

1 SUMMARY OF APPLICATION DETAILS

Ref: 20/01761/FUL
 Location: 226 Addington Road, South Croydon, CR2 8LD
 Ward: Selsdon Vale and Forestdale
 Description: Erection of extensions to rear of the existing building to provide a 2 bedroom dwelling with private amenity courtyard and additional refuse and cycle provision.
 Drawing Nos: 1460-PL-1100, 1460-PL-1101, 1460-PL-1102, 1460-PL-1110 Rev A, 1460-PL1200, 1460-PL1201, 1460-PL1210 Rev A, 1460-PL1211 Rev A, 1460-PL1300, 1461-PL1301, 1460-PL1310 Rev A, 1461-PL1311 Rev A,
 Applicant: Mr B Quadir
 Case Officer: Hayley Crabb

	2 Bedroom	Total
Proposed Homes	1	
Total	1	1

- 1.1 This application is being reported to Planning Sub Committee as the applicant is Councillor Quadir – and the Director of Planning and Strategic Transport considers it most appropriate for the planning application to be afforded Planning Sub Committee scrutiny.

RECOMMENDATION

- 2.1 That the Committee resolve to REFUSE planning permission for the following reasons:
1. The development would detract from the appearance of the building, exacerbate safety concerns and would be out of keeping with the character of the locality and surrounding area by reason of its size, siting, design and materials and would thereby conflict with the NPPF, Policies 7.1, 7.4 and 7.6 of the London Plan (consolidated with alterations since 2011) policies SP4.1, SP4.2 and DM10 of the Croydon Local Plan (2018) and the Suburban Design Guide - Supplementary Planning Document (April 2019).
 2. The development would provide poor level of accommodation by reason of poor layout, poor outlook, poor amenity space and the fear of crime for future occupiers and would thereby conflict with Policies SP2.6, SP2.7, SP2.8 and DM10 of the

Croydon Local Plan 2018, Policy 3.5 of the London Plan (consolidated with alterations since 2011), the DCLG Technical Housing Standards - Nationally Described Space Standard (March 2015), the Housing Supplementary Planning Guidance to the London Plan (March 2016) and the Suburban Design Guide - Supplementary Planning Document (April 2019).

3. The development would be detrimental to the amenities of the occupiers of the host and adjoining property by reason of visual intrusion and poor outlook and would thereby conflict with Policy DM10 of the Croydon Local Plan 2018 and 7.4 and 7.6 of the London Plan (consolidated with alterations since 2011) and the Suburban Design Guide - Supplementary Planning Document (April 2019)

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal comprises the erection of extensions to rear of the existing building to provide a 2 bedroom dwelling with private amenity courtyard and additional refuse and cycle provision.
- 3.2 The proposed house would be 2 bedroom (3 person) unit.

Site and Surroundings



- 3.4 The application site lies on the south-eastern side of Addington Road.

- 3.5 Two/three storey properties are sited along Addington Road with commercial/retail units on the ground floor and residential above. Two storey post-war housing lies further south-east. The application site consists of a restaurant on the ground floor with a four bedroom HMO on the upper floors.
- 3.6 The application site lies within Selsdon District Centre, a primary shopping area and an area at risk of surface water and critical drainage flooding as identified by the Croydon Local Plan
- 3.7 The site falls within a PTAL 2 – Poor accessibility to public transport links.

Planning History

- 3.8 19/04027/FUL - Alterations to existing front and rear elevation, installation of roof lights on front roof slope, alterations, erection of roof extension to include dormer extensions on rear roof slope, conversion of uppers floors to form 3 one bedroom flats and installation of balconies at rear at first and second floor levels and associated refuse, cycle stores and parking – Planning Permission Granted.
- 3.9 88/00243/P – Erection of two storey rear extension – Planning permission Granted.
- 3.10 87/02158/P – Erection of two storey rear extension – Planning Permission Granted.

230 Addington Road, South Croydon

- 3.11 16/05537/FUL - Demolition of existing garage and showroom. Erection of four storey building with retained lower ground floor level and basement comprising mixed use retail and 11 two bedroom, 14 one bedroom and 1 three bedroom flats – Planning Permission Granted. No works pursuant to this planning permission have taken place to date.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of residential development on the site is acceptable;
- The design and appearance of the development is not appropriate for the site;
- There would be harm to the residential amenities of adjoining occupiers;
- The living standards of future occupiers would be un-acceptable;
- The level of parking and impact upon highway safety and efficiency is acceptable;
- Sustainability aspects of the development could be controlled by condition.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning & Building Control Directorate are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6 LOCAL REPRESENTATION

- 6.1 A total of 25 neighbouring properties were notified about the application and invited to comment. A site notice was also erected. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

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

- 6.2 The following issues were raised in representations that are material to the determination of the application, and they are addressed in the next section of this report:

- Overlooking
- Noise/Air Pollution
- Impact upon the enjoyment of garden

- 6.3 The following issues were raised in representations that are not material to the determination of the application:

- Property values (Officer comment: This is not a planning consideration)
- Blocking access from Dulverton Road (Officer comment: The proposed development should not have an impact on the current access arrangements from Dulverton Road)
- Nuisance by existing employees (This is not a planning consideration. Consideration will however be given with regards to the proposed development with regards to noise.

7 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 (CLP) and the South London Waste Plan 2012.
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), 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, including achieving well designed places that take the opportunities available for improving the character and quality of an area and the way it functions.

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

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
- 3.9 Mixed and balanced communities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.10 Urban greening
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste net self sufficiency
- 5.18 Construction, Demolition and excavation waste
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.1 Neighbourhoods
- 7.4 Local Character
- 7.6 Architecture
- 8.3 Community infrastructure levy

The new Draft London Plan is nearing adoption. The current 2016 Consolidation Plan is still the adopted Development Plan. However the Draft London Plan is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the plan in general is considered to carry some weight but does not have a particular bearing on this scheme.

Croydon Local Plan 2018 (CLP):

- SP1 – The places of Croydon
- SP2 – Homes
- DM1 – Housing choice for sustainable communities
- SP4 – Urban Design and Local Character

- DM10 – Design and character
- DM13 – Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM24 – Land contamination
- DM25 – Sustainable drainage systems and reducing flood risk
- SP7 – Green Grid
- DM27 – Protecting and enhancing Biodiversity
- DM28 – Trees
- SP8 – Transport and Communications
- DM29 – Promoting sustainable travel and reducing congestion
- DM30 – Car and cycle parking in new development
- DM44 - Selsdon

Other relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- DCLG – Technical Housing Standards - Nationally Described Space Standards (NDSS)
- National Planning Practice Guidance
- Suburban Design Guide SPD (April 2019)

The Suburban Design Guide SPD provides guidance on suburban residential developments and extensions and alterations to existing homes across the borough. The guide sets out how residential development, including extensions and alterations, in neighbourhoods across the borough is part of a holistic strategy being driven by the Council to deliver tangible public benefits to suburban communities.

With a growing population there is a necessity to build more homes and Croydon is planning for 32,890 new homes by 2036, as set out in the housing target in the Croydon Local Plan 2018 with one third of these units through the delivery of development on windfall sites.

8. MATERIAL PLANNING CONSIDERATIONS

8.1 The principal planning issues relate to:

- a. Principle of development
- b. Townscape and visual impact
- c. Residential amenity of neighbouring occupiers
- d. Residential amenity of future occupiers
- e. Transport and highways
- f. Environment and sustainability

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 Policy DM10 and The Suburban Design Guide Supplementary Planning Document (April 2019) set out guidance on subdivision of plots and infill development, stating that it is acceptable where it respects the character of the area. This will be assessed in more detail below.
- 8.4 The proposed development would create an additional residential unit that would make a small contribution to the borough achieving its housing targets as set out in the London Plan (2016) and the Croydon Local Plan (2018).
- 8.5 The surrounding area is mixed in use with residential above shops and to the rear of the site. It is considered this use is acceptable in principle subject to the demonstration that the development deals adequately with the matters raised in considering the material considerations relevant to the proposal.

Townscape and visual impact

- 8.6 The need for good design is supported in Paragraph 124 of the National Planning Policy Framework. Both the London Plan (policy 7.4b) and the Croydon Local Plan Strategic Policy SP4.1 identify the need for high quality design. To achieve high quality designs, proposals should consider the physical appearance and functionality of the development site and local area.
- 8.7 Policy DM10.1 advises that proposals should be of high quality and should respect:
 - a. The development pattern, layout and siting;
 - b. The scale, height, massing, and density.
- 8.8 The Suburban Design Guide (April 2019) 2.28.1 states that proposals that seek to subdivide and/or infill must conform to Policy DM10.4(e) of the Croydon Local Plan and should refer to Section 2.16 or 2.18 of this guide (as relevant) in relation to building positioning. They should also consider the existing pattern of development along the street, and the associated visual amenity that breaks in built form provide.



Figure 1 Proposed rear elevation

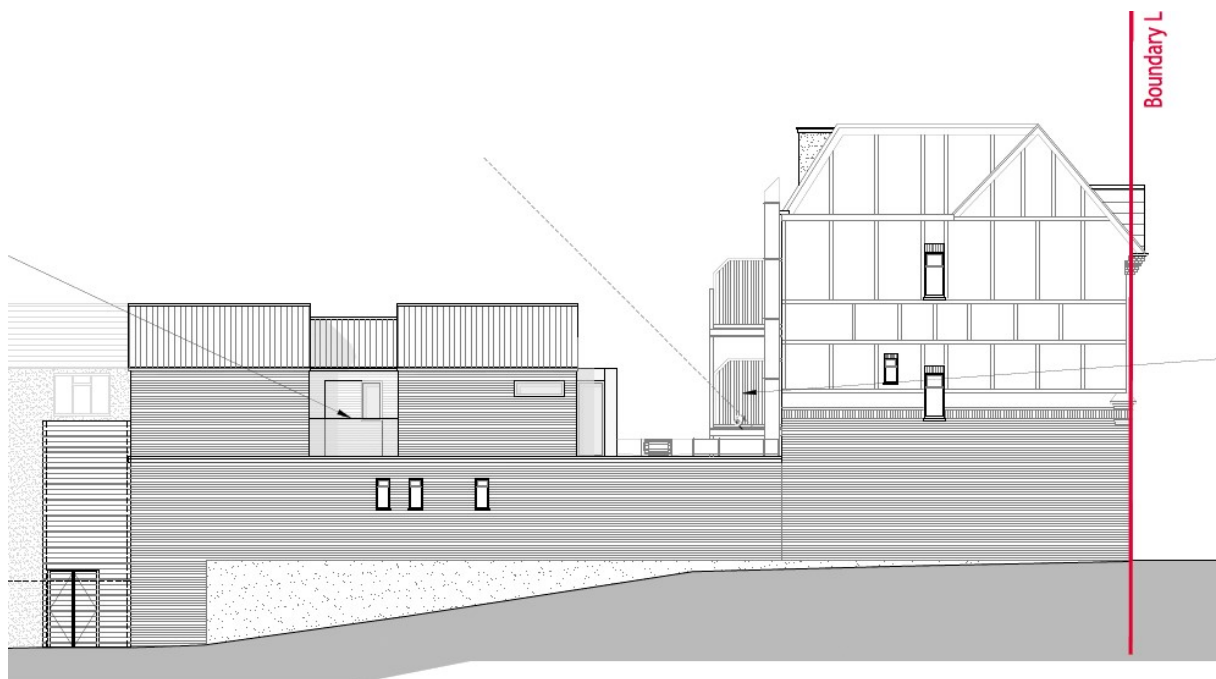


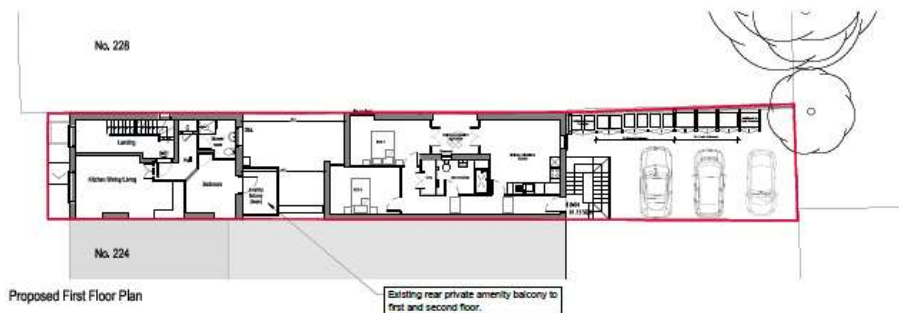
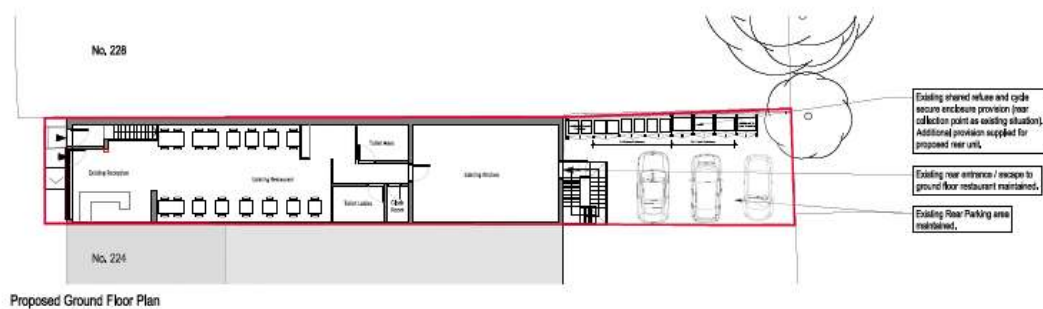
Figure 2 Proposed side extension

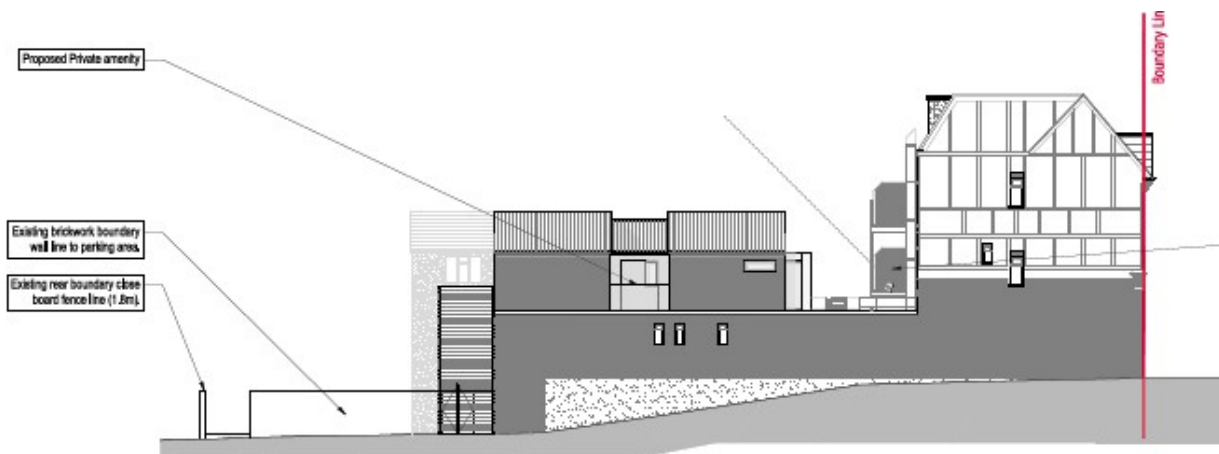
- 8.9 It is proposed to erect an extension at rear with a pitched roof. The proposed extension would use the majority of the existing roof area at rear and would be the full width of the plot. The extension would also incorporate changes to the existing building and an enclosed staircase at rear due to the changes in level at rear. There are varying forms of extension/parking area at rear with no. 222 having a three storey element at rear with a pitched roof.
- 8.10 The proposal would appear subservient to the frontage building, being lower in height. The pitched roof is an appropriate form of roof and responds to what has been previously approved at no. 222. The proposal would be the full width of the plot but in design terms this does not give rise to concern. However, the side elevation, on to the access road, would appear blank, with only a high level window and the inset amenity area relieving the building. The access road serves a number of properties in the area and is poorly overlooked and gives rise to concerns over safety or antisocial behaviour. The addition of another storey on the south side of the access with little surveillance opportunities exacerbates these problems. Additionally, the enclosed staircase to the rear is a bulky addition to the building, would not be coordinated in terms of its design and appearance and would be of a different material.
- 8.11 Whilst the area is to the rear of the shops has varying forms, it is considered the proposed development would detract from the appearance of the building, exacerbate concerns with the safety of the area and be detrimental to the character

of the area by reason of its size, siting and design/materials of the proposed development.

Residential amenity of neighbouring occupiers

- 8.12 The London Plan 2016 Policy 7.6 states that development should “not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. Policy DM10.6 states the Council will not support development proposals, which would have an adverse effects on the amenities of the occupiers of adjoining buildings and Suburban Design Guide SPD states extensions should not negatively impact upon neighbouring properties. SPD states a rear extension could have a greater depth than 3.5m dependent on the 45 degree angle from the neighbouring property (taken from the centre of the window of the nearest habitable room in the neighbouring properties).





- 8.13 The proposed house has been designed to minimise direct overlooking, due to the location of windows. No. 226 is in use as an Indian restaurant on the ground floor with a HMO over. Planning Permission has been granted for alterations and for the upper floors to be used as flats. This has not been implemented at the time of the officer's site visit. The proposed building would be located approximately 4.5m from the main rear wall (approximately 2.7m from the end of the balcony to the proposed extension).
- 8.14 The upper floors of 224 Addington Road (including the roof area) have been converted to three flats and have rear facing dormer extensions on the rear roof slope, (reference 06/04290/P), the upper floors of 222 Addington Road have also been converted in to flats with roof extensions (18/02030/GPDO and 18/05467/FUL)
- 8.15 Planning permission has been granted at 230 Addington Road for the erection of a four storey building with retained lower ground floor level and basement comprising mixed use retail and 11 two bedroom, 14 one bedroom and 1 three bedroom flats (16/05537/FUL). This has not been constructed at the time of the officer's site visit.
- 8.16 The upper floors of the frontage building and in residential use and the approved scheme for its conversion in to self contained flats is a material consideration. Both the existing layout and the approved scheme results in principal room windows and main habitable room windows being located in the rear elevation of the existing building, at a distance of approximately 4.5m, which would result in a loss of outlook and an overbearing impact detrimental to the amenities of existing and future residents. There would be a similar impact on 224 Addington Road. Whilst the proposal would be set to the north and on an angle, it would still be in close proximity, below 5m, from rear principal room windows.
- 8.17 There are residential properties to the rear of the site in Dulverton Road. The proposed development would be located approximately 13m from the boundary. No. 222 Addington Road which is in use as flats is closer to the boundary than the

proposed development. It is considered in this instance, the proposed development would not have an undue impact on the amenities of properties in Dulverton Road as to withhold planning permission.

Residential amenity of future occupiers

- 8.18 The Housing SPG states in 2.1.1 *“The Mayor is clear that one of his key planning priorities is “to improve standards for the quality and design of housing, making sure that homes meet the needs of a changing population throughout their lives, and are built to the highest environmental standards”¹¹⁴. The London Plan (LP) reflects this and promotes design quality in all new homes to enhance and extend London’s architectural heritage and deliver higher design standards for everyone. The Mayor’s aim is to deliver new housing in all tenures which is fit for purpose in the long term; comfortable, safe, accessible, environmentally sustainable, and spacious enough to accommodate the changing needs of occupants throughout their lifetimes”.*

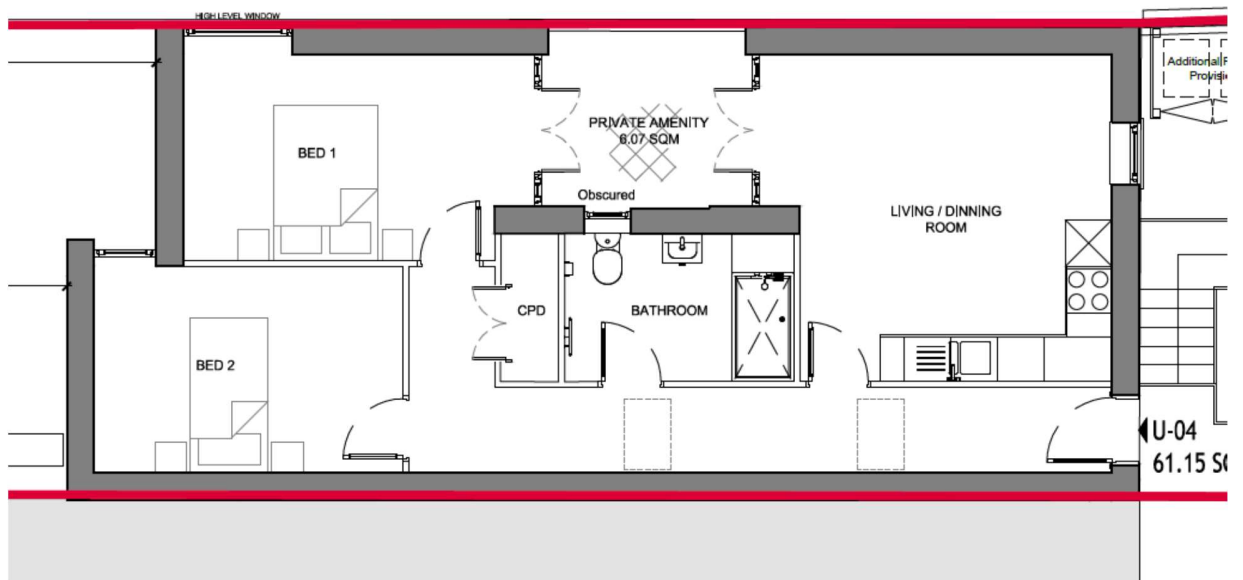
Paragraph C of Policy 3.5 of the London Plan sets out an approach to the design of individual dwellings and shared spaces within buildings. It incorporates Government’s nationally described space standard¹³⁰, adopted through MALP, which new dwellings are required to meet, and outlines considerations relating to the size and layout of rooms in a dwelling, the ‘approach’, the ‘home as a place of retreat’, and climate change mitigation and adaptation. If step free access is not proposed, it needs to be clearly demonstrated that achieving step free access would make the development unviable.

In 2.3.2 The ‘arrival’ at a building, the design of shared circulation and lift access, car parking provisions and areas for cycle storage are important factors in making housing safe and secure, welcoming and accessible for all. The standards recognise that many new homes in London will be flats, and that the design of the shared circulation areas will be critical to the success of new developments. Many of these standards are based on accessibility and adaptability principles, which have been requirements for new housing in London for a number of years”.

- 8.19 With regard to external amenity space, the London Housing SPG states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional occupant. The Housing SPG states “Private open space is highly valued and should be provided in all new housing developments. Minimum private open space standards have been established in the same way as the internal space standards, by considering the spaces required for furniture, access and activities in relation to the number of occupants. The resultant space should be of **practical shape and utility** and care should be taken to ensure the space offers good amenity”.
- 8.20 The proposed dwelling should be designed in line with the standards set out in the Nationally Described Space Standards (NDSS) and the London Plan Housing

SPG, particularly with regard to minimum floor space standards (including minimum sizes and widths for rooms/storage).

- 8.21 The standards require a 2 bedroom (3 persons) unit to have a minimum internal floor area of 61m² with 2m built in storage. The proposed house would meet the Technical standards.
- 8.22 The proposed house would have a high level window serving bedroom 1 and a side facing window to bedroom 2, both of which face north-east and an external private amenity space located towards the centre of the floor plan, which bedroom 1 and the main living space would both have an access to.

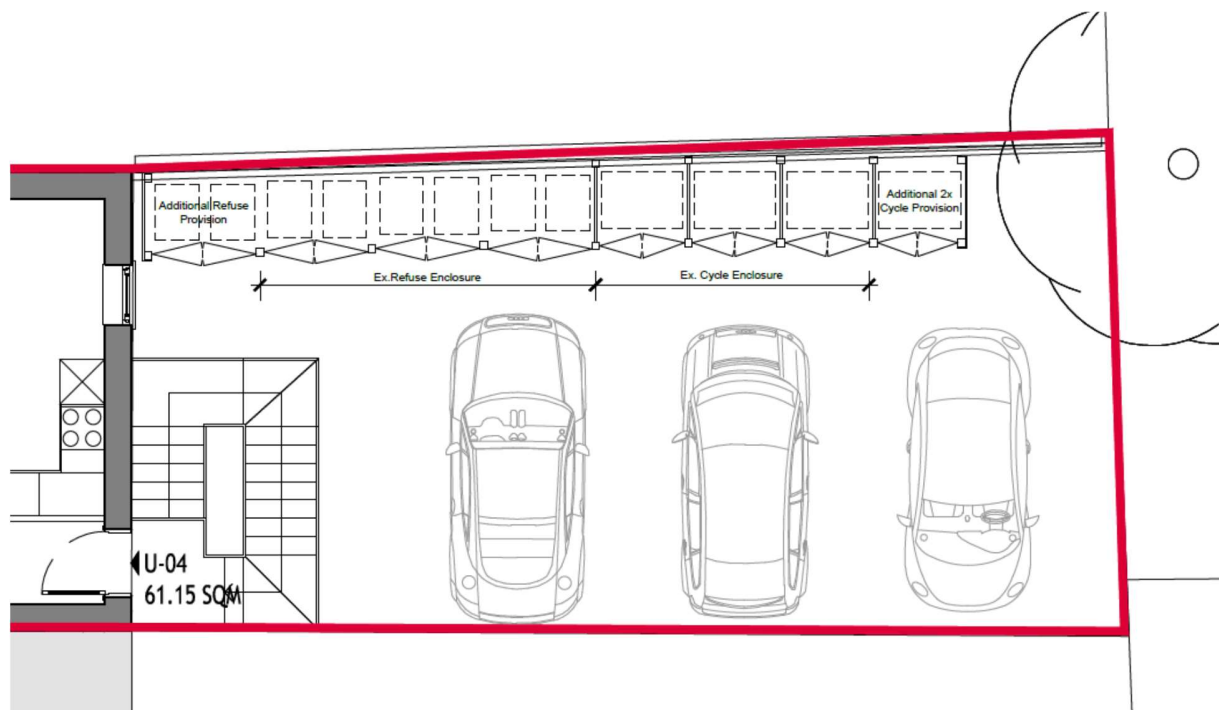


- 8.23 The location of the private amenity space would give bedroom 1 a second aspect, improving the light and outlook which is otherwise only available from a high level window. However, the outlook, whilst on to what could be a pleasant area, being within the occupiers' control, is mainly on to the rear elevation of the living space. Overall this bedroom is considered to have poor outlook and light. Bedroom 2 would similarly suffer with a small side facing window located at one end of the room. The amenity space would be mainly enclosed and north-east facing, on the opposite side of an alleyway from an approved four storey building. Whilst it would provide amenity in some respects similar to an inboard balcony it would be enclosed on three sides and front on to the access road to the north. This combined with the poor outlook, and small window to the main living space results in an unacceptable level of residential amenity in a poorly laid out unit with poor outlook.

- 8.24 There would be an enclosed entrance with a staircase accessed from the carpark at the rear. This would result in the proposed dwelling not being accessible and adaptable (M4(2)) and give rise to safety and security concerns with residents only access being via an unlit service road and the rear parking/servicing area. The siting of the proposed development therefore gives rise to the fear of crime and therefore would not be safe, secure and welcoming and accessible for all.
- 8.25 It is proposed to extend the refuse provision at the rear of the site and the collection arrangement would appear to be similar to neighbouring arrangements. Given the siting of the refuse store and other approvals for storage at rear and the collection arrangements are similar to that of its neighbours, it is considered it would not be so detrimental to warrant a refusal of planning permission.
- 8.26 It is noted that there are air conditioning units and ventilation arrangements for the restaurant and the neighbouring shop/flats on the rear elevation. Without proper ventilation arrangements the restaurant could give rise to odour or smell detrimental to residential amenity. Should the proposal be recommended for approval, further information would be requested to ensure that the noise from the ventilation units would not have an unacceptable impact on residential amenity and for the restaurant's flue to be re-provided.

Transport and highways

- 8.27 Policies 6.12 and 6.13 of the London Plan (Consolidated with Alterations Since 2011) seek to ensure that the road network is safe for all while ensuring that an appropriate level of parking is provided in new developments. Policy DM29 of the Croydon Local Plan 2018 – Promoting sustainable travel and reducing congestion. (b) Have a positive impact and must not have a detrimental impact on highway safety for pedestrians, cyclists, public transport users and private vehicles. In 10.29 “All development has an impact on traffic movement in the borough. In order to reduce impact on traffic movement the Council will require new development to promote measures to increase the use of public transport, cycling and walking. Policy DM30 – Promoting sustainable growth and reducing impact of car parking in new development.



- 8.28 The subject site is in an area with a PTAL accessibility rating of 2 (on a scale of 1a - 6b, where 6b is the most accessible) as indicated on maps produced by TFL and provides moderate access to public transport. 3 parking spaces have been shown at rear which is the current arrangement which would be maintained (the same as per 19/04027/FUL). Whilst the proposal would result in an additional unit on the site and no additional parking proposed, it is considered given its District Centre location, that the level of parking would be acceptable in this instance.
- 8.29 It is proposed to extend the existing cycle provision at rear. An additional cycle store has been shown for 2 more bicycle spaces. Details of the cycle store can be secured by condition. This does not outweigh the harm that has been identified elsewhere within this report.

Environment and sustainability

- 8.30 SP6.4 of the Croydon Local Plan 2018 - To ensure that the principles of sustainable drainage are incorporated into the development and to reduce the impact of flooding.
- 8.31 The site is identified as very low risk for surface water flooding. Given the siting of the site and the flats located on the upper floors, it is considered a condition requiring flooding mitigation measures is not necessary in this instance.

6. OTHER MATTERS

- 6.1 All other planning considerations including equalities have been taken into account.