

**PART 6: Planning Applications for Decision**

**Item 6.3**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 18/03319/FUL  
 Location: 11 Barham Road, South Croydon, CR2 6LD  
 Ward: Waddon  
 Description: Conversion of property to form 5 self-contained flats (3 x 1 bed, 1 x 2 bed and 1 x 3 bed flats), formation of basement accommodation with associated front and rear light wells, erection of a part 1, part 2 storey side and rear extensions, erection of a rear roof dormer, insertion of 3 roof lights in front roof slope and provision of associated hard and soft landscaping, a new front boundary wall and refuse and cycle parking.  
 Drawing Nos: 01; 02; 03; 04; 05; 06; 07; 08; 09; 10; 11; 12; 13A; 14A; 15A16; 17; 18; 19; 20; 21; 22; TH/A3/1790/TPP; Daylight Assessment prepared by JMDC Services Ltd and dated 16/04/2018; Flood Risk and Basement Impact Assessment ref: C2021-R1-Rev-A and dated July 2018; Planning, Design and Access Statement prepared by Hollins Planning.  
 Applicant: Mr Craig Budge  
 Agent: N/A  
 Case Officer: Rachel Gardner

	1 bed	2 bed	3 bed+	Total
<b>Existing Provision</b>	-		1 (5 - bed)	1
<b>Proposed Provision</b>	3 (2 - person)	1 (4 - person)	1 (6 - person)	5

*All units are proposed for private sale*

	Number of car parking spaces	Number of cycle parking spaces
<b>Existing Provision</b>	0	0
<b>Proposed Provision</b>	0	8

1.1 This application is being reported to committee because the ward councillors Councillor Joy Prince, Councillor Andrew Pelling and Councillor Robert Canning have made representations in accordance with the Committee Consideration Criteria and requested committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

## **2.0 RECOMMENDATION**

- 2.1 That the Planning Committee resolve to GRANT planning permission prior to the completion of a legal agreement to secure the following:
- a) Restriction of car parking permits for future occupiers
  - b) And any other planning obligations considered necessary
- 2.2 That the Director of Planning is delegated authority to negotiate the legal agreement indicated above.
- 2.3 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. Time limit of 3 years
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Construction logistics plan to be submitted
4. Materials and details to be submitted – light well railings, front boundary fence, private amenity space fencing
5. Details of retaining walls
6. Details of refuse store- siting, size, appearance, design
7. Details of cycle store- 8 cycles, appearance, size
8. Hard and soft landscaping details including replanting
9. Details of child play space
10. Details of SUDs
11. Reinstatement of dropped kerb
12. Materials to match
13. Ground floor side windows to be obscurely glazed
14. 110 litre water usage
15. Groundwater mitigation in accordance with FRA, including details to be submitted and agreed.
16. Contaminated land assessment to protect groundwater from pollution
17. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Community Infrastructure Levy
- 2) Code of practise 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 part 1, part 2 storey side and rear extensions, rear dormer extensions and enlargement of the existing basement and creation of front and rear light wells

- Conversion of the property into 5 residential flats, including 3 x 1 -bed, 1 x 2 –bed and 1 x 3 -bed flats.
- Provision of a refuse store
- Provision of a cycle store accommodating 8 cycles.

3.2 The scheme has been amended during the assessment period to change the proposed glass balustrading for the new light wells to metal railings and to incorporate part obscured glazing for the ground floor side facing windows. It was not considered necessary to reconsult the neighbours as the amendments were considered to be minor and did not materially alter the originally consulted scheme.

## Site and Surroundings



Fig 1: Aerial street view highlighting the proposed site within the surrounding streetscene

3.3 The application site is located on the western side of Barham Road and comprises a semi-detached family-sized dwellinghouse and attached garage.

3.4 Barham Road is predominately residential with a mixture of 2 and 3-storey dwellinghouses and residential flat buildings, and Howard Primary School adjoins the site to the north at the end of Barham Road. The site is located approximately 200m walking distance to the Brighton Road (Selstdon Road) local centre.

## Planning History

3.5 None relevant.

## 4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the alterations and extensions are appropriate
- The living conditions of adjoining occupiers would be protected from undue harm

- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant
- Subject to a S106 agreement to restrict future occupiers obtaining car parking permits there will be no impact upon highway safety and efficiency is considered acceptable
- Sustainability aspects can be controlled by conditions

## 5.0 CONSULTATION RESPONSE

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

## 6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 18 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, Councillors Andrew Pelling, Joy Prince and Robert Canning, etc in response to notification and publicity of the application are as follows:

No of individual responses: 43    Objecting: 35    Supporting: 8    Comment: 0

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:

### Objections

- Overdevelopment of the site
- The proposed side extension is not subordinate to the host building and would appear terraced, a typology not found on Barham Road
- Poor quality accommodation
- No affordable housing [Officer comment: The proposal is for 5 residential flats which is below the threshold requirement for affordable housing provision.]
- Loss of a good quality family home
- Out of character with the street
- Noise impacts
- Impact on existing on-street parking in the surrounding area
- Impact on surrounding traffic congestion, particularly when considered with the existing congestion experienced due to the neighbouring school
- Loss of vegetation and trees and habitats for fauna
- Loss of privacy
- Inadequate refuse provision
- Inadequate cycle storage
- 1m high front boundary wall is uncharacteristic of the surrounds and will not screen the refuse bins
- Communal side passage will be unusable due to trees
- Disruption and safety issues during construction works
- Impact on flood risk of the site and neighbouring properties
- Reinstating the kerb would allow for on-street car parking at the end of the cul-de-sac which would cause access problems for emergency vehicles
- The proposal is too close to a school

- Antisocial behaviour [Officer comment: The proposal is for conversion of the existing property to provide 5 residential flats and officers are not aware of any reason why this would result in antisocial behaviour.]

6.3 The following procedural or non-material issues were raised in representations and are addressed below:

- The proposed development is for profit making
- Impact on the community feel of the street and desirability of families living on this street
- Impact on foundations of surrounding properties due to basement extension
- Too many toilets/ bathrooms in the flats
- There is no need for conversion of older properties into flats
- Increased pressure on surrounding drainage and sewage infrastructure

6.4 The following Councillors made representations:

- Cllr Robert Canning (Waddon Ward Councillor) objecting:
  1. Overdevelopment
  2. Not in keeping with the surrounding area
  3. Noise and disturbance
  4. Loss of trees and privacy
  5. Increased parking stress and safety impact
- Cllr Andrew Pelling (Waddon Ward Councillor) objecting:
  1. Overdevelopment
  2. Not in keeping with the surrounding area
  3. Increased parking stress and safety impact
- Cllr Joy Prince (Waddon Ward Councillor) objecting:
  1. Overdevelopment
  2. Amenity of future occupiers- light and flooding to basement accommodation
  3. Not in keeping with the surrounding area
  4. Parking stress
  5. Traffic safety risks
  6. Loss of trees
  7. Inadequate refuse provision

## **7.0 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 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. 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;
- Delivering a wide choice of high quality homes;
- Requiring good design.

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

#### 7.4 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
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.21 Woodlands and trees

#### 7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM23 - Development and construction
- DM28 - Trees
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development
- DM46 – South Croydon

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the Planning Committee are required to consider are as follows:

1. Principle of development
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability, flooding and environment
7. Trees and landscaping
8. Other matters

### **Principle of Development**

8.2 The London Plan and Croydon Local Plan identify appropriate use of land as a material consideration to ensure that opportunities for development are recognised and housing supply optimised. It is acknowledged that windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting demand for larger properties in the capital, helping to address overcrowding and affordability issues.

8.3 The application is for a flatted development providing additional high quality homes within the borough, which the Council is seeking to promote.

8.4 Policy DM1.2 seeks to prevent the loss of small family homes by restricting the net loss of three bed units and the loss of units that have a floor area of less than 130sq.m. The subject dwelling is greater than 130sq.m and comprises more than 3 bedrooms as originally built and therefore this dwelling is not protected by this policy. Nevertheless the proposal provides one three-bedroom unit and one larger two-bedroom four-person unit, which the borough has an identified shortage of.

8.5 The site is located within an existing 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.

### **Townscape and Visual Impact**

8.4 The proposal involves alterations and additions to the existing semi-detached property, including the erection of a part 1-, part 2-storey side and rear extension, erection of a rear roof dormer, insertion of 3 roof lights in the front roof slope, a new front boundary wall, formation of light wells and associated railings.

8.5 The proposed part 1-, part 2-storey side extension would comply with the design guidance for 2-storey side extensions within SPD2 as it is subordinate to the host building and set down from the ridge, the first floor is setback 1.5 metres from the front building line and the width of the extension is no wider than two-thirds the width of the original dwellinghouse. The proportions and detailing would match those of the host building and matching materials would be secured by condition. The subject property is semi-detached and therefore a terracing effect will not result.



Fig 2: Photo of the semi-detached pair with the subject site on the right hand side

- 8.6 The proposed rear dormer roof extension would not dominate the rear roof slope as it is set down from the ridge and setback from the eaves and side. The pitched roof form is in accordance with the original roof form of the property. Matching materials will be secured by condition. The front and rear rooflights are modestly proportioned and aligned with the fenestration below.
- 8.7 A replacement front boundary fence is proposed in brick to a maximum height of 1 metre. This is not out of character with the surrounds and will assist with providing defensible space and screening to the basement accommodation. Further details of the proposed fencing including material samples would be required by condition.
- 8.8 The proposal involves the enlargement of the existing basement and front and rear light wells with associated metal railings. Whilst light wells are not features of Barham Road they are considered acceptable as the site is located at the end of a cul-de-sac and they will not be highly visible within the street scene. The front light wells have been modestly sized and the metal railings are traditional in design and compliment the design and appearance of the host building. Details of the railing materials to be used would be secured by condition.
- 8.9 A refuse store is proposed within the front setback and a cycle store is proposed within the rear garden. The location of these are considered acceptable given maximum pulling distances and the constraints of the site. There is sufficient space within the front forecourt to accommodate the required capacity of bins. Further details of these store including their appearance and capacity can be secured by condition.

- 8.10 Whilst the loss of soft landscaping to the front forecourt is undesirable it is considered acceptable on balance in this situation subject to a detailed landscaping scheme secured by condition to improve the landscaping within the rear garden and considering the contribution that the proposal makes to housing within the borough.
- 8.11 Representations have raised concern over the intensification of the site and overdevelopment. The site has a suburban setting with a PTAL rating of 5 and as such the London Plan indicates that the density level ranges for the site would be 200- 350 habitable rooms per hectare (hr/ha). The density level of the proposal is 245hr/ha, within the desired density range for the site.
- 8.12 The proposed extensions are of a scale and character of modest domestic extensions to a semi-detached property and accord with guidance on domestic extensions. The lightwells would result in additional boundary treatments to the front elevation but these are not considered to have a significant impact on the streetscene. The impact on the character and appearance of the area is therefore considered to be acceptable.

### **Housing Quality for Future Occupiers**

- 8.13 All the units of the proposal would comply with internal dimensions required by the Nationally Described Space Standards (NDSS) and are acceptable.
- 8.14 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit. Only Flat 3 (the 3-bedroom flat) would have access to private amenity space and this would be in excess of the minimum standards and provided across the basement and ground floor level.
- 8.15 The Housing SPG states where site constraints make it impossible to provide private open space for all dwellings, a proportion of dwellings may instead be provided with additional internal living space equivalent to the area of the private open space requirement. In this regard, Flats 1, 2 and 5 have internal living spaces which exceed the minimum internal area requirements by the relevant amounts. Flat 4 does not comply with this – having a floor area of 53.8m<sup>2</sup> but requiring 55m<sup>2</sup> once an additional 5m<sup>2</sup> has been provided internally. On balance this is considered acceptable as this is the only non-compliant flat, considering the site constraints of conversion of an existing building, the gross internal area still exceeds what is required for a 1-bed, 2-person flat and there is sufficient outdoor communal amenity space within the rear garden.
- 8.16 The proposal benefits from a large communal garden at the rear of the site. Details of child play spaces would be secured by condition. The tree located on the north-western side boundary, visible from the streetscene is proposed to be removed and so this would not restrict access down the side of the property. Council's tree officers raised no objection to the removal of this tree as it a Category C tree due to its health and lifespan.
- 8.17 The proposal involves ground floor side facing windows onto the side communal pathway and it is considered suitable to impose a condition requiring these to be obscurely glazed. This will not compromise the internal amenity of these rooms as they are secondary glazing from a living/ dining room and also serve a kitchen.
- 8.18 None of the proposed residential units are completely contained at basement level, and instead Flats 1-3 are split across the basement and ground floor level which is

considered suitable. The applicant has submitted a Daylight Assessment confirming that all the bedrooms within the basement are served by windows and good sized light wells so that a good level of daylight is received to these rooms. All of the bedrooms achieve sufficient and direct light from the sky above the recommended minimum levels. The duplex layout results in these units also having acceptable light at ground floor level.

- 8.19 The proposal does not provide any M4(2) or M4(3) compliant units and this is considered acceptable as the proposal involves the conversion of the existing building which comprises step access.
- 8.20 The development is considered to result in a high quality development including a three bedroom family unit all with adequate amenities and provides a good standard of accommodation for future occupiers.

### **Residential Amenity for Neighbours**

- 8.21 The properties that have the potential to be most affected are the adjoining properties at 9 Barham Road and Howard Primary School.

#### 9 Barham Road

- 8.22 The proposal involves a ground floor rear extension which would extend a maximum 4 metres beyond the rear of this neighbouring property and be approximately 3.6 metres in height along the boundary. Given the modest depth of the extension, ground floor location and orientation and relationships of the sites, no adverse amenity impacts are anticipated to this neighbouring in terms of loss of outlook, light nor an overbearing appearance.
- 8.23 The proposal does not involve an extension to the upper floors adjacent to the shared boundary.
- 8.24 The proposal involves additional rear facing windows on the upper floors however, there are already existing rear facing windows on the upper floor of the host building and therefore the additional windows are not anticipated to result in a loss of privacy beyond the existing condition, nor result in a degree of overlooking which is uncommon in a suburban setting.

#### Howard Primary School

- 8.25 The subject site is adjoined by Howard Primary School to the north and there is an approximate 16 metre separation between the shared boundary and the school building. Given the use of this neighbouring site, separation distance and extent of the proposed development no adverse amenity impact is anticipated to this neighbour. Some overshadowing will result from the proposed 2-storey extension however, this is not considered to be substantial when the size of outdoor area adjacent to the side boundary is considered.
- 8.26 The reinstatement of the dropped kerb will be secured by condition however, this will not impact the access to the neighbouring site given the proximity of the access to the neighbouring site and restriction on parking in this area. A Construction management plan will be secured by condition and it will be expected that the applicant consider how impacts to this neighbouring property can be minimised during this time in terms of noise and dust, but also in respects to the adjacent access.

8.27 Impacts from construction would be temporary only and can be controlled through the submission of a construction method statement secured by condition.

### **Access and Parking**

8.25 The site is located within a PTAL of 5 which is considered to be very good and Barham Road is also located within a controlled parking zone. The London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character and the London Plan standards allow up to a maximum 6 on-site car parking spaces for the proposed development.

8.27 The subject site currently comprises an attached garage and one on-site car parking space. However, the proposed development does not involve any on-site car parking for the proposed units. This is considered acceptable given the good access to public transport and that the applicant has agreed to any planning permission being subject to a s106 agreement which would remove the rights of future occupiers from having access to parking permits in the controlled parking zone. As such, the proposed development would not have any impact on the surrounding parking stress.

8.28 The reinstatement of the kerb would be secured by condition however, it is noted that this would not provide an additional on-street parking space due to the location and proximity of the access to Howard Primary School at the end of the cul-de-sac. As such, the proposal would not have any impact on the access of emergency vehicles to the neighbouring school.

8.26 The proposal incorporates 8 cycle parking spaces within a store in the rear garden. The number of cycle parking spaces complies with the minimum requirements of the London Plan and further details of the store can be secured by condition.

8.28 A Demolition/Construction Logistic Plan (including a Construction Management Plan) will be needed before commencement of work and this could be secured through a condition.

### **Environment, flooding and sustainability**

8.29 Conditions can be attached to ensure that the mains water consumption would meet a target of 110 litres or less per head per day.

8.30 The applicant has submitted a Flood Risk Assessment which has detailed that whilst there is no history of groundwater flooding of the site, there is potential risk of this at the surface however, the risk and impact of this can be suitably mitigated through design for example through watertight design, installation of pumps to remove excess water, use of water resistant paint, location of power sockets above finished floor level etc. These mitigation methods will be secured by condition. It is noted that none of the proposed flats are located completely at basement level which is considered suitable in minimising impact to habitable rooms at this level.

8.31 The subject site is located within a surface water and critical drainage area. The applicant has submitted a Flood Risk Assessment and SUDs which details that raingarden planters, wall mounted rainwater harvesting tanks and attenuation tanks will be utilised to reduce the surface water runoff rate from the existing condition. Further details of the proposed SUDs provision will be secured by condition. The site

is also located within an area of groundwater protection for drinking purposes, so a condition is recommended to secure a contaminated land assessment prior to commencement of development.

### **Trees and landscaping**

8.32 There are no trees on site subject to a tree preservation order. The proposal involves the removal of two trees, including one on the north- western side of the property (category C) which is visible in the street scene and one to the rear (category B). Given the quality and amenity values of these trees, officers have no objection to the loss of these, subject to a detailed landscaping plan being secured by condition.

### **Other matters**

8.37 The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

### **Conclusions**

8.38 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard given the proposed and conditioned landscape and subject to the provision of a s106 agreement and suitable conditions the scheme is acceptable in relation to residential amenity, transport, sustainable and ecological matters. Thus the proposal is considered in general accordance with the relevant policies.

8.39 All other relevant policies and considerations, including equalities, have been taken into account.