

PART 6: Planning Applications for Decision

Item 6.3

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/00167/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), construction of basement accommodation with associated front and rear light wells, erection of a part single, part two 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; 13; 14-A; 15; 16; 17; 18; 19; 20-A Rev B; 21; 22; 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: Mr Andrew Hollins, Hollins Planning Ltd
 Case Officer: Richard Green

	1 bed	2 bed	3 bed+	Total
Existing Provision			1 (5 bed)	1
Proposed Provision	3 (2 person)	1 (4 person)	1 (6 person)	5

All units are proposed for private sale

	Car parking spaces	Cycle parking spaces
Existing Provision	1	0
Proposed Provision	0	8

- 1.1 This application is being reported to committee because the ward councillor (Cllr Robert Canning) made representations in accordance with the Committee Consideration Criteria and requested that committee consider the application. In addition, 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 (pre-commencement)
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. Flank windows to be obscure glazed and fixed shut to a height of 1.7m above finished floor level.
13. 110 litre water usage
14. Groundwater mitigation in accordance with FRA, including details to be submitted and agreed.
15. Contaminated land assessment to protect groundwater from pollution
16. 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
- 2.4 That, if by 30th August 2019 the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.

3.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The current proposal has addressed the concerns raised previously by Planning Committee in refusing planning application 18/03319/FUL; the communal area has been designed to comply with the recently adopted SPD2 by provided semi-private amenity space and an area for child play space. In addition, each of the proposed flats has additional internal living space equivalent to the area of the private open space requirement.
- The principle of the development is acceptable given the residential character of the surrounding area.
- The design of the proposed alterations and extensions are appropriate and would not result in harm to the character of the area.
- The living conditions of adjoining occupiers would be protected from undue harm.
- The living standards of future occupiers are satisfactory and compliant with the Nationally Described Space Standards (NDSS).
- Subject to a S106 agreement to restrict future occupiers obtaining car parking permits there will be no impact upon highway and pedestrian safety.
- Sustainability aspects can be controlled by conditions

4.0 PROPOSAL AND LOCATION DETAILS

4.1 The proposal is for 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.

4.2 An amended proposed first floor layout has been received correctly indicating the size of the living/kitchen/dining area for flat 4 and an amended proposed block and roof plan has also been received showing the location of play space to the rear of the site along with a re-designed communal area. It was not considered necessary to re-notify neighbouring properties as the amendments are minor and do not materially alter the proposed scheme.

4.3 The applicant has sort to address the concerns raised previously by Planning Committee in refusing application 18/03319/FUL. The main changes with this current proposal compared to that previously refused are:

- Alterations to the first floor layout including enlargement of the living/kitchen/dining room within Flat 4 through the reduction in size of Flat 5.
- Within the current proposal, Flat 4 increases in size from 53.8sqm to 57.8sqm whilst flat 5 reduces in size from 102sqm to 98sqm.
- Changes to the first and second floor layout of Flat 5 so that the bedroom is now located at first floor level and living/kitchen/dining room at second floor level. These rooms swap location compared to that previously refused.
- The amenity space provided in the rear garden has been revised to accord with the recently adopted SPD2. The drawings also indicate the location of a communal children play area (15sqm).

Site and Surroundings



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

- 4.4 The application site is located on the western side of Barham Road and comprises a semi-detached family-sized dwellinghouse. The existing building is an attractive brick built Victorian property although no policy designations protect it.
- 4.5 Barham Road is predominately residential with a mixture of 2 and 3-storey dwellinghouses and residential flat buildings. Howard Primary School adjoins the site to the north at the end of Barham Road. The site is located approximately 200m from the Brighton Road (Selsdon Road) local centre and within 10 minutes walk of South Croydon station.

Planning History

- 4.6 18/03319/FUL- 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 was refused on 5th April 2018. The application was refused on grounds of overdevelopment of the site by virtue of an insufficient quality of amenity for the proposed development.
- 4.7 The applicant has submitted an appeal against the Councils refusal and this is still pending a decision. An application for costs has also been submitted by the applicant.

5.0 CONSULTATION RESPONSE

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

5.2 **Thames Water** – No objection subject to conditions on SUDs and groundwater management.

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 36 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received in response to notification and publicity of the application are as follows:

No of individual responses: 25 Objecting: 25 Supporting: 0 Comment: 0

6.2 The following issues were raised in representations and considered as part of the officer's recommendation to Committee.

Objections

- Overdevelopment of the site
- Impact on existing on-street parking in the surrounding area
- Impact on surrounding traffic congestion next to school entrance
- Out of character with the area
- Extensions are excessive in size
- Suburban character will be lost.
- Basement and light wells out of character
- Noise impacts
- Air pollution
- Increase in disturbance
- Detrimental impact on trees
- Loss of light
- Extensions are overbearing
- Obtrusive design
- Loss of privacy
- Loss of community feel
- Issues with flooding
- A s106 agreement / condition will not address concerns regarding parking
- Loss of family unit
- Flats not appropriate for area
- Increase in pollution
- Highway and pedestrian safety
- Application has not addressed previous concerns
- Cheap fencing provided in garden will be ugly and inconvenient
- Living conditions are poor for future residents
- Insufficient internal living space
- Concerns in relation to emergency access
- Inadequate refuse and recycling provision
- Undue strain on existing utilities and services

6.3 Cllr Robert Canning (Waddon Ward Councillor) objected to the scheme for the following reasons:

1. Overdevelopment.
2. Not in keeping with the character of Barham Road.

3. The capacity and location of the refuse storage is inappropriate.

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 2016, 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 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;
- Delivering a wide choice of high quality homes;
- Requiring good design.

7.3 In addition, the Technical Housing Standards – Nationally Described Space Standards (2015) are relevant to this current application.

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

7.5 Consolidated London Plan 2016

- 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

7.6 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
- DM16 – Promoting Healthy Communities
- DM23 - Development and construction
- DM28 - Trees
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development
- DM46 – South Croydon

7.7 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

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 for family sized units in the form of one three-bedroom unit and one larger two-bedroom four-person unit.

- 8.5 The site is located within an existing residential area and the intensification of the site for residential purposes is acceptable in principle subject to all other relevant material considerations as discussed further below.

Townscape and Visual Impact

- 8.6 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. The proposed buildings design and external envelope is identical to the previous application (18/03319/FUL) which was found acceptable in relation to townscape and visual impact.
- 8.7 The proposed part 1-, part 2-storey side extension would comply with the design guidance for 2-storey side extensions 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 materials would be secured by condition for later approval. The application building is the last property within the road and this, along with its subservient design, ensures that a terracing effect will not result.



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

- 8.8 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. The front and rear rooflights are modestly proportioned and aligned with the fenestration below.

- 8.9 A replacement front boundary treatment is proposed in brick to a maximum height of 1 metre. This is not out of character with the surrounds and will assist in providing defensible space and screening to the basement accommodation. Further details of the proposed boundary treatments including material samples would be required by condition.
- 8.10 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.
- 8.11 A refuse store is proposed to the front of the site 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. Given the make-up of the flats, approximately 700 litres of storage for landfill bins and 700 litres for recycling are required; the scheme makes provision for two 1100 litre bins which exceeds this requirement. Full details of their appearance can be secured by condition.
- 8.12 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.
- 8.13 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). Whilst this density matrix is not to be used mechanistically, it is worth drawing members attention to the density level of the proposal being 245hr/ha, comfortably within the desired density range.
- 8.14 The proposed extensions are of a scale and character of modest domestic extensions to a semi-detached property and accord with guidance. 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, consistent with the decision on 18/03319/FUL.

Housing Quality for Future Occupiers

- 8.15 All the units proposed would comply with internal dimensions required by the Nationally Described Space Standards (NDSS).
- 8.16 The previous application (18/03319/FUL) was considered an overdevelopment of the site by virtue of an insufficient quality of amenity for proposed residents. This reason was focused on the lack of private amenity space provided for each flat and the failure to provide additional internal living space equivalent to the area of the private open space required. 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.

8.17 Since that refusal the Croydon Suburban Design Guide Supplementary Planning Document has been adopted (April 2019). This adopted guidance suggests an alternative approach to providing amenity space by introducing a communal garden that is separated into semi-private spaces. To address the concerns raised previously, the applicant has provided a revised drawing showing the rear communal amenity area separated into semi-private spaces and an area allocated for child play space. The revised drawing is shown below. As such, the current proposal has addressed the concerns raised in refusing planning application 18/03319/FUL.



Fig 3: Proposed Roof Plan drawing.

8.18 Child play space should comply with the minimum requirements using the Mayor's population yield calculator as set out in Table 6.2 of the Croydon Local Plan. The standards confirm that 6.7sqm of child play space should be provided; the proposal exceeds this standard by showing an area of approximately 30sqm for child play space.

8.19 In addition, the Mayors Housing SPG, at paragraph 2.3.32 states that *"In exceptional circumstances, 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. This area must be added to the minimum GIA."* The current proposal has been amended compared to that previously refused to ensure that all flats have internal living spaces which exceed the minimum internal area requirements by the relevant amounts. Concern was raised previously that Flat 4 did not meet the recommended standards; the size of flat 4 has been increased to 57.8sqm which exceeds the 55sqm recommended to meet the exception test (50sqm minimum room size and 5sqm amenity space).

8.20 The detailed design of the amenity and child play space can be secured by condition and are considered acceptable. In addition, each of the proposed flats meets the exception test contained within the Mayors Housing SPG.

8.21 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. The Council's tree officer has raised no objection to the removal of this tree as it a Category C tree (due to its health and lifespan).

- 8.22 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.
- 8.23 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.
- 8.24 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.
- 8.25 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. The current proposal has addressed the concerns raised previously and is, therefore, considered acceptable.

Residential Amenity for Neighbours

- 8.26 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

- 8.27 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. The proposal does not involve an extension to the upper floors adjacent to the shared boundary.
- 8.28 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 would not result in an unacceptable loss of privacy beyond the existing situation and is considered acceptable in this setting.

Howard Primary School

- 8.29 The application 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 the extent of the proposed development, no adverse amenity impact is anticipated to this neighbouring use. 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.

- 8.30 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.
- 8.31 Impacts from construction would be temporary only and can be controlled through the submission of a construction method statement secured by condition.
- 8.32 The proposal would not result in any harm to neighbouring properties by way of increased noise and disturbance and loss of privacy, light or outlook.

Access and Parking

- 8.33 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.
- 8.34 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 an 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 result in additional parking stress to the surrounding road network.
- 8.35 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.
- 8.36 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.
- 8.37 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

- 8.38 Conditions can be attached to ensure that the mains water consumption would meet a target of 110 litres or less per head per day.
- 8.39 The applicant has submitted a Flood Risk Assessment which has confirmed 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.

8.40 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

8.41 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, the Councils Tree Officer has no objection to the loss of these, subject to a detailed landscaping plan being secured by condition.

Other matters

8.42 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

8.43 All relevant policies and considerations, including equalities, have been taken into account in the consideration of this planning application. Planning permission should be granted for the reasons set out above and the details of the decision are set out in the RECOMMENDATION.