

SECTION '2' – Applications meriting special consideration

**Application No :** 11/00331/FULL1

**Ward:**  
**Darwin**

**Address :** Orpington Caravan Centre Ltd  
Sevenoaks Road Pratts Bottom  
Orpington BR6 7LR

**OS Grid Ref:** E: 545546 N: 163168

**Applicant :** Care UK Community Partnerships

**Objections :** YES

**Description of Development:**

Part two/ three storey building comprising 84 bedroom care home with 32 car parking spaces and bicycle parking

**Joint report with application ref. 11/00347**

**Proposal**

- Demolition of existing structures on the site including extension to the adjoining Grade 2 listed building (The Larches) and redevelopment to provide an 84 bedroom care home arranged over two and three storeys with associated landscaping and 40 car parking spaces
- home will provide 24 hour support and care for the frail elderly and the design and specification will reflect modern standards of care for dementia and Alzheimer's sufferers
- building will be arranged over two and three storeys with the top floor accommodation being set within the roof space and will feature red brickwork with a grey tiled roof, white and cream render and metal and timber cladding
- building will occupy central section of the site and will be set back from site boundaries with landscaping and car parking provision to the front so that the adjoining listed building will sit forward of the development in views from the street
- no development is proposed within the designated Green Belt to the west of the site and this land will be landscaped to provide a garden space for residents
- existing access will be re-worked with new kerb lines and improved visibility and a new path will be created within the site to provide a separate pedestrian access from Sevenoaks Road.

The application is accompanied by a Design and Access Statement which includes the following points:

- proposal will enhance overall character of the Green Belt land within the site which is currently occupied by hardstanding relating to the former use of the site as a caravan centre for the sale of caravans, motorhomes and camping equipment
- accommodation is designed to be of a domestic scale and appearance and the elevations are articulated so as to reduce the massing of the building, whilst pitched roofs will respect character of development in the local area
- site will be re-graded and height of building will respect that of the adjoining listed building - those parts in closest proximity are reduced in height so that they do not dominate it
- limited views that are available into site from the adjoining open countryside and only the roof profile of the building will be readily visible above the retained hedgerow and conifer planting
- distances to surrounding properties and the opportunities to retain and enhance existing boundary planting should ensure that proposal will not impact on residential amenity by reason of overlooking, loss of daylight/sunlight or noise and disturbance
- garden spaces will provide residents of the facility with an attractive outlook from bedrooms and communal areas alike
- Care UK is a leading independent provider of health and social care services currently provide care and support for over 3,000 people in more than 57 nursing and care homes
- applicant has engaged in detailed dialogue with local community prior to the submission of application
- site is an excellent position to meet the future needs of the local elderly population and is well served by local amenities and public transport
- demographic pressures are predicted to result in challenges in meeting the needs of older people within London and the south east and the facility will improve the quantity and quality of care services for older people (particularly those with dementia)
- surrounding area has a higher than average elderly population and a very significant under-provision of market-standard bedspaces for elderly residents - research indicates a demand in 2012 for 1,466 residential care places increasing to over 2,000 by 2015 whilst presently there are only 625 registered bedspaces within the catchment area and of these only 420 with en-suite facilities resulting in a shortfall of more than 1,000 market-standard bedrooms
- there is considered to be an acute shortfall of specialist provision for residents suffering with dementia within the catchment area
- significant benefit of the proposal is the potential to free up other sectors of the housing market through releasing family accommodation as residents moving into care accommodation often 'downsize' from larger dwellings
- proposal will create significant employment opportunities – facility will employ approx. 75 staff (full-time equivalent) including management, technical, administrative, care, nursing, catering and housekeeping positions

with a maximum of 50 staff on site at any time - applicant expects that the majority of all staff will be recruited from local area

- employment opportunities will be greater than might be achieved from previous caravan sales use of the site
- 0.55 hectare site is relatively large in comparison with other care homes offering a similar number of bedspaces within a similar location and footprint of the building will occupy only 28% of the site area
- landscaping and car parking provision to front of site provides an open aspect from the street and allows the adjoining listed building to sit proud of the proposed development whilst enhancing the identity of this part of Green Street Green
- unattractive single storey extension to The Larches will be demolished and the new development will be set further back from the listed building thereby enhancing its setting and original character
- ridge line of the new building is consistent with that of the listed building and part of the care home to the rear of the listed building will be reduced to single storey with accommodation in the roof space to sit approx. 3 metres below the listed building, no higher than the existing extension to be demolished
- proposal will not dominate the listed building - whilst the care home will be larger in scale than the listed building the design approach means that it will in many respects appear subservient to it
- proposals to renovate the listed building are expected to be shortly submitted in the form of planning and listed building applications and the application proposal will not compromise these proposals
- detailed consideration has been given to the impact of the proposal on important views and landscape features:
  - o agricultural land to the south falls within the Green Belt and there are very limited public views of the site from this land
  - o there are also very limited views of the site from along the Sevenoaks Road due to the presence of a dense tree belt which sits at the back edge of the pavement
  - o due to the nature of the previous caravan sales business and the hedgerow boundary separating the site from the open field beyond it is considered that the site relates more to the existing settlement to the north rather than to the rural area to the south
- site frontage was previously dominated by extensive car parking – proposed car parking will be pulled further into the site and the frontage will be re-landscaped to provide a positive setting for the building so that it can integrate visually with surrounding development to the north
- building will incorporate energy efficiency measures such as passive solar design and orientation, high quality roof, wall and floor insulation, air tightness and the use of energy efficient appliances and lighting
- CHP engine be installed to provide a 17% CO2 saving from renewable energy with a further 3% contribution from Photovoltaics - building will achieve a minimum BREEAM rating of 'Very Good'

- scheme will not result in any material increase in noise and disturbance from cars and traffic and there is considered to be sufficient on-site parking to prevent additional parking on the adjoining roads
- bedrooms will be of a generous size and to receive a suitable level of daylight, sunlight and privacy
- communal areas of the building are spacious and make use of natural light through generous sized windows
- accommodation is subdivided into smaller suites of bedrooms and communal rooms designed to ensure a personable lifestyle for residents
- design exceeds the regulatory requirements set out in The Minimum Standards for Care Homes for Older People
- level access is provided inside and out to ensure ease of movement by wheelchair users and older people with mobility aids
- there will be clearly identified and secure entrances to the building, appropriate lighting, secure garden areas and round-the-clock staffing
- landscaping forms an integral element of the building's design and the opportunity has been taken to offer a variety of amenity spaces including a courtyard to the north and a large landscaped garden (incorporating visual, sensory and activity spaces) to the west
- ground floor residents will benefit from small individual patios and, where the levels allow, the communal areas are positioned to provide direct access into the gardens
- upper floor roof terrace will take advantage of a southerly orientation towards the open space beyond
- proposals will provide approx. 27 m<sup>2</sup> of high quality amenity space per resident which is generous by industry standards - London Borough of Redbridge has a policy requirement for a minimum 6 m<sup>2</sup> of amenity space per resident in new care schemes.

The application is also accompanied by a Design and Access Statement which considers landscaping, character and visual impact, accessibility, sustainable development, crime prevention measures and the evolution of the design of the scheme and includes the following points:

- design is informed by specific requirements of care accommodation including flexible group living units with separate dayrooms, ancillary accommodation administration, catering and housekeeping current standards and futureproofing
- there are not set visiting hours and visitors are free to come at any time of the day - it is believed that the majority of visits will take place during the day at the weekends and after work on weekdays
- potential traffic movements and parking demand caused by care homes is often misunderstood - no residents will own or drive cars and they will often be in the homes because they have no local family or friends to visit - traffic will mainly be generated by staff, carers, consultants and local community activities whilst service vehicles will be limited to kitchen deliveries on a daily basis, occasional consumables deliveries, refuse trucks and emergency vehicles

- traffic generation will not conflict with commuter peak times - main car movements will be around staff shift hand over being before normal morning commuter peak, early afternoon and mid-evening
- care home will include facilities where local community involvement will be actively encouraged
- intention is to break from the norm and abandon depressing institutional feeling environments with no light and dead-end corridors - form of building will be more free flowing than the majority of care homes and this is well suited to this specific site.

The application is also accompanied by the following documents:

- Transport Assessment
- Framework Travel Plan
- Arboricultural Survey
- PPS25 Flood Risk Assessment
- PPS25 Sequential Assessment
- Ecological Survey and Evaluation Report
- Preliminary Land Quality Risk Assessment
- Land Quality Risk Assessment and Outline Geotechnical Assessment
- Sustainable Construction Statement
- Statement of Public Consultation
- Demand and Supply Review
- Topographic Survey.

## **Location**

- 0.55 ha site is located on the west side of Sevenoaks Road (A21) a short distance to the south of the roundabout linking Sevenoaks Road with Green Street Green High Street (A223) and Cudham Lane
- site is occupied by various buildings including a detached workshop, portacabins and a modern extension adjoining the rear of the listed building at The Larches whilst the remainder is occupied by hardstanding for circulation, parking, access and the storage of caravans
- site slopes from west to east by approximately 5 metres
- access is direct from Sevenoaks Road and is shared with a neighbouring car dealership and The Larches
- portion of land to the west of the site currently occupied by hardstanding and the open countryside surrounding the site to the south and east is designated Green Belt
- Bristol Street Motors car dealership adjoins the northern boundary of the site
- buildings occupied in connection with the car dealership include a large showroom adjacent to the Sevenoaks Road frontage and a garage and testing/repair centre located to the rear of the dwellings in Cudham Lane North
- listed building is vacant and in disrepair and was last used in connection with a petrol filling station - it was built in the late nineteenth century and was listed in 1954

- further to the north beyond the car dealership are the rear gardens of the residential properties in Cudham Lane North.

### **Comments from Local Residents**

Nearby owners/occupiers were notified of the application and representations were received which can be summarised as follows:

- inadequate car parking / increased demand for on-street parking
- poor public transport accessibility
- potential for care of residents with mental, alcohol or drug problems for which site is unsuitable – a condition restricting such use should be attached to any planning permission
- listed building should be protected and its setting should be preserved
- excessive height
- loss of light at 31 Cudham Lane North
- proposal will be a good use of the site
- ample need for care accommodation
- location is suitable for proposed use
- pedestrian crossing over A21 should be provided
- retention of boundary conifer trees should be secured by condition.

### **Comments from Consultees**

- Environment Agency – no objections
- Thames Water – no objections
- Transport for London – no objections
- Metropolitan Police Crime Prevention Design Adviser – no objections
- Ecology – no objections.
- Highways – no objections.

The Council's Adult and Community Services Division support the proposal.

The Georgian Group have objected as follows:

- kitchen and rooms 23, 24 and 25 are too close to The Larches and their mass should be relocated elsewhere
- development in such close proximity to the listed building seriously undermines the viability of the listed building ever returning to a form of residential use by further eroding its setting
- proposal may result in de-listing of The Larches
- it is understood that the application site and The Larches are under the same ownership and it is unacceptable in listed building terms to divide the site in this way and the fragmentation of the site is detrimental to the significance of the listed building
- small gardens should be restored to the rear of The Larches
- proposal is harmful to the setting of The Larches and the application should be refused.

Further response to consultations, including Environmental Health sustainable development and renewable energy comments, will be reported verbally at the meeting.

## **Planning Considerations**

The application falls to be determined in accordance with the following policies:

### Unitary Development Plan

- H4 Supported Housing
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Accessibility for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T15 Traffic Management
- T18 Road Safety
- BE1 Design of New Development
- BE7 Railings, Boundary Walls and Other Means of Enclosure
- BE8 Historic Buildings
- BE9 Demolition of a Listed Building
- NE5 Protected Species
- NE7 Development and Trees
- NE9 Hedgerows and Development
- G1 Green Belt
- G6 Land Adjoining Green Belt
- C6 Residential Proposals for People with Particular Accommodation Requirements
- IMP1 Planning Obligations

### London Plan

- 3A.3 Maximising the Potential of Sites
- 3A.4 Efficient Use of Stock
- 3A.5 Housing Choice
- 3A.6 Quality of New Housing Provision
- 3A.17 Addressing the Needs of London's Diverse Population
- 3A.20 Health Objectives
- 3C.23 Parking Strategy
- 3D.15 Trees and Woodland
- 4A.1 Tackling Climate Change
- 4A.3 Sustainable design and construction
- 4A.4 Energy Assessment
- 4A.7 Renewable Energy
- 4A.9 Adaptation to Climate Change
- 4A.14 Sustainable Drainage
- 4B.1 Principles for a Compact City
- 4B.5 Creating an Inclusive Environment

- 4B.6 Safety, Security and Fire Prevention  
4B.8 Respect local context and communities.

As part of the application process, it was necessary for the Council to give a Screening Opinion as to whether an Environmental Impact Assessment was required. The proposal constitutes Schedule 2 development within the meaning of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. After taking into account the selection criteria in Schedule 3 of the Regulations and the terms of the European Directive, it was considered that the proposed development would not be likely to have significant effects on the environment by virtue of factors such as its nature, size and location. This opinion was expressed taking into account all relevant factors including the information submitted with the application, advice from technical consultees, the scale/characteristics of the existing and proposed development on the site. The applicants have been advised accordingly.

### **Planning History**

The recent planning history for the site mostly relates development associated with the previous use of the site for the sale and display of caravans.

Planning permission was granted under application ref. 09/02523 for the change of use of the site from sale and display of caravans to sale and display of cars.

### **Conclusions**

#### Application ref. 11/00331

The main issues to be considered in this case are as follows:

- impact on the character and visual amenities of the area
- impact on the openness and visual amenities of the Green Belt
- impact on the residential amenities of nearby properties
- impact on the setting of the locally listed building
- highways implications of the proposal.

The Larches is in a state of disrepair its current setting is poor, and was particularly so during the previous use of the site for caravan sales. The proposal will result in the demolition of an unsightly extension to The Larches and the creation of a landscaped buffer whilst the design of the building seeks to respect the setting of the listed building through a reduced height to its rear and through the frontage of the care home being set back from the front building line of The Larches. It can be considered that the impact of the proposal on the setting of the listed building is an improvement upon the existing situation.

The south western part of the site lies within the Green Belt and is currently covered by a hardstanding used in conjunction with the former use of the site for caravan sales. Although there will be substantial built form immediately adjacent to this land it is considered that the introduction of soft landscaping will result in an improvement in the openness and visual amenities of this piece of Green Belt land.



The previous use of the site for caravan sales made a negative contribution to the character of the area, and it may be considered that a use such as that proposed offers the opportunity to provide the site with a tidier appearance. The applicant has sought to complement the character of the surrounding area through the design of the building. However the building will be substantial and a key issue is the impact of its bulk on the character and visual amenities of the surrounding area, including the open Green Belt land to the south and east, and Members are requested to give this matter careful consideration. It can be acknowledged that there will be limited public views of the building from the adjacent countryside and it may be considered that the proposal will not result in undue harm to the character and visual amenities of the Green Belt. The applicant has sought to mitigate the impact of the building's bulk through the elevational treatment of the building and it may be considered that the bulk of the building is acceptable given the overall improvement to the character and appearance of the area.

The siting of the building in relation to the nearest residential properties is considered such that the proposal is not considered to result in any adverse impacts on amenities of these properties.

It is acknowledged that there is a shortage of care accommodation in the area and the proposal will increase its provision and in this respect can be considered desirable. On balance, the proposal may be considered acceptable.

#### Application ref. 11/00347

The main issue to be considered in this case is whether the proposed development justifies the demolition of the Grade 2 listed extension to The Larches, which lies within the application site. The extension to The Larches to be demolished has little or no historical or architectural interest and, on the basis that the care home proposal is considered acceptable, its demolition is considered acceptable.

Background papers referred to during production of this report comprise all correspondence on files refs. 11/00331 and 11/00347, excluding exempt information.

### **RECOMMENDATION: PERMISSION**

Subject to 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 | ACA07  | Boundary enclosure - no detail submitted  |
|   | ACA07R | Reason A07                                |
| 4 | ACC01  | Satisfactory materials (ext'n'l surfaces) |
|   | ACC01R | Reason C01                                |
| 5 | ACC03  | Details of windows                        |
|   | ACC03R | Reason C03                                |
| 6 | ACD02  | Surface water drainage - no det. submitt  |

- |    |  |   |
|----|--|---|
|    | ADD02R   | Reason D02                              |
| 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 | ACH23  | Lighting scheme for access/parking      |
|    | ACH23R   | Reason H23                              |
| 11 | ACH29  | Construction Management Plan            |
|    | ACH29R   | Reason H29                              |
| 12 | ACH30  | Travel Plan                             |
|    | ACH30R   | Reason H30                              |
| 13 | ACI21  | Secured By Design                       |
|    | ACI21R   | I21 reason                              |
| 14 | ACL01  | Energy Strategy Report                  |
|    | ADL01R   | Reason L01                              |
| 15 | ACK05  | Slab levels - no details submitted      |
|    | ACK05R   | K05 reason                              |
| 16 | The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA): Flood Risk Assessment SLR Ref: 402-02498-00005 dated January 2011. Finished floor levels are to be set no lower than 80.3mAOD and the internal floor level must be at least 300mm above local ground level where overland flow routes are likely. |   |

**Reason:** To reduce the risk of flooding to the proposed development and future occupants.

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

Policies (UDP)

- H4 Supported Housing
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Accessibility for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T15 Traffic Management
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- G1 Green Belt
- G6 Land Adjoining Green Belt

C6 Residential Proposals for People with Particular Accommodation Requirements  
IMP1 Planning Obligations

Policies (London Plan)

- 3A.3 Maximising the Potential of Sites
- 3A.4 Efficient Use of Stock
- 3A.5 Housing Choice
- 3A.6 Quality of New Housing Provision
- 3A.17 Addressing the Needs of London's Diverse Population
- 3A.20 Health Objectives
- 3C.23 Parking Strategy
- 3D.15 Trees and Woodland
- 4A.1 Tackling Climate Change
- 4A.3 Sustainable design and construction
- 4A.4 Energy Assessment
- 4A.7 Renewable Energy
- 4A.9 Adaptation to Climate Change
- 4A.14 Sustainable Drainage
- 4B.1 Principles for a Compact City
- 4B.5 Creating an Inclusive Environment
- 4B.6 Safety, Security and Fire Prevention
- 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 openness and visual amenities of the Green Belt
- (e) the impact on the amenities of the occupiers of adjacent and nearby properties
- (f) the safety of pedestrians and motorists on the adjacent highway
- (g) the safety and security of buildings and the spaces around them
- (h) the ecological impacts of the proposal
- (i) the design policies of the development plan
- (j) the transport policies of the development plan
- (k) the housing policies of the development plan

and having regard to all other matters raised.

INFORMATIVE(S)

- 1 With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary.

Connections are not permitted for the removal of Ground Water. 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 0845 850 2777.

- 2 Thames Water would recommend that petrol / oil interceptors be fitted in all car parking/washing/repair facilities. Failure to enforce the effective use of petrol / oil interceptors could result in oil-polluted discharges entering local watercourses.
- 3 There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval must be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer. Thames Water will usually refuse such approval in respect of the construction of new buildings, but approval may be granted in some cases for extensions to existing buildings. The applicant is advised to contact Thames Water Developer Services on 0845 850 2777 to discuss the options available at this site.
- 4 RDI06 Notify Building Control re. demolition
- 5 RDI10 Consult Land Charges/Street Numbering

Reference: 11/00331/FULL1

Address: Orpington Caravan Centre Ltd Sevenoaks Road Pratts Bottom Orpington  
BR6 7LR

Proposal: Part two/ three storey building comprising 84 bedroom care home with 32  
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