

PART 6: Planning Applications for Decision

Item 6.4

1 SUMMARY OF APPLICATION DETAILS

Ref: 17/05264/FUL
 Location: 32-34 Fairview Road, Norbury, SW16 5PT
 Ward: Norbury
 Description: Demolition of existing garage and storage units on site, and the construction of a part two/part three/part four storey mixed use development consisting of 9 flats (1 x one bedroom, 7 x two bedroom and 1 x three bedroom) and x 1 commercial unit (B1(b),B1(c) and B2) with ancillary works to facilitate the proposal.
 Drawing Nos: SP01, BP02, 204 Rev A, 205 Rev A, 206 Rev A, 207,208,209,210,211
 Applicant: Stonebuild Developments Ltd
 Agent: Mr Mayur Vashee (Arc3 Architects)
 Case Officer: Matthew Carney

	Studio	1 bed	2 bed	3 bed
Flats	N/A	1 (1b2p)	7 (1x2b3p, 6x2b4p)	1 (3b5p)

Type of floorspace	Amount existing	Amount proposed
Residential	0 Sqm	426 Sqm
Commercial	495 Sqm	136 Sqm

Number of car parking spaces	Number of cycle parking spaces
1 Disabled Space	24 (18 Residential and 6 Commercial unit)

- 1.1 This application is being reported to Planning Committee at the request of Councillor Maggie Mansell and Love Norbury Residents Association. made representations in accordance with the Committee Consideration Criteria and requested committee consideration

2. RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission subject to:
- 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) Details of external facing materials, including samples
- 3) Construction logistics plan (including a construction environmental management plan)
- 4) Details of hard and soft landscaping (to incorporate SUDs where appropriate) and boundary treatments

- 5) Details of balustrade and privacy screening to terrace balconies
- 6) Details of cycle and refuse storage and electronic charging point
- 7) Car parking layout to be provided as specified in the application drawings prior to occupation
- 8) 19% reduction in carbon emissions
- 9) Water usage restricted to 110 litres per person per day
- 10) Installation of water butts
- 11) Removal of existing vehicular accesses from Fairview Road prior to occupation of the development
- 12) Tree protection measures during the construction process
- 13) The development shall be carried out in accordance with the recommendations of the noise impact assessment.
- 14) Delivery and service plan prior to occupation of the commercial unit
- 15) Hours of operation of commercial unit
- 16) Restriction on future occupiers from applying for on street parking permits
- 17) Time limit of 3 years
- 18) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Site notice removal
- 2) Community Infrastructure Levy
- 3) Developer to have regard to Council's Code of Practice 'Control of Pollution and Noise from Demolition and Construction Sites'
- 4) Developer to have regard to the Mayor of London's Best Practice Guidance 'The control of dust and emissions from construction and demolition'.
- 5) Wildlife protection
- 6) Network Rail Informatives
- 7) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal involves the demolition of the existing buildings and erection of a new part two/part three/part four storey building comprising a mixed use development consisting of 9 flats (1 x one bedroom, 7 x two bedroom and 1 x three bedroom) and x 1 commercial unit (B1(b),B1(c) and B2). The proposal would provide one disabled car parking space for the residential occupiers and 24 secure cycle storage spaces split between the residential and commercial uses.

Site and Surroundings

- 3.2 The application site currently comprises a collection of part single/part two storey buildings in commercial use (mixture B2/B8). The site is bounded to the north and east by the railway embankment and railway line, to the south by residential properties in Riche Road and to the west by the Fairview Medical Centre and residential properties in Fairview Road. The site has a PTAL rating of 4 and Fairview Road is within a controlled parking zone.

- 3.3 The surrounding area predominately comprises traditional two-storey terraced dwellings. The application site is located close to the Norbury District Centre and Norbury train station.

Planning History

- 3.4 The application site has been the subject of previous planning applications of relevance to this proposal including;

16/03916/GPDO – Use as 3 flats – Prior approval approved

16/05324/GPDO – Use as 3 flats – Prior approval approved

- 3.5 Pre-application advice was sought from the Council in early 2017 for the total redevelopment of the application site.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The principle of the use of the site for a mixed residential/commercial development is considered acceptable in policy terms.
- 4.2 The design, siting, scale and layout of the proposed development respects the character of the area and make efficient use of the land. The appearance respects the existing surrounding built form whilst remaining visually interesting and would use high quality materials.
- 4.3 The design, scale and massing would not harm the living conditions of the neighbouring residents. The layout of the proposal would ensure that suitable separation distances have been provided and would protect the privacy and amenity of neighbours.
- 4.4 The proposed flats would provide high quality living accommodation for future occupiers in accordance with London Plan standards.
- 4.5 The level of off street parking spaces would be suitable for number of flats proposed given the PTAL rating of the site. The provision of an electric vehicle charging point would meet the London Plan standards.

5 CONSULTATION RESPONSE / LOCAL REPRESENTATION

- 5.1 The application has been publicised by letter to the premises adjoining 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:

No of individual responses: 5 Objecting: 5 Supporting: 0

- 5.2 Councillor Maggie Mansell and Shafi Khan have raised an objection to the proposal on the basis of over development, parking pressures and impact of the construction process on local residents. In addition the Love Norbury Residents Association have objected to the proposal and their comments are included in the table below.
- 5.3 Network Rail have been consulted on the application given the proximity of the site to the railway line. They have no objection to the proposed development subject to a number of informatives that are recommended should permission be granted.

	In addition, given the high PTAL rating of the area, the impact will not be unacceptable, refer to paragraphs 6.21-6.25
<i>Highways and Transport</i>	
Insufficient parking in the area, development would impact upon parking in the area. Concerns raised about construction congestion and parking	Officers are satisfied that a suitable level of off street car parking has been provided for the development. Refer to paragraph 6.22-6.23 A Construction Logistics Plan would be secured by condition to ensure that congestion and parking of construction traffic would be controlled.
<i>Other</i>	
The GPDO approvals have no relevance to this proposal. The developer is avoiding providing affordable housing by proposing nine units. The applicant has provided details of comparative schemes that should not be compared to this proposal.	The GPDO approvals should be considered as a material consideration in the determination of this application and have been taken into account when reviewing the status of this application in planning policy terms. The local planning authority considers the application provides a suitable number of units given the constraints of the site, character of the area and the number of family sized units in the scheme is welcomed. The information provided in support of applications is assessed by the local planning authority and a decision is taken on the material as whole rather than based on individual elements of the information provided

6 RELEVANT PLANNING POLICIES AND GUIDANCE

- 6.1 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.
- 6.2 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

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

6.4 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

6.5 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

6.6 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
- 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

6.7 CLP1.1 & CLP2

6.8 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. 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.

6.9 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.

6.10 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

7 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact and consideration of density
3. Residential amenity of adjoining occupiers
4. Impact upon the Fairview Medical Centre
5. Housing quality for future occupiers
6. Highways and transport

7. Trees and landscaping
8. Sustainability and surface water run-off
9. Contaminated Land

Principle of development

The loss of employment/industrial floorspace

- 7.2 The Council adopts a '4-tier' approach to the retention and redevelopment of land and premises relating to industrial/employment activity, even where they are vacant or part vacant. The current use of the site as B8 and B2 means that the site falls into Category Tier 4 Scattered Employment Site as identified in Table 4.3 of the Croydon Local Plan: Strategic Policies and therefore policy SP3.2 applies. This approach is reinforced by The London Plan which identifies Croydon as a restricted borough for the managed release of industrial land.
- 7.3 In assessing the proposal in the context of Policy SP3.2 it is necessary to consider the prior approval granted in 2016 for the conversion of the B8 floorspace within the application site to residential. It is considered the Council is not able to resist the loss of B8 floorspace proposed by this application, on the basis that the applicant could implement the prior approval without any further consideration by the Council.
- 7.4 In relation to the B2 Use it is considered that the application satisfies the requirements of policy SP3.2 as a commercial unit with a greater internal area than the existing B2 unit is provided by this application. The application proposes that the unit could be used in any of the following uses Class B1 (b), B1(c) and B2 all of which would comply with permitted uses in Table 4.3. The range of uses have been considered and reduced to take into account that a B8 or D1 use may be an acceptable use of the commercial unit but further consideration on the local impacts would be necessary. It is therefore considered that the proposal achieves the expectations of the relevant policy in relation to employment use.

Housing provision

- 7.5 In considering this proposal the local planning authority has had regard to delivering a wide choice of homes in favour of sustainable development. In line with the principles of Chapter 6 of the NPPF, Policy 3.3 of the London Plan relating to increase housing stock; policy SP2.1 of the Croydon Local Plan in providing a choice of housing for all people at all stages of life in line and Policy H2 of the Croydon Unitary Development Plan in supplying new housing.
- 7.6 The proposal provides nine new homes for the borough, seven of the nine units proposed are two bed four person or three bed five person dwellings thus making an important contribution to the number of family sized units within the borough. The proposed residential use of the site is therefore supported.

Townscape and visual impact and consideration of density

- 7.7 The existing buildings on the site are a collection of single and two storey buildings that are in a relatively poor state of repair. The proposal involves the total demolition of the existing buildings and the erection of a part two, part three and part four storey building. The footprint of built form on the application site remains broadly similar to the existing situation. Whilst the new building would be taller than the existing, the

approach of stepping up the height of the proposal into the centre of the site ensures the transition between the neighbouring properties and the application site is successful.

- 7.8 A quality palette of materials providing a mixture between traditional and contemporary ensures that the proposed building fits within the context of the area. The variation in brickwork to create visual interest particularly in the large flank wall facing the medical centre and above and below windows within the front elevation is considered to be successful in breaking up the massing of the building. It is recommended that a condition requiring submission of samples to be submitted to the Council for approval is appropriate. It is also recommended that details of hard and soft landscaping are submitted including reinstating a kerb for the majority of the sites frontage prior to occupation of the development.
- 7.9 In terms of density, it should be noted that for an urban site with a PTAL rating of 4, the London Plan suggests that the appropriate density should be between 200-700 hr/ha. The site area measures 0.06 hectares in size and there would be 28 habitable rooms in total. The proposal would have a density of 451 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.
- 7.10 Having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

Residential amenity of adjoining occupiers

- 7.11 The main impact of the proposal would be on the adjoining properties in Roche Road and Fairview Road.
- 7.12 The properties on Roche Road are located approximately 15m from the two storey side elevation of the proposed building. There are no windows within the side elevation ensuring that, subject to an appropriate level of screening on the proposed balconies, the proposal will not result in any overlooking of the rear elevations and amenity spaces of the properties on Roche Road. Whilst the proposal does increase the mass of the buildings present on the site and result in the loss of some existing trees, it is sympathetically designed to 'step up' in height away from the boundary of the site and therefore the building will not result in an unacceptable visual impact for the properties on Roche Road. Given that properties in Roche Road are located to the south east of the application site, there will not be any unacceptable overshadowing.
- 7.13 The properties on Fairview Road are located to the south west of the application site on the opposite side of Fairview Road. It is considered that sufficient distance exists between the application site and these properties to ensure that any impact upon the properties would not be sufficiently harmful to warrant refusal.
- 7.14 Whilst it is accepted that the development will result in an intensification in the use of the site, given that the site has been in commercial use for a significant period of time it is not considered the proposed development would result in a harmful level of undue noise, light or air pollution.

Impact upon Fairview Medical Centre

- 7.15 The Fairview Medical Centre is located immediately to the north west of the application site and the access to the medical centre and its car park is adjacent to the site on Fairview Road. The medical centre and Croydon CCG are concerned about the impact of this proposal on the operation of the medical centre during and after construction of the proposed building, their concerns predominately relate to maintaining safe access, a reduction in the level of available car parking in the vicinity and the building will dominate the street. The medical centre considers that the proposal has the potential to put at risk their future in this location.
- 7.16 It is acknowledged that Fairview Medical Centre has a valued role in providing medical care for a significant number of people in the local area, however, it is considered that subject to suitable mitigations the development can be constructed without having a detrimental impact upon the operation of the medical centre. Taking the impact of the construction phase of the development, it is recommended to apply a condition requiring a construction logistics plan to be submitted prior to any works being undertaken on the site. A construction logistics plan sets out matters including working hours on site, when and how deliveries should be undertaken including facilities for the loading and unloading of plant and materials and parking for site operatives. It is considered that subject to tight controls set out in an appropriate construction logistics plan the impact of construction can be successfully mitigated. Turning to the other matters raised by the medical centre including car parking and the size of the building it is considered these matters are addressed elsewhere in this report.

Housing quality for future occupiers

- 7.17 The proposal would comply with internal dimensions required by the Nationally Described Space Standards (NDSS) and all units are in excess of the minimum GIA requirements as set out in the NDSS.
- 7.18 The internal layouts would be acceptable with adequate room sizes and each flat has a dual aspect. The site is located in close proximity to the railway line and therefore a noise impact assessment has been submitted to demonstrate that subject to suitable mitigations the living environment will not be unacceptably harmed by the noise generated by the railway. Turning to the amount of daylight and sunlight received by each flat, a detailed assessment has been provided by the applicant which confirms that "the proposed design satisfies all of the requirements set out in the BRE guide 'Site Layout Planning for Daylight and Sunlight'".
- 7.19 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 with the requirement increasing by 1sqm per additional occupant. Each unit is provided with required level of amenity space either with private gardens or as balconies.
- 7.20 The proposal is considered to result in a high quality development offering a variety of housing types all with adequate amenities and a good standard of accommodation for future occupiers.

Highways and transport

- 7.21 The site is located within an area of good public transport accessibility (PTAL level 4 on a scale of 1a-6b where 6b is the most accessible). The site is well located for bus

routes and in close proximity to Norbury Train Station which is approximately a 5 minute walk from the site.

- 7.22 The site is within an established Controlled Parking Zone (CPZ) and one disabled car parking space is provided for the proposed flats (this parking space will be provided with an electronic charging point). The Strategic Transport Team are satisfied with the level of car parking provision subject to a condition to restrict any future occupiers of the flats (with the exception of disabled persons) from applying for parking permits within the CPZ. This will ensure that the scheme does not result in an unacceptable level of parking within the vicinity of the application site and conforms to the Council's policy of encourage sustainable forms of transport.
- 7.23 In relation to the proposed commercial unit, no car parking provision is provided which is considered acceptable by the Council's Strategic Transport Team given the good accessibility of the area. It is considered appropriate to apply a condition that requires the submission of a delivery and service plan prior to the occupation of the unit. This will allow the Council to consider the acceptability of the proposed arrangements to ensure that neighbouring occupiers do not experience disruption.
- 7.24 Details on cycle storage have been provided and demonstrate that the application proposes a sufficient level of cycle parking for the proposed uses, the ground floor residential units have innovatively used internal storage space which is considered an acceptable solution in providing cycle storage without detrimentally impacting upon available amenity space and the streetscene.
- 7.25 The bin storage is located internally within the building and is separated between residential and commercial uses. Both bin stores are located inside the 20 metres from the highway requested by the Council's waste management and considered sufficient to accommodate the waste and recycling generated by the proposal.

Trees and landscaping

- 7.26 The trees along the south-eastern boundary will need to be removed to facilitate the development, the nine trees have been assessed and are considered to be Grade C in terms of their quality and life expectancy. There are also six trees proposed to be removed along the northern boundary of the site, however, the seven trees that are retained and will continue to provide a screen between the development and the railway line. The Council's Tree Officer has been consulted on the proposal and is satisfied with the works proposed given the low quality of the trees proposed to be removed. Network Rail have also been consulted on the proposal and raise no objection subject to the applicant entering into an agreement with them before works begin.
- 7.27 A scheme for hard and soft landscaping will be secured by condition and will provide some mitigation for the loss of the existing trees/shrubs.
- 7.28 The application site is not near an area of special scientific interest or a site of nature conservation value. With regard to wildlife, it is recommended for an informative to be placed on the decision notice to advise the applicant to see the standing advice by Natural England in the event protected species are found on site.

Sustainability and Surface Water Run-Off

- 7.29 Conditions would secure a 19% carbon dioxide emission reduction and a water use target of 110L per head per day thereby meeting sustainability targets.
- 7.30 The site is outside of an area at risk of surface water flooding, but is within the critical drainage area. The site in its existing condition is covered by buildings and hard standing therefore this proposal has the potential to improve the current situation through the use of the soft landscaping and water butts attached to downpipes on the proposed building. Given the scale of the proposed development, officers are satisfied that this matter can be adequately addressed with by condition.

Conclusions

- 7.31 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard and subject to the provision of suitable conditions the scheme is acceptable in relation to residential amenity, transport, and sustainability matters. Thus the proposal is considered in general accordance with the relevant polices.
- 7.32 All other relevant policies and considerations, including equalities, have been taken into account.