

PART 5: Planning Applications for Decision

Item 5.1

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/04149/FUL
 Location: 151 Wickham Road, Croydon, CR0 8TE
 Ward: Shirley North
 Description: Erection of a two-storey stepped side and rear extension with alterations to the roof and additional rear dormer, retention of the existing commercial unit and provision of four additional self-contained apartments (5 units in total).
 Drawing Nos: Location Plan, PPA1 - 01, PPA1 - 02, PPA1 - 03 - C, PPA1 – 04 - C, PPA1 – 05 - B, PPA1 - 06 - B, PPA1 - 07 - B, PPA1 - 08 - A and, PPA1 - 10 dated 15.10.2019.
 Applicant: Clifford Blackmore Investments Ltd
 Case Officer: James Udall

	1B 1P	1B 2P	2B 3P	2 B 4P	4B	Total
Existing Provision				1	0	1
Proposed Provision	3	1	1	0	0	5

Number of car parking spaces	Number of cycle parking spaces
0	6

1.1 This application is being reported to Sub Committee due to the application being referred by Councillor Sue Bennett in accordance with the Committee Consideration Criteria.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission subject to the following:
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions.
2. No above ground works until details of facing materials supplied to and approved by the local planning authority.
3. Details to be submitted to and approved: refuse/cycles/boundary details/floor levels/space/lighting.
4. The first-floor flank windows shall be obscure glazed and fixed shut up to a point 1.7m above internal floor level.
5. Hard and soft landscaping to be submitted.
6. 19% reduction in CO2 Emissions.
7. 110L water use target.
8. Water butt installed on completion
9. Provision of details of visibility splays
10. Details of construction logistics plan
11. 3 Year time limit
12. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) CIL
- 2) Code of construction practice for construction sites
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

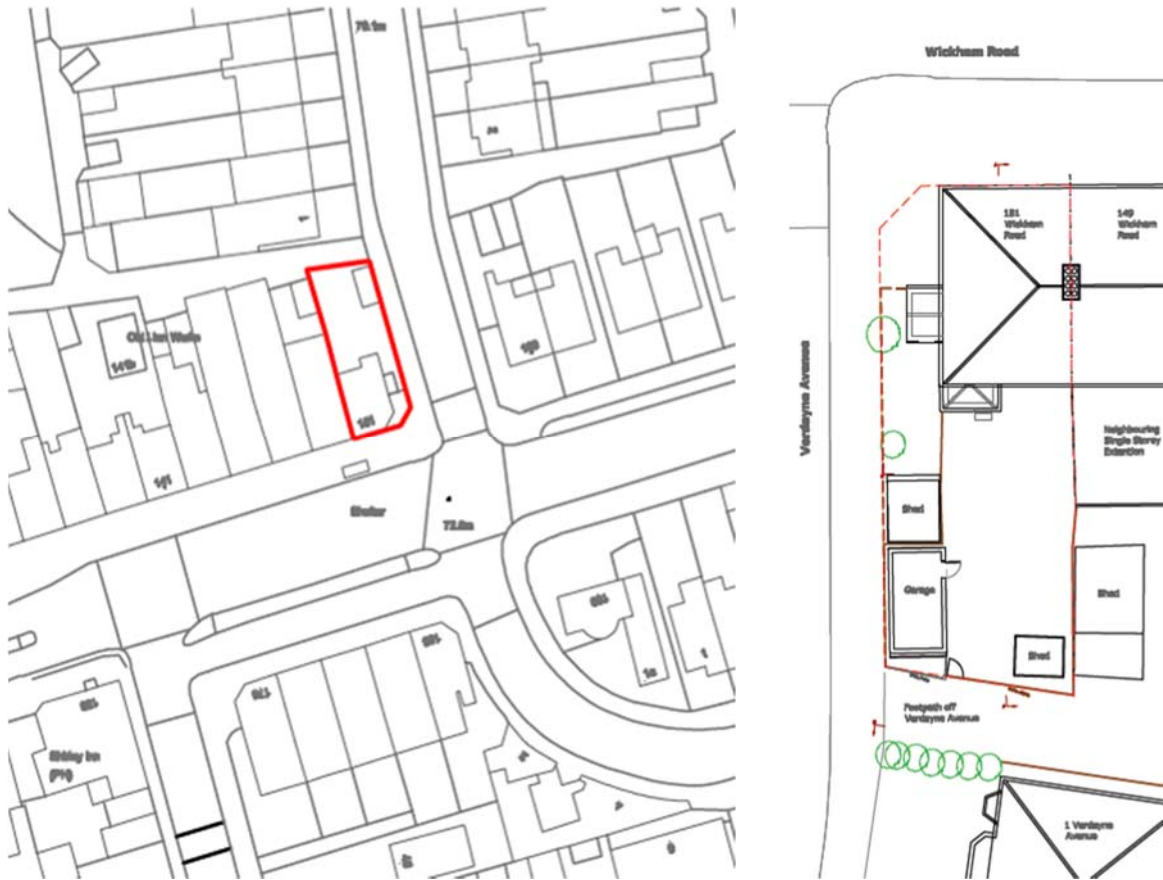
3.1 The proposal includes the following:

- Erection of a two-storey side/rear extension and associated roof extensions
- Conversion of the extended building into 3x1 bed (1 person), 1x1 bed (2 persons) and 1x2 bed (3 persons) flats/homes
- Provision of associated refuse/cycle stores

Site and Surroundings

- 3.2 The application site is located on the northern side of Wickham Road at its junction with Verdayne Avenue. The application site consists of a two-storey building which forms part of a terrace of twelve buildings, with retail units at ground floor level and office or residential uses above. The building has one front dormer window, a side dormer window, a side projection and a single storey rear extension - with a retail unit at ground floor level and a residential flat above.
- 3.3 Whilst the upper floor accommodation appears to have three bedrooms, one of the bedrooms would be too small to be classed as a bedroom under current Nationally Described Space Standards 2015. Furthermore, one of the bedrooms is located within the roof space, which is not original to the existing dwelling.
- 3.4 The application site has an extant planning permission for "Demolition of existing shed and store and erection of a two-storey, two-bedroom, three person detached dwelling with associated landscaping, cycle and refuse storage" (LBC Ref 17/06391/FUL).

3.5 The application site is within a surface water flood risk area, a Main Retail Frontage, a Primary Shopping Area and a Local Centre. The site is also just outside the Shirley Focused Intensification Area (with the Wickham Road frontage to the east included).



Planning History

3.6 The most recent and relevant planning history associated with the site is as follows:

- 86/00320/P - Use of ground floor as estate agents & mortgage brokers - Planning Permission Granted
- 86/00394/P - Installation of shopfront - Planning Permission Granted
- 90/01813/P - Erection of single storey rear extension and provision brokers - Planning Permission Granted
- 90/02300/P - Erection of single storey side extension and alterations - Planning Permission Granted
- 94/01317/P - Erection of single storey rear extension - Planning Permission Granted
- 10/02934/P - Alterations; demolition of detached store at rear and formation of parking area; erection of detached single storey garage - Planning Permission Granted

- 10/03819/RES - Discharge of condition 2 attached to planning permission 10/02934/P for the alterations; demolition of detached store at rear and formation of parking area; erection of detached single storey garage - Approved
- 17/06391/FUL - Demolition of existing shed and store and erection of a two-storey, two-bedroom (three person) detached dwelling with associated landscaping, cycle and refuse storage - Planning Permission Granted. This permission remains extant but as yet not been implemented.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposed development would create good quality residential accommodation that would make a positive contribution to the borough's housing stock and would assist the Council in achieving its housing targets as set out in the London Plan (2016) and Croydon Local Plan (2018). The proposed development provides an appropriate mix of units. The proposal would retain a commercial unit, located within Primary Retail Frontage within a Local Centre as defined by the Local Plan.
- The proposed development would be of an appropriate mass, scale, form and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.
- The proposed development would not cause unacceptable harm to the amenities of neighbouring residential occupiers.
- The proposed development would not have an adverse impact on the operation of the highway.
- Subject to conditions the proposed development would not have an adverse impact on the extent of flood risk
- Sustainability aspects would be suitably controlled by conditions

5.0 LOCAL REPRESENTATION

5.1 The application has been publicised by 44 letters of notification to neighbouring properties in the vicinity of the application site. A site notice was also displayed. The number of representations received from neighbours, MPs, local groups etc in response to notification and publicity of the application are as follows:

No of individual responses: 5 Objecting: 5 Supporting: 0

5.2 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:

Objections

- Obtrusive by design
- Design and visual appearance
- Over-development
- Overlooking

- Traffic/Highways
- Loss of Privacy
- Refuse
- Parking
- Detrimental to property values in the area (Officer Comment: This is not a material planning consideration).
- Loss of light
- Vermin (Officer Comment: This is not a material planning consideration).
- Cycle provision

5.3 Comments were also received by the Monks Orchard Residents Association objecting to the proposal on the following grounds:

- Overdevelopment/Housing density
- Design and appearance
- Unit 3 has inadequate minimum space Standard Gross Internal Area (GIA) for a 2b4p 2-storey dwelling
- Unit 4 has inadequate minimum space standard in-built Storage Area by 0.1m² as defined by the policy
- There is no child play space proposed
- Parking
- There is no communal amenity space
- The proposed amenity space is of a poor quality
- There would be virtually no soft landscaping
- Refuse

5.4 The application has been referred to Planning Sub Committee by Councillor Bennett who has objected as follows:

- The development does not reflect the architecture of the existing and surrounding character or features of the existing structures, not compliant with DM10.9
- No high quality communal outdoor amenity space DM10.8
- The flat roof for Units 2 and 3 is out of keeping with local roof forms which are pitched.

6.0 RELEVANT PLANNING POLICIES AND GUIDANCE

6.1 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 (February 2018), and the South London Waste Plan 2012.

6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in 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:

- Promoting sustainable transport;
- Promoting social, recreational and cultural facilities and services the community needs
- Requiring good design.

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

6.4 Consolidated London Plan 2015

- 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
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.10 Urban greening
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste net self sufficiency
- 5.18 Construction, Demolition and excavation waste
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.6 Architecture
- 8.3 Community infrastructure levy

6.5 Croydon Local Plan (adopted February 2018)

- SP2 – Homes
- DM1 – Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 – Design and character
- DM13 – Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM25 – Sustainable drainage systems and reducing flood risk
- SP7 – Green Grid
- SP8 – Transport and Communications
- DM29 – Promoting sustainable travel and reducing congestion
- DM30 – Car and cycle parking in new development
- DM45 – Shirley

6.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG, March 2016
- National Technical Housing Standards, 2015
- National Planning Practice Guidance, 2014
- Croydon Suburban Design Guide 2019

7.0 MATERIAL PLANNING CONSIDERATIONS

7.1 The principal issues of this particular application relate to:

- a) The principle of the development;
- b) Impact of the development on the character and appearance of the area;
- c) Impact on residential amenities;
- d) Standard of accommodation;
- e) Highways impacts;
- f) Sustainability issues;
- g) Other matters

The Principle of Development

- 7.2 Policy DM.4 of the Croydon Local Plan 2018 states that “The Council will ensure that the vitality and viability of Croydon Metropolitan Centre and the borough’s District and Local Centres is maintained and enhanced by not permitting new developments or changes of use which would result in a net loss of ground floor Class A uses within Main Retail Frontages (unless it relates to the expansion of an existing community use).
- 7.3 The existing estate agency occupies a floor area of 51sqm and with the reconfiguration of the ground floor and the proposed side extension, the level of commercial floorspace would be retained in compliance with Policy DM.4.
- 7.4 The London Plan and the NPPF place significant weight on housing delivery and focus on the roles that intensification and small sites in particular will play in resolving the current housing crisis. The Croydon Local Plan 2018 further identifies that a third of housing should come from windfall sites and suburban intensification – thereby taking pressure of the Metropolitan Green Belt and other protected areas.
- 7.5 The Croydon Local Plan seeks to prevent the loss of small family homes by restricting the net loss of three bed units (as originally built) or the loss of units that have a floor area less than 130sqm. The existing flat (above the estate agency) is a 2 bed unit (as originally built) although the space would fall below the 130 square metre threshold. That said, the proposed development would provide for 5 residential units – with one of the units providing for 2 bedrooms (albeit for occupation by 3 persons). In view of the location of the site within a local centre and immediately adjacent to an area of focussed intensification, officers are satisfied with the proposed mix of accommodation.
- 7.6 In respect to the density of the scheme, representations have raised concern over the intensification of the site. The site is a suburban setting with a PTAL rating of 3 and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha). The proposal would not strictly comply with this range – with a residential density of approximately 514 hr/ha.

- 7.7 However, following the publication of the Panel Report into the New London Plan, it is most likely that the density matrix will no longer be treated as a material consideration – with a more design-led approach to density being favoured. Whilst the current London plan density matrix remains in play, its weight as a material planning consideration is more limited following the publication of the Panel Report.
- 7.8 Shirley has been identified (within the Croydon Local Plan) as an area of “sustainable growth of the suburbs with some opportunity for windfall sites will see growth mainly confined to infilling with dispersed integration of new homes respecting existing residential character and local distinctiveness”. The current proposal would accord with the policy aims.
- 7.9 The site is located within an existing mixed retail/residential area and as such, providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues, the principle is supported.

The Character of the Area and Visual Amenities of the Street-scene

- 7.10 Concerns have been raised by neighbouring occupants that the proposal would appear out of keeping for the area. The proposal seeks to construct a two-storey side extension (with dormer extensions) and a two storey flat roofed extension alongside the provision of 5 residential units, each with a small area of private amenity space provided.
- 7.11 The Croydon Local Plan 2018 states that “each of Shirley’s shopping areas has a distinct character which should be enhanced and strengthened. This character is informed by the layout, scale, urban grain and, architectural features such as the brick work, fascias and stall risers. In order to ensure that the distinctive elements that contribute to Shirley’s sense of place are not lost, these features have been included in the detailed policies”.
- 7.12 Policy DM45.1 of CLP states that “Within Shirley Local Centre, to retain the unique qualities development should:
- a. Retain the continuity of ground floor active frontages and allow flexibility at first floor and above for mixed use;
 - b. Reference, respect and enhance architectural features such as the consistent rhythm and articulation of fenestration and retain features such as the triangular bay windows;
 - c. Complement the existing predominant building heights of 2 storeys up to a maximum of 4 storeys; and
 - d. Incorporate or retain traditional shop front elements such as fascias, pilasters and stall risers.
- 7.13 The design of the proposed side extension to the existing building would reference, respect and enhance architectural features and the established rhythm and articulation of window proportions found within Wickham Road. The row of terraces to Wickham Road are predominantly white render with a regular rhythm of traditional wooden battens; the new development would continue this design philosophy.
- 7.14 At ground floor level, traditional shop front elements such as fascias, pilasters and stall risers are proposed to be retained. The corner door and corner window feature at first

floor level would be reinstated as part of this proposal to add visual interest to the building.

- 7.15 The proposal would include the erection of a front dormer window would be similar in design and scale to other front dormer windows in in the terrace of buildings that front onto the street, which would further respect the character and appearance of the street-scene.

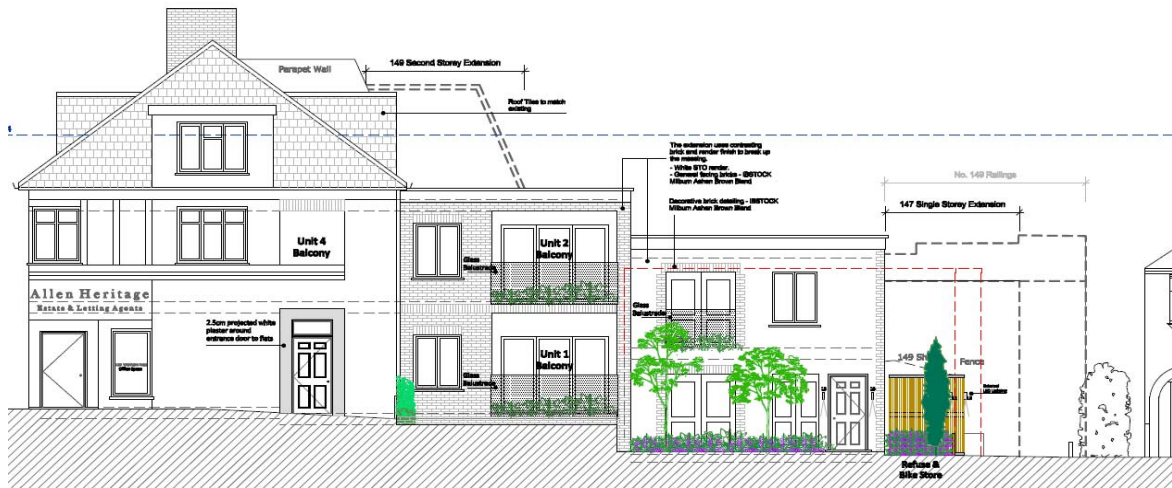


- 7.16 The proposed flat-roofed rear extension would have an overall height of 5.9 metres decreasing to a height of 5.5 metres as it projects further at the rear. The massing of the proposed rear extension would be broken up the use of brick and render. From a townscape perspective, the overall height and massing of the rear extension would be acceptable – reflecting the eaves height of the neighbouring properties to the north. The massing would suitably step down with the topography, which would help reduce its impact.

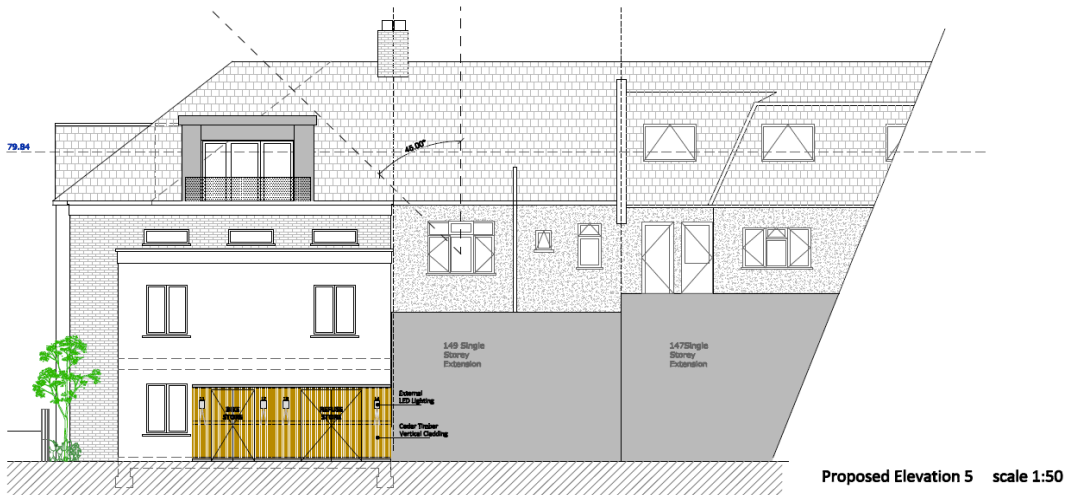
- 7.17 It is worth noting that a flat roof building (to the rear of 151 Wickham Road) has previously been granted and there are examples of flats roof buildings and extensions in the wider area. In addition, the appearance of the flat roof extension would be suitably subordinate and distinctive to the host property and would take advantage of the changing site topography, providing a transition in height, stepping down to the properties fronting onto Verdayne Avenue.

- 7.18 The drainage strategy of the flat roofs has been designed so as piping can be discreetly contained within the building envelope and no services would clutter the external facades.

- 7.19 The proposal would include the erection of a rear/side dormer window. The proposed dormers would have a width of 2.9m and a height of 2.3m. Due to its size and design the proposed dormer would appear subservient to the existing property.



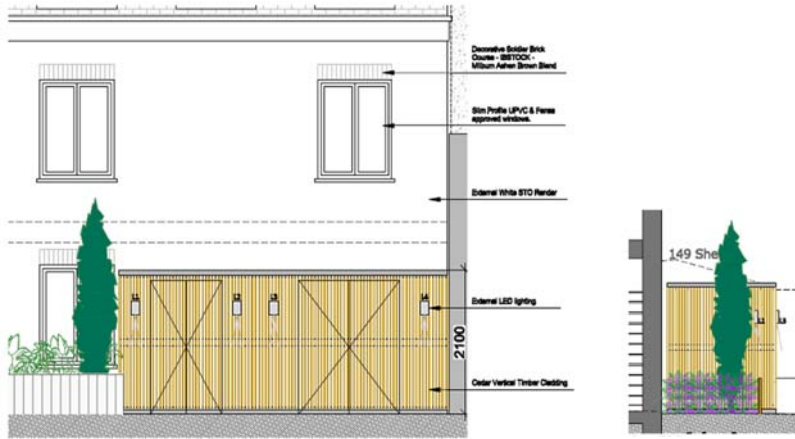
7.20 The proposal would include bin storage to the rear of the proposed extension. The proposed bin storage would be located in a timber structure with the result that it would not harm the visual appearance of the building or the character of the area.



7.21 Whilst the appearance of the development from the street scene would be generally acceptable, specification and samples of external materials would need to be conditioned. Having considered all of the above, against the backdrop of housing need, Officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

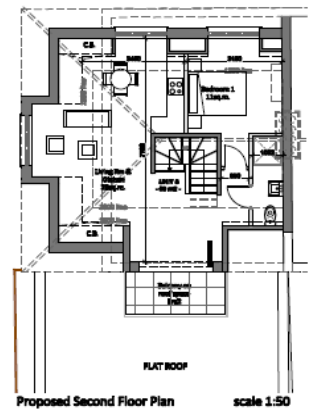
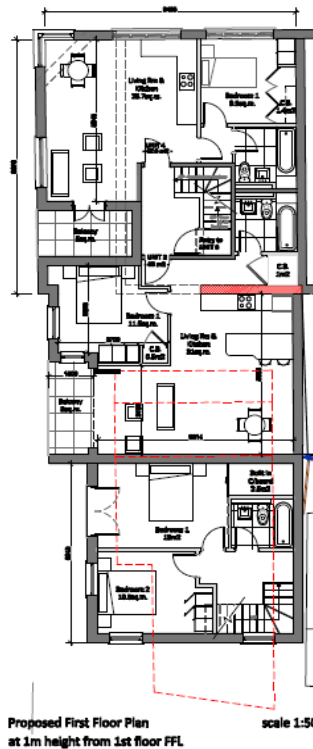
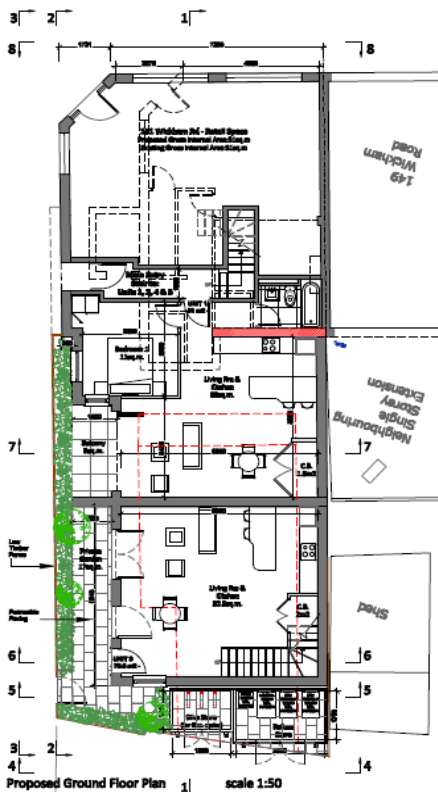
The Amenities of Future Occupiers

7.22 The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the internal amenity space. All the proposed



units would meet the minimum required internal space standards.

7.23 With regard to external amenity space, the London Housing SPG states that a minimum of 5 square metres of private outdoor space should be provided for 1-2 person dwellings and an extra 1 square metre for each additional unit. Each of the units would have access to their own private amenity space which would comply with the SPG.



<p>Legend</p> <ul style="list-style-type: none"> Proposed Extension Neighbouring Extension 	
<p>1. Living Room & Kitchen</p> <p>2. Bedroom 1</p> <p>3. Bedroom 2</p> <p>4. Bathroom</p> <p>5. Kitchen</p> <p>6. Living Room</p> <p>7. Hallway</p> <p>8. Staircase</p> <p>9. Utility Room</p> <p>10. Storage</p> <p>11. Garden</p> <p>12. Parking</p> <p>13. Cycle Store</p> <p>14. Refuse Store</p> <p>15. Bike Store</p>	<p>Scale: 1:50</p> <p>Author: [Name]</p> <p>Date: [Date]</p> <p>Project: [Project Name]</p> <p>Client: [Client Name]</p> <p>PPA1-03-C</p>

7.24 The local plan also requires all flatted development to provide new child play space on top of the amenity space to be provided for the scheme itself. In terms of the child play space one-bedroom units must provide a minimum of 0.3 square metres of play space, two-bedroom units must provide a minimum of 1.2 square metres of play space. Consequently, a total of 2.4 square metres would be required for this development.

7.25 Whilst the proposed units would not have any child play space or communal amenity space, in view of the size of units and the overall mix of accommodation, it is unlikely that the proposed dwellings would accommodate families. Officers feel that a failure to comply with communal space and play space is not critical in this particular case and would not justify and reason to refuse planning permission – in view of the wider benefits that would arise in terms of additional housing located within in a relatively sustainable area (being located in a Local Centre characterised by a PTAL of 3).

The Amenities of Neighbouring Occupiers

7.26 The properties that would have the most potential to be affected are 149 Wickham Road, 163 Wickham Road and 1 Verdayne Avenue

149 Wickham Road

7.27 The orientation of the extended dwelling building would reflect the siting of 149 Wickham Road.

7.28 The Suburban Design Guide 2019 states that rear extensions to existing dwellings should be no greater in depth than 3.5m. The proposed rear extension would have a depth of 5.9m before being set down in height and projecting a further 6.28m in depth which would not strictly follow the advice contained in the SDG.

7.29 However, the property at 149 Wickham Road is in retail use at ground floor level and already benefits from a large single storey rear extension. The proposal would not therefore have an adverse impact on this adjoining occupier. At first floor level, 149 Wickham Road is in residential use. Whilst the development would project beyond the rear windows of this property and would consequently have some impact on outlook, the flat roofed nature of the extension and its stepped design would help reduce the impact on this property. Furthermore, the proposed extensions would not project beyond a vertical 45-degree angle taken centre of the existing first floor window, thereby ensuring that this property would retain acceptable access to light.

7.30 Additionally, the application site has an extant planning permission for a two-storey dwelling to be located at the rear of the application site (LBC Ref 17/06391/FUL). As such, this impact would be minimal.

7.31 The proposed extensions would not have any flank windows overlooking this neighbouring property and the proposed rear dormer with the small amenity balcony would overlook existing and proposed flat roofs, rather than windows.

163 Wickham Road

7.32 The proposed side extension would have one window in the flank elevation at ground floor level, two windows at first floor window and a side dormer window. The proposed windows would be sited approximate 15.4 metres from the flank elevation to 163 Wickham Road and this neighbouring property would therefore be reasonably protected from overlooking and a general loss of amenity. This property has a relatively large side dormer window (facing out onto Verdayne Avenue) and in many ways mutual overlooking across the street is to be expected.

- 7.33 The proposed rear extensions would have a series of windows and balconies in the flank elevation facing 163 Wickham Road. The proposed flank windows and balconies to Units 1, 2 and 4 would be sited approximately 16 metres from the flank elevation to 163 Wickham Road and the private garden to Unit 3 would be provided at ground floor level.
- 7.34 Due to its size, height, design and design the proposal would not harm the daylight of neighbouring occupants at 163 Wickham Road, which is separated from the application site by Verdayne Avenue.

1 Verdayne Avenue

- 7.35 The proposed rear extension would have one ground floor and two first floor windows in the rear elevation. The proposed windows would be sited approximately 6.4m from the flank elevation of 1 Verdayne Avenue – which has one side window. The two windows in the flank elevation of the proposal would either serve circulation space or are secondary and therefore a condition is recommended requiring these windows to be obscure glazed – up to 1.7 metres. Taking the above into account, the proposal would not harm the privacy of this neighbouring property.
- 7.36 The proposed extension would have a height of 5.9 metres decreasing to a height of 5.5 metres as it projects further towards the rear. Due to its height, design and siting combined with the separation distance that would be retained, the proposal would not significantly harm daylight from reaching 1 Verdayne Road. In addition, the current proposal would increase the separation distance between the proposed development and this adjoining occupier, compared with the extant scheme highlighted above.

Traffic and Highway Safety Implications

- 7.37 The subject site is in an area with a PTAL accessibility rating of 3 (on a scale of 1a - 6b, where 6b is the most accessible). The site is therefore considered to have a moderate access to public transport with a number of bus routes (194, 367, 198, 119, 130 and 466) in close proximity of the site.
- 7.38 Whilst the scheme does not propose any on-site car parking, the proposed development would maintain existing on-street car parking arrangements. Given the location of the development within a local centre and in close proximity to a number of bus routes, the lack of on-site car parking is considered acceptable.
- 7.39 The London Plan states one cycle space is required for each one-bedroom unit and two cycle spaces are required for all other dwellings. The development therefore requires a total of 6 cycle spaces. The submitted drawings show the provision of cycle spaces in compliance with the London Plan. The provision of refuse storage has been demonstrated on the plans and is found acceptable. Demolition/Construction Logistic Plan (including a Construction Management Plan) will be needed by LPA before commencement of work and this can be secured through a condition.

Sustainability Issues

- 7.40 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 Litres or less per head per day.

Other Matters

- 7.41 The site is not located in within Flood Zone 2 or 3 (statutory designation) but does fall within a low 1000-year surface water designation. The proposal would include water butts and this combined with the amount of works proposed would result in the risk of flooding being relatively low. It is considered that the proposal would be unlikely to result in a significant difference or risk of flooding compared to the existing situation and the proposed mitigation is considered acceptable.
- 7.42 Representations have raised concern that construction works will be disruptive and large vehicles could cause damage to the highway, particularly given the location of the nearby school. As such, it would be prudent to control details of construction through the approval of a Construction Logistics Plan. Overall however, it is not considered that the development would affect highway safety along Wickham Road or Verdayne Avenue.

Conclusions

- 7.43 The principle of development is considered acceptable for this area. The design of the scheme is of an acceptable standard given the proposed and conditioned landscaping proposals. Subject to the provision of suitable conditions, the scheme would be acceptable in terms of residential amenity, transport and sustainability matters.
- 7.44 All other relevant policies and considerations, including equalities, have been taken into account.

