

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

Committee	Planning Committee
Committee Date	5 May 2021
Committee Chair	Councillor Drew Heffernan
Report From	Simon Latham, Interim Strategic Director of Regeneration, Housing and Planning
Site Reference	DM2020/00816
Site Address	Cophall House (Bridge Road Wing), Grove Road, Sutton
Time taken	42 weeks 6 days
Applicant	Mr Harry Savory (NSS (Sutton) LLP)
Agent	Mr Joe Haines (Savills)
Ward(s) Affected	B07 - Sutton Central

1 Summary

- 1.1 The application seeks the change of use of the Bridge Road wing of Cophall House from Class B1 (offices) to C3 (residential) including the erection of an additional three storeys to provide a six storey building comprising 32 self contained residential units. The application also includes a five storey front extension to provide a new stairwell together with alterations to the fenestration, provision of new pedestrian access from Bridge Road, cycle/refuse storage and car parking bays including disabled spaces at ground floor level.
- 1.2 This application has been referred to the committee because the proposal would not provide a policy compliant level of affordable housing.

2 Recommendation

- 2.1 To **GRANT** planning permission, subject to the conditions outlined at Appendix B and completion of the Section 106 agreement (with the obligations secured outlined at 3.2) by 30 June 2021, or a later date as agreed in writing by the Interim Strategic Director of Regeneration, Housing and Planning.

Summary of reasons for recommendation

- 2.2 The principle of a residential development is acceptable in land use terms.
- 2.3 The provision of affordable housing is acceptable following an independent review of the viability assessment of the scheme.
- 2.4 The design of the proposal is acceptable and would provide a policy compliant building in terms of height, bulk, character, design and would not result in harm to the character of Grove Road and the surrounding area.

DM2020/00816

Copthall House (Bridge Road Wing), Grove Road, Sutton

- 2.5 The proposed density is acceptable for the site.
- 2.6 The proposal would not adversely impact on the amenity of neighbouring residential occupiers.
- 2.7 The proposal would provide an acceptable standard of accommodation along with private external amenity space.
- 2.8 The proposal would not result in significant cumulative harm to the Public Highway network and would provide an adequate level of car parking for the town centre location in accordance with the Local Plan car parking standards.
- 2.9 The proposal would provide a Carbon Neutral development, with a contribution of £25,826,15 to the Council's Carbon Offsetting Fund.
- 2.10 The proposed building would be air quality neutral, and would therefore not result in increased emissions that would be harmful to local residents.
- 2.11 The proposed SUDS scheme is adequate and would not result in surface water flooding within the site or elsewhere.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

3 Background and Key Information

Conditions

3.1 The conditions of this application are attached at Appendix B.

Section 106 obligations secured

- 3.2 To secure the agreed affordable housing provision of 8 shared ownership units.
- 3.3 Early and late stage review of viability to assess whether a higher proportion of affordable rent units can be secured.
- 3.4 A financial contribution of £25,826.15 towards the Council's Carbon Offsetting Fund.
- 3.5 To prohibit the future occupiers of the proposed dwellings from obtaining residents car parking permits in the Sutton Town Centre Controlled Parking Zone.
- 3.6 To secure a development travel plan.
- 3.7 An Employment and Skills obligation to ensure the developer draws down from the local labour market during the construction phase.

Site and surroundings

- 3.8 The site is located on the south eastern corner of the junction of Grove Road and Bridge Road, within Sutton Town Centre, and is comprised of a part 3, part 5 storey office building (Use Class E (Formally Class B1)), with associated parking to the rear, which is accessed via an undercroft from Bridge Road.
- 3.9 The part of the building to which this application relates incorporates an undercroft parking area at ground level with two levels of office space above. The western wing of the building (to which this application applies) has been vacant since 2009, although the undercroft access from Bridge Road has been maintained to provide access to a rear car parking area that serves the northern wing of Cophall House as well as the Royal Mail sorting office. The building is constructed with red facing brickwork and incorporates black brickwork banding and aluminium window units. Between the two wings is a six storey element which contains the lifts and stair wells that serve both wings.
- 3.10 To the north of the site on the opposite side of Grove Road lies a parade of 2-3 storey mixed use properties with commercial uses on ground floor level and residential uses above, with the 13 storey development at 2-6 Sutton Park Road beyond. To the east lies the northern five storey wing of Cophall House, which would be retained for office use and the Royal Mail sorting Office, which is accessed via an undercroft within the wing of the building to which this application relates. Morrisons supermarket is also situated 50m to the north-east. To the south lies the railway line, with residential housing beyond that at
- 3.11 The site is located within Sutton Town centre and the eastern side of the northern wing of Cophall House abuts the boundary of the Sutton Town Centre Conservation Area.

Site specific designations

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 3.12 Area of Taller Building Potential, Area of Potential Intensification, Decentralised Energy Opportunity, Sutton Town Centre, Secondary Shopping Frontage, Proposed Tramlink Extension, the northern wing of the host building also sits directly adjacent to the Sutton Town Centre Conservation Area, although the application site is separated from it by intervening structures.
- 3.13 The site is allocated in the Local Plan as STC35 as part of the wider site which includes the northern wing of Cophall House, the Royal Mail sorting office and the Telephone Exchange. The policy states that the appropriate land use is for mixed use: residential and town centre uses. The site allocation states that the indicative housing capacity is for 122 dwellings and non-residential capacity of 2,493m² of A1 retail space. The allocation criteria specifically states that any development scheme should pay particular regard to:
- The Sutton Town Centre Masterplan (2016)
 - Providing buildings between 4 to 8 storeys, with taller elements located towards the railway line
 - Providing a large retail floor plate on the ground floor with active frontages to Grove Road and Bridge Road
 - Providing a high quality design that respects the character of the adjacent conservation area
 - Protecting land for Tramlink along the Grove Road frontage
 - Contributing towards the urban boulevard landscape improvements along Grove Road
 - Enabling connection to any planned decentralised energy network serving the town centre
 - The need to provide flood risk assessment and appropriate Sustainable Urban Drainage System measures
 - Retaining the Post Office and Telephone Exchange as they are good townscape buildings and enhance the setting of the nearby Conservation Area.

Planning History

- 3.14 **B2016/75637** - Conversion of the Bridge Road wing of Cophall House from Class B1 (offices) to Class C3 residential and erection of an additional three storeys (creating a part six storey building to provide 32 flats (eleven studio flats, fifteen 1-bedroomed and six 2-bedroomed). Erection of a five storey accommodation stairwell to the front ; alterations to the facades; new pedestrian entrances from Bridge Road; cycle and bin storage, disabled car parking bays and services at ground floor level - **Granted 24/02/2017**
- 3.15 The proposal presented within this planning application is identical to the scheme that was granted consent under application B2016/75637, but which lapsed in February 2020.

Pre-application History

- 3.16 **B2016/5097/PRE30** - Pre-application advice was given in July 2016 for a very similar scheme to that which is proposed within this application, with the only exception being fewer balconies were included at the northern end of the east facing rear elevation of the building. The advice given was that the proposal was of an acceptable scale, massing and design and that it would not lead to any significant amenity concerns for neighbouring residents or future occupiers of the development scheme. It was however recommended that a treatment should be incorporated to infill the ground floor level voids of the

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

undercroft, and this recommendation has been acted upon through the incorporation of feature panelling to the Bridge Road side of the scheme

4 Application Proposals

- 4.1 This application is a near identical proposal to the scheme that was granted planning permission under application B2016/75637, with the only difference being the incorporation of 3 balconies situated at the northern end of the east facing rear elevation of the building. The application has been submitted because the previous permission lapsed on the 24th of February 2020.
- 4.2 Planning permission is sought for the conversion of the Bridge Road wing of Cophall House from Class B1 (offices) to Class C3 residential and erection of an additional three storeys (creating a six storey building to provide 32 flats; 6 x studio's, 20 x 1-bedroomed and six x 2-bedroomed). It is proposed to add a five storey stairwell extension to the front together with alterations to the facades, new pedestrian entrances from Bridge Road, cycle and bin storage, disabled car parking bays and services at ground floor level.
- 4.3 The main extension would be located over the existing building, and would increase its height by approximately 9.4m to 21.7m at its northern end and 20.7m at its southern end. It would occupy the same footprint of the existing building, although the newly created fifth and sixth floors would be set back from the front and rear elevations by approximately 1.5m. The new fourth floor would follow the existing building lines and would have a brickwork finish, similar to that of the host property. The fifth and sixth floors would be incorporated into the new mansard style roof of the building and would be finished with a bronze coloured standing seam zinc roof. The proposed two storey stairwell extension to the southern side of the building would increase the height of the southernmost part of the building by 4.7m to 16.3m. The western front elevation of the stairwell element would be finished with raised brickwork detailing.
- 4.4 The proposed window treatment to the building would be similar to the existing on the first, second and third floors of the building, and would feature balconies projecting from the main windows of each unit on the front and rear elevations. The fifth and sixth floors would feature set in balconies, with fifth floor terraces being created over the outer edges of the floors below and the sixth floor terraces being set within the roof pitch.
- 4.5 A new 5 storey stairwell (approximately 17.4 metres high) is proposed to the north end of the Bridge Road wing of the building. It would be 2.7 metres deep and would be built adjacent to the lift shaft that serves the Grove Road wing of the development. It would be finished in a mixture of full height glazing and raised brickwork detailing. The main entrance into the proposed flats would be located at ground floor on the Bridge Road elevation of this new stair well.
- 4.6 At ground floor a bin store would be provided with doors opening out onto Bridge Road.
- 4.7 Two disabled car parking spaces would be provided, along with a cycle storage area which would provide storage for up to 47 cycles.
- 4.8 Some soft landscaping would be provided to the corner of Bridge Road and Grove Road.

Amendments

DM2020/00816

Copthall House (Bridge Road Wing), Grove Road, Sutton

4.9 Amended drawings were submitted on the 4th of March and 31st of March which altered the layout of some of the proposed studio units and which detailed additional balconies on the east facing rear elevation of the scheme.

5 Publicity

Consultation

5.1 A total of 342 letters were sent to addresses on Homefield Park, Grove Road, Sutton Park Road, Mulgrave Road and Bridge Road.

5.2 A site notice was posted on Bridge Road on 7th August 2020, and a further site notice, advertising the amendments detailed above was posted in the same location on 8th April 2021.

5.3 A press notice was published in the Sutton Guardian on 9th July 2020, and a further notice was advertised on 8th April 2021.

Number of letters received in response to the proposal

5.4 8 letters of representation were received from the following addresses:

- 4 Greensleeves Manor, Grove Road (x 2 letters)
- Flat 4, Bridge House, Bridge Road (x 2 letters)
- Flat 51, 4 Sutton Park Road
- 5 Cyrillian House, Mulgrave Road
- 67 Chiltern Road
- Charter House (Sutton) Residents Association

Representations received

5.5 Material objections:

Objection Letters Received	Response
Loss of privacy to Greensleeves Manor	The proposal would retain separation distances of approximately 13 metres to 1-3 Greensleeves Manor, and the windows situated within the western elevation of the proposed development would be at an oblique angle to the windows situated within the opposing elevation of Aspects. As such there will not be intrusive views into neighbouring properties and the proposed scheme would not lead to unacceptable overlooking or loss of privacy to neighbouring residential occupiers.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

<p>Loss of sunlight/daylight to Greensleeves Manor and housing on the opposite side of bridge road</p>	<p>A daylight / sunlight assessment has been submitted alongside the application which demonstrates that all windows within Greensleeves Manor would retain BRE compliant levels of daylight and sunlight.</p>
<p>The proposal due to its height and design would harm the character and appearance of the area</p>	<p>The proposed development would be broadly consistent in terms of height with the northern wing of Cophall House, and it is of a high design quality that will enhance the appearance of the building. It is therefore considered that the proposal would make a positive contribution to the character and appearance of the surrounding streetscene.</p>
<p>The proposal would have an adverse impact in terms on the highway by increasing traffic in the immediate vicinity</p>	<p>The proposed development would be car free aside from the provision of 2 blue badge parking spaces. The Council's Highways Officer has confirmed that this level of parking provision is acceptable and policy compliant due to the town centre location of the site, and due to the lack of car dependency it is not considered that the scheme would have an adverse impact on levels of traffic in the vicinity of the site.</p>
<p>The proposal would cause unacceptable levels of noise and nuisance whilst under construction</p>	<p>It is appreciated that the proposed development would generate construction noise, however, conditions are attached to this recommendation to limit permitted works to traditional daytime working hours, and to secure a dust management plan as well as a Construction Logistics Plan prior to the commencement of works. The applicant has confirmed through an impact assessment that the development does not require any demolition or earthworks and as such is deemed to be low risk in terms of dust generation. It has also been confirmed that fewer than 10 heavy goods vehicles per day are expected to visit the site during the construction phase.</p>

Internal and external consultations

- 5.6 The following internal consultees were consulted and the comments are listed in the table below:

DM2020/00816

Copthall House (Bridge Road Wing), Grove Road, Sutton

Internal Consultation	Comments Received
Sustainability	No objection subject to the securing of £25,826,05 towards the Council's Carbon Offsetting Fund through a S106 legal agreement and conditions securing as built SAP outputs, a BREEAM certificate and the implementation of the submitted Energy Strategy.
Waste Management	No objection.
Highways	No objection to the parking provision or trip generation of the proposed uses or the proposed delivery and service arrangements but recommend conditions securing the final design of the cycle storage, a Construction Logistics Plan and a S106 legal agreement to secure the car free nature of the proposed dwellings.
Tree and Landscape Officer	No objection subject to a condition securing final details of landscaping and tree protection measures.
Lead Local Flood Risk Authority	The proposed development effectively amounts to a roof extension and as such, the scheme would not result in an increase in impermeable surfacing within the site or an increase in surface water generated from the building. As such, it is considered that final drainage details can be secured by condition.
Environmental Health	No objection subject to conditions in relation to a dust management plan, hours of construction and compliance with the agreed noise report.
Housing Enabling Officer	No objection to the provision of affordable housing
Opportunity Sutton	No comments received
Planning Policy	No comments received

5.7 The following external consultees were consulted and the comments are listed in the table below:

External Consultation	Comments Received
-----------------------	-------------------

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

Transport for London	<p>No objection has been raised in relation to the proposed access arrangements or parking provisions. The proposed one way system is supported in principle. It is suggested that a condition is attached to any permission to secure a final detailed delivery and servicing plan. It is also suggested that a construction logistics plan should be conditioned in addition to final cycle storage facilities. The applicant will also be required to enter into a S278 agreement with TfL for the proposed landscaping works and the removal of the existing access on Carshalton Road</p> <p>No objection was raised in relation to the proposed landscaping works on Throwley Way, which would be secured through the S278 agreement, or their proximity to the proposed TramLink route.</p>
Environment Agency	No objection
Thames Water	No objection subject to conditions securing a piling method statement and petrol and oil interceptors.
London Fire Brigade	No objection
Secured by Design Officer	No objection subject to the building securing Secure by Design Accreditation.
Surrey and East Sutton Water	No comments received
Woodland Trust	No comments received
Historic England	No objection
Network Rail	No comments received.

6 Material Planning Policies

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that when determining a planning application, regard is to be had to the development plan, and the determination shall be made in accordance with the development plan, unless material considerations indicate otherwise. The development plan for the London Borough of Sutton comprises the following documents:

- London Plan 2021
- Sutton Local PPlan 2018

6.2 **Also a material consideration in determining planning applications are:**

- National Planning Policy Framework (NPPF) 2019.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- National Planning Policy Guidance (NPPG).
- Adopted London Borough of Sutton Supplementary Planning Guidance Documents.
- Human Rights Act 1998
- Equality Act 2010

6.3 Public Sector Equality Duty (PSED) and Human Rights.

6.4 In making your decision you must have regard to the Public Sector Equality Duty (PSED) under s149 of the Equality Act (2010). This means the Council must have due regard to the need (in discharging its functions) to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act. Advance equality of opportunity between people who share a protected characteristic and those who do not. This may include removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the special needs of those with a protected characteristic; encouraging participation in public life (or other areas where they are underrepresented) of people with a protected characteristic(s). Foster good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

6.5 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

6.6 The PSED must be considered as a relevant factor in making this decision but does not impose a duty to achieve the outcomes in s149 as all the factors that need to be considered may be balanced against other relevant factors.

6.7 Whilst the proposal would result in the loss of a now vacant block of offices, it is considered that the proposal would not result in any adverse impact on people with protected characteristics.

6.8 Material Planning Policies in the Determination of this Application:

6.9 London Plan 2021 Policies:

- GG1 Building strong and inclusive communities
- GG2 Making the best use of land
- GG3 Creating a healthy city
- GG4 Delivering the homes Londoners need
- GG5 Growing a good economy
- GG6 Increasing efficiency and resilience
- SD6 Town centres and high streets
- SD7 Town centres: development principles and Development Plan Documents
- D1 London's form, character and capacity for growth
- D2 Infrastructure requirements for sustainable densities
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- D8 Public realm
- D9 Tall buildings
- D10 Basement development
- D11 Safety, security and resilience to emergency

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- D12 Fire safety
- D13 Agent of Change
- D14 Noise
- H1 Increasing housing supply
- H4 Delivering affordable housing
- H5 Threshold approach to applications
- H6 Affordable housing tenure
- H7 Monitoring of affordable housing
- H10 Housing size mix
- S4 Play and informal recreation
- E1 Offices
- E9 Retail, markets and hot food takeaways
- E11 Skills and opportunities for all
- HC1 Heritage conservation and growth
- G5 Urban Greening
- G6 Biodiversity and access to nature
- SI 1 Improving air quality
- SI 2 Minimising greenhouse gas emissions
- SI 3 Energy infrastructure
- SI 4 Managing heat risk
- SI 5 Water infrastructure
- SI 7 Reducing waste and supporting the circular economy
- SI 12 Flood risk management
- SI 13 Sustainable drainage
- T1 Strategic approach to transport
- T3 Transport capacity, connectivity and safeguarding
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction
- T9 Funding transport infrastructure through planning
- DF1 Delivery of the Plan and Planning Obligations

6.10 **Sutton Local Plan 2018 Policies**

- 1 Sustainable Growth
- 3 Sutton Town Centre
- 4 Tramlink and Major Transport Proposals
- 7 Housing Density
- 8 Affordable Housing
- 9 Housing Sizes and Standards
- 16 Office development
- 18 Shopping Frontages and Town Centre Uses
- 26 Biodiversity
- 28 Character and Design
- 30 Heritage
- 29 Protecting Amenity
- 31 Carbon and Energy
- 32 Flood Risk and Sustainable Drainage
- 33 Climate Change Adaptation
- 34 Environmental Protection
- 36 Transport Impact
- 37 Parking
- 40 Site Allocations

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

6.11 Supplementary Planning Documents

- SPD1 Designing Out Crime
- SPD3 Affordable Housing
- SPD5 Planning Obligations
- SPD13 Travel Assessments and Travel Plans
- SPD14 Creating Locally Distinctive Places
- Sutton Town Centre Public Realm Design Guide SPD
- Sutton Town Centre Master Plan 2016
- The Mayor's Shaping Neighbourhoods Play and Informal Recreation SPG 2012
- The Mayor's Housing SPG 2016
- The Mayor's Homes for Londoners SPG 2017

7 Planning Considerations

- 7.1 The main issues addressed within this report relate to the following (including whether any material planning objections have been reasonably addressed) as being most relevant to this application are:

A) The Principle of the Development

A1 - Land Use

A2 - Affordable Housing

A3 - Tramlink Safeguarding

B) Design and Heritage

B1 - Design, Scale and Massing

B2 - Heritage Impact

C) The Impact on Residential Amenity

D) Future Occupier's Amenity and Quality of Accommodation

E) Transport and Highways

F) Waste and Recycling

G) Sustainable Design and Energy Efficiency

H) Flood Risk

I) Ecology, Trees and Landscaping

J) Air Quality

K) Planning Contributions

L) Recommendation

7.2 A) The Principle of Development

A1 - Land Use

- 7.3 The NPPF states that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. It goes further stating that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

- 7.4 Policies GG2, GG4, H1, SD6 and SD7 of the London Plan are relevant when assessing the land use of the proposed development.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.5 Policies 1, 7, 16 and 18 of the Sutton Local Plan 2018 are also relevant to the land use considerations of the proposal.
- 7.6 It is important to note that this scheme is nearly identical to the application approved in 2017 B2016/75637, however, this has expired, but it should be noted that the only difference between the two applications is the inclusion of some additional balconies. The proposal would result in the loss of approximately 883m² of B1(a) office space as it is proposed to convert this to residential use (Class C3). Whilst this appears to be contrary to the aims and objectives of Policy 16 of the Sutton Local Plan, which aims to protect and increase office space within Sutton Town Centre, the Site Allocation STC35 is considered to override policy 16 as it allocates the site for mixed use development: residential and town centre uses. The allocation suggests an indicative capacity of 125 net additional dwellings and 2,493 sqm of A1 (now Class E) retail floor space, and no office development. As such, the marketing requirements of Policy 16, which relates to the retention of office space are not applicable as it is not a policy expectation that offices will be retained or re-provided in this location.
- 7.7 The proposal would provide a residential development comprising 32 flats close to the corner of Grove Road and Bridge Road, but would provide no retail or commercial space. Whilst the site is allocated for a mix of residential and town centre uses, it should be recognised that the indicative development criteria is based on the comprehensive redevelopment of the whole site allocation. The applicant has confirmed that following exploratory discussions with Royal Mail, there is no current or foreseeable intention to develop the wider allocated site, and that this is reflected by long term leases being taken up for the Northern Wing of Cophall House.
- 7.8 National, regional and local policy supports the provision of new housing on previously developed sites, particularly within urban and town centre areas, and whilst the scheme would fail to provide an active frontage onto Bridge Road, it would significantly improve the buildings relationship with the local street-scene by providing perforated metal panels that incorporate artwork within the openings between the existing building supports. Considering the current trend of decreasing demand for retail units, it is not considered reasonable in this instance to seek to secure commercial units as part of the development, particularly given the fact that it would not be possible to provide a service area to the rear of the building. It is possible that non-residential elements might come forward on the remainder of the allocated site at a later date. The fact that they are not included in this proposal does not make it unacceptable in planning terms or contrary to the site allocation.
- 7.9 The potential impact of the existing surrounding uses on the amenity of the occupiers of the residential units within the development is also a fundamental consideration when considering the principle of the proposed development. This issue is discussed in detail below, but Environmental Health have raised no objection based on the sound mitigation measures that would be incorporated into the fabric of the building, which would provide adequate acoustic insulation from noise from the surrounding area, including the adjacent Royal Mail sorting office.
- 7.10 In providing 32 dwellings, the scheme would deliver an approximate residential density of 293 units per hectare. This exceeds the guidance contained within Policy 7 of the Sutton Local Plan, which gives a suggested range of 70-260 units per hectare for developments located within areas that have a 6a PTAL rating such as this. However, Policy D3 of the London Plan 2021 has removed the density matrix as a consideration, and instead establishes that developments should follow a design-led approach that optimises the

DM2020/00816**Copthall House (Bridge Road Wing), Grove Road, Sutton**

capacity of sites, including site allocations, and that densities should be informed by the site's context, capacity for growth and the existing and planned supporting infrastructure of the surrounding area. The policy goes on to state that higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

- 7.11 This proposal is nearly identical to that approved under application B2016/75637, and although this permission has lapsed as of 24th February 2020 and was decided prior to the adoption of the Local Plan, the 2016 NPPF and the current London Plan, it should be afforded weight as a material consideration when deciding this application. This is because the surrounding context in the built environment has not changed significantly since the previous application was granted permission in 2017, and in particular the considerations of the land use, design, scale and massing of the development are not dissimilar now to those same considerations in 2017. With this in mind, and given the Town Centre location of the site, its excellent PTAL level, as well as the higher density of social infrastructure found within the surrounding area, it is considered that the residential density would be acceptable in this instance.
- 7.12 Overall, it is therefore considered that the proposed development is acceptable in principle in land use terms, subject to all relevant policy advice and material considerations, and would therefore comply with Policies GG2, GG4, D3, H1, SD6 and SD7 of the London Plan as well as Policies 1, 7, 16 and 18 of the Sutton Local Plan 2018.

A2 - Affordable Housing

- 7.13 Policy 8 of the Sutton Local Plan requires that residential developments of more than 11 dwellings should provide a minimum of 35% of dwellings that are affordable, in a mix of 75% social/affordable rent and 25% intermediate rent, although this threshold is overridden by Policy H4 of the London Plan 2021, which now requires affordable housing in schemes that propose 10 or more dwellings. Policies H5, H6 and H7 are also relevant as they are concerned with ensuring the delivery of appropriate levels and types of affordable housing.
- 7.14 The applicant has made an offer of providing 8 units as affordable, equating to 25% of the overall number, but all 8 units would be shared ownership. The affordable unit mix would be 5 x 1-bed 1-person units and 3 x 1-bed 2-person units.
- 7.15 As the offer does not satisfy the affordable housing requirements set out within Policy H4 of the London Plan or Policy 8 of the Sutton Local Plan, the applicant has submitted a Financial Viability Assessment (FVA) alongside the application which has been assessed by the Council's independent financial advisers. The submitted Financial Viability Assessment originally showed that the scheme was viable if the applicant only expected a 10% profit margin, and as such would not be able to provide any affordable housing. However, the Council's independent valuer disagreed with conclusions of the FVA and found that the development would deliver a profit of £1,231,395 and as such 16% of the proposed units could be provided as affordable dwellings with a mix of 2 affordable rent and 3 shared ownership. However, concerns were raised by the Council's Housing Officer that it would be difficult to secure the provision and management of only 2 affordable rent units by a registered provider, and therefore it would be preferable for all of the affordable units to be of the same tenure.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.16 Following further discussions with the developer, it was agreed that a wholly intermediate affordable housing offer could be accepted provided that an uplift in unit numbers could be delivered. Subsequently the applicant has increased the affordable housing provision to 8 shared ownership units, which maintains a similar profit margin. Given that it would be difficult to deliver any affordable rent units from the scheme, and that the proposal would provide 25% of all units as affordable, which is significantly above that which is typically secured for comparable schemes within and around Sutton town centre, it is considered that the amount of affordable housing is the maximum reasonable amount that could be provided. It should also be noted that the affordable housing offer would be the same as that which was secured through the previous planning permission.
- 7.17 It is proposed to include a review mechanism within the S106 legal agreement to enable early and late stage assessments of the scheme's viability to enable the capture of additional affordable rent units in the event of any surplus being demonstrated as the project progresses to 75% of all units being sold. This review mechanism complies with guidance set out within is in compliance with the Mayor of London's, Homes for Londoners, Affordable Housing and Viability SPG 2017, as well as the Council's Affordable Housing and Financial Viability SPD 2020.
- 7.18 Considering the above it is deemed that the scheme is viable and deliverable with the proposed offer of affordable housing, but also that the development is not viable enough to provide an increased provision of affordable rent units.
- 7.19 As such it is considered that although the development will not provide policy compliant levels of affordable housing, the amount of affordable provided is the maximum reasonable amount that can be offered to enable the development to proceed. This offer has been independently assessed and found to be a reasonable level of provisions, and therefore this must be considered against other material considerations and relevant policies of the Local Plan (which should be read as a whole), as well as the other benefits of the scheme, which are set out in the subsequent sections of this report.

A3 - Tramlink Safeguarding

- 7.20 The site lies on the proposed route for the Tramlink proposals. Policy 4 of the Sutton Local Plan and policy T3 of the London Plan requires that land is safeguarded for this proposal should the application come forward, but this proposal does not encroach on any safeguarded land, and would therefore not prejudice the ability to deliver the Tramlink proposals. TfL have confirmed that there are no objections in this regard. As such it is considered that the proposal would be in accordance with policy 4 of the Sutton Local Plan and policy T3 of the London Plan.

7.21 B) Design and Heritage

B1 - Design, Scale and Massing

- 7.22 The NPPF states that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The London Plan Policies D1 - London's form, character and capacity for growth, D4 - Delivering Good Design and D8 - Public realm, state that Local Authorities should seek to ensure that developments promote high quality inclusive design, enhance the public realm, and seek to ensure that development promotes high quality architecture and design.

DM2020/00816**Copthall House (Bridge Road Wing), Grove Road, Sutton**

- 7.23 Policy 28 of the Sutton Local Plan states that the council will grant planning permission for new development, including new buildings, alterations and extensions, provided the new development is of a high quality design, respects the context and character of the area and creates attractive public spaces.
- 7.24 The site is located in an Area of Taller Building Potential for taller buildings of between 7 and 10 storeys in height in the Local Plan (appendices), but the site allocation (STC35) states that regard should be given to providing buildings of between 4 and 8 storeys, with taller buildings located alongside the railway line at the southern edge of the site. Given that the development criteria outlined within the site allocation have been stipulated in response to an assessment of the specific constraints of the site, the site allocation is given more weight in this instance.
- 7.26 The proposed development at 6 stories would fall within the acceptable height range for this part of Sutton Town Centre, as defined by Map 7.1 of the Local Plan Appendix, and within the indicative height range for the site as set out within the development criteria for the site allocation (STC35).
- 7.27 The proposal would result in a number of extensions to the existing Bridge Road wing of the building and three additional floors are proposed. The proposed third floor would keep the same footprint and materials as the existing building. The proposed fourth and fifth floors would be set back from the front and rear elevations of the existing block and would have a more contemporary appearance and would be finished in a bronze coloured standing seam zinc roof.
- 7.28 The extension to the existing stairwell to the south of the building would retain the existing features of this part of the building. It would add an additional two floors to this element, but would retain the existing footprint. To the south elevation of this stairwell, a series of windows would be inserted which would be similar to the existing windows within this part of the building.
- 7.29 The existing stairwell to the north side of the building is currently used by both wings of Copthall House. A new stair well is proposed which would act as the main entrance to the Bridge Road wing creating separate entrances to the proposed residential units. It would be located adjacent to the existing lift shaft and would be five storeys in height. It would retain the raised brickwork finish of the existing building, and would have glazing to the north and west elevations.
- 7.30 At ground floor level the existing building has undercroft car parking. The west elevation of the building has a small boundary wall and railings between the structural pillars of the undercroft and it is possible to view into the car park. It is proposed that these voids would be filled up and some form of street art used to improve the visual appearance of the ground floor elevation. The details of this can be secured by condition.
- 7.31 Ancillary buildings are proposed at ground floor level within the undercroft of the building. These buildings would be single storey in height and provide the water supply room, telephone and data room, boiler room, and cycle store. The existing buildings in the courtyard are relatively functional in their appearance and it is considered that these structures would not harm the character of the building or surrounding area.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.32 The proposed extension would result in an increase in the height of the application building from 3 to 6 storeys, and an associated increase in its massing. However, in this instance, the immediate site context is influenced by the presence of the northern wing of Cophall House, which extends to 5 storeys, and 2-6 Sutton Park Road, which lies approximately 70m to the north but forms a prominent building within the streetscene - standing at 11-13 storeys. In the context of these nearby buildings and noting that this part of Sutton Town Centre is considered suitable for tall buildings up to 10 storeys in height, a 6 storey building would not appear out of place or appear as an overly dominant feature within the local street-scene. The building is very prominent when viewed from Grove Road and Bridge Road, but due to the set back nature of the proposed fifth and sixth floors, it is not considered that the proposed addition would demonstrably alter the perceived scale and massing of the building to the point that it would have a dominant impact on the local townscape or skyline of this part of Sutton, and as such it is considered that it would sit comfortably within the site.
- 7.33 It is also considered that the development would result in a considerable improvement in the appearance of Cophall House, which currently appears as an undistinguished and utilitarian commercial office building. The proposed design through the incorporation of a pitched roof, feature glazing panels, decorative brickwork and artistic screening at ground floor level would add quality design elements and interest without appearing dominant.
- 7.34 The proposed extensions follow the existing form and building lines of the host building, which would mean the additions would be defined by the current built footprint. The main addition would follow the north to south axis of the building meaning the majority of the increased mass would be seen from Bridge Road and to the east of Grove Road. To minimise the bulk and massing at high level, the fifth floor has been set back from the edge of the building footprint and the sixth floor has been recessed further and integrated into the roof pitch of the proposed addition. Both of these elements provide a degree of articulation and contrast to the regular form of the first 4 floors, and enable views of the upper levels to visually recede from distance, thereby reducing the perceived bulk and mass of the main elevations.
- 7.35 In terms of detailed design, it is proposed to reclad the elevations of the building with a multi-stock red facing brickwork, which would retain the existing material appearance and character of the building. It is proposed to include design features to add interest through the use of relief brickwork detailing on the service core elements, along with full elevation height glazing elements to the northern stair core and a bronze zinc cladding system for the upper two floors. The roof would be of a lightweight standing seam construction, whilst the balconies would be enclosed by frameless clear glass balustrades. Whilst the proposal seeks to update the elevations of the host building, the design seeks to retain the prevailing articulation and rhythm within the elevations themselves by maintaining the main brickwork pillars and ensuring that new windows are set within the existing glazing envelopes of the main eastern and western elevations.
- 7.36 The choice of materials is important to the overall architectural design and appearance of the proposed scheme as the material variation is limited with only two predominant colours in the red brickwork and bronze cladding system for the upper floors. As such, it is important that the materials are of a high quality, and a condition is included that would require the applicant to submit samples prior to the commencement of works. In general, it is felt that the simplicity of the palette of materials and their intelligent use results in a high quality design.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.37 For the reasons above it is considered that the proposed development would be acceptable in respect of its scale, use of materials and general design, and would therefore be in accordance with policies Policies D1, D4 and D8 of the London Plan 2021 and Policy 28 of the Sutton Local Plan.

B2 - Heritage Impact

- 7.38 Policy HC1 of the London Plan and Policy 30 of the Sutton Local Plan require developments not to have a detrimental impact on any heritage assets.
- 7.39 The site forms part of a building that sits on the corner of Bridge Road and Grove Road, and which extends in an easterly direction to the boundary of sub-area A of the Sutton Crossroads Conservation Area. However, the western wing of the building to which this application relates, is separated by a distance of 50m from this Conservation Area boundary and by intervening buildings which will ensure it is detached from and does not form a prominent part of its setting. It is noted that the development would increase the height and scale of the western wing of the building, but the additions would not be visible from within the Conservation Area.
- 7.40 As a result, it is considered that proposed development would have a neutral impact on the character and setting of the nearby Conservation Area, despite the fact that it would have a positive impact on the character and appearance of the application building.
- 7.41 It is therefore deemed that the proposal would be in compliance with policies HC1 of the London Plan and Policy 30 of the Sutton Local Plan.

7.42 C) The Impact on Residential Amenity:

- 7.43 Policy 29 of the Sutton Local Plan states that the Council will not grant planning permission for any development that adversely affects the amenities of future occupiers or those currently occupying adjoining or nearby properties, with regard to considerations of overlooking, outlook, light, noise and vibration, traffic movement amongst other things.
- 7.44 The nearest neighbouring residential properties to the application site are at 1 and 2 Greensleeves Manor to the east on the opposite side of Bridge Road, 1, 3 and 5 Cyrillian House and flats 1, 3 and 5 of Bridge House, all situated to the to the south on the opposite side of the railway line.
- 7.45 The proposal would have a separation distance of more than 40 metres to the nearest dwellings situated to the south of the railway line, and would benefit from being sat behind two dense tree lines that flank either side of the track. An objection has been received from an occupier of one of the flats at Bridge House, raising concerns that the development would result in a loss of light to this property. Whilst it is recognised that the development would lead to an increase in height of the building, the distance between these two properties coupled with the intervening screening would made it extremely unlikely that the development would lead to a loss of daylight or sunlight to any residential on the opposing side of the railway line, particularly as it would be situated to the north of these dwellings and would therefore not interfere with any sunlight paths.
- 7.46 With respect to the neighbouring dwellings to the east of the site at Greensleeves Manor, it is noted that these properties are positioned so that they align with the lift shaft and

DM2020/00816

Cophthall House (Bridge Road Wing), Grove Road, Sutton

stairwell of the host building. The nearest of these properties - 1 Greensleeves Manor, features a side extension which has introduced windows to the east facing side elevation that faces Cophthall House. Whilst the proposed development seeks to introduce balconies to the west facing elevation of the building, which would provide views in the direction of these windows, they would be set at an oblique angle and would therefore not provide direct views into the opposing openings of this neighbouring dwelling. The remainder of the balconies on the western elevation of the application building would provide views towards the rear curtilage areas of properties at Greensleeves Manor, but due to the fact that the nearest curtilage (of 1 Greensleeves Manor) has been set out to provide a parking area, it is not considered that the proposal would have a significant impact in terms of compromising the ability of neighbouring residents to enjoy their rear gardens as the nearest enclosed garden would be at least 19m away.

- 7.47 The applicant has submitted a sunlight/daylight report, which demonstrates that whilst the side facing windows of Greensleeves Manor would experience some reduction in vertical sky component, they would still receive BRE compliant levels of daylight and sunlight. As a result, It is therefore considered that the proposed development would not have a significant adverse impact on the neighbouring occupiers of 1-4 Greensleeves Manor in terms of loss of outlook, loss of sunlight/daylight, increased overlooking or loss of privacy.
- 7.48 With regard to the balconies proposed to the rear elevation, consideration has been given to their potential conflict with the office uses located within the northern wing of Cophthall House, however, the applicant has incorporated the use of privacy screens to the northern edges of the most northerly balconies in order to prevent direct views from the adjacent openings. These screens will ensure that the nearest balconies without privacy screens would be situated in excess of 15m from the nearest office window and would benefit from being set at an oblique angle that would ensure that only obscure or distant views of the balconies would be possible.
- 7.49 The proposed development would retain significant distances to the dwellings and units to the northern side of Grove Road and the sunlight/daylight report shows that the flats at first floor level would still receive adequate amounts of sunlight and daylight. As such it is considered that the proposal would not result in adverse impacts on the amenity of these neighbouring occupiers in terms of loss of outlook, loss of sunlight/daylight, overlooking or loss of privacy.
- 7.50 In addition to the above, as the proposal seeks to convert an existing commercial building, it is not anticipated that the proposed change of use would result in significant levels of noise and nuisance being produced at the site that would over and above the level of noise associated with the permitted use. The proposal is likely to lead to an intensification of the use of the site at nighttime, however during traditional daytime working hours, it is expected that the development would result in fewer people entering and leaving the building. This, coupled with the fact that the scheme would retain significant separation distances from neighbouring residential dwellings, it is not considered that the proposed development would have a significant impact on neighbouring amenity in respect of associated noise and nuisance.
- 7.51 In conclusion, it is considered that the proposed development would not result in a significant level of harm to adjoining properties so as to render the proposal unacceptable on grounds of loss of light. Furthermore, given the separation distances to other neighbouring residential dwellings in the surrounding area, it is not considered that the proposal would result in significant harm to the amenity of any other nearby occupiers in terms of loss of sunlight/daylight, overlooking or loss of privacy and outlook.

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.52 As such the development would comply with policy 29 of the Sutton Local Plan (2018).
- 7.53 **D) Future Occupier's Amenity and Quality of Accommodation**
- 7.54 Policy D6 of the London Plan 2021 and Policy 9 of The Sutton Local Plan 2018 is relevant in the assessment of the application.
- 7.55 The proposed development would provide six studio apartments, twenty 1-bed apartments and six 2-bed apartments. No 3-bed units would be provided, meaning the proposal would be contrary to Policy 9 of the Sutton Local Plan, which seeks that 25% of units proposed within Sutton Town Centre are 'family sized' dwellings with 3 or more bedrooms. However, due to the location of the site - on the junction of two busy roads and the fact that there is no scope to provide any landscaping or amenity space within the area immediately surrounding the building, the applicant has argued that the site and proposed development is not suitable for family occupation. In addition, it is argued that the provision of 2-bed units would result in a reduction in the viability of the proposed development and would therefore compromise the delivery of affordable housing provisions. Whilst the provision of family housing would be desirable, it is recognised that the confined nature of the site would make it challenging to deliver high quality units that would be attractive to families, particularly given the fact that the surrounding environment and lack of potential for green space is not ideal for children. As such, in this instance it is deemed that the provision of solely one and two bedroom units is reasonable and acceptable.
- 7.56 With regards to outside amenity space, the London Plan Housing Standards SPG requires that each new dwelling is provided with a minimum amenity space of 5 sqm with an additional 1 sqm for each additional person. However the Council's Urban Design SPD 14 states that flats should provide a minimum of 25 sqm of private amenity space. The SPD states that in some circumstances, particularly in Areas of Potential Intensification, this minimum standard may be considered more flexibly, and in this instance, due to the constrained nature of the site and the fact that it is located within a built up area, this is considered to be a situation where a more flexible approach can be appropriately applied. All of the proposed apartments would be provided with private balconies measuring a minimum of 5m² and as such would comply with the Mayor's Housing SPG. Whilst limited in size, these balconies would still provide a valuable source of outdoor amenity space. It should also be noted that the site is within 330m of Manor Park which would also provide a nearby source of landscaped public space.
- 7.57 During the consideration of the application, there have been concerns over the proximity of the development to the Royal Mail sorting office which is the closest building to the east of the site, and which shares its rear parking courtyard, as this is a 24 hour facility which generates noise that is associated with nighttime vehicular drop off and pickups. The applicant has however submitted a noise assessment report, which states that the development would incorporate high quality insulation materials as well as fixed window units and a mechanical ventilation system which would ensure that acceptable external noise can be managed. The Environmental Health team has assessed the submitted noise report and has confirmed that the proposed sound insulation measures are

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

appropriate and that the scheme is acceptable. It was, however, recommended that amendments should be made to the internal layout of the units served by openings within the east facing elevation to ensure that the balconies cannot be accessed from any bedroom and amended plans have subsequently been received to this effect. It is also recommended that any permission should be subject to a condition to ensure that the development is constructed in accordance with the recommendations set out within the noise assessment report.

- 7.58 Given the high density of the development, the planning application has been accompanied by an internal sunlight/daylight report to demonstrate that the new flats would have adequate levels of natural lighting.
- 7.59 The report considers the units located within the first two floors which are the flats most obstructed by adjoining buildings, noting that the upper levels of the development will achieve adequate daylight/ sunlight levels due to their height above ground level which are relatively unencumbered by obstructions from adjacent buildings.
- 7.60 The report demonstrates that all of the living rooms and bedrooms within these properties would receive adequate levels of internal daylight in compliance with BRE guidelines. In terms of sunlight, none of these units would be oriented within 90 degrees of due south and have therefore not been assessed for sunlight levels; however, due to their elevation, it is anticipated that they would receive mid-late morning sun.
- 7.61 Overall, it is therefore considered that the proposal would provide a satisfactory level of accommodation for future occupiers and would be in accordance with Policy D6 of the London Plan 2021 and Policy 9 of the Sutton Local Plan
- 7.62 **E) Transport and Highways:**
- 7.63 Policies 6.2, 6.3, 6.9, 6.10, 6.11, 6.12 and 6.13 of the London Plan as well as Policies 36 and 37 of the Sutton Local Plan are relevant for the assessment of the application.
- 7.64 The site has a public transport level of 6, which is considered extremely good. The proposed scheme would be car free apart from the provision of 2 blue badge car parking spaces within the existing ground floor undercroft. There will be 1 car parking space secured for the office uses within the northern wing of Cophall House. There will be 57 secure cycle storage spaces provided for occupiers of the proposed development, along with 2 short stay spaces, which would be accessed from the courtyard to the rear of the site.
- 7.65 The Senior Highways Engineer and Transport for London (TfL) have assessed the development in respect to the car parking and cycle provision and have considered it acceptable subject to the applicant entering into a legal agreement to prohibit future occupiers of the development from obtaining residents car parking permits within the Sutton Town Centre controlled parking zone. As such subject to the applicant entering into such a legal agreement, it is considered that the proposal would be in accordance with policies 6.9 and 6.13 of the London Plan and policy 37 of the Sutton Local Plan.
- 7.66 In terms of the impact of the development on the local road and public transport networks, the development would be car free so there would not be a significant impact on the local road networks in terms of increased traffic and congestion. The applicant has also considered the impact of the development on the local public transport network. TfL has considered the trip generation impacts and have raised no objection to the proposal and it

*DM2020/00816**Copthall House (Bridge Road Wing), Grove Road, Sutton*

is considered that the proposal would not adversely impact either the local public transport network.

- 7.67 Both TfL and the Council's Highways Officer initially raised concerns over the inclusion of an entrance gate to the site as it was considered that this could lead to vehicles backing up the highway whilst people entering the site were waiting for the gate to open. The applicant has subsequently removed this element of the scheme which has addressed this concern.
- 7.68 TfL and the Council's Highways Officer also initially sought further information in relation to the servicing arrangements for the scheme, and the applicant has subsequently provided an updated Transport Statement, which states that small delivery and servicing vehicles will be able to enter the site and to service the development from the rear, whilst larger servicing vehicles would utilise an existing servicing bay located to the front of the northern wing of Copthall House on Grove Road. Both TfL and the Council's Highways Officer have confirmed that this arrangement is acceptable.
- 7.69 In addition, given the town centre location of the application site the Senior Highways Engineer has recommended a condition securing a final logistics plan to ensure that during the construction phase of the development, it does not result in an impact which would be detrimental to the safe and efficient operation of the public highway network. The draft construction method statement clarifies that no significant highway interventions are expected during normal site operations. By exception it may be necessary for large construction delivery vehicles to park on Bridge Road adjacent to the entrance of the site, but when such instances occur, banksment will be deployed to aid the continued flow of traffic.
- 7.70 For the reasons above, it is considered that the proposal would be in accordance with policies 6.3, 6.7, 6.10, 6.11 and 6.12 of the London Plan and Policy 36 of the Sutton Local Plan.
- 7.71 **F) Waste and Recycling:**
- 7.72 Policies SI7 of the London Plan 2021 and Policy 29 of the Sutton Local Plan require development proposals to provide adequate facilities for waste storage.
- 7.73 The development incorporates a waste storage area at ground level, which would be accessed from the main service cores via a passageway situated alongside and parallel to Bridge Road. The store would open out onto Bridge Road, and would enable building management operatives to wheel the bins a short distance onto and back from the side of the road on collection days. The arrangement seeks to emulate the existing waste pickup arrangements, although at a less frequent rate. The waste store is large enough to accommodate 6 x 1100 litre eurobins which would be a sufficient level of provision for the proposed development.
- 7.74 The Council's Waste and Recycling team has been consulted and has confirmed that there are no objections to the proposed waste and recycling provisions and arrangements.
- 7.75 **G) Sustainable Design and Energy Efficiency:**

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

- 7.76 London Plan policies 5.1, 5.2, 5.3 and 5.7 as well as Policies 31 and 33 of the Sutton Local Plan are relevant to the proposal as they set out minimum energy efficiency requirements.
- 7.77 The application has been accompanied by an Energy and Sustainability Assessment which has demonstrated that the proposal would provide a saving of 55% over the regulated carbon dioxide emissions, significantly above the requirement of 35% on site. These savings would be through the incorporation of passive design and fabric improvements, energy efficient glazing, air tightness and a communal low temperature hot water system. In addition to these design features the proposal would provide onsite renewable energy in the form of a solar panel array. The reductions in regulated carbon dioxide have been achieved using the Mayor's Energy Hierarchy. The failure to provide savings of up to 100% has to be balanced with providing affordable energy sources for the future occupiers and as such further savings could not be made given the constrained nature of the site, the number of units proposed and the lack of ability to provide further renewable energy sources onsite. However, in accordance with part a(ii) of Policy 31 of the Sutton Local Plan, major developments are required to offset the remaining regulated emissions that are not saved by the scheme's energy strategy, to ensure that they are carbon neutral. In this instance, the applicant has agreed to pay £25,826.15 to the Council's Carbon Offsetting fund to achieve a zero carbon development. The Sustainability Officer has confirmed there are no objections to the proposal and has recommended conditions to ensure that the development is constructed in accordance with the submitted energy and sustainability statement and to secure SAP results prior to its first occupation.
- 7.78 In addition a cooling strategy has been undertaken which demonstrates that the risk of overheating has been mitigated. The Sustainability Officer has assessed this element of the sustainability strategy and has recommended that no conditions are required in respect to these elements of the strategy.
- 7.79 It has however been suggested that a condition should be attached to any permission to secure a water efficiency calculation for the scheme prior to occupation in order to ensure that the development enables water usage to be limited to 110 litres per person per day.
- 7.80 As such the proposal is considered to be in accordance with London Plan 2021 policies SI1, SI2, SI3, SI4 and SI5, as well as policy 31 of the Sutton Local Plan.
- 7.81
- 7.82 **H) Flood Risk:**
- 7.83 Paragraph 163 of the NPPF seeks that when determining any planning application, local planning authorities should ensure that flood risk is not increased elsewhere.
- 7.84 Policy 5.12 and 5.13 of the London Plan and Policy 32 of the Sutton Local Plan requires developments to provide adequate drainage infrastructure to prevent flood risk.
- 7.85 The applicant has submitted a SUDS scheme which states that the proposed development would utilise a 200m² green roof to reduce the frequency and volume of surface water run off from the building, however, as the site is entirely impermeable, it is not possible to increase the attenuation volume of the development to allow for a greenfield runoff rate to be achieved. The Council's Flood Risk Officer initially stated that because a greenfield runoff rate could not be achieved, the proposed development could not be supported, however, following further discussions, it has been agreed that as the development effectively amounts to a roof extension and would not lead to the creation of

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

additional hard surfacing within the site or additional surface water runoff, that conditions can be attached to any permission to secure a final detailed drainage design prior to the commencement of development and evidence that the agreed drainage design has been implemented, prior to occupation.

- 7.86 Thames Water has confirmed there are no objections to the proposed scheme.
- 7.87 With the recommended conditions it is considered that the development would not result in flooding of the development of the neighbouring site and would be in accordance with policies 5.12, 5.13 and policy 32 of the Sutton Local Plan.
- 7.88 **I) Ecology, Trees and Landscaping:**
- 7.89 Policy 28 of the Sutton Local Plan requires that development provides high quality landscaping as well as to retain significant trees and landscape features on site.
- 7.90 Policies G1, G5 and G6 of the London plan 2021 require new development to avoid adversely impacting on ecological designations and to improve biodiversity within development sites, whilst Policy 26 of the Sutton Local Plan aims to improve biodiversity across the borough through the planning system with major developments required to achieve a no net loss of biodiversity.
- 7.91 The application site itself contains a limited number of significant tree specimens, although there are a number of Sycamore and cypress trees located alongside its southern boundary. The proposal would require some pruning of these trees but would ensure their retention. A single Sycamore and a single False Acacia tree located within the site would need to be removed, but the Council's Tree and Landscape Officer has confirmed that both of these specimens are of low value. As such, it is not considered that the proposal would dramatically alter the existing relationship between trees and the built form based on the layout and use of the proposed extension.
- 7.92 The Tree and Landscape Officer has therefore concluded that there are no objections to the proposed development subject to conditions to secure final landscaping details and tree protection details prior to the commencement of development.
- 7.93 The proposal would involve the creation of a green roof on the water supply room, which would provide an environmental betterment on the site. This has been welcomed by the Council's Biodiversity Officer and a condition is recommended to secure details and the implementation of the roof.
- 7.94 For the reasons stated above it is considered that the proposal would be acceptable in terms of landscaping and would be in accordance with Policy 28 of the Sutton Local Plan.
- 7.95 **J) Air Quality:**
- 7.96 Policy 34 of the Sutton Local Plan is relevant for the assessment of the application.
- 7.97 The application has been accompanied by an air quality assessment, which considers both the construction phase and the operational phase of the proposed development. During the construction phase there is potential for dust and emissions, however this is

DM2020/00816

Cophall House (Bridge Road Wing), Grove Road, Sutton

not considered to be significant if best practice in dust control methods are undertaken. As such, a condition requiring the submission of a detailed dust management plan is recommended to ensure that the construction phase is undertaken in accordance with best practice for the control of dust.

- 7.98 The assessment also predicted the potential pollutants that the development would generate and concludes that the development would be air quality neutral in terms of its operation and would not exceed the Air Quality Management Area's annual mean Air Quality Objectives for NO₂ and PM₁₀ particulates.
- 7.99 The Environmental Health Officer has reviewed the submitted Air Quality Assessment and has raised no objection to the proposal on air quality grounds subject to conditions requiring the submission of details of the boiler system for the proposed development prior to the commencement of development.
- 7.100 As such with the proposed mitigation the proposal would be considered to be acceptable in air quality terms in accordance with policy 34 of the Sutton Local Plan (2018).
- 7.101 **K) Planning Contributions:**
- 7.102 The London Borough of Sutton introduced its Community Infrastructure Levy (CIL) charging schedule in April 2014. Any new build, that is a new building or an extension, is only liable for the levy if it has 100 square metres, or more, of gross internal floor space and is charged at a rate of £100 per sqm. This is in addition to the Mayor's CIL charged at £25 per sqm. CIL is charged on the total net additional floorspace created (measured as Gross Internal Area).
- 7.103 All Local Authorities are required to index the CIL charges to take account of price increases between the time when charging schedules setting out an authority's rate come into force, and the time at which planning permission is granted. In this instance the London Borough of Sutton's CIL has been indexed from its adoption in April 2014 and the Mayoral CIL indexed from its adoption in April 2012.
- 7.104 The proposal would be CIL liable for Mayoral CIL, and Sutton CIL.
- 7.105 In accordance with the Council's Supplementary Planning Document 5, this development is liable for monetary and non-monetary obligations to make the development acceptable.
- 7.106 A number of issues will be addressed or secured by a S106 legal agreement. The heads of terms within the legal agreement are as follows; to ensure the affordable housing provision, which will include an early and late stage review of the viability of the site, to prevent future occupiers of the development from obtaining car parking permits for the Sutton Town Centre CPZ, and to secure a carbon offsetting contribution of £25,826.15.
- 7.107 **L) Recommendations:**
- 7.108 It is therefore recommended that planning permission is GRANTED.

8 Reason(s) for recommendation

- 8.1 The proposal is considered to be acceptable in terms of land use and the amount of development proposed. The proposal has been assessed by an independent financial viability consultant and delivers the maximum reasonable amount of the affordable housing with 8 intermediate tenure units. However, early and late stage review

DM2020/00816

Copthall House (Bridge Road Wing), Grove Road, Sutton

mechanisms would be secured to ensure that additional provisions or contributions can be secured if the viability of the scheme improves.

- 8.2 The proposal is considered to be of an acceptable scale and massing and the detailed architectural design is considered to be of a high quality and would not result in harm to the character or appearance of the surrounding area or streetscene.
- 8.3 The proposal would not result in harm to the amenity of neighbouring residential occupiers and would provide an adequate standard of accommodation to the future occupiers of the building.
- 8.4 The proposal would be Carbon neutral and would provide adequate drainage arrangements. The building would also be air quality neutral with the agreed carbon offsetting financial mitigation.
- 8.5 The proposal would not result in harm to any protected or significant trees and would also result in no net loss of biodiversity.
- 8.6 The proposal would provide an adequate level of car parking and the trip generation is considered acceptable. As such, the proposal would not result in harm to the safe and efficient operation of the public highway.
- 8.7 For the reasons above it is considered that the proposal would be acceptable and it is recommended that the proposal is granted planning permission subject to the recommended conditions and the satisfactory completion of a S106 legal agreement.

9 Appendices and Background Documents

9.1 Appendices

Appendix Letter	Appendix Title
A	Site Plan
B	Conditions of application