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London Borough Croydon

Scale 1:1250

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1 APPLICATION DETAILS

- 1.1 Ref: 16/02071/P ([link to documents on the Planning Register](#))
Location: 181-183 Lower Addiscombe Road, Croydon, CR0 6PZ
Ward: Addiscombe
Description: Erection of a 2 storey building with accommodation in roofspace to provide 11 additional hostel rooms and associated external works.
Drawing No.s: 6406 PL 001, 6406 PL 002, 6406 PL 003, 6406 PL 004, 6406 PL 005 Rev D, 6406 PL 006 Rev F, 6406 PL 007 and 6406 PL 008.
Applicant: Mr Smith
Agent: Mr Longhurst
Case Officer: Lauren McHugh
- 1.2 This application is being reported to committee because the Chair of Planning Committee made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The provision of a 2 storey building to provide an additional 11 hostel rooms is acceptable in principle.
- The proposal would have an acceptable impact on the visual amenity of the Local Area of Special Character and the East India Estate Conservation Area which is located opposite the site.
- The proposal would have an acceptable impact on the amenities of the adjoining occupiers and would be acceptable with regards to the accommodation for future occupiers.
- The proposal would have an acceptable impact on parking demand and the safety and efficiency of the highway.
- The environmental performance of the proposed building could be secured through the use of a condition in the event of a grant of planning permission.

3 RECOMMENDATION

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

Conditions

- 1) Built in accordance with approved drawings
- 2) Details of external facing materials and fenestration to be submitted and approved
- 3) Obscure glazing to be provided to first floor windows in north western elevation
- 4) Obscure glazing to be provided to ground and first floor windows in south eastern elevation

- 5) Details of landscaping including boundary treatments to be submitted and approved
- 6) Bin store to be retained as specified in application
- 7) Cycle store to be retained as specified in application
- 8) Parking layout to be retained as specified in application
- 9) Number of residential occupiers should not exceed 14 persons
- 10) Travel plan to be submitted and approved
- 11) Contaminated land report to be submitted and approved
- 12) Construction logistics plan to be submitted and approved
- 13) 19% reduction in CO2 emissions
- 14) Water use target of 110 litres per head per day
- 15) Commence within 3 years
- 16) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Site notice removal
- 2) Community Infrastructure Levy (CIL) – Granted
- 3) Council's "Code of Practice on the Control of Noise and Pollution from Construction Sites"
- 4) Any informative(s) considered necessary by the Director of Planning

4 PROPOSAL AND LOCATION DETAILS

Proposal

- The applicant seeks full planning permission for the erection of a 2 storey building with accommodation in roofspace to provide 11 additional hostel rooms and associated external works. The proposed building would be sited to the rear of 183 Lower Addiscombe Road and would front Inglis Road. The site currently comprises a large area of hardstanding used for car parking.
- The proposed building would measure 11.8 metres in depth, 10.9 metres in width, 6.6 metres to the main eaves level and 9.7 metres to the top of the ridge line of the pitched roof. There would be a gable feature on the north eastern and north western elevations of the building.
- The existing crossover would be maintained to the north of the proposed building on Inglis Road. This crossover would allow access to a paved area, comprising two longitudinal car parking spaces.
- There would be a total of 8 single rooms and 3 double rooms which would all be en-suite. A shared kitchen would be provided on each floor. There would be a communal amenity area to the rear of the building.

Site and Surroundings

- 4.1 The site is occupied by 2 two storey buildings with accommodation in the roofspace that are joined at ground floor level by a single storey extension. The properties are in use as a hostel and are known as Freshford House. The buildings front Lower Addiscombe Road but are sited on the corner of Inglis Road. To the rear of no. 183 is a large area of tarmac currently used for car parking.

- 4.2 The site is located opposite the East India Estate Conservation Area, within a Local Area of Special Character. The buildings on Lower Addiscombe Road are a mix of two and three storeys in height. The buildings within Inglis Road are two storeys and are used for residential purposes.

Planning History

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

15/01695/P - Erection of a 2 storey building with accommodation in roofspace to provide 11 additional hostel rooms and associated external works. **Permission Refused** for the following reasons:

- 1) The development would fail to respect the individual character, quality and setting of the Local Area of Special Character, appearing out of character with the surrounding streetscene by reason of its scale, height, bulk, massing and design and would thereby conflict with Policies UD2, UD3 and UC5 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013, Policies SP4.1 and SP4.2 of the Croydon Local Plan: Strategic Policies (2013) and Policies 7.4 and 7.6 of the London Plan 2011.

14/04527/LE – Use as a hostel, **Granted**

07/00560/P – Demolition of single storey link building and erection of three storey staircase between a pair of detached houses; conversion of detached houses to form four 1 bed and six 2 bed flats; erection of two storey rear extension with basement and accommodation in roofspace to provide one 1 bed and three 2 bed flats; formation of vehicular accesses and provision of 10 parking spaces, cycle stores and bin stores, **Not Determined**

06/00811/P – Demolition of existing buildings; erection of three storey building with accommodation in the roofspace comprising 19 two bedroom and 7 one bedroom flats, **Withdrawn**

04/01718/P – Demolition of existing buildings; erection of four/five storey building comprising 32 flats; formation of vehicular access onto Inglis Road and provision of associated parking, **Permission Refused**.

89/00068/P – Use as elderly persons home; erection of two storey rear extension, two storey link extension with accommodation in roofspace and second floor rear extensions, **Permission Refused, Appeal Dismissed**

88/02735/P – Use of 181 Lower Addiscombe Road as guest house and erection of three storey infill extension, **Permission Refused, Appeal Dismissed**

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 2 site notices displayed in the vicinity of the application site. The number of representations received from neighbours/local groups in response to notification and publicity of the application were as follows:

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

6.2 The following Councillors made representations:

- Councillor Paul Scott [requested Committee consideration]

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:

Comments

- The nature of the development as purpose built, non-self-contained hostel accommodation (HMO).

7 MATERIAL PLANNING CONSIDERATIONS

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

1. The principle of the proposed development;
2. The impact of the development upon the character of the area and the visual amenity of the streetscene;
3. The impact of the development upon the residential amenities of the adjoining occupiers;
4. The standard of accommodation for future occupiers;
5. The impact of the development upon the safety and efficiency of the highway network;
6. Land contamination;
7. The environmental performance of the proposed building.

The principle of the proposed development

7.2 The London Plan (consolidated with alterations since 2011) Policy 3.3 *Increasing Housing Supply* recognises the pressing strategic 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. Working with relevant partners, the Mayor will seek to ensure the identified housing need is met to improve housing choice and affordability and provide better quality accommodation for Londoners.

7.3 Policy SP2.5 of the Croydon Local Plan: Strategic Policies (2013) states that the Council will seek to ensure that a choice of homes is available in the borough that will address the borough's need for homes of difference sizes. Policy H8 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 *Conversions to Non Self-Contained Dwellings* states that they will be considered favourably if they meet a known and established need; complies with or

are capable of reaching the standards laid down by the Housing Acts; doesn't have a significantly adverse effect on the residential environment or the availability of local services; and provides adequate amenity for residents and neighbours. Whilst the development is a new build as opposed to a conversion, the above policy requirements are of relevance.

- 7.4 The proposed development would provide an additional 11 hostel rooms, which would contribute towards meeting a known and established need for residential accommodation. The proposal is therefore considered to be acceptable from a land use perspective. However, the principle of development is only acceptable if the scheme meets the requirements of all other relevant policy requirements.

The impact of the development upon the character of the area and the visual amenity of the streetscene

- 7.5 The London Plan (consolidated with alterations since 2011) Policy 7.4 Local Character states that development should provide a high quality design response that has regard to:

- a) the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass.
- b) contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area
- c) is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings
- d) allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area
- e) is informed by the surrounding historic environment

- 7.6 The London Plan (consolidated with alterations since 2011) Policy 7.6 Architecture states that development must not cause unacceptable harm to the amenity of surrounding land and buildings.

- 7.7 Croydon Local Plan - Strategic Policies (2013) SP4.1 and SP4.2 Urban Design and Local Character require development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities. It must also:
- a) Be informed by the distinctive qualities, identity, topography and opportunities of the relevant Places of Croydon;
 - b) Protect Local Designated Views, Croydon Panoramas, the setting of Landmarks, other important vistas and skylines; and
 - c) Enhance social cohesion and well-being.

- 7.8 The relevant Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 are UD2 Layout and Siting of Development and UD3 Scale and Massing of New Buildings. These policies require new development to reinforce and respect the existing development pattern, plot and building frontage widths and be based on a series of spaces defined by buildings and allow adequate light to penetrate into and between buildings. It must also respect the height and proportions of surrounding buildings and accommodate higher densities in areas of good accessibility to public transport and access to services. Its design must incorporate roof designs to create visual interest where appropriate and place

emphasis on the design and craftsmanship of architectural features, and incorporate established materials used in the locality, again where appropriate.

- 7.9 The site is located opposite the East India Estate Conservation Area. Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 imposes a duty on Local Planning authorities to pay special attention to the desirability of preserving the character and appearance of a Conservation Area. Policy UC3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 seeks to ensure that all new development should preserve and enhance the character and appearance of conservation areas. The site is also located within a Local Area of Special Character (LASC). As such, Policy UC5 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 should be considered. This Policy states that development which would harm the individual character, quality and setting of a LASC will not be permitted.
- 7.10 The proposed building would be sited to the rear of 183 Lower Addiscombe Road and would front Inglis Road. The site currently comprises a large area of hardstanding used for car parking. The proposed building would measure 11.8 metres in depth, 10.9 metres in width, 6.6 metres to the main eaves level and 9.7 metres to the top of the ridge line of the pitched roof. There would be a gable feature on the north eastern and north western elevations of the building. The existing crossover would be maintained to the north of the proposed building on Inglis Road. This crossover would allow access to an area of paving, which would feature two longitudinal car parking spaces. Further to the rear of the site, the application proposes a bin store and cycle store. To the front of the building, there would be steps providing pedestrian access to the building and a footpath would continue around the perimeter of the building. The proposal would incorporate some soft landscaping to the front of the building and a lawn would be located behind the building.
- 7.11 In terms of the layout of the development, the ratio of built form/ hard landscaping to soft landscaping is considered to be acceptable. The siting of the proposed building to the rear of 183 Lower Addiscombe Road and adjacent to 1 Inglis Road is considered to maintain adequate spacing between the properties. As such, the proposed building does not appear cramped within the plot. Furthermore, the proposed building appears adequately subservient to the donor property, whilst the roof ridge line and eaves level respond positively to the adjacent properties at 1 and 3 Inglis Road.
- 7.12 In terms of the design, the pitched roof form, with gable features on two elevations, would not appear unduly bulky when viewed from within Inglis Road. The traditional architectural approach is supported and there is considered to be adequate visual interest on the north eastern and north western elevations which would be highly visible from within Inglis Road. With regards to materials the use of brickwork and interlocking roof tiles is considered to be acceptable. In terms of the fenestration, the openings are considered to be in proportion with those on the adjoining building at 1 Inglis Road. The windows would comprise double glazed white painted timber framed windows which is supported.
- 7.13 Policy UD15 covers refuse and recycling. The proposed store would be stepped back from the front of the site by over 16 metres. The store would be sited adjacent to the boundary fence and would measure 6.0 metres in length, 1.44 metres in

depth and 2.3 metres to the top of the roof. The bin store would comprise timber. The scale, design and materials of the store are considered to be acceptable.

- 7.14 Overall, the scale, height, massing, design and materials of the development are considered to be sensitive to its context within a Local Area of Special Character (LASC) and opposite the East India Estate Conservation Area.

The impact of the development upon the residential amenities of the adjoining occupiers

- 7.15 Policy UD8 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 states that the Council will have regard to the following factors when considering proposals for new residential development – (i) Form and layout of existing and adjacent buildings; (ii) privacy and amenity of occupiers of surrounding buildings ensuring that both new and existing occupiers are protected from undue visual intrusion and loss of privacy; and... (v) maintenance of sunlight or daylight amenities for occupiers of adjacent properties'.
- 7.16 The impact of the proposal on the adjoining occupiers at 179 Lower Addiscombe Road, 1 Inglis Road, the existing occupiers within 181-183 Lower Addiscombe Road and the occupiers of the properties to the opposite side of Inglis Road is for consideration
- 7.17 In considering the impact on 179 Lower Addiscombe Road, there would be three windows at first floor level which would face towards the rear amenity area of this neighbouring property. There would be a separation distance of 10 metres between these windows and the shared boundary. As such, the proposal is not considered to introduce undue overlooking to the rear amenity area of 179 Lower Addiscombe Road. The proposal is not considered to result in undue visual intrusion for these adjoining occupiers.
- 7.18 In terms of the relationship with number 1 Inglis Road, there is a first floor window to the flank elevation of this property which serves a bathroom. The proposed building would be sited a minimum of 9.2 metres from the flank of this building. Due to this separation distance and the siting of the proposed building, it is not considered that these adjoining occupiers would experience visual intrusion. It is recommended that a condition should be attached to the application, in the event of a grant of planning permission, requiring the first floor windows on the north western elevation to be obscure-glazed. This will ensure these adjoining occupiers do not experience an undue loss of privacy.
- 7.19 The impact on the existing occupiers within 181-183 Lower Addiscombe Road should also be considered. In considering the impact on 183 Lower Addiscombe Road, there is a separation distance of 3.0 metres between the rear elevation and the new building. On the ground floor, the existing windows serving Room 16 on the rear elevation would be blocked up and a new opening would be formed on the elevation facing Inglis Road. The remaining rear-facing ground floor window and first floor windows would serve either kitchens or a WC. Since these are not the main living/bedroom areas, it is not considered that the proposed building would cause undue harm to the amenities of the users of these rooms. At second floor level, Room 24 is served by rear-facing windows only and therefore relies on this outlook. However, the proposed north western elevation drawing demonstrates that

adequate outlook would be maintained. Specifically, the main pitched roof slopes away from this window and the gable feature is well-separated from the window, ensuring that it does not appear visually intrusive. In considering matters of privacy, the ground and first floor windows on the south eastern elevation facing towards the rear of 183 Lower Addiscombe Road could be required to be obscure-glazed by way of condition. The proposed building is not sited directly beyond the rear of 181 Lower Addiscombe Road and is not considered to result in undue visual intrusion or a loss of outlook or privacy for the occupiers of this building.

- 7.20 There would be adequate separation between the proposed development and the properties to the opposite side of Inglis Road and as such there would be no harmful impacts on neighbour amenity.
- 7.21 Policy EP1 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 covers *Control of Potentially Polluting Uses*. It is acknowledged that the proposal would result in an increased number of occupants inhabiting the application site. In the event of a grant of planning permission, it is recommended that a condition is applied to the permission, restricting the number of occupants to 14 persons. On the basis of this, it is not considered that there would be an unreasonable level of pedestrian activity so as to warrant a refusal reason. Furthermore, given there are only two parking spaces proposed, it is not considered that the proposal would result in an unreasonable level of vehicular activity at the site.
- 7.22 Policy H8 requires the assessment of the impact of the development on the availability of local services. Since the proposal is for an additional 11 rooms only, it is not considered to result in undue pressure on local services.

The standard of accommodation for future occupiers

- 7.23 No specific standards are set out for hostel accommodation in the London Plan, Croydon Local Plan: Strategic Policies (2013), or the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 but standards are set out in Housing legislation. The proposal would include the creation of 11 additional hostel rooms, comprising 8 single and 3 double rooms. All rooms would be en suite and a kitchen would be provided on each floor. The proposed development has been assessed by the HMO team, who have confirmed that the proposed plan appears satisfactory in terms of room sizes, amenity provision and layout. Additional requirements have been set out by the HMO team with regards to fire safety. However, this cannot be controlled by way of planning condition.

The impact of the development upon the safety and efficiency of the highway network

- 7.24 The Croydon Plan (2006) Saved Policy 2013 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 (2006) Saved Policy 2013 T8 *Parking Standards* sets out parking standards for residential development. The London Plan (consolidated with alterations since 2011) Policies 6.3 *Transport Capacity* and 6.13 *Parking* should also be considered.

- 7.25 The site is located in an area with a PTAL of 4, which is good, and is well located for Addiscombe Tram Stop, bus routes on Lower Addiscombe Road, and all the services and facilities afforded by Addiscombe Centre. Given the accessibility of the site and the type of accommodation, which tends to have lower levels of car ownership, the level of car parking is considered to be acceptable. In order to promote sustainable travel modes the application should be supported by a Travel Plan Statement, which can be sought by way of condition, in the event of a grant of planning permission.
- 7.26 London Plan Policy 6.9 *Cycling* requires all developments to provide dedicated storage space for bicycles. The Croydon Plan (2006) Saved Policy 2013 T4 requires new development to provide sufficient, safe and secure cycle parking facilities. A cycle store for 12 cycles is proposed, which accords with the standards set out in the London Plan. The store would be located at the rear of the site and would comprise a covered timber structure measuring 6.45 metres in width, 2.4 metres in depth and 2.3 metres in height. The store would be secure as it would be fitted with a digital mechanical lock. The size, design and materials of the structure are considered to be acceptable.

Land contamination

- 7.27 Since an amenity area is proposed as part of the scheme, it is recommended that a condition should be applied to the application in the event of a grant of planning permission, requiring a phase I assessment to be carried out.

The environmental performance of the proposed building

- 7.28 Policy SP6 of the Croydon Local Plan: Strategic Policies (2013) requires development to make the fullest contribution to minimising carbon dioxide emissions in accordance with the London Plan energy hierarchy. Policy SP6.3 of the Croydon Local Plan: Strategic Policies (2013) requires new build residential development to achieve a minimum of Level 4 of the Code for Sustainable Homes or equivalent. Following the withdrawal of the Code earlier this year, the equivalent standard being sought on new build residential development is a 19% reduction in CO₂ emissions produced by the development (beyond the 2013 Building Regulations) and a water use target of 110 litres per head per day to be achieved. This can be secured by condition in the event that planning permission is granted.

Conclusions

- 7.29 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.