

SECTION '2' – Applications meriting special consideration

**Application No :** 13/00438/FULL1

**Ward:**  
**Penge And Cator**

**Address :** Penge Police Station 175 High Street  
Penge London SE20 7DS

**OS Grid Ref:** E: 535602 N: 170149

**Applicant :** Milton Lloyd Ltd

**Objections : NO**

**Description of Development:**

Conversion of former police station into 5 one bedroom and 2 two bed flats with associated car parking, revised vehicular access. Elevational alteration including new window, removal of watch tower and outbuilding. Replacement railing to Penge High Street and Green Lane and reinstatement of lamp to front elevation.

Key designations:

Biggin Hill Safeguarding Birds  
Biggin Hill Safeguarding Area  
London City Airport Safeguarding  
London City Airport Safeguarding Birds  
London Distributor Roads  
London Distributor Roads  
Open Space Deficiency  
Primary Shopping Frontage

**Proposal**

Permission is sought for the following:

- Conversion of the former police station into 5 no. 1 bedroom flats and 2 no. 2 bedroom flats.
- Provision of 5 car parking spaces
- Provision of communal refuse store
- Elevational alterations including new window, removal of watch tower and outbuilding, reinstatement of lamp to front elevation.
- Replacement railings to Penge High Street and Green Lane.

There is an existing planning application (ref. 13/00456) to the rear of this site at 2-4 Raleigh Road, which shares vehicular access and parking with the Police Station. This is currently under consideration at the time of writing this report.

**Location**

The application site is comprises the former police station building which fronts Penge High Street and is at the junction with Green Lane. The police station building is Locally Listed and was constructed in the mid19th Century. The site is located within the Penge primary shopping frontage, where there is a surrounded mix of commercial and residential uses.

### **Comments from Local Residents**

Nearby owners/occupiers were notified of the application and no representations were received.

### **Comments from Consultees**

There are no technical Highways objections, subject to conditions.

Representations received from Environmental Health (pollution) raise concern with regard to the air quality impact of the site, but state that an appropriately worded condition would be acceptable.

Environmental Health (housing) raise some concern with regard to room sizes and layout.

Representations from Waste raise no objections.

No comments from Drainage

Thames Water raises no objection from a sewerage or water infrastructure point of view.

### **Planning Considerations**

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

- BE1 Design of New Development
- BE10 Locally Listed Buildings
- H1 Housing Supply
- H7 Housing Density and Design
- H12 Conversion of Non Residential Buildings to Residential Use
- ER8 Noise Pollution
- T1 Transport Demand
- T3 Parking
- T18 Road Safety
- S10 Non-retail Uses in Shopping Areas
- S11 Residential Accommodation

The above policies are considered to be consistent with the NPPF

London Plan 2011:

- 3.3 Increasing Housing Supply,
- 3.4 Optimising Housing Potential
- 3.5 Quality and Design of Housing Developments
- 5.3 Sustainable Design and Construction
- 5.13 Sustainable drainage
- 7.3 Designing Out Crime
- 7.4 Local Character

National Planning Policy Framework 2012:

### **Planning History**

04/01260/FULL1 – Provision of new steps and wheelchair lift at front of building to facilitate disabled access – refused.

11/03525/FULL1 – Elevational alterations and conversion of former stable block to 1 one bedroom dwelling with associated car parking space and new entrance gates and wall – approved.

12/01973/FULL1 – Elevational alterations and conversion of former stable block to 1 one bedroom dwelling with associated garden and car parking space and new entrance gates and wall – approved.

Other relevant planning history:

13/000456/FULL1 – 2-4 Raleigh Road - Four storey side extension to accommodate new entrance lobby and staircase, elevational alterations including front and side balconies and conversion of first and second floor from snooker club (sui generis) to form 6 two bedroom flats; construction of mansard roof with roof lights to provide additional 2 x 2 bedroom flats. Alterations to ground floor wholesale unit to provide cycle storage; associated landscaping; bin store; provision of 6 car parking spaces; vehicular access; boundary enclosure and gates – currently under consideration.

### **Conclusions**

The main issues relating to the application are the effect that it would have on the character of the area, the existing Locally Listed building and the impact that it would have on the amenities of the occupants of surrounding residential properties and whether the standard of residential accommodation to be provided is considered acceptable.

### **Principle of development**

The site is located within the Penge High Street primary shopping frontage, Policy S10 states that “in retail frontages the Council will not normally permit uses that do not offer a service to visitors unless, there has been a long term vacancy and lack of demand for a retail or service use and the proposed use is in a premises where it would not undermine the retail viability of the town centre”. It is acknowledged

that the site has been vacant for several years with the building suffering from a lack of maintenance.

It is proposed to convert the entire building to residential use, with no commercial element, which although not offering a service use as required by S10, is considered to accord with Policy S11 which states that “the Council will only permit the change of use of ground floor premises in shopping areas to residential uses where; the proposals would not undermine the retail vitality and viability of the centre; the proposal would result in suitable residential accommodation and there has been a long term vacancy and no demand for continued commercial use.

Policy H12 of the Unitary Development Plan states that the Council will normally permit the conversion of genuinely redundant office buildings and other non-residential buildings to other uses subject to achieving a satisfactory quality of accommodation and amenity for future occupiers.

As such, Members may consider that the principle of residential accommodation is acceptable, subject to design and amenity issues.

### Density

It is proposed to convert the existing building to provide 5 no. 1 bedroom flats and 2 no. 2 bedroom flats, which would result in a density level of 140 dwellings per hectare. This site is located within the centre of Penge with a PTAL of 5; the surrounding housing mix is predominantly terraces and flats where the proposed density is considered to be acceptable.

### Design and streetscene

The development proposed appears to be accommodated satisfactorily within the street scene. The proposed development is considered on balance to respect the existing character of the local listed building and provide an appropriate solution to reuse an existing redundant building.

There would be limited alterations to the building façade. The existing watch tower and outbuildings would be dismantled, although these date from the War, they are considered to be unattractive additions to the building which raise no objections from a heritage and conservation point of view.

The reinstatement of the entrance lamp would serve as a reminder to the buildings previous use and is considered acceptable. New windows would be inserted into the ground floor projection facing the High Street. The existing inappropriate glass block windows on the rear projection facing Green Lane would be replaced for windows to match the main building. The insertion of doors on the lower ground rear elevation serving the new cycle and store areas are traditional in appearance and would be of limited impact on the rear elevation and as such raise no objection. Details of the above can be secured by condition.

The metal railings surrounding the building facing onto both the High Street and Green Lane would be replaced by open railings, characteristic of the period of the building.

Internally it is proposed to retain much of the internal walls and plan layout, thus preserving much of the historic integrity of the building.

#### Amenity implications

The flats would have the following space standards:

Flat 1 – 2 bedroom – 66.7m<sup>2</sup>  
Flat 2 – 1 bedroom – 55.2 m<sup>2</sup>  
Flat 3 – 2 bedroom – 66.9m<sup>2</sup>  
Flat 4 – 1 bedroom – 45.7 m<sup>2</sup>  
Flat 5 – 1 bedroom – 38.9m<sup>2</sup>  
Flat 4 – 1 bedroom – 44.5m<sup>2</sup>  
Flat 6 – 1 bedroom – 46.2m<sup>2</sup>

The above floor areas would accord with Annex 4 of the 2011 London Plan which provides minimum housing space standards.

Comments from Environmental Health (housing) raise concern with regard to the layout and size of some of the units proposed. Flat 3 (ground floor 2 bedroom) has a second bedroom with a floor area of 5.6m<sup>2</sup>, whereas the minimum floor area for a single bedroom is 6.5m<sup>2</sup>. It is considered that whilst this is a two bedroom unit, the overall standard of accommodation is acceptable and that it is unlikely to be occupied by a family. The use of the second bedroom is likely to be occasional accommodation in this instance.

Similarly Flat 4 (ground floor 1 bedroom) has a bedroom measuring 8.6m<sup>2</sup>, whilst the desired measurement is 10m<sup>2</sup>. Flat 1 (lower ground, 2 bedroom) has a kitchen of 5.3m<sup>2</sup>, whilst the recommended floor area is 6.5m<sup>2</sup>. Whilst this is a reduction, it is considered given the constraints of the existing building and retention of many of the original walls, the proposed accommodation is acceptable. Additionally, occupiers would be aware of this room size prior to occupation.

The lower ground floor units (flats 1-2) would be lit by light wells and windows. Although the windows would project 1m up above ground level, the replacement open railings would also allow for light travel, whilst providing a secure buffer zone from the highway. Members may consider that these units are acceptable, and also note that the occupiers of these units would be aware of the lower ground floor location prior to occupation.

The flats do not provide private amenity space, which whilst desirable, is considered to be acceptable in this instance. The configuration of the police station and its local list status means that the provision of balconies or terraces would be undesirable. Furthermore, given the unit mix, occupiers may not necessarily expect private amenity space in this location.

A landscaped area is provided to the rear of the parking, and although relatively modest in size would provide an element of open space in a dense urban town centre.

It is noted that the site to the rear no. 2-4 Raleigh Road (13/00456/FULL1) is being recommended for refusal on this same agenda for a lack of amenity provision, however, this site provides all 2 bedroom apartments and previous proposals for this site have included roof terraces. Furthermore, this building is not locally listed and subject to the same constraints as the Police Station.

The site is located on a busy junction and is designated as an Air Quality Management Area, accordingly Environmental Health have requested a condition which seeks to improve air quality from the development and provide details of measure to protect future occupants from noise given the proximity of the flats to the highway.

### Parking and Highways

It is proposed to provide 5 parking spaces, accessed via the existing crossover from Green Lane. A revised parking plan has been submitted following initial concerns from Highways, this plan is now considered acceptable and the provision of 5 parking spaces for 7 flats also raises no objections where the site has a high PTAL rating of 5. In this location, it is considered that the 1 bedroom units are likely to be occupied by non-car owners.

Access into the site is via Green Lane, and serves not only the Police Station but former stable block (with approval for residential conversion) and no's 2-4 Raleigh Road (with extant approval for residential conversion). The proposed drawings show entrance gates and walls measuring up to 1.85m high, which has promoted Highways concerns. However, this configuration already has approval, following the grant of permission at 2-4 Raleigh Road. As such, a refusal grounds is not considered to be reasonable in this instance.

Cycle parking is provided at lower ground level accessed via the parking area and is considered acceptable. Details can be secured by way of condition.

### **Conclusions**

Members may consider that the proposed conversion to residential would restore a prominent locally listed building and provide acceptable accommodation for future occupants.

Background papers referred to during production of this report comprise all correspondence on files refs. 04/01260, 11/03525, 12/01973 and 13/00438, excluding exempt information.

as amended by documents received on 11.03.2013

**RECOMMENDATION: PERMISSION**

Subject to the following conditions:

- 1     ACA01       Commencement of development within 3 yrs  
      ACA01R     A01 Reason 3 years
- 2     ACC01       Satisfactory materials (ext'n'l surfaces)  
      ACC01R     Reason C01
- 3     ACC03       Details of windows  
      ACC03R     Reason C03
- 4     ACH03       Satisfactory parking - full application  
      ACH03R     Reason H03
- 5     ACH16       Hardstanding for wash-down facilities  
      ACH16R     Reason H16
- 6     ACH18       Refuse storage - no details submitted  
      ACH18R     Reason H18
- 7     ACH22       Bicycle Parking  
      ACH22R     Reason H22
- 8     ACH29       Construction Management Plan  
      ACH29R     Reason H29
- 9     ACH32       Highway Drainage  
      ADH32R     Reason H32
- 10    ACK01       Compliance with submitted plan  
      ACC01R     Reason C01
- 11    The application site is located within an Air Quality Management Area declared for NO<sub>x</sub>, and in order to minimise the impact of the development on local air quality any gas boilers must meet a dry NO<sub>x</sub> emission rate of <40mg/kWh.  
**Reason:** To minimise NO<sub>x</sub> emissions within a designated Air Quality Management Area in line with the NPPF paragraph 124 and Policy 7.14 of the London Plan.
- 12    A scheme of the proposed glazing (including mechanical or natural ventilation if necessary) for protecting the proposed dwellings from external noise shall be submitted to and approved in writing by or on behalf of the Local Planning Authority before works commence and the scheme shall be fully implemented before any of the dwellings are occupied and permanently maintained as such thereafter. The scheme shall be based on the results of a suitable acoustic assessment (details of the assessment to be agreed in advance with the Environmental Health Department).  
**Reason:** In order to comply with Policies ER8 and Policy BE1 of the Unitary Development Plan and to ensure a satisfactory standard of residential amenity.
- 13    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 and shall be permanently retained in working order thereafter.  
**Reason:** In the interests of promoting more sustainable means of car travel.
- 14    AJ02B       Justification UNIQUE reason OTHER apps

Policies (UDP)

BE1 Design of New Development

BE10 Locally Listed Buildings

- ER8 Noise Pollution
- H1 Housing Supply
- H7 Housing Density and Design
- H12 Conversion of Non Residential Buildings to Residential Use
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### INFORMATIVE(S)

- 1 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. 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.
- 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](http://www.bromley.gov.uk/CIL)



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"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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