

Committee Date	07.01.2020		
Address	128 Jackson Road Bromley BR2 8NX		
Application Number	20/04217/FULL6	Officer - Russell Penn	
Ward	Bromley Common And Keston		
Proposal	Conversion of existing side garage into habitable accommodation, construction of a single storey glazed link between the house and garage, side roof dormer, elevational alterations including new windows, construction of front porch and renewal of roof coverings. (Revised scheme to approved application DC/20/01687/FULL6 to allow for new main house roof)		
Applicant	Agent		
Mr L Pearce	Andrew Barrett		
128 Jackson Road Bromley BR2 8NX	4 Barnet Wood Road Bromley BR2 8HJ		
Reason for referral to committee	Call-In	Councillor call in Yes	

RECOMMENDATION	Permission
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<p>KEY DESIGNATIONS</p> <p>Biggin Hill Safeguarding Area London City Airport Safeguarding Open Space Deficiency Smoke Control SCA 22</p>
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Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	4	4	n/a

Electric car charging points	0
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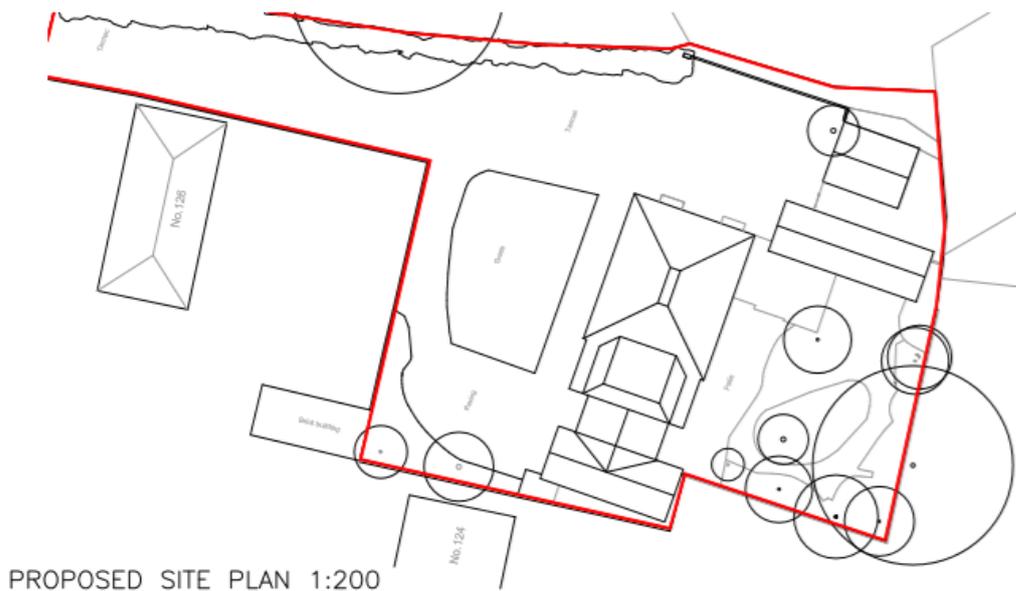
Representation summary	<i>Neighbour letters issued – 20.11.2020 (21 day period)</i>	
Total number of responses		5
Number in support		0
Number of objections		5

1 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The development would not result in a harmful impact on the character and appearance of the area and special local interest of the building.
- The development would not adversely affect the amenities of neighbouring residential properties

2 LOCATION

- 2.1 The site is located on the east side of Jackson Road and comprises a pair of Locally Listed cottages located behind and to the east of No126 Jackson Road and accessed via a private driveway between No126 and No134. Both original cottages are now occupied as single dwellinghouse.
- 2.2 The properties surrounding the site are of later periods of construction with the buildings concerned dating back to at least the early nineteenth century. The site is not located in a conservation area.





3 PROPOSAL

- 3.1 Planning permission is sought for the conversion of existing side garage into habitable accommodation, construction of a single storey glazed link between the house and garage, side roof dormer, elevational alterations including new windows, construction of front porch and renewal of roof coverings. (Revised scheme to approved application DC/20/01687/FULL6 to allow for new main house roof)
- 3.2 The change to the extant scheme involves erecting a full hipped roof structure over the original main roof area of the building from its existing two section hipped roof structure format.
- 3.3 The other elements of the scheme remain as previously approved thus:
 - The link structure will form a lightweight glazed connecting section between the existing house recessed from the front and rear elevations by approximately 1m respectively. This allows the existing garage building to become habitable accommodation to provide a large kitchen diner. An inline glazing arrangement is shown to the existing south roof slope of the garage.
 - A side dormer to the main flank cat slide south roof slope is similarly set back from the front and rear elevations by approximately 1m to provide an extended bedroom area and en suite bathroom. This also involves the removal of a chimney.
 - Alterations to the front elevation incorporate removing existing front doorways and providing a more central single entrance with a front porch that will be an open type canopy arrangement on two posts at a projection depth of 1m. Ground floor windows and a first floor front window will be altered to picture style windows and the existing south garage doors will be replaced with the same.

- Alterations to the rear elevation comprise removing a redundant projecting chimney breast, and alterations to window positions and an additional window at first floor.
- Materials are indicated as a painted render finish, upvc windows with integral glazing bars and a slate roof covering.



As approved under ref 20/00812/FULL6



Revision to roof under current application.

4 RELEVANT PLANNING HISTORY

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

4.2 17/02459/FULL1: Demolition of 128-130 Jackson Road and outbuildings and redevelopment with a 2 storey terrace of four 3 bedroom dwellinghouses and one 2

storey, 2 bedroom detached dwellinghouse, with associated landscaping, parking, cycle and refuse stores and boundary treatments.

- The development was refused by reason of its siting, design, mass and scale and its relationship to adjacent dwellings in this location representing an inappropriate and visually obtrusive development harmfully at odds with the open spatial characteristics of the site and locality which is an important characteristic to the urban grain and pattern of development in the locality and also contributes to the character and appearance of the area.
- Furthermore, the siting and proximity of the dwellings to neighbouring buildings and property boundaries were considered to have a serious and adverse effect on the perceived privacy and amenity enjoyed by the occupants of neighbouring property.

4.3 17/04892/FULL1: Demolition of 128-130 Jackson Road and outbuildings and redevelopment with a 2 storey terrace of four 3 bedroom dwellinghouses with associated landscaping, parking, cycle and refuse stores and boundary treatments. The application was appealed for non determination and dismissed at appeal on 17/08/2020.

- The Planning Inspector concluded that the proposed dwellings would have an unacceptable effect on the living conditions of the occupiers of the neighbouring properties. This harm weighs significantly and demonstrably against the proposal. It would not be unacceptable as regards the effect on the character and appearance of the area.
- The Planning Inspector also concluded that the loss of Locally Listed building for redevelopment would not be objectionable.

4.4 18/00346/FULL1 Demolition of 128-130 Jackson Road and outbuildings and redevelopment of the site with 3no. 3-Bedroom, 2-Storey detached dwellinghouses with associated landscaping, parking, cycle and refuse stores and boundary treatments. Refused 24.05.2018

- The refusal reason stated that the proposal would result in a cramped overdevelopment of the site, out of character with the surrounding area and harmful to the amenities of local residents.

4.5 20/00812/FULL6: Demolition of existing garage and stores, conversion of existing garage to habitable space, erection of part one/two storey side extensions including new attached garage and store and construction of front porch. Loft conversion with raised roof and rear dormer and elevational alterations. Refused 30.04.2020.

- The refusal reason related to the overall dominating design, bulk, height, footprint, size, scale and massing of the extensions resulting in an inappropriate and visually obtrusive development harmfully at odds with the open spatial characteristics of the sites setting, locality and special local interest of the building which are important characteristics of the site, the character and appearance and pattern of development in the locality.

- Furthermore, by reason of increased overlooking to rear neighbouring dwellings and rear property boundaries the extensions were considered to have a serious and adverse effect on the perceived privacy and amenity enjoyed by the occupants of neighbouring property.
- 4.6 20/01687/FULL6: Conversion of existing side garage into habitable accommodation, construction of a single storey glazed link between the house and garage, side roof dormer, elevational alterations including new windows, construction of front porch and renewal of roof coverings. Approved 24.07.2020

5 CONSULTATION SUMMARY

A) Statutory

- None required.

B) Adjoining Occupiers

Overlooking and loss of privacy (addressed in para 7.3)

- Concerns regarding overlooking from windows.
- Concerns with loss of visible sky/daylight.

Overdevelopment and Out of Character (addressed in para. 7.2)

- Increased ridge height, loss of split apex roof, will be overbearing with dominating design.
- Overbearing effect visually from neighbouring gardens.
- Appearance of space very constrained. Boxed in feeling.
- Concerns with increase in bulk and mass.
- Previous similar design rejected.

6 POLICIES AND GUIDANCE

- 6.1 Section 70(2) of the Town and Country Planning Act 1990 (as amended) sets out that in considering and determining applications for planning permission the local planning authority must have regard to:-
- (a) the provisions of the development plan, so far as material to the application,
 - (b) any local finance considerations, so far as material to the application, and
 - (c) any other material considerations.
- 6.2 Section 38 (6) of the Planning and Compulsory Purchase Act (2004) makes it clear that any determination under the planning acts must be made in accordance with the development plan unless material considerations indicate otherwise.
- 6.3 The development plan for Bromley comprises the London Plan (March 2016) and the Bromley Local Plan (2019). The NPPF does not change the legal status of the development plan.

- 6.4 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.
- 6.5 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 version of the London Plan which the Mayor intended to publish, having considered the report and recommendations of the panel of Inspectors.
- 6.6 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.
- 6.7 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.
- 6.8 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.
- 6.9 The application falls to be determined in accordance with the following policies:-

6.10 National Policy Framework 2019

6.11 The London Plan

- 6.13 Parking
- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage Assets and Archaeology

6.12 Draft London Plan

- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- HC1 Heritage conservation and growth

T5	Cycling
T6	Car parking
T6.1	Residential Parking

6.13 Bromley Local Plan 2019

6	Residential Extensions
8	Side Space
30	Parking
37	General Design of Development
39	Locally Listed Buildings

6.14 Bromley Supplementary Guidance

Supplementary Planning Guidance 1 - General Design Principles
 Supplementary Planning Guidance 2 - Residential Design Guidance

7 ASSESSMENT

7.1 Resubmission

7.1.1 This application follows a recent approval of planning permission under ref. 20/00812/FULL6 for demolition of existing garage and stores, conversion of existing garage to habitable space, erection of part one/two storey side extensions including new attached garage and store and construction of front porch. Loft conversion with raised roof and rear dormer and elevational alterations.

7.1.2 The key change involves erecting a full hipped roof structure over the original main roof area of the building from its existing two section hipped roof structure format.

7.2 Design – Layout, scale – Acceptable

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

7.2.2 Paragraph 124 of the NPPF (2019) 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.

7.2.3 Paragraph 127 of the NPPF (2019) 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.

- 7.2.4 London Plan and Bromley Local Plan policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design
- 7.2.5 Policy 6 of the Bromley Local Plan requires the design and layout of proposals for the alteration or enlargement of residential properties to be of scale, form and materials of construction that should respect or complement those of the host dwelling and be compatible with development in the surrounding area. Space or gaps between buildings should be respected or maintained where these contribute to the character of the area.
- 7.2.6 Policy 8 of the Bromley Local Plan details that when considering applications for new residential development, including extensions, the Council will normally require for a proposal of two or more storeys in height, a minimum 1 metre space from the side boundary of the site should be retained for the full height and length of the building or where higher standards of separation already exist within residential areas, proposals will be expected to provide a more generous side space.
- 7.2.7 Policy 37 of the Bromley Local Plan details that all development proposals, including extensions to existing buildings, will be expected to be of a high standard of design and layout. To summarise developments will be expected to meet all of the following criteria where they are relevant; be imaginative and attractive to look at, of a good architectural quality and should complement the scale, proportion, form, layout and materials of adjacent buildings and areas; positively contribute to the existing street scene and/or landscape and respect important views, heritage assets, skylines, landmarks or landscape features; create attractive settings; allow for adequate daylight and sunlight to penetrate in and between buildings; respect the amenity of occupiers of neighbouring buildings and those of future occupants; be of a sustainable design and construction; accessible to all; secure; include; suitable waste and refuse facilities and respect non designated heritage assets.
- 7.2.8 Policy 39 of the Bromley local Plan states that buildings on the Local List are considered to be non-designated heritage assets in the National Planning Policy Framework (NPPF). A proposal to alter, extend or for the change of use of a locally listed building will be permitted provided that it is sympathetic to the character, appearance and special local interest of the building; and it respects its setting.
- 7.2.9 The current building is located in a suburban and yet spacious location on the site that it occupies due its historical siting prior to the construction of the surrounding development. The scale and bulk of the existing linked cottages is also relatively limited which forms the character and setting of the site and its site environs. The scale of the existing building is therefore a starting point to consider with regard to

any additions or extensions as this represents the local context and character of the locality.

- 7.2.10 In this case the proposed resultant building would now largely remain in the format as existing but with extensions that respect the heritage nature of the building. The linking extension is subservient in design and of lightweight construction that helps maintain the original format of the building. The side dormer is considered similarly.
- 7.2.11 The front porch would unify the building collectively, however the loss of the original separate cottages front doors and a roof chimney would in part remove the historical narrative of the building visually.
- 7.2.12 The main change to the extant scheme involves the alteration of the two independent hipped roof formats to a single hipped roof. The roof ridge will be 850mm higher than the existing ridges.
- 7.2.13 It has been stated that “The new roof will have an internal height of 2.0 metres above the existing ceiling and therefore will not enable the resultant space to be converted to a habitable room. There are no windows within the roof and the space within the roof will be used for storage.”
- 7.2.14 The Councils Conservation officer has not raised objection to the alteration of the roof format in this revised scheme given earlier schemes to redevelop the site gave little weight to the historical context of the locally listed cottages.
- 7.2.15 However, the original footprint of the cottages remains apparent and on balance the harm to the special local interest of the building, the character and appearance and visual amenity of the area is deemed acceptable in the circumstances.

7.3 Residential Amenity – Acceptable

- 7.3.1 Policy 37 of the Bromley Local Plan seeks to respect the amenity of occupiers of neighbouring buildings and those of future occupants, providing healthy environments and ensuring they are not harmed by noise and disturbance, inadequate daylight, sunlight, privacy or by overshadowing.
- 7.3.2 Policy 4 of the Bromley Local Plan also 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.
- 7.3.3 In terms of outlook, the fenestration arrangement will provide front and rear outlook for the extended dwelling and revised aperture locations overlooking amenity space or overlooking vehicle access way primarily at the same height in the elevations as existing. Two windows in the side dormer are to a bathroom and also to a secondary window to the extended bedroom 1 and could be perceived to overlook No 124 in part. Given the nature of the window use it is recommended that these are obscure glazed to maintain privacy. In line roof glazing at ground level will be

above head height for light ingress only. It is not considered that the inline roof glazing will result in a loss of privacy.

- 7.3.4 The roof alteration will not involve any internal use for habitable accommodation and is indicated for storage only. No roof lights or other separate roof structures are proposed to the new main roof, with the roof taking a fully hipped format only with a small flat crown area. The overall ridge height will increase by 850mm above existing and will also involve infilling the current void between the existing roof structures.
- 7.3.5 It is worth noting that the previously refused scheme (20/00812/FULL6) proposed an increase of 1.4m to ridge height and a much larger roofscape footprint. The current scheme has greatly reduced these parameters and although this will increase the scale of the building, the resultant roof format is akin to roof structures generally in the area and is not now considered overbearing to neighbouring property as proposed.
- 7.3.6 It is recommended that permitted development rights are restricted to the roof structure to allow control over any future alterations in respect of maintaining privacy and amenity to neighbouring property.

7.4 Highways – Acceptable

- 7.4.1 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 residual cumulative impacts of development are severe.
- 7.4.2 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.
- 7.4.3 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 Bromley Local Plan should be used as a basis for assessment.
- 7.4.4 A front parking area and separate detached garage will be retained. It is not considered that the proposal would have any effect on highway safety or cause increased on street parking.

7.5 Trees and Landscaping - Acceptable

- 7.5.1 Policy 73 of the Bromley Local Plan states that proposals for new development will be required to take particular account of existing trees on the site and on adjoining

land, which in the interests of visual amenity and/or wildlife habitat, are considered desirable to be retained.

7.5.2 Policy 77 of the Bromley Local Plan states that development proposals will seek to safeguard the quality and character of the local landscape and seek the appropriate restoration and enhancement of the local landscape through the use of planning obligations and conditions.

7.5.3 Limited details of landscaping have been submitted for the areas given over to garden for external amenity for future occupiers. However, given the minor nature of the extensions further details are not considered to be necessary to be requested by condition.

8 CONCLUSION

8.1 Having had regard to the above it is considered that the development in the manner proposed is acceptable as it would not result in a significant loss of amenity to local residents or impact detrimentally on the character of the area and special local interest of the building.

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: Application Permitted

Subject to the following conditions:

1. Standard time limit of 3 years
2. Standard compliance with approved plans
3. Provision of obscure glazing to first floor side windows
4. Matching materials
5. Removal of rights in respect of any structure, extension, enlargement or alteration of the roof structure, permitted by Class B or C of Part 1 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended)

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