

Item No. 7.4	Classification: OPEN	Date: 23 July 2013	Meeting Name: Planning Sub-Committee A
Report title:	Development Management planning application: Application 13/AP/1594 for: Full Planning Permission Address: FORMER POLICE STATION, 97 CRYSTAL PALACE ROAD, LONDON SE22 9EY Proposal: Conversion of former police station to residential flats (4 no.), incorporating ground floor side extension with terrace on top, and roof extensions; and erection of a terrace of 5 dwellings on basement, ground, first, second and third floor levels on land to the rear of the site fronting Upland Road, landscaping and other works incidental to the site.		
Ward(s) or groups affected:	Peckham Rye		
From:	Head of Development Management		
Application Start Date	29/05/2013	Application Expiry Date	24/07/2013
Earliest Decision Date	29/06/2013		

RECOMMENDATION

- 1 Grant detailed planning permission, subject to conditions.

BACKGROUND INFORMATION

- 2 This application is referred to members for a decision at the request of two Councillors and with agreement of the Chair of the Planning Committee.

Site location and description

- 3 The application site refers to the former Police Station at 97 Crystal Palace Road. The existing use is Sui Generis and was vacated in May 2013. The site occupies a large corner plot on Crystal Palace Road and Upland Road. The site frontage is onto Crystal Palace Road; however the larger frontage is on Upland Road.
- 4 The existing buildings on site comprise a residential style Victorian building rising to two storeys and incorporating a part two/part single storey extension. Vehicular access is gained from Upland Road. The site is not listed, nor is it located within a conservation area.

Details of proposal

- 5 Planning consent is sought for the change of use of the redundant police station and conversion/redevelopment to provide 9 dwellings.
- 6 The existing police station building will be converted and extended with a roof extension and side extension to provide 4 self contained flats (2 one bedrooms, 1 two bedrooms and 1 three bedrooms).

- 7 Further development will take place along the Upland Road frontage to provide 5 terraced dwellings. Four of these dwellings will be three storeys with roof accommodation and the fifth, end of terrace property, will be two storeys with roof accommodation. The dwellings will all be four bedroom units with the exception of the end of terrace unit which will have three bedrooms.
- 8 Each dwelling will benefit from front and rear gardens in addition to rear roof terraces. The flatted dwellings will each benefit from terraces and balconies in addition to individually allocated areas of garden ground to the rear.

Planning history

None relevant

Planning history of adjoining sites

- 9 None of relevance.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

- 10 The main issues in this case are:
 - a) The principle of the development in terms of land use and conformity with strategic policies and the National Planning Policy Framework 2012.
 - b) The impact on the visual and residential amenity of the area.
 - c) The quality of residential accommodation proposed.
 - d) Transport impacts.
 - e) All other relevant material planning considerations.

Planning policy

Core Strategy 2011

- 11 SP1 - Sustainable development
SP2 - Sustainable transport
SP5 - Providing new homes
SP11 – Open spaces and wildlife
SP12 - Design and conservation
SP13 - High Environmental standards

Southwark Plan 2007 (July) - saved policies

- 12 The Council's cabinet on 19th March 2013, as required by Para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

- 13 Policy 3.2 – Protection of amenity
Policy 3.11 – Efficient use of land
Policy 3.12 – Quality in design
Policy 3.13 – Urban design
Policy 3.14 – Designing out crime
Policy 4.2 – Quality of residential accommodation
Policy 5.2 – Transport impacts
Policy 5.3 – Walking and cycling
Policy 5.6 – Car parking
- 14 Residential Design Standards

National Planning Policy Framework (NPPF)

- 15 Section 6 - Delivering a Wide Choice of Family Homes
Section 7 - Requiring Good Design

Principle of development

- 16 In land use terms there are no objections to extending the building for residential use and there will be no conflict of use detrimental to amenity. The site lies within a residential area and the existing use is Sui Generis. As such there are no in principle objections to a change of use from Sui Generis to residential. Any residential development on site would need to provide a high standard of accommodation complying with the requirements of the Supplementary Planning Document: Residential Design Standards 2011 and the relevant saved policies and strategic policies of The Southwark Plan 2007 (July) and The Core Strategy 2011 (April).

Environmental impact assessment

- 17 The proposal lies outwith the scope of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

- 18 In terms of amenity impacts, the main issues surround privacy, overlooking, sense of enclosure and daylight/sunlight to the dwelling at 95 Crystal Palace Road. The rear garden ground of 95 Crystal Palace Road will be subjected to a more intense level of overlooking than at present largely due to the fact that the section of the site along Upland Road has remained undeveloped. The addition of the proposed dwellings will enclose the site however not to the extent where amenity will be significantly compromised.
- 19 The extent of the glazing on the rear elevations of the proposed dwellings and the conversion of the Police Station has an acceptable solid to void ratio thereby reducing the intensity of any potential overlooking. Additionally, the rear glazing will be angled to the east thereby only affording oblique views of the rear garden ground of 95 Crystal Palace Road. It should be noted that the terraced dwellings steps down significantly to two storey (with roof accommodation) at the closest point to 95 Crystal Palace Road, thereby mitigating any adverse impacts in terms of a sense of enclosure and resulting in lower building heights that are uncharacteristic of this section of Upland Road.
- 20 In terms of daylight and sunlight the main impact of the development will be on 95 Crystal Palace Road as the remaining neighbouring dwellings on Upland Road sit due

south of the application site and as such will be unaffected in terms of sunlight. 95 Crystal Palace Road is the nearest sensitive premises sitting to the north of the application site and in terms of sun paths; the main impact will be in the morning/early afternoon. In order to retain good levels of daylight, the Vertical Sky Component should remain at 27% or above. All but one of the windows in 2-8 Upland Road will retain VSC at 27% or more. The window that falls below this standard will retain a level of 26% and as such this is considered acceptable as it is only marginally below 27%.

- 21 95 Crystal Palace Road has several rooms which are already below 27% VSC. Window Number 1 on the daylight and sunlight report is the most affected with a reduction in VSC from 28% to 16% however this a secondary window to the living room which is also served by window 0 that will retain a VSC of 33% and as such complies with the guidelines. The remaining affected windows at 95 Crystal Palace Road are windows 3 and 5 which serve a kitchen and dining room respectively. Window 3 will see a reduction in VSC from 19% to 18% whilst window 5 will see a reduction from 18% to 16%. In both cases the existing rooms are already well below 27% and the proposed reduction is marginal. It should be noted that there will be a reduction in direct sunlight to the rear garden of 95 Crystal Palace Road in winter when the sun is low in the sky. This may be mitigated by the fact that the most affected area relates to the rearmost section of what is a very deep rear garden and will be less used in winter. In summer the garden will receive direct sunlight during the day and as such this is considered acceptable on balance.

Quality of accommodation

- 22 Saved policy 4.2 Quality of Accommodation and the Residential Design Standards SPD seek to ensure that the new dwellings are of a good size and provide amenity space for future occupiers. All dwellings are dual aspect with cross ventilation with access to private amenity space with the exception of Flat 3 which will only benefit from a short terrace area however this is considered acceptable on balance as it is a one bedroom unit.
- 23 All rooms meet the minimum floorspace requirements of the SPD: Residential Design Standards. The bedrooms within the basement of the Police Station achieve Average Daylight Factors in excess of 1 and as such comply with BRE guidelines. The remainder of the development will have good access to daylight/sunlight and outlook.

Impact of adjoining and nearby uses on occupiers and users of proposed development

- 24 There will be no conflict of use detrimental to amenity.

Transport issues

- 25 The proposed development provides no parking. The site is not located within a CPZ and the creation of an additional 26 bedrooms will have the potential to significantly increase the current levels of on-street parking however the site has a PTAL rating of 4 representing 'good' access to public transport. Parking surveys have been undertaken as detailed in the Transport Assessment and taken together with the Case Officers daytime and evening site visits suggests that there is existing parking capacity at the site and within the immediate area. The removal of the Police Station operation will result in reduced servicing and as such a reduced impact on the local road network, surrounding streets. Cycle parking is being provided in excess of the minimum requirements and is considered to be safe, secure, covered and convenient. The refuse and cycle storage area is shared at the moment and this needs to be segregated however this can be accomplished with plan revisions and as such will be

a conditioned requirement of any consent issued.

Design issues

- 26 Saved policies 3.12 Quality in Design and 3.13 Urban Design of the Southwark Plan and Strategic Policy 12 Design and Conservation of the Core Strategy seek a high standard of design for new buildings.
- 27 Police Station - In design terms the scale and massing of the proposed side and roof extensions are considered acceptable. The proposed side extension is similar in height to the existing side extension however the length of the current extension will be significantly reduced and as such there will be a reduced impact on the streetscene. The high level window will help reduce the perception of bulk on what is otherwise a stark and bland elevation whilst ensuring that there will be no amenity impacts for the dwelling this window serves. With regards to the roof development the scale of the dormer window is acceptable as it is set below the ridge line and set in from the side boundaries. This would ensure that it takes the form and appearance of a roof extension as opposed to the addition of a second floor level. The two dormers, each serving a flat, are of an acceptable scale and design.
- 28 Proposed Dwellings - The proposed dwellings continue the eaves line from the existing neighbouring block on Upland Road and the fenestration forms a relationship to the existing horizontal emphasis evident on the existing Upland Road block. It is acknowledged and appreciated that the horizontal emphasis cannot be replicated on the proposed dwellings as no commercial use is being proposed at ground floor level. The fenestration appears to have a hierarchy and the proposed dwellings appear to be a comfortable addition to the local street scene. The end of terrace dwelling steps down to meet its neighbour the former police station and this is a suitable approach. The rear dormer windows are articulated to show some roof space around the dormer profiles and the scale would be appropriate and would not dominate the roof space. Materials should be a conditioned requirement of any consent issued.

Impact on character and setting of a listed building and/or conservation area

- 29 There will be no adverse impact on any listed buildings or conservation areas.

Impact on trees

- 30 The two trees to the front of the site on Crystal Palace Road will be removed. These trees are of low to medium quality and are not protected by either a formal or provisional Tree Preservation Order. A Sycamore tree is located within the garden ground of 95 Crystal Palace Road and some tree surgery works will be required such as pruning and root treatment. This tree lies within the neighbouring site and is not formally protected. As the tree lies within the adjacent site outside the applicants ownership, agreement will need to be sought between the applicants/owner of 95 Crystal Palace Road in order to permit/facilitate work. This planning consent does not grant permission for any works to this tree as it lies outside the development site and as such is a civil matter to be resolved between the applicant and the neighbouring party. A condition requiring replanting and a landscaping scheme, including protection of the Sycamore tree during construction works is a suitable approach.

Planning obligations (S.106 undertaking or agreement)

- 31 No planning obligations are required for a development of this size.

Sustainable development implications

- 32 The development will achieve Code for Sustainable Homes Level 4 and will incorporate air source heat pumps, solar thermal panels and photovoltaic panels representing a 42% saving in CO2 emissions.

Other matters

- 33 S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL as a material “local financial consideration” in planning decisions. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail. CIL is payable on the proposed floorspace which comes to a total of 1338 square metres equating to a payment of £46,830.

Conclusion on planning issues

- 34 In planning terms the proposed development is a well designed addition to the streetscene that will reflect the existing building lines and local character. The proposal will have no significant adverse impact on residential or visual amenity and will provide sustainable family homes. The proposal complies with the relevant development plan policies and is considered to be sustainable development in line with the NPPF. As such it is recommended, on balance, that detailed planning permission be granted subject to conditions.

Community impact statement

- 35 In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.
- 36 a) The impact on local people is set out above.
- 37 b) There are no issues relevant to particular communities/groups.
- 38 c) There are no likely adverse or less good implications for any particular communities/groups.

Consultation

- 39 Details of consultation and any re-consultation undertaken in respect of this application are set out in Appendix 1.

Consultation replies

- 40 Details of consultation responses received are set out in Appendix 2.

- 41 Summary of consultation responses

Following neighbour consultation there have been five letters of objection and one letter of support. The main points of the letters of objection have been summarised and addressed below;

- 42 Objection - The proposal is excessive in height and not in keeping with the area.
Response - The proposed dwellings reflect the height of the existing dwellings on this section of Upland Road and they step down towards the junction with Crystal Palace Road. The scale and massing of the dwellings is considered acceptable.
- 43 Objection - The development will result in an increase in parking problems.
Response - The proposed development provides no parking. The site is not located within a CPZ and the creation of an additional 26 bedrooms will have the potential to significantly increase the current levels of on-street parking however the site has a PTAL rating of 4 representing 'good' access to public transport. Parking surveys have been undertaken as detailed in the Transport Assessment and taken together with the Case Officers daytime and evening site visits suggests that there is existing parking capacity at the site and within the immediate area.
- 44 Objection - The development will result in a loss of daylight and sunlight to surrounding properties.
Response - In terms of daylight and sunlight the main impact of the development will be on 95 Crystal Palace Road as the remaining neighbouring dwellings on Upland Road sit due south of the application site and as such will be unaffected in terms of sunlight. 95 Crystal Palace Road is the nearest sensitive premises sitting to the north of the application site and in terms of sun paths, the main impact will be in the morning/early afternoon. 95 Crystal Palace Road has several rooms which are already below 27% VSC. Window Number 1 on the daylight and sunlight report is the most affected with a reduction in VSC from 28% to 16% however this a secondary window to the living room which is also served by window 0 that will retain a VSC of 33% and as such complies with the guidelines. The remaining affected windows at 95 Crystal Palace Road are windows 3 and 5 which serve a kitchen and dining room respectively. Window 3 will see a reduction in VSC from 19% to 18% whilst window 5 will see a reduction from 18% to 16%. In both cases the existing rooms are already well below 27% and the proposed reduction is marginal. It should be noted that there will be a reduction in direct sunlight to the rear garden of 95 Crystal Palace Road in winter when the sun is low in the sky. This may be mitigated by the fact that the most affected area relates to the rearmost section of what is a very deep rear garden and will be less used in winter. In summer the garden will receive direct sunlight during the day and as such this is considered acceptable on balance.
- 45 Objection - The terraces on the dwellings will result in overlooking.
Response - It is not considered that the small terraces on the dwellings will result in a significant level of overlooking. The terraces are secondary to the rear gardens and are 900mm in depth which is particularly narrow and as such will largely be used for ventilation purposes as opposed to being a functioning amenity space.
- 46 All other comments received in response to the proposed development have been summarised and addressed below;
- 47 Design and Conservation – Recommend conditions to secure suitable boundary treatment.
Response – Noted and agreed, the relevant condition will be attached to any consent issued.
- 48 Environmental Protection - No response.
Response - Suitable land contamination conditions should be imposed on any consent issued due to the previous use of the site.
- 49 Transport – No response to date.
Response – As previously noted independent parking surveys have been undertaken

as detailed in the Transport Assessment and taken together with the Case Officers daytime and evening site visits suggests that there is existing parking capacity at the site and within the immediate area.

- 50 Urban Forester – Conditions on tree protection, landscaping and re-planting.
Response - A condition requiring replanting and a landscaping scheme, including protection of remaining trees (including the Sycamore tree at 95 Crystal Palace Road) during construction works should be imposed on any consent issued.
- 51 Thames Water - No objection
Response - Noted.

Human rights implications

- 52 This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.
- 52 This application has the legitimate aim of providing housing. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2598-97 Application file: 13/AP/1594 Southwark Local Development Framework and Development Plan Documents	Chief executive's department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5365 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Gary Rice, Head of Development Management	
Report Author	Terence McLellan, Senior Planning Officer	
Version	Final	
Dated	23 July 2013	
Key Decision	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance & Corporate services	No	No
Strategic Director, Environment and Leisure	No	No
Strategic Director, Housing and Community Services	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team	11 July 2013	

APPENDIX 1

Consultation undertaken

Site notice date: 04/06/2013

Press notice date: not required.

Case officer site visit date: 04/06/2013

Neighbour consultation letters sent: 06/06/2013

Internal services consulted:

Design and Conservation
Environmental Protection
Transport
Urban Forester
Waste Management

Statutory and non-statutory organisations consulted:

Thames Water

Neighbours and local groups consulted:

06/06/2013 95 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 UPLAND TAVERN 90 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 7 UPLAND ROAD LONDON SE22 9EE
06/06/2013 92A CRYSTAL PALACE ROAD LONDON SE22 9ER
06/06/2013 92B CRYSTAL PALACE ROAD LONDON SE22 9ER
06/06/2013 11 UPLAND ROAD LONDON SE22 9EE
06/06/2013 86B CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 88 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 86A CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 97 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 89 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 FIRST FLOOR AND SECOND FLOOR FLAT 5 UPLAND ROAD LONDON SE22 9EE
06/06/2013 91B CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 9 UPLAND ROAD LONDON SE22 9EE
06/06/2013 GARAGE A REAR OF 11 UPLAND ROAD LONDON SE22 9EE
06/06/2013 GARAGE B REAR OF 11 UPLAND ROAD LONDON SE22 9EE
06/06/2013 91A CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 REAR OF 1 TO 3 UPLAND ROAD LONDON SE22 9EE
06/06/2013 93B CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 2A NORTH CROSS ROAD LONDON SE22 9EU
06/06/2013 99A CRYSTAL PALACE ROAD LONDON SE22 9ES
06/06/2013 93A CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 3 UPLAND ROAD LONDON SE22 9EE
06/06/2013 2A UPLAND ROAD LONDON SE22 9EE
06/06/2013 2B NORTH CROSS ROAD LONDON SE22 9EU
06/06/2013 2C NORTH CROSS ROAD LONDON SE22 9EU
06/06/2013 FLAT 3 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 4 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 1 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 2 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 7 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 8 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 5 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 FLAT 6 10-12 UPLAND ROAD LONDON SE22 9EJ
06/06/2013 15B UPLAND MEWS UPLAND ROAD LONDON SE22 9EE
06/06/2013 8B UPLAND ROAD LONDON SE22 9EE
06/06/2013 9 UPLAND MEWS UPLAND ROAD LONDON SE22 9EE

06/06/2013 13 UPLAND MEWS UPLAND ROAD LONDON SE22 9EE
06/06/2013 FLAT 1 92 CRYSTAL PALACE ROAD LONDON SE22 9ER
06/06/2013 3A UPLAND ROAD LONDON SE22 9EE
06/06/2013 7A UPLAND ROAD LONDON SE22 9EE
06/06/2013 4 UPLAND ROAD LONDON SE22 9EE
06/06/2013 6 UPLAND ROAD LONDON SE22 9EE
06/06/2013 101 CRYSTAL PALACE ROAD LONDON SE22 9ES
06/06/2013 99 CRYSTAL PALACE ROAD LONDON SE22 9ES
06/06/2013 94 CRYSTAL PALACE ROAD LONDON SE22 9ER
06/06/2013 1C UPLAND ROAD LONDON SE22 9EE
06/06/2013 1 UPLAND ROAD LONDON SE22 9EE
06/06/2013 1B UPLAND ROAD LONDON SE22 9EE
06/06/2013 2 UPLAND ROAD LONDON SE22 9EE
06/06/2013 LIVING ACCOMMODATION 90 CRYSTAL PALACE ROAD LONDON SE22 9EY
06/06/2013 8A UPLAND ROAD LONDON SE22 9EE

Re-consultation:

Re-consultation not required.

APPENDIX 2

Consultation responses received

Internal services

Design and Conservation

Statutory and non-statutory organisations

Thames Water - No objections.

Neighbours and local groups

Crystal Palace Road Nos. 88, 91B, 93A

Upland Road No. 2

Email (no address given)