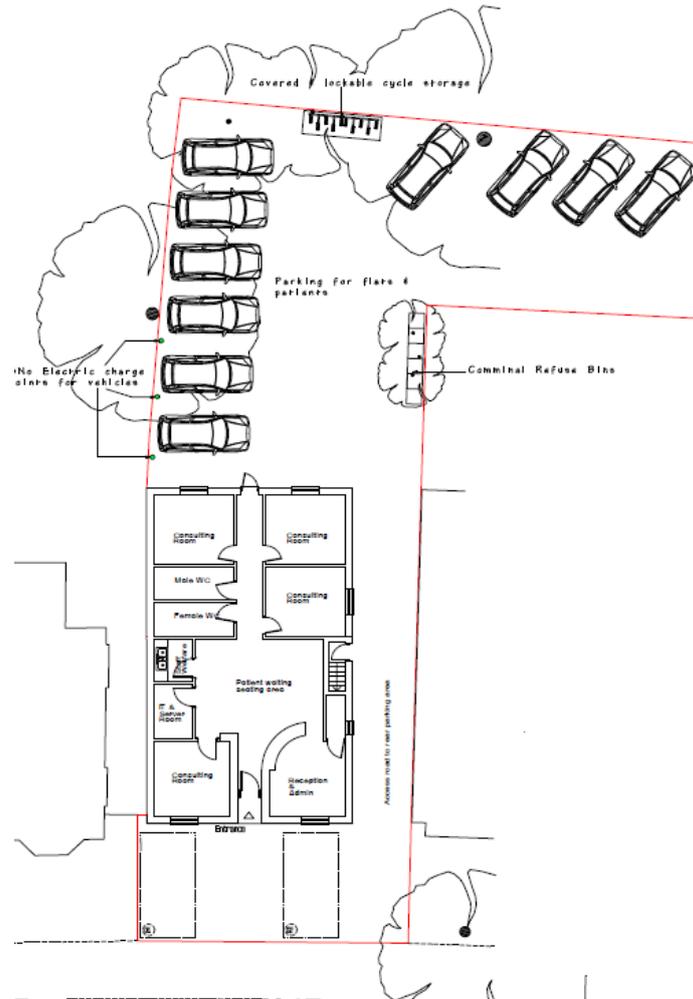
- 3.1 Planning permission is sought for elevational alterations, rear extensions, the increase in height of the roof and a rear dormer extension to the host two storey building and the conversion of the resultant building from 2 x three bedroom flats to 3 x two bedroom flats arranged over the upper floors and a doctor's surgery on the ground floor.
- 3.2 The proposals would increase the height to eaves of the front elevation of the building by approx. 3.69m, from 5m to 8.69m. The ridge height of the building would be 11.9m.



- 3.3 At the rear, the proposal would provide a 2nd floor extension which would be 3m deep and approx. 2.5m higher than a previously approved scheme. This element would align with the main flank elevation adjacent to the boundary with No. 28. A rear dormer is proposed to be provided.



- 3.4 On the ground floor the proposal would provide a doctor's surgery with 4 no. consulting rooms, a small reception/admin area and a patient waiting area. 2 WCs would be provided along with a small kitchenette and IT room. The surgery would be accessed from the front with the approach being between two off-street parking spaces. A rear access door to the large hardstanding at the back of the property would be provided, with the opening being 0.75m wide (standard door width).
- 3.5 The pedestrian access to the residential flats on the upper levels of the building would be from the side track which also leads to the surface car parking area at the rear of the host and neighbouring properties.
- 3.6 The first floor flat would comprise a 2 bed/4 person flat with dual aspect, encompassing the entirety of the extended first floor. Each bedroom would have an en-suite bathroom. The GIA of the proposed flat would be 89.7sqm. It would include a first floor terrace as private amenity space.
- 3.7 At second floor level a 2 bed/4 person flat would be provided, which would replicate the floor plan of the first floor flat but would not provide external private amenity space.
- 3.8 The third floor flat would comprise a 2 bed/3 person unit and would have a GIA quoted on the submitted drawings as being 80sqm, which would include the lower head height space within the 2 bedrooms at the front of the flat. These bedrooms would have rooflights to provide light and ventilation with no wall windows provided. No amenity space would be provided.
- 3.9 At the rear the garden and that part of the site severed from the neighbouring property would be laid out as parking for the flats and patients. A lockable cycle store and communal refuse store would be provided. It does not appear that the proposed doctor's surgery would have a separate refuse storage area. The refuse store would be sited adjacent to the boundary with the rear garden of the neighbouring conversion flats.



4. RELEVANT PLANNING HISTORY

The relevant planning history relating to the application site is summarised as follows:

02/00737/FULL1

Under reference 02/00737 planning permission was refused for the formation of a third floor to form a three bedroom flat, along with a single storey rear extension.

14/04420/FULL1

Planning permission was refused under reference 14/04420 for a three storey rear extension, two front dormer windows and the conversion of the building to form 5 flats.

15/03084/FULL1

Under reference 15/03084 planning permission was refused for elevational alterations and a part one/two storey rear extension with balconies, a rear dormer extension and the conversion of the building from 2 three bedroom flats to 2 one bedroom and 2 two bedroom flats (4 no. flats in total).

The grounds for refusal of planning permission were:

1. The proposal, by reason of its height, design and excessive depth, would appear as an overly bulky addition which would fail to respect the scale and appearance of the host building which would be detrimental to the character and appearance of the locality, thereby contrary to Policy BE1 of the Unitary Development Plan.
2. The proposal, by reason of its height, scale, proximity to the boundary and excessive depth of rearward projection would be detrimental to the amenities of the occupiers of adjacent dwellings, resulting in loss of outlook and visual impact, thereby contrary to Policies H7 and BE1 of the Unitary Development Plan.

A subsequent appeal against the Council's refusal of planning permission was dismissed. The Inspector identified the main issues as being the impact of the scheme on the character and appearance of the host building and the locality and the effect of the scheme on the living conditions of the occupiers of neighbouring dwellings with particular regard to visual impact and privacy.

The Inspector considered that the existing building and the site as a whole has a negative impact on the character and appearance of the locality. The introduction of roof slates was welcomed, but the use of render was considered on balance to result in the frontage of the altered dwelling having a neutral rather than positive impact on the character and appearance of the street scene. At the rear, the depth, materials and curved lines of the proposed upper floor element of the extension was considered to result in development that would be unduly bulky and which would have failed to respect the character and appearance of the host dwelling and the surrounding area. The depth, height and appearance were considered prominent within the rear garden environment and would have appeared as a discordant feature in longer views from Manor Grove and Bevington Road.

The Inspector concluded on this point that the identity of the resultant building would be confused and visually incongruous, materially detracting from the character and appearance of the existing building, the street scene and the rear garden environment. The harm was considered to outweigh the contribution that the two additional flats would make in providing housing to meet housing targets.

With regards to living conditions, the Inspector stated that the first floor element of the rear extension together with the vertical louvres which were intended to screen the balconies would have resulted in a dominant visual impact when viewed from the adjacent windows at No. 28 which serve a kitchen and dining room. The rear extension was considered to appear visually hard and incongruous, resulting in a strong sense of enclosure in the outlook from these rooms and it was also considered that there would be an associated loss of daylight and sunlight caused by the extension.

Despite the vertical louvres it was considered that the close proximity of the balcony serving the unit closest to No. 28, that the use of the balcony would have resulted in some loss of privacy. This in itself was not considered materially harmful to the living conditions of the occupier of No. 28, but added to the visually overbearing impact of the development.

The Inspector concluded on this point that the proposed scheme would unacceptably harm the living conditions of the occupier of No. 28 due to its overbearing visual impact.

16/04056/FULL1

Under reference 16/04056 planning permission was granted for a reduced development.

18/00998/FULL1

Under reference 18/00998 planning permission was granted for elevational alterations, part one/two storey rear extension incorporating first floor balcony. Raising of flank walls and roof by 1m. Rear dormer extension and conversion of resultant building into 2 one bedroom and 2 two bedroom flats with 4 car parking spaces at the front.

19/03229/FULL1

Under reference 19/03229 planning permission was refused for a scheme identical to that currently proposed in respect of external dimensions, bulk and scale. The previous scheme provided 2 flats on the ground floor in place of the currently proposed surgery and the site did not include the land to the rear of No. 24, with parking limited to three parking spaces at the rear of the site. Amenity space was proposed to be provided for the ground floor flats at the rear. With regards to the accommodation provided at first, second and third floors, this is replicated in the current proposal.

Planning permission was refused on the grounds:

1. The proposal by reason of its design, scale and height would appear as a bulky and disproportionate addition which would fail to respect the scale and the distinctive quality of the street scene, and which would be detrimental to the character and appearance of the locality and the visual amenities of the street scene and the area in general, thereby contrary to Policies 37, 4, 9 and 6 of the Bromley Local Plan and Policies 7.4 and 7.6 of the London Plan.
2. The proposal by reason of its height, scale and proximity to the boundary and the formation of vehicular parking and manoeuvring space at the rear of the property would be detrimental to the amenities of the occupiers of adjacent properties, resulting in an overdominant and intrusive visual impact and noise associated with the use of the side access and the parking area at the rear and by reason of the lack of adequate external amenity space would result in accommodation of an unsatisfactory standard of amenity for prospective occupiers, thereby contrary to Policies 4, 37 and 9 of the Bromley Local Plan and Policy 3.5 of the London Plan.
3. Insufficient information has been provided to demonstrate that the site layout including the parking area at the rear would be practicable, with adequate access to the rear parking facility and the capacity to provide adequate space for cycle and refuse storage facilities within the application site, in the absence of which the proposal would be contrary to Policies 4, 30 and 113 of the Bromley Local Plan.

5. CONSULTATION SUMMARY

A) Statutory

- Highways - Objection
- Drainage – No comment

B) Local Groups

- No comments received

C) Adjoining Occupiers

Impact on amenity associated with car park (addressed at paragraphs 7.3.15, 7.4.5 and 7.4.6)

- Will increase pollution
- Additional noise associated with 10 cars starting engines at all times of the day

Concern regarding D1 proposal (addressed at paragraphs 7.2.11 and 8.1.5)

- Would there be a way of preventing the potential sub-standard conversion of the ground floor to residential flats?
- D1 use could include other uses including day nurseries
- There are already 2 doctor's surgeries in Manor Road

Transport and highways (addressed at paragraph 7.6.5)

- The site is close to the junction of Manor Road, Bromley Road and Wickham Road and there are issues of road safety and congestions associated with vehicles entering and leaving the premises
- The access and parking seems tight for 10 spaces which means that people may choose to park in adjoining roads without residents' parking

Impact on visual amenity (addressed at paragraph 7.3.15)

- The extension of the building and hardsurfacing of the parking area will remove green space and increased water run-off (environmental impact)
- Proposed extensions unchanged in relation to previous application

6. POLICIES AND GUIDANCE

National Policy Framework 2019

NPPG

The London Plan

- 3.17 Health and social care facilities
- 3.5 Quality and Design of Housing Developments
- 7.14 Improving Air Quality
- 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
- 7.4 Local Character
- 7.6 Architecture

Draft London Plan

The 'Intend to Publish' version of draft London Plan (December 2019) is a material consideration in the determination of this planning application. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to: (1) the stage of preparation of the emerging plan; (2) the extent to which there are unresolved objections to relevant policies in the emerging plan; and (3) the degree of consistency of relevant policies to the policies in the Framework.

The draft New London Plan was submitted to the Secretary of State (SoS) on 9 December 2019, following the Examination in Public which took place in 2019. This was the version of the London Plan which the Mayor intended to publish, having considered the report and recommendations of the panel of Inspectors.

The London Assembly considered the draft new London Plan at a plenary meeting on 6 February 2020 and did not exercise their power to veto the plan.

After considering the 'Intend to Publish' Plan, on 13 March 2020 the Secretary of State for Housing, Communities and Local Government wrote to the Mayor identifying directed changes to a number of policies in the draft plan. The SoS considered these changes were necessary to address concerns regarding inconsistencies with national policy. The Mayor cannot publish the New London Plan until the directed changes have been incorporated, or until alternative changes to address identified concerns have been agreed with the SoS. This could affect the weight given to the draft plan with regard to the directed policies.

At this stage, the Council's up-to-date Local Plan is generally considered to have primacy over the draft London Plan in planning determinations. However, where no modifications have been directed the draft London Plan policies are capable of having significant weight (as seen in a recent SoS call-in decision in the Royal Borough of Kensington and Chelsea). Where specific draft London Plan policies have been given particular weight in the determination of this application, this is discussed in this report.

- GG2 Making the best use of land
- GG4 Delivering the homes Londoners need
- D4 Delivering good design
- D6 Housing quality and standards
- D7 Accessible housing
- D14 Noise
- H1 Increasing housing supply

H2 Small sites
S2 Health and social care facilities
SI13 Sustainable drainage
T5 Cycling
T6 Car parking
T6.1 Residential parking
T6.5 Non-residential disabled persons parking

Mayor Supplementary Guidance

Housing SPG

Bromley Local Plan 2019

4 Housing Design
6 Residential Extensions
8 Side space
9 Residential Conversions
26 Health and Wellbeing
30 Parking
32 Road Safety
33 Access for All
37 General Design of Development
113 Waste Management in New Development
116 Sustainable Urban Drainage Systems
119 Noise Pollution
121 Ventilation and Odour Control
122 Light Pollution

Bromley Supplementary Guidance

SPG1 – General Design Principles

7. ASSESSMENT

- **Resubmission**
- **Principle of development**
- **Design – Layout, scale height and massing**
- **Neighbourhood Amenity**
- **Standard of outlook and amenity for future occupiers**
- **Amenity space**
- **Highways**
- **Environmental Health/ contamination/ noise /air quality**
- **Trees**
- **Drainage and flooding**
- **Energy**
- **Other Issues not listed above**
- **CIL**
- **Other matters**

7.1 Resubmission

7.1.1 The site has a lengthy planning history which is summarised in Section 4 above.

7.1.2 Most recently, under reference 19/03229/FULL1, planning permission was refused for development identical to this current proposal in terms of the scale, bulk, massing and external design of the development.

7.1.3 The main differences between the current proposal and the previous scheme are summarised:

- The ground floor would provide a doctor's surgery rather than the 2 flats previously approved under reference 18/00998/FULL1 and then proposed again under 19/03229/FULL1
- The size of the site has increased through the use of land to the rear of No. 24
- The number of car parking spaces provided at the rear of the property has increased from 3 to 10, including 3 no. electric car charging points
- The number of car parking spaces at the front of the site has decreased from 4 to 2
- No amenity space provided to the rear of the site
- Refuse storage and cycle storage is indicated in the current proposal

7.2 Principle of development – Unacceptable

7.2.1 The NPPF (2019) sets out in paragraph 11 a presumption in favour of sustainable development.

7.2.2 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'.

7.2.3 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.

- 7.2.4 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.
- 7.2.5 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.
- 7.2.6 The site is located in a residential location where the Council will consider further residential development 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. Any adverse impact on neighbouring amenity, conservation and historic issues, biodiversity or open space will need to be addressed.
- 7.2.7 This application includes the provision of 1 additional flat over and above the existing housing provision at the site, 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.
- 7.2.8 Policy 26 of the Bromley Local Plan relates to health and well-being and states that the Council will work to meet the physical and mental health needs of communities by allowing new health facilities provided that they are easily accessible by public transport or are located within existing shopping centres or local parades and unless there are demonstrable negative local impacts which substantially outweigh the need which cannot be addressed through planning conditions or obligations.
- 7.2.9 No information has been provided regarding this part of the proposal in terms of need for the surgery. Paragraph 3.2.13 of the text supporting the policy relates to General Practices (it is noted that no information has been submitted to identify the type of D1 surgery provision which would be provided) highlighting that while GP surgeries can sometimes be accommodated within residential properties, many existing premises are unsuitable for the expanded function of modern GP surgeries and that town centres and local shopping parades are likely to provide the most sustainable opportunities for new facilities, where the impact on residential amenity is minimised.
- 7.2.10 The principle of residential extensions to the host building and an increased intensity of residential use has been established through the granting of planning permission under references 16/04056/FULL1 and 18/00998/FULL1. In the assessment of this proposal it falls to consider the specific scope of this particular proposal in the context of the planning history of the site, including the most recent refusal under reference 19/03229/FULL1, where planning permission was refused not on the principle of development, but on grounds relating to the impact of the proposals on visual and residential amenity as well as on there being

insufficient information to demonstrate the practicability of the rear parking area the provision of adequate cycle and refuse storage areas.

7.2.11 However, in view of the lack of information relating to the co-existence of the proposed D1 surgery and the residential surrounding buildings, or of the proposal meeting an identified need, and taking into account the significant rear parking provision to serve the mixed use of the site, it is not considered that the principle of the surgery provision on the ground floor has been fully or satisfactorily established.

7.3 Design, Layout and Scale – Unacceptable

7.3.1 Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, is indivisible from good planning, and development should contribute positively to making places better for people.

7.3.2 Paragraph 124 of the NPPF (2018) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

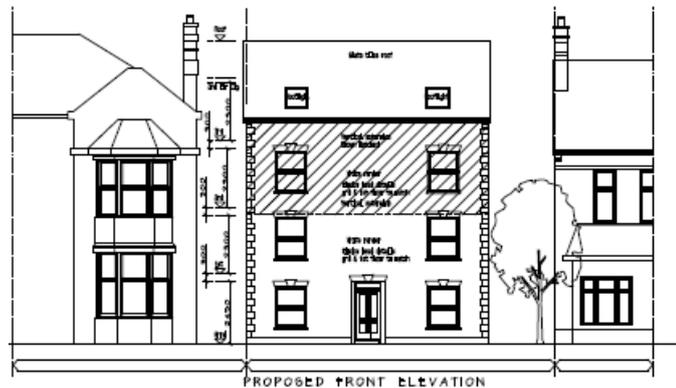
7.3.3 Paragraph 124 of the NPPF (2018) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

7.3.4 Paragraph 127 of the NPPF (2018) requires Local Planning Authorities to ensure that developments will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities). New development shall also establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

7.3.5 London Plan and Bromley Local Plan (BLP) policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design. Policy 37 of the BLP relates to the design of development and requires that development should be attractive to look at, of good architectural quality and should complement the scale, form, layout, proportion and materials of adjacent buildings and areas. Policy 4 relates to new housing development and amongst other things requires that the site

layout, buildings and space around buildings is designed to a high quality, recognising and complimenting the qualities of surrounding areas. Policy 6 relates to residential extensions and states inter alia that the scale, form and materials of construction should respect or complement those of the host dwelling and be compatible with development in the surrounding area.

20/02011 Proposed front elevation (identical to refused scheme ref. 19/03229)



7.3.6 The proposed development would significantly enlarge the host building. In upwardly extending the property while maintaining its width when viewed from front and rear the proposal would result in a somewhat disproportionate and visually unsatisfactory appearance, with the height of the building appearing disproportionate in the context of the property and the roof appearing squat in relation to the height/width of the building. The proposal would result in an expanse of unrelieved elevation above the ground floor centrally sited front door, and the proportions and positions of the windows would result in a visibly three storey appearance from the front which would contrast unfavourably with the neighbouring Victorian buildings which share a recognisable two storey appearance incorporating design detailing that contributes positively to the visual amenities of the street scene.

7.3.7 Under reference 15/03084 planning permission was refused and dismissed on appeal for a less visually dominant development (when viewed from the front):

Dismissed at appeal under reference 15/03084

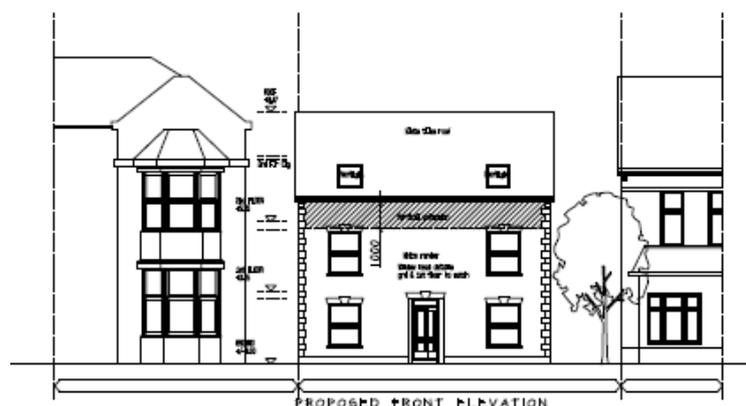


7.3.8 In dismissing the appeal, the Inspector noted with regards to the front elevation that:

“With the proposal the front elevation of the building would be white painted rendered which would increase the prominence of the building within the street scene. The proposed replacement windows and large expanse of render above the central door would result in the front elevation being plain, with strong and uncharacteristic horizontal lines. In addition, due to their size, proportions and detailing the proposed windows would fail to respect the proportions, size and detailing of the proposed central door.”

7.3.9 Under reference 18/00998 planning permission was granted for an amended scheme that while increasing the height of the building, did not extend upwards to the height currently proposed, with only front rooflights indicating the second (roof) storey of accommodation from the front.

Granted planning permission under 18/00998



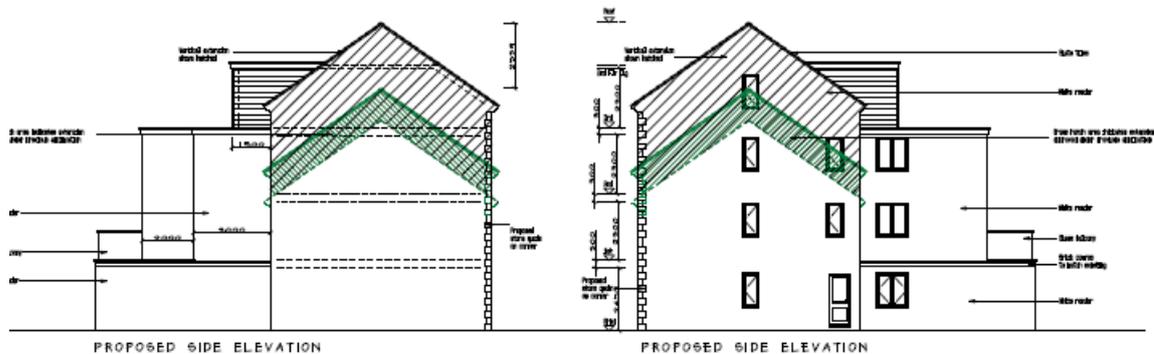
7.3.10 It is considered that the proposed development would appear bulky and obtrusive from the street scene and that the current proposal does not in terms of the external design of the development address the grounds for refusal of the most recent application under reference 19/03229 which had an identical appearance, bulk and massing to that currently proposed.

7.3.11 From the side and rear the proposed extensions would appear disproportionate in the context of the host building, leading to an unattractive and excessively high appearance to the side elevations with the scale of the development emphasised by the fenestration which would signal the four storey development which is uncharacteristic of the scale of development in the locality.

7.3.12 The design of the development would include flat roofed rear extensions and a boxy dormer which were considered acceptable at a lower height than currently proposed (18/00998), but in the context of the increased height and scale of

the currently proposed extension would emphasise the disproportionate appearance of the extensions in relation to the host and neighbouring buildings.

Proposed flank elevations



7.3.13 It is acknowledged that the measured height of the building would not exceed the ridge height of the dwelling at No. 28. However, that property's height is commensurate with the width of the building and the building includes design detailing and a hipped roof and is attractive to look at. The height of the resultant building would exceed appreciably at eaves and ridge height the neighbouring dwelling at No. 24. Taking into account the boxy design and the clearly evident three storey appearance of the building it is considered that the height and form of the resultant building would be out of character with the street scene and would represent a jarring feature detrimental to the visual amenities of the area.

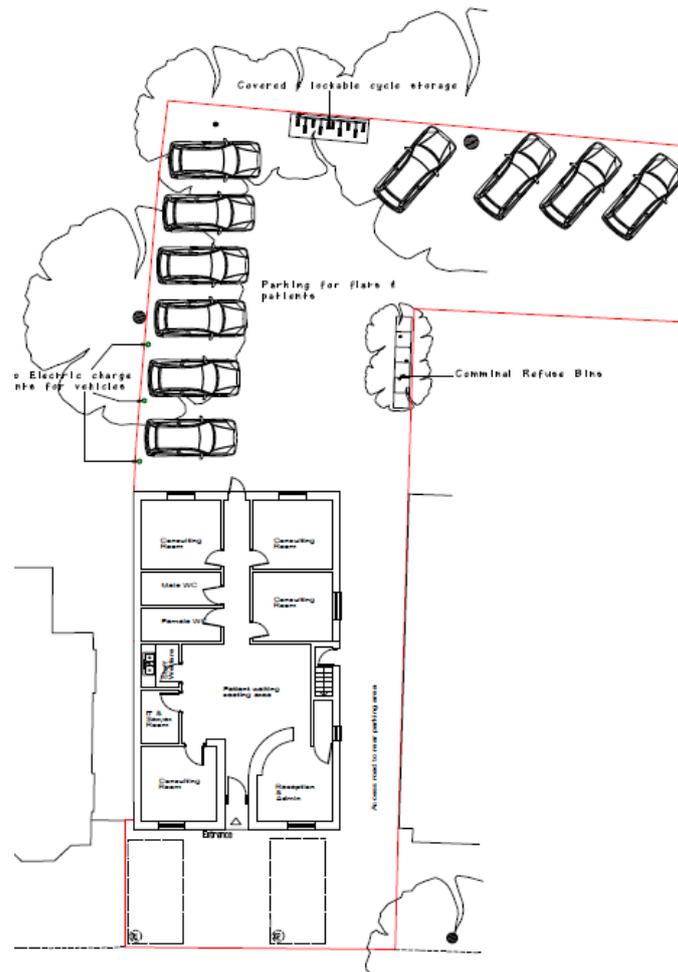
7.3.14 The space to the side boundaries of the site in the context of the significant height of the building and the gable ended roof design would result in a cramped appearance particularly in relation to the eastern boundary with No. 28 which runs along the side elevation of the host building. While 2m and 2.6m space would be retained to the neighbouring buildings to the east and west respectively, the overall height and design of the building in the context of the width of the site would result in a cramped appearance.

7.3.15 The proposal would result in a large area hardstanding to the rear of the site which would be at odds with the prevailing pattern of development in the locality, which is characterised by frontage buildings enclosing amenity enclaves and open space at the rear, leading to a level of quiet and greenness at the back of the road-fronting buildings. Commercial car parking associated with the surgery and residential parking would be introduced into the rear area. The proposal would result in a disproportionate and uncharacteristic amount of the site being covered by buildings and hard surfaces, with the overall impression from the sides/rear of the development being of uncharacteristically intensive development in the context of the site's size and location.

7.4 Neighbourhood Amenity - Unacceptable

- 7.4.1 Policy 37 of the Bromley Local Plan 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.
- 7.4.2 The application has been accompanied by a daylight/sunlight study which concludes that from technical assessment the proposal will not result in a noticeable reduction in the level of skylight or present an issue in relation to the level of sunlight. The report concludes that the proposal will have a low impact on light receivable by neighbouring properties.
- 7.4.3 Assessment of the impact of the proposal on residential amenity is not limited to the technical calculation of the impact of the development in relation to daylight and sunlight but also takes into account the impact of proposals in relation to outlook, visual impact and noise and disturbance.
- 7.4.4 It does not appear that the existing flats have any vehicular access via the side passage to the rear amenity space which is laid out in gardens perpendicular to the rear elevation of the host building. The application refused under reference 14/04420 did not show any existing parking at the rear of the property and that application was refused on grounds including the hardstanding at the rear of the garden area being detrimental to adjacent amenities, as was the application under reference 19/03229/FULL1.
- 7.4.5 This current proposal would have an increased impact on neighbouring amenity not only in relation to the previously approved schemes, but also in relation to the refused schemes. The proposal would introduce a significantly larger car park at the rear of the premises than that under 19/03229, with 10 spaces to serve not only the residential flats (of which there would be 2 fewer) but also a speculative doctor's surgery. It is considered likely that such a use of the ground floor would result in considerably more comings and goings associated with the ground floor use of the site than the existing flat or the approved 2 no. flats granted planning permission under reference 18/00998.
- 7.4.6 The proposal would introduce an intensive use of the side access and the newly formed and extensive rear car park. This would result in an unacceptable increase in noise and disturbance in close proximity to neighbouring residential gardens, in particular in view of the enlargement of the application site to effectively enclose approx. one half of the rear garden of the neighbouring conversion flats.

Proposed site layout



7.4.7 It is considered that the intensive use of the side access would be detrimental to the amenities of neighbouring properties as a consequence of the comings and goings of vehicles and noise generally relating to car doors slamming and the manoeuvring of vehicles. No evidence has been provided to show that the existing passage has or is used for vehicular access to the rear of the site and in any case the proposal would comprise an intensification of the use of the site which would lead to an increased use of the side access, with this undermining the quiet enjoyment of the neighbouring rear gardens.

7.4.8 With regards to the visual impact of the development, it is considered that the increased height of the rear extensions on the boundary with the neighbouring property at No. 28 would result in an overdominant impact, with the height and bulk of the extensions appearing unduly dominant and visually intrusive when viewed from the rear of the neighbouring properties. While it is acknowledged that the neighbouring buildings are set to the rear of the application building at present, the proposed rear extension would project to the rear at three storey height rather than the two storey height found to be acceptable under reference 18/00998. As a result of the increased scale and height of the development it is considered that the

extended (upwards and rearwards) flank elevations would be overdominant and visually intrusive when viewed from the neighbouring properties.

7.5 Standard of outlook and amenity for future occupiers - Unacceptable

- 7.5.1 The application granted planning permission under reference 18/00998/FULL1 included provision within the rear garden of 2 private amenity areas for the ground floor flats (deleted in this current scheme) along with access from the side door to the rear retained communal garden for the flats on the first and second floors. The first floor flat also had a private terrace (as is currently proposed) and the second floor flat would have had access (albeit indirect) to and use of the communal garden. The current proposal in contrast dedicates the rear garden space in its entirety to parking associated with the flats as well as the 4 surgery consulting rooms on the ground floor. As a consequence, the flats at second and third floors would have no access to private amenity space, and the first floor terrace would overlook the 10 no. car parking spaces at the rear which would be used by patients and other residents, having very little privacy or amenity value as a result.
- 7.5.2 In refusing the previously proposed scheme under reference 19/03229/FULL1 refusal ground 2 referred to there being a lack of adequate external amenity space, with this resulting in accommodation of an unsatisfactory standard. This current proposal would have a worsened amenity space provision in view of the intensification of the use of the site through the introduction of non-residential use on the ground floor and the significant increase in the intensity of the car parking provision at the rear.

7.6 Highways - Unacceptable

- 7.6.1 The NPPF recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The NPPF clearly states that transport issues should be considered from the earliest stage of both plan making and when formulating development proposals and development should only be prevented or refused on transport grounds where the cumulative impacts of development are severe.
- 7.6.2 The NPPF states that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.
- 7.6.3 London Plan and Bromley Local Plan Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the London Plan and the Bromley Local Plan should be used as a basis for assessment.
- 7.6.4 The current proposal includes the provision of 10 no. parking spaces to the rear of the building. These spaces would be accessed via a side passageway which measures (scaled from the submitted drawing) 2.25m wide at the front and 3.1m

wide at the rear of the alley between the buildings. The parking layout shows the provision of 2 spaces at the front of the property.



7.6.5 Limited information has been provided to demonstrate that the rear parking area is readily accessible by car or that the manoeuvring space at the rear would be sufficient to enable access to all the spaces as laid out on the drawings. The proposed entrance to the upper flats would open directly on to this side passageway and in view of the limited width of the alley it is considered that this could result in a conflict between the pedestrian and vehicular comings and goings associated with the upper flats. This was similarly the case in the most recent refused scheme, although in that case the only parking at the rear served the residential flats proposed within the building, as there was no proposed mixed residential/non-residential use of the site.



7.6.7 The access to the side is very narrow and vehicles entering the rear car park and existing the facility would have no meaningful space for waiting before making the manoeuvre, leading to potential conflict between exiting and entering cars, in tandem with the residential access to the upper floors. The access door at the rear is of standard width and is not specifically annotated as comprising a public access point to the surgery, which is indicated on the submitted ground floor plan as being at the front of the building. No detailed information has been provided regarding how the parking spaces would be allocated nor regarding provision for disabled car parking, which in view of the ground floor layout and the width of pedestrian access to the building would appear likely to need to be at the front of the site.

8. CONCLUSION

8.1.1 It is considered that the design, scale and appearance of the proposed development would be detrimental to visual amenity and the quality of the street scene, appearing as a bulky and disproportionate addition and resulting in a jarring appearance in the context of the neighbouring buildings. While it is noted that the existing building is itself not representative of the prevailing character of the buildings within the immediate locality of the application site, this is not considered to justify the scale and bulk of the proposals, in particular the readily appreciable third storey of development and the height of the building to eaves and ridge in relation to the overall resultant height of the property.

8.1.2 On the basis of the application submission, which includes the provision of rear parking to serve the flatted conversion/extension in addition to a doctor's surgery, it is considered that insufficient information has been provided (taking into account the narrowness of the space to the side of the building and the number of spaces to the rear) to confirm that the rear parking would be readily and safely accessible and that there is sufficient manoeuvring space to the rear.

8.1.3 The proposal would result in a significant increase in the height of the building close to the boundary with the neighbouring residential properties and in view of the design and scale of the development it is considered that the extensions would appear as over-dominant and visually intrusive additions when viewed from neighbouring properties. The formation and use of a rear parking area access along the narrow side track would result in an unacceptable increase in the noise and disturbance to neighbouring residential gardens and this would be uncharacteristic of the layout of development in the locality and would impact detrimentally on the quiet enjoyment of the neighbouring properties. The parking provision would additionally reduce the amount of space available within the application site to provide accessible amenity space to serve prospective occupants of the residential flats on the upper storeys of the resultant building as well as reducing the privacy and utility of the approved first floor terrace.

8.1.4 It is acknowledged that the proposal would result in an increase in the number of units provided on site from 2 to 3. Planning permission was granted under 18/00988 for the extension and conversion of the property to provide a total of 4 residential flats. While the additional residential unit (1 no. flat) would contribute to local housing supply, it is not considered that this increase would outweigh the

material harms identified above in respect of the impact of the development on the visual and residential amenities of the area.

- 8.1.5 The application proposes to provide a 4 consulting room doctor's surgery on the ground floor. While Policy 26 of the Bromley Local Plan states that the Council will work to meet the physical and mental health needs of communities by allowing new health facilities, this is subject to the public transport accessibility of the site and the preferred location for such facilities will be within existing shopping centres or local parades and unless there are demonstrable negative local impacts which substantially outweigh the need which cannot be addressed through planning conditions or obligations.
- 8.1.6 No information has been provided regarding this part of the proposal in terms of need for the surgery. Paragraph 3.2.13 relates to General Practices (it is noted that no information has been submitted to identify the type of D1 surgery provision which would be provided) highlighting that while GP surgeries can sometimes be accommodated within residential properties, many existing premises are unsuitable for the expanded function of modern GP surgeries and that town centres and local shopping parades are likely to provide the most sustainable opportunities for new facilities, where the impact on residential amenity is minimised.
- 8.1.7 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: REFUSAL

Reasons for refusal:

1. The proposal by reason of its design and height and the extent of the site covered by buildings and hardsurfaces would appear as a bulky and disproportionate addition and excessive site coverage which would fail to respect the distinctive quality of the street scene and the pattern of development in the area, which would be detrimental to the character and appearance of the locality and the visual amenities of the street scene and the area in general, thereby contrary to Policies 37, 4, 9 and 6 of the Bromley Local Plan and Policies 7.4 and 7.6 of the London Plan.
2. The proposal by reason of its height, scale and proximity to the boundary and the formation of vehicular parking and manoeuvring space at the rear of the property to serve the proposed residential flats and speculative doctor's surgery would be detrimental to the amenities of the occupiers of adjacent properties, resulting in an overdominant and intrusive visual impact and noise and disturbance associated with the use of the side access and the parking area at the rear and by reason of the lack of adequate external amenity space would result in accommodation of an unsatisfactory standard of amenity for prospective occupiers, thereby contrary to Policies 4, 37 and 9 of the Bromley Local Plan and Policy 3.5 of the London Plan.

3. Insufficient information has been provided to demonstrate that the site layout including the parking area at the rear would be practicable, with adequate access to the rear parking facility, manoeuvring space within the car park, and consideration of pedestrian safety in the absence of which the proposal would be contrary to Policies 4, 30, 32 and 33 of the Bromley Local Plan.
4. Insufficient information has been provided to establish that the proposed doctor's surgery would be acceptable in principle, in terms of need for such provision and the suitability of the site for that purpose, thereby contrary to Policy 26 of the Bromley Local Plan.