

PART 6: Planning Applications for Decision

Item 6.1

1 SUMMARY OF APPLICATION DETAILS

Ref: 18/04605/FUL
 Location: 1391-1393 London Road, SW16 4AL
 Ward: Norbury and Pollards Hill
 Description: Alterations involving side extension, rebuilding of existing roof, with the addition of dormers and internal alterations to create two 1 bedroom and three 2 bedroom flats with refuse and cycle storage.
 Drawing Nos: 16/23/20D, 16/23/21F, 16/23/22D
 Applicant: Rapeed Group Ltd
 Agent: Eleanor Smith
 Case Officer: Christopher Grace

	1 bed	2 bed	3 bed	4 bed
Houses	0	0	0	0
Flats	2(1-2 person)	3(3 person)	0	0
Totals	2(47-57 sqm)	3(61-66sqm)	0	0

Type of floorspace	Amount proposed	Amount retained	Amount lost
Residential	294Sq.m	0 sq m	0 sq m
Number of car parking spaces		Number of cycle parking spaces	
0		10	

1.1 This application is being reported to Planning Committee because the Love Norbury Residents Association have requested it be referred to Planning Committee for consideration.

2 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission.
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning, conclude a S.106 Agreement and impose conditions and informatives to secure the following matters:
- Restriction of on-street car parking permits for future occupiers of the development

Conditions

- 1) Built in accordance with approved plans

- 2) Materials to be submitted for approval
- 3) Details to be provided:-
 - a) Dormer details at minimum scale of 1:50
 - b) Front Balcony railings and screening
 - c) Obscured glazing to rear second floor level windows
- 4) No additional windows to be inserted in the flank or rear elevation of the building other than as specified
- 5) Refuse storage requirements
- 6) Cycle storage requirements
- 7) 19% reduction in carbon emissions
- 8) 110 litre water consumption target
- 9) Construction management Plan
- 10) Archaeological condition
- 11) Commence within 3 Years

Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

Informative

- 1) CIL - granted
- 2) Code of Practice regarding small construction sites

Any [other] informative(s) considered necessary by the Director of Planning

- 2.3 That the Planning Committee confirms that adequate provision has been made by the imposition of conditions.

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal would involve extension to the existing building along Semley Road infilling the building at ground, first and second floor level and continuing the roof form at third floor level with front and rear dormers as part of the formation of five flats with refuse and cycle storage at ground floor level. The proposed development would involve creation of projecting balconies and a recessed roof terrace along Semley Road with a single recessed roof balcony to the rear.
- 3.2 The proposal has been amended from that originally submitted by reducing the depth of the extension along Semley Road, replacing a two bedroom flat with a one bedroom flat at first floor level and removing front dormer along London Road to the rear of the building.

Site and Surroundings

- 3.3 The application relates to a three-storey building comprising of a bank at ground floor level, split level residential use with separate access from London Road and a vacant community office at 1393A with separate access from Semley Road at first and second floor levels. The building is situated on the

western side of London Road (Norbury) south of the junction with Semley Road. Three-storey commercial/residential properties adjoin to the south, three-storey residential adjoins to the west. The site is situated in Norbury Local Heritage Area, Archaeological priority area; flood risk area (1:100yr), primary shopping and secondary retail frontage areas



Planning History

3.4 The following is relevant to the application:-

17/06258/GPDO granted for use of part ground, first and second floors for purposes within Class C3 (residential).

18/01685/FUL refused permission for side extension, loft conversion and internal alterations to convert existing D1 office into 9 flats (reason: insufficient information to demonstrate that the D1 floorspace has been marketed for the full 18 month period; poor standard of residential accommodation to the two bedroom flat at third floor level; no private amenity space for flats)

18/06039/FUL – planning permission granted for removal of ATM and reinstatement of stonework.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The principle of residential accommodation within part of the existing building has been accepted and the proposal would provide much needed housing increasing the Council housing stock.
- 4.2 The proposed extension would preserve the character of the area and would not harmfully affect the appearance of the immediate surroundings
- 4.3 The proposed extension would not have a detrimental effect on the residential amenities of the adjoining occupiers and would provide an acceptable living environment for the future occupiers.
- 4.4 The development would encourage sustainable modes of transport other than the car, incorporate safe and secure cycle storage and access to and from the site and would have an acceptable impact on the highways network.
- 4.5 The development would incorporate sustainability requirements and incorporate sustainability technics as part of the overall drainage strategy

5 CONSULTATION RESPONSE

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

5.2 The following were consulted regarding the application:

6 LOCAL REPRESENTATION

6.1 The application has been publicised by way of neighbour letters. 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: 4 Objecting: 4 Comment: 0

No of local groups: 1

6.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<i>Appearance</i>	
Obtrusive by design the height and closeness of the proposed dwelling to the adjacent neighbouring property	Officers consider that the proposal in terms of scale, massing and external appearance creates an acceptable form of development. Refer to paragraph 8.8-8.10 of this report
<i>Overlooking</i>	
The position and closeness of the building has a front facing second floor balcony which would provide direct overlooking of the third floor front window of neighbouring property; loss of privacy; obscure view from neighbouring property; the necessity of secondary windows to the rear of proposed extension needs to be questioned.	Officers consider that the proposal would not result in an unacceptable amount of overlooking or loss of privacy given the position of the building. Refer to paragraph 8.6-8.9 of this report
<i>Parking</i>	
This end of Semley Road is already inundated and routinely blocked by parked cars; the proposal would result in far worse situation if the plans for the proposed dwellings were to be approved.	Officers consider the level of bicycle provision to be appropriate; the applicant has agreed for new residents to be restricted from applying for on-street parking permits should a controlled Parking Zone be implemented in the future and therefore would not result in an adverse impact on the road network. Refer to paragraph 8.24 to 8.26 of this report.

<i>Daylight and Sunlight</i>	
Significant loss of light to bathrooms and bedroom/study window at 1 Semley Road	Officers consider that due to the position and height of the building the resultant impact on neighbour's daylight/sunlight are acceptable within an urban setting. Refer to section 8.12 of this report.

6.3 Neighbours were re-consulted on the amendments to the scheme and no new comments were raised.

6.4 The Love Norbury Residents Association made the following representations and requested committee consideration of the application:

- The existing building makes a positive contribution to the area. Any proposed alterations or extension should not diminish its contribution.
- The floorspace of the proposed flats should comply with national standards.
- The inclusion of dormer windows should relate to the roof's character and scale and follows the style of the building,
- The proposed method of including amenity spaces for some of the flats on the top floor, by cutting away areas of the roof, is not acceptable. It neither preserves nor enhances the existing character to the detriment of the appearance of the building.

6.5 Transport for London have made the following representations:

- The site currently has a Public Transport Accessibility Level (PTAL) of 3, on a scale of 0 to 6, where 6 represents the greatest level of access to public transport services. The site is located within 100m of bus stops on London Road which is served by 2 routes.
- The proposed number of cycle spaces (10) is compliant with draft London Plan minimum cycle parking standards. The design of the cycle parking should meet the standards set out in Chapter 8 of the London Cycle Design Standards (LCDS).
- Details of the proposed construction arrangements should be provided to TfL to confirm the impacts on the surrounding transport network. Please note that any impact/changes to the TLRN or TfL Assets/Infrastructure will require approval from TfL.
- The footway and carriageway of the A23 London Road must not be blocked during any building works. Temporary obstructions during building works must be kept to a minimum and should not encroach on the clear space needed to provide safe passage to pedestrians or obstruct the flow of traffic on London Road.

- All vehicles associated with the building works must only park/stop at permitted locations and within the time periods permitted by existing on street restrictions.
- No skips or construction materials shall be kept on the footway or carriageway of the TLRN at any point.

7 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan (2018)

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF) February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Achieving sustainable development (Chap 2)
- Delivering a sufficient supply of homes (Chap 5)
- Promoting sustainable transport (Chap 9)
- Achieving well designed places (Chap 12)
- Meeting the challenge of climate change, flooding and coastal change (Chap14).

7.3 The main policy considerations raised by the application that the Committee are required to consider are:

Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.2 Minimising carbon dioxide
- 5.3 Sustainable design

- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 7.4 Local character
- 7.6 Architecture

Croydon Local Plan Strategic Policy 2018

- SP2 Home
- SP4 Urban design and local character
- SP6 Environment and Climate Change
- SP8 Transport and communication

Croydon Local Plan Policies 2018:

- DM1 Homes
- DM10 Design and character
- DM13 Refuse and recycling
- DM18 Heritage Assets
- DM23 Development and construction
- DM25 Sustainable drainage systems
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

Supplementary Planning Guidance as follows

- London Housing SPG March 2016
- Suburban Design Guide SPD Adopted April 2019

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Residential amenity/ Privacy Daylight & Sunlight and Outlook for neighbours
4. Housing Quality/Daylight & Sunlight for future occupiers
5. Transport
6. Sustainability
7. Waste
8. Flooding

Principle of Development

- 8.2 In considering this proposal, the local planning authority has had regard to delivering a wide choice of homes and the presumption in favour of sustainable development. Both the London Plan and the NPPF place significant weight on housing delivery and focus on the roles that intensification and small sites in particular can play in helping to resolve the current housing crisis. A main objective of The Croydon Local Plan 2018 is to provide a choice of housing for people at all stages of life. Development should ensure that land is used efficiently addressing the need for different types of homes in the borough while contributing to the creation or maintenance of sustainable communities.
- 8.3 The principle of residential development within part of the existing building has been considered acceptable with the granting of the GPDO application in 2018. In general terms, the provision of new housing involving further extension to the building is supported provided the proposed alterations fit within the surrounding context, preserves the local character, does not have an adverse impact on neighbouring amenity and provides a suitable standard of accommodation.

Townscape and visual impact

- 8.4 The site sits within the Norbury Local Heritage Area. Neighbours and local group have raised objections about the impact the proposed alterations upon the appearance of the building. In terms of townscape, the proposal would generally follow the form and pattern of the existing building. The proposed scheme has been revised to relocate the recessed terraces away from the London Road frontage thereby retain the prominent appearance of the building along London Road. The inclusion of dormer windows of an appropriate scale, form and alignment would preserve the building appearance and are considered acceptable. The details of the dormers to be confirmed by condition.

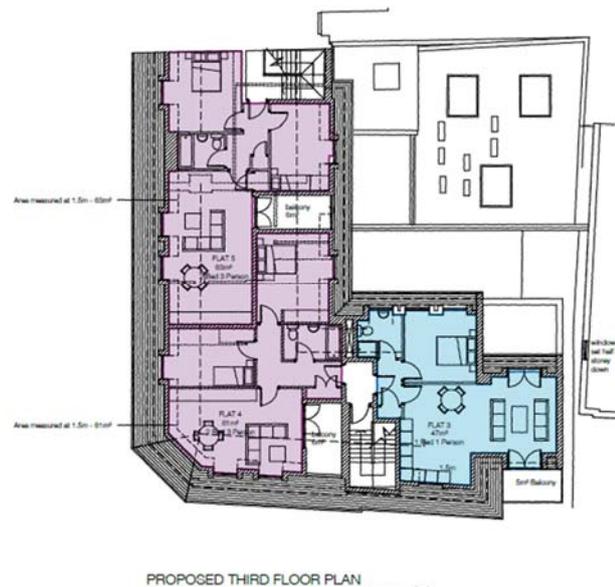


- 8.5 The corner location means that the building has greater potential for height to the rear. The proposal would infill part of the massing along the Semley Road frontage by continuing the existing roof. The pitch and ridge heights would remain constant with four appropriately sized dormers and a single recessed balcony covered in matching materials to create a uniform roof appearance. The proposed elevation would continue the established fenestration in the proportion and rhythm of the existing window, through introduction of Regency style windows and red brick and brown solid cornices. The inclusion of timber sash windows with sufficient depth reveals would retain the fundamental character of the building and would help make the extension appear more seamless. The cantilevered balconies to Semley Road are considered acceptable and use of railings appropriate. Details of all new windows, materials and balustrade would be controlled by condition. The proposal would be in line with NPPF requirements of sustainable development, good design and would preserve the local character. Refuse and cycle storage has been designed to be incorporated within the overall main building an approach supported by officers. Therefore in design terms this part of the proposal is acceptable.

Residential Amenity Privacy, Daylight/Sunlight and Outlook for neighbours.

- 8.6 The proposed development would be east of the four storey block of flats at 1 Semley Road and would continue the current line of the existing building. The proposal would be forward of no.1 Semley Road which has 8 windows in its flank elevation facing towards the application site. 5 of the 8 windows are to bathrooms and finished in obscured glass. The remaining 3 windows belong to bedrooms. Of these windows 2 are at first and second floor level respectively, however these windows would not be unduly impacted by the proposal as they face the rear elevation behind the London Road frontage and would be south of rear elevation of the proposed extension. Only one single window at third floor level which provides light and outlook to a second bedroom/study to the top floor flat (Flat 10) would be along the side of the extension and therefore would be impacted by the proposal.
- 8.7 In response to the impact of the extension on the single bedroom/study window of Flat 10, the applicants have amended the plans to reduce the depth of the extension at the rear at second floor and roof level (setting it in, immediately adjacent to the neighbouring bedroom window of Flat 10). The applicants have submitted a sunlight/daylight report based on Building Research Establishment (BRE report), "Site layout planning for daylight and sunlight – a guide to good practice" to assess the impact of the proposal on Flat 10 window. In terms of daylight the report suggests a VSC (Vertical Sky Component) of 27% or more should be achieved if a room is to be adequately daylight. The proposal would result in a reduction of VSC from 35% to 21%. However an assessment of ADF (Average Daylight Factor), also a factor for determination which identifies the daylight availability (and overall natural light) in a room, confirms that the existing room would receive the minimum requirement of ADF for a bedroom (1%).

- 8.8 In terms of sunlight the BRE report provides guidelines for when the obstruction to sunlight may become an issue. As the affected windows is not within 90° of due south it is not necessary for a sunlight assessments to be undertaken.



- 8.9 Officers acknowledge that the proposal would have an impact on daylight to this neighbour's room which has only one window but, protecting loss of light to a window in side elevation (which is located in such close proximity to the site boundary) would be difficult in most circumstances. Furthermore due to the close proximity of the window directly on the boundary it would be unreasonable to expect this window to rely solely for light across a neighbouring site. Based on the report findings it can be seen that the proposed extension would result in some impacts with respect to daylight when assessed utilising the VSC methodology. The Average Daylight Factor identifies that the room would be adequately daylighted for a bedroom.
- 8.10 The forward projection of the extension and balcony could impact on outlook for occupiers at first and second floor level from the front of 1 Semley Road. However this would be at narrow angle and therefore unlikely to result in any significant loss of amenity for these occupiers. A condition requiring details of screening along the east of the balconies should prevent any undue overlooking of the neighbouring property is recommended. Within the extension located on the Semley Road frontage there would be no windows directly facing the adjoining property at no 1 Semley road.
- 8.11 There would therefore be no direct overlooking from this element of the proposal. There could be some oblique overlooking from the third floor living area to the bedroom within in flat 10 of the adjacent property. The proposed living area of the third floor flat is dual aspect therefore a condition requiring this window to be in obscured glass should prevent any undue loss of privacy for this neighbour. There are windows within the proposed roof extension facing

the flank elevation of 1 Semley Road, there would be a separation distance of 12.5m. This is not dissimilar to the existing arrangements with the lower floors and is acceptable.

Housing Quality/Daylight and sunlight for future occupiers

- 8.12 The proposed plans would accord with the Mayoral Guidelines housing standards in terms of floor space requirements for one (1-2 person) and two (3 person) bedroom flats. Access to the flats would be directly off Semley Road. Each of flats would have more than one form of outlook and the rooms should receive good levels of sunlight and daylight. The proposal would include good internal layout and excellent stacking of rooms, good circulation space
- 8.13 The flats would each have access to a private amenity space in line with the Mayoral minimum guidelines, the details of which would be secured by condition. No communal/play space is provided however the built up location makes this impossible. The combination of reasonable internal space and balcony provision ensures that the proposal would provide a reasonable standard of accommodation. The proposal would therefore be in accordance with the principles of the NPPF in delivering a wide of choice of quality homes and London Plan Policies and Croydon Polices for good accommodation.

Transport

- 8.14 Neighbours have raised concern over potential impact of increase on street parking pressure as a result of the proposal. The site is on the A23, London Road, which forms part of the Transport for London road network (TFLRN). The site location has a PTAL of 3, which is moderate to good. The site is located within 100m of several bus routes, 5 minutes walking distance (330m) from Norbury railway station and 90m from a Control Parking Zone (CPZ). The proposal does not include any parking for cars.
- 8.15 Officers consider that while located just outside of the recognised CPZ the close location to the busy high street explains the demand for commuter parking in the area. The applicants have agreed to secure that potential occupiers be excluded for applying for parking permits with details to be secured under a 106 agreement. Transportation officers consider that a non-parking development could be acceptable in this location subject to potential occupiers not being able to apply for parking permits as this location could see further extensions of the CPZ in the future. TFL also supports the proposal and have raised no objection, welcoming cycle storage for 10 cycles the details would need to comply with London Plan Cycle design standards.
- 8.16 Details of the proposed construction arrangements would need to be provided with TFL consulted for their comments to assess any impact on the surrounding transport network. Therefore subject to 106 agreement restricting occupiers from applying for parking permits the proposal is therefore considered to be in accordance with London Plan policies 6.3 assessing effects on development capacity, 6.9 cycling, CLP policies SP8, DM29 and DM30. The proposal is therefore considered to be in accordance with London Plan policies and Croydon Local Plan policies in respect to traffic and highway impacts

Sustainability

- 8.17 The Council would seek new homes to meet the needs of residents over a lifetime and be constructed using sustainable measures to reduce carbon emissions. In line with Policy 5.2 of the London Plan, the development proposals should make the fullest contribution to minimising carbon dioxide emissions. The development would need to achieve a reduction in carbon dioxide emissions of 19% beyond the 2013 Building Regulations and demonstrate how the development will achieve a water use target of 110 litres per head per. Subject to condition the proposal would be in accordance with NPPF guidelines on meeting climate change

Waste

- 8.18 The proposed plans indicate the location for the waste storage facilities to be contained within the building within a reasonable distance for collection. It is considered that the proposed bin storage is acceptable and should provide suitable housing for 3x360ltr landfill, 2x360ltr comingled dry recycling 1x140ltr food recycling. The proposal would also provide for 10m² space of bulky waste disposal. A condition requiring details of this space would be required to ensure that a suitable level of bin provision is provide in line with the principles of London Plan policy.

Flooding:

- 8.19 The property has been identified as being located within an area subject to surface water flooding (1 in 1000yrs). The proposed development would therefore need to ensure that suitable SUDS measures are introduced to safeguard against potential flooding. The details of such measures would be controlled subject to condition in order to ensure that the proposal complies with the principles of the NPPF in meeting flooding requirements; London Plan policy for flooding requirements.

Conclusions

- 8.20 The recommendation is to grant planning permission subject to a 106 agreement.
- 8.21 All other relevant policies and considerations, including equalities, have been taken into account.

