

SECTION '2' – Applications meriting special consideration

**Application No :** 10/01675/FULL1

**Ward:**  
**Cray Valley East**

**Address :** Kelsey House 2 Perry Hall Road  
Orpington BR6 0JJ

**OS Grid Ref:** E: 546667 N: 166881

**Applicant :** Stonechart Property Ltd

**Objections :** YES

**Description of Development:**

Three storey rear extension and rooftop stairwell extension and conversion of Kelsey House to provide 4 one bedroom, 11 two bedroom and 6 three bedroom flats and erection of three storey block comprising 3 one bedroom, 3 two bedroom and 3 three bedroom flats with 32 car parking spaces and associated bicycle parking and refuse storage

The application was deferred at the Plans Sub Committee meeting of 4 November 2010 to seek an increase in the number of car parking spaces. The applicants have accordingly increased the number of spaces from 28 to 32.

The application had been previously deferred at the Plans Sub Committee meeting of 7 October 2010 in order to seek a reduction in the bulk and density of the proposed new build block fronting Perry Hall Road. The scheme was amended with a reduction in the number of units from 11 to 9, a reduction in the size of the block and an increase in the number of parking spaces from 24 to 28.

The original report follows and has been amended where appropriate.

**Proposal**

- Kelsey House will be extended to the rear and converted to provide 4 one bedroom, 11 two bedroom and 6 three bedroom flats
- existing single storey ground floor element of Kelsey House will be demolished and proposed 3 storey extension will occupy similar footprint
- existing commercial façade will be clad to provide a contemporary residential appearance
- new block will provide 3 one bedroom flats, 3 two bedroom wheelchair flats on the ground floor and 3 three bedroom flats
- building will be of a traditional style with contemporary detailing and will feature slate grey tiled roofing, ventilation 'chimneys' and flat roofed dormers

- application states that design and scale of block seeks to respect nearby houses on Perry Hall Road and Willow Close
- second floor flats will be single aspect with windows looking out to Perry Hall Road to minimise overlooking
- existing vehicular access will be retained and there will be off-street parking for 32 cars
- communal amenity space will be provided within rooftop terrace with privacy screen
- existing boundary enclosures will be retained and made good
- renewable energy provided by roof mounted photovoltaic panels
- scheme will be 100% affordable housing
- application states that scheme reflects identified housing need in the area as advised by the Council's Housing Department.

### Application documents

The application is accompanied by the following:

- Planning, Design and Access Statement
- Statement of Community Involvement
- Environmental Report
- Flood Risk Assessment
- Energy Statement
- Archaeological Desktop Study
- Parking Survey
- Marketing Campaign Report.

### Location

- 0.228 ha site lies at junction of Perry Hall Road and the High Street at the edge of Orpington town centre
- Kelsey House is an approx. 30 year old three storey purpose built office building at eastern end of site and remainder of site is laid out as car parking
- building last used as headquarters of Kelsey Housing Association (KHA) but is now vacant except for temporary skeleton maintenance staff - KHA recently merged with a larger Registered Social Landlord (RSL) and premises are now surplus to requirements
- site is enclosed with high security steel palisade fencing and entrance gates
- surrounding area comprises:
  - o Victorian terraced houses fronting Perry Hall Road to the west
  - o petrol filling station and tyre fitting business to the south west
  - o Priory Gardens public park to the south and east
  - o Carlton Parade comprising shops with flats over to the north
  - o interwar semi-detached properties fronting Willow Close to the north.

### Comments from Local Residents

Nearby residents were notified of the application and representations were received, which can be summarised as follows:

- overdevelopment
- overlooking / loss of privacy
- inadequate security on site
- increased noise and disturbance
- devaluation of nearby property
- inadequate parking / increased demand for on-street parking
- increased anti-social behaviour
- disruption during construction period.

### **Comments from Consultees**

There are no objections from the Assistant Director of Housing and Residential Services.

English Heritage has no objections in terms of archaeology, subject to a condition securing a programme of archaeological works.

There are no objections in terms of sustainable development and renewable energy.

The Council's Economic Development and Business Coordinator has objected to the proposal on the basis that there will be an increased demand for office floorspace as the economy recovers.

The Metropolitan Police Crime Prevention Design Adviser has requested that a condition is attached to any planning permission to secure measures to minimise crime.

Any further comments will be reported verbally at the meeting, including highways comments regarding the revised car parking arrangements.

### **Planning Considerations**

The proposal falls to be considered primarily with regard to the following policies:

UDP

- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Access for People with Restricted Mobility
- T7 Cyclists
- T18 Road Safety
- H1 Housing Supply
- H2 Affordable Housing
- H7 Housing Density and Design
- BE1 Design of New Development

BE16 Ancient Monuments and Archaeology  
EMP3 Conversion or Redevelopment of Offices  
EMP5 Development Outside Business Areas

## London Plan

2A.9 The Suburbs: supporting sustainable communities  
3A.3 Maximising the potential of sites  
3A.5 Housing choice  
3A.6 Quality of new housing provision  
3A.10 Negotiating affordable housing in individual private residential and mixed-use schemes  
3A.11 Affordable housing thresholds  
3A.17 Addressing the needs of London's diverse population  
3C.2 Matching development to transport capacity  
3C.23 Parking Strategy  
3D.13 Children and young people's play and informal recreation strategies  
4A.1 Tackling Climate Change  
4A.3 Sustainable design and construction  
4A.4 Energy assessment  
4A.6 Decentralised energy: heating, cooling and power  
4A.7 Renewable energy  
4A.9 Adaptation to climate change  
4A.12 Flooding  
4A.13 Flood risk management  
4A.14 Sustainable drainage  
4A.18 Water and sewerage infrastructure  
4A.19 Improving air quality  
4B.1 Design principles for a compact city  
4B.5 Creating an inclusive environment  
4B.6 Safety, security and fire prevention and protection  
4B.8 Respect local context and communities

The following documents are also relevant:

Mayor of London's Waste Strategy  
Mayor of London's Ambient Noise Strategy.

Policy EMP3 of the Unitary Development Plan states that the conversion or redevelopment of offices for other uses will be permitted only where: (i) it can be demonstrated that there is no local shortage of office floorspace and there is evidence of long term vacancy despite marketing of the premises; and (ii) there is no likely loss of employment resulting from the proposal.

Policy EMP5 of the Unitary Development Plan states that the redevelopment of business sites or premises outside of the Designated Business Areas will be permitted provided that: (i) The size, configuration, access arrangements or other characteristics make it unsuitable for uses Classes B1, B2 or B8 use, and (ii) Full and proper marketing of the site confirms the unsuitability and financial non-viability of the site or premises for those uses.

The Marketing Campaign Report which accompanied the application states that the existing office building is disadvantaged by its Orpington location (which is viewed as secondary to Bromley) and by its distance from Orpington railway station. It also provides a market overview which indicates significant office vacancies in the Orpington area.

The residential density of the scheme is equivalent to 132 dwellings per hectare.

A Section 106 legal agreement is being prepared to secure the affordable housing.

## **Conclusions**

The main issues to be considered in this case are the impact on the character and residential amenities of the area and the implications of the loss of the office accommodation.

In terms of the impact of the proposal on the character of the area, the new block will seek to respect the character of Perry Hall Road through its design and materials. The block will appear slightly higher and bulkier than the adjacent terraced housing but will not result in undue harm to the character of the area, and has now been reduced in size following the recent deferral. Kelsey House is a functional office building of no particular architectural merit and the proposed cladding should improve its appearance. It will be extended to the rear and will appear bulkier but this should not unduly harm the character of the area, particularly as there is currently a three storey element of the building which projects to the rear along Perry Hall Road.

There will be increased overlooking of properties on Willow Close from the two blocks, however the back to back separation between the buildings is considered sufficient to avoid undue harm from overlooking, particularly given that the top floor flats within the new block will be single aspect. In terms of the impact of the proposal on 26 and 26A Carlton Parade, Kelsey House already projects to the rear adjacent to these properties and the rear extension to Kelsey House should not result in an undue loss of light or outlook.

It can be recognised that Kelsey House is not especially well located as far as the present office market is concerned. The applicants have carried out a marketing campaign in compliance with policies EMP3 and EMP5 and this would appear to satisfactorily demonstrate that there is a lack of demand for the office accommodation. The building is in a residential area and redevelopment of the site for other industrial uses may not be viable or desirable in terms of local amenity. It may therefore be considered that policies EMP3 and EMP5 are satisfied. The Council's Economic Development and Business Coordinator has objected to the proposal on the basis that the office floorspace should be retained to meet anticipated future demand once the economy recovers. Policies EMP3 and EMP5 recognise current circumstances and do not take account of anticipated future demand therefore refusal of planning permission on such a basis is considered inappropriate.

The scheme offers benefits insofar as it provides 100% affordable housing including 3 wheelchair units. It can be considered that satisfactory amenity space is provided given the roof terrace and soft landscaped areas whilst Priory Gardens is located opposite.

On balance, the proposal is considered acceptable.

as amended by documents received on 17.10.2010 8.11.10

**RECOMMENDATION: PERMISSION SUBJECT TO THE PRIOR COMPLETION OF A LEGAL AGREEMENT**

and the following conditions:

- 1     ACA01        Commencement of development within 3 yrs  
      ACA01R      A01 Reason 3 years
- 2     ACA04        Landscaping Scheme - full app no details  
      ACA04R      Reason A04
- 3     ACA08        Boundary enclosures - implementation  
      ACA08R      Reason A08
- 4     ACC01        Satisfactory materials (ext'nl surfaces)  
      ACC01R      Reason C01
- 5     ACD02        Surface water drainage - no det. submitt  
      ADD02R      Reason D02
- 6     ACD04        Foul water drainage - no details submitt  
      ADD04R      Reason D04
- 7     ACH03        Satisfactory parking - full application  
      ACH03R      Reason H03
- 8     ACH16        Hardstanding for wash-down facilities  
      ACH16R      Reason H16
- 9     ACH18        Refuse storage - no details submitted  
      ACH18R      Reason H18
- 10    ACH22        Bicycle Parking  
      ACH22R      Reason H22
- 11    ACH23        Lighting scheme for access/parking  
      ACH23R      Reason H23
- 12    ACH27        Arrangements for construction period  
      ACH27R      Reason H27
- 13    ACH32        Highway Drainage  
      ADH32R      Reason H32
- 14    ACI21        Secured By Design  
      ACI21R      I21 reason
- 15    ACK05        Slab levels - no details submitted  
      ACK05R      K05 reason
- 16    ACK08        Archaeological access  
      ACK08R      K08 reason
- 17    ACK09        Soil survey - contaminated land  
      ACK09R      K09 reason
- 18    ACI21        Secured By Design  
      ACI21R      I21 reason

- 19 ACL01 Energy Strategy Report  
ADL01R Reason L01
- 20 No additional structure, plant, equipment or machinery shall be placed erected or installed on or above the roof or on external walls without the prior approval in writing by or on behalf of the Local Planning Authority.  
**Reason:** In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the appearance of the building and the visual amenities of the area.
- 21 Details of privacy screens to the rooftop amenity area shall be submitted to and approved in writing by the local planning authority and the approved screens shall be permanently maintained thereafter.  
ACI12R I12 reason (1 insert) BE1

**Reasons for permission:**

In granting permission the Local Planning Authority had regard to the following policies of the Unitary Development Plan and the London Plan:

UDP

- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Access for People with Restricted Mobility
- T7 Cyclists
- T18 Road Safety
- H1 Housing Supply
- H2 Affordable Housing
- H7 Housing Density and Design
- BE1 Design of New Development
- BE16 Ancient Monuments and Archaeology
- EMP3 Conversion or Redevelopment of Offices
- EMP5 Development Outside Business Areas

London Plan

- 2A.9 The Suburbs: supporting sustainable communities
- 3A.3 Maximising the potential of sites
- 3A.5 Housing choice
- 3A.6 Quality of new housing provision
- 3A.10 Negotiating affordable housing in individual private residential and mixed-use schemes
- 3A.11 Affordable housing thresholds
- 3A.17 Addressing the needs of London's diverse population
- 3C.2 Matching development to transport capacity
- 3C.23 Parking Strategy
- 3D.13 Children and young people's play and informal recreation strategies
- 4A.1 Tackling Climate Change
- 4A.3 Sustainable design and construction
- 4A.4 Energy assessment

- 4A.6 Decentralised energy: heating, cooling and power
- 4A.7 Renewable energy
- 4A.9 Adaptation to climate change
- 4A12 Flooding
- 4A.13 Flood risk management
- 4A.14 Sustainable drainage
- 4A.18 Water and sewerage infrastructure
- 4A.19 Improving air quality
- 4B.1 Design principles for a compact city
- 4B.5 Creating an inclusive environment
- 4B.6 Safety, security and fire prevention and protection
- 4B.8 Respect local context and communities

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

- (a) the appearance of the development in the street scene
- (b) the relationship of the development to adjacent property
- (c) the character of the development in the surrounding area
- (d) the impact on the amenities of the occupiers of adjacent and nearby properties
- (e) the safety of pedestrians and motorists on the adjacent highway
- (f) the safety and security of buildings and the spaces around them
- (g) accessibility to buildings
- (h) the housing policies of the development plan
- (h) the design policies of the development plan
- (i) the transport policies of the development plan

and having regard to all other matters raised.

#### INFORMATIVE(S)

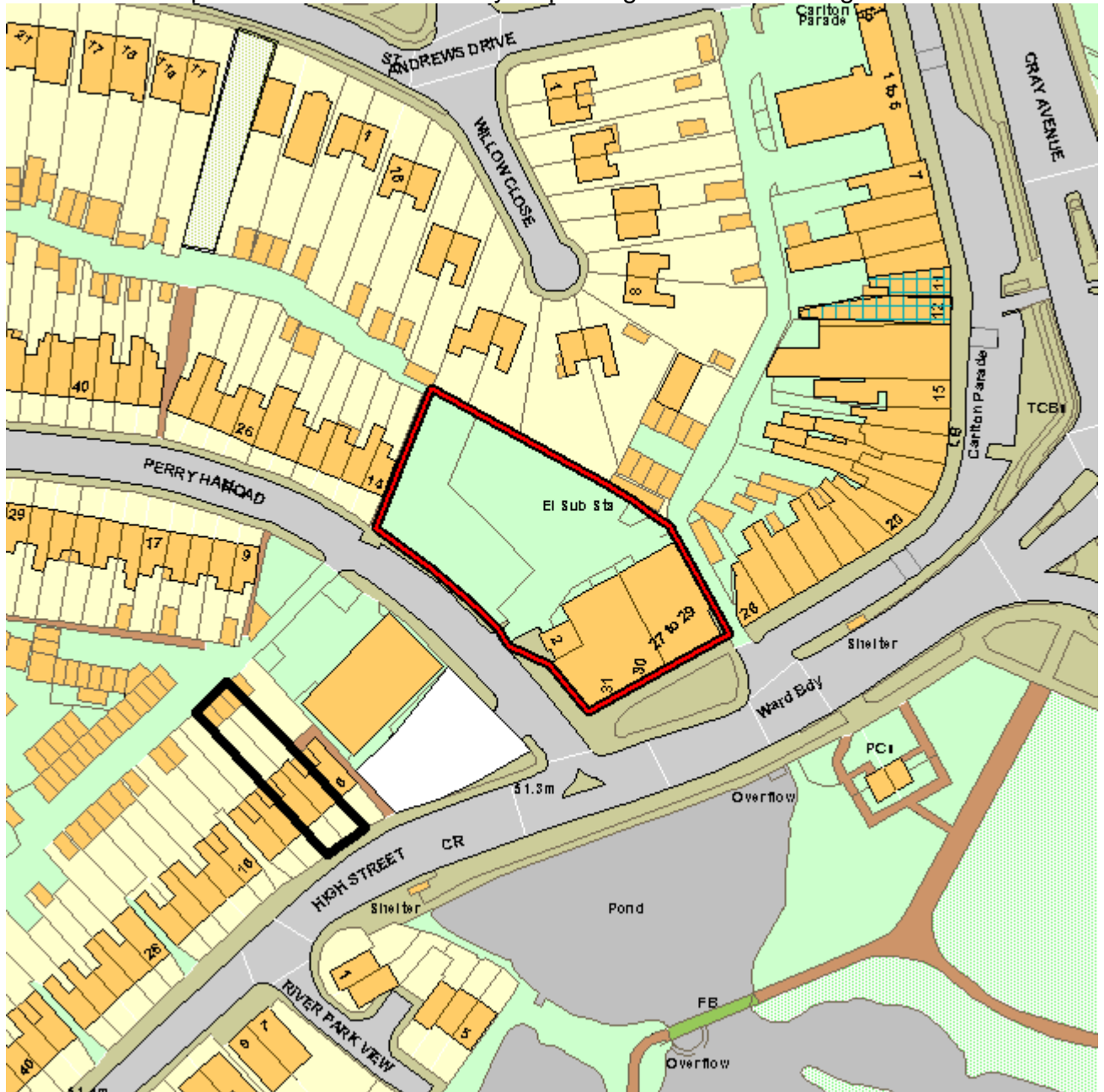
- 1 The development of this site is likely to damage archaeological remains. The applicant should therefore submit detailed proposals in the form of an archaeological project design. The design should be in accordance with appropriate English Heritage guidelines.
- 2 RDI16 Contact highways re. crossover



Reference: 10/01675/FULL1

Address: Kelsey House 2 Perry Hall Road Orpington BR6 0JJ

Proposal: Three storey rear extension and rooftop stairwell extension and conversion of Kelsey House to provide 4 one bedroom, 11 two bedroom and 6 three bedroom flats and erection of three storey block comprising 3 one bedroom, 3 two bedroom and 3 three bedroom flats with 32 car parking spaces and associated bicycle parking and refuse storage



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. London Borough of Bromley. Lic. No: 100017661