

PART 6: Planning Applications for Decision

Item 6.1

1 SUMMARY OF APPLICATION DETAILS

Ref: 17/03953/FUL
 Location: Thanet House, Coombe Road
 Ward: Fairfield
 Description: Alterations, alterations to roof, erection of dormer extensions in rear roof slopes and installation of roof-lights to front roof slopes and use of fourth floor (roof-space) as 7x1 bedroom flats, provision of associated refuse and cycle storage (amended description)
 Drawing Nos: 102 ; 103 ; 104 ; 105 ; 106 ; 107 ; 108 ; 200a ; 201a ; 202a ; 203a ; 204a ; 205a ; 206a.
 Applicant: Stonegate Homes Ltd
 Agent: Stonegate Homes Ltd
 Case Officer: Dean Gibson

Type : Flats	Number of Flats	Number of persons
1 Bed	7	7
Total	7	7

Number of car parking spaces	Number of cycle parking spaces
0	7

1.1 This application is being reported to Planning Committee because Councillor Mohan has referred it and in accordance with the Committee Consideration Criteria and has requested it be considered by the Planning Committee.

2 RECOMMENDATION

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

Conditions

- 1) Development in accordance with the submitted plans
- 2) Submission of external facing materials for written approval of LPA.
- 3) Written approval of following matters:-
 - a) refuse enclosure appearance,
 - b) cycle storage enclosure.

Once approved items to be implemented prior to first occupation of new flats and retained as such thereafter.

- 4) Compliance with carbon reduction target 19% above building regulations
- 5) Compliance for water volume target of no more than 1100 cubic metres per day per unit.
- 6) Submission of construction logistics plan for written approval of LPA.
- 7) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Site notice removal
- 2) Developer to have regard to Council's Code of Practice 'Control of Pollution and Noise from Demolition and Construction Sites'
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal is for dormer extensions to the rear roof slope, skylight windows to the front roof slope and the introduction of gable like features to the front elevation in connection with the of the conversion of the roof space to form 7x1 bedroom flats.

Site and Surroundings

- 3.2 The application premises is a four storey corner building fronting east onto High Street and south onto Coombe Road. The ground floor has various retail and commercial uses with the upper floor in residential use (as 30 self-contained flats) which are accessed off Coombe Road. The upper three floors are formed of a dark red bricks and have clay roof tiles with brick chimney stacks. The building has angled forms within its massing.
- 3.3 The building is bounded to the rear by a service road/parking area, accessed via Thanet Place to the north of the site. The area is predominantly a mix of commercial and residential uses and the built forms are predominantly two to four storeys in height. To the south-west there are ongoing works pursuant to a previous residential conversion/part new build development site on the corner of South End/Lower Coombe Street (LBC Ref 16/00102/P) following on from an office to residential conversion and further approved extensions.
- 3.4 The site is within the Croydon Metropolitan Centre and the Croydon Opportunity Area (OAPF). It is also within an area of High Density and an Archaeological Priority Zone.
- 3.5 The surrounding roads are subject to local parking controls (yellow lines) and within a Controlled Parking Zone. High Street is classified as a Local Distributor Road and Coombe Road is classified as a London Distributor Road.

The Planning History

3.5 94/00406/P – Refused planning permission for conversion and extensions to roof to provide 6 two bedroom flats; provision of 9 parking spaces on the following grounds:

1. The development would constitute an over-intensive development of the site because the existing shortfall of car parking spaces within the curtilage of the site would be exacerbated and the proposed amenity space would be unsatisfactory by reason of its size and location and would thereby conflict with policies E4 and H8 of the District Plan, Supplementary Planning Guidance Note No. 4 and policies T25 and H10 of the deposit draft Unitary Development Plan.
2. The proposal by reason of its design would be detrimental to the appearance of this prominent building and would harm its architectural integrity and would thereby conflict with policy E.1 of the District Plan and policy BE1 of the deposit draft Unitary Development Plan.

3.6 17/02663/PRE – formation of 9 one bedroom flats in roof-space (this was pre application engagement which lead to the current planning application submission).

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The upper floors of the existing building are already in a residential use and the site in a sustainable location – the Croydon Metropolitan Centre. The proposed alterations to the building would respect the character and appearance of the existing building, neighbouring properties and the immediate vicinity.
- 4.2 The proposed development would not have any adverse effect upon the amenity of adjacent residential occupiers in the existing building and in Coombe Road and High Street. The siting and massing of the roof extensions ensures that no adverse loss of privacy, outlook, loss of light or visual intrusion occurs to adjacent residential occupiers.
- 4.3 The site is within the Croydon Metropolitan Centre which has excellent access to public transport facilities, as well as shops and related town centre facilities. The provision of cycle storage on the site would promote sustainable travel choice.

5 CONSULTATION RESPONSE

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

6 LOCAL REPRESENTATION

6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. On the receipt of amended plans amendment site notices were also erected.

6.2 Councillor Mohan has referred (objected) to the application proposal on the grounds of:

- i) overdevelopment
- ii) effect on amenity of existing residential occupiers.

6.3 The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 12 Objecting: 11 Commenting: 1

6.4 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
Previously Refused Scheme	
Planning permission refused under application (LBC Ref 94/00406/P) for roof extensions/roof accommodation.	See paragraph 8.4 of this committee report.
Character of Building / Locality	
Overdevelopment	See paragraphs 8.6 to 8.11 of this committee report.
Extensions out character	See paragraphs 8.6 to 8.11 of this committee report.
Affect on Amenities of Existing Thanet House Residents	
Noise vibration to ceilings from future occupiers	See paragraph 8.17 of this committee report.
Noise / disturbance from construction works	See paragraph 8.17 of this committee report.
Where will existing water tanks in roof-space be sited?	See paragraph 8.18 of this committee report.
Existing gas and electricity utilities will be affected.	See paragraph 8.18 of this committee report.
Increased refuse	See paragraph 9.1 of this committee report.
Asbestos in roof - how will it be removed?	See paragraphs 8.25 and 8.26 of this committee report.

Scaffolding around building will cause loss of privacy / security issues	See paragraph 8.17 of this committee report.
Are building foundations strong enough?	See paragraph 8.19 of this committee report.
Amenities of Future Occupiers	
No lift would be provided.	The provision of a lift is not a policy requirement.
No private amenity space provided.	The non-provision of private amenity space can be looked on with discretion in a conversion/extension scheme and due to the low occupancy tenure of the proposed flats and in view of the site's town centre location.
Traffic / Parking	
Increased parking stress	The site is within the Croydon Metropolitan Centre so has excellent access to public transport and shops and services within Croydon town centre. Cycle storage is proposed on site.
Refuse Storage	
Poor siting of refuse storage on forecourt.	The refuse storage would be sited in the same location as existing.
Publicity of Application	
No notification of application	The application was publicised in accordance with Council protocols in place at the time of the application submission.
Non-Material Issues	
Existing management company is poor at maintaining building	The applicant advises that a new freeholder / management company would be put into place if planning permission is granted.

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 4: Promoting sustainable transport
- Section 6: Delivering a wide choice of quality homes
- Section 7: Requiring good design
- Section 8: Promoting healthy communities
- 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:

7.4 Consolidated London Plan 2016 (LP):

- 3.3 Increasing housing supply
- 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
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.13 Parking

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP2 Homes
- SP2.3 Choice of homes
- SP2.5 Mix of homes
- SP2.6 Lifetime homes
- SP4 Urban Design and Local character
- SP4.1 High quality development
- SP6 Environment and climate change
- SP6.3 Sustainable design and construction
- SP8.3 Making full use of public transport

7.6 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
- UD8 Protecting residential amenity
- UD13 Parking Design and Layout

- UD14 Landscaping
- UD15 Refuse and Recycling Storage
- UC5 Local Areas of Special Character
- EP1 – EP3 Pollution
- EP5 - EP7 Water – Flooding, Drainage and Conservation
- T2 Traffic Generation from Development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing

7.7 CLP1.1 & CLP2

7.8 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. Policies which have not been objected to can be given some weight in the decision making process. However at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

Relevant Supplementary Planning Guidance

- Croydon Opportunity Area Planning Framework (OAPF)
- SPD2 – Residential Extensions

8 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development and housing mix
2. Townscape and visual impact and consideration of density
3. Housing Quality for future occupiers
4. Residential amenity for neighbours
5. Transport
6. Sustainability
7. Environment

Principle of Development and Housing Mix

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised, including providing a variety of housing types and unit mix. One of the most notable aspects in the OAPF is the promotion of new housing within its boundary. A main objective of the OAPF is to support the development of 7,300 new homes bringing new housing and people into the COA is necessary to help create a new community.

- 8.3 The previously refused 1994 planning application (LBC Ref 94/00406/P) was refused on ground of poor design, insufficient off-street parking provision and insufficient amenity space for future occupiers. The 1994 application had a significantly different design to that proposed in the current planning application. It included extension to the front roof slope, as well as the rear roof slope, whereas the current application only proposes extensions to the rear roof slope and an alteration to the roof at its northern end to change a hipped form to a gable end. This refusal of planning permission (which was not tested on appeal) was also issued at a time where the drive to deliver more housing was a more limited consideration (compared to the current housing targets).
- 8.4 With regard to parking provision, policy now encourages use of public transport and in areas that are highly accessible, such as town centres and allows for/actively encourages car free development in such circumstances. As regards the general lack of amenity space for future occupiers, whilst current policy promotes the provision of private amenity space, this is not always possible or practicable to achieve in schemes involving conversion.
- 8.5 The provision of one bedroom flats would be satisfactory in this particular instance, in view of the town centre location and the accommodation being incorporated into existing and extended roof voids. Similarly, non-provision of on-site amenity space for future occupants in such circumstances would be acceptable.
- 8.6 The principle of the development of the site is therefore considered appropriate, subject to consideration of design detailing and overall consideration of density and transportation issues.

Townscape and Visual Impact and Consideration of Density

- 8.7 Policy seeks to optimise housing output taking into account local context, character and design and public transport capacity. Based on the site's central character context and excellent Public Transport Accessibility Level (PTAL) of 6 a density range between 650-1100 habitable rooms per hectare would apply. The existing residential area of the site has a density of 610 habitable rooms per hectare. The proposed development delivers a net residential density of 819 habitable rooms per hectare, which falls within the middle of the density range identified in the London Plan. Moreover, as considered further in this report the development responds well to local context and does not adversely impact upon local transport capacity. As such the density is supported.
- 8.8 The existing chimney stacks to the roof are unused. While they are a feature of the roof their removal would not usually require planning permission, although the developer will need to comply with building regulations to ensure they can be removed safely.
- 8.9 The existing building has a linear dog-leg shape. The proposed rear dormer extensions would not detract from the overall form and appearance of the building and would appear as subordinate additions to the roof. As they are proposed to the rear, they would not be highly visible from the street. It is proposed that the dormers would be faced in grey metal cladding with metal

flashing to the existing tiled roof area and would have dark grey aluminium framed double-glazed windows. The proposed skylight windows to the front roof slope would be spaced out along the roof space and again would appear as subordinate features (again finished in dark-grey aluminium) and would have a slim recessed profile so would not detract from the appearance and plane of the roof. The fully glazed gable end window proposed to the northern facing roof slope would also have dark-grey aluminium windows frames and tiles to match the existing roof. It would provide an interesting focal point when looking south along the High Street.

- 8.10 Externally the existing hard landscaping would be retained as existing. The areas allocated to house the new bin and cycle storage would be re-surfaced to match the existing surface finish.
- 8.11 Overall, the proposed dormer extensions and skylight windows would have no detrimental impact on the visual amenity of the building and townscape.

Housing Quality for Future Occupiers

- 8.12 The proposed floor areas of the flats would comply with the minimum sizes for 1 bedroom/1 person flats and 1 bedroom/2 person flats as set out in the London Plan. All of the habitable rooms would have an acceptable outlook. A gable window is proposed to the main living area of flat number 1 (as proposed). While the bedrooms of flats 1, 4 and 5 would only be served by skylight windows, it is considered this would not adversely affect the overall amenity of the future occupiers of those flats (as the main living areas would have full height windows). No amenity space would be provided for the application but this would not detract from the proposed quality of the accommodation – in view of the site's location within a vibrant town centre environment..
- 8.13 Overall the proposed accommodation would have acceptable layouts for one bedroom flats.

Residential Amenity for Neighbours

- 8.14 The rear dormer extensions and other alterations to the roof would not lead to any adverse effects on the amenities of existing residents in Thanet House or to dwelling houses in Thanet Place. The dormers would be set within the slope of the roof form so no adverse loss of light or outlook would occur. No loss of privacy would occur as the position of the dormer windows is such that they would not look back onto windows on the rear elevation of Thanet House. The dwelling houses in Thanet Place are already overlooked by the existing rear elevation windows of Thanet House and the proposal should not make matters significantly worse.
- 8.15 The proposed accommodation would need to comply with the Building Regulations (in terms of sound insulation) which should minimise noise and disturbance to the existing top storey occupiers of Thanet House.
- 8.16 Noise and disturbance from associated construction works would be inevitable, but given the minor nature of the proposed development, it would be over a

relatively short period of time. There is also existing environmental protection legislation as regards noise and disturbance related to construction works and both the Council and the London Mayor have produced good practice documents which the developer can be advised of through use of a planning informative.

- 8.17 The applicant acknowledges that there may be minimal noise at the outset whilst the insulation and flooring is installed, but advises they are will only carry works on site between the hours of 0900 hours to 1700 hours Monday to Friday.
- 8.18 The erection of scaffolding to carry out construction works is inevitable but again given the minor nature of the proposed development it would be in situ over a relatively short period of time.
- 8.19 The applicant advises that currently the existing flats utilise galvanised water storage tanks to provide water to each unit. Individual water supplies will be maintained to each unit during the construction phase and the contractor will work with all occupiers to ensure any requirement for service interruption is fully coordinated with occupiers needs. For the ongoing service the applicant advises the system will be amended to a mains supply service for all units with a single storage tank and booster pumps to maintain the necessary water pressure. The proposal would not lead to adverse disruption to existing electrical and gas services.
- 8.20 With regard to structural concerns the applicant advises the structural load bearing capability of the existing building has been assessed for the proposed conversion/extension of the existing roof space. Further surveying will be undertaken by a qualified structural engineer should planning approval be granted. Any strengthening necessary will be designed into the scheme by a professional structural engineer.
- 8.21 Given the concerns expressed by existing residents of Thanet House as regards out the impact of the works associated to the development on their amenity, it would be prudent to require the submission of a construction environmental management plan/construction logistics plan to the local planning authority for its approval to ensure the above issues are effectively considered and managed.

Transport

- 8.22 The site is in an area with a PTAL of 6a, which has an excellent rating for accessibility to public transport.
- 8.23 There is an existing car park area to the rear of the building accessed from Thanet Place. However, no parking is proposed for the new flats. A covered secure cycle storage for 7 cycles is proposed for the new flats within the car park area. This would be acceptable and details of the appearance of the enclosure could be secured by condition.

Sustainability

- 8.24 The development would be required to meet carbon reduction and water consumption. This matter can be secured by condition.

Environmental Issues

Water Resources and Flood Risk

8.25 The connection to existing drainage systems would be maintained.

Contamination

8.26 The applicant advises that an initial investigation showed no sign of asbestos but it may be that there is some on site when further investigation is carried out. If found, the material will be removed safely in accordance with the established protocol. The removal of asbestos, if found, would be subject to the Control of Asbestos Regulations 2012 which came into effect in April 2012 and which require removal works to be undertaken by a licensed contractor.

8.27 It would be prudent to require the submission of a contaminated land assessment to the local planning authority for its approval to ensure the above issues are effectively considered and managed where necessary.

9 OTHER PLANNING ISSUES

Refuse storage

9.1 It is proposed to site the refuse storage in a purpose built enclosure to the rear of the building. This would be acceptable and the appearance of the enclosure could be secured by condition.

9.2 Security

In terms of security, the development would increase natural surveillance of the adjacent properties.

Conclusions

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