

SECTION '2' – Applications meriting special consideration

Application No : 11/01317/FULL1

Ward:
Bromley Town

Address : Prospect House 19 - 21 Homesdale
Road Bromley BR2 9LY

OS Grid Ref: E: 541103 N: 168302

Applicant : AMC New Homes

Objections : YES

Description of Development:

Five storey building comprising 23 one bedroom, 10 two bedroom and 4 three bedroom flats with 21 car parking spaces, bicycle parking and refuse/ recycling storage at basement level

Key designations:

Biggin Hill Safeguarding Birds
Biggin Hill Safeguarding Area
London City Airport Safeguarding
London City Airport Safeguarding Birds
London Distributor Roads

Proposal

Demolition of existing office block and replacement five storey building comprising:

- 23 one bedroom flats
- 10 two bedroom flats
- 4 three bedroom flats
- basement level to provide 21 car parking spaces, parking for 46 bicycles and refuse/recycling store.

The applicant has submitted the following information to support the application:

- Design, Access and Planning Statement
- Commercial Surveyors/Marketing Letter
- Energy Statement
- Ground Investigation Report
- Environmental Report
- Arboricultural Survey
- 16 point checklist for lifetime homes criteria
- Accessibility and Parking Study

- Travel Plan
- Drainage Report

Location

- The application site is a three storey office building with pitched roof located on the northern side of Homesdale Road
- it contains basement and surface-level parking for 30 vehicles, with access from Wimpole Close to the rear
- adjacent to the north-east is a large retail warehouse containing Currys and PC World
- adjacent to the south-west is Tourama House, a three storey office building
- immediately abutting the rear of the site is Cobden Court which contains 6 office units and has a parking area at the rear
- the surrounding area is characterised by large office blocks as well as several large blocks of flats, recently completed or nearing completion, opposite and to the north-east of the site
- a number of lower-rise (two/three storey) Victorian style terraced and semi-detached properties with ground floor retail units lie to the south-west of the site.
- the site is within close proximity of the A21, a London Distributor Road which also connects to the M25.
- it is close to Bromley town centre with numerous bus routes running along the A21 into the town.
- the Public Transport Accessibility Level (PTAL) is rated as medium at 3 (on a scale of 1 – 6 where 6 is the highest).

Comments from Local Residents

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

- several new developments in Holmesdale Road have been completed and are already occupied which has brought more activity to the area
- local businesses welcome the opportunity to do more trade, however the increased logistical problems are now being felt without further occupancy
- traffic volumes increased with difficulty parking and blocked accesses to residential and commercial properties
- encroach on Cobden Court due to towering height of building
- cutting out light and privacy for residents
- not in keeping with surrounding area
- too high
- Rosing apartments will be overshadowed
- overlooking into other flats
- height inappropriate to scale of surrounding area
- housing will be dwarfed
- average height of properties in area is four storeys
- loss of mature trees

- change of use to residential will bring a cumulative strain on services (drains, etc)
- overlooking into nearby residential properties
- traffic congestion
- offices were still occupied in 2010
- loss of light to neighbouring properties
- would like yellow line restrictions enforced to prevent delays to bus and other essential traffic
- noise
- three blocks of flats facing each other not ideal

Comments from Consultees

The Council's Housing Development team have commented that the scheme is located with good access to local amenities, employment opportunities and transport links and there is a high demand for affordable housing in this area. As such it is a suitable location for the provision of affordable housing. Further to the revised plans (received 18/07/11) the proposed affordable housing mix is acceptable and the scheme now meets the Council's requirements for larger family homes.

The Council's Highways Development Engineers have raised the issue of Wimpole Close being a private road and the applicant should therefore ensure that the necessary rights of access over the road exist to serve the development. Concerns have been raised over the servicing of the premises at the rear as service vehicles waiting in the access would obstruct access to/from the car park. Future occupants of the flats will not be eligible for resident's parking permits within the controlled parking zone. With regards to parking, there is a shortfall in the number of parking spaces; however, the applicant has agreed to offer membership to a local Car Club as part of their Travel Plan. Furthermore, the one bedroom units are likely to attract non-car owners.

The Council's Traffic Engineers has confirmed that the proposal for cycle parking meets the minimum requirement of one space per dwelling and the type of stands proposed provide secure locking points for the bicycles. Adequate lighting has also been provided.

The Council's Waste Advisors has advised that the pick-up area for bins must be kept clear from parking and bins must be available for collection at ground level by the Council.

The Council's Environmental Health Officer has raised no objections to the proposal but has recommended a condition be attached to any permission relating to compliance with the Control of Pollution Act 1974 and/or the Environmental Protection Act 1990.

The Metropolitan Police Crime Prevention Design Advisor raises concerns over the lack of information in the application relating to how crime prevention measures will be incorporated into the design of the development. A 'Secured by Design'

condition is therefore recommended should permission be given so that the development achieves full SBD accreditation.

The Council's Drainage Planner initially advised that to prevent increasing pressure on the existing mains, the preferred method to dispose of surface water is to use a sustainable drainage system. A Drainage Report was submitted and the foul and surface water drainage design is considered satisfactory.

Thames Water have advised that where a developer proposes to discharge groundwater into a public sewer, a groundwater discharge permit will be required. Furthermore, petrol/oil interceptors should be fitted in all car parking/washing/repair facilities. 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. With regard to sewerage and water infrastructure they would not have any objection to the proposal.

Planning Considerations

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

- BE1 Design of New Development
- BE7 Railings, Boundary Walls and Other Means of Enclosure
- EMP3 Conversion or redevelopment of Offices
- EMP5 Development outside Business Areas
- H1 Housing Supply
- H2 Affordable Housing
- H3 Affordable Housing – payment in lieu
- H7 Housing Density and design
- H9 Side Space
- IMP1 Planning Obligations
- T1 Transport Demand
- T2 Assessment of Transport Effects
- T3 Parking
- T5 Access for People with Restricted Mobility
- T6 Pedestrians
- T7 Cyclists
- T9 Public Transport
- T10 Public Transport
- T11 New Accesses
- T15 Traffic management
- T18 Road Safety

In strategic terms the London Plan 2011 policies relating to design, housing, children and young people's play and informal recreation, affordable housing, health and education, the economy, sustainability and transport would be relevant.

There are a number of national policy documents that are relevant to the consideration of this application. These include:

PPS1 Delivering Sustainable Development
Planning Policy Statement: Planning and Climate Change - Supplement to
Planning Policy Statement 1
PPS3 Housing
PPG13 Transport
PPS22 Renewable Energy
PPG24 Planning and Noise
PPS25 Development and Flood Risk

Planning History

05/01185 – Outline permission was given for a third floor extension and change of use of whole building from offices (Class B1) to residential comprising 14 two bedroom flats, with 13 basement and 4 surface car parking spaces

08/00893 – Permission was given for five storey rear and third floor extensions to office building to extend office accommodation on ground and first floors and convert/ extend on second and third floors comprising 4 two bedroom and 2 three bedroom flats with 19 car parking spaces

10/03375 – an application for outline permission for a four/ five storey block comprising 38 one bedroom and 9 two bedroom flats with semi-basement parking for bicycles and 24 cars (six storey flank and rear elevations) was submitted but was subsequently withdrawn.

Assessment

The existing building is set back around 7m from the highway, similar in position to Tourama House. There is approximately 1.5m side space to the boundaries of the curtilage of the site. At the rear there is generous separation to the boundary with Cobden Court (at least 14m).

The proposed building would be positioned with approximately 1.4m separation to the side boundaries of the site, with the proposed balconies abutting the flank boundaries. There would be minimal separation (less than 1m in places) retained between the building and the rear boundary of the site and the footprint of the building would take up the majority of the site, allowing little opportunity for hard or soft landscaping.

In terms of the impact that the development would have on the street scene, the relationship with the buildings on either side of the site would not alter significantly from the current situation. Around 5m separation would be retained to Tourama House and around 3m separation to Currys. There are two semi-mature trees at the front of the site which would be removed. A landscaping condition is therefore recommended to soften the visual impact of the development, should permission be granted.

With regard to height, the existing 3 storey building would be replaced by a 5 storey building with a lift shaft projecting above the roof by approximately 3m. It is noted that the number of storeys has been reduced from 6 to 5 since the

application was first submitted. The fifth storey would be subservient in scale to the other floors and the building would appear similar in height to other flatted developments recently permitted in the vicinity, including at Enterprise House, Garrard House and Sussex House, which all have 6 storeys.

The previous planning approvals given at the site are also material considerations. Under ref. 05/01185, outline permission was given for a third floor extension and change of use of whole building from offices to residential comprising 14 two bedroom flats, with 17 car parking spaces, thereby establishing the principal of residential development at this site as acceptable.

Under ref. 08/00893, permission was given for a five storey rear extension projecting approximately 8m to the rear and a third floor extension resulting in a 4 storey building plus basement. It also included 6 residential units all with balconies to the sides, rear and front. A reduced number of parking spaces (from 30 currently to 19) were also approved.

In light of the above, it is considered that the principle of adding additional storeys and extending this building has already been established through previous permissions. Furthermore, Members may agree that, subject to a suitable landscaping scheme at the front, the development would be imaginative and attractive to look at and would complement the scale and form of adjacent buildings and areas, and would not detract from the existing street scene.

With regard to the impact on the amenities of occupiers of neighbouring buildings, the application site is flanked to the sides and rear by buildings currently in business use. The nearest residential dwellings are to the south-west, adjacent to Tourama House, approximately 20m from the boundary of the curtilage of the site. Other than the uppermost floors of the proposed building, it will largely be shielded from view from these dwellings by Tourama House and given the substantial separation; it is unlikely to cause any significant loss of light or prospect.

There would be approximately 8m separation between Tourama House and the proposal (reducing to around 4.5m at the front). Balconies are proposed facing this site, however, as this is currently in business use there would be no loss of living amenities to occupants of Tourama House.

The site of Enterprise House (which is now residential) is located approximately 25m away and although balconies and windows are proposed facing this site, the separation complies with the minimum 20m back to back distance which is usually considered acceptable.

Concerns over the height of the building and its proximity to Cobden Court have been raised by the occupants of Cobden Court. The resulting development would be project approximately 15.5m beyond the rear elevation of Cobden Court, closest to the site boundary, with a separation of only 2m (approx.) between the two buildings. Whilst this would inevitably have an impact on the outlook from and daylight to this building, consideration should be given to the fact that Cobden Court is an office building and no living amenities would be harmed as a result.

Pedestrian access to the building will be provided from Homesdale Road via steps and a lift from street level to ground floor level, providing access for people with impaired mobility and giving priority to pedestrians and cyclists over vehicles, with steps also being provided from Homesdale Road down to the basement for access to the cycle store. Vehicle access to the basement parking would be from Wimpole Close at the rear.

With regard to security and crime prevention measures, few details have been provided of how these will be incorporated in the development. A 'Secured by Design' (SBD) condition is therefore recommended should permission be given so that the development achieves full SBD accreditation in respect of design and layout.

The proposal comprises a total of 37 units and includes 14 affordable housing units, meeting the 35% requirement of Policy H2 of the UDD. It would provide a mix of housing sizes, including larger 3 bedroom family units, which the Council has recognised the need for, and at least 35% of habitable rooms within the overall affordable housing provision would be used to provide the 3 bed homes. 4 wheelchair accessible units are proposed and all the flats would be built to Lifetime Homes Standards, meeting the Council's requirements set out in the UDP and the London Plan.

The development would result in a density of 347.4 units per hectare. Although this would be above the density guidelines set out in Policy H7 of the UDP, the site is close to Bromley town centre and there have been several other planning permissions granted in the vicinity which have set a precedent for higher density development, e.g. at Enterprise House, Garrard House and Sussex House. Members may therefore consider the density proposed acceptable, particularly given the mix of unit sizes which would be provided.

As previously discussed, the site layout would leave negligible scope for landscaping or amenity space around the building. However, each flat has its own private balcony/terrace and a large communal roof terrace with grassed area is also proposed, meeting the requirements of the London Plan. In addition, the site has good access by foot to the nearby Havelock Recreation Ground. The amount of amenity space proposed is therefore considered acceptable in this instance.

21 car parking spaces are proposed for a mixture of socially rented, intermediate ownership and market housing. Given the local circumstances of the area, including the medium PTAL and the controlled parking zone along Homesdale road, it is considered that there would be a shortfall in parking spaces for the development. However, membership to a local Car Club has been offered as part of the Travel Plan which would help reduce the reliance on private car usage and as 23 of the flats will be one bedroom, which are more likely to attract non-car owners, Members may consider the off-street parking levels acceptable.

Secure locking points for up to 46 bicycles are proposed within the basement, meeting the Council's requirement of one space per residential unit as per Policy T7 of the UDP. Lighting is to be provided within the store and at access points and the store will be secured with key fob access.

Refuse and recycling would be stored the basement then taken to an allocated area at the top of the vehicle access ramp by a private management company from where it will be collected. A temporary parking area which can be arranged around collection days is also proposed for the parking of service vehicles.

In principle the proposal is considered acceptable from a highways perspective, although various technicalities and details relating to the Travel Plan will need to be addressed by way of condition should permission be granted.

The site was previously in business use and whilst it does not fall within a designated Business Area, the Council recognises Homesdale Road as a good quality business location, important in addressing any future demand for office accommodation. The applicant has submitted information indicating that the premises has been vacant for the past 10 years and has raised issues of cost-effective refurbishment and conversion into smaller units as an obstacle to the sale/letting of the site for business use. Whilst limited information is given about the history of marketing activities undertaken upon the site, consideration must be had for the previous residential permissions given at the site which have established the principle of the loss of the business use as acceptable. Furthermore, Members may wish to take account of the number of years that the site has been vacant, the various permissions granted at other sites in the vicinity for residential use and whether, on balance, the loss of the business use would be significantly harmful to the local economy.

Conclusions

The application has been assessed in light of the aims and objectives of the London Borough of Bromley UDP, all other relevant national and regional planning guidance and all other material planning considerations. The principle of residential development and loss of the business use of the site has already been established as acceptable through the granting of previous applications and, overall, Members may agree that the proposed residential scheme is of a high standard of design and layout and would complement the character of the adjacent buildings and areas.

The relationship of the proposed buildings to existing buildings may also be considered acceptable by Members in that the amenities of the occupiers of neighbouring sites are predominantly office workers whose working environments would not be significantly harmed by overlooking, loss of privacy or inadequate daylight.

Furthermore, Members may agree that the proposal would not result in any conditions prejudicial to highway safety and given that the majority of the units will be one bedroom and membership to a local Car Club has been offered as part of the Travel Plan, off-street parking levels are acceptable.

Background papers referred to during production of this report comprise all correspondence on files refs. 08/00893 and 11/01317, excluding exempt information.

as amended by documents received on 02.06.2011 28.06.2011 18.07.2011
21.07.2011 25.07.2011

RECOMMENDATION: PERMISSION SUBJECT TO A S106 LEGAL AGREEMENT TO PROVIDE AFFORDABLE HOUSING AND CONTRIBUTIONS TO HEALTH AND EDUCATION

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'nl surfaces)
ACC01R Reason C01
- 5 ACD01 Surface water drainage - implementation
ADD01R Reason D01
- 6 ACH03 Satisfactory parking - full application
ACH03R Reason H03
- 7 ACH18 Refuse storage - no details submitted
ACH18R Reason H18
- 8 ACH30 Travel Plan
ACH30R Reason H30
- 9 ACH33 Car Free Housing
ACH33R Reason H33
- 10 ACI21 Secured By Design
ACI21R I21 reason
- 11 ACK01 Compliance with submitted plan

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest of the visual and residential amenities of the area.

- 12 ACL01 Energy Strategy Report
ADL01R Reason L01
- 13 Details of the proposed roof-mounted structure/equipment/machinery shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The development shall be carried out in accordance with the details.

Reason: In order to comply with Policy BE1 of the Unitary Development Plan and in the interest if the appearance of the building and the visual amenities of the area.

Reasons for granting permission:

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

- BE1 Design of New Development
- BE7 Railings, Boundary Walls and Other Means of Enclosure
- EMP3 Conversion or redevelopment of Offices

- EMP5 Development outside Business Areas
- H1 Housing Supply
- H2 Affordable Housing
- H3 Affordable Housing – payment in lieu
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- T11 New Accesses
- T15 Traffic management
- T18 Road Safety

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 the adjacent properties
- (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 light and outlook of occupiers of adjacent and nearby properties
- (f) the privacy of occupiers of adjacent and nearby properties
- (g) accessibility to buildings
- (h) the safety of pedestrians and motorists on the adjacent highway
- (i) the housing policies of the development plan
- (j) the transport policies of the development plan
- (k) the urban design policies of the development plan
- (l) the provision of satisfactory living accommodation for future residents of the houses
- (m) the neighbours concerns raised during the consultation process

and having regard to all other matter raised.

INFORMATIVE(S)

- 1 RDI06 Notify Building Control re. Demolition
- 2 RDI10 Consult Land Charges/Street Numbering
- 3 RDI12 Disability Legislation
- 4 RD129 EHO – contact Pollution Team
- 5 Where a developer proposes to discharge groundwater into a public sewer, a groundwater discharge permit will be required. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Groundwater permit enquiries should be directed to Thames Water's Risk

Management Team by telephoning 020 8507 4890 or by emailing wwriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991.

- 6 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.
- 7 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.
- 8 Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Water's pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 9 In order for refuse and recycling to be collected by the Council you are advised that the refuse/recycling bins should be made available for collection at ground level and the collection area should not be obstructed by parked vehicles.
- 10 You should satisfy yourself that the necessary rights of way exist over Wimpole Close to serve the development.

Application:11/01317/FULL1

Address: Prospect House 19 - 21 Homesdale Road Bromley BR2 9LY

Proposal: Five storey building comprising 23 one bedroom, 10 two bedroom and 4 three bedroom flats with 21 car parking spaces, bicycle parking and refuse/ recycling storage at basement level

