

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

Application No : 13/00167/FULL1

Ward:
Penge And Cator

Address : Penge Clinic 17 - 19 Oakfield Road
Penge London SE20 8QA

OS Grid Ref: E: 534775 N: 170025

Applicant : Haven Health Properties Ltd

Objections : NO

Description of Development:

Demolition of 17 and 19 Oakfield Road and erection of 2 storey building (with accommodation space in the roof) for use as a medical centre and associated pharmacy together with closure of existing vehicular accesses, creation of new vehicular access to Oakfield Road, 10 car parking spaces, cycle parking and refuse facilities

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds
Local Distributor Roads

Proposal

Planning permission is sought for the demolition of Nos. 17 and 19 Oakfield Road, and the erection of a 2 storey building (with accommodation space in the roof) for use as a medical centre and associated pharmacy. In addition, the closure of the existing vehicular access and the creation of a new access to Oakfield Road is proposed, with 10 car parking spaces, cycle parking and refuse facilities.

The proposed medical centre will incorporate two existing doctors' surgeries in the area, The Park Practice at 113 Anerley Road, London, and the Dr Hazra Practice, the Oakfield Surgery, 21 High Street, Penge.

The full details of the proposal are as follows:

- two storey building with accommodation in the roofspace
- ground floor to comprise entrance lobby, offices and consulting rooms with pharmacy

- first floor to comprise shared waiting room, with dedicated consulting rooms for each practice and offices/administration space
- roofspace accommodation to be kept vacant for future expansion
- building to measure 31.1m in width, 32.7m in depth and have a height of 11.6m
- side space of 1.5m to be maintained to south-western flank boundary and 0.627m (minimum) to north eastern flank boundary
- building to be finished with facing brickwork comprising yellow stock with terracotta stock for decorative banding and plinth, render panels (colour TBC) and powder coated aluminium framed curtain wall sections (colour TBC)
- architectural details to be reclaimed from locally listed building including Portland stone architrave, Croydon Union monogram, Portland stone window dressings and Portland stone corner window with feature column (to be located in front gable section of building fronting Oakfield Road)
- building to feature hipped and gabled roof design
- interlocking slate tiles to be used for main roof, with 40sq.m of photovoltaic panels to be located on south-western roofslope
- metal gates and railing detail to openings
- gated/covered parking area provided within undercroft, to provide 9 car parking spaces including 3 disabled spaces (10th space to be provided at front of building) and cycle/motorcycle storage area
- covered bin store to be provided at front of building
- soft landscaping proposed along Oakfield Road frontage
- new vehicular access to be formed, requiring removal of existing kerb build-out.

The proposed health centre and pharmacy is proposed to be open between 7.00am and 7.30pm Monday to Friday, between 8.00am and 2.30pm, and closed on Sundays and Bank Holidays.

The application is accompanied by the following documents:

Design and Access Statement
 Sustainable Construction Statement (revised 20th March 2013)
 Environmental Noise Survey
 External Lighting Statement
 Arboricultural Development Report and Tree Survey
 Phase 1 Habitat Survey (no protected species issues identified)
 Transport Statement
 Travel Plan

The Design and Access Statement makes the following points in support of the proposal:

- the new development will provide capacity to cater for The Park Practice and the Dr Hazra Practice, allowing these surgeries to relocate and relinquish their tired and unsuitable host buildings that are too small for current needs

- the practices have been seeking a suitable site for many years, and more recently the PCT owned clinic site was demonstrated as being the preferred option in 2011
- the site was traditionally a location for community-based care and welfare services, which were relocated to the Beckenham Beacon during 2008-2010
- in 2010 the Penge Clinic suffered structural problems with water leaks and a ceiling collapse, after which the building was vacated. Since then the building has been vacant and suffered problems with squatters (twice in 2011), and security fencing is now in place. Asbestos has been identified preventing on-going use, since needing to be cleared
- the proposed building use is a new Medical Centre, to provide general medical services to the practices' existing patient community after relocation
- there are opportunities for the practice to deliver additional services, with a view to reducing referrals to specialist clinics or hospitals, with an area for future expansion and an associated pharmacy
- the building is intended to create a contextual, responsive and proportioned building, with initial contextual analysis of historic references drawn on, reflecting the social provision of the site through time and the re-use of materials, details and datums
- the building sits close to the boundaries which have been respected, suiting the massing of the local area and utilising this urban space to its maximum potential
- the pedestrian access to the building is highlighted by feature glass pitched canopy angle to the building to line through with glazing to the Oakfield Road elevation
- the undercroft parking provides added security and maximises the parking provision, whilst giving priority to the built form without setting it in or behind an expanse of parking
- the building is designed for the long term and will allow flexibility in its use both now and into the future
- the building layout is focused around the main reception and waiting areas on the ground floor with a shared lobby allowing direct access to the pharmacy. The ground floor is predominantly a staff only space
- the first floor waiting space is accessed by the main lift and staircase and is top-lit by a large roof-light
- the stairs and lift will lead on to a smaller upper floor which will be locked off and set aside for future expansion space
- the Oakfield Road elevations reference details and elements from the original building, with the pitched roof and gabled form and massing respecting the surrounding context
- the form of the building, with a glazed break and roof change, alludes to the two buildings that are currently on the site
- a mix of materials has been specified to complement the context and link to the vernacular, achieved with bricks to match the surroundings mixed with render to break up the larger scale of this development
- the simple well-proportioned facades carefully mix materials and use light and shadow to both separate and enhance the composition into a defined building

A supplementary statement was submitted on 19th March 2013 to demonstrate that options for the retention of the locally listed building have been considered, before proposing its replacement. The main points of this document can be summarised as follows:

- an initial appraisal was undertaken to assess the possibility of retaining the building within the scheme, either with the adjacent building or a new linked building
- the existing building has a very small footprint and is single storey only
- given the brief to provide a full range of general medical facilities, it was evident from an early stage that the combined floorspace of Nos. 17 and 19 would not be sufficient to meet the floorspace requirements
- potential options to retain the locally listed building were considered as follows:

‘Option A’

- to retain the existing building at No. 19, possibly for use as a reception with a glazed link to any new building
- the floorspace available on the remainder of the site, including car parking, access and external amenity areas, would have fallen well below the required level

‘Option B’

- given the shortfall in space, the extension of the building at ground floor level only was considered
- the floorspace would be below the requirements for the scheme

‘Option C’

- to meet the floorspace requirements, consideration was given to extending the building vertically
- the removal of the distinct roof profile and glazed lantern was considered to undermine the integrity of the building to an unacceptable level

The document concludes that, in light of the assessment it was considered that the retention of the locally listed building was incompatible with a development of this scale and modern requirements. However, the sympathetic inclusion of features, detail, form and massing was considered to justify the demolition of the Penge Clinic to enable the continuation of social use provision to serve the people of Penge.

Location

The application site is located on the north-eastern side of Oakfield Road, Penge, and comprises two vacant buildings which were jointly used by the NHS as a sexual health clinic, which closed in 2010. The building at No. 19 is locally listed,

comprising a single storey c.1900 building originally constructed as a 'relief station' for those in financial distress.

The immediate surrounding area is mixed in character, with dwellings adjoining to the north-east and north-west (Rosewell Close) and opposite the site to the south-east. To the south-west of the site is a designated Business Area, with varying uses including a self-storage facility at No. 1 Oakfield Road. The adjacent site at No. 7-15 Oakfield Road is currently empty, although planning permission has recently been granted for the construction of a church and meeting hall.

There is a protected Robinia tree (subject of a Tree Preservation Order) on the Rosewell Close site frontage.

The site has an area of approx. 0.12ha.

Comments from Local Residents

Nearby owners/occupiers were notified of the application and an advertisement placed in the local press. At the time of writing no representations had been received.

Comments from Consultees

Highways raised no objection to the proposal, and recommend a number of conditions and informatives, including a non-standard informative relating to the removal of the kerb build outs on Oakfield Road.

Environmental Health raised no objection to the proposal, and recommend a number of conditions and informatives.

The Waste Advisors raised no objection.

Drainage recommended a condition be imposed to secure details of a surface water drainage layout.

Thames Water raised no objection with regard to sewerage and water infrastructure.

The Metropolitan Police Crime Prevention Design Advisor requested the standard 'Secured by Design' condition be imposed.

Planning Considerations

The main planning policies against which the application should be considered are as follows:

Unitary Development Plan

BE1 Design of New Development

BE10 Locally Listed Buildings

- C1 Community Facilities
- C4 Health Facilities
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T6 Pedestrians
- T18 Road Safety
- NE7 Development and Trees

The London Plan

- 3.17 Health and Social Care Facilities
- 5.2 Minimising Carbon Dioxide Emissions
- 5.3 Sustainable Design and Construction
- 5.7 Renewable Energy
- 5.9 Overheating and Cooling
- 5.13 Sustainable Drainage
- 7.3 Designing Out Crime
- 7.4 Local Character
- 7.6 Architecture
- 7.8 Heritage Assets and Archaeology
- 7.14 Improving Air Quality
- 7.15 Reducing Noise and Enhancing Soundscapes

The National Planning Policy Framework (NPPF) is also of relevance.

The following documents produced by the Council are relevant:

- Adopted Supplementary Planning Guidance 1: General Design Principles

The following documents produced by the Mayor of London are relevant:

- Accessible London: achieving an inclusive environment
- The Mayor's Transport Strategy
- Mayor's Climate Change Mitigation and Energy Strategy
- Sustainable Design and Construction SPG

With regard to trees on the site, concerns are raised regarding the possibility of inappropriate works to the protected Robinia during construction (for example cutting back to allow for scaffolding) but conditions recommended to deal with this.

Planning History

There is no recent planning history of relevance at the site.

Planning permission was granted under ref. 12/02307 for the construction of a detached building to accommodate church and meeting hall (Class D1) at 7-15 Oakfield Road with 44 car parking spaces to rear and new vehicular access from Cambridge Road together with associated landscaping bicycle and bin storage.

Conclusions

The proposal would appear to meet an identified health need, consolidating two existing local doctors' surgeries, providing improved accommodation and facilities to serve the existing patients registered at these practices, whilst allowing for future expansion to accommodate growth. The site is accessible by modes of transport other than the car (site has a PTAL rating of 4), and the proposal is therefore broadly supported in principle in accordance with UDP Policies C1 and C4. The proposed ancillary pharmacy is relatively modest in size, and will complement the main use of the building as a health centre.

The new building will be larger than the existing buildings on the site, both in terms of footprint and the overall bulk and scale of development, and accordingly will present a more prominent built form in the street scene. However, the new building will be of a similar height to the larger of the two existing buildings on the site at No. 17. In addition, the building will be set back from the pavement with the opportunity for soft landscaping to soften its setting, and the design approach adopted, which includes a varied palette of materials (taking reference from the existing buildings on the site) and varied roof forms with hips and gables, will break up the bulk of the building, adding visual interest and softening the visual impact of the built form in this case. A minimum side space in excess of 1m will be provided to the south-western flank boundary, and whilst a lesser separation is proposed to the north-eastern flank boundary this adjoins a landscaped car parking area for the adjacent dwellings in Rosewell Close and will not give rise to a terracing effect.

With regard to the proposed demolition of the locally listed building at No. 19, in accordance with UDP Policy BE10 the applicant has demonstrated that all reasonable options for its retention have been considered, and concluded that it would not be feasible to extend and incorporate the building into the wider proposals for the site and still achieve the floorspace required for the proposed health centre. The proposed replacement building is considered to be of the exceptionally high standard of design required by UDP Policy BE10, and will incorporate existing architectural detailing from the locally listed building, including a Portland stone architrave, the Croydon Union monogram, Portland stone window dressings and a Portland stone corner window with feature column, making reference to the history of the site and adding visual interest to the new building. On balance, the replacement of the locally listed building is considered to be acceptable in this case.

With regard to the impact on the amenities of neighbouring residents, the new building will give rise to a greater impact than the existing buildings in view of the increase in the amount of development on the site and its bulk and scale. However, the nearest residential properties in Rosewell Close to the north-east and north-west of the site will be well separated from the new building, and windows in the north-east and north-west facing elevations of the building will overlook Rosewell Close itself and therefore public not private space.

The use of the building will be similar to the previous use as a clinic, although the increase in floorspace will be likely to result in a degree of intensification. As the area is mixed in character, with both residential and commercial development and

uses in the vicinity (the site is adjacent to a Business Area) it is not considered that any intensification will be significantly detrimental to residential amenity in this case. However, it is recommended that the hours of operation proposed in the application are conditioned to ensure that the amenities of neighbouring residents are safeguarded.

With regard to the impact of the development on conditions of road safety, no technical highways objections have been raised. The proposal includes a total of 10 off-street car parking spaces, reached via a new vehicular access from Oakfield Road (7 staff spaces and 3 disabled spaces for disabled patients and visitors). Whilst it is expected that most patients and visitors by car will park on-street, evidence submitted with the application in the form of a parking accumulation study (included in the Transport Statement) appears to indicate that there will be adequate spare capacity on street to accommodate additional parking demand. The proposed new access is located at the point of an existing kerb build out, which will need to be removed at the Applicant's expense. A new pedestrian crossing is also proposed to the north of the new access (with dropped kerbs and tactile paving), which again will need to be carried out at the Applicant's expense.

Having regard to the above, it is considered that the proposed development will be of the high standard of design and layout that is required by the Council, and will not result in a negative impact on the character and amenities of the area, or the amenities of neighbouring residents, nor give rise to conditions that would be detrimental to highway safety. Whilst the loss of the heritage asset on the site will require careful consideration, Members will note that the Applicant has considered options for its retention, and in this case that the constraints the building presents demonstrate that it cannot reasonably be incorporated into the scheme. Taking account of all factors, including the community benefits of a new health centre to meet the needs of the local population, Members may agree that planning permission should be granted in this case.

Background papers referred to during production of this report comprise all correspondence on files refs. 12/02307 and 13/00167, excluding exempt information.

as amended by documents received on 19.03.2013 20.03.2013

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- | | | |
|---|-----------------|--|
| 1 | ACA01
ACA01R | Commencement of development within 3 yrs
A01 Reason 3 years |
| 2 | ACA04
ACA04R | Landscaping Scheme - full app no details
Reason A04 |
| 3 | ACC01
ACC01R | Satisfactory materials (ext'nl surfaces)
Reason C01 |
| 4 | ACC03
ACC03R | Details of windows
Reason C03 |
| 5 | ACB18 | Trees-Arbicultural Method Statement |

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|----|--|--|
| | ACB18R | Reason B18 |
| 6 | ACB19 | Trees - App'ment of Arboricultural Super |
| | ACB19R | Reason B19 |
| 7 | ACH01 | Details of access layout (2 insert) |
| | ACH01R | Reason H01 |
| 8 | ACH03 | Satisfactory parking - full application |
| | ACH03R | Reason H03 |
| 9 | ACH16 | Hardstanding for wash-down facilities |
| | ACH16R | Reason H16 |
| 10 | ACH22 | Bicycle Parking |
| | ACH22R | Reason H22 |
| 11 | ACH24 | Stopping up of access |
| | ACH24R | Reason H24 |
| 12 | ACH32 | Highway Drainage |
| | ADH32R | Reason H32 |
| 13 | ACH29 | Construction Management Plan |
| | ACH29R | Reason H29 |
| 14 | ACK01 | Compliance with submitted plan |
| | ACK03R | K03 reason |
| 15 | ACK05 | Slab levels - no details submitted |
| | ACK05R | K05 reason |
| 16 | ACI21 | Secured By Design |
| | ACI21R | I21 reason |
| 17 | The medical centre and pharmacy shall not operate on any Sunday or Bank Holiday, nor before 7.00am or after 7.30pm Monday to Friday, nor before 8.00am or after 2.30pm on Saturdays. | |

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the amenities of neighbouring residents.

- 18 Details of a surface water drainage system (including storage facilities where necessary) shall be submitted to and approved in writing by the Local Planning Authority before any part of the development hereby permitted is commenced and the approved system shall be completed before any part of the development hereby permitted is first occupied, and permanently retained thereafter. In order to check that the proposed storm water system meets our requirements, the following information will need to be provided:

- a clearly labelled drainage layout plan showing pipe networks and any attenuation soakaways
- where infiltration forms part of the proposed storm water system such as soakaways, soakage test results and test locations are to be submitted in accordance with BRE digest 365
- calculations should demonstrate how the system operates during the 1 in 30 year critical duration storm event plus climate change.

Reason: To ensure satisfactory means of surface water drainage and to accord with Policy 5.13 of the London Plan.

- 19 At any time the noise level from the proposed plant in terms of dB(A) shall be 5 decibels below the relevant minimum background noise level (LA90 15mins) measured at the nearest noise-sensitive location. If the plant has a distinctive tonal or intermittent nature the predicted noise level of the plant

shall be increased by a further 5dBA. (Thus if the predicted noise level is 40dB(A) from the plant alone, and, the plant has a tonal nature, the 40dB(A) shall be increased to 45dB(A) for comparison with the background level. Also the L90 spectra can be used to help determine whether the plant will be perceived as tonal.)

Reason: In order to comply with Policy 7.15 of the London Plan.

20 Before the external illumination becomes operational the detail of the locations, type, orientation and screening of the lights shall be submitted to and approved by the Local Planning Authority, and, shall be permanently maintained as such thereafter.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interests of the amenities of neighbouring residents.

21 The application site is located within an Air Quality Management Area declared for NOx: In order to minimise the impact of the development on local air quality any gas boilers must meet a dry NOx emission rate of <40mg/kWh.

Reason: In order to comply with Policy 7.14 of the London Plan.

Reasons for granting permission:

In granting permission the Local Planning Authority had regard to the following policies:

Unitary Development Plan:

- BE1 Design of New Development
- BE10 Locally Listed Buildings
- C1 Community Facilities
- C4 Health Facilities
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T6 Pedestrians
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The London Plan:

- 3.17 Health and Social Care Facilities
- 5.2 Minimising Carbon Dioxide Emissions
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- 7.14 Improving Air Quality
- 7.15 Reducing Noise and Enhancing Soundscapes

The National Planning Policy Framework (NPPF).

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

- (a) the relationship of the development to adjacent property
- (b) the character of the development in the surrounding area
- (c) the impact on the amenities of the occupiers of adjacent and nearby properties
- (d) the high quality design and layout of the new development
- (e) the design policies of the development plan
- (f) the transport policies of the development plan
- (g) the community policies of the development plan

and having regard to all other matters raised.

INFORMATIVE(S)

- 1 You should contact extension 4621 (020 8313 4621 direct line) at the Environmental Services Department at the Civic Centre with regard to the laying out of the crossover(s) and/or reinstatement of the existing crossover(s) as footway. A fee is payable for the estimate for the work which is refundable when the crossover (or other work) is carried out. A form to apply for an estimate for the work can be obtained by telephoning the Highways Customer Services Desk on the above number.
- 2 Any repositioning, alteration and/ or adjustment to street furniture or Statutory Undertaker's apparatus, considered necessary and practical to help with the alteration of vehicular crossover hereby permitted, shall be undertaken at the cost of the applicant.
- 3 The removal of the build-outs on either side of Oakfield Road and associated pedestrian crossing facilities inclusive of reinstatement of existing drop kerb to footway level should be carried at the applicant's cost under Licence.
- 4 Before the use commences, the Applicant is advised to contact the Pollution Team of Environmental Health & Trading Standards regarding compliance with the Control of Pollution Act 1974 and/or the Environmental Protection Act 1990. The Applicant should also ensure compliance with the Control of Pollution and Noise from Demolition and Construction Sites Code of Practice 2008 which is available on the Bromley web site.
- 5 If during the works on site any suspected contamination is encountered, Environmental Health should be contacted immediately. The contamination shall be fully assessed and an appropriate remediation scheme submitted to the Local Authority for approval in writing.
- 6 Thames Water will aim to provide customers with a minimum pressure of 10m 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.

- 7 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

Application:13/00167/FULL1

Address: Penge Clinic 17 - 19 Oakfield Road Penge London SE20 8QA

Proposal: Demolition of 17 and 19 Oakfield Road and erection of 2 storey building (with accommodation space in the roof) for use as a medical centre and associated pharmacy together with closure of existing vehicular accesses, creation of new vehicular access to Oakfield Road, 10 car



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