

1.0 APPLICATION DETAILS

Ref: 22/05363/FUL
Location: Best Western, 122 Church Road, Upper Norwood, London, SE19 2UG
Ward: Crystal Palace and Upper Norwood
Description: Part demolition and construction of lower ground and ground floor rear extensions to accommodate additional hotel space, with a rear infill at first and second floor and other associated works
Drawings: 221 P1, 222 P2, 014 P1, 215 P1, 007 P1, 006 P1, 005 P1, 004 P1, 008 P1, 214 P1, 213 P1, 216 P1, 232 P1, 234 P1, 200 P1, 223 P3
Statements: Planning Heritage and Design and Access Statement, Arboricultural Impact Assessment & Method Statement Report, Fire Safety Planning Statement
Agent: Icen Planning
Case Officer: George Clarke

1.1 This application is being reported to Planning Committee in accordance with the following committee consideration criteria:

- Objections above the threshold in the Committee Consideration Criteria have been received
- A referral to committee has been received from Councillor Claire Bonham

2.0 RECOMMENDATION

2.1 That the Planning Committee resolve to GRANT planning permission.

2.2 That the Director of Planning and Sustainable Regeneration has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Three-year time limit for commencement.
2. Requirement for development to be carried out in accordance with the approved drawings and reports.

Pre-Commencement of Development Conditions

3. Submission and approval of obscure glazing details for the dining room
4. Submission and approval of a Construction Management Plan and Construction Logistics Plan.
5. Submission and approval of material details
6. Submission and approval of design details including 1:20 sections
7. Submission and approval of landscaping details

8. Submission and approval of sustainable drainage systems

Compliance Conditions

9. Roof of the extensions not to be used as a balcony or terrace
10. Rooms to be used in accordance with C1 use class only
11. In accordance with Arboricultural Impact Assessment & Method Statement Report
12. In accordance with Fire Safety Statement
13. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

INFORMATIVES

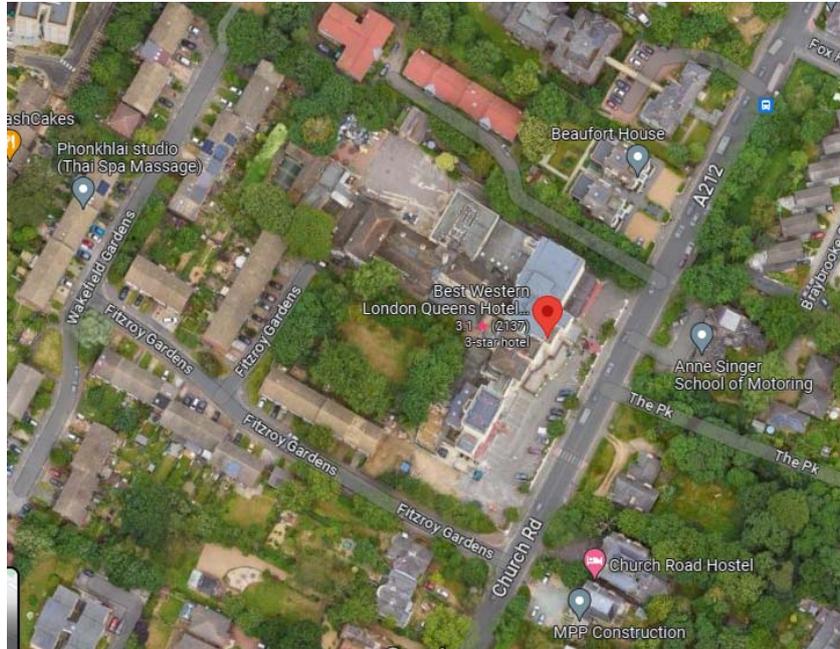
1. Community Infrastructure Levy
 2. Code of practice for Construction Sites
 3. Compliance with Building/Fire Regulations
 4. Construction Logistics Informative
 5. Any other informative(s) considered necessary by the Director of Planning and Strategic Transport
- 2.3 That the Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the Church Road Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The application seeks planning permission for demolition at lower ground floor level and construction of a new lower ground floor and ground floor extension, to contain hotel rooms at lower ground floor and a dining area at ground level. A first and second floor rear infill extension is also proposed to contain new hotel rooms. The alterations are to the south western section of the site.
- 3.2 The lower ground and ground floor extension would project 6.2m beyond the existing rear wall. At the closest point it would be set in 2.3m from the rear boundary line. The height would be 7.4m as measured from the ground level at the rear of the site. The addition would have a flat roof, be metal clad at ground floor and feature a glazed west facing wall. The lower ground floor would be finished in buff brick.
- 3.3 A rear infill extension is also proposed at first and second floor level. This would be 5.5m wide by 3.4m deep. The design would emulate the existing building in terms of the roof, the style and proportion of windows and render finish.
- 3.4 The proposal would result in a net increase of 6 hotel rooms as well as providing a new dining area. The dining area is to be used by residents of the hotel.
- 3.5 No changes to the servicing and parking arrangements on site are proposed.

Site and Surroundings



(Figure 1: Aerial image of the hotel)

- 3.6 The site falls within the Church Road Conservation Area and Queen's Hotel is a locally listed building (dating from around 1854). The only part of the original building which remains reasonably intact is the central element of the building which fronts onto Church Road. Church Road is designated as a London Distributor Road. To the north (approximately 150 metres) is the boundary of the Upper Norwood District Centre.
- 3.7 The hotel occupies a prominent position on the street, due to its large scale and massing set on a variety of planes. It is faced with stucco and decorative treatments, including a projecting cornice supported by brackets, quoins and open balustrading.
- 3.8 The hotel is operational with 330 rooms and 63 car parking spaces (ratio of 0.19 spaces per room). The Public Transport Accessibility Level (PTAL) is 3, which is moderate.
- 3.9 To the west is Regency Gardens which provides communal amenity space for the houses in Fitzroy Gardens. The area to the south of the site is mostly residential, with a mixed character of hotel, office and residential accommodation to the north. The land level drops significantly towards the rear of the site; ground level is taken at the front of the site.

3.10 112-116 Church Road (immediately to the north-east) and 181-203 Church Road are locally listed buildings. Also 124-128 Church Road (to the south-west) are statutorily listed.

Planning History

3.11 There is significant planning history for this site the most relevant of which is:

08/03440/P Alterations; use of mews block as staff accommodation.
Granted October 2008.

12/01967/P Installation of replacement white aluminium windows in front and rear block extensions
Granted January 2013.

12/03242/P Construction of canopy to north part of building.
Granted May 2013.

12/02331/P Erection of a four-storey front/side extension with accommodation in the roof-space to provide an additional 25 bedrooms.
Refused October 2013

13/02919/P Erection of external lift at entrance.
Refused October 2013.

14/03670/P Installation of glazing to the northern flank elevation at lower ground floor level.
Granted November 2014.

14/03472/P Erection of four storey front/side extension (including lower ground, ground, first and second floors) to provide an additional 24 rooms; alteration of car parking arrangement and associated landscaping works.
Granted April 2015.

15/02363/LP Removal of existing internal fittings and the construction of internal partitions and fittings. The application also sought to create an additional 64 bedrooms in connection with the existing Use Class C1 - Hotels.
Granted September 2015.

15/05742/P Installation of new windows to the northern flank elevation at lower ground floor level to provide natural light to 5 hotel guest rooms.
Granted March 2016

17/02192/FUL Demolition of existing buildings to the centre and rear of the site and existing extensions to the roof, and the construction of a new spine building including glazed link to part retained mews building, an extension from the southwestern facing elevation of the existing locally listed building, a single storey extension to the restaurant,

subterranean accommodation, parking, a swimming pool and servicing space, to create a total of 530 hotel rooms and 170 vehicle parking spaces, the re-cladding of the 1970's extension with ground floor canopy, provision of enhanced landscaping across the site including 3 coach parking spaces to the front, formation of a vehicle access and the adaption of existing entrance to the hotel.

Refused November 2017

17/04332/FUL Erection of a ground and lower ground floor rear extension, to accommodate additional ancillary hotel space, and associated works.

Granted October 2017.

17/06175/CONR Variation of Condition 2 (attached to planning approval 08/03440/P) for alterations and use of mews block as staff accommodation.

Granted April 2018

18/01086/FUL Replacement of existing window on east elevation

Granted April 2018

18/01834/LE Lawful commencement of development approved under application reference 14/03472/P for Erection of four storey front/side extension (including lower ground, ground, first and second floors) to provide an additional 24 rooms; alteration of car parking arrangement and associated landscaping works.

Granted May 2018

18/02531/FUL Erection of a ground and lower ground floors rear extension, to accommodate additional hotel space and associated works.

Granted August 2018

18/00831/FUL The demolition of existing buildings to the centre and rear of the site and existing extensions to the roof, and the construction of a new spine building including a glazed link to part retained mews building, an extension from the southwestern facing elevation of the existing locally listed building, a single storey extension to the restaurant, five subterranean levels which provide parking, a swimming pool and servicing space, to create a total of 495 hotel rooms and 207 vehicle parking spaces, the re-cladding of the 1970's extension, provision of enhanced landscaping across the site including 5 coach parking spaces to the front, and the adaption of existing entrance to the hotel.

Allowed at appeal May 2019

20/00533/FUL Demolition of rear building and rear shed.

Granted April 2020

21/00760/FUL Proposal for an enclosed platform lift for disabled access at the hotel entrance.

Refused April 2021

21/03626/FUL Proposed wheelchair stair lift for disabled access at the Queens Hotel entrance.

Granted August 2021

21/02959/NMA Non material amendment to planning permission 18/00831/FUL to alter the wording of several conditions

Granted April 2022

21/02960/NMA Non material amendment to planning permission 18/00831/FUL for alterations to the rear dining area.

Granted April 2022

22/02063/LE Lawful implementation of planning application 18/00831/FUL for 'The demolition of existing buildings to the centre and rear of the site and existing extensions to the roof, and the construction of a new spine building including a glazed link to part retained mews building, an extension from the southwestern facing elevation of the existing locally listed building, a single storey extension to the restaurant, five subterranean levels which provide parking, a swimming pool and servicing space, to create a total of 495 hotel rooms and 207 vehicle parking spaces, the re-cladding of the 1970's extension, provision of enhanced landscaping across the site including 5 coach parking spaces to the front, and the adaption of existing entrance to the hotel.'

Granted July 2022

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of providing an extension to the hotel is acceptable.
- The design and appearance of the development is acceptable. Planning conditions are recommended to ensure that the development would use high quality materials and have good quality landscaping.
- The living conditions of adjoining occupiers would be protected from harm, as would the Regency Gardens communal space. Planning conditions are recommended to ensure this.
- The proposal's impact upon the local transport network is considered acceptable.
- The proposal's impact on trees and biodiversity is acceptable.

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 72 neighbouring properties were notified of the application and invited to comment. A site notice was erected on 19/01/2023 and the application was publicised in the local press on 12/03/2022.

- 6.2 A re-consultation was carried out as the description of development was amended to incorporate the rear infill extension at first and second floor level. Letters were sent to neighbours on 10/05/2023. A new site notice was erected, and the application was publicised in the local press on 10/05/2023.
- 6.3 A total of 38 comments were received, all objecting to the application.
- 6.4 The following local groups/societies made representations:
- The Norwood Society (objecting)
 - Fitzroy Wakefield Residents Association (objecting)
- 6.5 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

SUMMARY OF OBJECTIONS	RESPONSE
Principle of development	
Overdevelopment	See paragraphs 8.4-8.11
Overcrowding of the hotel and use by asylum seekers	See paragraphs 8.16 and 8.32
Design	
Harmful appearance out of keeping with the locally listed building and conservation area	See paragraphs 8.6-8.11
Dominant in scale to neighbours	See paragraphs 8.6-8.11
Amenity	
Lack of daylight for rooms	See paragraph 8.32
Small and low quality rooms	See paragraph 8.33
Overlooking of Regency Garden	See paragraph 8.15
Noise from use	See paragraph 8.16
Loss of light for neighbours	See paragraph 8.15
Light pollution from the extension	See paragraph 8.16
Highways & Parking	
Disruption to the road during works	See paragraph 8.22
Landscaping	
No landscaping improvements	See paragraph 8.26
Other matters	
Subsidence	See paragraph 8.29
Noise from building works	See paragraph 8.22

Suggested conditions	Please see a list of recommended conditions above
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6.6 Councillor Clair Bonham objected to the proposal on the grounds of overdevelopment.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

Development Plan

7.1 The Council's adopted Development Plan consists of the London Plan (2021), the Croydon Local Plan (2018) and the South London Waste Plan (2012). Although not an exhaustive list, the policies which are most relevant to the application are:

London Plan (2021)

- D1 London's form, character and capacity growth
- D3 Optimising site capacity through the design led approach
- D4 Delivering good design
- D5 Inclusive design
- D8 Public realm
- D14 Noise
- G5 Urban greening
- E10 Visitor infrastructure
- T1 Strategic approach to transport
- T5 Cycling
- T6 Car parking
- SD7 Town centres: development principles and Development Plan Documents
- SI 2 Minimising greenhouse gas emissions

Croydon Local Plan (2018)

- DM8 Development in out of centre locations
- SP4 Urban Design and local character
- DM10 Design and character
- DM13 Refuse and recycling
- SP6 Environment and climate change
- DM23 Development and construction
- DM25 Sustainable drainage systems and reducing flood risk
- DM27 Biodiversity
- DM28 Trees
- DM29 Promoting sustainable travel and reducing congestion
- DM39 Crystal Palace and Upper Norwood

7.2 The Development Plan should be read as a whole, and where policies conflict with each other, the conflict must be resolved in favour of the policy contained in the last document to be adopted, approved or published as part of the

development plan, (in accordance with s38(5) of the Planning and Compulsory Purchase Act 2004).

Planning Guidance

National Planning Policy Framework (NPPF)

- 7.3 Government Guidance is contained in the NPPF, updated on 20 December 2023, and accompanied by the online Planning Practice Guidance (PPG). 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.

8.0 MATERIAL PLANNING CONSIDERATIONS

- 8.1 The main planning issues relevant in the assessment of this application are as follows:

1. Principle of Development
2. Design and Appearance
3. Impact on Surrounding Neighbours
4. Highways, Parking and Refuse
5. Trees and Biodiversity
6. Flood Risk and Sustainable Drainage
7. Fire Safety
8. Other Matters

Principle of Development

- 8.2 London needs to ensure that it can meet the accommodation demands of tourists who want to visit the capital. It is estimated that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041. The NPPF defines hotels as a main town centre use. In line with the NPPF, Policy SD7 of the London Plan states that boroughs should take a town centres first approach and apply the sequential test for applications suitable for town centres.
- 8.3 Policy DM8 of Croydon Local Plan (2018) (CLP) refers to development in edge of centre and out of centre locations. The policy states that the Council will ensure the vitality and viability of the borough's town centres is maintained and increased by: a. Ensuring new development proposals for main town centre uses in edge of centre and out of centre locations are in accordance with Table 5.11 and Table 5.12; and b. Applying planning conditions to control the subdivision of units, extensions (including mezzanines), and the range and mix of convenience and comparison goods sold
- 8.4 The site is approximately 150m from The Crystal Place and Upper Norwood District Centre. It is therefore an edge of centre location. Planning permission 18/00831/FUL has been lawfully implemented (although not completed). That development proposes an uplift of more than 150 rooms and part of the

scheme includes the provision of a rear dining area, similar to as proposed in this application.

- 8.5 The applicant has submitted a sequential test which considers potential sites within The Crystal Place and Upper Norwood District Centre. None of these alternative sites are suitable or available. Therefore, there is no objection to the development in land use terms.

Design and Appearance

- 8.6 The NPPF states, 'that good design is a key aspect of sustainable development, is divisible from good planning and should contribute positively to making places better for people'. Policies SP4.1 and DM10.1 of the Local Plan state that the Council will require development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.
- 8.7 The site is within the Church Road Conservation Area and the hotel is Locally Listed. Numbers 112 – 116 Church Road (to the north-east) and numbers 181 – 203 Church Road are also Locally Listed Buildings. 124 – 128 Church Road (to the south-west) are Grade II Listed. There is a gap of approximately 28m from the side of the hotel to 124 Church Road.
- 8.8 Local Plan Policy DM18 seeks to preserve and enhance the character, appearance and setting of heritage assets. Policy HC1 of the London Plan (2021) requires development proposals affecting heritage assets and their setting to conserve their significance and the cumulative impacts of incremental change should be actively managed.
- 8.9 The proposed development would be visible from Fitzroy Gardens and Regency Gardens, but owing to its rear position and scale would have limited visibility from Church Road. The ground floor dining room would feature a glazed west facing wall and have a flat roof. The roof and other walls would be metal clad in a grey colour. Lower ground floor level would be finished in a light buff brick, the windows would have metal frames to match the cladding at ground floor and they would feature stone effect surrounds and deep reveals. The infill at first and second floor level would incorporate banding to emulate the style of the existing hotel and maintain the same window style and positions.
- 8.10 It's considered that the scale of the proposed extensions would appear subservient to the existing main hotel. The proposed design of the lower ground and ground floor extensions would have a contemporary appearance whilst incorporating a material palette that would relate well to the tiled elements and main body of the existing building. The smaller additions at first and second floor level have been designed to blend seamlessly with the existing hotel and would not detract from its character.

8.11 Subject to material and design details which can be required by condition, the development is considered to preserve the character and appearance of the Locally Listed hotel, the Church Road Conservation Area and would not harm the setting of the statutorily listed buildings at 124-128 Church Road.

Impact on Surrounding Neighbours

8.12 Policy DM10.6 of the Croydon Local Plan (2018) states the Local Planning Authority would not support development proposals, which would harm the amenities of the occupiers of adjoining buildings.

8.13 The closest neighbours to the development are numbers 2-16 Fitzroy Gardens, these homes form a two storey terrace and are positioned to the south west of the proposed development. They have access to a private communal garden (Regency Gardens) which is directly behind the site. 2 Fitzroy Gardens would be separated from the extension by just over 10m, with a gap of 15m from their rear wall. There is also a planning permission for 2 new homes to the side of this property (ref: 22/00611/CONR), which has been substantially completed. The rear wall of this development is 12.75m from the nearest corner of the extension.

8.14 The proposed lower ground and ground floor extension would be set 2.3m from the rear boundary line. It would have a height of 7.4m as measured from the ground level at the rear of the site (which is lower than that at the front). The first and second floor infill extension would have a depth of 3.4m and emulate the existing window positions.

8.15 It is considered that the extensions would be suitably sized, orientated and sufficiently separated from neighbouring homes so that there be no harmful loss of light or outlook. The window placements for the first floor and second floor infill addition would be like existing and this element of the development would result in no material change to privacy relationships. The ground floor rear extension would be used as a dining room and introduce a large area of glazing which would face Regency Gardens. As with the 18/02531/FUL permission, a condition is recommended requiring these windows to be obscure glazed up to a height of 1.4m from the finished floor level, in order to safeguard privacy for Regency Gardens. A condition is also recommended to prohibit the roof of the extension from being used as a balcony or terrace, in the interest of maintaining neighbour privacy.

8.16 The proposed use of the extension as a dining room and the uplift of 6 hotel rooms is not expected to result in harmful noise or other disturbance to neighbours. Windows would not directly face the private garden areas or rear elevations of 2-16 Fitzroy Gardens or the new development attached to the side of number 2, and should not result in harm to living conditions through light pollution.

8.17 Other neighbours such as 124 Church Road would be separated by over 25m from the development which would prevent any harm.

8.18 In summary, subject to the conditions concerning obscure glazing to the dining area and to control the use of the roof area, the development would have an acceptable impact upon neighbours.

Highways, Parking and Refuse

8.19 Policy SP8 of the Local Plan (2018) is in relation to traffic generation, sustainable travelling and parking standards. Local Plan Policy DM30 seeks to ensure that there is an appropriate level of car and cycle parking.

8.20 The site has a Public Transport Accessibility Level (PTAL) of 3, indicating that it has moderate access to public transport.

8.21 The development would result create an additional 6 hotel rooms, taking the total number on site to 336. The dining room is to be used by residents of the hotel and would not be open to non residents. Due to its modest scale and the proposed use, the development would not be expected to result in any material change to the parking and servicing of the site, nor have any impact upon the local transport network.

8.22 A condition is recommended requiring a Construction Logistics Plan and Construction Management Plan to be submitted to the Council prior to works, in order to minimise any disruption for the local highway network or neighbours.

Trees and biodiversity

8.23 Local Plan Policy DM28 states that the Council will protect and enhance the borough's trees and hedgerows by not permitting development that would result in the avoidable loss or excessive pruning of preserved trees or hedgerows or those that make a positive contribution to the character of an area. London Plan Policy G6 seeks development to provide a biodiversity net gain and G7 seeks to ensure trees of value are retained.

8.24 Local Plan Policy DM27 outlines that development proposals should enhance biodiversity across the borough and improve access to nature.

8.25 The development would not affect any trees within the site. There are however some trees toward the eastern edge of Regency Gardens, which are close to the site boundary. An Arboricultural Impact Assessment & Method Statement has been submitted by the applicant. This details 8 trees to the rear of the site close to the site boundary with Regency Gardens. All 8 trees would be retained with 5 pruned back to facilitate the development. Root protection methods are also

included. The proposals have been reviewed by the Council's Tree Officer and deemed to be acceptable.

- 8.26 A condition is recommended to require landscaping details for the site to include new planting, in accordance with London Plan Policy G6.

Flood Risk and Sustainable Drainage

- 8.27 In order for the Council to ensure that development within the borough reduces flood risk and minimises the impact of flooding, Policy DM25 of the Local Plan (2018) requires development proposed within areas at risk of flooding development to incorporate flood resilience and resistant measures into the design, layout and form of buildings to reduce the level of flood risk both on site and elsewhere.

- 8.28 The site is within Flood Zone 1 which indicates a low risk of flooding. Surface water flooding has however been identified as an issue within the borough.

- 8.29 Some representations have raised the issue of subsidence. In order to minimise this risk a condition is recommended requiring details of a SuDS scheme to be submitted prior to the commencement of works.

Fire Safety

- 8.30 Policy D12 of the London Plan (2021) requires all development proposals to achieve the highest standards of fire safety.

- 8.31 A Fire Safety Planning Statement has been submitted. The Council is satisfied that the development would achieve a high standard of fire safety and that the proposal complies with Policy D12 of the London Plan (2021).

Other Matters

- 8.32 Some representations have raised concern with the ongoing use of the hotel to accommodate asylum seekers. This in itself is not considered to be materially harmful to neighbouring living conditions and information submitted to date indicates that a change of use has not occurred at the hotel. The quality of some of the rooms are limited due to the close position of the windows to the boundary treatment and would not be suitable as long-term accommodation outside of the C1 Use Class. A condition is therefore recommended to regulate this.

- 8.33 All material considerations have been taken into account, including responses to the public consultation. Taking into account the consistency of the scheme with the Development Plan and weighing this against all other material planning considerations, the proposal is considered to be acceptable in planning policy.

Conclusion

8.34 The principle of extending the hotel is acceptable. The design of the scheme is of an acceptable standard and the development is appropriate in relation to residential amenity, transport and environmental matters. Therefore, it is recommended that planning permission be **GRANTED**.