

Application No : 12/02385/OUT

Ward:
Bromley Town

Address : 1 Westmoreland Road Bromley BR2
0TB

OS Grid Ref: E: 540433 N: 168568

Applicant : Telereal Trillium

Objections : YES

Description of Development:

Demolition of existing building and erection of a 4 to 11 storey building comprising a 110 bedroom hotel (Class C1, 49 residential units (Class C3) and 592sqm retail use (Class A1-A5) with associated landscaping, servicing, 41 car parking spaces and bicycle parking OUTLINE
ADDITIONAL PLANS RECEIVED

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
Flood Zone 2
Flood Zone 3
London City Airport Safeguarding
London City Airport Safeguarding Birds
London Distributor Roads

Proposal

Outline planning permission is sought for the demolition of all the buildings on this site and the erection of a part 4 storey/part 11 storey building with a mix of uses comprising a 110 bedroom hotel, 49 residential flats, a retail unit plus 41 car parking spaces and delivery/servicing courtyard.

The applicant has asked for access only to be determined at this stage with scale, layout, appearance and landscaping reserved for future consideration as 'reserved matters'. To support the application illustrative plans have been submitted giving a maximum and minimum range for the height, length and depth of each part of the building. Should permission be granted for this proposal the applicant will submit detailed drawings for consideration in the future, based within this range of dimensions.

The development comprises:

- An L-shaped building is proposed extending from east to west, which is curved to broadly follow the line of the curve around Masons Hill into Westmoreland Road, which then extends north to south, running broadly

parallel with Sandford Road, ending in the same position as the southern elevation of the existing building.

Masons Hill frontage:

- The part of the building fronting Masons Hill will be 4 storeys closest to the access road between the site and former St Marks School, rising to 11 storeys at the apex of the corner with Westmoreland Road. The illustrative plans should a min/max height range from 11.5-14m in height and a min/max depth of 15-17.5m. The maximum extent of the depth of the footprint is defined by the front and rear elevations of former St Marks School and the line of the underground culvert that runs through the site.
- This part of the building will accommodate basement vehicle parking, a retail unit of 592sqm which opens on to Masons Hill together with the hotel entrance. There will be the hotel reception and bedrooms on the upper 3 floors.

Westmoreland Road/Sandford Road frontage

- On the northernmost part of the site, the illustrative plans show the proposed building will rise to 11 storeys and will be curved at this point. The max/min height is shown as 28-29.5m at this point. As the building extends southward the height gradually reduces, storey by storey, to 4 storeys (max/min of 11-13.5m). The plans state that no part of the building will project any further to the rear (closest to properties in Pinewood Road) than the existing building. The plans show that the max/min depth of this part of the building is 15-17.5m.
- This part of the building will accommodate basement parking and a service/delivery courtyard and 8 residential units at the lowest level, part retail and hotel bedrooms on the next level, hotel bedrooms on the next 3 levels and 41 residential units on the remaining 6 levels.
- The plans show that the southernmost elevation will be a minimum of 27m to the rear elevation of the closest residential property at No 28 Pinewood Road.
- The illustrative plans show the elevations to incorporate balconies to provide amenity space for the flats and a communal roof garden above the 4 storey element fronting Masons Hill.
- There is additional communal amenity space on the south side of the building.
- The plans also show land to be safeguarded for highway purposes around the junction of Masons Hill and Westmorland Road.
- It should be noted that that the site slopes significantly from north to south.

Numerous documents have been submitted by the applicant supporting the proposal including a Planning Statement, a Design and Access Statement, an Addendum to the Design and Access Statement (addressing the impact of the development on adjacent listed buildings), a Bromley Office Market Report, an Affordable Housing Viability Submission, Flood Risk Assessment, Noise Assessment, Transport Assessment, Interim Travel Plan, Statement of Community Involvement, Energy Statement and a Phase I Environmental Review

Location

The 0.32 ha site occupies a prominent position on the corner of Masons Hill and Westmoreland Road on the southern edge of Bromley Town Centre. The site is currently occupied by the 3/4 storey former DHSS office building which has been vacant for sometime.

- To the south-east of the site lies the Grade II listed former St Marks School (now used by the Bromley Youth Offending Team) and the Bromley Christian Centre (BCC). There is a modern 5 storey office building behind the BCC in Cromwell Avenue.
- To the south and south-west lie detached and semi-detached, mainly 2/3 storey Victorian residential properties, many of which have been converted to flats. The closest roads are Pinewood Road and Sandford Road, with Cromwell Avenue and Hayes Road beyond.
- To the west lies the locally listed St Marks Church with further residential properties beyond.
- To the north, on the corner of Westmoreland Road and High Street, lies the RBS office building.
- To the north-east lies the Metropolitan Police Headquarters with smaller commercial units with offices above, fronting Masons Hill.
- A culverted section of the River Ravensbourne runs directly through the site

Comments from Local Residents

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

- Building is far too large and tall and will dominate the skyline, the local and wider area and individual residential properties nearby resulting in overdevelopment of the site – does not comply with Bromley Town Centre Area Action Plan policies
- Design of building does not reflect the local suburban setting on this side of Westmoreland Road
- Design will not improve the visual appearance of the High Street - stepped appearance is out of character
- Poor quality design
- Detrimental cumulative effect of recent proposals, including this on the character of Bromley
- Impact of views of St Marks Church tower
- Overlooking to nearby residents from stepped balconies and windows; also to the outdoor play areas and car park at the Bromley Christian Centre used by various church and pre school groups
- Obstructs views of the Keston Ridge from High Street
- Adversely affects the setting of the statutorily listed former St Marks School building
- Will add to creeping 'Croydonisation' of Bromley – faceless, towering, corporate buildings

- No need/evidence to support another large hotel in Bromley – already 3 hotels in or near the town centre – Bromley is not a tourist destination and a lot of small hotels have closed.
- No need for additional retail floorspace – too many empty units in the town centre
- Residential probably unaffordable to many so used by buy-to-let landlords
- Increased traffic congestion on a junction that is already very busy and congested
- Cumulative impact on parking and congestion from this development and the Westmoreland Road Car Park development already permitted
- Increased safety risk to a nearby pre-school, a school and church
- Lack of proposed car parking will lead to overspill in Sandford Road
- Environmental impact on residents – increased noise from traffic and service deliveries, night light, vermin, air pollution. Impact on drainage, waste disposal, natural light levels. Impact from removal of asbestos in the existing building.
- Understand need for development but this proposal is too large
- Limited employment provided by the hotel and retail
- Lack of community involvement prior to the application contrary to comments in the Statement of Community Involvement.
- Timing of consultation – 3 weeks during August – is not acceptable
- Heavy rain has led to overflowing water from the culvert running under the site on to Masons Hill as times. Essential that the development does not lead to flooding from the culvert
- A joint development with the Bromley Christian Centre (BCC) should be pursued.
- Refuse area for hotel rubbish is close to a remembrance area in the BCC grounds
- BCC is a busy Centre and generates a lot of activity throughout the day/evening time and each day of the week – do not wish to conflict with users of the new development – new building needs adequate soundproofing.
- Difficulty leaving the BCC site following proposed road alignment

The comments above include representations that have been received from the Bromley Civic Society, Shortlands Residents Association, Bromley Friends of the Earth and Bromley Christian Centre.

One letter of support has been received.

Further consultation has been carried out relating to additional information and plans received and comments received will be reported verbally at the meeting.

Comments from Consultees

The Council's Highways Officer advises that the site has the highest PTAL 6a rating (Public Transport Accessibility Level).

A total of 38 car parking spaces is proposed for the 49 residential units and no parking is proposed for the retail or hotel elements of the scheme. Vehicular access will be via Sandford Road utilising the existing access point. Based on the Council's UDP parking policy T3, the BTCAAP Policy BTC25 and the London Plan policy 6.13 this level of parking is sufficient for a site that is highly accessible to public transport.

With regard to vehicle trip generation from the proposed development the Highways Officer advises that, with the level of car parking proposed, there are likely to be fewer vehicle trips to and from this site than at present. Therefore the development is likely to have a slightly positive impact on the road network and public transport. This is confirmed by the GLA in their consultation response.

With regard to the agreed safeguarding line to allow for future highway improvement measures the Highways Officer advises that the site has had due regard to this requirement and the applicant should adhere to drawing No 30271/001AC should permission be granted.

With regard to bicycle storage provision much more detail is required to ensure that there is sufficient space for a minimum of 1 cycle parking space per residential unit and 1 space per 2 employees (retail and hotel use) and 1 space per 10 hotel bedrooms.

For refuse and recycling it will be necessary to ensure that vehicles can enter and leave the site in a forward direction and that entrances can accommodate vehicles. The Highways Officer has advised that the internal turning area is large enough to accommodate refuse and larger vehicles in this respect.

The Council's Drainage Consultant advises that part of the site lies in Flood Zone 2 and 3 and is close to the Ravensbourne River. Therefore the Environment Agency need to be consulted. There are no details relating to foul or surface water discharge at this stage. The applicant is required to use the SUDS hierarchy to reduce the run-off to Greenfield rate. Green roofs, permeable paving and underground tanks are highly recommended.

The Environment Agency raise no objections subject to the imposition of a condition to safeguard the River Ravensbourne culvert and the associated buffer zone.

Thames Water advises that there is insufficient capacity in the existing water supply to meet the additional demand for the proposed development and recommend conditions requiring impact studies to be carried out prior to commencement of development should permission be granted. Other recommended conditions relate to petrol/oil interceptors, fat traps, a non-return valve or other device to prevent back flow of surface water, storm flow attenuation measures, control of impact piling to prevent damage to subsurface water infrastructure and a 5m clearance to a large water main located near the site to allow 24hr maintenance access.

The Metropolitan Police Crime Prevention Design Adviser raises no objections from a Secure by Design point of view. However concerns have been raised regarding the impact of the development on the national digital radio service operated by the police and other emergency services. A condition to secure the provision of mitigation measures to ensure the immediate and long term protection of the airwave is recommended if the Council is minded to grant permission.

The application was referred to the Greater London Authority and a Stage 1 report has been received which can be summarised as follows:

- Principle of development - a hotel led mixed use development complies with the London Plan, subject to the Council confirming that the evidence put forward to justify the loss of office space is sound and properly reflects the Councils understanding of the local market.
- Affordable Housing - the applicant has put forward a viability appraisal which concludes that the proposed development cannot support on site affordable housing or provision for a payment in lieu contribution. The Council is currently having the appraisal independently assessed.
- Density - this is 148 units per hectare and complies with the London Plan.
- Tall buildings - the applicant should submit further information to demonstrate the impact on the listed former St Marks School and the locally listed St Marks Church.
- (It should be noted that the applicant has submitted an addendum to the Design and Access Statement to address this matter)
- Design - Further information should be submitted to ensure that the design quality of the detailed scheme can be assured.

(It should be noted that the applicant has submitted indicative floor plans and cross sections to show room sizes, ceiling heights)

Inclusive design - Lifetime Homes and wheelchair user standards should be met, correctly designed and sufficient number of disabled parking spaces should be provided, lift access for hotel and residential units is required, ramps and segregated pedestrian routes should be provided, wheelchair accessible hotel rooms are required.

(It should be noted that the applicant has provided illustrative drawings to address these points.)

Transport - the applicant should reduce the level of car parking and increase the level of cycle parking and provide electric charging points.

(It should be noted that the original submission showed 41 car parking space. This is has been reduced to 38 spaces which amounts to 0.7 spaces per residential unit.)

Climate Change - the development should be designed to allow future connection to a district heating network, should one become available. The applicant should confirm that it intends to install a site heat network (supplied from a single energy source) and confirm all apartments and non- domestic buildings will be connected to it.

(It should be noted that the applicant has advised that allowance will be made for connection to any future district heating network. A possible connection to the proposed development at Bromley South Central (Site K) has been identified but no commitment to connect to this site has been provided at this stage. Further information has been provided regarding the site heating network, single energy centre and renewable energy).

Should the Council be minded to grant permission for this development the application will be referred back to the GLA for final consideration.

Planning Considerations

The application falls to be determined in accordance with the development plan which, in this case, comprises the Bromley Town Centre Area Action Plan (BTCAAP) and the Unitary Development Plan. Relevant UDP policies are:

- H1 Housing supply
- H2 Affordable housing
- H7 Housing design and density
- T1 Transport demand
- T2 Assessment of transport effects
- T3 Parking
- T5 Access for people with restricted mobility
- T6 Pedestrians
- T7 Cyclists
- T18 Road safety
- BE1 Design of new development
- B2 Mixed use developments
- BE8 Statutory listed buildings
- BE17 and 18 High buildings and the skyline
- BE19 Shopfronts and security shutters
- L10 Tourist related development
- EMP3 Office development
- S6 Retail and leisure development
- IMP1 Planning Obligations
- Affordable Housing SPD (March 2008)

Relevant Bromley Town Centre Area Action Plan policies are:

- BTC1 Mixed use development
- BTC2 Residential development
- BTC3 Promoting housing choice
- BTC4 New retail facilities
- BTC8 Sustainable design and construction
- BTC9 Flood risk
- BTC10 River Ravensbourne
- BTC12 Water and sewerage infrastructure capacity
- BTC13 Combined heat and power
- BTC14 Recycling
- BTC15 Biodiversity

BTC16 Noise
BTC17 Design Quality
BTC18 Public Realm
BTC19 Building Height
BTC21 Transport schemes
BTC23 land safeguarded for transport schemes
BTC25 Parking
BTC26 Phasing of transport improvements
BTC31 Developer contributions
BTC33 Planning applications
OSL DHSS building and adjoining Bromley Christian Centre

In regional terms the most relevant London Plan policies are:

2.6-2.8 Outer London: Vision and Strategy, Economy and Transport

2.15 Town centres
3.3 Housing supply
3.4 Optimising housing choice
3.5 Quality and design of housing developments
3.8 Housing choice
3.9 Mixed and balanced communities
3.12 Negotiation affordable housing on individual private residential and mixed use schemes
3.13 Affordable housing targets
4.2 Offices
4.7 Retail and town centre development
5.1-5.7 (excluding 5.4) Climate mitigation and renewable energy policies
5.11 Green roofs and development site environs
5.2 Flood risk management
5.13 Sustainable drainage
6.2 Providing public transport capacity and safeguarding land for transport
6.9 Cycling
6.13 Parking
7.3 Designing out crime
7.4 Local character
7.7 Location and design of tall and large buildings
7.8 Heritage assets and archaeology
7.15 Reducing noise and enhancing soundscapes

In national terms the National Planning Policy Framework provides strategic advice and guidance. The most relevant paragraphs include:

19 – Support economic growth
23 – Ensuring vitality of town centres
39 - Parking
50 – Affordable housing
56 and 57 – High quality design
96 and 97 – Climate change and renewable energy
100 – Flood risk
132 – 135 – assessment of harm to heritage assets

203-206 Planning obligations

From a heritage and design point of view it is considered that the indicative form of the building has the potential to create a distinctive landmark feature in this prominent location. The plan suggests the building sits comfortably on the site and provides active and legible frontages. However the overall width of the proposed building will have some impact on long views both to and from the south, especially when seen in conjunction with neighbouring structures. The overall scale of the building will maintain a balanced relationship with the taller components of the RBS building. However the scale and form of the building will have a significant impact on the setting of locally listed St Marks Church and it will be necessary to assess the impact on the church against potential benefits of the proposed development.

With regard to the Grade II listed former St Marks School it is considered that there will be an impact on this building. It is considered that the new modern building and the traditional listed building make a contribution to the textured built environment of the area in principle. However it is suggested that the proposed building could be scaled down to no more than 2 storeys at this point to better respect the scale of the listed building and ensure that the architectural and historic interest remains undiminished.

Planning History

The site has been the subject of the following previous relevant application

Demolition of existing building and erection of building ranging between 3 and 9 storeys to provide 87 bedroom hotel and 87 flats and 1 retail unit with car parking at lower ground floor and formation of vehicular access (ref: 08/04190. This application was withdrawn before it was considered by the Plans Sub Committee.

Conclusions

The main issues to be considered are

- Compliance with Bromley Town Centre Area Action Plan Policy OSL including the acceptability of the loss of the existing office floorspace
- the acceptability of the Financial Viability Assessment in relation to meeting the requirements for planning obligations
- the acceptability of the indicative building in terms of its impact on the amenities of the occupants of neighbouring properties
- the impact of the proposed buildings on the long distance views from the town centre
- car parking
- the impact of the proposed building on the listed former St Marks School and the locally listed St Marks Church

Compliance with Bromley Town Centre Area Action Plan Policy OSL

The 2010 Area Action Plan is site specific to the application site and adjoining land. This policy is in a recent development plan and should attract considerable weight unless material considerations indicate otherwise.

Policy OSL relates to the former DHSS building at the junction of Masons Hill and Westmoreland Road and the Bromley Christian Centre (BCC) on the south side of the DHSS building. The current application seeks to develop the former DHSS building independently to the BCC building and there is provision in Policy OSL for this eventuality. In this respect it is considered that the proposed layout of the application site is unlikely to prejudice the future development of the BCC site and may be considered acceptable.

With regard to the proposed use of the site, Policy OSL promotes a mixed use comprehensive hotel-led development comprising 100 bed hotel, around 500sqm of community use, appropriate replacement of existing office floorspace, faith uses and small retail units, as part of the hotel scheme, to provide vitality at street level. In addition the development will include safeguarding of land for future public transport priority measures in accordance with Policy BTC23. In addition the policy states that taller building may be acceptable on parts of the site subject to an appropriate assessment in accordance with Policy BTC19.

Firstly the current application proposes a 110 bedroom hotel and 49 residential flats, with a retail unit on the ground floor. In principle these elements are acceptable in policy terms. However the scheme does not propose the replacement of any of the existing 4,500 sqm of office floorspace.

A report assessing the viability of developing new office accommodation in Bromley has been submitted by the applicant and concludes that new/refurbished accommodation has risen by approx. 2730 sqm since the first quarter of 2011. The report states that the current demand is approx. 650 sqm and has not risen proportionate to availability. Levels of demand have dropped from 10% to 7% since Q1 last year and the report estimates that there is excess supply of 14.5 years compared to 10 years in Q1 last year. There has also been a reduction in rental value. There is marginal viability to pre-let offices but with limited demand it would prove difficult to find tenants. There is no viable feasibility proven for speculative office development in Bromley now or in the foreseeable future.

In response to this report Members may wish to take the following points into consideration:

- Policy OSL in the BTCAAP seeks to secure the appropriate replacement office floorspace on the site. The site currently provides approx. 4,500 sqm of office space and no replacement office floorspace is proposed.
- The BTCAAP identified 2 sites to provide an uplift of 7,000 sqm of new office floorspace
- The identified opportunity sites in the BTCAAP (Site A at Bromley North and Site C at the Old Town Hall) are no longer available to fulfil this requirement.
- The net result is that there is now an identified need to accommodate 7,000 sqm in the town centre over the plan period. If all of the existing floorspace at the application site is lost this will increase to 11,500 sqm.

- The DTZ Retail and Office Study (2012) confirms that there is a deficit of Grade A quality office space in the town centre, which acts as a disincentive to investment and employment. The report advises that there is more strength for the area around Bromley South than around Bromley North given the frequent and quicker train services to central London. Therefore new office development should be focussed around the core cluster on Elmfield and Road and on sites close to Bromley South Station where demand is likely to be strongest.
- There is insufficient evidence submitted to demonstrate that marketing the site for replacement offices as part of a mixed use scheme has been undertaken.
- There is disagreement between the applicant and Council officers regarding the supply analysis for Grade A offices
- There is also disagreement with the detail of the historic take up/activity that has been suggested by the applicant
- In addition it is considered that the current demand/requirements in the applicants report under estimates current demand for office space

In summary it is considered that the assertion by the applicant that replacement office floorspace should not be provided in this scheme has not been proven at this time.

In view of the comments above it may be considered that the current proposal meets the requirements of BTCAAP Policy OSL in terms of the provision of a hotel, retail and residential units. However in terms of the suitable replacement of office floorspace it is considered that the proposal is contrary to the requirements of this policy. Furthermore the Office Market Report submitted with the application does not present a sufficiently persuasive case that would justify the nil provision of replacement offices.

The acceptability of the Financial Viability Assessment in relation to meeting the requirements for planning obligations

A financial viability assessment (FVA) was submitted by the applicant that concludes that the site is not capable of development that will provide Section 106 contributions that would meet the requirements of UDP Policy IMP1. Therefore no affordable housing, health and education contributions are being offered.

The Council has commissioned an independent assessment of the applicants' FVA and provides the following conclusions:

- The applicants show a negative land value for the site which means that the current scheme would not make an acceptable profit, and therefore, may never be built out in its current form.
- This raises concerns as to why an application has been made of a scheme that is not viable, and which does not explore ways in which the scheme could become viable by amending the configuration of the building within the parameters of the application.
- The principal area of disagreement relates to the value of the hotel and this appears to be the principal cause of the scheme's apparent lack of viability

- The applicant advises that only one low budget operator (the applications advise that Travelodge have expressed an interest in the site) have shown interest in occupying the site. This results in the hotel being worth less than it would cost to build, and makes the scheme as a whole unviable. The view of the independent consultant is that it would be necessary, in order to make the scheme viable, to consider alternative hotel layouts and operators. No evidence has been provided in this respect.
- A mid range quality hotel operator could secure greater yields which would result in a profitable and deliverable scheme which may allow S106 contributions to be secured.
- The application is in outline form and the submitted plans show parameters of development rather than final dimensions. Consequently the design of the hotel could be changed and the type of operator and value of the hotel could change significantly.
- The building is situated in a prominent 'gateway' location in the town centre and, therefore, a high quality building is required. This has resulted in higher build costs than normally associated with a low budget hotel operator. The build costs for the scheme have been reluctantly accepted by the independent assessor as there is very little information provided to accurately cost the various elements.
- Generally the information provided by the applicant is considered to be poor quality and far from robust especially around the build costs and the 'valuation' of the constituent parts of the development (hotel, retail and residential)
- The applicant has recently suggested a reappraisal of the hotel scheme at some point in the future. This means that the financial assessment would be revisited prior to implementation once an occupier for the hotel has been identified, and the build costs refined, to assess the viability of the scheme. Depending on the findings, the proposal may be able to make a S106 contribution.
- It is considered there are significant concerns associated with this approach. It may be acceptable if the assessment of viability was largely robust, well evidenced and well supported and all the assumptions had been agreed other than a handful of minor points. However this is not the case with this scheme. This would make it very difficult to carry out accurate comparisons between the current and future valuations. In addition this practise is discouraged in advice the RICS (Royal Institute of Chartered Surveyors) Guidance Note on Viability

In summary the conclusions of the FVA submitted by the applicant are not acceptable and it is recommended that the application be refused on the lack of S106 contributions to mitigate the impact of the development.

The acceptability of the indicative building on the amenities of the occupants of neighbouring properties

It is accepted that there will be an impact on the amenity of the occupants of the nearest residential properties. The proposed building will be predominantly visible from the rear of properties in Pinewood Road and the front of properties in Sandford Road. It is necessary to consider if this impact is acceptable.

With regard to the siting, bulk and massing of the indicative building, the indicative plans show that the footprint of the building will not be located closer to properties in Pinewood Road and Sandford Road than the existing building. At this immediate point the proposed building is indicated to be 4 storeys in height which is a similar height to the existing former DHSS building. The indicative plans show flats on the ground and 1st floors and hotel bedrooms on the 3rd and 4th floors. The illustrative plans show some windows and balconies to habitable rooms in the elevation facing the properties in Pinewood Road. However it should be noted that this elevation of the existing building has numerous windows on each of the 4 floors. With regard to Sandford Road the closest part of indicative building will be 27m from the nearest property and the new building is in a similar location with a similar height to the existing building at this point.

From the 5th to the 11th floor the floors step back away from the existing residential properties with balconies shown on each floor. Indicative sectional drawings show the closest distances from the balconies on these floors to the rear elevations of Nos. 28, 24 and 18 Pinewood Road are 37m, 41m and 46m respectively.

In the Design and Access Statement the applicant has shown measures to overcome potential direct and oblique overlooking including window screens for the 'courtyard' elevation, setting back balconies to restrict downward angles of view, side screening of balconies to limit oblique overlooking and retention and enhancement of screening on the southern boundary closest to 26 and 28 Pinewood Road.

With regard to the daylight and sunlight the proposed building is due north of the residential properties in Pinewood Road and east of properties in Sandford Road. Preliminary studies show that the residential gardens in Pinewood Road will not be overshadowed by the proposed building until late evening in the summer and the sun will have set before overshadowing occurs during the winter months. In this respect it is not considered that daylight and sunlight presently enjoyed by residential properties will be significantly affected.

In addition it is necessary to consider the impact on the prospect that the residents of these properties currently enjoy. This will be most affected by the proposed development above the 5th floor level. The stepping back of these upper floors, thereby increasing the separation of these floors from the most affected residential properties, goes some way to minimising the visual impact of the proposed building. It is considered that, in principal, there will be a loss of prospect for properties in Sandford and Pinewood Roads but on balance that this is acceptable.

In summary it may be considered that the illustrative plans indicate that a building that corresponds to the indicative parameters could be accommodated on the site without having such a significant adverse impact on the amenities of the residents of nearby residential properties as to warrant refusal of this application.

The impact of the proposed buildings on the long distance views from the town centre, particularly of the Keston Ridge.

The applicant has submitted supporting evidence in the Design and Access Statement and subsequent additional information to demonstrate the impact of the development on the views of the Keston Ridge from various points in the High Street.

Policies in both the UDP (Policies 17 and 18) and the BTCAAP (BTC19) seek to protect remaining views of the Keston Ridge. However Policy OSL does accept that taller buildings may be acceptable on part of the site. To respect this, the highest part of the building is situated to the west of the site. It is necessary to consider whether the level of encroachment on the long distance views is acceptable.

The revised photographic evidence submitted by the applicant shows that, from the lower end of the High Street (approx. outside the Slug and Lettuce), the views of Keston Ridge are completely obscured by the proposed building (at the present time there is a glimpse of the ridge above the existing building at this point). This means that the only views of the ridge that remain at this point are those just to the left of the front part of the Police Station.

Moving up the High Street views of the ridge beyond the application site continue to be obscured by the proposed building until the junction of High Street and Ravensbourne Road. Slightly further north the proposed building becomes obscured by other buildings in the High Street and does not have an impact on long distance views.

In addition the application is in outline form so the submitted plans are indicative. The height of the 4 storey wing shown on the submitted plan is 12.35m with a roof top balustrade above taking the overall height to 13.45m. The maximum height parameter for the building is shown as 14m which would rise to 15m to the top of the balustrade. This could result in a building at least 3.25m higher than the existing building on the site.

It is accepted that a tall building is required to accommodate the quantum of development set out in the BTCAAP Policy OSL. However the combination of the 9 storey element and a 4 storey wing results in the loss of the long distance views for a considerable amount of that part of the High Street where the proposed building would be visible.

In view of the above it is considered that the proposed development in its indicative form would detrimentally compromise protected long distance views of the Keston Ridge along a significant length of the High Street.

Car Parking

The proposed car parking for this site is 38 spaces for 49 residential units. This amounts to 0.7 spaces per unit. The site currently has 35 car parking spaces.

Policy OSL of the BTCAAP requires a transport assessment to be submitted to establish parking levels, both residential and commercial. A S106 commitment

should be entered into to restrict residents ability to buy parking permits on nearby streets covered by Controlled Parking Zones.

Policy BTC25 states that parking provision for non-residential development will be provided in the form of publically available paid parking. Parking for residential uses should accord with the UDP and London Plan.

The Council's UDP Policy T3 states that:

'Off street parking for new development to be provided at levels no higher than the parking standards set out in Appendix 2.

Parking provision at higher levels may be acceptable only where it can be demonstrated that parking is required to meet the needs of disabled users or where lesser provision will lead to unsafe highway conditions, and it can be shown that the applicant has taken measures to minimise the need for parking.'

The UDP Appendix 2 car parking standards for open market residential units normally require 1 space per unit for flatted accommodation.

The London Plan Policy 6.13 states that:

'The Mayor wishes to see an appropriate balance struck between promoting new development and preventing excessive car parking provision that can undermine walking, cycling and public transport use.

The maximum standards set out in Table 6.2 in the Parking Addendum should be applied to planning applications.'

In Table 6.2 the parking standards for 1-2 bed units is less than 1 space per unit and for 3 bed units it is 1-1.5 spaces. The Notes to this table state that 'All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit.'

The GLA, in their formal Stage 1 report, advise that the original provision of 41 spaces (equivalent to 0.84 spaces per unit) could be reduced as the site lies within a high PTAL area (PTAL 6a), is in the town centre and the proposed level of parking is higher than the level shown for a previous application for the site (ref 08/04190 proposed 43 spaces for 87 residential units which equates to 0.49 spaces per unit. This application was recommended for refusal but withdrawn immediately before Committee - there was no recommendation for refusal on parking grounds).

In addition Members should note that the Bromley South Central development (Site K) provides 100 spaces for 200 residential units which equates to 0.5 spaces per unit. This is less than the level of provision for this site.

The number of spaces proposed for this development is 38. The applicants Transport Assessment arrives at this figure by examining person trip generation in

3 similar sized housing developments found in the industry recognised TRICS database. The Council's Highways Officer supports this level of provision as it is in accordance with UDP and London Plan parking policies. The GLA also support this level of parking.

In addition there are four 24hr car parks in the town centre (The Mall, the Civic Centre, The Hill and Westmoreland Road) and 3 further car parks in the town centre. Surrounding roads are protected by controlled parking zones.

In view of the above it is considered that the parking levels provided are in accordance with adopted development plan policies, both general and site specific and there are no other material considerations to outweigh these policies.

The impact of the proposed building on the listed former St Marks School and the locally listed St Marks Church

The applicant has submitted an addendum to the Design and Access Statement to demonstrate how the parameters of the outline application would impact on these buildings.

There will clearly be a significant impact on the setting of St Marks Church as a result of this development. However in the immediate environment the church will be set back from Sandford Road, thereby providing a visual gap between it and the proposed building.

Notwithstanding the recommendation for this proposal, Policy OSL supports the provision of a tall building on this site to accommodate a significant quantum of development. Inevitably there will be a significant impact on the church. In this instance it may be considered that the benefits from the contribution to the local economy would outweigh the impact on the locally listed building, should the scheme be acceptable in other respects.

With regard to the listed former St Marks Church the 4 storey 'wing' is the closest element of the development to this building. The illustrative plans show a building that is taller than the existing building and shows that the proposed building will not be located any closer to St Marks than the existing building. There is a clear gap shown between the existing and proposed building which forms a vehicular access.

It is necessary to consider whether the difference between the impact of the existing and proposed building is sufficient to cause harm to St Marks. It may be considered that the modern indicative appearance of the proposed building in juxtaposition with the Edwardian appearance of the former school building would add to the varied built environment in the area. However it may also be considered that the additional height of the 'wing', over and above the height of the existing building, could be reduced to lessen the impact on the listed building. This would accord with the concerns raised regarding the impact of this element of the development on long distance views for the High Street discussed above.

With regard to the taller element of the proposal this is significantly set back from the listed building. Whilst it would be visible in views of the listed building it may be

considered that the proposed building would not unduly impact on the setting of the listed building.

On balance it is considered that, although the proposal would result in a tall building in relatively close proximity to listed and locally listed buildings, the relationship would not be harmed so significantly as to warrant refusal of the application on these grounds. The detailed design of future elevations is crucial to minimise the impact of the building on the locally and statutory listed building and high quality detailing and materials would be required if this proposal is likely to go ahead in the future.

Conclusion

This outline proposal is submitted with illustrative plans to allow assessment of the acceptability of a proposal of this magnitude on the both the local and wider context.

A large building will be needed on this site to accommodate the quantum of development envisaged by BTCAAP Policy OSL.

In this instance it may be considered that a building of the illustrative parameters shown on the submitted plans could be accommodated on the site without having a significantly harmful effect on the amenities of the occupants of nearby residential properties and the impact on the setting of the locally listed St Marks Church and the listed former St Marks School.

However there are concerns that the 4 storey 'wing' of the building will have a significantly detrimental effect on long distance views from the High Street towards the south.

In addition it is considered that the proposal does not meet policy requirements in respect of the provision of S106 contributions, in particular affordable housing, and the provision of appropriate replacement office floorspace.

Therefore the application is recommended for refusal on the grounds listed below.

Background papers referred to during the production of this report comprise all correspondence on file ref. 12/02385, excluding exempt information.

as amended by documents received on 31.10.2012 05.11.2012 26.11.2012
06.02.2013

RECOMMENDATION: PERMISSION BE REFUSED

The reasons for refusal are:

- 1 The proposed development is not acceptable, by reason of the absence of a robust and well evidenced Financial Viability Statement, resulting in failure to meet the requirements for the provision of S106 contributions for the purposes of affordable housing, education and health contrary to Policies

IMP1 and H2 of the Unitary Development Plan and the Supplementary Planning Guidance relating to Planning Obligations and Housing and Policies 8.2 and 3.12 of the London Plan.

- 2 In the absence of a robust and well evidenced appraisal of the office market in Bromley, the proposal is unacceptable, by reason of the lack of suitable replacement office development, contrary to Policies BTC 5 and OSL of the Bromley Town Centre Area Action Plan.
- 3 The indicative proposal, by reason of its scale and height, would detrimentally impact on protected long distance views of the Keston Ridge contrary to Policies BTC 19 and OSL of the Bromley Town Centre Area Action Plan and Policies BE 17 and 18 of the Bromley Unitary Development Plan.

Application:12/02385/OUT

Address: 1 Westmoreland Road Bromley BR2 0TB

Proposal: Demolition of existing building and erection of a 4 to 11 storey building comprising a 110 bedroom hotel (Class C1, 49 residential units (Class C3) and 592sqm retail use (Class A1-A5) with associated landscaping, servicing, 41 car parking spaces and bicycle parking



"This plan is provided to identify the location of the site and should not be used to identify the extent of the application site"

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