



PART 6: Planning Applications for Decision

Item 6.1

1 SUMMARY OF APPLICATION DETAILS

Ref: [16/02577/P](#) (*link to associated documents on Planning Register*)
 Location: Normanton Park Hotel, 34-36 Normanton Road, South Croydon, CR2 7AR
 Ward: Croham
 Description: Demolition of the existing hotel; erection of a two/three storey building with accommodation in roof space comprising 10 one bedroom, 16 two bedroom and 3 three bedroom flats (29 flats); provision of 25 car parking spaces at rear with access off Whitmead Close and associated refuse storage and cycle storage.
 Drawing Nos: 6502-PL01, 6502-PL02, 6502-PL03, 6502-PL04, 6502-PL05, 6502-PL06, 6502-PL07, 6502-PL08, 6502-PL09, 6502-PL10, Planning statement (May 2016), Bat Emergence / Re-entry Surveys & Reptile Survey (July 2017)
 Applicant: Mr David Moore, Streeter Marshall Solicitors and Notaries
 Agent: Mr Marceline, Stiles Harold Williams
 Case Officer: Matthew Carney

	1 bed	2 bed	3 bed
Residential	10	16	3
Affordable Rent	4	2	-
Shared Ownership	-	1	2
Number of car parking spaces		Number of Cycle Parking Spaces	
25		28	

1.1 This application is being reported to committee because the ward councillor (Cllr Neal) 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 RECOMMENDATION

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

- A. The prior completion of a legal agreement to secure the following planning obligations:
 - a) 31% affordable housing provision by unit, provided on site as 6 Affordable Rent and 3 Intermediate Homes
 - b) A contribution and commitment towards employment and skills training
 - c) A contribution of £2900 towards managing air quality within the borough
 - d) Provision of a car club parking space.

- 2.2 That the Director of Planning and Strategic Transport has 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) Built in accordance with approved plans
- 2) Details to be submitted prior to commencement of any demolition works –
 - Finished floor levels
 - Construction method statement for rear footpaths in relation to tree protection
 - Hard and soft landscaping - including replacement tree planting – size / girth
- 3) Works to be carried out in accordance with the Arboricultural Impact Statement and the Arboricultural Method Statement
- 4) Works to be carried out in accordance with Ecology Report
- 5) Details to be submitted prior to commencement of any development above ground level-
 - Facing materials
 - Sections/gradient of rear footpaths to demonstrate access for disabled users
 - Cycle storage – including manufacturer's specification and elevations
 - External lighting - including manufacturer's specification
 - Visibility splays for rear access points
 - Details of siting and design of PV panels – including manufacturers specification
 - Translocation of the amphibians within the disused swimming pool to a new pond within the application site
- 6) Details to be submitted prior to occupation of any part of the development-
 - Bird and bat boxes
 - Log piles
 - Parking as shown on drawing no. 6502-PL02 including designated disabled spaces
 - Details of parking for disabled visitors
- 7) Obscure glazing for specified side windows
- 8) No storage of materials within the root protection areas of protected trees
- 9) 35% reduction in CO2 emissions
- 10) Water usage restricted to 110 litres per person per day
- 11) Construction Logistics Plan
- 12) Sound insulation – living rooms and bedrooms
- 13) Noise from equipment – 10dB below background noise
- 14) SUDS Condition as recommended by the Local Lead Flood Authority
- 15) Travel Plan
- 16) Removal of existing vehicular accesses from Normanton Road prior to occupation of the development
- 17) 3 year permission
- 18) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy - granted
- 2) Site notice removal
- 3) Code of Practice regarding small construction sites
- 4) Bins to be provide - 3 x 1100 litre landfill bins, 2 x 1280 litre comingled dry recycling bins and 1 x 240 litre food recycling bin
- 5) Cycle storage to be provided – 48 cycles
- 6) Use of ultra NOx boilers
- 7) Link to guidance note for Construction Logistics Plan
- 6) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

2.4 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

2.5 That, if by 7 February 2018 the legal agreement has not been completed, the Director of Planning and Strategic Transport has delegated authority to refuse planning permission.

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The application seeks full planning permission for:

- Demolition of the existing hotel;
- Erection of a two/three storey building with accommodation in roof space comprising 10 one bedroom, 16 two bedroom and 3 three bedroom flats (29 flats);
- The proposed development would have an 'T' shaped footprint;
- Provision of 25 car parking spaces at rear with access off Whitmead Close including 3 designated disabled spaces;
- Provision of integrated refuse storage and cycle storage at both sides of the site;

Site and Surroundings

- The site consists of a 2/3 storey hotel that is located on the western side of Normanton Road;
- The site also adjoins Whitmead Close to the rear;
- The hotel originally consisted of 2 large detached buildings; however various extensions have been approved over the years including a link block between the 2 buildings (Refs: 68/20/621 and 69/20/1001);
- The site measures 0.4012 hectares in size and includes a large garden to the rear with a derelict swimming pool;
- The surrounding area is mixed in character comprising 2 storey terraced dwellings to the west and larger 2/3 blocks of flats to the immediate east, north and south;
- Part of the rear of the site adjoins the playing fields of St Peters Primary School to the south which is designated as Educational Open Space.
- The site is located in an area that is designated as Flood Risk – Surface Water Critical Drainage;

- Four trees within the site are protected by Tree Preservation Order No. 6, dated 1996;
- The site has a PTAL rating of 2.

Planning History

- 3.2 The application site has been the subject of a number of previous planning applications. The only ones of relevance are;
- 65/457 – Planning application for use as guest house and hotel granted on 05.03.1965.
 - 15/04484/PRE - Pre-application advice sought in relation to the redevelopment of the site for residential purposes.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The loss of the hotel use and residential development is supported in principle.
- 4.2 The maximum reasonable amount of affordable housing would be delivered on site.
- 4.3 The proposed development would respect the character and appearance of the area.
- 4.4 The proposed development would not have a detrimental effect on the residential amenities of the adjoining occupiers and would provide an acceptable living environment for the future occupiers.
- 4.5 The proposed development would provide an appropriate level of parking and would have an acceptable impact on the highways network.
- 4.6 The proposed development would have an acceptable impact on protected trees in the area and would incorporate sustainable drainage techniques as part of an overall drainage strategy.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding this application:

Local Lead Flood Authority (LLFA) (Statutory Consultee)

- 5.3 Objection to the initially proposed drainage strategy. The strategy has subsequently been amended and further evidence has been provided. In relation to the amended scheme the LLFA have removed their objection subject to a condition securing further information. [OFFICER COMMENT: Condition is recommended]

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised in the press and by way of 2 site notices displayed 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 were as follows:

Concerns raised about construction congestion and parking	A Construction Logistics Plan would be secured by condition to ensure that congestion and parking of construction traffic would be controlled.
<i>Impact upon Trees</i>	
The trees are an important feature in Normanton Road and the development could result in their loss.	The impact of the development on the protected trees has been carefully considered by officers and it is considered that subject to appropriate protection the development would not have an unacceptable impact. Refer to paragraphs 8.26-8.29.

6.3 Cllr Neal has made the following representations:

- Overdevelopment;
- Two access points will be detrimental to Whitmead Close;
- Negative impact on Normanton Road.

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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Section 1: Achieving sustainable development
- Section 4: Promoting sustainable transport
- Section 6: Delivering a wide choice of quality homes
- Section 7: Requiring good design
- Section 9: Promoting sustainable transport
- Section 10: Meeting the challenge of climate change, flooding and coastal change

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

Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing Choice
- 3.9 Mixed and balanced communities
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.4 Local character
- 7.6 Architecture

Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP2 Homes
- SP2.3 Choice of homes
- SP2.5 Mix of homes
- SP2.6 Quality and standards
- SP4 Urban Design and Local character
- SP4.1 High quality development
- SP6 Environment and climate change
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.6 Sustainable design and construction
- SP8.3 Making full use of public transport
- SP8.13 Electric charging infrastructure
- SP8.15 Parking

Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD13 Parking design and layout
- UD14 Landscaping
- UD15 Refuse and recycling storage
- EP1 – EP3 Pollution
- EP5 - EP7 Water – Flooding, Drainage and Conservation
- T2 Traffic Generation from Development
- T4 Cycling
- T8 & T9 Parking
- T11 Road safety
- H2 Supply of new housing

- UD9 & H10 Residential density

CLP1.1 & CLP2

- 7.4 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. The examination in public took place between 16th May and 31st May 2017. Main modifications have been received from the Planning Inspector and the Council consulted on these modification during the period 29 August – 10 October 2017.
- 7.5 According to paragraph 216 of the NPPF, relevant policies in emerging plans may be accorded weight following publication, but with the weight to be given to them is dependent on, among other matters, their stage of preparation. Now that the main modifications to CLP1.1 and CLP2 have now been published for consultation, there are certain policies contained within these plans that are not subject to any modifications and significant weight may be afforded to them on the basis that they will be unchanged when CLP1.1 and CLP2 are adopted and the Inspector would not ask for consultation on Main Modifications if he was going to find the whole Plan unsound. However, none of the policies that can be afforded significant weight would have a bearing on the proposal to the extent they would lead to a different recommendation. The other policies that are subject to further consultation through the Main Modifications do not outweigh the adopted policies listed here and therefore, do not lead to a different recommendation.

There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Affordable Housing August 2017 SPG

8 MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues raised by the application that the committee must consider are:
1. Principle of proposed development
 2. Affordable housing provision
 3. Townscape and visual impact and consideration of density
 4. Housing quality for future occupiers
 5. Residential amenity for neighbours
 6. Transport and access
 7. Sustainability
 8. Trees and landscaping
 9. Ecology and environment
 10. Surface water flood risk

Principle of proposed development

- 8.2 Neither the policies within the Croydon Local Plan: Strategic Policies (CLP1) or the Croydon Replacement Unitary Development Plan (2006) Saved Policies 2013 protect the existing hotel use (Class C1); therefore there would be no in principle objections to the redevelopment of the site for residential purposes. Nor is the building protected

by a heritage designation and therefore its demolition is not considered unacceptable in principle.

- 8.3 The site is allocated in CLP2 for 'residential development with primary school expansion if required'. The allocation acknowledges that residential development will help to meet the need for new homes in the borough, indicating a potential provision of 14 to 38 homes. This scheme at 29 units, falls within this threshold. A combination of ongoing dialogue with the applicant since 2015 and the fact the allocation in CLP2 is yet to be adopted means that a solely residential use is supported.

Affordable housing provision

- 8.4 The applicant has submitted an Affordable Housing Viability Assessment as part of their proposal, which has been independently assessed by a financial consultant. Following a detailed assessment it is proposed that the development would provide 9 affordable housing units achieving a 60:40 tenure mix with 6 affordable rent and 3 intermediate homes. On this basis, the development would provide an affordable housing provision of 31% when calculated on the number of units within the development.
- 8.5 The Croydon Local Plan: Strategic Policies 2013 requires that on schemes of ten dwellings or more the Council will negotiate to achieve up to 50% affordable housing subject to viability. The viability assessment undertaken has demonstrated that the maximum reasonable amount of affordable housing that can be provided by this development is 31%. This is in accordance with the emerging policy in the Croydon Local Plan: Strategic Policies Partial Review which requires a minimum on site provision of 30% (subject to viability) and it is considered that the development would provide an important contribution towards the borough's need for affordable housing units the development is considered acceptable in relation to affordable housing provision.

Townscape and visual impact and consideration of density

- 8.6 A number of flatted developments have been built along Normanton Road; therefore no objections are raised in relation to the type of accommodation being provided at the site.
- 8.7 The proposed development would have a 'T' shaped footprint and, through the provision of a recessed front entrance, it has been designed to appear as two separate blocks. This is considered acceptable as it would break up the width of the frontage in the street scene. The overall height of the proposed development is also respectful of the adjacent properties and does not appear overly prominent as a result.
- 8.8 Whilst the proposed development would be larger in terms of its footprint, scale and massing than the existing hotel buildings and neighbouring properties, it can be accommodated due to the overall size of the land. The proposed development does not over-dominate the site to an unacceptable degree and good separation distances are maintained to the shared boundaries.
- 8.9 It is recommended that planning conditions be imposed in relation to facing materials and hard and soft landscaping.

- 8.10 In terms of density, it should be noted that for a suburban site with a PTAL rating of 2, the London Plan suggests that the appropriate density should be between 150 to 250 hr/ha. The site area measures 0.4012 hectares in size and there would be 80 habitable rooms in total. The proposal would have a density of 199 hr/ha which would be within the threshold. However, it should be pointed out that density is only one consideration when determining the suitability of a scheme and considering all aspects of character, the scheme would have an acceptable impact on the local area.

Housing quality for future occupiers

- 8.11 The proposed development would provide 10 one bedroom flats, 16 two bedroom flats and 3 three bedroom flats. The proposed flats would comply with the minimum required standards in terms of their floor area and individual room sizes.
- 8.12 The majority of flats would have access to a small private balcony / patio that would comply with the Mayor of London's Housing SPG in terms of depth; however 6 of the flats, mostly on the upper floor, would not. On the basis that a large communal garden would be provided at the rear, this is considered acceptable.
- 8.13 Three wheelchair units would be provided as part of the proposed development with access from the rear of the site where 3 designated disabled parking bays would be located. It is recommended that a planning condition be imposed to ensure that details of the gradient of the footpath to the wheelchair units are submitted for approval.

Residential amenity for neighbours

- 8.14 The main impact from the proposed development would be on the adjoining blocks at Nos. 32 and 38 Normanton Road and the properties in Whitmead Close.
- 8.15 In terms of No. 32 Normanton Road, it should be noted that the rear section of Block B would project 4.2m past the rear building line of this house. In terms of loss of privacy, it should be noted that the side windows that would be positioned in Block B on the lower ground floor, upper ground floor, first floor and second floor would all be secondary windows to a large open plan kitchen / dining / living room and could be obscure glazed. The side windows in Block C would be obscured from the rear of No. 32 Normanton Road by the siting of Block B. Whilst the windows in Block C might result in some overlooking of the rear garden of the neighbouring house, they would be sited approximately 17m away.
- 8.16 No. 38 Normanton Road is located to the south of the site; therefore there would not be any concerns in terms of loss of daylight / sunlight. The side windows on this block that face towards the site are also on the northern elevation. The applicant has provided floor plans for this block of flats and these confirm that the nearest side windows that would be most impacted by the siting of the proposed development serve bathrooms and kitchens, which are not habitable rooms. The other windows towards the rear are secondary windows to living rooms. On this basis, it is considered that, whilst there would be some visual impact for these windows, it would not be significant enough to warrant refusal. In terms of loss of privacy, it should be noted that the side windows that would be positioned in Block A on the upper ground floor, first floor and second floor would all be secondary windows to a large open plan kitchen / dining / living room and could be obscure glazed. The lower ground floor side bedroom window would be unlikely to result in any overlooking. The side

windows in Block C would be located approximately 17.4m away, which is an acceptable distance to avoid any unacceptable harm.

- 8.17 With regards to the properties in Whitmead Close, specifically No. 58, it is noted that they would be impacted by the siting of the rear car parking area. Although this would be likely to result in increased noise and disturbance over and above what is currently experienced, it is considered that satisfactory boundary treatment and planting could help to mitigate against any unacceptable adverse impact. Whilst the neighbouring properties on the other side of Whitmead Close would also likely be affected in terms of vehicles accessing the rear of the site, this is not considered to be sufficiently harmful to justify withholding planning permission.
- 8.18 Whilst there would be noise during the construction process, this would be of a temporary nature. A planning informative is also recommended to advise the applicant to follow the Council's "Code of Practice on the Control of Noise and Pollution from Construction Sites".

Transport and access

- 8.19 The site has 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 (WEBCAT), which means that it has moderate accessibility to public transport. However, there is an existing footpath that runs between Nos. 36 and 37 Whitmead Close that provides a shortcut to South Croydon railway station (approximately 550m away).
- 8.20 The proposed development would provide 25 car parking spaces for the 29 flats with access from Whitmead Close via two separate entrances. Whilst fewer car parking spaces on site would be preferable as this would help to promote more sustainable modes of transport, given the fact that the car parking layout does not over-dominate the rear of the site to an unacceptable degree, the proposed arrangement is considered acceptable.
- 8.21 Concern has been raised over the loss of on-street car parking in Whitmead Close to facilitate the vehicular accesses proposed by the development. Whilst resident's concern is understandable it is considered that given the area is not designated as a Controlled Parking Zone (CPZ) and the applicants Parking Beat Survey demonstrates the availability of spaces to ensure sufficient on-street car parking spaces are available within the local area to allow for the loss of the spaces in Whitmead Close to facilitate the development. In addition, the proposed removal of the existing vehicular accesses to the site will provide additional on street parking bays in Normanton Road
- 8.22 The applicants have submitted a Transport Assessment providing evidence on the developments impact upon the local highway network. The Transport Assessment provides a comparison between the trip generation for the current use of the site as an existing 37 bedroom hotel and the proposed use of the site for 29 flats. This comparison identifies a small increase in the likely number of trips to and from the application site as a result of the development although the increase is attributed to a higher level of public transport trips rather than an increase in vehicular trips. On this basis, the development will not have an unacceptable impact upon the local highway network.

- 8.23 Refuse and recycling storage area would be provided at the front of the proposed development at ground floor level. The applicant is required to provide the following bins for the residents in line with Waste Services: 3 x 1100 litre landfill bins, 2 x 1280 litre comingled dry recycling bins and 1 x 240 litre food recycling bin. A planning condition is recommended to ensure that the appropriate level of bins are provided and collection arrangements are agreed.
- 8.24 Two separate cycle storage areas would be provided on either side of the proposed development. The applicant is required to provide space for 48 cycles in order to comply with London Plan standards. It is recommended that elevational details and a manufacturer's specification be submitted for approval.

Sustainability

- 8.25 The applicant has submitted a Sustainability Statement as part of their proposal. This report confirms that 96 x 315W photovoltaic panels would be incorporated into the proposed development, which equates to approximately 154m² across the site. This would reduce the CO₂ emissions of the site by 37.57% through onsite renewable technologies. It is recommended that this report be conditioned so that CO₂ emissions targets are met, together with water consumption in line with the London Plan.

Trees and landscaping

- 8.26 There are a number of large mature trees at the site that are protected by TPO 6, 1996, namely 2 Horse Chestnuts, 1 Copper Beech and 1 Holm Oak. There are also a number of other trees at the site that play an important role in terms of screening.
- 8.27 The submitted Arboricultural Impact Statement confirms that 18 trees, 3 groups and part of one hedgerow would be removed. However, these trees are all considered to be lower quality quality specimens categorised as either C or U. All category A or B trees would be retained and protected and provision additional planting of new better quality trees that can be tailored to the proposed layout is proposed.
- 8.28 The proposed layout would involve the construction of a new car park and various formal paths within the root protection areas of retained trees. The Tree Officer states that by constructing a two-tier car park connected by a ramp, it would be possible to use a no-dig surface specification that can be tailored to ensure continued root function.
- 8.29 It is recommended that the Arboricultural Impact Statement and the Arboricultural Method Statement are both conditioned to ensure the retained trees are not impacted by the construction works. In addition, it is also recommended that a construction method statement be submitted for approval in relation to the footpaths beneath the preserved trees and general landscaping.

Ecology and environment

- 8.25 The applicant submitted a Preliminary Ecological Appraisal as part of their proposal. It is recommended that a presence / likely absence survey be undertaken in relation to bats due to one of the buildings being classified as having moderate potential to support roosting bats and reptiles as the scrub is considered to have potential to support reptiles.

- 8.26 The applicants have undertaken further analysis of the ecological status of the application site and have submitted a Bat Emergence / Re-entry Surveys & Reptile Survey. This survey found that both bats and reptiles are likely absent from the application site and therefore no compensation measures or licensing requirements are considered necessary. However, a number of recommendations to provide an ecological enhancement in respect of bats and reptiles are suggested and it is considered appropriate to secure these via condition.
- 8.27 The ecological assessment did find a large number of amphibians throughout the site and in particular within the abandoned swimming pool. It is considered that given the highly urbanised environment the amphibian population may be locally important and therefore it is recommended that all amphibians within the abandoned swimming pool should be translocated to the newly created pond(s) at the same time as the water and plants are translocated. It is considered this and the creation of a new pond can be secured via condition.

Surface water flood risk

- 8.28 The applicant has submitted a Flood Risk Assessment and SUDS Report as part of their proposal. London Plan Policy 5.13 states that development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so, and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible in line with the drainage hierarchy in the London Plan.
- 8.30 The Lead Local Flood Authority have reviewed the information submitted by the applicants on their approach to deal with the surface water run off generated by this development and consider it an acceptable approach subject to further detail being submitted prior to the commencement of development. A condition is recommended.

Conclusions

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