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London Borough Croydon

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23-Feb-2016



PART 6: Planning Applications for Decision

Item 6.3

1 APPLICATION DETAILS

Ref: 15/05622/P
Location: 27 Pollards Hill North, Norbury, London, SW16 4NJ
Ward: Norbury
Description: Conversion to form 1 two bedroom and 1 three bedroom flats; erection of single storey rear extension
Drawing Nos: 15407/04, 15407/05, 15407/06, 15407/07, 15407/08, 15407/09, 15407/10, 15407/11, 15407/13, 15407/14
Applicant: Mr J Scott
Agent: Mr L Pitters
Case Officer: Mr Sean Scott

1.1 This application is being reported to committee because objections above the threshold in the Committee Consideration Criteria have been received.

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would provide an additional home in a residential area and would not result in the loss of any protected use on the site. The house is not regarded as a 'small house' and therefore the subdivision is acceptable in principle.
- The proposal would successfully integrate into the character of the area and the appearance of the street scene.
- The impact upon the amenity of adjoining occupiers has been assessed and it is not considered that there would be a significant harmful impact.
- The proposal would provide adequate accommodation for future occupiers in terms of layout, outlook and amenity space.
- The provision of a car parking in this location is considered acceptable.

3 RECOMMENDATION

- 3.1 That the Committee resolve to GRANT planning permission.
- 3.2 That the Director of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) In accordance with the approved plans
- 2) Materials to match
- 3) Details of hard and soft landscaping to be submitted and approved
- 4) Details of refuse and cycle storage to be submitted and approved
- 5) Commence within 3 years

Informatives

- 1) Site notice removal
- 2) Community Infrastructure Levy (CIL) – Granted

4 PROPOSAL AND LOCATION DETAILS

Proposal

- 4.1 Conversion to form 1 two bedroom flat and 1 three bedroom flats; erection of single storey rear extension.
- 4.2 The single storey rear extension would project to a depth of 3.2 metres; it would be approximately 3.48 metres in width and 2.45 metres in height.
- 4.3 The shared entrance to the flats would remain in the same location as the existing front door. Access to Flat A (ground floor flat) and Flat B (first and second floor flat) would be via a shared hallway on the ground floor. Flat A (2 bedroom unit) would include an open plan living room with kitchen area, two bedrooms, a separate bathroom and a storage cupboard. Flat B (3 bedroom unit) would include a living room, kitchen, three bedrooms (one with en suite bathroom) and a separate bathroom. The plans indicate that flats would have access to private outside amenity space.
- 4.4 The existing property benefits from a driveway. This is sufficient to accommodate 2 parking spaces

Site and Surroundings

- 4.5 The site is located on the south-eastern side of Pollard Hill North in Norbury ward. The site is located within an Area of High Density as designated by the Croydon Local Plan: Strategic Policies (2013). The subject property comprises a two storey semi-detached single family dwellinghouse. The surrounding area is residential in character, comprising mainly semi-detached dwellinghouses.

Planning History

- 4.6 The following planning decisions are relevant to the application:

12/01498/P Erection of conservatory and retention of a front boundary fence
Approved [The fence was the only part implemented]

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 32 Objecting: 31 Supporting: 0

6.2 The following local groups/societies made representations:

- Pollards Hills Residents Association [objecting]
- Norbury Residents Associations Joint Planning Committee [objecting]

6.3 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

Objections

- Overlooking
- Overshadowing
- Overdevelopment
- Out of character
- Need to retain family homes
- Inadequate parking provision on site
- Detrimental to on-street parking
- Lack of space for bins/cycle store
- Noise and disturbance
- Unacceptable living conditions for future occupiers
- Inaccurate plans
- Passage to the side too narrow for separate access
- Not compliant with Croydon's strategic housing policies
- Hard surfacing will negatively affect surface run-off

Neutral comments

- The publicity of the application was questioned [Officer Comment: site notices were erected in accordance with protocol, it was highlighted that a site notice had been removed and a replacement was posted on Pollards Hill North on 15/01/2016]

6.4 The following issues were raised in representations, but they are not material to the determination of the application:

- Lack of details regarding waste water discharge and internal plumbing configuration [This would be for the attention of a building surveyor]
- Building work would be disruptive
- Subsidence issues [Officer Comment: this would be a matter for Building Control]
- Blocks access to manholes
- Building to the rear in use as recording studio/hair salon/ residential

7 MATERIAL PLANNING CONSIDERATIONS

7.1 The main planning issues raised by the application that the committee must consider are:

1. Acceptability in principle
2. Impact on character and appearance of the building and streetscene
3. Impact on the amenity of adjoining occupiers
4. The acceptability of the living conditions to be provided for future residents
5. Transportation and parking implications

Acceptability in principle

- 7.2 The London Plan 2011 Policy 3.3 Increasing Housing Supply states that the Mayor recognises the pressing need for more homes in London in order to promote opportunity and provide a real choice for all Londoners in ways that meet their needs at a price they can afford.
- 7.3 The Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 Policies H2 Supply of New Housing, H7 Conversions and H11 Retaining Small Houses permit housing development and conversions within existing built up areas provided it does not conflict with the aim of respecting the character of residential areas, that the new dwellings are self-contained, there would be no net loss of small houses and that they provide satisfactory accommodation.
- 7.4 The London Housing Supplementary Planning Guidance (SPG) - 2012 states that a balance needs to be struck between realising the potential of residential conversions to meet the needs of smaller households and sustaining the residential quality of neighbourhoods where pressure for conversions is particularly intense.
- 7.5 Saved Policy H11 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 resists the loss of small houses, which are defined as having a floor area of less than 130 sq m.
- 7.6 The floor area of the existing dwelling is approximately 183 sq m and as a consequence it is not regarded as a small house. Therefore, the proposal to convert the house to flats would be acceptable in principle subject to the considerations below.

Impact on character and appearance of the building and streetscene

- 7.7 The London Plan 2011 Policy 7.4 Local Character and Policy 7.6 Architecture are of relevance. Policy SP4.1 of the Croydon Local Plan: Strategic Policies (2013) should be considered. The relevant Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 are UD2 which covers “the layout and siting of new development” and UD3 which covers “the scale and design of new buildings”. Furthermore, Croydon Plan Policy UD15 Refuse and Recycling Storage should also be considered, it states that conversions will only be permitted if it provides temporary storage space for refuse which is generated by the development and which is adequately screened and conveniently located. Supplementary Planning Document No.2 (SPD2) on ‘Residential Extensions and Alterations’ is also of importance. SPD2 was formally adopted by the Council on the 6 December 2006 following public consultation, and was described by the Planning Inspectorate as having ‘sound design principles’ in an appeal decision (Appeal Ref: APP/L5240/D/11/2161325).
- 7.8 In relation to single storey rear extensions, SPD2 states that extensions should normally be designed so that they are subordinate to the original dwellinghouse. The

extension would not project further than the existing outrigger to the rear and would have a depth of 3.2 metres. It is considered that the scale of the extension is considered to have an acceptable relationship with the character of the host property.

- 7.9 The extension would be located to the rear and it would not be visible from the streetscene, therefore, the proposal is not deemed to have an adverse impact on the visual amenity of the streetscene.
- 7.10 The proposed fenestration would follow the vertical emphasis of the existing. The application form indicates that the walls of the proposed extension would be finished with brick/block, however, the existing facing is white render, also the application indicates the roof would be tiled, although as the roof is a flat roof this would be unlikely to the case. A condition can be applied for matching materials.
- 7.11 Limited details have been submitted regarding refuse storage, it is evident that this would be located within a recess at the front of the property, next to the main entrance. The plans indicate that two wheelie bins could be stored here, Croydon Councils waste collection service operates a service for the collection of non-recyclable waste and recyclable waste, therefore, the area allocated would be insufficient. A condition can also be applied for details of refuse storage to be submitted and approved prior to development.
- 7.12 The location of the cycle storage has been indicated on the plans at the front of the property on the south-western boundary. The storage would be metal and finished in a green colour; the dimensions would be 0.89 m (depth), 1.96 m (width) with a maximum height of 1.33 metres. This is not considered to be overbearing and is considered to be acceptable in terms of its impact on the surrounding character. It is also apparent that there is scope for the storage unit to be located to the rear. This is a matter that could be secured by way of a condition.
- 7.13 Overall, the property is considered to be acceptable in terms of its impact on visual amenity.

Impact on the amenity of adjoining occupiers

- 7.14 The London Plan 2011 Policy 7.6 Architecture states that development must not cause unacceptable harm to the amenity of surrounding land and buildings. Policy UD2 and UD8 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 seek to protect residential amenity to prevent adjoining and nearby occupiers from loss of privacy, loss of light, loss of outlook and adverse visual intrusion. Furthermore, SPD2 states that “the maximum acceptable projection beyond the rear of the neighbouring building for terraced dwellings is generally 3 metres”.
- 7.15 The single storey extension would project by 3.2 metres, this is marginally outside of the parameters within the guidance contained within SPD2, however, it would have a flat roof which limits its impact it is not considered to be harmful to outlook or light.
- 7.16 All glazing would be located to the rear and is not deemed to be harmful to residential amenity.
- 7.17 The proposal would result in an increased number of occupants inhabiting the application site. Nevertheless, the proposal is not considered to trigger a substantial increase in occupants and therefore it is not considered to result in undue noise and

disturbance for the adjoining occupiers, thereby complying with Policy EP1 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013- Control of Potentially Polluting Uses.

The acceptability of the living conditions to be provided for future residents

- 7.18 London Plan Policy 3.5 requires the design of all new housing developments to enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces. The Mayor of London's Housing SPG provides guidance on the quality of new housing and internal space standards. The Housing SPG seeks to ensure that the design of new development provides adequate standards of accommodation for future occupiers and incorporates access arrangements that are safe.
- 7.19 Policy 3.5 (part c) of the London Plan 2011 requires development proposals to conform to the minimum space standards outlined in Table 3.3 of the London Plan and Annex 4 of the London Housing SPG provides further detail. In addition the National Housing Space Standards (NHHS) are a relevant consideration. Policy 3.5 (part c) of the London Plan 2011 requires development proposals to conform to the minimum space standards outlined in Table 3.3 of the London Plan and Annex 4 of the London Housing SPG provides further detail. The Technical Housing Standards (THS) – nationally described space standard (March 2015) specify minimum space standards at a national level and these specifications would take precedence where they do not align with the London Plan.
- 7.20 The THS states that a single bedroom should be at least 7.5 sq m and a double room should be at least 10.5 sq m. Flat A would have a gross internal floor area of approximately 81 sq m, the master bedroom would be 20.83 sq m and the second bedroom would be 15.58 sq m. This flat would therefore be categorised as a 2 bed, three person unit, according to the THS such unit should have a minimum floor area of 70 sq m. Flat B would have a gross internal floor area of approximately 103 sq m, the master bedroom would be 31.69 sq m, the second bedroom 15.71 sq m and the third bedroom 9.42 sq m. This flat would therefore be classed as a 3 bed, five person unit, according to the THS such unit should have a minimum floor area of 103 sq m. In both cases the provision of space would exceed the required minimum space standards.
- 7.21 Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policy 2013 UD8 states that (iv) Residential amenity space should be considered as an integral part of the design of the overall development concept. The London Housing SPG Design Standard for Private Open Space requires that a minimum of 5 sq m of private outdoor space be provided for 1-2 person dwellings and extra 1 sq m should be provided for each additional occupant. The proposal provides two private gardens to the rear, however, only Flat A would have direct access. Flat B would access the rear garden via walkway at the side of the property. It is considered that the provision of space is acceptable.

Transportation and parking implications

- 7.22 The London Plan 2011 Policy 6.3 is relevant and states that development should not adversely affect safety on the transport network and Policy 6.13 *Parking* should also be considered. The Croydon Replacement Unitary Development Plan (The Croydon

Plan 2006) Policy T2 Traffic Generation from Development states that development will only be granted where the traffic generated by a development can be satisfactorily accommodated on nearby roads, allowing for ameliorating measures such as the increased use of public transport or cycling. The Croydon Plan Policy T8 Parking Standards sets out parking standards for residential development. In addition SPD2 sets out design guidance for forecourt parking and Policy UD13 states that car parking must not be allowed to dominate or determine the urban form and should be safe, secure, efficient and well designed.

- 7.23 The application site has a PTAL rating of 1B which suggests very poor access to public transport. Off-street parking is available in the locality and the site is not within or close to a controlled parking zone.
- 7.24 The parking space standards outlined within the Croydon Plan state that a maximum of 1 space per flat should be provided for developments of this type. The application property benefits from a driveway which is sufficient to accommodate 2 vehicles. It is not proposed to alter this provision as part of this proposal. The development therefore complies with the required standards. It is not considered that the development would have a negative impact on parking conditions in the locality.
- 7.25 London Plan Policy 6.9 Cycling requires all developments to provide dedicated storage space for cycles at one space per studio/1 bedroom unit and two spaces per all other dwellings. The Croydon Plan Policy T4 requires new development to provide sufficient, safe and secure cycle parking facilities. The plans indicate that cycle parking would be located at the front of the property, the storage unit can accommodate up to three cycles, however, the requirement would be for the provision of at least four cycle spaces. A condition can be applied for details to be submitted and approved under a separate application for a discharge of condition. It is not considered that the location of the cycle parking would hinder the ability to park in the forecourt.
- 7.26 It is considered that this proposal complies with the relevant policies of the Local Plan, particularly regarding highway safety and that planning permission should be refused.

Other Planning Issues

- 7.27 A number of representations raised concern over flooding. The application site is not located within a designated flood zone, due the limited scale of external alterations it is not considered to have a significant on flooding in the locality.

Conclusions

- 7.28 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.