

SECTION '2' – Applications meriting special consideration

Application No : 14/04512/OUT

Ward:
Bickley

Address : 6 Woodlands Road Bickley Bromley
BR1 2AF

OS Grid Ref: E: 542408 N: 169169

Applicant : Holy Ghost Fathers

Objections : YES

Description of Development:

Partial demolition of the existing building at 6 Woodlands Road and conversion into 3 dwellings. Demolition of outbuildings and erection of two detached dwellings, detached garage, associated landscaping, parking/garaging and retention of existing access points. (HYBRID FULL/OUTLINE APPLICATION (with all matters reserved)).

Key designations:

Conservation Area: Bickley Park
Area of Special Residential Character
Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds
Open Space Deficiency
Urban Open Space

Proposal

- The application has been submitted as a hybrid application involving full consideration of the partial demolition of the existing Locally Listed Building at 6 Woodlands Road and conversion of this building into 3 dwellings, and full consideration of the demolition of outbuildings on site.
- The application also involves outline consideration, with all matters reserved, for the erection of two detached dwellings, detached garage, and associated landscaping, parking/garaging and retention of existing access points. Floorplans and some elevation plans have also been submitted for illustrative purposes only.
- The host building is Locally Listed, and whilst elements of the building will be demolished, it is the extension elements that will be removed and the original building, including the original service quarters, will be retained as part of the proposal. The resulting building will be converted into three dwellings. The new unit to the eastern side of the host building will have a residential floor area of approx. 421 sq metres, comprising 4 bedrooms; the

central unit will have a floor area of approx. 360 sq metres, comprising 5 bedrooms; and the unit to the west of the host building will also have 5 bedrooms and a floor area of approx. 314 sq metres.

- At present, it is proposed to introduce a double garage at ground floor into the western wing of the retained building; one garage would serve the western unit and one garage would serve the central unit.
- The existing chapel building, which is a later addition to the site and does not form part of the Locally Listed status of the host building, would be demolished and a new detached dwelling is proposed to the east of the main building.
- There is also a garage block to the west of the retained host building, which, along with the later additions towards the rear of the host building, will be demolished. A new dwelling is proposed to be located within the resulting space to the west of the host building.

Location

The application site is located on the southern side of Woodlands Road and features a large Locally Listed Building currently in use by the Holy Ghost Fathers. The site is within the Bickley Park Conservation Area and benefits from large grounds to the rear. The host building itself was originally designed by CHB Quennell in 1911, and is one of the original houses on this estate from the early years of the twentieth century.

Comments from Local Residents

Nearby residents were notified and comments were made which can be summarised as follows:

- The application is in Outline form, but LBB will still need to be satisfied that an acceptable design solution can be achieved for 5 dwellings on this sensitive site;
- The submitted detail does not indicate that a satisfactory solution will be achieved;
- The layouts for the Locally Listed Building imply alterations to the front return elevation, removing original Quennell details, which would cause harm to the host building;
- The new dwellings should be more subservient to the Locally Listed Building, by being set back and reduced in size to respect the setting of the Locally Listed Building;
- The 5 new dwellings will likely generate a significant level of additional traffic, during construction and once in use;
- Unless the developer makes a significant contribution to repair the surrounding roads, permission should be refused;
- The material is insufficient to allow a confident judgement on the merit and acceptability of development as proposed;
- A conditional outline permission reserving layout and detailed design would weaken LBB's ability to ensure a scheme that would preserve or enhance the conservation area;

- Woodlands Road is maintained by residents, concerned that if the application is permitted, the impact upon the local environment and the road surface in particular will be considerable;
- Should permission be granted, would ask Members to include a condition stipulating that the Holy Ghost Fathers undertake to make good any damage and restore Woodlands Road to pristine condition following completion of works;
- Any access to construction traffic should be restricted to Woodlands Road from Pines Road, and possibly St Georges Road/Woodlands Road, from Bickley Park Road;
- Such a planning gain would do much to preserve and enhance the appearance of this Conservation Area;
- Application is contrary to Policies BE1, BE10, BE11, T13 and the Bickley Park Conservation Area SPG.

Comments from Consultees

No objections raised by Council's Highways Engineer, Thames Water, Environmental Health, Council's Drainage Engineer, or English Heritage, subject to conditions should approval be granted.

Advisory Panel for Conservation Areas (APCA) raised concerns which can be summarised as follows:

- Sensitive site in the CA including a locally listed building by a distinguished architect;
- An outline application should provide detailed drawings - this application is lacking;
- Support principle of 5 dwellings, subject to a suitably sensitive scheme;
- Massing and bulk of the large house is unacceptable in relation to the locally listed building;
- 2 new buildings should be set back further to respect setting of the locally listed building;
- Introduction of garages and garage doors into the front elevation of what was part of the original domestic accommodation is unacceptable.

Planning Considerations

From a heritage point of view, the retention of the original locally listed building is welcomed. The loss of the glasshouse and the chapel building, both of which are later additions to the site, is not objectionable. There is an insufficient level of detail for the proposed new dwellings in order to fully assess the impact upon the locally listed building, however these matters would be dealt with under a subsequent application for full planning approval.

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

BE1 Design of New Development

BE10 Locally Listed Buildings
BE11 Conservation Areas
BE12 Demolition in Conservation Areas
H1 Housing Supply
H7 Housing Density and Design
H9 Side Space
T3 Parking
T18 Road Safety
NE7 Development and Trees

Supplementary Planning Guidance 1 and 2
Supplementary Planning Guidance: Bickley Park Conservation Area

London Plan Policies:

3.3 Increasing Housing Supply
3.4 Optimising Housing Potential
3.5 Design and Quality of Housing Developments
3.8 Housing Choice
5.1 Climate Change
5.2 Minimising Carbon Dioxide Emissions
5.3 Sustainable Design and Construction
6.9 Cycling
6.13 Parking

The Mayor's Supplementary Planning Guidance: Housing

National Planning Policy Framework

Planning History

With regard to planning history on the site, permission was granted under ref. 91/02524, for change of use of part of the building to residential care home.

Conclusions

The application has been submitted as a hybrid application involving full consideration of the partial demolition of the existing Locally Listed Building at 6 Woodlands Road and conversion of this building into 3 dwellings, and full consideration of the demolition of outbuildings on site. The application also involves outline consideration, with all matters reserved, for the erection of two detached dwellings, detached garage, and associated landscaping, parking/garaging and retention of existing access points.

In determining the application, the key considerations include the impact upon the conservation area, the setting and character of the Locally Listed Building, the amenities and living standards of future residents, adequate parking arrangements and any harm resulting from those provisions, as well as the visual impact upon the amenities of neighbouring residents.

This application should be considered in two stages. Firstly, it is important to establish whether the partial demolition of the outbuildings and some of the later additions to the host building are acceptable. It is considered that the elements of the building that will be demolished under full planning permission are not of any significant architectural merit, and the principle of the loss of the chapel building (an extension to the original Quennell building) and the outbuildings (also later additions to the site) is not considered to be controversial. By demolishing part of the buildings on site that do not form the original host building, it will be possible to better reveal the original building. Whilst the locally listed protection does not cover the internal elements of the original host building, the general layout of the main house and many original features are being retained which is encouraging. The proposed dwellings to be created through the conversion of the original host building would meet London Plan minimum sizes and would provide a good standard of accommodation for future occupiers. The introduction of two new garages within the western service wing causes concern for the appearance of the locally listed building, and it is considered that this element of the proposal should be resisted. Further details of how this elevation will be treated can be controlled by condition and dealt with.

The full details of the two new dwellings to be sited either side of the original host building are reserved to be dealt with under a subsequent application, however illustrative details have been submitted which indicate that the two new buildings would be set slightly back from the front elevation of the original host building which is considered to preserve the setting of the locally listed building.

In defining the character of the Conservation Area, the Bickley Park SPG states:

"Along with the consistency of scale and density still evident in much of the Area, there is a cohesive effect resulting from the large number of mature trees and established gardens, enhancing the impression of individual buildings sitting comfortably in a park-like setting."

The existing trees and landscaping along the frontage of the site will be retained as part of the current proposal, which will minimise any disturbance to the character of the area and streetscene in general. In addition, the open rear landscaped gardens will be retained as amenity space for future occupiers of the site, with minimal changes made. There is an existing in-and-out driveway to the front of the existing buildings which will be retained, although as this detail is a reserved matter it could be subject to change as part of any future application. The principle of retaining the layout as existing however is acceptable.

With regard to the principle of the two new dwellings, the eastern dwelling is shown in the illustrative plans to occupy a large proportion of the footprint of the existing chapel wing and although all matters are reserved, the indicative plans appear to show that the footprint would be similar to that of the main Quennell building that would be converted, which would appear to reflect the prevailing development in the area. Any development should accord with the spatial standards of the area and factor in the existing building with the SPG stating that:

"Insertion of new structures within plots, which are already developed, will generally require constraint in scale and careful positioning to ensure that they do not detract from the established character and appearance"

Whilst a new dwelling to this part of the site may be acceptable, it should have recognition of, and response to, the predominant scale, form and detailing of contributory buildings, and reflect the bulk and spatial composition of structures and intervening spaces. The plans indicate that there would be a minimum separation of approximately 8 metres between the flank elevations of the new dwelling and the original building, and a separation of 3 metres between the flank elevation of the new dwelling and new property boundary, with a retention of approximately 7 metres between the eastern flank elevation and eastern property boundary shared with Englefield, 8 Woodlands Road. This indicative separation to the property boundary is considered acceptable and unlikely to result in undue harm to the residential or visual amenities of the residents of the neighbouring properties, and will prevent a cramped appearance within the streetscene and conservation area. The principal elevation would be set subserviently to the retained building, and the general design features that would form the new dwelling to the east of the main building would, according to the indicative plans, echo the design features of the original building that would be retained. The overall height would be similar to the retained building, and it would also introduce a front gable feature which would be akin to the features within the original Quennell building. This would therefore comply with the aims of the Bickley Park SPG which seeks to minimise impact upon original buildings and ensure any new development does not detract from the established character and appearance of existing buildings. It is considered therefore that in principle a dwelling could be located to this side of the site.

The proposed new dwelling to the west of the retained building would be of a smaller footprint, and the design would echo a coach house style of building that would historically be found to the side of a large dwelling. The indicative plans illustrate that there would be a minimal separation of 3 metres to the western property boundary shared with 4 Woodlands Road, and a separation of approximately 2.1 metres to the eastern boundary shared with the original building, increasing in separation further rearward into the plot. These separation distances are considered acceptable in principle, and whilst the full details of this residential unit would again be reserved for a subsequent application, it is considered that by demolishing the existing garage building to the side there is scope for some form of residential unit in this location, subject to full planning approval in the future.

The locally listed building will be retained and converted back to residential use in the form of 3 units, the principle of which is considered to be acceptable. The proposed dwellings to be created through the conversion of the original host building would meet London Plan minimum sizes and would provide a good standard of accommodation for future occupiers, and the principle of two new dwellings to be sited either side of the original building is accepted. The separation to the property boundaries, although indicative only, appears acceptable and unlikely to result in a detrimental impact upon the residential and visual amenities of the occupiers of neighbouring properties. Setting the two new dwellings back from the front elevation of the original host building will help to enhance the setting

of the locally listed building, and prevent a detrimental impact upon the character of the Bickley Park Conservation Area. All of the resulting units will benefit from private amenity space, the levels of which are considered acceptable in principle. Some of this detail will be determined at reserved matters stage, but it is clear that a satisfactory scheme can be created.

Concerns are raised with regard to the introduction of two garages within the ground floor element of the western wing of the retained original building, however it is suggested full details of this element of the development can be agreed by way of condition.

Concerns were raised by local residents, relating to a number of separate matters. It is considered that the concerns raised have been duly noted and considered during the production of this report, and where necessary further details will be requested by way of planning condition and subsequent applications for full approval.

Members are therefore requested to determine that on balance the proposal is acceptable and worthy of permission being granted.

Background papers referred to during production of this report comprise all correspondence on the file ref. 14/04512 set out in the Planning History section above, excluding exempt information.

RECOMMENDATION: PERMISSION

Subject to the following conditions:

- | | | | |
|----|--------|---|---------|
| 1 | ACA02 | Details req. pursuant outline permission | access, |
| | | appearance, landscaping, layout and scale | |
| | ACA02R | Reason A02 | |
| 2 | ACA03 | Compliance with landscaping details | 1 |
| | ACA03R | Reason A03 | |
| 3 | ACA07 | Boundary enclosure - no detail submitted | |
| | ACA07R | Reason A07 | |
| 4 | ACB01 | Trees to be retained during building op. | |
| | ACB01R | Reason B01 | |
| 5 | ACB02 | Trees - protective fencing | |
| | ACB02R | Reason B02 | |
| 6 | ACB03 | Trees - no bonfires | |
| | ACB03R | Reason B03 | |
| 7 | ACB04 | Trees - no trenches, pipelines or drains | |
| | ACB04R | Reason B04 | |
| 8 | ACB16 | Trees - no excavation | |
| | ACB16R | Reason B16 | |
| 9 | ACC01 | Satisfactory materials (ext'nl surfaces) | |
| | ACC01R | Reason C01 | |
| 10 | ACD02 | Surface water drainage - no det. submitt | |
| | AED02R | Reason D02 | |
| 11 | ACD06 | Sustainable drainage system (SuDS) | |

- AED06R Reason D06
- 12 Detailed drawings or samples of materials, as appropriate, in respect of the following, shall be submitted to and approved in writing by the Local Planning Authority before the relevant part of the work is begun: elevation and floor plans for the western service wing of the retained locally listed building.

Reason: In order to comply with Policy BE10 of the Unitary Development Plan and in the interest of the architectural and historic interest of the Locally Listed Building.

- 13 ACH02 Satisfactory parking - no details submit
ACH02R Reason H02
- 14 ACH04 Size of parking bays/garages
ACH04R Reason H04
- 15 ACH05 Size of garage
ACH05R Reason H05
- 16 ACH06 Parking space in front of garage
ACH06R Reason H06
- 17 ACH08 Details of turning area
ACH08R Reason H08
- 18 ACH16 Hardstanding for wash-down facilities
ACH16R Reason H16
- 19 ACH17 Materials for estate road
ACH17R Reason H17
- 20 ACH18 Refuse storage - no details submitted
ACH18R Reason H18
- 21 ACH22 Bicycle Parking
ACH22R Reason H22
- 22 ACH23 Lighting scheme for access/parking
ACH23R Reason H23
- 23 ACH26 Repair to damaged roads
ACH26R Reason H26
- 24 ACH29 Construction Management Plan
ACH29R Reason H29
- 25 ACH32 Highway Drainage
ADH32R Reason H32
- 26 ACI02 Rest of "pd" Rights - Class A, B,C and E

Reason: In order to comply with Policies H7, BE1, BE10 and BE11 of the Unitary Development Plan and to prevent overdevelopment of the site, to prevent a detrimental impact upon the setting of the Locally Listed Building, and to preserve the character of the Bickley Park Conservation Area.

- 27 ACI21 Secured By Design
ACI21R I21 reason
- 28 ACK05 Slab levels - no details submitted
ACK05R K05 reason
- 29 No loose materials shall be used for surfacing of the parking and turning area hereby permitted.

Reason: In order to comply with Policies BE11 and T3 of the Unitary Development Plan, and to protect the visual character of the Bickley Park Conservation Area.

INFORMATIVE(S)

- 1 In your own interest you should consult with the Development Control Section at the Civic Centre before preparing detailed plans. Please telephone 020 8313 4956 or e-mail planning@bromley.gov.uk to arrange an appointment.
- 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

- 3 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.
- 4 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.
- 5 If during works on site suspected contamination is encountered, Public Protection should be contacted immediately. The additional contamination shall be fully assessed and an appropriate remediation scheme submitted to the Authority for approval in writing by it or on its behalf.
- 6 Before the use commences, the applicant is advised to contact the Pollution Team of Public Protection regarding compliance with the Control of Pollution Act 1974 and/or the Environmental Protection Act 1990.
- 7 The applicant is advised that connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be

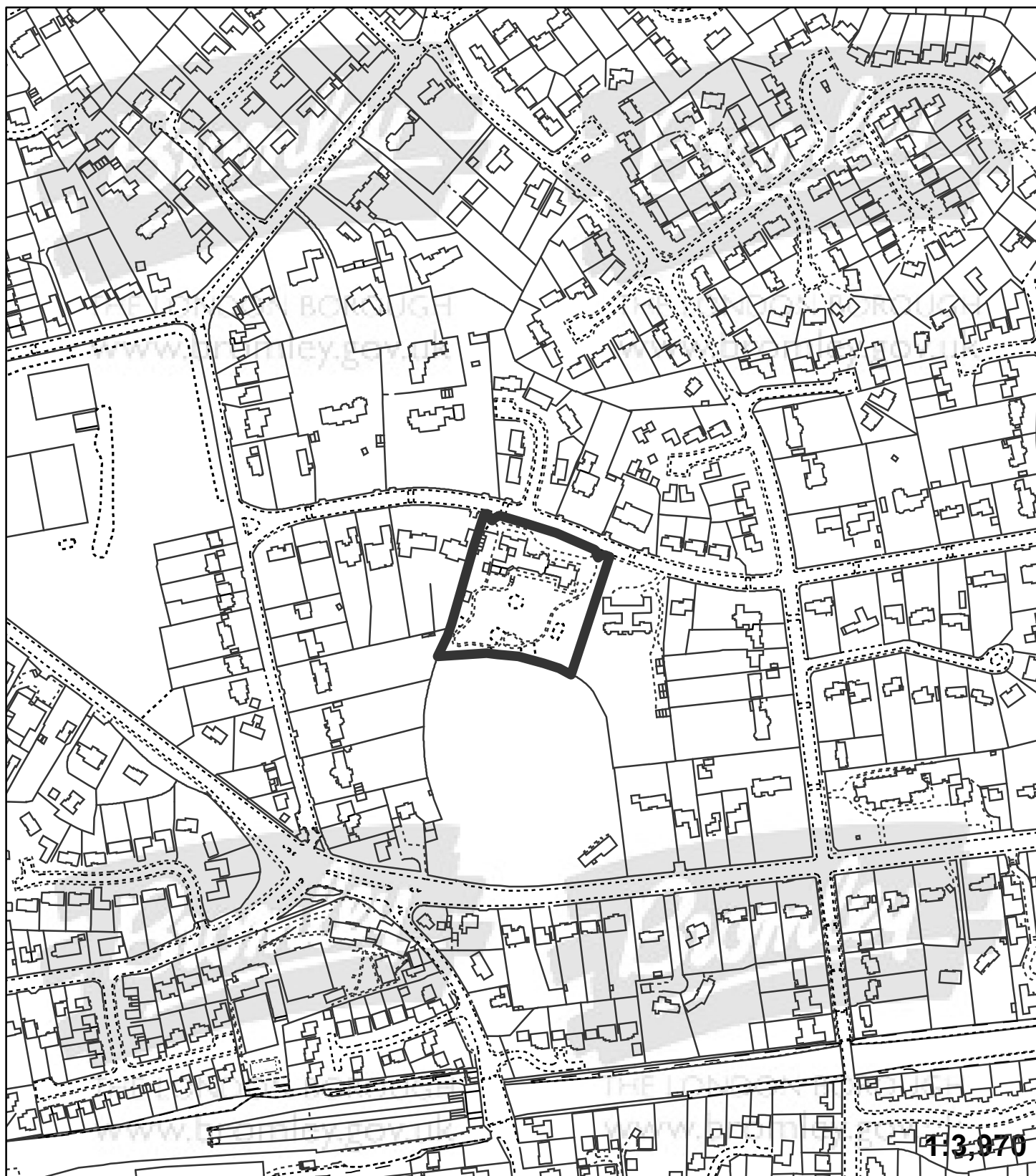
required. They can be contacted on 0800 009 3921. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.

- 8 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.

Application:14/04512/OUT

Address: 6 Woodlands Road Bickley Bromley BR1 2AF

Proposal: Partial demolition of the existing building at 6 Woodlands Road and conversion into 3 dwellings. Demolition of outbuildings and erection of two detached dwellings, detached garage, associated landscaping, parking/garaging and retention of existing access points. (HYBRID



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

© Crown copyright and database rights 2013. Ordnance Survey 100017661.