

PART 6: Planning Applications for Decision**Item 6.1****1.0 SUMMARY OF APPLICATION DETAILS**

Ref:	18/04403/FUL
Location:	2 Dunheved Court, Dunheved Road South, Thornton Heath
Ward:	West Thornton
Description:	Erection of three storey rear extension and fourth floor roof extension plus internal alterations to create 5no. new hotel bedrooms
Drawing Nos:	A-025-001 REV P0, A-025-002 REV P0, A-025-003 REV P0, A-025-004 REV P1, A-025-005 REV P1, A-025-007 REV P0, A-025-111 REV P0, A-025-013 REV P0, A-025-114 REV P0, A-100-001 REV P2, A-100-002 REV P0, A-100-002 REV P2, A-100-002 REV P4, A-100-003 REV P2, A-100-003 REV P3, A-100-004 REV P2, A-100-004 REV P2, A-100-005 REV P2, A-100-006 REV P0, A-100-007 REV P0, A-100-008 REV P0
Applicant:	Croydon Property Holdings Ltd
Agent:	Mr Adam Shepherd, GVA
Case Officer:	James Udall

- 1.1 This application is being reported to committee because Councillor of West Thornton Ward (Cllr Stuart King) have made representation in accordance with the Committee Consideration Criteria and requested committee consideration.

2.0 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 permission and impose conditions and informatives to secure the following matters:

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 The proposal includes the following:
- Erection of three storey rear extension and erection of fourth floor roof extension; Erection of associated fire escape stairs; Formation of 5 additional hotel bedrooms.
- 3.2 The applicant has advised that planning permission is sought for the creation of duplex apartments because the hotel partly operates as an apart hotel, which provides serviced accommodation and is a more flexible form of accommodation, which is more appealing to families because it allows separation between sleeping areas and other facilities. Similarly, this form of accommodation has also proven popular with business travellers who require space to work.
- 3.3 According to the applicant there is a requirement to provide duplex accommodation at the upper floors of the hotel as this better suits the requirements of guests staying

at the hotel under this arrangement. As a Best Western there is a contractual requirement to provide a proportion of family rooms and the role of duplex accommodation, particularly aimed at families, has provide popular at the applicant's other hotel locations as it provides flexibility to guests. At circa. 35% of the overall hotel room provision, the duplex accommodation provides a mix of rooms alongside the more traditional proportioned 'standard' rooms. The nature of the occupants utilising a duplex hotel room is the same as those who would use a standard room, in that they would arrive via the same mode of transport.

Site and Surroundings

- 3.4 The building comprises a four storey hotel with parking at basement level. If the numerous extant planning permissions are implemented then the hotel would accommodate 105 bedrooms. It currently contains 108 bedrooms. To the east, the site abuts 585-603 London Road, which, as of August 2017, has received a resolution to grant planning permission for a comprehensive redevelopment to deliver c. 593 hotel rooms, subject to a Section 106 agreement.
- 3.5 To the south, the site is bound by Dunheved Road South, with the Croydon Mosque and Islamic Centre beyond. To the west the site is bound by an existing access road to Launceston Court and 12 Dunheved Road South. To the north is an area of hardstanding and existing residential accommodation (two storey houses) at Launceston Court.

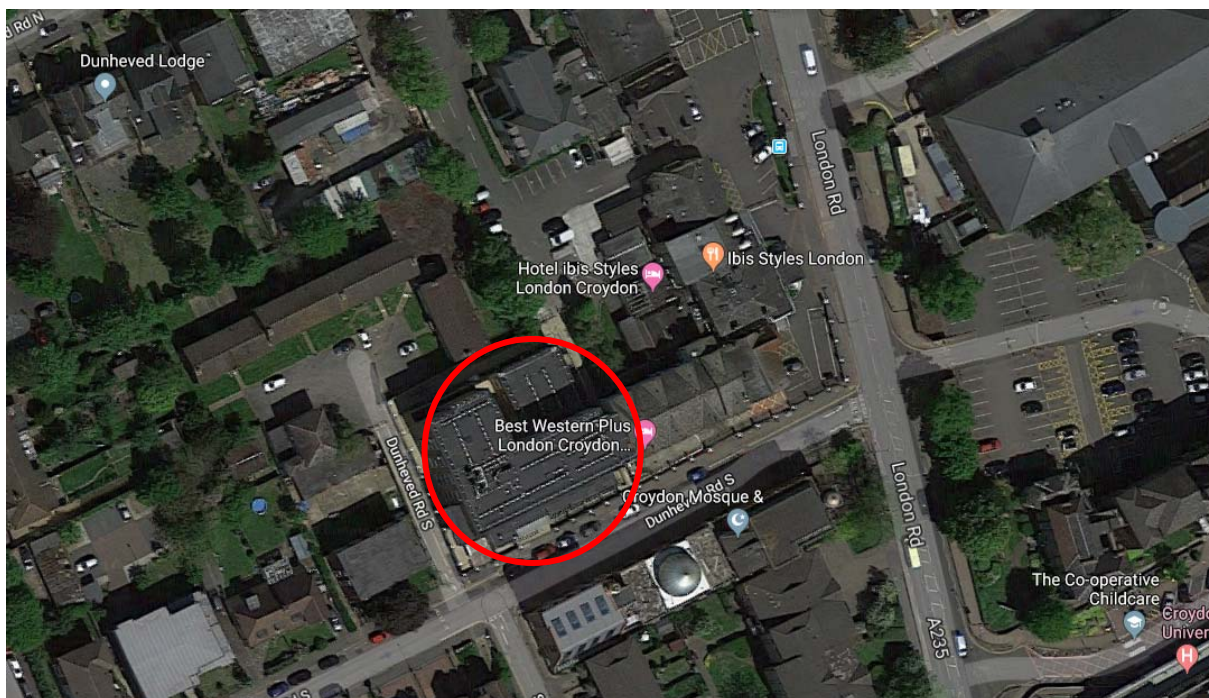


Figure 2: Aerial street view highlighting the proposed site within the surrounding streetscene

Planning History

- 3.6 In terms of recent planning history the following applications are relevant:
- 18/02237/FUL – Granted planning permission for Alterations; Proposed conversion of 2no. store rooms for use as 2no. hotel bedrooms at mezzanine floor level
Permission has not implemented

- 17/05616/FUL – Granted planning permission for internal alterations to create 8no. duplex rooms from 16no. existing rooms over ground and mezzanine floor ; provision of associated fire escape staircase ; erection of rear extension comprising two additional storeys (above mezzanine floor) to create additional first and second floor accommodation comprising 8no. new duplex rooms Permission has not been implemented
- 17/02103/FUL – Granted planning permission for retention of Roller Shutter Security Grille to Car Park Entrance – Permission has been implemented
- 17/01965/ADV - Granted advertisement consent for Illuminated and non-illuminated wall mounted, projecting, fascia signs – Permission has been implemented
- 17/01703/FUL – Granted planning permission for erection of single storey extension for use as manager's office – Permission does not appear to have been implemented.
- 16/06172/FUL – Refused planning permission but allowed on appeal on appeal 01/12/17, for construction of a partial fourth floor to the existing building to create duplex hotel accommodation.
- 16/04480/CONR – Granted planning permission for erection of a four storey hotel comprising 13 hotel apartments, 37 double bedrooms, bar, restaurant, function suite, associated facilities and parking at basement level (without compliance with condition 5 - restriction of rooms- attached to planning permission 16/01784/P – Planning Permission appears to have been implemented.
- 16/01784/P – Granted planning permission for erection of a four storey hotel comprising 13 hotel apartments, 37 double bedrooms, bar, restaurant, function suite, associated facilities and parking at basement level (with variations of condition 2 - built in accordance with approved plans - attached to planning permission 15/05757/P) – Planning Permission appears to have been implemented
- 14/03259/P – Refused planning permission but granted permission on appeal for the variation of Condition 8 (approved plans) and 9 (number of rooms) attached to planning permission 14/01570/DT
- 14/01570/DT – Approval of Non Material Amendment (attached to planning approval 03/00023/P).
- 09/01829/Res - Discharge of conditions 1 and 2 attached to planning permission
- 03/00023/P - Granted planning permission for the erection of a four storey hotel comprising 13 hotel apartments, 37 double bedrooms, bar, restaurant, function suite, associated facilities and parking at basement level – Planning permission implemented

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- While there is no sequential test, the proposed uplift in units would be the same as the previously consented schemes which have been granted planning permission without a sequential test being submitted. The principle of the development is acceptable.
- Given the character of the surrounding area and the planning history of the site, the design and appearance of the development is appropriate.
- There would be no unacceptable impact on the living conditions of adjoining occupiers.
- The sustainability aspects of the application are considered to be acceptable.

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 41 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application are as follows:

No of individual responses: 1 Objecting: 1 Supporting: 0 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:

Summary of objections	Response
Loss of light	A daylight assessment has been provided as part of the application which shows that the proposal would not have a significantly greater impact on the daylight of neighbouring occupants than the previously granted schemes.
Obtrusive by design	The application site is not in a conservation area and is surrounded by buildings of various heights, styles and designs with the result that the proposed development would not appear out of keeping for the area.
Overdevelopment	The application site is located in a high density area. The proposed extension would be similar to the previous granted proposals which have been deemed to be acceptable.
Overlooking	The proposed development would not result in an unacceptable level of overlooking.

6.4 The following Councillor made representations:

- Cllr Stuart King (West Thornton Ward Councillor)
 1. Overdevelopment of the site
 2. Parking

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 The National Planning Policy Framework (NPPF) dated March 2012 outlines the Government's requirements for the planning system and establishes how these will be addressed. There is a presumption in favour of sustainable development. At the time of writing the Government has also published a draft revised The National Planning Policy Framework (NPPF) dated March 2018 and its consultation ends May 2018. The Council primarily assesses planning applications against policies in the Croydon Local Plan 2018 (CLP). The London Plan 2016 Further Alterations to the London Plan (as consolidated with alterations since 2011) sets out regional policy for Greater London.
- 7.2 London Plan Policy promotes development which will support London's visitor economy and stimulate its growth, taking into account the needs of business as well as leisure visitors and seeking to improve the range and quality of provision especially in outer London.
- 7.3 CLP Policy advises that in line with the 'Town Centres First' principle, commercial activity should be directed to town centres to take advantage of their better transport functions and so as not to undermine the established centres. However, there are circumstances when proposals for town centre uses in edge of centre and out of centre locations may be acceptable. Where a sequential test satisfactorily demonstrates such uses cannot be accommodated, on sites or in units that are both suitable and available, within a town centre or edge of centre location or existing vacant units in any location, proposals will be acceptable in principle, provided the site is accessible and well connected to the town centre.
- 7.4 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.
- 7.5 The main policy considerations raised by the application that the Committee are required to consider are:
- 7.6 Consolidated London Plan 2015
- 4.5 London's Visitor Infrastructure
 - 5.2 Minimising Carbon Dioxide Emissions
 - 6.3 Assessing effects of development on transport capacity
 - 6.9 Cycling
 - 6.13 Parking

- 7.4 Local character
- 7.6 Architecture
- 7.8 Heritage Assets and Archeology
- 7.15 Reducing and managing noise

7.7 Croydon Local Plan 2018

- SP3 – Development in edge of centre and out of centre locations
- SP4 - Urban Design and Local Character
- SP6.3 - Sustainable Design and Construction
- DM10 - Design and character
- DM10.6 - Neighbour amenity
- DM13 - Refuse and recycling
- DM18.9 - Heritage assets and conservation
- DM23 - Development and construction
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Residential amenity for neighbours
4. Access and parking
5. Sustainability and environment
6. Archaeological Priority Zones
7. Other matters

Principle of Development

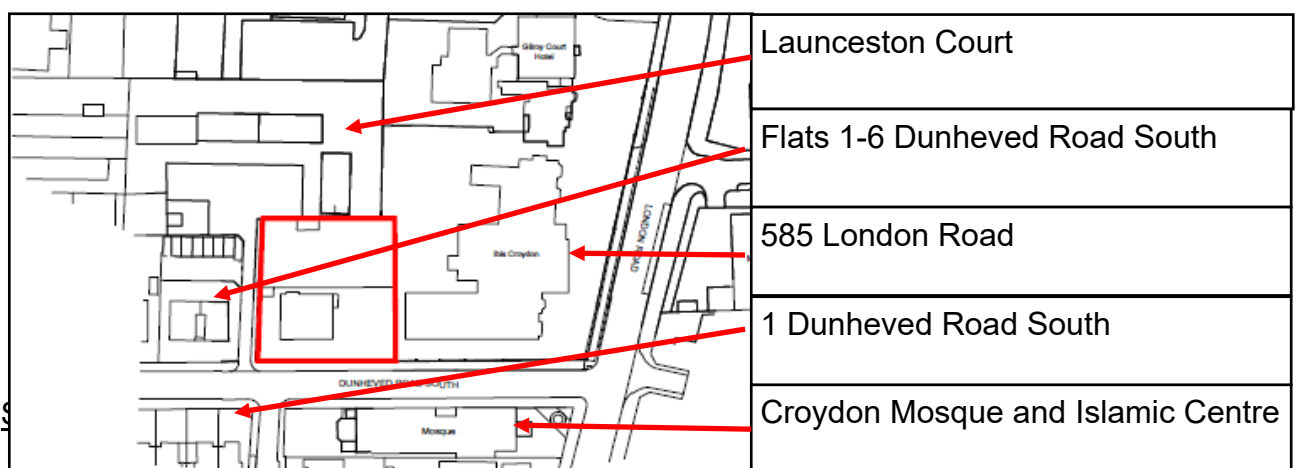
- 8.2 The application site consist of a large hotel. The principle of adding rear and roof extensions to the building has been accepted under the planning permissions 17/05616/FUL (Rear 1st//2nd floor extensions) and 16/06172/FUL (roof extension).
- 8.3 No sequential assessment was submitted with the application, however this this was not a reason for refusal in the most recent applications (Refs: 17/05616/FUL, 16/06172/FUL and 18/02237/FUL). With regard to the latter two the officer reports for each application states '*The principle of an extension to the existing hotel was allowed at appeal (Ref: 14/03259/P) when a sequential test was presented and accepted by the Inspector*'.
- 8.4 Furthermore, the existing hotel has planning permission for 108 rooms. The current proposal would not result in any increase in room number but would instead increase room size changing a number of rooms into duplex apartments. Since there would not increase in room number a sequential test is not required in this instance.

Townscape and Visual Impact

- 8.4 The area is part residential/part commercial in character with a range of two storey dwellings, three storey flatted development and hotels in the area of varying design, height and size.
- 8.5 The proposed rear and roof extensions of the current application would effectively infill space at first, second and third floor levels at part of the north/eastern corner of the building. They would therefore be set against the background and massing/height of the existing building and would not be incongruous with the site and surroundings in that context. They would not be highly visible from nearby public realm and would be proportionate to the massing/height of the existing building on site. The extensions would be formed in matching materials (brick) to the existing building. The provision of a fire escape staircase to the northern elevation has been considered as acceptable under previous planning permissions and while it would have a functional design it would not detract from the overall appearance of the extensions.
- 8.6 When considering the design and appearance of the extensions regard must be had to the appeal decision for Ref: 16/04172/FUL, in which the Planning Inspector allowed for an extension to be formed on the roof of the building. This has established the principle of extending the building as the Inspector found it would 'reinforce and respect the pattern and character of the existing development'. The extensions would be similar to the previously approved schemes with the main difference being that the roof extension would not be set back from the front building line of the application building.
- 8.7 While it would be preferred to have a set back from the front building line. The application site is not in a conservation area or in an area with a local distinctiveness and due to its size and design it is not considered that the proposal would significantly harm the streetscene. It would therefore not be justified to refuse the planning application on this basis.
- 8.8 The imposition of a third floor rear extension above the approved 1st and 2nd floor rear extensions and the addition to the footprint of the approved roof extension would be acceptable and it would not result in an overdevelopment of the site.

Residential amenity for neighbouring occupants

- 8.9 There are a number of buildings that adjoin the site which include Launceston Court to the north of the site, Flats 1-6 Dunheved Road South to the west of the site, 585 London Road to the north east of the site and 1 Dunheved Road South and Croydon Mosque and Islamic Centre to the south of the site as highlighted in the figure below:



- 8.10 The proposal would be located closer to the boundary with the dwellings in Shannon Court to the rear of the application site. A daylight and sunlight report submitted with the current application concludes that the proposal would not have any notable adverse impact on the daylight and sunlight received by neighbouring properties
- 8.11 No windows are proposed to the northern elevation so no adverse overlooking or loss privacy would occur to residents in Launceston Court sited to the rear of the application site. This matter could be further secured by condition.
- 8.12 While a the fire escape staircase would be sited on the northern elevation its function for that purpose only can be further secured by condition to further protect privacy of adjacent occupiers.
- 8.13 The roof of the roof extension would be flat so it would be prudent to attach a restrictive condition that its roof shall not be used for amenity purposes.
- 8.14 It is considered there would be an acceptable separation distance between the proposed extension and nearest dwelling In Launceston Court so as not to result in adverse loss of outlook.

585-589 London Road

- 8.15 The building to the north-east of the site on London Road is a hotel. It is noted that the hotel turns the corner of Dunheved Road South and London Road. The proposed development would be sited approximately 2.2m from the flank wall of No. 585-589 where the building adjoins the application site and a further 15m from the first and second windows of the building which fronts onto London Road. Due to the type and size of development, the nature of the hotel not being a residential use and the separation distances retained it is not considered that the proposed extension would significantly impact on the neighbouring hotel

1 Dunheved Road and Croydon Mosque and Islamic Centre

- 8.15 The proposed extension to the existing hotel would be located approximately 28m from 1 Dunheved Road and 18.2m from Croydon Mosque and Islamic Centre. It is considered that due to the separation distances retained between the proposed roof extension and these neighbouring buildings that no harm would be caused to the occupiers of these buildings.
- 8.16 A condition is recommended with regard to a construction logistics plan, as per the recent appeal decision and the planning permission granted under reference 18/02586/FUL. An informative can also be used with regard to noise from demolition/ construction works and good practice guidance available.
- 8.17 Seen in the context of the existing hotel and recent planning permissions the proposed development would have no adverse effect with regard to adverse noise/disturbance to adjacent occupiers due to its minor nature

Access and Parking

- 8.18 Objection has been raised by Councillor King with regards to parking. The proposal would retain the existing car parking provision of 35 car parking spaces inclusive of 2 disabled bays, a parking ratio of 0.32 spaces per unit. The proposed additional number of rooms is minor and a transport assessment has been submitted in support of the both the current and previous applications. The site is has a PTAL rating of 3,

but is near to London Road and several bus routes linking to the Croydon Metropolitan Centre.

- 8.19 As previously noted the proposal would change a number of rooms into duplex rooms. While there would be not net increase in rooms there would be a maximum net increase of 13 customers due to the rooms getting larger. The proposal would include the retention of the existing access which allows for two way vehicular traffic and which has previously been deemed to be acceptable. Seen in the context of the existing hotel and recent planning permissions, the proposed development would have no adverse effect on traffic/parking stress to local roads.
- 8.20 It is noted that a previous planning condition controlling parking does not currently appear to be adhered to. This is an enforcement matter which is being investigated by the Local Authority and is not a material planning consideration. If deemed acceptable a parking condition could be imposed on any grant of planning permission.
- 8.21 Due to the level of development 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

- 8.22 The application site is not in a flood risk zone and the proposed rooms would connect to existing drainage on site. It is therefore considered that the proposal would not result in an increase of flooding in the area.
- 8.23 The proposed 905m² floor area of 1st/2nd/3rd and roof extensions would exceed the 500m² threshold set out in Policy SP6.3 of the CLP 2018 for new build developments. There is therefore a requirement for the proposal to meet the BREEAM 'excellent' rating. This could be secured by the imposition of an adequately worded planning condition, on any grant of planning permission.

Archaeological Priority Zones

- 8.24 The application site lies in an area of archaeological interest. The Greater London Archaeological Advisory Service (GLAAS) provides archaeological advice to boroughs in accordance with the National Planning Policy Framework and GLAAS Charter, and have been consulted as part of the application.
- 8.25 However, it is noted that the application does not propose any ground works and GLAAS have not previously raised concerns with the previous applications. It is therefore acceptable on archaeological grounds.

Other matters

- 8.26 Representations have raised concerns that local schools and other services will be unable to cope with additional families moving into the area. However, the proposal is for a hotel use, not for permanent accommodation for residential use. In addition, the development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering health and education infrastructure.

Conclusions

- 8.27 For the reasons outlined above, the development is considered to be acceptable.

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