

Section '3' - Applications recommended for PERMISSION, APPROVAL or CONSENT

Application No : 12/00102/FULL1

**Ward:
Chislehurst**

**Address : Graham Chiesman House St Pauls Cray
Road Chislehurst BR7 6QA**

OS Grid Ref: E: 544667 N: 170035

Applicant : McCarthy And Stone Retirement Lifestyles Ltd and the Rochester Diocesan Society And Board Of Finance Of Diocesan Office **Objections : NO**

Description of Development:

Part demolition of existing buildings and three storey extension, comprising 10 one bedroom and 32 two bedroom retirement flats, 2 guest suites, communal facilities and management offices, with 26 car parking spaces (14 covered by pergolas), and bicycle, electrical scooter and refuse storage

Key designations:

Conservation Area: Chislehurst
Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds

Proposal

Planning permission is sought for the retention of the original Graham Chiesman House, demolition of the modern 1960's extension to the original house and the erection of a 3 storey extension (2 storey with rooms in the roof) to the east and south east of the main house, in a similar position to the existing extension. A single storey 'link' extension will join the main house and the new extension.

The accommodation will comprise 42 retirement flats (10x1 bedroom and 32x2 bedroom), a house managers office, together with communal lounge, 26 car parking spaces, parking for cycles and electric scooters and refuse storage.

Vehicular access to the site will remain as existing, with a limited widening of the driveway to provide visibility splays. The car parking will be to the south west and south east of the original house and the main entrance will be in the south east facing elevation of the main house.

The main house will be used for administrative purposes, 2 flats and 2 guest suites. The new extension will accommodate the remaining flats. Eight of the car parking spaces will be covered by a pergola structure and the cycle and electric scooters will also be covered.

The proposed extension will be larger than the existing extension measuring 57m long (compared to 41m for the existing) and 16m deep (compared to 6m). The extension will be closer to the north eastern boundary (the allotments) and marginally closer to the north western boundary (adjoining The Chestnuts).

The property is currently vacant. The applicant advises that it was previously used as a residential conference centre and more recently for refugee accommodation.

The applicant has submitted numerous supporting documents including a Planning Statement, a Design and Access Statement, a Statement of Community Involvement, an Urban Design Review, an Affordable Housing Statement, Viability Assessment and Review report a Utilities Statement, a Tree Survey and Landscape Management Plan, a Site Investigation Report, Site Appraisal Report, an Energy Statement, Survey reports relating to Bats, Badgers and Great Crested Newts, and Environmental Impact Assessment Statement, a Flood risk Assessment and a Refuse and Waste Minimisation Plan.

Location

The site is located on the eastern side of St Pauls Cray Road, immediately to the south-east of residential properties, with allotments to the north-east and residential garden to the south-east. Common land extends along the south-western boundary, separating the site from St Pauls Cray Road. Opposite the site, to the south west are detached residential properties fronting St Pauls Cray Road. The site lies within the Chislehurst Conservation Area and is designated Urban Open Space in the Unitary Development Plan.

Comments from Local Residents

Nearby properties were notified and representations were received which can be summarised as follows

Support for the proposal in terms of its use (much needed), the retention of the original house, the proposed extension and bringing the site back into use. Minimal impact from traffic, suitable use to enable older residents to 'downsize' from larger homes.

No letters of objection have been received.

Comments from Consultees

The Council's Highways Officer raises no objection to the proposal subject to recommended conditions.

The Council's Drainage Consultant considers the site is suitable for sustainable urban drainage systems for the disposal of surface water and recommends conditions accordingly.

The Council's Environmental Health Officer raises no objections to the proposal.

Thames Water raise no objections to the proposal

The Metropolitan Police Crime Prevention Design Adviser raises no objections.

The Advisory Panel for Conservation Areas considers the proposal is acceptable in principle but the architectural design does not reflect the quality of the existing buildings (Graham Chiesman House).

Planning Considerations

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

- H1 Housing Supply
- H2 Affordable Housing
- H3 Affordable Housing Payment in Lieu
- H4 Supported Housing
- H7 Housing Density
- T3 Parking
- T7 Cyclists
- T18 Road Safety
- BE1 Design of New Development
- BE11 Conservation Areas
- BE14 Trees in Conservation Areas
- NE7 Development and Trees
- G8 Urban Open Space
- C6 Residential Proposals for people with particular accommodation requirements
- IMP1 Planning Obligations

Supplementary Planning Guidance for Chislehurst Conservation Area

In strategic terms the most relevant London Plan policies are:

- 3.3 Increasing Housing Supply
- 3.8 Housing choice
- 3.10 – 3.12 Affordable Housing
- 5.1 Climate Change Migration
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.7 Renewable Energy
- 5.13 Sustainable Drainage
- 7.8 Heritage Assets and Archaeology

National Planning Guidance is provided through the National Planning Policy Framework 2012

From an arboricultural point of view several smaller trees are to be removed within the area of the widened vehicular access, one more near the existing entrance to the house and 2 that are adjacent to the proposed northern elevation. These are not significant trees in terms of size or impact on the public realm and there are no objections to the removal of the trees subject to conditions regarding replacement planting.

From a heritage and design point of view there are no objections to the proposal.

Planning History

There is no relevant planning history for this site.

Conclusions

The main issues to be considered are the acceptability of the proposed use, the impact of the demolition of part of the existing building and the proposed extension on the character and appearance of this part of the Chislehurst Conservation Area and the impact on the amenities of the occupants of neighbouring properties.

Acceptability of proposed use

The applicant advises that the property was previously used as a residential conference centre and more recently for refugee accommodation. The building has been vacant for several years.

The proposed use will be for 42 sheltered housing units and the proposed use is acceptable, in principle, in terms of the positive increase in housing supply in the borough (Policy H1) and the provision of supported housing (Policy H4).

In terms of housing density, the site is designated as Urban Open Space and as such there are limitations as to the extent of development permissible. Therefore the proposed density is lower than Policy 3.4 of the London Plan.

Policy G8 states that development will be permitted where it relates to the existing use and any replacement buildings do not exceed the site coverage of the existing development on the site. The supporting text states that 'the primary purpose of this policy is to protect the open character of these smaller open spaces. In addition it states that 'In all cases, the acceptability of any proposal will be dependent on its scale in relation to the size of the open space.

In this case the existing site coverage of buildings will increase – the proposed extension will be a maximum of 11m deeper and 12m longer than the existing extension. However a minimum distance of 5.7m and 14.7m is provided to boundaries to the east and north respectively, with 35m between the enlarged building and the southern boundary. Parking spaces will be extended into the rear courtyard area.

With reference to this specific point the applicant supports the proposal by stating that:

‘While the footprint and overall massing of the building would be greater than what presently exists, the key issue is whether this causes any significant harm in relation to the size of the open space be it the application site itself or on the adjoining allotments which unlike the application site can be rightly deemed to be UOS. The issue which arises in terms of Policy G8...is whether the proposed development by virtue of being different to what presently exists materially harms the Urban Open Space.

While the built form is different, the essential character of the site would be maintained...As such there would not be any significant harm to the character of the site which would continue to contribute to local bio diversity and still provide a visual break in the urban environment.’

In view of the above it is considered that the proposed extension is in broadly the same position as the existing extension and a considerable proportion of the site will remain open with landscaped gardens and significant tree coverage. The site will be well screened from the west, north and south but will be visible from the allotments to the east, as is the current site.

Impact on conservation area

The Councils guidance for development in Chislehurst Conservation Area is contained within the Supplementary Planning Guidance for Chislehurst Conservation Area and Policy BE11 of the Unitary Development Plan.

The application proposes to demolish the modern side/rear extension and the SPD states that :

“The Council’s attitude to demolition for redevelopment hinges on the degree of contribution of the existing building and/or surrounding spaces, both in its own right and as a component element of the Conservation Area. This will normally be assessed on a case-by-case basis in the context of specific circumstances.....The character and appearance of a Conservation Area is frequently embodied in buildings, which are not in themselves exceptional, but are contributors to the Area’s noteworthiness. Assessment of the contribution a building or space makes to the Conservation Area will generally follow the guidance provided in the English Heritage publication ‘Conservation Area Practice.’”

In this case the ‘older’ part of Graham Chiesman House will be retained and the modern 1960’s extension will be demolished. The extension is of poor quality, both in terms of design and it’s condition, and it is considered that the loss of this part of the building would not have a detrimental impact on the host building or the character and appearance of the conservation area.

The size and massing of the proposed scheme will increase but it is considered that this is in proportion with the host building and the remainder of the site. The design of the proposed extension is traditional with gabled ‘bay’ projections to alleviate the elevations, pitched roof and traditional dormers in the roofplane. The

materials are also traditional with red brick, cast stone and clay roof tiles. It is considered that this will complement the design of the original Graham Chiesman House and also the character and appearance of this part of Chislehurst.

There are also several pergolas proposed to cover cycle stores and parking bays and cycle/scooter parking areas. In terms of scale these are considered acceptable and a condition is recommended regarding the final appearance and materials.

The separation distances between the proposed extension and adjacent boundaries is considered reasonable to ensure that the development retains the open nature and spaciousness that currently characterises the site.

Members should note that it is proposed to slightly widen the existing vehicular access to improve vehicular access to the site. The applicant has served notice on the owner of the land that is needed to implement this measure and no objection has been received. In addition a condition is recommended to ensure that the visibility splays at the junction of the site and St Pauls Cray Road are provided, prior to the commencement of the development.

For the reasons above it is considered that the demolition of the existing modern extension and erection of the proposed extension and associated parking, refuse and pergolas would preserve and enhance the character and appearance of Chislehurst Conservation Area.

Impact on the amenities of occupants of adjoining properties

The closest residential property, and the most likely to be affected by this development, is The Chestnuts which lies to the north west of the site. The number of windows in the proposed elevation facing this property will increase as a result of the development. However due to the orientation of the proposed extension with The Chestnuts, the main bulk of windows will face the car parking area at the rear and there is also significant screening along this boundary, with a separation from the nearest windows to the boundary of 14.7m. It should be noted that the single representation received from The Chestnuts supports the scheme

It should also be noted that The Chestnuts is already overlooked by windows used for habitable accommodation.

It is considered that given the above circumstances there is unlikely to be a significantly adverse impact on the amenities of the occupants of The Chestnuts.

S106 contributions and Environmental Impact Assessment

With regard to the provision of affordable housing on the site (Policy H2) the applicant has submitted a Financial Viability Statement which has been independently assessed by consultants appointed by the Council. This assessment concludes that the applicants offer of a total financial contribution of £335,397 is acceptable.

It is proposed that a payment in lieu of £292,173 for affordable housing is made, together with £43,218 for health contributions.

As the site exceeds 0.5ha it is necessary to screen this application for an Environmental Impact Assessment (EIA) under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. The applicant has submitted a Phase 1 Habitat Study and several specific Species Studies and based on the evidence presented it is considered that an EIA is not required for this application.

Having regard to the above it is considered that the proposal is acceptable in terms of the demolition of the current extension, the design, scale and massing of the proposed extension, the impact of the development on the Urban Open Space and the conservation area, the highway matters relating to the vehicular access and the sightlines and the S106 contributions for affordable housing and health.

Background papers referred to during the production of this report comprise all correspondence on file ref. 12/00102 excluding exempt information.

RECOMMENDATION: PERMISSION SUBJECT TO THE PRIOR COMPLETION OF A SECTION 106 AGREEMENT relating to affordable housing and health

and the following conditions:

- 1 ACA01 Commencement of development within 3 yrs
ACA01R A01 Reason 3 years
- 2 Details of a scheme of landscaping, which shall include the materials of paved areas and other hard surfaces, shall be submitted to and approved in writing by the Local Planning Authority before the first occupation of the development hereby permitted. The approved scheme shall be implemented in the first planting season following the first occupation of the buildings or the substantial completion of the development, whichever is the sooner. Any trees or plants which within a period of 5 years from the substantial completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species to those originally planted.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and to secure a visually satisfactory setting for the development.

- 3 ACA07 Boundary enclosure - no detail submitted
ACA07R Reason A07
- 4 ACB16 Trees - no excavation
ACB16R Reason B16
- 5 ACB18 Trees-Arbicultural Method Statement
ACB18R Reason B18
- 6 ACB19 Trees - App'ment of Arbicultural Super
ACB19R Reason B19
- 7 ACC01 Satisfactory materials (ext'n'l surfaces)
ACC01R Reason C01
- 8 ACD06 Sustainable drainage system (SuDS)

9 ADD06R Reason D06
The development hereby permitted shall not be first occupied until sightlines of 2.4m x 43m in both directions of the site access junction with St Pauls Cray have been provided with no obstruction to visibility within the splays exceeding in height to the satisfaction of the Local Planning Authority. Such sightlines to be permanently maintained thereafter.

10 ACH11R Reason H11
ACH16 Hardstanding for wash-down facilities
ACH16R Reason H16

11 Details of a scheme to light the access drive and car parking areas hereby permitted shall be submitted to and approved in writing by the Local Planning Authority before the development hereby permitted is first occupied. The approved scheme shall be self-certified to accord with BS 5489 - 1:2003 and be implemented before the development is first occupied and the lighting shall be permanently retained thereafter.

Reason: In order to comply with Policy T3 and Appendix II of the Unitary Development Plan in the interest of visual amenity and the safety of occupiers of and visitors to the development.

12 ACH27 Arrangements for construction period
ACH27R Reason H27

13 ACH28 Car park management
ACH28R Reason H28

14 ACH29 Construction Management Plan
ACH29R Reason H29

15 ACH30 Travel Plan
ACH30R Reason H30

16 Details of electric car charging points shall be submitted to and approved in writing by the Local Planning Authority and the charging points shall be installed in accordance with the approved details prior to first occupation of any of the residential units hereby permitted, unless otherwise agreed in writing by the Local Planning Authority and shall be permanently retained in working order thereafter.

Reason: In the interests of promoting more sustainable means of car travel and to comply with Policy 6.13 of the London Plan.

17 ACI21 Secured By Design
ACI21R I21 reason

18 Details of the pergolas covering the car parking spaces, the cycle and electric scooter store and the refuse store shall be submitted to and approved by the Local Planning Authority prior to the first occupation of the residential units and shall be implemented in accordance with the submitted plans.

Reason: In the interests of the amenities of the host dwelling and the surrounding area and to comply with Policy BE1 of the Unitary development Plan.

19 ACK01 Compliance with submitted plan
ACC01R Reason C01

20 ACK03 No equipment on roof
ACK03R K03 reason

21 ACL03 Site wide Energy statement
ACL03R Reason L03

22 ACN10 Bat survey

In granting permission the Local Planning Authority had regard to the following policies of the Unitary Development Plan

- H1 Housing Supply
- T3 Parking
- T7 Cyclists
- T18 Road Safety
- BE1 Design of New Development
- BE11 Conservation Areas
- BE14 Trees in Conservation Areas
- NE7 Development and Trees
- G8 Urban Open Space
- C6 Residential Proposals for people with particular accommodation requirements
- IMP1 Planning Obligations

The development is considered to be satisfactory in relation to the following:

- (a) the appearance of the development in the street scene
- (b) the relationship of the development to adjacent property
- (c) the character of the development in the surrounding areas
- (d) the impact on the amenities of the occupiers of adjacent and nearby properties, in relation to privacy, light and outlook 5. the safety of pedestrians and motorists on the adjacent highway
- (e) the safety and security of buildings and spaces around them
- (f) accessibility to buildings
- (g) the housing policies of the development plan
- (h) sustainability issues
- (i) the green belt and open space policies of the development plan
- (j) the conservation policies of the development plan
- (k) the relationship of the development to trees to be retained
- (l) the provision of satisfactory living accommodation for future residents of the flats/houses
- (m) the preservation or enhancement of the conservation area

and having regard to all other matters raised.

INFORMATIVE(S)

- 1 Thames Water will aim to provide customers with a minimum pressure of 10m per head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 2 You are advised that this application may be liable for the payment of the Mayoral Community Infrastructure Levy under the Community Infrastructure Levy Regulations (2010) and the Planning Act 2008. The London Borough of Bromley is the Collecting Authority for the Mayor and this Levy is payable

on the commencement of development (defined in Part 2, para 7 of the Community Infrastructure Levy Regulations (2010)). It is the responsibility of the owner and /or person(s) who have a material interest in the relevant land to pay the Levy (defined under Part 2, para 4(2) of the Community Infrastructure Levy Regulations (2010)).

If you fail to follow the payment procedure, the collecting authority may impose surcharges on this liability, take enforcement action, serve a stop notice to prohibit further development on the site and/or take action to recover the debt.

Further information about Community Infrastructure Levy can be found on attached information note and the Bromley website www.bromley.gov.uk/CIL

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Proposal: Part demolition of existing buildings and three storey extension, comprising 10 one bedroom and 32 two bedroom retirement flats, 2 guest suites, communal facilities and management offices, with 26 car parking spaces (14 covered by pergolas), and bicycle, electrical scooter and refuse

