

Committee Date	09.06.2022	
Address	19 Heathfield Road Keston Bromley BR2 6BG	
Application Number	21/02401/FULL1	Officer - Joanna Wu
Ward	Hayes & Coney Hall	
Proposal	Change of use from storage to office use and the replacement of existing single storey rear extension to provide two office suites with shared w/c, bin and secure cycle storage	
Applicant	Agent	
Mrs Lisa Lombardo	Mr Peter Hadley	
c/o RE Planning LLP Downe House 303 High Street Orpington BR6 0NN	Robinson Escott Planning Downe House 303 High Street Orpington BR6 0NN	
Reason for referral to committee	Call-In	Councillor call in Yes

RECOMMENDATION	Application Permitted
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KEY DESIGNATIONS Conservation Area: Keston Village Areas of Archaeological Significance Biggin Hill Safeguarding Area London City Airport Safeguarding Smoke Control
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Use Class	Existing gross internal floor area (square metres)	Gross internal floor area lost (including by change of use) (square metres)	Gross internal floor area gained (including change of use) (square metres)
B8 - Storage or distribution	62	62	0
B1(a) - Office (other than A2)	0	0	54.7
Total	62	62	54.7

Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	0	0	0
Cycle	0	4	4

Representation summary	<ul style="list-style-type: none"> • Neighbour notification letters were sent on the 03.08.2021. • Site notice: Displayed on 08.07.2021
Total number of responses	5
Number in support	1
Number of objections	4

1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The development would not result in a harmful impact on the character of the Keston Village Conversation Area.
- The development would not have a significantly harmful impact on the amenities of neighbouring residents.
- The proposed development would not cause any significant pressure on the existing on-street parking situation.

2. LOCATION

- 2.1 The application site is located on the east side of Heathfield Road, Keston. The site comprises a retail unit at ground floor level, with residential accommodation on the upper floors.

- 2.2 The site lies within the Keston Village Conservation Area and it is within the neighbourhood centre. The property is not a listed building.
- 2.3 There is an existing single storey rear structure, measuring 13.5m long, 5.8m wide and 3m high which is currently used for storage purposes, with access via Lakes Road.

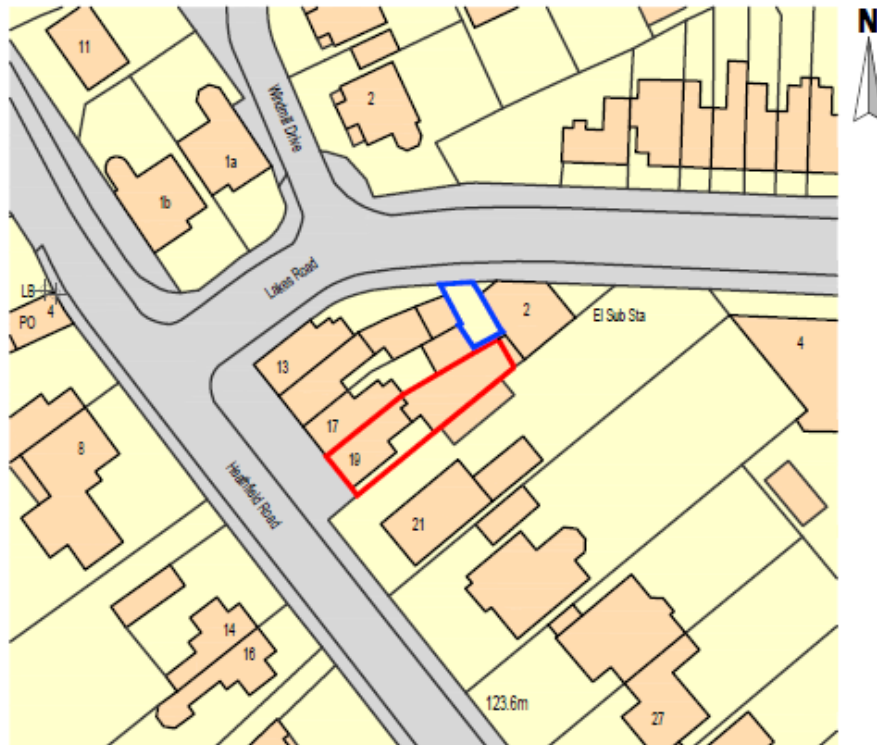


Figure 1: Site location plan

3. PROPOSAL

- 3.1 The proposal is to construct a single storey rear extension, following the demolition of the existing rear structure. The extension would measure 13.4m long, 4.9m wide and 3m high. Three rooflights would be inserted into the proposed flat roof. The extension would accommodate two office units and a store area. As stated on the application form, the gross internal floor area would be 54.7m².



Figure 2: Existing and proposed floor plan

- 3.2 In the supporting statement, the applicants confirm that the proposal would provide space for an additional 4 staff. There would be no visitors to the proposed units. It is noted that there is no off-street parking being added in this application.
- 3.3 In the supporting statement, the applicants claim that “the two office units would provide a building of enhanced design and of unassuming appearance as per the existing extension. It would introduce two modest workshop/office suites within the Village to meet local demand for those looking to work closer to home...The premises would provide an alternative to commuting into the city and/or alternative accommodation to home working.”
- 3.4 The supporting documents include the following:
- Design and Access Statement
 - Parking Stress Survey (submitted on 1st April 2022)

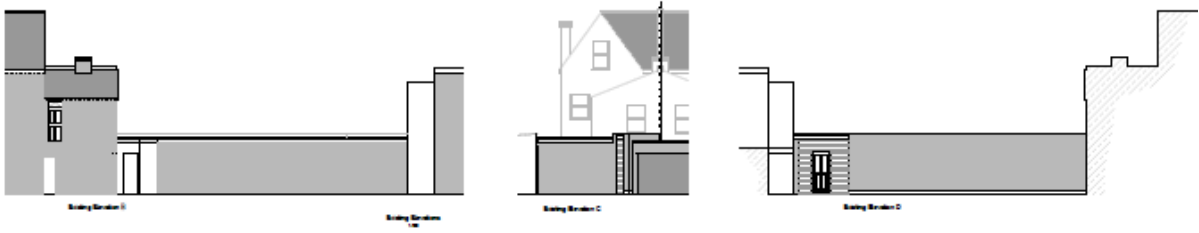


Figure 3: Existing south flank, front and north elevations



Figure 4: Proposed south flank, front and north flank elevations

Photo 1: Overview of the application site



Photo 2: Entrance of the site



4. RELEVANT PLANNING HISTORY

The following applications are relevant for this site:

- 03/01410/FULL6 – Two storey office and workshop building at rear – (Refused) 28.05.2003
- 03/02172/FULL1 – Single storey rear extension and increase in roof height to existing workshop building (at rear of 19 Heathfield Road) RETROSPECTIVE APPLICATION – (Permitted) 30.07.2003
- 03/03293/FULL1 – Use of single storey workshop building at rear for uses within Class B1 (office, research and development or light industry) – (Refused) 29.10.2003
- 04/02885/FULL2 – Change of use from retail shop (Class A1) to beauty Salon – (Permitted) 22.09.2004
- 09/02895/FULL1 – Replacement single storey building to rear of No. 19 Heathfield Road to provide one bedroom self-contained dwelling – (Refused) 04.01.2010
- 12/02819/FULL2 – Change of use from beauty salon to ironing laundry and dry cleaning agent. – (Permitted) 26.11.2012
- 14/01790/FULL1 – Two storey detached one bedroom dwelling on land rear of 19 Heathfield Road, Keston – (Refused) 05.09.2014

5. CONSULTATION SUMMARY

A) Statutory

Conservation Officer – No objection

This proposal would not be widely seen in the Conservation Area context and therefore no objection has been raised.

Highways – No objection

The local ward members and the residents were concerned that there is not sufficient space on-street to cater for any overspill from this development. Subsequently, the applicant was asked to submit a parking stress survey as per Lambeth Council's Parking Survey Methodology.

The parking stress survey was carried out on 9 March 2022 at 08:35, 12:00 and 15:10 hours. These time periods were selected to coincide with drop-off and pick-up activity associated with nearby Keston primary school. The survey results were submitted 24th March 2022 and I have now seen the results of this survey.

The survey indicates that at the time of maximum stress there were 126 spaces available in the local area during the daytime survey period equating to an overall occupancy of 48.9%. Heathfield Road was again shown to have ample spare capacity to accommodate additional parking demand.

The above was considered alongside any potential parking overspill resulting from the proposals. The Government's Homes & Communities Agency regularly publishes employment density guides, which suggest that an office use could generate one staff member for every 10-13m². The proposals constitute an office floorspace of 54.7m², and therefore robustly will serve only four people.

The applicant made reference to mode of travel for employment uses within the 2011 census data for the surrounding area. This assessment suggests that 66% of people commuting to the surrounding area do so via car. This would suggest that 2 or 3 employees could drive to the site.

The applicant then applied the additional three vehicles associated with the development proposals to the existing demands, the future on-street demand would increase slightly to approximately 50%, which is considered acceptable.

Environmental Health Pollution Officer – No objection.

It is considered that the proposed use of Class E(c) and Class E (g)(i)* would be appropriate. I would recommend restricting the hours of operation to 08:00-17:00 Mondays to Saturdays only.

This small development within limited hours would not be likely to result in any significant adverse impacts on the locality.

Drainage Engineer – No objection.

B) Local Groups

None

C) Adjoining Occupiers

Objections

- The demolition of the existing structure is welcomed. However, if permission is granted, it would be necessary to place clear and concise conditions on the future use of the building, ie no conversion to residential units in the future.
- The proposal appears to demolish the staircase to the first floor flats above No. 19.

- The mains drainage for the properties Numbers 13,15,17 and 19 Heathfield Road all run under the existing structure. There will be issues on how to protect this existing and provide suitable access for affected tenants with sufficient access points to this utility.
- Considerable disruption & potential damage to the neighbouring party wall as proper foundations and drainage works will be required to be undertaken.
- Should maintain the Right of Way to No. 21

Supports

- The building is dilapidated and the proposal is welcomed. The new design is smaller than the building that is already on the site and will tidy the area up for neighbours. The two modest Offices will accommodate people that are now finding themselves having to work from home.

The full text on comments received are on file.

6. POLICIES AND GUIDANCE

National Policy Framework 2021

The London Plan

- D1 London's form and characteristics
- D4 Delivering Good Design
- E1 Offices
- E2 Providing suitable business space
- E3 Affordable workspace
- HC1 Heritage conservation and growth

Bromley Local Plan

- 30 Parking
- 37 General Design of Development
- 41 Conservation Areas
- 83 Non-Designated Employment Land
- 86 Office Uses Outside Town Centres and Office Clusters
- 96 Neighbourhood Local Centres, Local Parades and Individual Shops

Supplementary Planning Guidance

- SPG1 – General Design Principles
- Keston Park Conservation Area Supplementary Planning Guidance

7. ASSESSMENT

7.1 Principal - Acceptable

- 7.1.1 Policy 86 of the Bromley Local Plan states that any proposals for new office development will be expected to be located within either the designated Town Centres or Office Clusters. On sites outside designated Town Centres and Office Clusters, proposals for office will be permitted, provided that they are consistent with Town Centres Policies. Policy 96 of the Bromley Local Plan states that the Council will require the retention of shops, to support the provision of external daily goods and services and ensure a range of uses consistent with the local character to contribute to its vitality and viability for shoppers.
- 7.1.2 The site is located within a Neighbourhood Centre and is therefore within the Town Centre Hierarchy. The development therefore provides a town centre use in a town centre location so it would be broadly compliant with employment policy. The proposal retains the retail unit at the front of the site and may therefore not be considered to be harmful to the retail function of the Neighbourhood Centre.
- 7.1.3 The proposal would replace one employment-generating use for another and although Policy 86 states that office development should be located in Town Centre locations, it also confirms that office uses in out of town centre locations are acceptable subject to compliance with town centre policy. The site also falls within the Town Centre hierarchy (Keston Neighbourhood Centre). It is considered that the proposal would be broadly compliant from an employment floorspace policy perspective. Given the small floor area proposed, it is unlikely to have a significant impact on other larger Town Centre locations or the functioning of the Neighbourhood Centre as the development would not affect the frontage of Heathfield Road.
- 7.1.4 The provision of a unit of this size might suit small and medium-sized enterprises (SMEs) or start-up firms and the applicants confirm that there are no particular occupiers that show interest in these units. The floorspace would be suitable for continued home working.

7.2 Design/ Heritage Impacts – Layout, scale height and massing - Acceptable

- 7.2.1 The application site lies in the Keston Village Conservation Area. London Plan Policy HC1 and Policy 41 of the Bromley Local Plan are relevant for this application. These policies seek to preserve and enhance the character and appearance of the Conservation Areas. The Conservation Officer has been consulted. Given that the proposal would be located to the rear of the shops and would not be clearly visible from either Heathfield Road and Lakes Road, it is considered the proposal would preserve the Keston Village Conservation Area.

7.2.2 The proposed single storey rear extension would replace the existing rear extension. The length and width of the extension have been reduced so that a separate pedestrian route access can be provided to the shops from the rear of the application site. It is considered that the extension would have a limited visual impact on the character of the street scene by reason of its location at the rear of the dwelling and it is considered acceptable on design terms.

7.3 Highways – Acceptable

7.3.1 London Plan and Bromley Local Plan Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the London Plan and Bromley Local Plan should be used as a basis for assessment.

7.3.2 It is noted that there are concerns that there is not sufficient space on-street to cater for any overspill from this development. A parking stress survey has been submitted which states that at the time of maximum stress there were 126 spaces available in the local area during the daytime survey period equating to an overall occupancy of 48.9%. Heathfield Road was again shown to have ample spare capacity to accommodate additional parking demand.

7.3.3 In this proposal, it is forecast that there could be an additional three vehicles associated with the development. With this additional traffic, the parking stress survey shows that the future on-street demand would be at approximately 50%. No technical objections are raised from a highways perspective regarding the proposal in terms of its impact on the on-street parking situation and road safety.

7.4 Neighbourhood Amenity – Acceptable

7.4.1 The proposed rear extension would have a depth of 13.4m. There would be a pedestrian access to the south-east side of the proposal. The proposal would not project beyond the existing rear wall of the rear structure. Therefore, it is considered that there would be no detrimental impact as a result of the proposed extension

7.4.2 Concern was also raised from a neighbour regarding potential change of use to residential accommodation in the future. A condition will be imposed to remove the permitted development rights for the change of use from office to residential unit.

7.4.3 With regards to the existing staircase to the flats above the proposal and also the right of ways to No. 21, the submitted drawings shows that these elements would remain unchanged. The party wall issues will be dealt with by a Party Wall Agreement separately. With regards to utility/ drainage access and maintenance, this is not a planning matter which will be covered under other regulations.

7.4.4 With regards to other potential neighbouring amenity impacts such as noise and disturbance, the Environmental Health Officer has been consulted and it is advised that a condition should be imposed to restrict the hours of operation from 08:00 to 17:00 Mondays to Saturdays only. It is considered that a small development restricted to an office based/type use within limited hours would not be likely to result in any significant adverse impacts on the locality and it would not result in any detrimental impact on neighbouring amenity.

8. CONCLUSION

8.1 Having regard to the above, the development in the manner proposed is considered acceptable as it would not result in any unacceptable impact upon the amenities of neighbouring residents or the character of the area. The proposal is considered to preserve its character and appearance in the Keston Village Conservation Area.

8.2 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: Application Permitted

Subject to the following conditions:

1. Time Period
2. Materials in Accordance with Approved Plans
3. Compliance with Approved plans
4. Refuse Storage Details
5. Cycle Parking Details
6. Opening hours 08:00 - 17:00 Mondays to Saturdays
7. The proposed development is for office only, i.e. Class E (c), (g)(i)*
8. Removal Permitted Development rights relation to office

Any other planning condition(s) considered necessary by the Assistant Director of Planning.

*For clarification:

Under the Use Classes Order 1987 (31.08.20 version), the following Class uses are:

Class E (c) –

for the provision of the following kinds of services principally to visiting members of the public— (i) financial services, (ii) professional services (other than health or medical services), or (iii) any other services which it is appropriate to provide in a commercial, business or service locality.

Class E (g)(i) –

(i) an office to carry out any operational or administrative functions