

PART 6: Planning Applications for Decision

Item 6.5

1 SUMMARY OF APPLICATION DETAILS AX10+15-53-101

Ref: 18/01213/FUL
 Location: The Welcome Inn Public House, 300 Parchmore Road, CR7 8HB
 Ward: Thornton Heath
 Description: Alterations including construction of single storey addition to the rear outbuilding and partial demolition of single storey rear extension to existing pub in connection with the retention of the A4 public house use at the basement and ground floor levels, and conversion of the upper floors to provide 4 X 1bed flats and conversion of the rear out building to provide a 1 bedroom maisonette cottage.
 Drawing Nos: DR-0100/P01, DR-0101/P02, DR-0103/P01, DR-0104/P01, DR-0110/P01, DR-0111/P02, DR-0112/P01, DR-0113/P01, DR-0114/P01, DR-0115/P01, DR-0116/P01, DR-0117/P01.
 Applicant: Wellington Pub Company
 Agent: Boyer Planning
 Case Officer: Christopher Grace

	1 bed	2 bed	3 bed	4 bed
Houses	1 (51Sq.m)	0	0	0
Flats	4 (43-45Sq.m)	0	0	0
Totals	5	0	0	0

Type of floorspace	Amount proposed	Amount retained	Amount lost
Residential	227Sq.m	176Sq m	0Sq m
Commercial (public house)	188Sq.m	188Sq.m	64Sq.m
Number of car parking spaces		Number of cycle parking spaces	
0		6	

1.1 This application is being reported to Planning Committee because the number of objections above the threshold in the Committee Consideration Criteria have been received

2 RECOMMENDATION

2.1 That the Planning Committee resolve to GRANT planning permission subject to:

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) Built in accordance with approved plans
- 2) Materials to be submitted for approval
- 3) No additional windows to be inserted in either of the rear cottage other than as specified
- 4) Details to be provided:-
 - a) Hard and soft landscaping – including species / size and permeable surfaces
 - b) Boundary treatment – including side access gates, private amenity space enclosures
 - c) Details of servicing arrangement
 - d) Ventilation equipment
- 5) Refuse storage requirements
- 6) Cycle storage requirements
- 7) Demolition and construction method statement
- 8) 19% reduction in carbon emissions
- 9) 110 litre water consumption target
- 10) Sustainable drainage/run off rates/surface water measures
- 11) In accordance with noise report
- 12) Removal of PD to detached cottage at rear
- 13) 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

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 Full planning permission is sought for construction of a single storey rear extension to existing public house. The basement and ground floor to remain in use as a public house with minor alterations to facilitate access and refuse/cycle storage for the proposed flats. The conversion of the upper floors into 4 x one-bedroom flats. Alterations to the existing rear out building to provide a 1 bedroom maisonette cottage.
- 3.2 - The proposal would include minor alterations involving reduction in part of basement level;
- 3.3 - Removal of part single storey rear section, rear toilet and covered area to beer garden

- Erection of single storey side extension and reposition dormer to existing outbuilding

Amendments:

- The proposed drawings have been amended to introduce inward opening gates and the height of the residential gate entrance reduced

Site and Surroundings

- 3.4 The application site is a large three-storey detached building comprising of public house (Use Class A4) on the ground floor level and residential HMO accommodation above. The site contains a two storey former coach house building currently used for storage in the rear yard. The site is located on the east side of Parchmore Road on the corner with Northwood Road. The surrounding area is mixed in character with a number of semi-detached and terrace properties some divided into flats. A terrace of shops lies north along Green Lane. The site is located within an area of high density and is identified as an area of surface water flooding (1:1000yr).

Planning History

- 3.5 The following information is relevant to the application:-
- 17/04137/PRE pre-application enquiry conversion of existing upper floors and out building to form 5 x 1 bed units (the application would not be supported if the loss of the beer garden threatens the economic viability of the public house; principle of residential above acceptable)

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The principle of the alterations retaining the public house at basement and ground floor level is considered to be acceptable.
- 4.2 The proposed development would retain the character of the area and would not harmfully affect the appearance of the street scene along Parchmore Road and Northwood Road.
- 4.3 The proposed development 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 pedestrian 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 techniques 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: 5 Objecting: 5 Supporting: 0

No of petitions received: 1 (with 46 signatures)

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>Principle of development</i>	
The proposal would affect the viability and functionality of the public house. The landlord has not decided to renew the lease after 25 years and convert the upper floors. This would make the trade area smaller, create a smaller venue; loss of community pub which holds a number of functions, charity events, funerals and competitions.	The proposal would result in limited reduction in the floorspace of the public house; which would not affect the viability of the public house and is considered acceptable in principle. Refer to paragraphs 8.2 - 8.7 of this report.
<i>Loss of HMO</i>	
Loss of established HMO accommodation and displacement of existing users.	The introduction of alternative residential accommodation on this site is considered acceptable in principle subject to design, density, amenity and transportation considerations. Refer to paragraphs 8.2 – 8.7 of this report
<i>Mix of Flats</i>	
Inappropriate mix of dwellings with creation of 5 x 1 bedroom units resulting in poor standard of accommodation which would affect the viability of the public house.	Officers consider that the proposal would result in an improved standard of accommodation for potential occupiers in terms of size, layout, outlook and amenity Refer to paragraph 8.17 - 8.19 of this report.

7 RELEVANT PLANNING POLICIES AND GUIDANCE

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)

Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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 1)
- Promoting sustainable transport (Chap 9)
- Delivering a wide choice of high quality homes (Chap 6)
- Requiring good design (Chap 7)
- Meeting the challenge of climate change, flooding and coastal change (Chap10).

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
- 3.6 Children's and young people's play area
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.14 Existing Housing
- 5.2 Minimising carbon dioxide
- 5.3 Sustainable design
- 5.12 Flood risk management
- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.4 Local character
- 7.6 Architect

Croydon Local Plan: Strategic Policies 2018:

- SP2 Homes
- 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
- DM23 Development and construction
- DM25 Sustainable drainage systems
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

There is relevant Supplementary Planning Guidance as follows:

- Housing Supplementary Planning Guidance March 2016 (DCLG Technical Housing Standard (2013))

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 and consideration of density
3. Residential amenity/Daylight & Sunlight for neighbours
4. Housing/Mix/Tenures
5. Housing Quality/Daylight & Sunlight for future occupiers
6. Transport
7. Sustainability
8. Waste
9. Flooding

Principle of Development

8.2 The proposal would result in the loss of a small part of the existing pub house at basement and ground floor level and conversion of rear storage outbuilding to form a new separate flat. Objections point to the loss of the public house on the basis of a loss of viability and functionality of the public house as a community facility. Policy DM22 prevents the loss of existing public houses unless the public house is no

longer considered economically viable when assessed against the CAMRA's Public House Viability Test; and that a range of measures have been undertaken to seek to improve viability. DM22 would only be considered in the context of whether the loss of floor space would jeopardise the viability of the public house.

- 8.3 CAMRA's Public House Viability refers to the partial loss of a public house, references the impact on the long-term financial health of the business and considers if the loss of space would make the public house less attractive to customers because of reduced facilities.
- 8.4 The applicants viability report states that the existing public house is significantly underused, vacant in parts, with only part of rear yard in use with poor facilities and accommodation. They identify that the proposal would be a viable option which would no longer require the need for ancillary residential accommodation above to support the operation financially. The applicants state that the proposal would still make the use an attractive operation, retain many of the exiting features including a pub garden (19sq.m) and if desired would operate in similar manner to the present. The proposal would allow for significant investment to the site with an interested operator already identified.
- 8.5 Objectors have submitted an alternative viability report which identifies the site as a successfully trading pub financially assisted by the income of the letting accommodation above. They state that the proposal would restrict the existing bar area, result in a loss of catering facilities at first floor level and rear storage area which would curtail trade as will a reduce the beer garden. They state that the introduction of residential flats would lead to noise complaints; with current investment held off due to uncertainty in the lease.
- 8.6 The applicant believes a lock up focussed pub will be more viable. The proposal includes a similar bar sales area to the existing, with the basement to provide kitchen area (for the preparation of food) subject to a condition to provide details of ventilation equipment. An inspection of the site by officers confirms that that the current building is in need of upgrading and that not all of the rear yard is in use. Although there would be a loss of commercial floor space of 65sqm of which half is at basement level, it is clear that the proposal would offer similar facilities and that the functionality of the bar would not be reduced. The proposal would offer, better layout, improved function and usability and would improve the condition of the building. Based on inspection and the information provided officers considered that the loss of floor space would jeopardise the viability of the public house. Therefore, the proposal is acceptable in land use terms and is therefore supported. A condition restricting the use to a public house should secure the introduction of the use at this level and further reconsideration to be given to the introduction of any alternative use.
- 8.7 The retention of the public house at ground and lower ground floor is welcomed and meets the objective of Policy DM22 of the Croydon Local Plan.
- 8.8 The upper floors of the public house are already in use as residential accommodation (as a House in Multiple Occupation). The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix.

- 8.9 Policy 3.14 of the London Plan identifies that proposals involving loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace. This policy includes the loss of shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or better standard. In addition, Policy 3.8 of the London Plan recognises that shared accommodation or houses in multiple occupation is a strategically important part of London's housing offer, and that where it is of a reasonable standard it should be protected.
- 8.10 The Plan however identifies that the quality of this type of accommodation can give rise to concern and in considering proposals which might constrain this provision boroughs should take into account the strategic as well as local importance of houses in multiple occupation.
- 8.11 Policy 3.5 of the London Plan states that securing new housing of the highest quality and protecting and enhancing residential neighbourhoods are key Mayoral priorities. Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in the Plan to protect and enhance London's residential environment and attractiveness as a place to live. The Borough does not contain any policy which outrightly protects the loss HMO. The current operators have admitted that the site is need of improvement. This proposal would provide 5 good sized low cost affordable flats whilst increasing the overall residential floorspace, thereby making effective/efficient use of the site with the inclusion of cottage building in the rear yard. The proposal would improve the quality of housing associated with this site in line with London Plan requirements. On balance the provision of this type of housing provision and the overall improvement of the standard of accommodation is considered to be acceptable.

Townscape and visual impact

- 8.12 Chap 7 of the NPPF attaches great importance to the design of the built environment. London Plan policy 3.5 seeks to ensure the highest quality and design of housing while 7.4 and 7.6 require development to have regard to its surroundings and architecture. CLP Policy SP4.1 and SP2.6 requires 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.
- 8.13 The internal landscaping to the rear of the pub would create three separate areas of activity, the beer garden for the public house, the residential approach to the flats above and the self containment of the new cottage housing. The rear extension would result in the removal of an existing addition and subject to a condition on palette of materials would represent a suitable alteration without causing harm to the building or wider streetscene. Similarly the proposed alterations to the outbuilding would enhance its overall appearance. The proposed improvements subject to appropriate finishes would not have a detrimental impact in terms of surrounding outlook. The proposed remodelling of the wall along the northern elevation is a welcomed improvement. The applicants have amended the proposal so that the gates do not cause an obstruction to the highway and are suitably sized. Details of boundary and gates would be controlled by condition. Overall the proposed alterations to the rear building are acceptable and in keeping with its character and therefore are supported.

- 8.14 The proposed courtyard design lacks any soft landscaping or seating provision. A detail landscaping programme to soften the entrance are would help to encourage regular use. The proposal rationalises the bin storage for the residential and commercial premises and detail of a lighting strategy to be provided by the applicant would ensure that the rear entrances are adequately lit, safe and legible.
- 8.15 With the above in mind, and subject to conditions the proposal would not have a detrimental impact on the street scene or the host property, and is therefore is in accordance with the London Plan Policies 7.4 on Local Character and 7.6 on Architecture.

Residential Amenity Daylight/Sunlight for neighbours.

- 8.16 London Plan Policy 7.1 seek to protect the amenities of existing occupiers when considering new residential development. CLP policy DM10 in particular, considers the form and layout of existing and adjacent buildings; privacy and amenity of adjoining occupiers, the provision of amenity space for residents; and maintenance of sunlight and daylight for adjacent occupiers.
- 8.17 With the exception of the proposed boundary treatment and dormer window above the existing outbuilding, the rest of the proposed alterations would be visible only from within the site. The proposed alterations would not result in any significant loss of amenity in terms of light or outlook for adjoining neighbours and should not result in any undue overlooking of opposing properties in Northward Road directly opposite. The proposal is unlikely to have a more harmful impact in terms of noise levels over above existing activity.
- 8.18 It is acknowledge that there would be issues of potential noise and disturbance during the building process. The applicant would be required to submit details of a Construction Logistic Plan in order to ensure safety and reduce impacts on the environment due to its proximity to residential properties and corner location at a busy junction. An informative requiring the developers act in accordance with the Council's Code of Practice entitled 'Control of Pollution and Noise from Demolition and Construction Sites' should reduce any possible nuisance to local residents
- 8.19 In summary, the application is in accordance with Policy DM10 of the CLP, and would have little impact on residential amenity.

Housing Tenure

- 8.20 CLP Policy SP2.7 sets out a strategic target for 30% of all new homes to have three or more bedrooms. The proposed flats do not meet this strategic target as none would have three bedrooms. The proposed development would provide 4 one bedroom (1 person) flats. However this is an aspiration determined on a case by case basis.

The proposal involves conversion of existing HMO accommodation. While there is a presumption to protect this tenure of accommodation there is no overall local policy requirement. The proposal would provide four good sized flats plus the one bedroom cottage to the rear which would add to the Boroughs overall proposed mix of units. Therefore the proposal has gone some way to meeting the NPPF and aims of the London Plan in delivering a wide choice of housing, mixed and balance communities.

Housing Quality/Daylight and sunlight for future occupiers

- 8.21 Policy SP2.8 of the Croydon Local Plan: Strategic Policies states: 'The Council will seek to ensure that new homes in Croydon meet the needs of residents over a lifetime and contribute to sustainable communities with the borough. This will be achieved by: a)requiring that all new homes achieve the minimum standards set out in the Mayor of London's Housing Supplementary Planning Guidance'.
- 8.22 Each of the proposed 1 bedroom flats within the main pub building proposal would exceed the national technical standards (2016) for one-bedroom (1 person) flats. In the case of the rear cottage there are no standards for a one bedroom 1 person flat on two levels, however at 51 sqm this unit would also exceed national standards for a 1 person flat. Each of the proposed flats would have dual aspect light and outlook. The two storey cottage would have good outlook at ground and first floor level and would benefit from its own private amenity area 30sq. while each of the flats would have access to a communal amenity space (35sq.m) in line with minimum requirements. Details of boundary treatment should ensure privacy for occupiers of these spaces. The proposed access is considered to be suitable arrangement and overall the flats should provide a satisfactory level of accommodation in terms of layout, access, outlook and privacy.
- 8.23 The applicants have produced a noise report which identifies internal measures to be included in order to safeguard the amenity for potential occupiers these include the introduction of a noise limiting device to cut out the supply to amplified music if noise levels are exceeded. A condition requiring the applicants building in accordance with the findings of the noise report should safeguard the living environment for potential occupiers. Insufficient details have been provided of the proposed ventilation system. In view of the proposed use as a food and drink premises details of extraction/ventilation systems, would need to be submitted for approval. The proposal would therefore be in accordance with the principles of the NPPF in delivering a choice of quality homes and London Plan Policies.

Transport

- 8.24 The site is located in an area with a PTAL of 3, which is moderate and is also well located for local shops and facilities along Parchmore Road, and Thornton Heath Station and District centre.
- 8.25 No on site car parking spaces are proposed nor is it possible. The upper floors are currently used as an HMO and it is unlikely that there would be additional demand on car parking around the site with the proposed use. The proposed cycle parking meets London Plan standards. However, the cycle parking needs to be secure and undercover and this is to be secured by condition. The application has been amended with boundary doors to open inwardly to prevent obstruction of the public highway. The planning application is therefore considered to be acceptable from a transport prospective.

Sustainability

- 8.26 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; London Plan Policy 5.2 minimising carbon dioxide, 5.3 sustainable design, 5.14 water quality and waste water infrastructure; CLP1 policies SP6.1 environment and climate change, SP6.2 energy and carbon dioxide reduction, SP6.6 sustainable design construction; UDP policies EP5-EP7 water.

Waste

- 8.27 The proposed plans indicate the location for the waste storage facilities for both residential and commercial 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 landfill, comingled dry recycling and food recycling storage. In order to ensure that a suitable level of bin provision is provide a condition requiring details of this space should ensure that the proposal is in line with the principles of London Plan policy 5.17 waste capacity and policy DM13.

Flooding:

- 8.28 The property has been identified as being located within an area subject to surface water flooding (1 in 1000yrs).
- 8.29 The applicants have carried out a Flood Risk Assessment (FRA) and drainage strategy to accompany the planning application. The development site lies within land classified as Flood Zone 1, which is considered at a low risk of flooding. The conclusion of the report is that the site is at low risk of flooding. The SuDS approach has been adopted to restrict surface water runoff and provide betterment to the existing site drainage. The proposed re-development of a site that is completely impermeable provides an opportunity to reduce runoff rates and volumes providing benefit to the larger drainage area. The report confirms that this development is likely to be able to install suitable drainage measures into the design proposals.
- 8.30 Details of sustainable measures are therefore to be discharged by way of condition, in order to meet the principles of the NPPF in meeting flooding requirements; London Plan policy 5.12 flood risk management; CLP policies SP6 and DM25.

Conclusions

- 8.31 The recommendation is to grant planning permission.
- 8.32 All other relevant policies and considerations, including equalities, have been taken into account.