

Committee Date	03/09/2020	Agenda Item:	
Address	Lauriston House Nursing Home Bickley Park Road Bickley Bromley BR1 2AZ		
Application number	20/01200/FULL1	Officer: Claire Brew	
Ward	Bickley		
Proposal (Summary)	Two storey rear extension to provide 27 additional care home bedrooms (Use Class C2), the formation of separate vehicular access to serve 4 car parking spaces and adjoining residential properties at The Lodge and Orchard Cottage, and external alterations to the façade on the existing building, together with alterations to the car parking area and associated cycle parking and landscaping.		
Applicant		Agent	
Bickley Park Road Ltd		Peter Dines	
Reason for referral to committee	Councillor Call-in	Councillor call in Yes	

RECOMMENDATION	PERMISSION SUBJECT TO LEGAL AGREEMENT
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KEY DESIGNATIONS Area of Special Residential Character (ASRC) Tree Preservation Orders (TPO) Open Space Deficiency
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Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	33	35	+2

Wheelchair accessible car spaces	unknown	2	N/A
Cycle	0	16	+16

Electric car charging points	7 active 28 passive
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Representation summary	Neighbour letters were sent on 20/04/2020 A site notice was posted from displayed on site from 24 April to 22 May 2020 and a press ad was displayed in the News Shopper on the 29/04/2020. Initial consultation was for a minimum of 21 days.		
Total number of responses	4		
Number in support / neutral	3		
Number of objections	1		

Section 106 Heads of Term	Amount	Agreed in Principle
Health	£18,360.00	yes
Planning obligation monitoring fee	£500	yes
Total	£18, 860.00	yes

SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal to maximise the use of this site currently providing specialist accommodation would positively contribute towards meeting an identified Bromley and London-wide need for specialist accommodation.
- The proposed extension and elevational alterations would be of a high standard of design and layout enabling the creation of an attractive landscaped setting (including enhancing biodiversity) and the retention of the majority of trees.
- The proposal will not detrimentally effect the character or appearance of the ASRC, nor will adjoining residential amenity be unduly harmed.
- The access and parking arrangements are acceptable and the proposal would not have an adverse effect on the local highway network.

- The development is considered acceptable from a sustainability, air quality and environmental health perspective.

1. LOCATION

- 1.1 The site is situated along Bickley Park Road which forms part of the A222 London Distributor Road. The existing site access points are on the northern boundary of the site from A222 Bickley Park Road. There is one site entrance for vehicles that enter the parking area situated at the front of the care home - the other site access is used for vehicular egress only.
- 1.2 The site comprises a two/three storey residential care home (Use Class C2) which is currently vacant. The existing building is located within sizeable grounds where residents' gardens are secured and privacy is maintained by the tree lined boundary at the rear of the care home.
- 1.3 There is a storey difference between the front and rear part of the site. The front of the building is three storeys and the rear is two storeys. The existing care home is a combination of red brick and buff ashlar render with a roof of interlocking tiles.
- 1.4 The rear part of the site is fairly flat without significant changes in levels. The south of the site is predominantly bounded by trees with a railway line behind.
- 1.5 The site contains many mature trees generally with a high canopy. The trees are located mainly along east, south and west boundaries creating a dense visual barrier to the neighbouring properties, allowing only few glimpse views into the site. There are number of trees on the site that are subject of a tree preservation order.
- 1.6 The site is surrounded by a diverse range of single, two and three-storey dwellings located east and west. The neighbouring properties contain a varied palette of materials including brick, stone, mock Tudor and render.
- 1.7 The site lies within the Bickley Area of Special Residential Character.
- 1.8 The site is not in a conservation area.
- 1.9 The site is in Flood Zone 1.



Fig 1: Existing Site (credit: Google Maps)

2. PROPOSAL

- 2.1 The proposed extension will project around 37m and rise to a height of around 8m, which is similar in height to the two storey element of the main building.
- 2.2 The extension will incorporate a total of 27 bedrooms, 2 dining/lounge rooms (one on each floor) with access to the upper and lower terraces, assisted bathrooms, drug stores, nursing stations and 2 informal sitting areas (one on each floor) with access to 2 small balconies on the upper level and terraces at ground floor level.
- 2.3 The existing number of registered care home bedrooms at the site would reduce from 62 to 59 to provide better accommodation. The total number of Registered beds in the completed scheme will be 86 (59+27) giving a net gain of 24 bedrooms, all single occupancy.

- 2.4 Internally, the existing building will be reconfigured and externally the walls and windows will be updated to match the new extension. The facilities within the building would include proactive dedicated nursing care and Dementia friendly environment with staff experienced in caring for confused patients.
- 2.5 The existing 'in/out' vehicular access arrangement to Bickley Road will be reconfigured as follows:
- Existing 'exit' located towards eastern side of site blocked to vehicles but retained for pedestrians
 - 2-way access proposed from existing 'entrance' located towards the western side of the site
 - New vehicular access created adjacent to blocked 'exit' serving the 4 existing/reconfigured car parking spaces for Lauriston House and the adjoining residential properties – The Lodge and Orchard cottage
- 2.6 The total number of parking spaces within the site will be increased from 33 to 35.
- 2.7 16 cycle parking spaces are proposed; currently none exist on the site.
- 2.8 Externally an indicative scheme of landscaping is proposed, including the provision of external paths, communal terraces/patios, wildlife garden, dementia garden and residents orchards.
- 2.9 The bin store will remain in its current existing location and will be refurbished to include the provision of a roof.

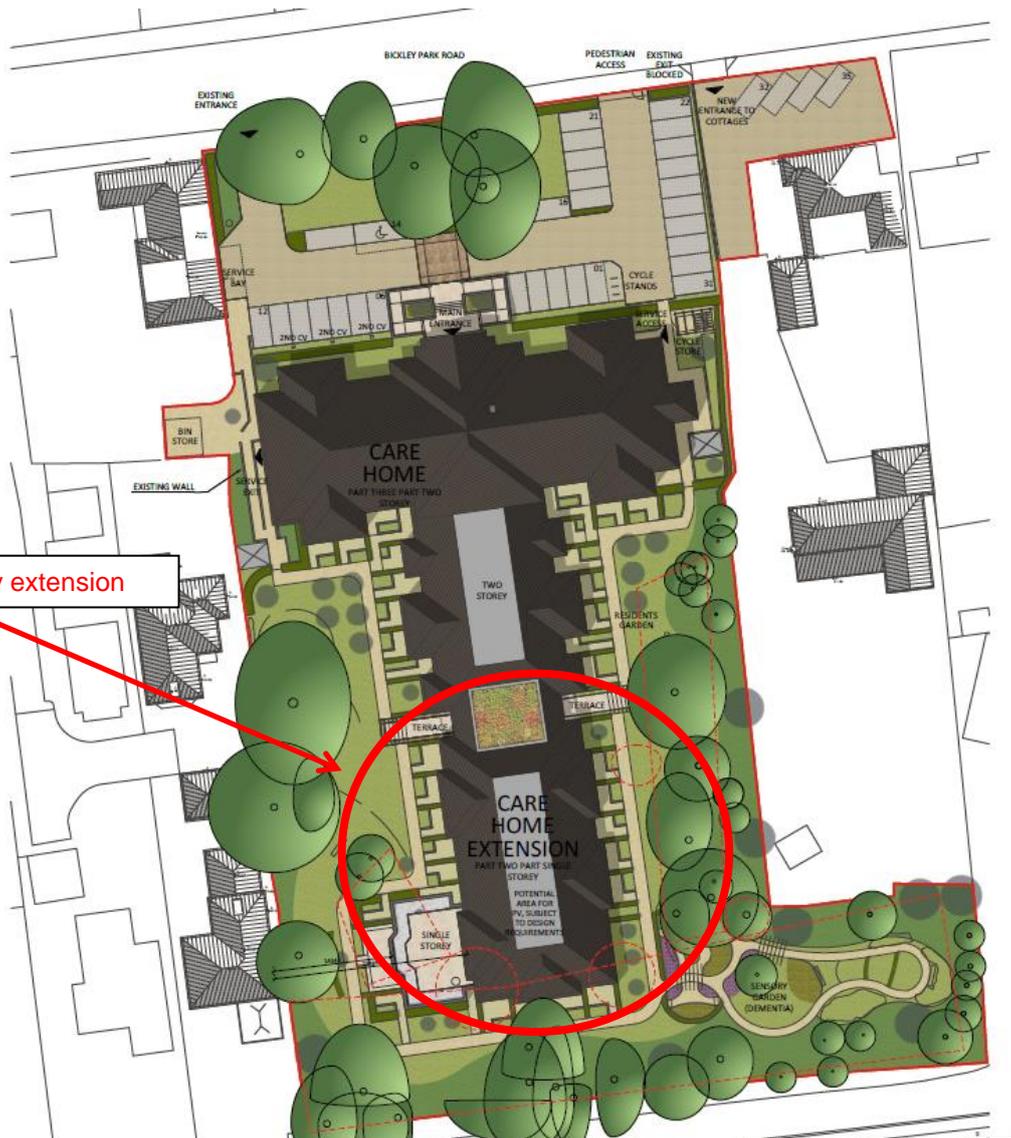


Fig 2: Proposed site plan

3. RELEVANT PLANNING HISTORY

- 3.1 14/04851/FULL: Two storey rear extension to provide 20 additional bedspaces and new separate vehicular access serving the adjoining properties – The Lodge and Orchard Cottage: Permission granted on 10.03.2015. The permission was never implemented and is now expired.
- 3.2 14/00970: Erection of two storey/extension to existing care home to accommodate 20 additional beds: Permission was refused on 21.10.2014 for the following reason:

In the absence of sufficient information to demonstrate the capacity of the existing access and car park to accommodate satisfactorily the additional traffic generated by the development, the proposal would be likely to prejudice the free flow of traffic and general road conditions in and around the site, contrary to Policies T3 and T18 of the Unitary Development Plan.

- 3.3 Under application refs. 90/03298 and 90/03299, planning permission was originally granted for a detached two/three storey building comprising a nursing home and 35 car parking spaces.
- 3.4 Condition 29 of permission ref 90/3298 restricts occupation of the nursing home to “*persons of an age commensurate with receipt of a state pension*”.

4. CONSULTATION SUMMARY

a) Statutory:

4.1 Highways – No objection

- Conditions recommended.

4.2 Drainage (lead local flood authority) – No objection

4.3 Thames Water – No objection

- We would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer.
- Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991.
- Informative recommended
- If the developer follows the sequential approach to the disposal of surface water we would have no objection.
- With regard to water network and water treatment infrastructure capacity, we would not have any objection to the above planning application.

4.4 Network Rail – No objection

- Due to the close proximity of the proposed development and landscaping to Network Rail land, Network Rail strongly recommends the developer contacts Network Rail’s Asset Protection (ASPRO) team via AssetProtectionLondonSouthEast@networkrail.co.uk prior to any works commencing on site, with a view to enter into an Asset Protection Agreement to enable approval of detailed works.

b) Local groups:

- 4.5 None received

c) Adjoining Occupiers:

4.6

- Overgrown trees potentially causing damage to roof (addressed in paragraph 6.3.5)
- too much rubbish/bins overflowing/attracting rats (addressed in paragraphs 6.4.6 – 6.4.7)

- no problem with the building planned as it will be good for the area ,but bins should be moved to somewhere in the middle away from the two houses either side (addressed in paragraphs 6.4.6 – 6.4.7)
- noise issues from staff congregating in bin area at night to smoke (addressed in paragraph 6.4.8)
- Vehicular access as described in the proposal to be in place prior to commencement of the building works (addressed in paragraph 6.5.16)

5. POLICIES AND GUIDANCE

5.1 National Policy Framework 2019

5.2 NPPG

5.3 The London Plan

- 2.18 Green Infrastructure: the multi-functional network of green and open spaces
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.10 Definition of affordable housing
- 3.11 Affordable housing targets
- 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
- 3.13 Affordable housing thresholds
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.4a Electricity and gas supply
- 5.6 Decentralised energy in development proposals
- 5.7 Renewable energy
- 5.9 Overheating and cooling
- 5.10 Urban greening
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public Realm
- 7.6 Architecture
- 7.13 Safety, security and resilience to emergency

- 7.14 Improving air quality
- 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
- 7.19 Biodiversity and access to nature
- 8.2 Planning obligations

5.4 Draft London Plan

- 5.4.1 The 'Intend to Publish' version of draft London Plan (December 2019) is a material consideration in the determination of this planning application. Paragraph 48 of the NPPF states that decision makers may give weight to relevant policies in emerging plans according to: (1) the stage of preparation of the emerging plan; (2) the extent to which there are unresolved objections to relevant policies in the emerging plan; and (3) the degree of consistency of relevant policies to the policies in the Framework.
- 5.4.2 The draft New London Plan was submitted to the Secretary of State (SoS) on 9 December 2019, following the Examination in Public which took place in 2019. This was version of the London Plan which the Mayor intended to publish, having considered the report and recommendations of the panel of Inspectors.
- 5.4.3 The London Assembly considered the draft new London Plan at a plenary meeting on 6 February 2020 and did not exercise their power to veto the plan.
- 5.4.4 After considering the 'Intend to Publish' Plan, on 13 March 2020 the Secretary of State for Housing, Communities and Local Government wrote to the Mayor identifying directed changes to a number of policies in the draft plan. The SoS considered these changes were necessary to address concerns regarding inconsistencies with national policy. The Mayor cannot publish the New London Plan until the directed changes have been incorporated, or until alternative changes to address identified concerns have been agreed with the SoS. This could affect the weight given to the draft plan with regard to the directed policies.
- 5.4.5 At this stage, the Council's up-to-date Local Plan is generally considered to have primacy over the draft London Plan in planning determinations. However, where no modifications have been directed the draft London Plan policies are capable of having significant weight (as seen in a recent SoS call-in decision in the Royal Borough of Kensington and Chelsea). Where specific draft London Plan policies have been given particular weight in the determination of this application, this is discussed in this report.

5.5 Mayor Supplementary Guidance

- Housing (March 2016)
- Accessible London: Achieving an Inclusive Environment (2014)

- Sustainable Design and Construction (2014)
- Shaping Neighbourhoods: Character and Context (2014)

5.6 Bromley Local Plan 2019

- 1 Housing Supply
- 2 Affordable Housing
- 4 Housing Design
- 11 Specialist & Older Peoples Accommodation
- 26 Health & Wellbeing
- 30 Parking
- 31 Relieving congestion
- 32 Road Safety
- 33 Access for all
- 34 Highway Infrastructure provision
- 37 General Design of Development
- 44 Areas of special residential character
- 70 Wildlife Features
- 72 Protected Species
- 73 Development and Trees
- 74 Conservation and Management of Trees and Woodlands
- 77 Landscape Quality and Character
- 78 Green Corridors
- 79 Biodiversity and Access to Nature
- 113 Waste Management in New Development
- 115 Reducing Flood Risk
- 116 Sustainable Urban Drainage Systems
- 117 Water and Wastewater Infrastructure Capacity
- 118 Contaminated Land
- 119 Noise Pollution
- 120 Air Quality
- 122 Light Pollution
- 123 Sustainable Design and Construction
- 124 Carbon reduction, decentralised energy networks and renewable energy
- 125 Delivery and Implementation of the Local Plan

5.7 Bromley Supplementary Guidance

- Planning Obligations (2010) and subsequent addendums
- SPG1 General Design Principles
- SPG 2 Residential Design Guidance

6. ASSESSMENT

The main issues to be considered in respect of this application are:

- Principle of Development/Land use

- Design and layout
- Trees and Biodiversity
- Impact on Neighbouring Amenities
- Transport and Highways
- Energy and Sustainability
- Environmental Health - Air Quality and Contamination
- Drainage

6.1 Principle of development – Acceptable

- 6.1.1 Bromley has the largest elderly population in of all London boroughs and that is set to continue to grow over the Local Plan period. However, the numbers of specialist older persons accommodation falls well below the annual strategic benchmark figure in the London Plan of *205 new units/year*. The draft London Plan has increased this benchmark to 210 new units/annum.
- 6.1.2 Lauriston House is CQC regulated and described as providing ‘Care Home with Nursing’ with a traditional care home set-up. The development will provide specialist nursing and dementia care.
- 6.1.3 The proposed extension to the existing nursing home to provide a net gain of 24 care home bedrooms would comply with policy 11 ‘Specialist and Older Peoples Accommodation’ of the Bromley Local Plan and would help to address the strategic need across London for an average of 867 additional care home beds a year to 2029.
- 6.1.4 Furthermore, the upgrading of the existing bedrooms to fully independent, wheelchair accessible rooms; the proposed suite of communal facilities and specific facilities designed to aid sufferers of dementia would result in the provision of a high quality living environment meeting the needs of older people and those requiring specialist dementia care.
- 6.1.5 The proposals are supported in principle, subject to the application meeting the requirements of the development plan policies as a whole.
- 6.1.6 A condition restricting the use of the proposed extension to a nursing home providing residential accommodation and care to people in need of care in connection with the main building and for no other purpose within Use Class C2, is recommended.

Housing Supply

- 6.1.7 A planning appeal decision was issued on 26th June 2019 that has implications for the assessment of planning applications involving the provision of housing. The appeal at Land to the rear of the former Dylon International Premises, Station Approach Lower Sydenham SE26 5BQ was allowed. The Inspector concluded that the Local

Planning Authority cannot support the submission that it can demonstrate a five year housing land supply having given his view on the deliverability of some Local Plan allocations and large outline planning permissions.

6.1.8 According to paragraph 11d) of the NPPF in the absence of a 5 year housing land supply the Council should regard the Development Plan Policies for the supply of housing including Policy 1 *Housing Supply* of the Bromley Local Plan as being 'out of date'.

6.1.9 For decision taking this means granting permission unless:

i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

6.1.10 Policy 11 relates to delivery in respect of an element of housing provision form which there is a clear and current demonstrated need, rather than in respect of housing numbers. This need has been assessed in accordance with the requirement of NPPF (para 61) and the policy was developed on the basis of evidence in the London Borough Bromley's *Older Persons Accommodation - Draft Submission Local Plan Evidence Base* (2016). It is therefore considered that policy 11 is up-to-date, irrespective of the absence of a 5 year housing land supply.

6.1.11 The proposed extension of the existing nursing home and net gain in Use Class C2 bedspaces would accord with the aspiration of policy 11 of the Bromley Local Plan to maximise the use of sites currently providing specialist accommodation and would make a positive contribution to the supply of specialist accommodation within the Borough.

Affordable Housing

6.1.12 The Bromley Local Plan 2019 Policy 2 requires AH from 'all housing developments'. The policy does not refer to non-standard forms of residential accommodation, however, para 2.1 refers to the current London Plan 2016 (para 3.51) which indicated it would '*support Boroughs in seeking application of the principles of its affordable housing policy to a range of developments ... including ... C2*'.

6.1.13 The draft London Plan (policy H13) clarifies, however (at paragraph 4.13.4), that Affordable Housing policy does not apply to older person's accommodation of this nature. There has been no directed changes to policy H13 and it therefore carries significant weight. Accordingly, the

development as proposed is not considered liable for the provision of affordable housing.

6.2 Design and Layout - Acceptable

- 6.2.1 Development in the ASRC will be required to respect, enhance and strengthen its special and distinctive qualities. Bickley ASRC is characterised by spacious inter-war residential development, with large houses in distinctive plots adjacent to the Conservation Areas of Chislehurst and Bickley.
- 6.2.2 The proposed extension would maintain a similar scale, form and height to the rear part of the existing building. It would appear discreet from within the streetscene and wider Area of Special Residential Character however, it would extend further back at the rear than the previously permitted extension (ref. 14/04851/FULL), resulting in a greater extent of site coverage and the loss of a number of mature trees, including a TPO Hornbeam (the loss of the TPO tree is assessed later in the report).
- 6.2.3 However, the extension itself would maintain generous separation to site boundaries (between approx. 19m and 22m to the east and west flank boundaries and around 13m to the rear site boundary), facilitating the implementation of a meaningful, landscaped amenity area for future residents, and providing an attractive setting for the development.
- 6.2.4 To address Officers concerns over the extent of hard landscaping and potential impact on retained trees, the applicant has amended the landscaping scheme by removing some of the external paths through the lawn; removing residents communal growing areas and associated hardstanding and replacing with areas of soft landscape; reducing the two central terraced areas, either side of the proposed extension; and reducing the width of the lower terrace by 3m.
- 6.2.5 The reduction and re-configuration of the external hard landscaping has addressed the impact on the retained tree constraints. This is supplemented by proposed extensive tree planting across the site as outlined in the landscape architects report. A detailed landscaping plan should be secured by condition. Additional tree and biodiversity considerations are addressed below.
- 6.2.6 At the front of the site, the access and parking area will be re-configured. A dedicated pedestrian access to the site will be created using an existing site entrance. The new arrangements would allow the retention of all of the trees on the site's frontage, including the TPO Yew and Oak trees which make an important contribution to the visual amenities of the area.
- 6.2.7 Levelled pedestrian access to the front of the building and the garden is provided, and a lift access is provided to all floors in the building.

Two disabled parking spaces are provided adjacent to the entrance. By its very nature the building will be accessible to people with all levels of disabilities and will be designed in accordance with Part M of the Building Regulations and in line with BS8300. Clear, unobstructed wheelchair access will also be provided.

6.2.8 Natural and passive surveillance of the parking and service areas from the existing building will help to reduce the threat of crime, insecurity or neglect. Access to the public space will be controlled by the reception and two lockable garden gates. Other security and crime prevention measures include controlled access to the building, secured bike store visible from the entrance and refuse close to the service entrance; 1.8m high fence around the perimeter of the site to secure residents garden; and a lighting strategy to be confirmed.

6.2.9 To safeguard vulnerable adults, staff and the interests of all at this development a Secured By Design Planning Condition is recommended. Suitable boundary treatments and a lighting scheme are also to be secured by condition.



Fig 3: Existing Front elevation



Fig 4: Proposed front elevation



Fig 5: Existing west-facing side elevation



Fig 6: Proposed west-facing side elevation

6.2.10 In terms of appearance and materiality, a palette of traditional materials would be used including cream render finish and quoins for the walls, with stone detailing to windows and door openings. A tiled, pitched roof and traditionally-styled windows positioned symmetrically on the building are proposed. Both the existing and proposed residential wings will feature the same elevational treatment as the proposed front elevation.

6.2.11 The overall massing is broken down to elements due to variation in the roof levels and introduction of different elevational treatments, including a glazed break-out space acting as a link between the existing building and the extension, with two-storey full height glazing and a shallow pitch roof creating a separation between old and new. This section of the building also features a green roof.

6.2.12 Overall, the proposed development is considered acceptable in so far as it would assimilate well into the site, respecting the prevailing spatial qualities and building typologies in the local area and respecting and enhancing the special and distinctive qualities of the Bickley ASRC.

6.2.13 A materials condition is recommended to secure the final details and specifications for all the external materials.

6.3 Trees & Biodiversity - Acceptable

6.3.1 Three trees and three groups of trees will be removed as part of the development, including removal of a TPO Hornbeam in order to accommodate the new extension. All of the trees to be removed are classified as low value and the TPO tree is not visible from public viewpoints and is limited in its future growth by adjoining trees. In amenity terms it therefore has limited value, visually speaking.

- 6.3.2 The applicant is proposing to replace the tree with a specimen sized tree, the same diameter as the surveyed hornbeam tree. The replacement tree has been selected as a beech tree and this would be relevant to a tree removed at the site over the past 10 years. The loss will be further mitigated against through the extensive additional planting which will offer added visual amenity and an uplift in and ecological value.
- 6.3.3 Tree T6 at the front of the site will also be subject to a reduction, away from the new parking layout to clear and prevent obstruction. The arboricultural report confirms that all tree surgery works will be in accordance with BS3998:2010 and will take into account any wildlife and protection legislation.
- 6.3.4 The majority of trees, including those along the western and eastern edges of the site, are to be retained, providing a degree of screening and buffering between the extension and neighbouring sites. Overall, the proposed tree losses and reductions are considered acceptable.
- 6.3.5 The adjoining owner/occupier at 3 Twitten Grove (towards the rear western side of the site) was consulted on the application and has submitted representations regarding the landscaping and the impact this will have on their property. It is understood that there are potentially a number of trees at the site which they consider to be overgrown and potentially causing damage to their roof. It is not currently proposed to reduce any trees in this part of the site. Any future proposals to do so would need to be set out in an arboricultural method statement and the impact on any TPO trees would need to be duly considered.
- 6.3.6 Landscaping and tree protection plan/arboricultural method statement conditions are required.
- 6.3.7 The Preliminary Ecological Appraisal is dated February 2019. With regard to bats, one dusk activity survey was carried out on the 21st February 2020. While Bat Conservation Trust (BCT) guidance recommends several surveys spread out across the summer to obtain the best data set that takes weather and other variables into account, it is noted that the Phase 1 Preliminary Ecological Appraisal identified the building as having low potential. The activity survey has been undertaken in May in clear and dry conditions and included 3 ecologists monitoring the entire site. No emergence or entry was recorded within the building itself and recorded bats were those traversing across the site. It can therefore be concluded that the findings are indicative of minimal bat activity connected to the building itself.
- 6.3.8 A potential bat roost site was noted at tree T4 with 2 emergences recorded from the higher branches. According to the Arb report, no works are proposed to T4 apart from removing large pieces of dead

wood. If these works are to go ahead, a better understanding should be obtained of how bats are using the tree to inform any required mitigation and licencing. Further surveys are therefore recommended prior to works commencing on tree T4.

6.3.9 The Preliminary Ecological Appraisal concludes that the site has moderate ecological value and the development would have a minor negative impact on surrounding habitats which can be compensated with further surveys, mitigation measures and enhancements.

6.3.10 No important sites would be affected and the development has the potential to enhance biodiversity including the wildlife corridor to the south connecting to the railway line. A lighting condition is recommended, which shall ensure that the southern section of site is retained as a dark corridor, as recommended by the ecological appraisal. Details setting out proposed enhancement measures (including the provision of a green roof) should also be secured by conditioned.

6.4 Impact on Neighbouring Amenities - Acceptable

6.4.1 The proposed extension is centrally located in the site maintaining generous separation to the site boundaries with the adjoining residential properties (between 19 and 22m). No increase in storey heights is proposed and given the separation which would be maintained between proposed habitable room windows and neighbouring properties, no unduly harmful overlooking is anticipated.

6.4.2 The single storey section located towards the rear, western side of the extension, includes a roof top terrace. The terrace is located a minimum 14m away from the western boundary and to maximise the privacy of the neighbouring property at No.3 Twitten Grove, the applicant proposes the following measures:

- a 1.8m high obscure glazed privacy screen along the western edge of the terrace, only allowing views to the north and south;
- locating the balustrade 1.5m away from the terrace edge;
- placing planters between the balustrade and terrace's edge with mid-height plants, further filtrating views out.

6.4.3 Overall, it is considered that the above measures would ensure that adequate levels of privacy are maintained for occupiers of the adjoining sites in Twitten Grove. Details of the privacy screens should be secured by condition.

6.4.4 Two central balconies are also proposed to be positioned where the extension adjoins the existing building. However, they would not project beyond the side elevations of the extension and views from the balconies would be fairly limited – either directly eastwards or directly westwards. Any potential views of the adjoining sites which the

proposed balconies may give rise to, would be limited to glimpses of the neighbouring gardens behind the established tree screening along the site boundaries.

- 6.4.5 On balance, the positioning and layout of balconies, terraces and windows serving communal areas and private bedrooms is unlikely to harm the privacies and amenities of adjoining residential occupiers to a significant extent. Furthermore, the extension would not appear unduly overbearing or harmful to outlook when viewed from adjacent sites or the street scene.
- 6.4.6 Concerns have been raised by the owner/occupier of 2 Twitten Grove regarding the previous poor management of waste disposal by the former operating company and the issue of rats, noise and disturbance. It is noted that the current refuse/recycling storage area is being maintained in the same location in the application proposals. However, the applicant has committed to installing new bins, refurbishing the enclosure and providing a roof, as well as implementing a new waste management programme at the care home, with more regular waste collections to avoid the bins becoming too full. The applicant states that waste collections will be organised at a more convenient time during the morning, avoiding disturbance to neighbours in the very early morning as before.
- 6.4.7 While the concerns of the neighbour relating to the position of the bin storage area are duly noted, local residents are generally supportive of the redevelopment proposals, and, in this instance, suitable planning conditions can be used to enhance the quality of the development and mitigate any adverse effects. The location of the bin store in relation to neighbouring sites is therefore considered acceptable on the basis that details of a suitable enclosure are submitted to and approved by the council as part of a planning condition.
- 6.4.8 While it is not in the powers of 'Planning' to control the actions of staff or residents with regard to smoking in this area, it is noted that the applicant is intending to implement a 'non-smoking' policy for the site which will stipulate that staff or residents must not smoke on or around the immediate site.
- 6.4.9 In addition to the Council's statutory consultation, prior to finalising the design and submitting the application the applicant also undertook community consultation, presenting the proposals to local residents through a leaflet distribution.
- 6.4.10 Having regard to the above the development is considered acceptable in that it would not have any significantly adverse impacts on the amenities of local residents including those occupiers of the adjacent sites.

6.5 Transport and Highways - Acceptable

Car Parking

- 6.5.1 Under application ref. 14/04851/FULL1 permission was granted to extend the parking provision from 35 to 42 spaces. In the current application a total of 35 parking spaces are proposed.
- 6.5.2 Neither the Bromley Local Plan nor the London Plan set parking standards for C2 uses. Where no standard is provided, the Intend to Publish (ItP) London Plan (para 10.6.5) states that the level of parking should be determined on a case-by-case basis taking account of ItP policy T6 (car parking), current and future PTAL and wider measures of public transport, walking and cycling connectivity.
- 6.5.3 According to paragraph 10.6.6 the quantum of any parking provision, as well as its design and implementation, should have regard to the need to promote active modes and public transport use. Provision should be flexible for different users and adaptable to future re-purposing in the context of changing requirements, including technological change.
- 6.5.4 Historically, there has been overflow parking from the site onto Bickley Park Road which is a London Distributor Route and, ideally, existing parking surveys would be requested as part of the assessment. However, as the site is currently vacant and due to the current covid-19 pandemic, this has not been feasible.
- 6.5.5 It is noted that under previous policy (the London Borough of Bromley Unitary Development Plan) between 22 and 43 parking spaces would be required for a care home of this size, which the current application would comply with.
- 6.5.6 Whilst the development proposes an increase in care home bedrooms, the applicant has clarified that it would result in a reduction in beds/residents from the current use which includes double occupancy rooms (not couples). The existing home has 62 bedrooms accommodating 92 residents, and the proposed scheme would have 86 bedrooms accommodating 86 residents. As a result, the applicant anticipates that the site would attract fewer visitors, reducing the number of vehicle trips to the site and the demand for car parking.
- 6.5.7 The applicant has proposed a Framework Travel Plan designed to mitigate any long-term effect of traffic impacts associated with the site and to encourage staff and visitors to use sustainable travel methods as alternatives to private car use. Over an initial period of 5 years its target is to achieve a 10% reduction in staff travelling to the site by car and to redistribute these modes to either public transport or cycling.

- 6.5.8 On balance, given the reduction in the overall number of beds and the commitment from the applicant to actively encourage non-car journeys to the site, the proposed parking provision of 35 spaces is considered acceptable in that it accords with the provisions of policy T6.1.
- 6.5.9 As discussed, there are no specific parking standards either in the Bromley Local Plan or the ItP London Plan for accommodation of this nature. In relation to electric vehicle charging spaces, BLP policy 30 sets out a general requirement for developments to provide 1 in 5 car parking spaces with electric vehicle charging (EVC) points (both active and passive). This would give a total requirement for 7 EVC spaces at this site.
- 6.5.10 Based on the emerging Residential Parking policy, T6.1, of the ItP London Plan 7 active and 28 passive ECV spaces would be required at this site. The applicant has committed to providing EVC spaces in accordance with the above policy, which has significant weight. These should be secured as part of a Parking Design and Management Plan condition.
- 6.5.11 Two disabled parking bays are proposed which accords with the requirement in ItP London Plan policy T6.5 for 6% of the total parking provision to be designated bays for a health/medical use. A further 4% should be enlarged for future designation, should it be required. The process for converting enlarged bays should be set out in the Parking Design and Management Plan.

Cycle Parking

- 6.5.12 Based on the proposed number of bedrooms and 50 members of staff, the London plan cycle parking standards would require a minimum of 5 short-stay (for visitors) and 10 long-stay (for staff) bicycle parking/storage spaces for this development.
- 6.5.13 The applicant has confirmed that 5 short-stay and 11 long-stay spaces are proposed. However, the Transport Assessment states that 10 long-stay and 6 short-stay spaces would be provided. In either case this would be compliant with policy and a condition is recommended to limit the numbers of staff at the site to no more than 50.
- 6.5.14 Visitor cycle parking would be provided on Sheffield stands within the site's main car park. Staff cycle parking would take place within communal cycle store to the eastern side of the main building, just behind the car parking area. Internally, staff changing rooms are provided at lower ground floor. Subject to the proposed cycle store being well lit and of a suitable design, the cycle parking provision is acceptable. Cycling conditions are recommended.

Access

- 6.5.15 The application also includes the reconfiguration of the access arrangements. The proposed access is slightly wider than a normal residential crossover but as it is also serving some parking from the Care Home this is acceptable. Following any grant of permission, the applicant will need to apply to the Council's Highway section for the new crossover and stopping up of the existing one.
- 6.5.16 The adjoining resident's comments in relation to the laying out of the new access to serve the Lodge and Orchard Cottage (as well as 4 parking spaces for the development) to be completed prior to the commencement of any other works are noted. However, this would involve works taking place on land which is outside of the applicant's control and would need to be carried out by or in consultation with the Council's Highways department. As such it is not considered reasonable to impose such a condition. In any event, a condition is recommended to ensure that the new parking arrangements and turning spaces are completed prior to occupation of the development.

6.6 Energy and Sustainability- Acceptable

- 6.6.1 The applicant has provided an energy strategy report which demonstrates that the new-build part of the development would achieve a minimum 35% reduction of carbon emissions beyond the 2013 Building Regulations. This will be achieved through a combination of passive design measures to minimise energy consumption and a combined Heat and Power (CHP) unit which is a decentralised and renewable source of energy, supplemented by gas boilers.
- 6.6.2 The targeted 35% would not apply to the existing parts but the design of the new elements of the existing building has been designed to maximise energy efficiency and minimise CO2 emissions.
- 6.6.3 Under adopted planning policy C2 uses are not required to achieve 'zero-carbon'. Therefore no carbon off-setting payment in-lieu is required for this development.
- 6.6.4 A condition is recommended to secure the carbon saving measures as set out in the energy strategy report. Details of the siting and design of rooftop flues or other equipment to be installed at the site should also be secured by condition to ensure a satisfactory visual impact is achieved.

6.7 Environmental Health - Acceptable

Air Quality

- 6.7.1 The development is located 1.1km east of the AQMA. It is not considered likely that the proposals would significantly affect air quality

over a distance of this magnitude. As such, the AQMA was not considered further in the context of the applicant's assessment.

- 6.7.2 The addition of a further 27 units of accommodation will result in increased demand for heating and hot water services. As discussed above, the applicant is proposing a combination of gas powered boilers and CHP plant. The existing plant room is to be replaced with new more efficient boilers which will meet the increased demand. This will confer an improvement in air quality terms as the new plant will be significantly 'cleaner' than the plant it replaces.
- 6.7.3 Overall, the development is considered acceptable from an air quality perspective. Conditions are recommended to secure a Construction and Environmental Management Plan to ensure compliance with the Mayor's '*Control of Dust and Emissions During Construction and Demolition*' SPG.

Land contamination

- 6.7.4 The applicant has submitted a Preliminary Investigation Reports (Parts 1-7) and Main Investigation Report comprising what can be considered to be a Phase I (desk study) and Phase II (intrusive investigation) of ground conditions and the potential for the site to be affected by contamination both on site, and migrating to site from nearby sources.
- 6.7.5 The Phase I/Preliminary Investigation Report concludes that:
- o Some contamination may be present on site in the form of PAHs and metals, in particular lead;
 - o Contingency arrangements are required in case any contamination is discovered on site during the development;
 - o Ground gas monitoring is required; and
 - o A specialist UXO risk assessment is required
- 6.7.6 The Phase II/Main Investigation Report provides details of the investigation findings, but does not include any conclusions or recommendations. Some contamination has been identified on site which is found to have a generally low to moderate risk to construction workers and end-users.
- 6.7.7 With the identification of some contamination on site, the Main Investigation Report remains a work in progress. This is at least in part due to the ground gas investigation for which five further gas samples are confirmed to be required. While sampling has been carried out in the areas covered by the footprint of the proposed extension, no sampling has been undertaken in the areas shown as animal enclosures (x3) and allotments (x2).
- 6.7.8 The landscaping and peripheral land uses to be used could be impacted by the results of further investigative work. As this remains an assessment and investigation in progress, it is therefore necessary

to attach the standard Land Contamination Assessment condition to any permission. Where soft landscaping is to be retained, the Land Contamination Assessment will need to be extended to cover other areas not currently covered by the submitted Main Investigation Report including the animal enclosure and allotment areas.

- 6.7.9 The applicant has subsequently submitted an UXO risk assessment. The Council's Environmental Health officer accepts the findings and recommendations in the report. The required site investigation and development should be implemented in accordance with its findings and recommendations.

6.8 Flooding and Drainage - Acceptable

- 6.8.1 The application site is not in an area at risk of flooding as defined by the Environment Agency. The applicant has submitted a high level Drainage strategy report for the development which sets out a range of SuDS measures which could be used to manage surface water run-off. Full details of the drainage strategy for the site should be secured by condition.

7. OTHER ISSUES

CIL:

- 7.1 The Mayor of London's CIL is a material consideration. CIL is payable on this application and the applicant has completed the relevant form.

Head of Terms:

- 7.2 The following planning obligations will need to be secured as part of an S106 legal agreement, which the applicant has agreed to in principle, should permission be granted:

- Health infrastructure contribution: **£18,360.00**
- Obligation monitoring fee: **£500**

- 7.3 These obligations meet the statutory tests set out in Government guidance, i.e. they are necessary, directly related to the development and are fairly and reasonably related in scale and kind to the development.

8. CONCLUSION

- 8.1 The proposal to maximise the use of this site currently providing specialist accommodation, providing refurbished and additional high quality C2 care home accommodation is acceptable in so far as it would positively contribute to the Borough's supply of specialist accommodation.

- 8.2 The proposed extension and elevational alterations to the existing building would result in a development of high architectural quality, in a spacious, landscaped setting providing good separation to site boundaries, generous amenity space and retaining the majority of trees. The proposal will not detrimentally effect the character or appearance of the ASRC, nor will adjoining residential amenity be unduly harmed.
- 8.3 The application demonstrates that the traffic and parking demand generated by the development would not have a significant impact on local highways infrastructure or road safety and the proposed parking and access arrangements are acceptable.
- 8.4 Subject to compliance with the recommendations in the technical reports and further survey work being undertaken where necessary, no protected species would be adversely affected and the development has the potential to enhance the biodiversity value of the site.
- 8.5 Furthermore, the development is considered acceptable from a sustainability, air quality and environmental health perspective.
- 8.6 Consequently, there are no material planning considerations which signify that the application should be refused. The application is recommended for permission, subject to conditions and the prior completion of a S106 legal agreement.
- 8.7 Background papers referred to during production of this report comprise all correspondence on the files set out in the Planning History section above, excluding exempt information.

**RECOMMENDATION PERMISSION SUBJECT TO LEGAL
AGREEMENT**

SUMMARY OF CONDITIONS AND INFORMATIVES

Standard Conditions:

1. **Time limit of 3 years**
2. **Drawing numbers**

Pre-Commencement Conditions:

3. **Construction and Environmental Management Plan**
4. **Land Contamination Assessment**
5. **Arboricultural method statement and Tree Protection Plan**
6. **Surface Water Drainage**
7. **Lighting scheme**
8. **Bat surveys**

9. Biodiversity enhancements

Above Ground Construction Conditions:

- 10. Secure by Design**
- 11. Landscaping**
- 12. Refuse Storage details**
- 13. Bicycle parking**
- 14. Energy Strategy**
- 15. Green roof**
- 16. Details of external materials**
- 17. Nesting bricks/boxes**
- 18. Privacy screening**

Prior to occupation conditions:

- 19. Parking design and management plan**
- 20. Parking spaces and turning spaces in accordance with approved details**
- 21. Stopping-up of existing access**

Compliance conditions:

- 22. Restriction on number of staff and residents**
- 23. Preliminary Ecological Appraisal to be adhered to**
- 24. Hardstanding for wash-down facilities for construction vehicles**
- 25. Restriction to use as nursing home**
- 26. All Non-Road Mobile machinery to comply with relevant emissions standards**
- 27. Development to be fuelled by natural gas only**

Any other conditions considered necessary by the Assistant Director (Planning and Building Control)

Informatives

**Mayoral CIL
Secured by Design
Dust Monitoring
Vehicle crossover application
Thames Water (various)
Network Rail (various)**