

Planning Committee Agenda



To: Councillor Toni Letts (Chair)
Councillor Paul Scott (Vice-Chair)
Councillors Muhammad Ali, Chris Clark, Felicity Flynn, Clive Fraser,
Jason Perry, Scott Roche, Gareth Streeter and Oni Oviri

Reserve Members: Joy Prince, Nina Degrads, Niroshan Sirisena,
Maggie Mansell, Sherwan Chowdhury, Stephen Mann, Yvette Hopley,
Stuart Millson, Ian Parker and Simon Brew

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 29 November 2018** at **5.30pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS BAKER
Director of Law and Governance
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

Michelle Ossei-Gerning
020 8726 6000 x84246
michelle.gerning@croydon.gov.uk
www.croydon.gov.uk/meetings
Wednesday, 21 November 2018

Members of the public are welcome to attend this meeting.
If you require any assistance, please contact the person detailed above, on the right-hand side.

To register a request to speak, please either e-mail
Democractic.Services@croydon.gov.uk or phone the number above by 4pm on the Tuesday before the meeting.

THIS MEETING WILL BE WEBCAST LIVE - Click on link to view:
<http://webcasting.croydon.gov.uk>

N.B This meeting will be paperless. The agenda can be accessed online at
www.croydon.gov.uk/meetings.

AGENDA – PART A

1. Apologies for absence

To receive any apologies for absence from any members of the Committee.

2. Minutes of Previous Meeting (Pages 7 - 10)

To approve the minutes of the meeting held on Thursday 8 November 2018 as an accurate record.

3. Disclosure of Interest

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

4. Urgent Business (if any)

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

5. Development presentations (Pages 11 - 12)

To receive the following presentations on a proposed development:

**5.1 18/03453/PRE Timebridge Community Centre, Field Way
(Pages 13 - 26)**

The redevelopment of the site to provide a new 150 place Special Educational Needs (SEN) free school for children between the ages 2-19 with autism and learning difficulties.

Ward: New Addington North

6. Planning applications for decision (Pages 27 - 30)

To consider the accompanying reports by the Director of Planning & Strategic Transport:

6.1 18/02613/FUL 95-95a Foxley Lane, Purley, CR8 3HP
(Pages 31 - 46)

Demolition of 95 & 95A Foxley Lane: Erection of a two/three storey building to provide a 72-bedroom care home with associated external works and parking area to the front.

Ward: Purley and Woodcote
Recommendation: Grant permission

6.2 18/00611/FUL The Former Queens Arms, 40 Portland Road and 5-7 Doyle Road, South Norwood, London, SE25 4PQ
(Pages 47 - 64)

Demolition of existing buildings and structures: Erection of a part three and part four storey building to provide a ground floor commercial unit (Use Class A1 / A2 / A3 / B1), 59 student rooms and associated facilities.

Ward: Woodside
Recommendation: Grant permission

6.3 18/03780/FUL 836-838 London Road, Thornton Heath, CR7 7PA (Pages 65 - 76)

Alterations and erection of a part first floor, part second floor rear extension to create a home of multiple occupation, consisting of 10 rooms, in conjunction with ground floor rear extension approved under planning reference: 16/01475/P

Ward: West Thornton
Recommendation: Grant permission

6.4 18/02880/FUL 44 Beulah Road CR7 8JE (Pages 77 - 94)

Demolition of existing house and rebuild to provide 1 x 3 bedroom flat, 3 x 2 bedroom flats and 1 x bedroom flat involving balconies, 1 car parking space, cycle and refuse storage.

Ward: Thornton Heath
Recommendation: Grant permission

**6.5 18/04047/FUL Land adjoining Norbury Railway Station,
Norbury Avenue, SW16 3RW (Pages 95 - 114)**

Construction of a four-storey building comprising of 12 flats with balconies and a ground floor commercial unit (218sq.m floorspace, Use Class B8 storage and distribution) with associated parking (for 7 cars), bicycle and refuse storage area; vehicle crossover, pedestrian footpath improvements, new landscaping including communal area.

Ward: Norbury Park
Recommendation: Grant permission

**6.6 18/03582/FUL 14 Mitchley Avenue, Purley, CR8 1DT
(Pages 115 - 132)**

Demolition of existing property and erection of 3-storey development consisting 6 flats with associated access, 4 parking spaces, cycle storage and refuse store, and alterations to the existing land levels (revised description and proposal).

Ward: Purley Oaks and Riddlesdown
Recommendation: Grant permission

**6.7 18/00144/FUL 1 Addington Road, CR2 8RE
(Pages 133 - 146)**

Conversion of dwelling house in 3 x 1 bedroom units, 1 x 2 bedroom unit and; construction of 4 x 4 bedroom terraced houses: Formation of additional vehicular access and provision of associated parking, play space, landscaping, cycle and refuse stores.

Ward: Sanderstead
Recommendation: Grant permission

7. Items referred by Planning Sub-Committee

To consider any item(s) referred by a previous meeting of the Planning Sub-Committee to this Committee for consideration and determination:

There are none.

8. Other planning matters (Pages 147 - 148)

To consider the accompanying report by the Director of Planning & Strategic Transport:

There are none.

9. Exclusion of the Press & Public

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

"That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended."

This page is intentionally left blank

Planning Committee

Meeting of Croydon Council's Planning Committee held on Thursday, 8 November 2018 at 6.31pm in Council Chamber, Town Hall, Katharine Street, Croydon, CR0 1NX

This meeting was Webcast – and is available to view via the Council's Web Site

MINUTES

Present: Councillor Toni Letts (Chair);
Councillor Paul Scott (Vice-Chair);
Councillors Muhammad Ali, Chris Clark, Felicity Flynn, Clive Fraser,
Jason Perry, Scott Roche, Gareth Streeter and Oni Oviri

Also Present: Councillors Simon Brew, Maggie Mansell and Robert Canning

PART A

Councillor Scott tendered his resignation as Chair of the Planning Committee, and Councillor Muhammed Ali tendered his resignation from the position as Vice-Chair of the Planning Committee.

In accordance with Part 4.F of the Constitution, the election of a Chair for the remainder of this municipal year had taken place.

Councillor Scott nominated Councillor Letts for the position of Chair of the Planning Committee for the remainder of this year. Councillor Ali seconded the nomination.

The election of Chair was put forward to a vote and was carried with five Members voting in favour.

The Committee **RESOLVED** to appoint Councillor Toni Letts as Chair for the remainder of the Municipal Year 2018-2019.

In accordance with Part 4.F of the Constitution, the election of a Vice Chair for the remainder of this municipal year had taken place.

Councillor Letts nominated Councillor Scott for the position of Vice-Chair of the Planning Committee for the remainder of this year. Councillor Ali seconded the nomination.

The election of Vice-Chair was put forward to a vote and was carried with five Members voting in favour.

The Committee **RESOLVED** to appoint Councillor Paul Scott as Vice-Chair for the remainder of the Municipal Year 2018-2019.

Councillor Letts and Councillor Scott took their seat as Chair and Vice-Chair.

127/18 **Minutes of Previous Meeting**

RESOLVED that the minutes of the meeting held on 25 October 2018 be signed as a correct record.

128/18 **Disclosure of Interest**

There were no disclosures of a pecuniary interest not already registered.

129/18 **Urgent Business (if any)**

There was none.

130/18 **Development presentations**

There were none.

131/18 **Planning applications for decision**

132/18 **18/01182/FUL 97 Pollards Hill South, Norbury, SW16 4LS**

Demolition of existing dwelling; Erection of 1 x seven bed detached dwelling and 4 x four bed semi-detached dwellings to the rear of the site with associated parking, landscaping, cycle and refuse storage.

Ward: Norbury and Pollards Hill

Details of the planning application was presented by the officers and officers responded to questions and clarifications.

Shabir Gani spoke against the application.

Spencer Copping (Agent), spoke in support of the application.

Councillor Scott proposed a motion for **APPROVAL** of the application. Councillor Clark seconded the motion.

Councillor Roche proposed a motion to **REFUSE** the application on the grounds of over development in size and massing, out of character and the

detrimental effect to the surrounding occupants. Councillor Perry seconded the motion.

The motion of approval was put forward to the vote and was carried with six Members voting in favour and four Members voted against. The second motion to refuse therefore fell.

The Committee therefore **RESOLVED** to **GRANT** the application of the development of 97 Pollards Hill South, Norbury, SW16 4LS.

The Committee recessed at 7:20pm.

The Committee resumed at 7:30pm.

133/18 **18/01439/FUL Land rear of 53 Downs Court Road, Purley, CR8 1BF**

Demolition of existing garage; and the erection of a two storey 4 bedroom detached house with a single storey rear extension and dormer addition; the provision of two parking spaces and private amenity to the rear.

Ward: Purley

Details of the planning application was presented by the officers and officers responded to questions and clarifications.

There were no speakers for this item.

Councillor Scott proposed a motion for **APPROVAL** of the application. Councillor Ali seconded the motion.

Councillor Oviri proposed a motion to **REFUSE** the application on the grounds of back land development and loss of amenities on adjoining occupants. Councillor Streeter seconded the motion.

The motion of approval was put forward to the vote and was carried out with six Members voting in favour and four Members voted against. The second motion to refuse therefore fell.

The Committee therefore **RESOLVED** to **GRANT** the application for the development of Land rear of 53 Downs Court Road, Purley, CR8 1BF.

134/18 **18/03319/FUL 11 Barham Road, South Croydon, CR2 6LD**

Conversion of property to form 5 self-contained flats (3 x 1 bed, 1 x 2 bed and 1 x 3 bed flats), formation of basement accommodation with associated front and rear light wells, erection of a part 1, part 2 storey side and rear extensions, erection of a rear roof dormer, insertion of 3 roof lights in front roof

slope and provision of associated hard and soft landscaping, a new front boundary wall and refuse and cycle parking.

Ward: Waddon

Details of the planning application was presented by the officers and officers responded to questions and clarifications.

David Day spoke against the application.
Councillor Robert Canning, Ward Councillor, spoke against the application.

Councillor Streeter proposed a motion to **REFUSE** the application on the grounds of overdevelopment of the site leading to a lack of private amenity space for future occupants. Councillor Perry seconded the motion.

Councillor Scott proposed a motion for **APPROVAL** of the application. This motion was not seconded.

The motion of refusal was put forward to the vote and was carried with seven Members voting in favour, one Member voted against and two Members abstained their vote.

The Committee therefore **RESOLVED** to **REFUSE** the application for the development of 11 Barham Road, South Croydon, CR2 6LD.

135/18 **Items referred by Planning Sub-Committee**

There were none.

136/18 **Other planning matters**

There were none.

The meeting ended at 8.36pm

Signed:

Date:

.....

.....

PLANNING COMMITTEE AGENDA

PART 5: Development Presentations

1 INTRODUCTION

- 1.1 This part of the agenda is for the committee to receive presentations on proposed developments, including when they are at the pre-application stage.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 ADVICE TO MEMBERS

- 2.1 These proposed developments are being reported to committee to enable members of the committee to view them at an early stage and to comment upon them. They do not constitute applications for planning permission at this stage and any comments made are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 2.2 Members will need to pay careful attention to the probity rules around predisposition, predetermination and bias (set out in the Planning Code of Good Practice Part 5.G of the Council's Constitution). Failure to do so may mean that the Councillor will need to withdraw from the meeting for any subsequent application when it is considered.

3 FURTHER INFORMATION

- 3.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

4 PUBLIC SPEAKING

- 4.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

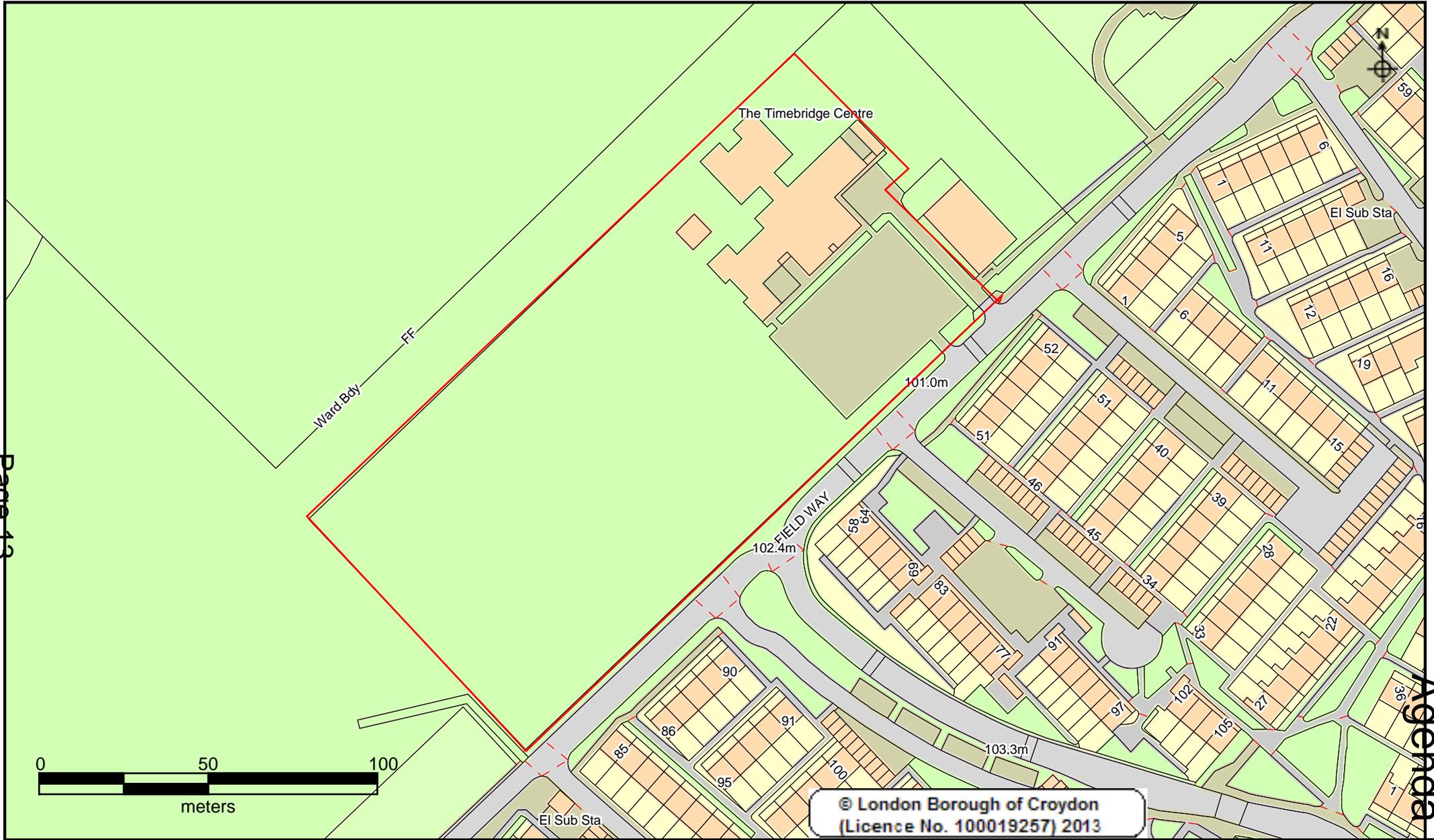
5 BACKGROUND DOCUMENTS

- 5.1 For further information about the background papers used in the drafting of the reports in part 8 contact Mr P Mills (020 8760 5419).

6 RECOMMENDATION

- 6.1 The Committee is not required to make any decisions with respect to the reports on this part of the agenda. The attached reports are presented as background information.

This page is intentionally left blank



Crown Copyright Ordnance Survey (License No: 100019257) 2009

London Borough Croydon

CROYDON COUNCIL

Scale 1:1500

12-Nov-2018



This page is intentionally left blank

PART 5: Developments Presentations

Item 5.1

1 SUMMARY OF APPLICATION DETAILS

Ref: 18/03453/PRE
 Location: Timebridge Community Centre, Field Way
 Ward: New Addington North
 Description: The redevelopment of the site to provide a new 150 place Special Educational Needs (SEN) free school for children between the ages 2-19 with autism and learning difficulties.
 Drawing Nos: Pre-application pack
 Applicant: Saheed Ullah - Capital Delivery for Homes and Schools
 Case Officer: Laura Field

1.1 This pre-application report aims to provide Members with sufficient information for effective engagement with the scheme and the report covers the following points:

- a. Executive summary
- b. Location details
- c. Proposal
- d. Place Review Panel feedback
- e. Material planning considerations
- f. Specific feedback requested
- g. Procedural matters

2 EXECUTIVE SUMMARY

2.1 The site contains the Timebridge Community Centre, parking and an historic playing field.

2.2 The development has been discussed at a series of pre-application meetings. Several options have been reviewed by the Council’s planning officers, with a scheme presented to the Place Review Panel (PRP) together with a subsequent PRP design workshop.

2.3 Discussions have focused on accommodating the SEN school on the site, the design and layout, parking and landscaping, as well as the critical relationship with the new community centre (see 3.4 below).

2.4 The views of members are sought on the SEN school proposals with particular regard to the following key issues:

Design and massing

2.5 Having reviewed the applicant’s latest plans and PRP comments, officers feel that the massing is an appropriate response to the context. The layout of the building has moved on significantly since the PRP presentation and in officers’ view would create a much more positive school environment for pupils and teachers, as well as a more positive addition to this part of New Addington.

2.6 The Committee's views are sought on the proposed indicative design and massing of the proposed school.

Layout, parking and landscaping

2.7 Officers support the general layout of the site, with the building to the frontage and parking to the side/rear. Further to officers and PRP challenging the layout and the legibility of learning space, the scheme has evolved in the right direction. In officers' view the layout, anchored around the central garden space and facing onto the wider landscape, would create a positive learning environment for pupils and teachers. Furthermore, the landscaping would link more successfully with the Community Centre.

2.8 The Committee's views are sought on the layout of the building, the location of the parking and the landscaping approach.

3 LOCATION DETAILS

Site and constraints

3.1 The application site lies on the north-western side of Field Way. The site contains the Timebridge Community Centre, parking and an historic playing field. Further to the north east is a separate building for a Children's and Family Centre and a Multi-Use Games Area. This forms part of Timebridge Community Centre planning application.



Image 1: Visual of the site and immediate surroundings

3.2 The site is surrounded by Metropolitan Green Belt to the north and south-west. On the opposite side of Fieldway (a classified road) lies residential properties, predominantly in the form of four storey flats and two storey terraced houses. The site has a Public Transport Accessibility Rating (PTAL) of 2, lies within an Archaeological Priority Area and an area at risk of surface water and critical drainage flooding.

3.3 The site falls within the Proposal Site 120: Timebridge Community Centre which is allocated for a school.

Planning history

3.4 There is no relevant planning history for this site.

3.5 It is important to note that this scheme forms part of the wider site redevelopment with the Timebridge Community Centre which was presented at Planning Committee as a pre-application on 25th October 2018 (under application number 18/03718/PRE). This application has now been submitted and officers are dealing with the new Community Centre under reference 18/05350/FUL. Due to delivery programme and construction timescales, the two schemes have been separated. Whilst this situation is not ideal, officers have been challenging the applicants to make sure the schemes evolve together.

4 PROPOSAL

4.1 This scheme proposes demolition of the Community Centre to facilitate construction of the new school with associated landscaping, car park, widened access road, highways improvements and service connections. The replacement Community Centre is being delivered under the planning application above.

4.2 The new school would be built in close proximity to the existing Timebridge Community Centre, which will be retained throughout the construction period. The replacement Community Centre will provide accommodation and encompass all uses from the Timebridge Centre and Family Centre currently on site. Following completion of Phase 2 (the main school building), the Timebridge Centre will be demolished and replaced by the parking for the school and build of Phase 2a.

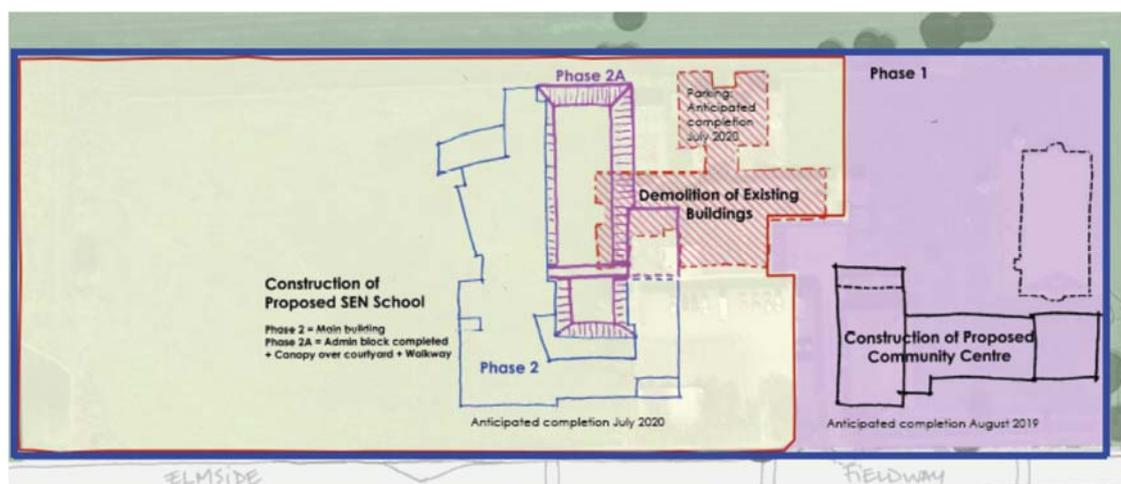


Image 2: Proposed Phasing Plan

4.3 The proposal is for an all through SEN school for pupils aged 2 to 19. This is a 150 place school.

4.4 The access and servicing would take place from Fieldway. The proposed car parking would total 41 spaces with 12 mini bus spaces.

5 PLACE REVIEW PANEL (PRP) RESPONSE

5.1 The scheme was presented to PRP on 20th September 2018. The Panel felt the site has wonderful opportunities to deliver a high quality school and supported the design team's ambition to provide good connectivity between high quality external amenity spaces and the teaching rooms. However, the design at that time was not delivering this ambition and the Panel considered it would unduly detrimentally impact the quality of life of the special educational needs pupils and staff. The Panel's key recommendations and observations were as follows:

- The design team should start the design process again with a brief for the scheme tailored to the special education needs school and the site context.
- A masterplan should be developed to include both the school site and the adjoining Timebridge Community Centre site.
- A landscape architect should be engaged at the earliest opportunity to inform all stages of the design to completion.
- Car parking should be minimised and not harm visual and physical connectivity with the greenbelt.
- Car parking should be moved, potentially to the road frontage, to allow for a garden with useable soft-landscaped space in between the school and community centre.
- Long internal corridors should be designed out: the school could be divided in to two or three unit cluster blocks.
- All teaching spaces should have good access to high quality external amenity spaces.
- Journey distances between the school facilities should be minimised.
- Areas of the building for different age groups should have their own distinct identity and entrances.
- Public access to the school facilities should be maximised and integrated in to the design.
- The visual appearance of the buildings should relate better to local character.

5.2 Further to the PRP review, a series of officer meetings and a subsequent PRP design workshop have taken place in an attempt to evolve the scheme in response to feedback. The following information and amendments were provided to facilitate discussion at the PRP design workshop:

- Understanding of the design ethos, the learning spaces and inter-relationships between these spaces.
- Sketches of the entrances and view from classrooms.
- Exploring the concept of a courtyard and the students' journey through the school.

5.3 At the PRP design workshop on 17th October 2018, PRP felt the scheme is progressing in a positive direction, taking into consideration feedback from the previous session. The Panel's key recommendations and observations were as follows:

- Should be a strategic masterplan that establishes a set of key design principles for the whole site so the two schemes can be considered holistically.
- Should be a "landscape-led" strategy, and the applicant should appoint a Landscape Architect as soon as possible. The expression and footprint of the

building should be simplified so the richness of the landscape is the primary focus.

- Introduction of a large central courtyard a positive feature, but greater clarity required as to what the spatial strategy is that underpins this.
- Consideration to further breaking up the massing of the “U shaped courtyard” into several cluster blocks. These blocks may work better with the site topography than the current single block and could further enhance the idea of each Key Stage having its own distinct entrance and identity.
- May be merit in providing smaller open spaces within or around the courtyard (where soft boundaries are clearly visible) as this could make children feel more secure.
- Introducing covered external walkways which traverse the courtyard will provide more indirect/scenic and informal routes between the principal spaces.
- Further development of the class base arrangements with reference to the precedents. The Panel would strongly support each class base at ground and first floor to have direct access to a high quality external space.
- Further development of internal planning and adjacencies with a focus on the “journey” from the drop-off in the car park to the individual classroom.
- Modifications to car parking layout and quantity are required to reduce its impact on the Greenbelt.
- The main visitor entrance should be on the corner of Field Way to make it more prominent from the street. Similarly, widening the entrance into the site to give a landscaped “boulevard” would create a more welcoming public approach.
- The visual appearance of the building and its relationship with its immediate landscape must be further explored.
- Sport England advised the applicant that it would be contentious to build on the existing playing fields, which may affect the program and must be taken into consideration.
- There should have been time allowed for a thorough RIBA Stage 1 architectural report carried out.

5.4 The following amendments have been made as a result of that workshop:

- A courtyard layout to provide a better quality of educational space
- Changes to the form of the building
- External covered walkways to provide links between key spaces
- Enhanced landscape proposals including a greater buffer between the school and carpark

6 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Trees and landscaping
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability and environment
7. Mitigation

Principle of development

- 6.2 Proposal site 120 (Timebridge Community Centre, Field Way) is identified for use as 'secondary school buildings' within the Croydon Local Plan 2018. Justification for this option states 'the site is a suitable size for accommodating secondary school buildings and adjacent to existing playing fields which can be used by the school. The secondary school would make a significant contribution towards meeting the demand for secondary school places'. The timing provided for this allocation is 2016-2021.
- 6.3 Relocating the community centre to the eastern portion of the site allows for its consolidation and frees the remainder of the site for the allocated school to be built.
- 6.4 The application for a school aligns with the site allocation and is therefore acceptable in principle.
- 6.5 Paragraph 97 of the NPPF seeks to protect playing fields from development and inevitably, the proposal would result in a loss of playing field area. There is scope in this instance to justify development on part of the playing fields as the site is a proposal site in the Croydon Local Plan 2018. The current playing field provision appears to be of very poor quality and the applicants have indicated little usage by the local community. The applicant is undertaking a detailed assessment of how the existing playing fields are used, which will need to justify any loss. The redevelopment would enhance facilities by providing a new community centre with hall, a new sports hall within the school and an upgrade of playing field facilities within the school. This would be made available to the community. Officers have told the applicant they must ensure the scheme benefits as broad range of the community as possible and to increase local community participation in sport through a community use agreement.
- 6.6 Sport England have been engaged and have raised initial concerns about loss of playing fields area. They recognise that this site is for SEN provision and therefore may be willing to accept, on the playing field, some uses that support the student's physical activity. However, this would only be acceptable if additional space is provided for playing field/sports facilities to benefit both the new students as well as community users.
- 6.7 Sport England have stated they will reconsider its position if the following are addressed:
- The proposals are amended so that development does not take place on the playing field unless it is for new sports facilities. The location of sports facilities on the playing field has the potential to be acceptable. A footpath/separate access will be required to access the playing field and MUGA (and sports hall) after hours, to ensure that the rest of the school remains secure. The location of the allotments, sensory garden, mini farm etc. should be more carefully considered to allow for a larger area of playing field. Landscaping could also be reduced to allow for the accommodation of replacement playing field.
 - Further details of the proposed MUGA and sports hall, which should comply with Sport England design guidance.
 - Clarity regarding the current and future use of the playing field and its existing relationship with the community centre. Will a community use agreement be put in place to allow the community to use the new school's sports facilities?
 - Could additional land be purchased/rented next to the centre to provide additional outdoor space for the school and the community? Providing additional playing field

land could provide replacement for that which would be lost and would meet exception 4 of Sport England's Playing Fields Policy.

- Could the car parking for the site be reduced or the car parking shared with the new community centre, thus reducing the car parking requirement for the site overall and thus reducing the impact on the playing field?
- Floodlighting for the Multi-Use Games Area could extend its use by the community after hours.

6.8 The applicant will need to continue to work with Sport England to ensure as much playing field land is safeguarded as possible and that the community has access to the new facilities. Sharing of facilities with the Community Centre, particularly car parking (see 6.10), is critical to limit loss of playing field land.

Townscape and visual impact

6.9 Design discussions have been on-going and the scheme is still very much a work in progress. Officers are of the view progress is being made in the right direction and are broadly content with the emerging proposals.

Design and massing

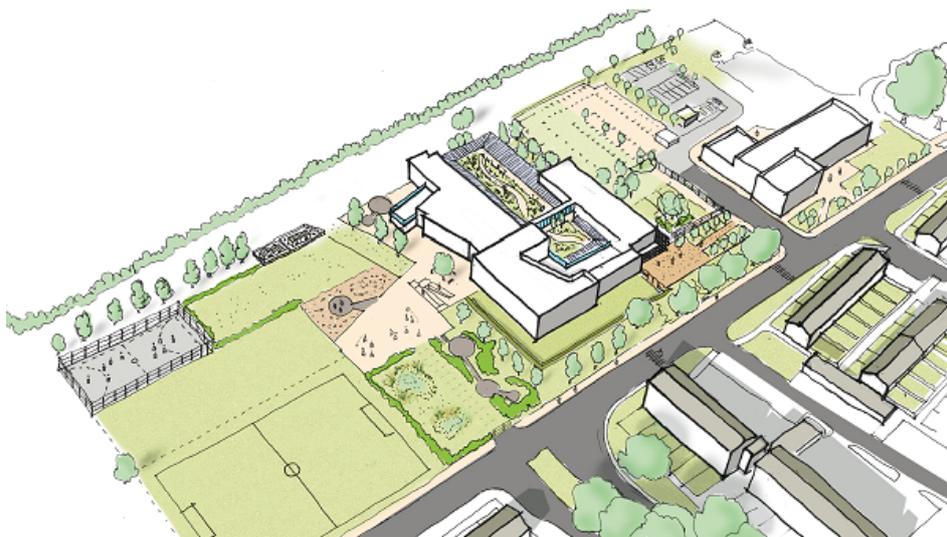


Image 3: Proposed massing and relationship between SEN School and Community Centre

6.10 The indicative height and massing relates to the wider street scene and the character of the area. A courtyard approach has been taken and officers support the general design approach subject to the correct selection and detailing of materials. A simple palette of materials has been agreed. Earlier versions proposed extensive use of render; this is not supported.

6.11 Further work must be undertaken to show the development from key viewpoints from the Green Belt, Addington Village Conservation Area, Addington Palace and beyond. There is some concern that the form is overly complex and may need further refinement and rationalisation.

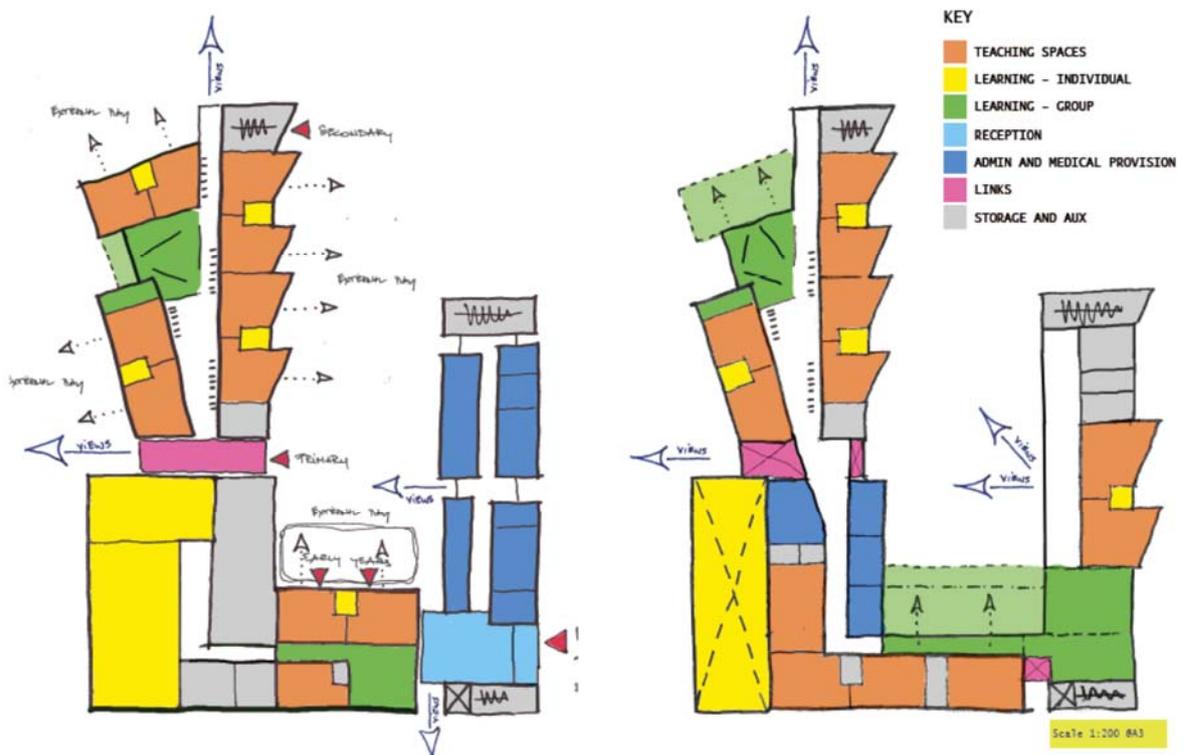


Image 5: Concept internal layout plans

- 6.12 The internal spaces are grouped together according to function (teaching and learning; therapy and medical; dining and social; staff/admin). This is broadly acceptable.
- 6.13 Whilst the car parking remains to the side/rear of the site, officers consider this to be an appropriate location. However, the applicant needs to deliver shared car parking with the Community Centre. The applicant has been encouraged to increase the extent of soft landscaping to the parking area to soften views both from within the building, but also from the adjoining Green Belt. The applicant has begun to make positive improvements in order to achieve this.
- 6.14 The landscape proposals broadly aim to provide a setting for the new building whilst at the same time providing functional spaces and outlook for the users of the school, as well as making a contribution to the street scene. The landscaping scheme has been further developed since PRP and officers are encouraged by the changes proposed. The landscaping scheme, particularly on the frontage, allows for spaces which better link the site into the surrounding area.

Trees

- 6.15 There are no in principle arboriculture objections. However, the applicant must retain those trees around the boundary particularly the very large prominent specimens. Construction and works must ensure these important trees are safeguarded. The indicative layout appears to have scope for the retention of these boundary trees which should be achievable as part of any formal planning application.
- 6.16 Any full application should include a detailed tree survey, a tree removal and retention plan, an arboricultural constraints plan and a tree protection plan. The proposal should include a comprehensive landscape scheme and an ecology survey submitted to

ascertain if there are any protected/priory species that need mitigation or will delay the programme.

Residential amenity for neighbours

- 6.17 Given the significant separation distances to the nearest residential properties, the closest of which are on the opposite side of Field Way to the south, the scheme is likely to be acceptable in terms of residential amenity.
- 6.18 The applicants have been advised that the hours of use and any potentially noise generating activities (such as music amplification) would need to be defined and controlled, as well as a detailed Community Use Agreement to ascertain any potential impacts on residents on the opposite side of Field Way.

Access and parking

- 6.19 The site is located within an area with PTAL of 2 which is poor. It is, however, within close proximity of bus service routes of T31 and 130.
- 6.20 Officers support the general layout of the site, with the building on the frontage and parking to the side/rear. The applicants have been advised of the importance of landscaping to help break up the car park.
- 6.21 The proposed scheme access would be from Field Way, serving a total of 41 car parking spaces with 12 mini bus spaces. Servicing and deliveries would take place from this access road. It is anticipated the majority of pupils will arrive by minibus.
- 6.22 To advance process for this application, additional information including the submission of a Travel Plan and a Transport Assessment document covering the expected trips generated would be required. Information on the mode of travel/mode share to and from school for pupil and staff together with the School's catchment area and any associated traffic impacts on the road network, transport services and road users within close proximity of the site are required.
- 6.23 The Applicant must take into account the 80% Sustainable Travel Mode Share target in the recently published in the Mayor's Transport Strategy (MTS) and the draft London Plan for the trips associated with the school, as there appears to be high level of parking. That said, it is acknowledged that a SEN school has different parking demands, so this must be justified.
- 6.24 The provision of the access from Field Way is accepted in principle and the applicants have been advised further work is required on trip generation, traffic impact and parking activity.

Environment and sustainability

- 6.25 The applicant has been aware of the requirements for BREEAM "Excellent" and 35% reduction in CO2 emissions beyond the target required by Building Regulations.
- 6.26 The site is within an area prone to surface water flooding and as such a sustainable urban drainage system will have to be incorporated. A flood risk assessment and drainage strategy are required to support any future planning application. The applicant has been encouraged to engage with the Lead Local Flood Authority, a statutory consultee on any future application.

6.27 Given the location in an Archaeological Priority Area, the applicant has been advised that an archaeology report is required in support of the application.

Mitigation

6.28 As this stage it is envisaged that planning obligations will be required to mitigate the impacts, with the following Heads of Terms:

- Local employment and training strategy (no contribution required)
- Carbon off-set contribution (only if 35% CO2 reduction not met)
- Travel Plan
- Potential highway works
- Potential public realm works

7 SPECIFIC FEEDBACK REQUESTED

7.1 In view of the above, it is suggested that members focus on the following issues:

- I. The design and massing of the proposed school building
- II. The internal layout, particularly how the SEN school would function
- III. How the external spaces work and the landscaping proposed
- IV. The location of the parking and quantum of spaces
- V. How the development can embrace and relate to the community centre
- VI. The extent to which the school and community centre could/should share facilities, particularly car parking

8 PROCEDURAL MATTERS

8.1 The proposal is reported to Planning Committee to enable Members to view and comment on it prior to submission of a formal application. The proposal is not a planning application. Any comments are provisional and subject to full consideration, including public consultation and notification as part of any subsequent application.

This page is intentionally left blank

PLANNING COMMITTEE AGENDA

PART 6: Planning Applications for Decision

1 INTRODUCTION

- 1.1 In this part of the agenda are reports on planning applications for determination by the Planning Committee.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 Any item that is on the agenda because it has been referred by a Ward Member, GLA Member, MP or Resident Association and none of the person(s)/organisation(s) or their representative(s) have registered their attendance at the Town Hall in accordance with the Council's Constitution (paragraph 3.8 of Part 4K – Planning and Planning Sub-Committee Procedure Rules) the item will be reverted to the Director of Planning and Strategic Transport to deal with under delegated powers and not be considered by the committee.
- 1.4 The following information and advice applies to all reports in this part of the agenda.

2 MATERIAL PLANNING CONSIDERATIONS

- 2.1 The Committee is required to consider planning applications against the development plan and other material planning considerations.
- 2.2 The development plan is:
 - the London Plan (consolidated with Alterations since 2011)
 - the Croydon Local Plan (February 2018)
 - the South London Waste Plan (March 2012)
- 2.3 Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application; any local finance considerations, so far as material to the application; and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Committee to make its determination in accordance with the Development Plan unless material planning considerations support a different decision being taken. Whilst third party representations are regarded as material planning considerations (assuming that they raise town planning matters) the primary consideration, irrespective of the number of third party representations received, remains the extent to which planning proposals comply with the Development Plan.
- 2.4 Under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects listed buildings or their settings, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest it possesses.

- 2.5 Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects a conservation area, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 2.6 Under Section 197 of the Town and Country Planning Act 1990, in considering whether to grant planning permission for any development, the local planning authority must ensure, whenever it is appropriate, that adequate provision is made, by the imposition of conditions, for the preservation or planting of trees.
- 2.7 In accordance with Article 31 of the Development Management Procedure Order 2010, Members are invited to agree the recommendations set out in the reports, which have been made on the basis of the analysis of the scheme set out in each report. This analysis has been undertaken on the balance of the policies and any other material considerations set out in the individual reports.
- 2.8 Members are reminded that other areas of legislation covers many aspects of the development process and therefore do not need to be considered as part of determining a planning application. The most common examples are:
- **Building Regulations** deal with structural integrity of buildings, the physical performance of buildings in terms of their consumption of energy, means of escape in case of fire, access to buildings by the Fire Brigade to fight fires etc.
 - Works within the highway are controlled by **Highways Legislation**.
 - **Environmental Health** covers a range of issues including public nuisance, food safety, licensing, pollution control etc.
 - Works on or close to the boundary are covered by the **Party Wall Act**.
 - **Covenants and private rights** over land are enforced separately from planning and should not be taken into account.

3 **ROLE OF THE COMMITTEE MEMBERS**

- 3.1 The role of Members of the Planning Committee is to make planning decisions on applications presented to the Committee openly, impartially, with sound judgement and for sound planning reasons. In doing so Members should have familiarised themselves with Part 5D of the Council's Constitution 'The Planning Code of Good Practice'. Members should also seek to attend relevant training and briefing sessions organised from time to time for Members.
- 3.2 Members are to exercise their responsibilities with regard to the interests of the London Borough of Croydon as a whole rather than with regard to their particular Ward's interest and issues.

4. **THE ROLE OF THE CHAIR**

- 4.1 The Chair of the Planning Committee is responsible for the good and orderly running of Planning Committee meetings. The Chair aims to ensure, with the assistance of officers where necessary, that the meeting is run in accordance with the provisions set out in the Council's Constitution and particularly Part 4K of the Constitution 'Planning and Planning Sub-Committee Procedure Rules'. The Chair's most visible responsibility is to ensure that the business of the meeting is conducted effectively and efficiently.
- 4.2 The Chair has discretion in the interests of natural justice to vary the public speaking rules where there is good reason to do so and such reasons will be minuted.

- 4.3 The Chair is also charged with ensuring that the general rules of debate are adhered to (e.g. Members should not speak over each other) and that the debate remains centred on relevant planning considerations.
- 4.4 Notwithstanding the fact that the Chair of the Committee has the above responsibilities, it should be noted that the Chair is a full member of the Committee who is able to take part in debates and vote on items in the same way as any other Member of the Committee. This includes the ability to propose or second motions. It also means that the Chair is entitled to express their views in relation to the applications before the Committee in the same way that other Members of the Committee are so entitled and subject to the same rules set out in the Council's constitution and particularly Planning Code of Good Practice.

5. PROVISION OF INFRASTRUCTURE

- 5.1 In accordance with Policy 8.3 of the London Plan (2011) the Mayor of London has introduced a London wide Community Infrastructure Levy (CIL) to fund Crossrail. Similarly, Croydon CIL is now payable. These would be paid on the commencement of the development. Croydon CIL provides an income stream to the Council to fund the provision of the following types of infrastructure:
- i. Education facilities
 - ii. Health care facilities
 - iii. Projects listed in the Connected Croydon Delivery Programme
 - iv. Public open space
 - v. Public sports and leisure
 - vi. Community facilities
- 5.2 Other forms of necessary infrastructure (as defined in the CIL Regulations) and any mitigation of the development that is necessary will be secured through A S106 agreement. Where these are necessary, it will be explained and specified in the agenda reports.

6. FURTHER INFORMATION

- 6.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

7. PUBLIC SPEAKING

- 7.1 The Council's constitution allows for public speaking on these items in accordance with the rules set out in the constitution and the Chair's discretion.

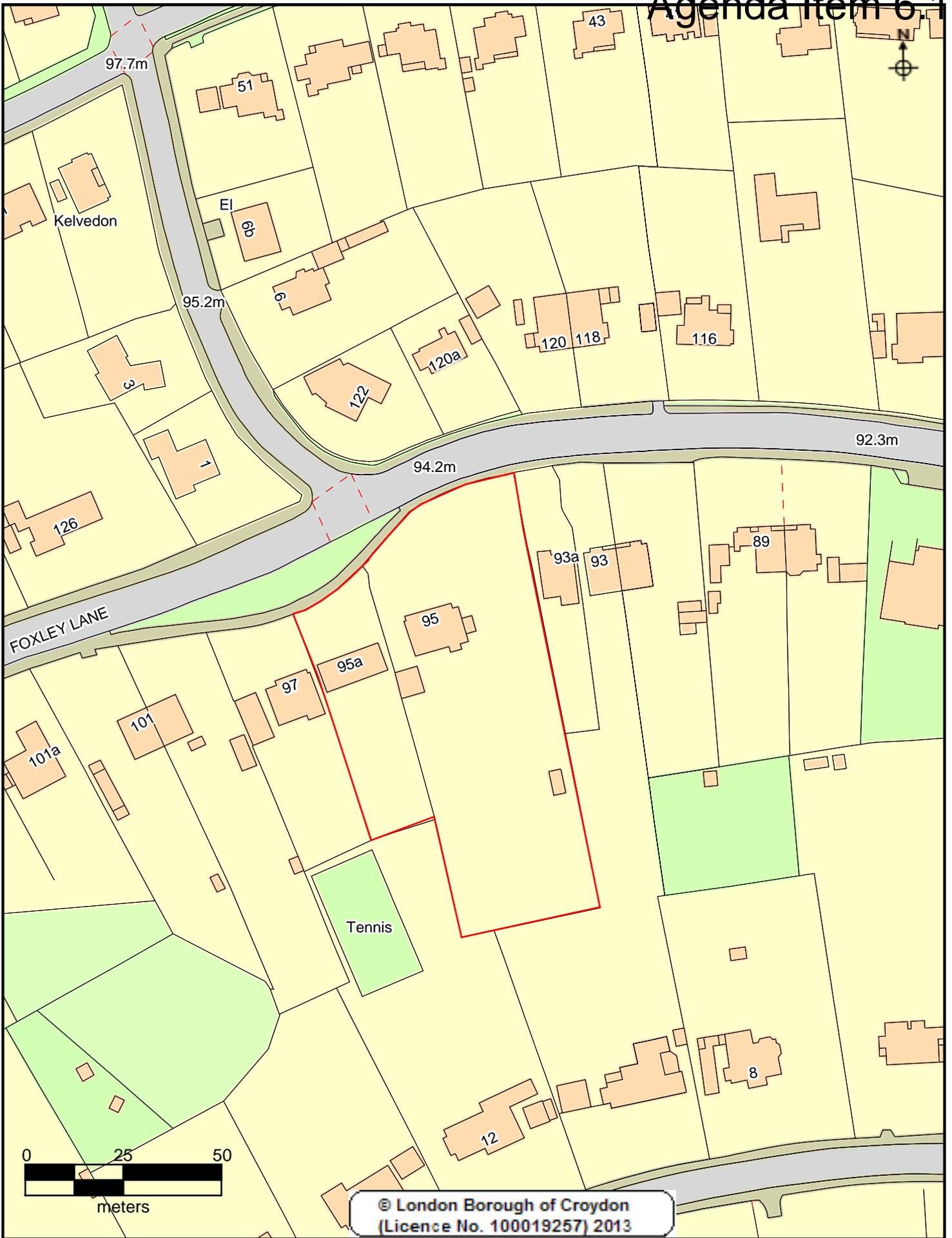
8. BACKGROUND DOCUMENTS

- 8.1 The background papers used in the drafting of the reports in part 6 are generally the planning application file containing the application documents and correspondence associated with the application. Contact Mr P Mills (020 8760 5419) for further information. The submitted planning application documents (but not representations and consultation responses) can be viewed online from the Public Access Planning Register on the Council website at <http://publicaccess.croydon.gov.uk/online-applications>. Click on the link or copy it into an internet browser and go to the page, then enter the planning application number in the search box to access the application.

9. RECOMMENDATION

- 9.1 The Committee to take any decisions recommended in the attached reports.

This page is intentionally left blank



© London Borough of Croydon (Licence No. 100019257) 2013

Crown Copyright Ordnance Survey (License No: 100019257) 2011

CROYDON
www.croydon.gov.uk

London Borough Croydon

Scale 1:1250

13-Nov-2018
Page 31



This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.1

1 APPLICATION DETAILS

Ref: 18/02613/FUL
 Location: 95-95a Foxley Lane, Purley, CR8 3HP
 Ward: Purley and Woodcote
 Description: Demolition of 95 & 95A Foxley Lane: Erection of a two/three storey building to provide a 72-bedroom care home with associated external works and parking area to the front.
 Drawing Nos: 1165PL RDT ZZ ZZ DR A 0001 Rev PL2, 1165PL RDT ZZ ZZ DR A 0010 Rev PL2, 1165PL RDT ZZ ZZ DR A 0100 Rev PL1, 1165PL RDT ZZ 01 DR A 0120 Rev PL1, 1165PL RDT ZZ B1 DR A 0200 Rev PL2, 1165PL RDT ZZ GF DR A 0300 Rev PL2, 1165PL RDT ZZ 01 DR A 0400 Rev PL2, 1165PL RDT ZZ 02 DR A 0500 Rev PL2, 1165PL RDT ZZ 03 DR A 0550 Rev PL2, 1165PL RDT ZZ ZZ DR A 0600 Rev PL2, 1165PL RDT ZZ ZZ DR A 0601 Rev PL2, 1165PL RDT ZZ ZZ DR A 0602 Rev PL2, 1165PL RDT ZZ ZZ DR A 0603 Rev PL2, 1165PL RDT ZZ ZZ DR A 0604 Rev PL2 and 1165PL RDT ZZ ZZ DR A 0605 Rev PL2
 Applicant: Gary Ferrier of Lucas More Ltd
 Case Officer: Georgina Betts

Type of floorspace	Existing	Proposed	Change
Residential	646 sq m	3, 865 sq m	+3, 219 sq m

Number of car parking spaces	Number of cycle parking spaces
18 (incl. 2 disabled bays)	16

1.1 This application is being reported to Committee because objections above the threshold in the Committee Consideration Criteria have been received.

2 RECOMMENDATION

2.1 That the Planning Committee resolve to GRANT planning permission prior to the completion of a legal agreement to secure the following

- a) Local employment and training contributions
- b) Air quality
- c) Provision of a car club
- d) Carbon off-setting
- e) And any other planning obligations considered necessary

2.2 That the Director of Planning and Strategic Transport is delegated authority to negotiate the legal agreement indicated above.

2.3 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) The development shall be carried out wholly in accordance with the approved plans
- 2) The development shall only be used for neurological care
- 3) Flood mitigation measures
- 4) Submission of Construction Logistics Plan
- 5) Submission of a delivery and servicing plan
- 6) Submission of a travel plan
- 7) Reinstatement of kerb lines and rationalisation of crossover arrangements
- 8) If contamination is found during construction, works must cease and further details submitted to the LPA
- 9) Submission of a noise assessment
- 10) Submission of a low emission strategy
- 11) Submission of air handling, plant and machinery details
- 12) The development must achieve 29.01% reduction in Carbon Dioxide emission
- 13) The development must achieve BREEAM Excellent
- 14) In accordance with the Arboricultural Report
- 15) Prior to the occupation the (1) security lighting (2) any boundary walls and fences or other means of enclosing the site (3) finished floor levels of the building in relation to existing and proposed site levels (4) electric vehicle and cycle charging points (5) turning areas (6) bin and cycle stores (7) pedestrian visibility splays shall be submitted for approval and implemented in accordance with approved details.
- 16) Hard and soft landscaping to be submitted
- 17) Samples of external facing materials to be submitted
- 18) Restrictions on windows in the eastern and western elevations
- 19) Commence within 3 years of the date of the permission
- 20) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Site notice removal
- 2) Granted subject to a Section 106 Agreement
- 3) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

2.4 That if by 2 March 2019 the legal agreement has not been completed, the Director of Planning is delegated authority to refuse planning permission.

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for the:

- Demolition of 95 & 95A Foxley Lane;
- Erection of a two/three storey building to provide a 72-bedroom care home for individuals requiring neurological care;

- Provision of associated parking, refuse and cycle stores;
- Associated hard and soft landscaping works.

Site and Surroundings

- 3.2 The application site lies on the southern side of Foxley Lane and is currently occupied by two large detached two storey houses with 95a Foxley Lane being a later infill development. Both properties are sited within generous plots and adjoin the Webb Estate Conservation Area to the south.
- 3.3 The surrounding area is residential in character comprising of large detached properties within generous plots. Each building varies in design and form although all are of a traditional two storey scale and mass. Foxley Lane and Woodcote Drive are characterised by large areas of established soft landscaping, resulting in a sylvan and verdant setting to the Webb Estate Conservation Area.
- 3.4 Foxley Lane is classified by the Croydon Plan as a London Distributor Road.
- 3.5 The site lies within an area at risk of surface water flooding as identified by the Croydon Flood Maps.
- 3.6 The site is also subject to two Tree Preservation Orders (TPO No's: 23, 2015 and 58, 2009).

Planning History

- 3.7 85/01758/P – Erection of detached house with integral garage [Permission Granted and implemented]
- 3.8 04/02746/P – Erection of two storey side and single storey rear extension [Permission Granted and implemented]
- 3.9 15/02282/P – Demolition of existing building (95 Foxley Lane); erection of 4 two storey four-bedroom semi-detached houses with accommodation in the roofspace and 1 detached two storey five bedroom house with accommodation in the roofspace; formation of access road and provision of associated parking. [Permission Refused]. The reasons for refusal were as follows;
- 1) The development, by reason of its siting, layout, bulk, height, massing and detailed design would fail to respect the character of the area and would be detrimental to the street scene.
 - 2) The development would be detrimental to the amenities of the occupiers of adjoining properties by reason of its size and siting resulting in visual intrusion and loss of privacy.
 - 3) The proposal will result in the loss of a number of prominent trees and threatens the loss of others, some of which are subject to a tree preservation order. The potential loss of trees as a result of this application would be detrimental to the character of the area.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would provide a neurological care home which is within the Council's identified need. There would be no let loss of a small family home (3 bedrooms or under 130sqm)
- The development would have limited impact on and would generally accord with the character and appearance of the surrounding area.
- The development would have no harmful impact upon the protected trees.
- The development would have an acceptable relationship with neighbouring residential properties and would not result in significant harm to neighbouring residential amenities.
- The standard of accommodation for future occupiers would be satisfactory
- Access, parking and turning arrangements would be adequate and acceptable.
- Flooding and sustainability matters can be appropriately managed through condition.
- Contributions to Local Employment and Training, Air Quality, Carbon Offsetting and the provision of a Car Club could be secured through a Section 106 Legal Agreement.

4 CONSULTATION RESPONSE

- 4.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 4.2 The Local Lead Flood Authority (LLFA) was consulted regarding the application and the comments received are summarised below.

5 LOCAL REPRESENTATION

- 5.1 The application has been publicised by way of letters sent to neighbouring occupiers of the application site and site and press notices. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 35 Objecting: 35

- 5.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
Noise and general disturbance/pollution	Such matters are considered in Section 7.27 of this report.
Traffic congestion/impact on highway safety/lack of parking	Such matters are considered in Section 7.21 to 7.28 of this report.
No need for more care home/over concentration in Purley	Such matters are considered in Section 7.2 and 7.4 of this report.

Not enough parking/poor sight lines	
Overlooking/loss of privacy/loss of light	Such matters are considered in Section 7.14 to 7.17 of this report.
Visual intrusion/depth of building	Such matters are considered in Section 7.14 to 7.17 of this report.
Over development/out of character/commercial use	Such matters are considered in Section 7.5 to 7.12 of this report.
Pressure on local health services/infrastructure	The proposal by virtue of its use is contributing to health provision.
Loss of trees, plants and habitats	Such matters are considered in Section 7.13 of this report.
Security concerns	The development is not considered to give rise to such matters given the secure nature of the care home.
Harm to Webb Estate Conservation Area	Such matters are considered in Section 7.11 and 7.12 of this report.
Obtrusive design	Such matters are considered in Section 7.5 to 7.12 of this report.
Over population	Given the extensive size of the site the proposal is not considered to result in an over population.
Set a bad precedent	Each case is judged on its own merits and for the reasons given in this report the proposal is considered acceptable.
Over concentration of care homes in the immediate area	The type of care proposed falls into the Councils identified need and is therefore acceptable in principle.

5.3 The following issues were raised in representations, but they are not material to the determination of the application:

- Contravenes covenants [Officer Comment: this is not a material planning consideration]
- Depreciation in house values [Officer Comment: this is not a material planning consideration]

5.4 Councillor Badshar Quadir has made the following representations:

- Landmark building should be retained
- Loss of privacy and light to the surrounding houses.
- Increase in traffic causing high safety fears
- Further care homes would result in overcrowding

6 RELEVANT PLANNING POLICIES AND GUIDANCE

6.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.

6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Requiring good design.
- Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

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

Consolidated London Plan 2015 (LP):

- 3.5 Quality and design of housing developments
- 3.8 Housing Choice
- 6.13 Parking
- 7.4 Local Character
- 7.6 Architecture

Croydon Local Plan 2018 (CLP):

- SP2 Homes
- SP4 Urban design and local character
- SP6 Environment and climate change
- SP8 Transport and communications
- DM1 Housing choice for sustainable communities
- DM2 Residential care and nursing homes
- DM10 Design and character
- DM13 Refuse and recycling
- DM16 Promoting healthy communities
- DM19 Promoting and protecting healthy communities
- DM23 Development and construction
- DM24 Land contamination
- DM25 Sustainable drainage systems and reducing flood risk
- DM27 Biodiversity
- DM28 Trees
- DM29 Promoting sustainable travel and reducing congestion

- DM30 Car and cycle parking in new development
- Applicable place-specific policies

7 MATERIAL PLANNING CONSIDERATIONS

7.1 The main planning issues raised by the application that the Planning Committee needs to consider are as follows:

- The principle of the proposed development and the established need for neurological care homes;
- The impact on the townscape and the visual impact;
- The impact of the development upon the protected trees;
- The impact on the residential amenity of adjoining occupiers;
- The living conditions provided for future occupiers;
- Transportation considerations
- Flooding and Sustainability
- Section 106 Obligations

Principle of development and the established need

7.2 The application site lies within an established residential area and while the proposed development seeks consent for C2 (Residential Institutions) the nature of this use would not affect the established residential character of this part of Purley.

7.3 Both 95 and 95a Foxley Lane are large family homes in excess of 4 bedrooms and therefore their demolition would not result in the loss of a three bedroom home as outlined in Policy DM1.2 of the Croydon Plan 2018. The demolition of 95 and 95a Foxley Lane and their replacement with alternative residential accommodation would be acceptable.

7.4 Policy DM2.1 advises that new care homes will only be permitted where they meet an identified need. The applicant has stated that the care home will provide neurological beds to address the borough's identified need and as long as this need is satisfied by the proposed development, the principle of the development would be acceptable. A planning condition is recommended requiring the site to be used for the provision of neurological care only to ensure that the use meets the need specifically identified.

Townscape and Visual Impact

7.5 The application site is occupied by two detached properties being 95 and 95a Foxley Lane. The two properties are of a different age and visual appearance and given their degree of set-back from back edge of footway, have a limited presence within the street scene. 95a Foxley Lane is the smaller of the two properties, being a later infill development from the 1980's. Both sit in relatively large plots and although 95 Foxley Lane is reminiscent of William Webb designs, neither buildings are of any significant architectural merit.

7.6 The applicant proposes to demolish both buildings and erect a three-storey building comprising of 72 special care bed spaces for individuals with neurological care requirements. Whilst the development is described as three storeys, its appearance would be that of two storeys with accommodation

provided within the roof and basement. This would be generally consistent with neighbouring development and the character of the surrounding area. Given the width of the plot and the juxtaposition with neighbouring properties, the applicant has proposed a building of two masses referencing the historic plot division with the use of a more subordinate and contemporary glazed link. The greater extent of built form would be sited towards the eastern end of the site (95 Foxley Lane) respecting the historic plot division, which is also reflected in the accompanying landscaping proposals.

- 7.7 The architectural design would be typical of the area with projecting gables and hipped roof slopes with the inclusion of modest dormer windows, which are common to nearby developments. The building would comprise of brick, render and timber detailing, again reminiscent of buildings designed by William Webb. The flank elevations have been appropriately designed to ensure that the building is well articulated. Consequently, the scale mass, siting, form and external appearance of the proposed development would be acceptable and in keeping with neighbouring character.
- 7.8 Whilst it is recognised that the perceived mass would be greater than that currently on site (projecting further into the site than the existing buildings) the proposed development would sit comfortably within the amalgamated plot. Generous separation would exist to all boundaries, which would maintain an acceptable degree of separation. The building has been designed to ensure the retention of boundary trees and vegetation to help soften the appearance of the development. A set of plans and elevations (below) helps illustrate the proposals.

Proposed Site Plan



Proposed street scene elevation



Proposed rear elevation



7.9 Given the size of the site and the presence of protected trees, it is considered that the development is capable of enhancing the sylvan character of the area through the use of meaningful soft and hard landscaping alongside the retention of protected feature trees. Whilst such matters would be controlled through the use of planning conditions, the indicative proposals give comfort that the proposed landscaping would be of a high standard and would give residents space to pursue outdoor activities as part of their care regimes.

7.10 The parking area would be provided towards the front of the site (common to neighbouring properties) and would not be out of character with the surrounding area. The parking arrangement has been designed to accord with the emerging principles of the 'Suburban Design Guide' and is well informed. The enhancement of any soft landscaping within this area would only help to soften such an area, enhancing the sylvan character of Foxley Lane. The type and location of the parking is therefore acceptable in character terms.

7.11 Representations have raised concerns regarding the development and its impact upon the Webb Estate Conservation Area towards to the south. During the course of pre-application enquiries, officers required the applicant to set the building further back from the southern boundary – which now provides a more

suitable relationship to the Webb Estate Conservation Area and a much-improved relationship compared to the previously refused scheme (dismissed on appeal).

7.12 This amendment was sought in collaboration with the Council's conservation officer to address concerns regarding the setting of this important heritage asset. It is now considered that sufficient separation exists between the development and the conservation area to ensure that the character and appearance of the Webb Estate is preserved and enhanced through additional planting. The development is therefore considered to have an acceptable relationship with the Webb Estate and would preserve conservation area character.

The Impact of the development upon the protected trees

7.13 The applicant submitted an Arboricultural Impact Method Statement to support the proposed development and following consultations with the Council's Tree Officer, officers are satisfied that adequate measures would be put in place to safeguard the protected trees on site alongside the proposed which would be secured by condition. The landscaping scheme would include the planning of further trees with focus on use of native species.

Impact on Neighbouring Residential Amenity

7.14 The development would be centrally located within its plot, providing a separation distance of approximately 9.3 to 19.9 metres between the eastern flank wall of the development and that of 93a Foxley Lane. This generous separation distance and the presence of trees along the eastern boundary would ensure that the development would not appear visually intrusive, nor would it result in a harmful loss of privacy.

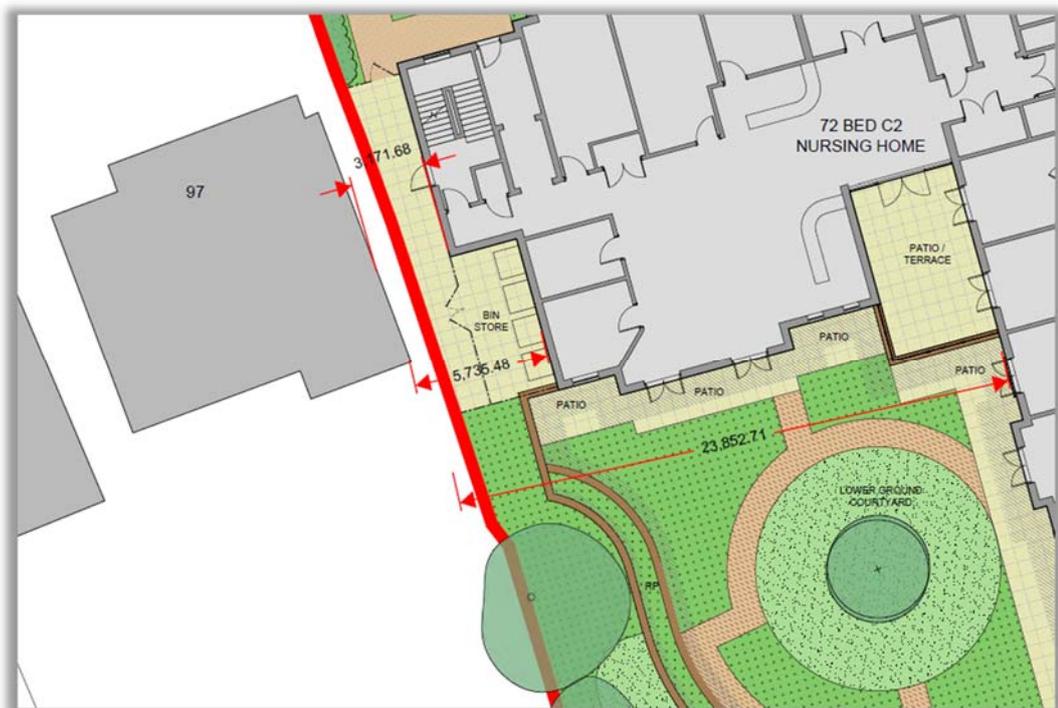
Separation distance to 93a Foxley Lane



The proposed development would be closer to 97 Foxley Lane (with a separation distance of 3.17 metres, stepping out to 5.7 and 28.3 metres as shown below.

- 7.15 No windows are provided at or above the first floor in the eastern or western flank walls of the main mass of the building fronting with 93a or 97 Foxley Lane. While it is noted that windows will exist in the eastern and western elevations of the central mass of the building these are approximately 20 metres at the closest point. Given the generous separation distances it is not considered that these windows would give rise to a harmful loss of privacy.
- 7.16 The retention of boundary screening will help to soften the appearance of development helping to reduce any perception of overlooking.

Separation distances to 97 Foxley Lane



- 7.17 Properties to the north (on the opposite side of Foxley Lane) and to the south within Rose Walk are situated a substantial distance away and would be largely unaffected by the proposal. Given the above, the development would have an acceptable relationship and would maintain existing amenities.

The standard of accommodation for future occupiers

- 7.18 Whilst there are no set standards in terms of unit sizes in relation to C2 (Residential Institutions) all 72 bedrooms would be of a good standard and generally meet the size requirements of the “Technical Housing Standards March 2015”. Communal dining/sitting rooms are provided on the ground floor with additional communal spaces throughout the building and garden areas. Level access can be provided and two lifts are proposed throughout building. The quality and standard of accommodation would therefore be acceptable.
- 7.19 A generous and multi-faceted communal garden comparable in size to nearby developments would be provided. Given the nature of the development the form and size of this space the communal garden is considered appropriate. Details of boundary treatments, hard and soft landscaping would be secured by way of condition.

7.20 It is therefore considered that the proposals would result in a good standard of accommodation that would meet the needs of the borough and can be supported.

Transportation Considerations

- 7.21 Whilst the site is located in an area with PTAL rating of 1B (which is poor) a bus stop is within close proximity of the development site which links through to Purley and the associated transport interchange.
- 7.22 The development seeks to demolish the existing residential dwellings on the above site and construct a 72-bedroom residential nursing home (C2) with 18 car parking spaces (including 2 disabled parking bays) and servicing provision. The level of parking provision representing a ratio of 0.25 per bedroom unit. Other facilities include the provision of cycle parking spaces/storage (primarily for staff), ambulance/minibus parking and electric vehicle charging points.
- 7.23 The existing residential dwellings both have direct vehicular access onto Foxley Lane (two accesses for 95 Foxley Lane) and one access for 95a Foxley Lane. These access points would be consolidated into a single access for cars ambulances and other service movements.
- 7.24 Additional information in respect of trip and speed data was received during the course of the application process. Trip rate data has now been provided as part of the application. Officers are satisfied with the estimated trip rates and are satisfied that that the development would not impact materially on the road network and infrastructure within close proximity of the above site.
- 7.25 The speed data has been thoroughly reviewed by the Strategic Transport Division and can now be supported. The parking layout and access have been carefully designed to limit its impact on the highway network and as such the development is considered acceptable in this respect. The existing crossover arrangements across both properties would need to be rationalised (closed off) which will be required through use of a planning condition.
- 7.26 The site can accommodate emergency vehicle parking immediately in front of the main entrance to the care home as well as servicing and delivery vehicles. Refuse collection would be undertaken from the adjacent carriageway. This arrangement would be acceptable.
- 7.27 Cycle storage would need to be provided in accordance with the London Plan and would be secured through condition. In addition, the Council would seek to secure the following via condition;
- Electric Vehicle Charging Points
 - Visibility splays
 - Travel Plan
 - Delivery and Servicing Plan
 - Construction Logistics Plan/Management Strategy and
 - Turning areas.
- 7.28 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

Flooding and Sustainability

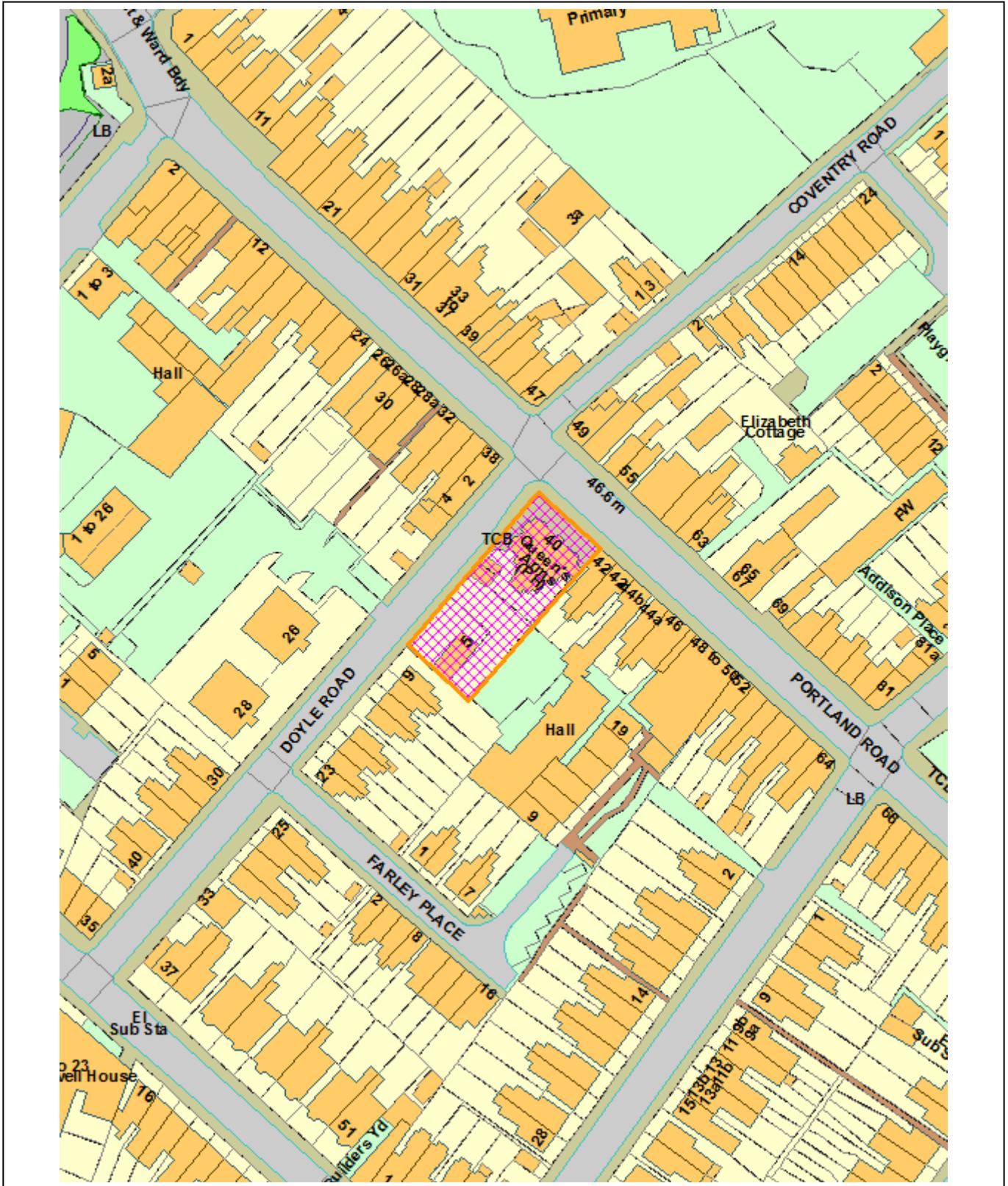
- 7.29 The applicant has submitted a Flood Risk Assessment for the site while further supporting information was received during the course of the application. The Local Lead Flood Authority was consulted regarding this application and have since removed their objection to the proposals providing that an appropriately worded condition is attached to any approval in respect of flood mitigation measures.
- 7.30 The development is expected to achieve BREEAM Excellent and reduce carbon dioxide emissions by 35% above the 2013 Building Regulations. It is noted from the energy statement that the site will only be able to achieve a reduction of 29.01% and therefore any S106 agreement would need to capture any shortfall through a financial contribution. Such matters are capable of being secured through condition and a legal agreement and are therefore acceptable.

Section 106 Obligations

- 7.31 Policy SP3.14 of the Croydon Local Plan 2018 states that opportunities for employment and skills training will be considered by means of S.106 Agreement for major developments (residential developments of 10 units or more or non-residential developments exceeding 1,000m²). It is expected that the Section 106 Agreement would secure the following;
- Local Education and Training Strategy
 - Air Quality
 - Carbon offsetting
 - Provision of an on-site Car Club
- 7.32 Affordable housing would not be required on this occasion as the development relates to a C2 (Residential Institutional) Use.
- 7.33 The applicant has agreed in principle to the above heads of terms and such matters would be secured through the S.106 Agreement if Committee were minded to grant planning permission.
- 7.34 Without the above the development would not be acceptable.

Conclusions

- 7.35 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted subject to a legal agreement for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.



This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.2

1 SUMMARY OF APPLICATION DETAILS

Ref: 18/00611/FUL
 Location: The Former Queens Arms, 40 Portland Road and 5-7 Doyle Road
 South Norwood, London, SE25 4PQ
 Ward: Woodside
 Description: Demolition of existing buildings and structures: Erection of a part three and part four storey building to provide a ground floor commercial unit (Use Class A1 / A2 / A3 / B1), 59 student rooms and associated facilities.
 Drawing Nos: PL(20)101 Rev A, PL(20)102 Rev A, PL(20)103 Rev A, PL(20)104 Rev A, PL(20)105 Rev B, PL(20)106 Rev A, PL(20)107 Rev A, PL(20)108 Rev A, PL(20)109 Rev A, PL(20)200 Rev B, PL(20)201 Rev A, PL(20)202 Rev A, PL(20)300 Rev A and PL(20)301 Rev A
 Applicant: Event Investments Ltd
 Agent: CMA Planning
 Case Officer: Mr White

	Single bed	Double bed
Rooms	55	4

Number of car parking spaces	Number of cycle parking spaces
0	33

1.1 This application is being reported to Planning Committee because a residents Association made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

2 RECOMMENDATION

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

- A. The prior completion of a legal agreement to secure the following planning obligations:
 - a) Occupation by students only and from limited list of institutions.
 - b) Public realm improvements, access and maintenance.
 - c) Local Employment and Training Strategy
 - d) Local Employment and Training Contributions – Construction £8,233 / Operation £2,272
 - e) Carbon offset contribution - £132,660
 - f) Off site EVCP car club space (and any associated implementation / compensation costs) and 3 year membership for all units
 - g) Parking permit restrictions
 - h) Relevant monitoring fees
 - i) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport

- 2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the legal agreement indicated above.
- 2.3 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) Submission of materials
- 2) Hard and soft landscaping
- 3) Details of community notice board, public seating photovoltaic panels and external cycle storage facilities to be submitted for approval and retained.
- 4) Retention of cycle parking/refuse storage.
- 5) Restricting use of roof areas
- 6) Second floor south facing windows partially obscured
- 7) Obscure glazing to corridor, stairwell and store room windows
- 8) Construction Logistics Plan
- 9) Delivery and Servicing Plan, including waste collection by a private company.
- 10) Existing accesses closed
- 11) Travel Plan
- 12) Secure 35% reduction in carbon dioxide emissions
- 13) Water consumption limit
- 14) Compliance with the measures identified in the air report
- 15) Details regarding possible future extraction/ventilation systems in relation to the A3 use
- 16) Contamination
- 17) Surface urban drainage system
- 18) In accordance with drawings
- 19) Commencement time limit
- 20) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

Informatives

- 1) CIL
 - 2) Site notice removal
 - 3) Subject to Section 106 agreement
 - 4) Croydon code of Construction
 - 5) Information from Thames Water
 - 6) Any [other] informative(s) considered necessary by the Director of Planning
- 2.4 That the Planning Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the South Norwood Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.5 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

2.6 That, if by 1 March 2019 the legal agreement has not been completed, the Director of Planning and Strategic Transport has delegated authority to refuse planning permission.

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The proposal comprises the following;

- Demolition of existing buildings
- Erection of a 3/4 storey building to provide student accommodation (59 rooms) and a commercial unit (70 sq m)
- Small lobby and reception area on ground floor.
- The building would have two distinct sections: a 4 storey block fronting Portland Road and a 3 storey block fronting Doyle Road.
- Soft landscaping fronting Doyle Road.
- Introduction of seating, tree and notice board at the Doyle Road / Portland Road junction.
- Lower floors to be finished in brick and the upper floor in standing seam zinc.
- The scheme has been designed in collaboration with Scape Student Living, an experienced operator of student accommodation. Established in 2007, Scape has delivered over 3,000 student bedspaces in London and the south-east.

Site and Surroundings

- The site has an area of 0.08ha
- The site is located on the south-western side of Portland Road (designated as a London Distributor Road) on the corner with Doyle Road.
- The site adjoins the South Norwood Conservation Area and lies outside of the South Norwood District Centre.
- The buildings on site comprise a vacant two storey public house with an area to the front previously used for car sales and a vacant single storey detached outbuilding with a last known use as car repairs at the rear of the site.
- Portland Road comprises a mix of retail and residential uses at ground floor and residential uses above. Properties on Doyle road are primarily 2 storey houses (south side) or 3 storey flatted developments (north side).
- Adjacent to the site on Doyle Road is a long bus stop. On the junction between Portland and Doyle Road and at the end of the site are dropped kerbs to allow vehicular access.
- To the rear is an open area of land.

Planning History

3.2 The following planning decisions are relevant to the application:

12/01114/P Demolition of existing buildings; erection of three/four storey building comprising a 58 room hotel (Use Class C1) with associated accommodation; widening of an existing vehicular access onto Doyle Road and provision of associated parking. **Refused** on 25 March 2013 on grounds of the scheme being detrimental to the visual amenity of the street scene by reason of its siting and

massing.

Appeal dismissed with the Inspector concluding that the scheme would be harmful to the overall character and appearance of the area. (ref:APP/L5240/A/13/2205854)

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The loss of the derelict and long term vacant employment site and public house is acceptable. The London Plan encourages a more dispersed distribution of student accommodation taking into account development and regeneration potential in accessible locations away from the areas of greatest concentration in central London and is therefore an acceptable use in this highly accessible location. Whilst outside of the district centre, the commercial unit is small and provides an important active frontage function and therefore on balance is acceptable.
- 4.2 The height and massing of the building has been assessed in relation to its impact from both streets and has been found to be satisfactory. The appearance and detailed façade treatment of the buildings is considered to be high quality, displaying an appropriate response to the surrounding characters. The NPPF states that developments should be of a high quality design and conserve or enhance the historic environment. Soft landscaping and a small public realm area will be create providing a welcome and positive attraction within the area. The proposed scheme succeeds in meeting these expectations and preserves the character and appearance of the local area including the adjoining Conservation Area.
- 4.3 There are some neighbouring buildings that are impacted in relation to sunlight and daylight, however, these impacts would not be to such an extent to cause an unacceptable degree of harm to existing occupiers or to warrant a refusal of the scheme. The development would also provide a good standard of accommodation for future students.
- 4.4 With suitable conditions (which are recommended) to secure mitigation, the development is considered acceptable with regards to its environmental impacts, specifically in relation to air quality impacts and land contamination. The building would have a sustainable construction, meeting all of the relevant sustainability standards.
- 4.5 The site has high accessibility to public transport links and an off site car club space would be secured by a legal agreement, as such the zero parking approach is acceptable and there are no other highway or traffic concerns regarding the proposed scheme. The provision of cycle parking within this site is also acceptable.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:
LLFA (Statutory Consultee)
- 5.3 No objection, subject to condition.

North Croydon Conservation Area Advisory Panel (Consultee)

- Objection, not different to previous refusal.
- Over dominant and massing would neither preserve nor enhance the conservation area.
- Unsuitable for use as student accommodation due to the absence of any communal areas, inadequate catering facilities and no amenity space.

Thames water (Consultee)

5.4 No objection in relation to both waste water and water impacts. Suggests informatives relating to the following; approval from Thames water if discharging to a public sewer, proximity to underground waste water assets, working near or diverting pipes and minimum pressure.

6 LOCAL REPRESENTATION

6.1 Letters were sent to adjoining occupiers inviting them to comment. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 14 Objecting: 7 Supporting: 6 Comment: 1

No of petitions received: 0

6.2 Representations have been made from the following local groups/societies:

- Norwood Society (objects)
- People for Portland Road (supports)

6.3 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
Not in Keeping with the area and obtrusive by design	Refer to paragraph 8.18 - 8.20 of this report
Over Development	Refer to paragraph 8.18 - 8.20 of this report
Excessive mass and bulk detrimental to Conservation Area	Refer to paragraph 8.20 of this report
Overlooking / Loss of privacy	Refer to paragraph 8.22 – 8.24 of this report
Loss of light / overshadowing	Refer to paragraph 8.25 – 8.29 of this report
Noise	Refer to paragraph 8.30 of this report
No university in Croydon	Refer to paragraph 8.6 – 8.7 of this report

Where will parking be accommodated	Refer to paragraph 8.34 of this report
Traffic	Refer to paragraph 8.34 of this report
Impact on trees	Refer to paragraph 8.42 of this report
Apart from occupants same as previous refusal	Refer to paragraphs 8.12 and 8.14 of this report
Not enough refuse storage	Refer to paragraph 8.36 of this report
Not high end	Refer to paragraph 8.20 of this report
Missing some other student facilities e.g. laundry room/study/kitchen/seating	Refer to paragraph 8.32 – 8.33 of this report
Prefer 2, 3 and 4 bed housing, but if student accommodation it should be used by students and legally secured.	Refer to paragraph 8.9 this report
Not sufficient infrastructure to support	The Community Infrastructure Levy applied to new developments in Croydon deliver infrastructure to support the development.
Summary of Support	
Provide valuable footfall to local businesses	
Support change to derelict site	
Current site makes Portland road look rough and unappealing	
Support student housing	

7 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2016, the Croydon Local Plan 2018 and the South London Waste Plan 2012.
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:
- Delivering a sufficient supply of homes.
 - Promoting healthy and safe communities
 - Promoting sustainable transport;
 - Making effective use of land

- Achieving well designed places
- Meeting the challenge of climate change, flooding and coastal change

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

7.4 Consolidated London Plan 2016 (LP):

- 3.1 Ensuring equal life chances for all
- 3.2 Improving Health
- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.6 Decentralised energy in development proposals
- 5.7 Renewable energy
- 5.9 Overheating and cooling
- 5.10 Urban greening
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 5.15 Water use and supplies
- 5.21 Contaminated land
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.8 Heritage assets
- 7.14 Improving Air Quality
- 7.15 Reducing and managing noise
- 7.21 Trees and Woodland
- 8.2 Planning obligations
- 8.3 Community infrastructure levy

7.5 Croydon Local Plan 2018

- SP1.1 Sustainable Development
- SP1.2 Place making
- SP1.3/SP1.4 Growth
- SP2.2 Quantities and locations
- SP3.2 Employment – retention and redevelopment
- DM8 Development in edge of centre and out of centre locations

- SP3.14 Employment & Training
- SP4.1-4.2 Urban Design and Local Character
- SP4.7-4.10 Public Realm
- SP4.12-13 Character, Conservation and Heritage
- DM10.6-10 Design and Character
- DM11.1 Shopfront design and security
- DM13 Refuse and recycling
- DM14 Public art
- DM18.1 Character, appearance and setting of heritage assets
- DM18.2 Proposals affecting heritage assets
- DM18.4 Conservation Areas.
- DM21 Protecting Public Houses
- SP6.1 Environment and Climate Change
- SP6.2 Energy and CO2 Reduction
- SP6.3 Sustainable Design and Construction
- SP6.4 Flooding
- DM23 Development and construction
- DM24 Land contamination
- DM25.3 Sustainable drainage systems
- SP7.4 Biodiversity
- DM27 Protecting and enhancing our biodiversity
- DM28 Trees
- SP8.3-8.4 Development and Accessibility
- SP8.6 Sustainable Travel Choice – pedestrians
- SP8.7 Sustainable Travel Choice – cycle
- SP8.12-13 Motor Vehicle Transportation
- SP8.15 Parking
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development
- DM47.1 South Norwood and Woodside

7.6 According to paragraph 48 of the NPPF, relevant policies in emerging plans may be accorded weight following publication, but with the weight to be given to them is dependent on, among other matters, their stage of preparation. The emerging London Plan has been published for public consultation (1 December 2017 – 2 March 2018). An examination in public is scheduled for Autumn 2018. Given the stage of preparation the policies within the emerging London Plan are given limited weight.

7.7 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Section 106 Planning Obligations in Croydon and their Relationship to the Community Infrastructure Levy – Review 2017 (June 2017)
- SPD 3 – Designing for Community Safety

7.8 There are relevant adopted Conservation Area Appraisals and Management Plans as follows:

- Conservation Area General Guidance
- South Norwood Conservation Area Appraisal and Management Plan

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Land Use Policies
2. Townscape and impact adjoining South Norwood Conservation Area
3. Amenities of adjoining and future occupiers
4. Transport
5. Sustainability
6. Environment

Land Use Policies

Loss of employment land

8.2 The car repairers fronting Doyle Road, although vacant, has an existing lawful use for employment purposes. As the site is outside of an employment area and the South Norwood District Centre, this aspect is protected by Policy SP3.2.

8.3 It was accepted on the previous planning application, 12/01114/P, that the structures at the rear of the site have been unused for many years and their semi-derelict condition was unsuitable for re-occupation. At the time of that application the rear employment portion of the site had been advertised / marketed over the previous five years; however, due to the condition of the building and disproportionate costs that would be associated with bringing it back to an occupiable condition there was no interest in the site business or industrial uses. The condition of these units has deteriorated over the past 6 years, making it less attractive. In addition this area of the site sits close to neighbouring residential properties and their re-use would be likely to prejudice local amenity. Given the above the loss of the employment component of the site is acceptable.

Loss of public house

8.4 Policy DM21 states that the Council will not grant planning permission for the demolition or change of use of a public house which displays the characteristics of a community pub such as: space for organised social events, meeting rooms, performance spaces, room for hire (appropriately sound proofed), ancillary facilities (e.g. skittles alley, children's play area) and associated clubs and teams.

8.5 The Queens Arms public house is not listed as an Asset of Community Value and has been vacant and boarded for the last 12 years. On that basis the Queens Arms does not present the characteristics of a community pub and its loss is acceptable. Furthermore, there are only a small amount of representations against the scheme, with almost as many in support, further demonstrating that there is little community support for retaining a public house on this site.

Provision of student accommodation and commercial space

8.6 The London Plan shows that the requirement for purpose built student accommodation (PBSA) over the 10 years to 2025, including the unmet demand, could be for 20,000 – 31,000 places. This proposal would go towards meeting that demand.

- 8.7 The London Plan also encourages a more dispersed distribution of future provision taking into account development and regeneration potential in accessible locations away from the areas of greatest concentration in central London. This proposal would also support this way of addressing the placement of student accommodation.
- 8.8 The NPPF states that there is not a requirement for affordable housing if the proposal is for purpose built student housing. Within the London Plan the requirement for affordable student accommodation will apply when a provider of student accommodation does not have an undertaking with a specified academic institution that specifies that the accommodation will be occupied by students of that institution. To avoid confusion an “undertaking” is a nominations agreement between a provider of Purpose Built Student Accommodation (PBSA) and one or more academic institutions.
- 8.9 Para 3.53B of The London Plan (2016) states that, “student accommodation should be secured as such by planning agreement or condition relating to the use of the land [as student accommodation] or to its occupation by members of specified educational institutions”. It has been confirmed with the applicant that the legal agreement will secure consent for occupation by students only and from a selection of Universities across London. On this basis the development would be exempt from the affordable student accommodation requirement.
- 8.10 A sequential test has not been undertaken for the commercial unit, but this is of a modest size, and given its location immediately adjacent to the designated town centre, is unlikely to have a material impact on the vitality of the centre. Moreover, Policy DM47 of the Croydon Local Plan identifies the stretch of Portland Road between South Norwood and Woodside Green as having an ‘urban shopping area’ character with which the proposal would be consistent. A commercial unit in this location also plays an important role in creating an active frontage as the public house did before it became vacant. In addition, it has been reported by the applicant that during the pre-application public consultation it was very clear from local stakeholders that the community wishes to see a separate unit to the Portland Road frontage and the current scheme reflects these views.

Townscape and impact adjoining South Norwood Conservation Area

- 8.11 Whilst the public house had some visual merit it does not sit well within the existing townscape, is not listed and is in a poor state of repair. The work units to the rear are of little visual merit. Accordingly, subject to a good quality replacement, the loss of these building would be acceptable, particularly as it would allow for a scheme that addresses the two distinct architectural characteristics of Portland Road and Doyle Road.
- 8.12 It is clear that the scheme in terms of its visual appearance, layout, and general scale is very similar to the previously refused, 12/01114/P, as can be seen below (12/01114/P on the left and current scheme on the right).



8.13 It is therefore important to consider the key comments from the Inspectors decision and therefore the basis of the dismissed appeal. The key comments are as follows;

‘The top floor would be set back about 1m from the lower floors and its zinc clad exterior would suggest a more lightweight structure; however I consider that these measures would not disguise the bulk of the building at third floor level.’

‘As a result of its bulk and more prominent location the proposal would be significantly more intrusive in the street scene of Portland Road than the nearby four storey buildings. The corner building would also be viewed down the slope from Doyle Road where the contrast between the height and bulk of the building and the smaller-scale buildings in the CA on the east side of Portland Road would be especially stark.’

‘The three storey building fronting Doyle Road would be taller and bulkier than the houses to the south west; however taking account of the presence of the modern three-storey flats within the CA on the north side of Doyle Road I consider that this part of the building would represent an appropriate transition from the residential frontage to the commercial buildings in Portland Road.’

‘Overall I consider that as a result of its height and resultant bulk the building would be excessively over-dominant at the junction of Doyle Road and would unacceptably detract from the character and appearance of the area.’

8.14 It can be concluded from the decision that the general layout, appearance and height fronting Doyle Road was acceptable on the appeal scheme and given the similarities are acceptable with the current scheme. In terms of height and massing, particularly on the corner, the comparison drawing below demonstrates that a reduction in terms

of both has been made. The previous (appeal scheme) building envelope is illustrated below by a green dashed line. The overall height of the proposed building has been reduced from 12.6m (appeal) to 11.8m (current) at the junction, but equally important the top floor in the current scheme does not extend as far along Doyle Road, thus reducing its overall bulk, massing and visual impact. Specifically, the top floor when viewed at the Doyle Road corner is circa. 30% smaller in the current proposal which significantly reduces the visual impact of the proposal from the conservation area.



- 8.15 There is also a noticeably different design to the top floor, which has dormer like window protrusions making the upper level read more obviously as habitable roof level accommodation.
- 8.16 Since the Inspectors decision the Croydon Local Plan 2018 has been adopted, which is a fundamental change given that legislation dictates that decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise. In addition a recently updated NPPF stresses that where a proposal accords with an up-to-date development plan it should be approved without delay.
- 8.17 Croydon Local Plan 2018 Policy DM47.1 relates to a small area along the section of Portland Road between the South Norwood Conservation Area and Watcombe Road, which the scheme sits within. To facilitate growth and strengthen along the edge of the South Norwood District Centre in this location proposals should;
- a. Relate to the predominant character in adjacent residential areas;
 - b. Complement the existing predominant height up to a maximum height of 3 storeys with accommodation in roof space;

- c. Incorporate main pedestrian entrances onto Portland Road; and
- d. Maintain the rhythm and size of ground floor windows and doors.

- 8.18 The proposed scheme has 3 storeys and habitable roof accommodation above so would now comply with this specific place based policy, which outlines in criteria b an acceptable height in this location. The scheme has been designed to take account of the Inspectors decision, which is a material consideration, but is outweighed by the very specific place based policy that allows for the height as proposed given the roof like design.
- 8.19 Overall the articulation of the scheme as two visually separate blocks, each responding to the different conditions of Portland Road and Doyle Road, relates well to the local scale of development. The chamfer on the corner of the building at the junction of Portland Road and Doyle Road reflects similar developments and architectural designs within the locality. The broad scale, massing and height are considered. The proposed elevations are appropriately proportioned with large areas of glazing. Protruding and inset openings add visual interest to the fenestration. The general finish of light grey and grey bricks on the lower floors, zinc cladding on the top floor and powder coated aluminium fenestration is acceptable, but a condition is recommended to ensure high quality products, which is particularly important given the proximity to the Conservation Area. At street level the proportions and extent of the frontage, would result in a successful design, particularly as it would wrap around the corner providing an active frontage on two roads. Space has also been made for a tree, seating and a notice board which help create a sense of place and space. The improvements to the public realm (footpaths adjoining the site) would be appropriately secured.
- 8.20 The proposal represents a high quality contemporary response to the surrounding context, contributing positively and enhancing the setting of South Norwood Conservation Area. The proposed scheme would greatly improve the visual amenity of the location, as well as bringing expenditure into the local area. The scheme would not only regenerate the site, but also improve economic situation of the district centre.

Amenities of adjoining and future occupiers

- 8.21 Adjoining the site to the south east is No.42 Portland Road, a commercial property with residential accommodation above, and an open back land area and Hall which forms part of the Socochetta site. To the south west and accessed via Doyle Road are two storey residential properties in narrow plots with long back gardens. Opposing the site to the north west and north east, and separated by Portland Road and Doyle Road respectively, are a mixture of commercial properties with residential accommodation above.
- 8.22 Given the existing relationship between the Public House and No.42 Portland Road, the proposed scheme would not significantly harm the residential amenities of the neighbouring occupiers. Overlooking would be avoided at first floor level by the rear facing windows comprising a box style design which would only have glazing on the side panels preventing harmful overlooking. The building would also be separated from the boundary so no significantly harmful visual intrusion or outlook is envisaged. The corridor, stair and store windows that face directly at the neighbouring site can be conditioned to be obscure glazed. There would be views available from the first floor outside area, but privacy could be protected by ensuring that this area is not used. A restriction on not using the third floor roof top area is also recommended so that privacy is protected for all neighbouring occupiers.

- 8.23 The rear block projects past the main rear wall of No.9 Doyle Road by 4m (but not beyond the outrigger), however, the separation and orientation would mitigate any seriously harmful impact on the neighbouring occupiers in terms of outlook. The box style windows would be obscured by a staircore and any views to the west and No.9 Doyle Road would be very limited and restricted to the rear of the garden, as such no harmful loss of privacy is envisaged. Windows at second floor levels facing southwards are set further back and views are blocked by the staircore.
- 8.24 Properties on the opposing side of Doyle Road and Portland Road are sufficiently removed for outlook and privacy not to be compromised.
- 8.25 A daylight and sunlight assessment has been carried out to demonstrate the proposed impact of the development on the locality. 37 surrounding and nearby windows were tested and in terms of daylight 31 of these windows would comply and 5 would be marginally below the minimum BRE requirements, which is not uncommon in built up urban locations.
- 8.26 These 5 windows are on the ground floor of the opposing properties on Doyle Road, properties 2a, 2b and 4 Doyle Road. Three of these windows are obscure glazed, one serves a hallway and the remaining a bedroom. The marginal loss of daylight to these rooms is not considered to result in a refusal reason, especially when weighed against the benefits associated with the proposed development.
- 8.27 The window on the ground floor flank elevation of the rear two storey projection serving No.9 Doyle Road is the most severely affected and serves a small kitchen. Loss of light to this room is regrettable, but not considered so harmful that a refusal reason could be justified, particularly as the kitchen is small and the dwelling, overall, would be well served with light by many other windows.
- 8.28 In terms of annual and winter sunlight all of the windows tested comply with the BRE guide levels.
- 8.29 Overall for a development of the proposed scale the direct impact on nearby residential occupiers is limited and retains daylight and sunlight consistent with expectations of an urban environment. Although some of the neighbouring occupiers light would be affected this has to be balanced against the need to regenerate the locality, which would provide significant benefits for the area by the provision of new accommodation, jobs and an improved physical environment. On balance a refusal of planning permission on light grounds would not be justified.
- 8.30 The scheme has been designed so there is one main entrance from the corner of Portland Road and Doyle Road, which is a busy main road/junction. This would limit the impact on neighbouring occupiers from general noise and disturbance from comings and goings. With a condition preventing use of the roof areas the scheme is not likely to result in any materially harmful increase in noise effects.
- 8.31 There is the potential for future development on the adjacent Socochetta Community centre site, however, a scheme within this site could work provided the second floor south facing windows are partially obscured to prevent potential future overlooking. The proposed development would not therefore prevent development on the adjacent site in the future.

- 8.32 The London Plan within Policy 3.14 considers that student housing contributes to London's overall housing stock requirements. There are no specific standards for student housing development (paragraph 2.1.13 Mayors Housing SPG), however, the proposed development has been designed in collaboration with Scape Student Living, an experienced operator of high-quality student accommodation.
- 8.33 The scheme includes a mix of one and two bed rooms, all with en-suite facilities and small kitchen areas. There are two larger rooms suitable for wheelchair users and there is a lift giving level access to all floors. Refuse storage is secure and appropriately placed. The accommodation to the rear of the site (from Doyle Road) would have bay windows where the central section is obscured (to avoid overlooking) but outlook would still be afforded by the sides of the bay. Given the transient nature of students still is an acceptable approach, particularly as it does not prejudice development on the neighbouring site. Overall there is no objection to the quantum, mix, size and layout of accommodation.

Transport

- 8.34 The development does not include any parking provision. This is considered acceptable given proposed use and the fairly high PTAL level of 5, provision of an off-site car club space with an EVCP alongside a travel plan. The car club space (and any associated implementation/compensation costs) would be secured by way of a legal agreement along with 3 years membership. It is also recommended that the development is subject to parking permit restrictions, which can be secured by a legal agreement.
- 8.35 30 cycle parking spaces are included within the building and 3 are shown to the front for long and short stay respectively, which would comply with the standards set out in the London Plan.
- 8.36 The proposed refuse collection area is smaller than standards for conventional residential use, however, as bespoke student accommodation this is not a conventional residential scheme and therefore the standards do not apply. Moreover, the applicant has confirmed that all Scape projects use a commercial waste collection service which enables them to reduce on-site storage through increased frequency of collection. This arrangement is proposed for this scheme and would be secured appropriately. The principle of delivery and servicing from the single yellow line area of Portland Road made outside of the restricted loading hours which are: Monday to Friday, 7.30-9.30am and 4.30-6.30pm is acceptable. A delivery and servicing plan, which sets out a bespoke waste collection strategy, can be secured by a condition.
- 8.37 The outline Construction Logistics Plan included in the Transport Statement is acceptable, however, a detailed plan would need to be submitted and approved before the commencement of construction, this can be secured by condition.

Sustainability

- 8.38 New development should make the fullest contribution to minimising carbon dioxide emissions and should incorporate on site renewable energy generation. New dwellings need to achieve 'zero carbon' which sets a minimum level of CO₂ reduction that must be achieved by on-site measures, with the remaining emissions then offset via 'allowable solutions' off-site. Where sites cannot achieve 'zero carbon' on its own it. Incorporating energy efficiency measures, CHP and photovoltaic panels the

development would exceed the 35% reduction in carbon dioxide emissions above the 2013 building regulations. The residential element would be required to achieve zero carbon through a contribution into the local zero carbon pot, which would be secured by the legal agreement.

- 8.39 In addition to this the domestic water consumption target of 110 litre/person/day can be secured by condition.

Environment

- 8.40 The site is within flood zone 1, which has a low probability of flooding. The applicant has submitted a Flood Risk Assessment for the site while further supporting information was received during the course of the application. The Local Lead Flood Authority have no objection to the proposals subject to a condition.

- 8.41 The Councils Environment Consultant has raised no objection to this aspect of the proposals, but does suggest that the mitigation measures identified within the air quality report should be secured by condition. Mitigation measures relate to the construction period of the development and primarily to control dust. During operation the development impact is not significant and therefore no mitigation is required. In addition the energy centre emissions are air quality neutral.

- 8.42 There are no trees of merit on site and although there is likely to be insufficient room for the tree planting fronting Doyle Road as suggested on the layout plan, a comprehensive landscaping plan can be secured by condition.

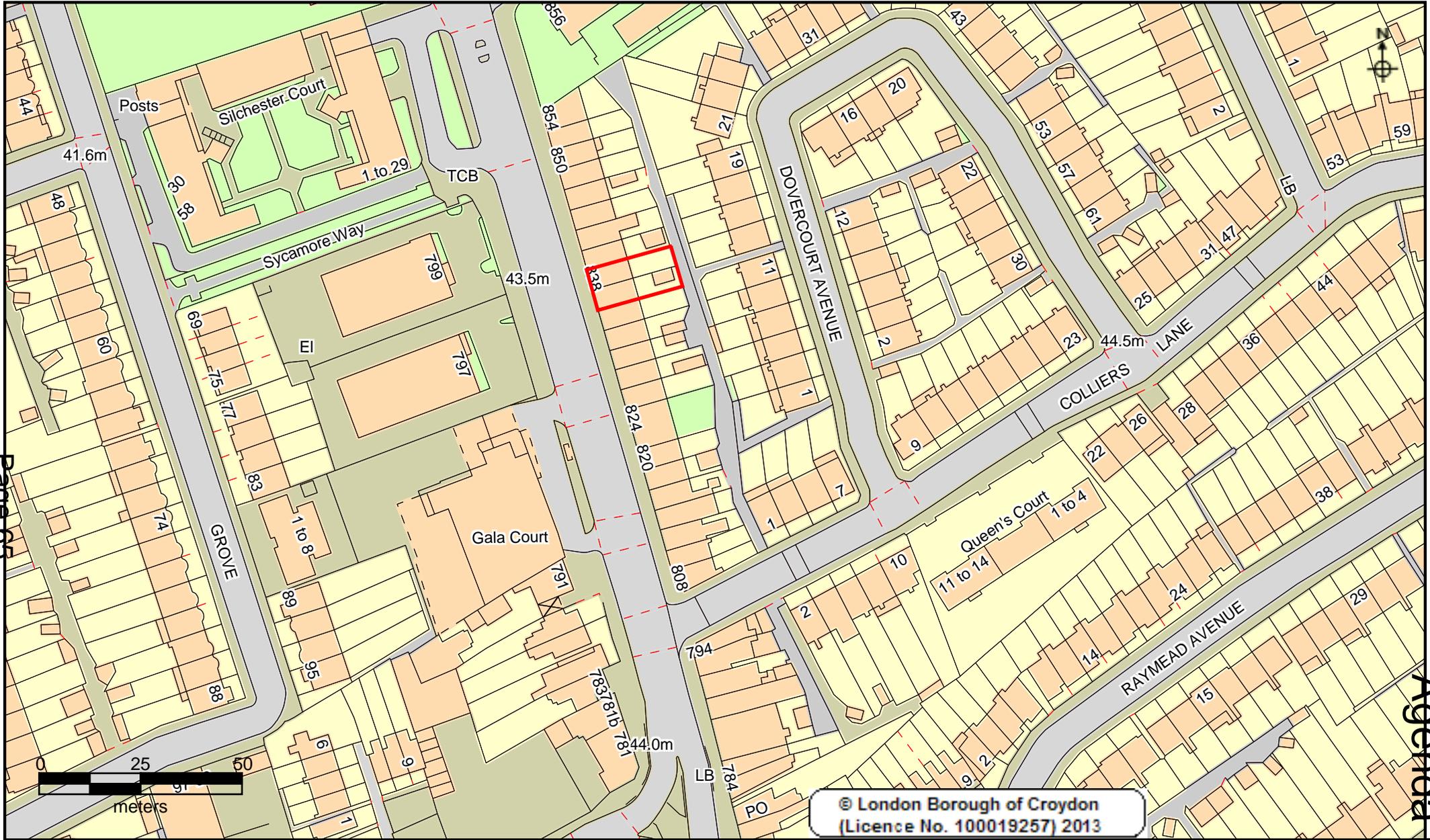
Other Planning Issues

Employment and training

- 8.43 Croydon Local Plan policy SP3.14 and the Planning policy including the adopted Section 106 Planning Obligations in Croydon and their Relationship to the Community Infrastructure Levy— Review 2017 sets out the Councils' approach to delivering local employment for development proposal. The applicant has agreed to a contribution and an employment and skills strategy.

Conclusions

- 8.44 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.



Crown Copyright Ordnance Survey (License No: 100019257) 2009

London Borough Croydon

CROYDON COUNCIL

Scale 1:1250

16-Nov-2018



This page is intentionally left blank

PART 6: Planning Applications for Decision**Item 6.3****1 SUMMARY OF APPLICATION DETAILS**

Ref: 18/03780/FUL
Location: 836 - 838 London Road, Thornton Heath, CR7 7PA
Ward: West Thornton
Description: Alterations and erection of a part first floor, part second floor rear extension to create a home of multiple occupation, consisting of 10 rooms, in conjunction with ground floor rear extension approved under planning reference: 16/01475/P
Drawing Nos: RSD2202-500 Rev C and RSD2202-001
Applicant: Equity Asset Management Ltd
Agent: R S Designs
Case Officer: Katy Marks

- 1.1 This application is being reported to committee because the ward councillor Stuart King has made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

2 RECOMMENDATION

- 2.1 That the Committee resolve to GRANT planning permission.
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
- 2) External materials, including details of front doors and shopfront to be submitted for approval
- 3) Management Plan, including waste and recycling management, to be submitted for approval
- 4) HMO restricted to no more than 16 residents
- 5) Restaurant use restricted to A3 use
- 6) Restaurant use restriction to opening hours
- 7) Flat roof of ground floor extension not to be used as a terrace
- 8) Noise restrictions for plant equipment
- 9) Construction logistics plan
- 10) In accordance with the approved plans
- 11) Commencement of development within three years of consent being granted
- 12) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) CIL liability

- 2) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The proposal comprises the following:

- Use of the upper floors of the building as a 10 bedroom House of Multiple Occupation (HMO).
- Alterations to the front elevation to provide a residential access from the shop frontage
- Erection of a part single storey, part two storey rear extension to the building
- Use of the ground floor as restaurant use
- Installation of extraction flue to the rear

3.2 The majority of these proposals were granted permission under permission 16/01475/P. The use of the ground floor, the footprint of the rear extensions and the position of the proposed extraction flue were all approved under this extant permission. The main considerations for this application are therefore:

- The proposed changes to the shop front and internal floorplan of the ground floor
- The proposed change of use to the upper floors of the building as a 10 bedroom HMO.

Site and Surroundings

3.3 The application site is located on the north eastern side of London Road and was most recently in A1 use at ground floor, with ancillary residential accommodation to the upper floors. The site falls within a main retail frontage, a Local Centre, a Primary Shopping Area and an Archaeological Priority Zone. The surrounding area is characterised by terraces of commercial units at ground floor level, with residential uses on the upper levels above. There are blocks of offices and flats on the opposite side of London Road. The applicant has begun building out the previous scheme (granted permission under ref: 16/01475/P) and an application for the approval of the planning conditions associated with this permission is being considered by officers.

Planning History

3.4 18/00515/FUL – Permission refused for proposed part first floor part second floor rear extension to create a home of multiple occupation, consisting of 10 rooms, in conjunction with ground floor extension approved under planning reference: 14/04233/P. The application was refused for the following reasons:

- The development would result in sub-standard accommodation by reason of the internal layout, limited communal facilities and waste and poorly located recycling arrangements

3.5 16/01475/P – Permission granted for Use for purposes within class A3/A5 (restaurant/hot food take away); erection of single/two/three storey rear extension; provision of air conditioning units at rear; installation of new shopfront and access door

to upper levels; use of first and second floors as 2 two bedroom and 2no. one bedroom flats.

3.6 15/04467/P – Permission refused for Use for purposes within class A3/A5 (restaurant/hot food take away); erection of single/two/three storey rear extension; provision of air conditioning units at rear; installation of new shopfront and access door to upper levels; use of first and second floors as 3no. two bedroom and 2no. one bedroom flats. This was refused due to the following reasons:

- The proposed development would result in harm to the character of the building and the surrounding area, by reason of dominance, siting, design and appearance
- The proposed development would be detrimental to the amenities of the occupiers of adjoining property by reason of its size and siting resulting in visual intrusion and a loss of privacy
- The proposal has provided insufficient details regarding the siting and design of the extract ducting and fails to demonstrate that the amenity of neighbouring occupiers will be adequately preserved
- The proposal provides an unsatisfactory residential environment for future occupants by reason of poor levels of outlook and a lack of privacy

3.7 14/04233/P – Permission granted for Use for purposes within class A3/A5 (restaurant/hot food take away); erection of single storey rear extension and creation of new basement level; provision of extract ducting and air conditioning units at rear; provision of refuse store at rear; installation of new shopfront and access door to upper levels

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

4.1 An HMO is considered acceptable at this location given it's accessibility within a Local Centre and public transport connections. The HMO has been designed to meet HMO guidance. Suitable waste management arrangements have been provided within the footprint of the building. The principle of the proposed extensions was considered acceptable under the previous application.

4.2 There would be no undue harm to the residential amenities of adjoining occupiers

4.3 The living standards of future occupiers are acceptable and compliant with the Local Plan and HMO guidance.

5 CONSULTATION RESPONSE

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

5.2 Letters were sent to adjoining occupiers to advertise the application. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses:	3	Objecting:	3	Supporting:	0	Comment:	0
Petition:	1	No. signatures:	9				

5.3 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<i>Use</i>	
Inappropriate change of use from family homes to HMO	The site is currently vacant and the most recent use of the upper floors was not family accommodation but as ancillary residential accommodation for the owners of the commercial unit.
Poor quality accommodation due to size, outlook and privacy, number of people and facilities provided; Overcrowding and overdevelopment	See para 7.12 - 7.13
Does not deliver affordable housing	Only schemes of 10 or more self-contained properties are required to secure affordable housing. It does not apply to HMO accommodation.
<i>Design</i>	
Out of character with the area, not respect local context or street pattern; oversized windows	See para 7.4 - 7.7
<i>Impact on neighbours</i>	
Noise	See para 7.10
Overlooking from rear windows, balcony and potential to use roof as balcony	The use of the ground floor flat roof would be controlled by condition so that it is not used as a balcony; the balconies mentioned in the application would be 'Juliet' balconies which would not provide external access
Air conditioning and extract ducting would cause noise and smell for neighbours	The plant was approved under the 2016 application. The extract ducting has been designed to ensure that odours from the restaurant would emit above the nearest residential units; a condition is included to restrict the noise of any plant equipment
The opening hours for the restaurant have been increased since the previous application	The opening hours would be secured by condition; it is recommended that these should be retained as previously approved (see para 7.11)
<i>Other</i>	
Refuse problems	See para 7.14 - 7.15
No provision of cycle storage	See para 7.17
Lack of parking on site or in area	See para 7.16
Concern about construction vehicles and noise and disruption	A construction logistics plan could be secured by condition
<i>Non-material issues</i>	
Concerns raised about the impact of excavation work upon the stability of existing structures	Not a material planning consideration. This should be addressed through building regulations and associated legislation

Concerns about type of people who might occupy the HMO	Not a material planning consideration.
<i>Procedural issues</i>	
Procedural question about reference to permission 14/04233/P which has expired	This has been corrected to refer to the 2016 permission

5.4 Councillor Stuart King objected to the proposals and referred it to Committee for the following reasons:

- The proposal will have an adverse impact in particular on refuse collection and car parking in the immediate area. The development would result in sub-standard accommodation by reason of the internal layout, limited communal facilities and waste and poorly located recycling arrangements
- Waste management: the proposed arrangements are woefully inadequate [Officer's comment: Amendments have been received which improve the waste and recycling provision and a waste management plan would be secured by condition]
- The application would not provide sufficient facilities for the occupants and this would result in poor standard living accommodation [Officer's comment: The scheme complies with the Housing Act; the layouts would be acceptable for the purposes of an HMO licence]
- No details have been provided for cycle parking. Cycle parking must be provided in line with London Plan standards. [Officer's comment: The lack of cycle parking for the approved flatted scheme was considered acceptable given the constraints of the site].

6 RELEVANT PLANNING POLICIES AND GUIDANCE

6.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.

6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), revised in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, including requiring good design that takes the opportunities available for improving the character and quality of an area and the way it functions.

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

Consolidated London Plan 2015 (LP):

- 3.5 - Quality and design of housing developments
- 6.13 - Parking
- 7.4 - Local Character

- 7.6 - Architecture

Croydon Local Plan 2018 (CLP):

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM23 - Development and construction
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Residential amenity of adjoining occupiers
4. Residential amenity of future occupiers
5. Highways and transport
6. Environment and sustainability
7. Trees and landscaping

Principle of development

7.2 The principle of residential accommodation above the ground floor commercial use is acceptable. A flatted scheme has previously been approved on the site. The Local Plan seeks to ensure that a choice of homes are available in the borough that will address the borough's need for homes of different sizes. The London Plan (policy 3.8 and supporting text at paragraph 3.55) also suggests that houses in multiple occupation play a strategically important part of London's housing offer, meeting distinct needs and reducing pressure on other elements of the housing stock. The principle of a house in multiple occupation is considered acceptable subject to the considerations below.

7.3 The proposed change of use of the ground floor unit (to restaurant) has been approved under the previous scheme and is therefore considered acceptable.

Townscape and visual impact

7.4 Planning Permission was granted in 2016 included a part single, part two storey, part three storey extension. The footprint and design of the current proposals are exactly the same as the extant permission. The extant permission confirmed that the extensions, due to their stepped nature would not dominate the host 3 storey building and the siting of the property in the middle of the terrace would ensure that the proposed extension would not appear over dominant from within Colliers Water Lane or Dovecourt Avenue. Overall, it was not considered to result in undue harm to the character of the local area. The proposed extract flue to the rear of the site was considered to be a common feature to the rear of properties along the terrace and was therefore considered acceptable.

- 7.5 The changes in policy since the date of the extant permission and the circumstances of the site have not changed significantly. The proposed extensions to the rear of the site are therefore still considered acceptable.
- 7.6 Changes are proposed to the front of the site which would be minimal. They would reduce the width of the commercial frontage to enable the HMO to be accessed from the front of the site and to provide sufficient width to allow occupiers access through the building to the rear of the building where a secure bin store would be provided. The proposed alterations would have a small impact upon the size of the restaurant frontage. It would not have a significant impact upon the appearance of the shopfront which has been amended to accommodate the widened residential access. The design of the access doors for the HMO must be well designed to ensure that they present a high quality appearance within the shopfront and continue to provide a partially active frontage.



Figure 1: Proposed Front Elevation

- 7.7 The shop front changes are considered acceptable with the residential frontage well balanced with the proposed shop frontage. A condition is recommended to ensure that high quality materials are used for the shopfront and doors.

Residential amenity of adjoining occupiers

- 7.8 The built form of the development would not have a significant impact upon neighbours. The neighbours on either side are retail at ground floor at first floor and above, the extensions would be set in from the boundaries from these neighbours and would therefore not harm the living conditions of any residential neighbours to either side.
- 7.9 To the rear, there would be a separation distance of at least 20m between the first and second floor rear windows and windows at first floor to the properties in Dovecourt Avenue. There would also be at least 10m between the proposed upper floor rear windows and the rear garden boundaries of these properties. These distances are

considered acceptable to ensure that there would be no overlooking, loss of privacy or visual intrusion for these neighbours.

- 7.10 The proposed use as a 10 bedroom house in multiple occupation may give rise to a higher number of occupants than the extant scheme (4 flats). This could result in more noise and additional activity. However, the site is located along London Road where the ground floor is mostly in commercial use and therefore the HMO use is unlikely to give rise to harmful noise or disturbance. Given the distances between the site and the properties to the rear, it is not considered that the development would give rise to significant noise or disturbance to these neighbours. A condition is recommended to ensure that the occupiers of the HMO do not use the flat roof of the ground floor extension as a terrace to reduce any potential for disturbance and overlooking to the neighbours to the rear of the site.
- 7.11 It is noted that the application seeks additional opening hours for the restaurant at ground floor. The hours requested are 8am – midnight Monday to Friday and Sundays/bank holidays and 8am to 1am on Saturdays. In order to ensure that the use does not result in harm to the residential amenity of occupiers within the building or neighbours, it is recommended that the previously agreed opening hours are retained – thus they would be 8am – 11pm Monday to Friday etc and 8am – midnight on Saturdays. This would be secured by condition.

Residential amenity of future occupiers

- 7.12 The proposed HMO would provide 10 bedrooms each with their own on-suite shower room facilities. There would be two kitchens on each floor. The rooms would all meet the Council's standards set out in House in Multiple Occupation guidance which states that for a single occupancy rooms must be at least 12.5sqm and for double 17.5sqm (including en-suite). The HMO would provide 6 double rooms and 4 single rooms meaning that a maximum of 16 people may live in the property at any one time. The Council's HMO team have requested that the maximum number of occupants be secured by condition and they would seek to restrict any HMO licence to no more than this number. The applicant has worked with the Council's HMO team, in terms of the proposed internal layouts and number of kitchen facilities, to ensure that the proposed use would comply with the HMO standards required in order to obtain an HMO licence.
- 7.13 There is no requirement to provide external amenity space for a HMO but the internal shared amenity space meets the Council's HMO guidance. The site is located within a local centre with associated facilities. There are several parks and leisure facilities within close proximity to the site. The proposed layout is considered to provide a suitable standard of accommodation.
- 7.14 The proposals have been amended to include waste and recycling facilities to the rear of the site. Originally, the proposals included a bin store to the front of the building as the main waste collection takes place from the pavement on London Road. However, concerns were raised about the impact this would have on the amenity and access of London Road. The applicant has therefore amended the scheme to provide waste and recycling store to the rear which would be accessible from the upper floors via a shared passageway at ground floor. There would also be waste and recycling space within each kitchen. The applicant is proposing to use a private waste collection company to collect the waste and recycling from the bin store to the rear of the site.

7.15 The proposed waste arrangements are considered acceptable. However, given the number of people that are proposed to live within the HMO, it is highly important to ensure that the waste and recycling will be properly managed by a management company. The waste management needs to include management of the collection arrangements but also building management to ensure that waste from the kitchens is regularly removed from the kitchens and stored within the shared bin store until collection day. It is recommended that a detailed management plan for the overall management of the site and the waste and recycling is secured by condition.

Highways and parking

7.16 The location for the proposed development has a PTAL level of 3, which indicates a moderate level of accessibility to public transport links. The site is however located within the Thornton Heath Ponds Local Centre. London Road is a main arterial bus route through the borough with good links to Croydon Metropolitan Centre and Thornton Heath District Centre. Given the location, it is not considered that the use would result in a significant impact upon on street parking in the area and the lack of parking for the site is considered acceptable.

7.17 No cycle parking is proposed for the site. The previous planning permission accepted this position due to the constraints of the site. At ground floor, the footprint of the building extends to cover the entire site and it would therefore not be possible to provide any cycle parking externally. The provision of a cycle store at ground floor (for 10 cycles) would result in loss of more restaurant floor space which would reduce the functionality and viability of this important Local Centre use. It is not considered practical to expect cycle storage to be provided at the upper floors as it would not be manageable for most residents to lift cycles up the stairs. Given the accessibility of the site by public transport and its location within a Local Centre, it is not considered that the lack of cycle parking would be so detrimental to the promotion of sustainable transport that it would result in significant harm and would warrant a reason for refusal.

Environment and sustainability

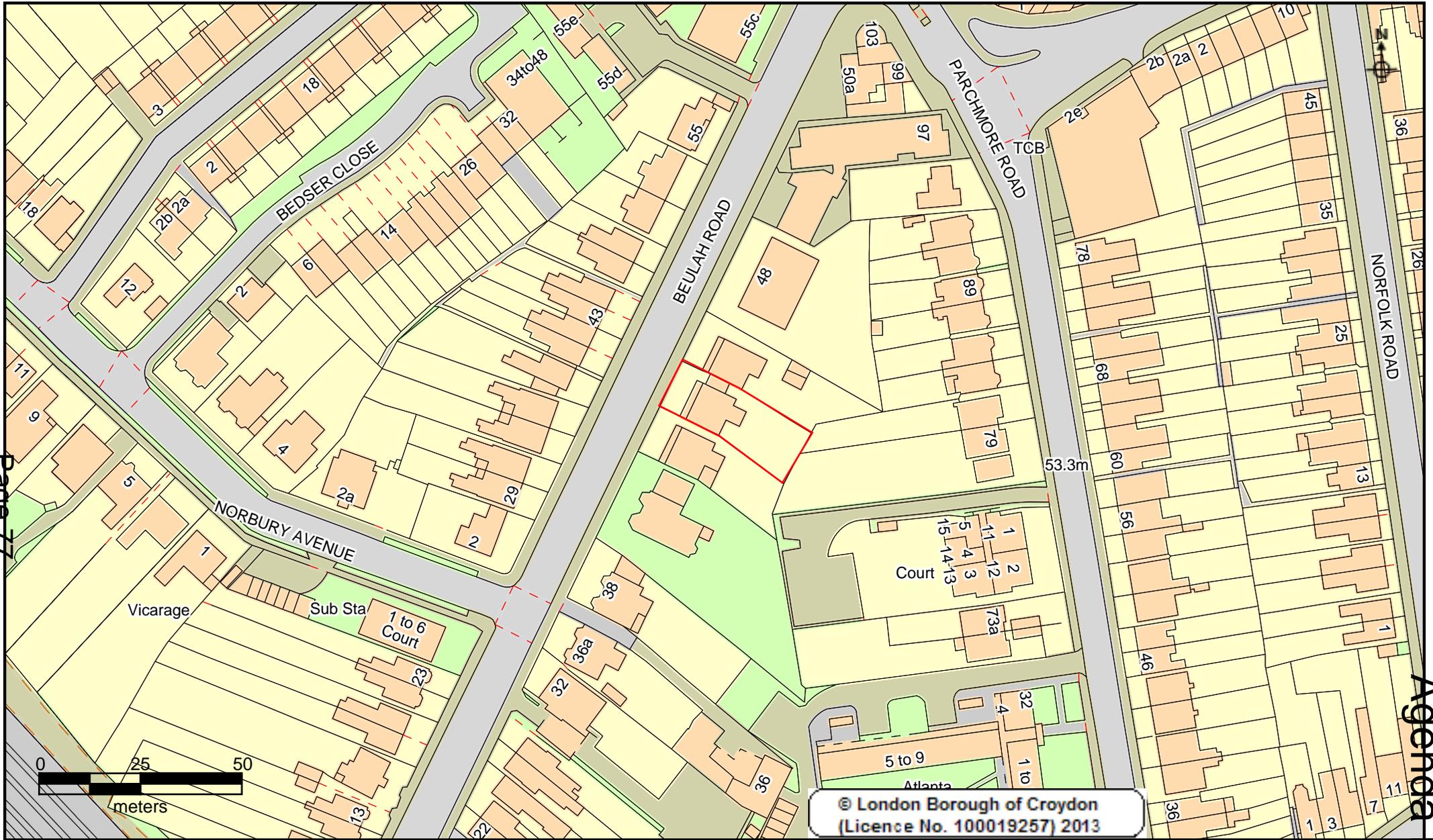
7.18 The site is located within an area which has low risk of surface water flooding. Whilst it is recommended that sustainable drainage systems should be incorporated into sites to improve surface water drainage, it is acknowledged that there is limited scope for this as the development would cover the site. Despite this, a flood risk assessment has been submitted which confirms that the scheme would not give rise to additional surface water flood risk.

Conclusions

7.19 It is recommended that planning permission should be granted for the proposal, as it would be acceptable in all respects, subject to conditions.

7.20 All other relevant policies and considerations, including equalities, have been taken into account.

This page is intentionally left blank



Crown Copyright Ordnance Survey (License No: 100019257) 2009

London Borough Croydon

CROYDON COUNCIL

Scale 1:1250

20-Nov-2018

© London Borough of Croydon
(Licence No. 100019257) 2013



This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.4

1 SUMMARY OF APPLICATION DETAILS ...

Ref: 18/02880/FUL
 Location: 44 Beulah Road CR7 8JE
 Ward: Thornton Heath
 Description: Demolition of existing house and rebuild to provide 1 x 3 bedroom flat, 3 x 2 bedroom flats and 1 x bedroom flat involving balconies, 1 car parking space, cycle and refuse storage.
 Drawing Nos: 04.1/Rev10, 04.2/Rev9, 04.3/Rev9, 04.4/Rev9, 05.1/Rev9, 05.2/Rev9, 06.1/Rev9, 06.2/Rev9, 06.3/Rev9, 06.4/Rev9.
 Applicant/Agent: Duyile Adegbuyi
 Case Officer: Christopher Grace

	1 bed	2 bed	3 bed	4 bed
Houses	0	0	0	0
Flats	1(1 person)	3(3 person)	1(5 person)	0
Totals	1	3	1	0

Type of floorspace	Amount proposed	Amount retained	Amount lost
Residential	347Sq.m	0 Sq m	229Sq m
Number of car parking spaces		Number of cycle parking spaces	
1		10	

1.1 This application is being reported to Planning Committee because the Thornton Heath Councillor (Cllr Pat Clouder) has requested it be referred to the Planning Committee and objections above the threshold in the Committee Consideration Criteria have been received.

2 RECOMMENDATION

- 2.1 That the Planning Committee be resolved to GRANT planning permission
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) Built in accordance with approved plans
- 2) Materials to be submitted for approval
- 3) Details to be provided:-
 - a) Finished floor levels
 - b) Hard and soft landscaping – including species / size and permeable surfaces
 - c) Boundary treatment – including private amenity space
 - d) Vehicle site lines along Beulah Road

- 4) Refuse storage requirements
- 5) Cycle storage requirements
- 6) Demolition and construction method statement
- 7) 19% reduction in carbon emissions
- 8) 110 litre water consumption target
- 9) Sustainable drainage/run off rates/surface water measures.
- 10) Security lighting
- 12) The ground floor units to be M4(2) compliant
- 11) Parking permit restriction
- 12) Parking to be provided before the building is occupied
- 13) No use of flat roof as terrace
- 14) Commence within 3 Years

Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

Informative

- 1) CIL - granted
- 3) Code of Practice regarding small construction sites
- 3) Highways works to be made at developer's expense

Any [other] informative(s) considered necessary by the Director of Planning

3 PROPOSAL AND LOCATION DETAILS

Proposal

- 3.1 The proposal would involve the demolition of the existing two storey detached house and construction of a part-single/two storey building with a basement and accommodation in the main roof slope to provide a total of 5 flats.



- 3.2 The proposal would extend the footprint of the current building to the rear and would have the following dimensions:

- A maximum of height 9.7m (7.5m high at eaves), 12.4m wide and maximum depth of 17m.

- 3.3 The proposed building would be constructed of the following materials:- render finish ; roof tiles; stone band course, cills and lintels; white fascia and soffits; stone plinth capping; timber frame windows and doors; glass balustrade.

- 3.4 The proposal would include parking for 1 vehicle widening existing single vehicle access off Beulah Road, storage for 10 bicycles within the building with refuse store area within the front garden approach.
- 3.5 The proposal would provide two private garden areas with access to a communal area to the rear at ground floor level. In addition there would be recessed balconies to the upper floor flats with a variety of tree/shrub planting in and surrounding the site boundary.

Amendments:

- The proposed drawings have been amended reducing the number of flats from 6 to 5; to include detail window and elevation changes; new internal layout incorporating cycle storage at basement level; new front and rear garden layout; recessed balconies; flat rear roof design; new front boundary treatment
- The proposal has been accompanied with additional sunlight/daylight and transport reports.

Site and Surroundings

- 3.6 The application relates to a vacant semi-detached house located on the east side of Beulah Road.



- 3.7 The surrounding area is residential in character with a mix of semi-detached and small terrace properties, small blocks of flats and detached properties. Adjoining the site to the north is a two storey semi-detached house (no.46), to the south a detached property divided into flats (no.42), both of similar design to the application property, with hipped roof forms set back from the road. The existing building has the following dimensions:-

- 9.6m high (7.5m at eaves), 13 deep with separate garage.

The site is located within an area of Surface Water Flood Risk (1:30yr) There are no other designations for the site identified on the Croydon Local Plan Policies map.

Planning History

- 3.8 The following planning decisions are relevant to the application:-

18/00995/FUL Refuse planning permission for demolition of existing building and erection of 8 flats comprising of 5x 2 bedroom and 3 x 1 bedroom flats
The application was refused for the following reasons:

- By reason of size, massing, siting result in unsightly intrusive and incongruous development with lack of architectural articulation;
- not include family sized units;
- Limited light and outlook and poor standard of accommodation;
- Inadequate refuse storage;
- Inadequate on-site parking or cycle storage.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The principle of replacing the existing residential building with one which replicates similar features to that of surrounding properties is considered to be acceptable.
- 4.2 The proposed new building would preserve the character of the area and would not have a harmful affect upon the appearance of the street scene along Beulah Road.
- 4.3 The proposed new building would not have a detrimental effect on the residential amenities of the adjoining occupiers and would provide an acceptable living environment for the future occupiers.
- 4.4 The development would provide an appropriate level of parking encourage sustainable modes of transport other than the car, incorporate safe and secure vehicle access to and from the site and would have an acceptable impact on the highways network.
- 4.5 The development would incorporate sustainability requirements and incorporate sustainability technics as part of the overall drainage strategy.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of neighbour letters. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual neighbours consulted: 49 Objecting: 103 Supporting: 0

No of petitions received: 1 (31 Signatures)

Petition comments: Parking is a significant issue in Beulah Road; the application does not follow sections of the Local Plan regarding increase pressures on parking, the proposed plan only allows for 1 parking space. The application also fails to apply the Mayors London Plan. This development must incorporate at least 1 space per new build. The application does not comply with regard to privacy and light; demolition of the existing house will negatively impact on the character of this road; the increase density is unacceptable; Beulah Road is already densely populated with

local services stretched to the maximum; the road has no capacity for further intensification.

6.2 The following issues were raised in individual representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<i>Principle of development</i>	
<ol style="list-style-type: none"> 1. Overdevelopment with too many flats; increase density to unacceptable levels; must be a limit to level of development 2. Increase pressure on local services. 	<ol style="list-style-type: none"> 1. See para 8.10. 2. Cil contribution to local infrastructure see para 8.10.
<i>Scale, massing, appearance</i>	
<ol style="list-style-type: none"> 1. Loss of Victorian house of good quality, nature of bulk and bland design would appear overbearing, visual intrusive on outlook from neighbours ground floor window at no.46 detrimental impact. 2. Not-in-keeping, out of character; fail to preserve or enhance distinctive existing street character. 3. Loss of garden; loss of trees. 4. Building extends beyond rear line by 8m would be complete contrary to council policy; creates a pair of semi-detached properties. 5. Rear flat roof should not be used as a roof terrace. 	<ol style="list-style-type: none"> 1. The proposal would replace the existing building with one of similar character see para 8.6 and 8.8. 2. The proposal would retain character to the front and street scene see para 8.8. 3. The proposal would retain a sizeable garden to the rear with no loss of trees see para 8.8 and 8.18 4. The building would ensure suitable separation, massing and scale with neighbouring properties see para 8.8. 5. A condition would prevent use of flat roof as a terrace report see para 8.15
<i>Daylight and sunlight</i>	
Loss of light by rear extension to neighbouring properties including kitchen diner of living room at no.46 impacting negatively on neighbours; development within 3m of 42	Officers consider that despite the lack of a detailed sunlight/daylight report, due to the position and height of the building the resultant impact on neighbours daylight/sunlight are acceptable within an urban setting. Refer to section 8.10-8.16 of this report.

exacerbating light loss; light report does not contain any information of the impact of the new building on the levels of sunlight and daylight to adjacent properties.	
<i>Outlook</i>	
Overlooking of balconies to neighbouring properties and nursery building opposite along the front and living/kitchen areas of neighbouring properties including flats 1 and 3 at 42 and on 46 impacting negatively on neighbours; overlook into neighbouring properties; loss of privacy to neighbouring properties.	Officers consider that the proposal will have some impact on neighbour's outlook but this is considered to be acceptable. Refer to paragraph 8.10-8.16 of this report.
<i>Noise</i>	
It will cause nuisance, disruption and noise pollution	Officers consider that the introduction of residential use in the residential area would not lead to an unacceptable level of noise and disturbance. Refer to paragraph 8.10-8.16 of this report.
<i>Standard of accommodation</i>	
Cramped living conditions; very little storage; 42 was converted into 4 x 1 bedroom flats; no internal light survey done; only 1 small family sized unit; first and second floor levels no amenity space	Officers consider the proposal would provide a reasonable level of private and communal amenity provision in line with London Plan standards. Refer to paragraph 8.18- 8.19 of this report.
<i>Waste</i>	
Does not meet refuse standards; 18 bins required and would need to be enclosed.	The applicant plans includes refuse storage provision. Refer to paragraph 8.24 of this report.
<i>Transport</i>	
<ol style="list-style-type: none"> 1. Increase in traffic and parking problems. 2. Affect customers of neighbouring business; only 1 car parking space for 5 flats; people parking in neighbouring car park; there are currently 2 parking spaces not 1 	<ol style="list-style-type: none"> 1. Officers consider the level of on-site parking and bicycle provision to be appropriate see para 8.23. 2. The proposal would retain single parking space within the front garden of the site and prevent prospective occupiers from applying for control parking permits see para 8.23. 3. Officers have considered all information submitted and consider level of parking

<p>3. PTAL of 3 with parking survey questioned as some neighbours not included, results misleading; would require on street parking; create congestion; insufficient evidence to suggest the wider highway network can accommodate the additional parking pressures.</p>	<p>and impact; to be appropriate; and that detailed planning conditions would secure suitable and safe vehicle movement to and from the site, see para 8.23 of this report.</p>
<p><i>Construction</i></p>	
<p>1. Demolition of property may damage or make neighbouring property unsuitable; no structural survey undertaken. 2. Impact on health of neighbours; noise from construction impact on children in nursery opposite. 3. Air pollution; damage to properties</p>	<p>1. The actual demolition would be responsibility of either Building Control or an independent approved building surveyor in respect to ensuring the appropriate Building Regulations are followed see para 8.18. 2. The applicant would need to submitted a Construction Logistics Plan (CLP) to minimise impact during the build process see para 8.18. 3. The applicants are advised to follow the Council code of practice “Control of Pollution and Noise” for development on small sites see para 8.18.</p>
<p><i>Trees</i></p>	
<p>The proposal would result in loss trees boarding the property.</p>	<p>No protected trees have been identified on site. Refer to paragraph 8.15 of this report.</p>
<p><i>Other issues</i></p>	
<p>1. This is currently a 4 bedroom house not a 5 bedroom house. 2. Lack of consultation. 3. No size of rooms given; inaccurate plans as no screening. 4. Neighbour will not permit no.44 to build on party wall line; no party wall notice served.</p>	<p>1. The proposal includes provision of family sized unit see para 8.20. 2. Neighbours have been re-consulted on the proposed amendments see para 6.3. 3. The propose flats would accord with Mayoral Technical housing guidance se para 8.21. 4. The issue of building along the party wall with no.46 would be a private matter for neighbours see para 8.14.</p>

6.3 Councillor Pat Clouder has made the following representations:

- Inadequate plans and information to properly consider the impact on neighbouring properties and the character and appearance of the road (Officer comment; The

applicants have submitted detailed revised drawings to enable officers to correctly consider the impact on neighbouring properties and character of the road).

- Poor design, out of keeping with the high quality character and appearance of the neighbouring houses in the road (Officer comment. The proposed development would be of an appropriate design and would retain the character and appearance of the existing street scene).
- Overdevelopment of the site resulting in very cramped and substandard accommodation and creating basement accommodation (Officer comment. The proposal would be within density range for this location and would provide a sustainable building of suitable scale and form with good standard of living for all occupiers in line with policy requirements).
- Adverse impact of the neighbouring properties and nearby residents (Officer comment. All impacts on neighbouring properties and nearby residents have been fully assessed and are considered acceptable for an urban location).
- Adverse impact on existing traffic and parking congestion, raising safety concerns (Officer comment. All traffic impacts have been fully assessed and are considered acceptable for an urban location).

Same neighbours consulted on revised proposal; comments received on amended plans raises several of the points already identified in original consultations including poor design, infill inappropriate and against Council policy; insufficient parking for 5 flats, impact on parking along Beulah Road, impact on neighbours, no benefit to wider community, overlooking, noise and pollution during build, overdevelopment with too many flats, loss of greenery, lack of information in terms of impact on light and transport affects; no.46 will not permit 44 from building on party wall.

7 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan (2018)

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Achieving sustainable development (Chap 2)
- Delivering a sufficient supply of homes (Chap 5)
- Promoting sustainable transport (Chap 9)
- Achieving well designed places (Chap 12)

- Meeting the challenge of climate change, flooding and coastal change (Chap14).

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

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.2 Minimising carbon dioxide
- 5.3 Sustainable design
- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 7.4 Local character
- 7.6 Architect

Croydon Local Plan: Strategic Policies 2018:

- SP2 Homes
- SP4 Urban design and local character
- SP6 Environment and Climate Change
- SP8 Transport and communication

Croydon Local Plan Policies 2018:

- DM1 Homes
- DM10 Design and character
- DM13 Refuse and recycling
- DM23 Development and construction
- DM25 Sustainable drainage systems
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact and consideration of density
3. Residential amenity/Daylight & Sunlight for neighbours
4. Housing/Affordable Housing/Mix/Tenures
5. Housing Quality/Daylight & Sunlight for future occupiers
6. Transport
7. Sustainability

- 8. Waste
- 9. Flooding

Principle of Development

- 8.2 In considering this proposal the local planning authority has had regard to delivering a wide choice of homes in favour of sustainable development in line with the principles of paragraph of the NPPF, Policy 3.3 of the London Plan relating to increase housing stock; policies SP2.1 of the Croydon Local Plan in providing a choice of housing for all people at all stages of life and DM1 in supplying new housing.
- 8.3 The proposal would replace an existing house with 5 flats. The provision of a new residential building within this setting would add to the Council housing stock. The proposal would have regard to the building height and its location along Beulah Road; the surrounding character and characteristics associated with many of the existing buildings; maximising the sites potential and retaining the general residential character of the area.
- 8.4 It is therefore considered that subject to an appropriate scale of development in line with NPPF requirements of sustainability and good design, and a full assessment of amenity considerations, conserving the natural environment, with regard to suitable traffic considerations, there is no objection in principle to the introduction of further residential accommodation in this location.

Townscape and visual impact and consideration of density

- 8.5 In general townscape terms the surrounding area is residential in character; mainly terraced properties, with fewer detached and semi-detached properties, of various heights and depths set back from the main road surrounded by large gardens
- 8.6 Neighbours have stated that the loss of the building would negatively impact on the character of the road. The existing house is one of 3 properties of similar design and form along this side of the road. Collectively the 3 buildings do possess some character however the buildings are not situated in a conservation and are not listed. The properties either side have been altered whilst retaining the original character therefore the removal of no.44 to be replaced with a building of similar character does not give rise to concern in design terms.
- 8.7 Concerns have been raised over the size, scale, bulk and massing of the proposed development and inappropriate overdevelopment of the site. Neighbours consider the alterations to be out of character with the area resulting in an intrusive and oppressive building in this location; which would result in unacceptable intensification and a detrimental impact. Furthermore they consider that the proposal would visually ruin the character of the road.



- 8.8 The proposal would retain the character to the front and as amended reduced the scale and form at the rear from 3 to 2 storeys. The two-storey side infill would be set back and only visible along the front either directly opposite or when closely approaching the building. The rear element would be 8m long 5m longer than the current two storey element, however the proposal would still retain a sizeable garden to the rear. The building would ensure suitable separation either side of the boundary with neighbouring properties. A similar two storey rear extension of comparable height and length exists at a neighbouring property at no.38 to the south. The applicant has provided contextual elevations to demonstrate that the proposal would be of a suitable massing and scale when viewed from along Beulah Road and from neighbouring rear properties. The proposal would retain the front garden approach adjacent to the public pavement which would respond positively both visually and physically to the local context
- 8.9 Details of materials and finishes including landscaping and surface coverings would be controlled by condition. Overall the building is considered in design and appearance terms to be acceptable.
- 8.10 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 3. With a site area of 0.05 hectares the proposed density is 100units/ha 300habitable rooms/ha. Table 3.2 of the London Plan sets a density range of u/ha and hr/ha of between 45-170u/ha and 200-450hr/ha. The proposal would be within the density range set out in the London Plan. The London Plan identifies that density is only the start of the planning housing development and not the end. Furthermore the application of the density range should not be applied mechanistically. The range, for a particular location, is broad enabling account to be taken of other factors including local context, design and transport capacity which, where appropriate, can provide a tool for increased density in certain situations. It is considered that in view of the sites location, design, transport capacity and parking provision the density range is justified. The application would be subject to Mayoral and Council CIL charges. The proposal would be in line with NPPF, London Plan and Croydon Local Plan requirements of sustainable development in promoting housing, good design and conserving the natural environment;

Residential Amenity Daylight/Sunlight, outlook and privacy for neighbours.

- 8.11 The proposed development would have some impact on the immediate neighbours either side of the application site at no.46 to the north and the flats at 42 to the south.
- 8.12 Neighbours have raised concern over the infill between 44 and 46, the impact of the new building in terms loss of light to 46 and outlook from rear openings and garden of 46.



- 8.13 The rear elevation of no.46 comprises of French doors to a dining/kitchen at ground floor level and bedroom window at first floor level. The proposed infill immediately adjacent to the boundary would be flush with the rear elevation with this neighbours property. The proposed single storey side section would not extend beyond the end of 46. The proposed two storey element would project 8m in total (5m beyond the rear line of the current two storey outrigger) and would reduce the current distance between the two storey element and boundary with 46 from 2.4m to 1.68m.
- 8.14 In terms of neighbour concerns building along the party wall line between nos. 44 and 46 would be a private matter for both owners. The proposed side infill and single storey section would not result in loss of light to the rear openings of no.46 because there are no windows along the side flank elevation of this neighbours property and the side extension would not extend beyond no.46 own extension. The applicants have not provided a detail sunlight and daylight analysis of the impact of the proposal on the rooms to the rear of 46. However based on the orientation and inspection of the premises the rear openings of 46 receive unobstructed sunlight from early morning up to 12.30pm. The proposal would result in a reduction in some sunlight for this neighbour. However based on the orientation of the property officers consider the impact on sunlight from the proposal would not be significant. An inspection of 46 confirms the ground floor to be an open plan living dining area which receives alternative light from windows in front of the building. Based on this assessment officers consider that the proposed reduction in sunlight would not be significant to justify refusal on this basis alone. The occupier of 46 would continue to receive reasonable levels of daylight due to the internal layout of the ground floor and open aspect to the rear of the site.
- 8.15 The set back of the two storey element from the boundary of 46 and the open plan aspect to the rear garden would mean that the proposal would not appear overtly dominant or overbearing. In terms of outlook the proposal would be very similar to that at no.38. A single obscured glazed window at first floor level would be included within the side elevation toward 46 but should not result in overlooking or loss of privacy for this neighbour. The inclusion of inset balconies is not considered to result in undue level of overlooking over and above that which 46 currently experiences. The proposal would be larger than the present building when viewed from the rear garden of 46. However the additional massing would not be unduly dominant and the inclusion of a flat roof design would reduce its overall visual impact. A condition restricting the use of the flat roof should further protect neighbour amenity form overlooking.
- 8.16 No. 42 is to the south of 44 and is a detached building divided into 4 flats, two of which (one at ground and one at first floor level) have rear living rooms and side kitchen windows which face towards the rear garden of 44.



- 8.17 The position of the proposed building to the north of no.42 north means that the proposed building would not result in any loss of sunlight for the occupiers of 42. The proposal would bring the rear half of 44 closer to the boundary with neighbours at 42. However as revised the two storey rear element is not considered to be overtly dominant or overbearing for these occupiers with a reasonable separation maintained between both sites. The proposal would not result in undue impact on outlook from the rear living room windows of these flats with the rear kitchen windows containing windows in side and rear of no.44. A condition requiring the proposed single window in the side elevation of the two storey element to be in obscured glass would prevent any undue overlooking or loss of privacy for these neighbours.
- 8.18 Neighbours have raised concerns regarding demolition of the existing building and impact on neighbouring properties either side. The actual demolition would be responsibility of either Building Control or an independent approved building surveyor in respect to ensuring the appropriate Building Regulations are followed. In addition the potential for increase in noise and disturbance as a result of the proposal is also of concern. In view of the close nature of the adjoining residential properties it recommended that a demolition / construction logistics plan be provided in order to reduce amenity considerations, traffic impacts and safeguard the development during the build; the detail of which is to be controlled by condition. An informative requiring the developers act in accordance with the Council's Code of Practice entitled 'Control of Pollution and Noise from Demolition and Construction Sites' should reduce any possible nuisance to local residents. Neighbours have raised concern over loss of trees, however no protected trees are identified on this site
- 8.19 The proposal would therefore be in line with Council policy DM10 in terms of amenity.

Housing Tenure

- 8.20 The proposed development would provide a combination of one, two and three bedroom flats. The proposal would provide a range of housing, including 1 replacement family sized flat which is fully supported. The proposal would be in line with the principles of the NPPF in delivering a wide of choice of quality homes and London Plan Policies 3.8 housing choice, 3.9 mixed and balance communities.

Housing Quality/Daylight and sunlight for future occupiers

- 8.21 All 5 flats would accord with the Mayoral Technical housing guidance in terms of floor space requirements. Each of flats would have more than one form of outlook and should receive good levels of sunlight and daylight including the split level 1 bedroom unit which would occupy the roof. This arrangement is, therefore, considered acceptable, on balance.
- 8.22 Each flat would have its own private amenity space with a shared communal play area to the rear in line with Council requirements The combination of the private areas and communal garden would be in excess of Mayoral minimum guidelines. The proposal would include extensive landscaping and planting. The proposal would therefore be in accordance with the principles of the NPPF in delivering a wide of choice of quality homes and London Plan Policies, 3.6 Children's and young people's play area and CLP policies.

Transport

- 8.23 The site is located within an area of PTAL 3 which is considered to be moderate rating. The proposal includes a single off street parking space. Neighbours have raised concern over the lack of parking associated with the provision of 5 flats; and the lack of detail and inaccuracy of the applicants transport survey and have submitted an alternative transport survey which they believe properly reflects parking difficulties of the area. Transport officers have considered the submission and given the PTAL rating of the site consider the level of parking in association with the proposed cycle provision to be appropriate. The applicants have submitted cycle parking in line with London Plan requirements. Transport officers do recognise that the site is located close to a Control Parking Zone. Given the proximity of the site and any potential for future parking to be an issue, it would be reasonable to control prospective occupiers from applying for control parking permits.
- 8.24 The applicant is to meet the cost of any new access improvements associated with the development. Furthermore the introduction of visibility splays would ensure that vehicles leaving the site in forward gear.
- 8.25 Therefore subject to suitable details the proposal is therefore considered to be in accordance with London Plan policies 6.3 assessing effects on development capacity, 6.9 cycling, CLP policies SP8, DM29 and DM30.

Sustainability

- 8.26 The Council would seek new homes to meet the needs of residents over a lifetime and be constructed using sustainable measures to reduce carbon emissions. In line with Policy 5.2 of the London Plan, the development proposals should make the fullest contribution to minimising carbon dioxide emissions. The development would need to achieve a reduction in carbon dioxide emissions of 19% beyond the 2013 Building Regulations and demonstrate how the development will achieve a water use target of 110 litres per head per. Subject to condition the proposal would be in accordance with NPPF guidelines on meeting climate change; London Plan Policy 5.2 minimising carbon dioxide, 5.3 sustainable design, 5.14 water quality and waste water infrastructure; CLP policies SP6 environment and climate change, energy and carbon dioxide reduction, sustainable design construction and Croydon Local Plan policies.

Waste

- 8.27 The proposed plans indicate the location for the waste storage facilities in the front garden approach within a reasonable distance for collection. It is considered that if a suitably screened and enclosed bin store in this location is detailed then this would be acceptable. In order to ensure that a suitable level of bin provision is provide a condition requiring details of this space should ensure that the proposal is in line with the principles of London Plan policy 5.17 waste capacity and Croydon Local Plan Policy DM13.

Flooding:

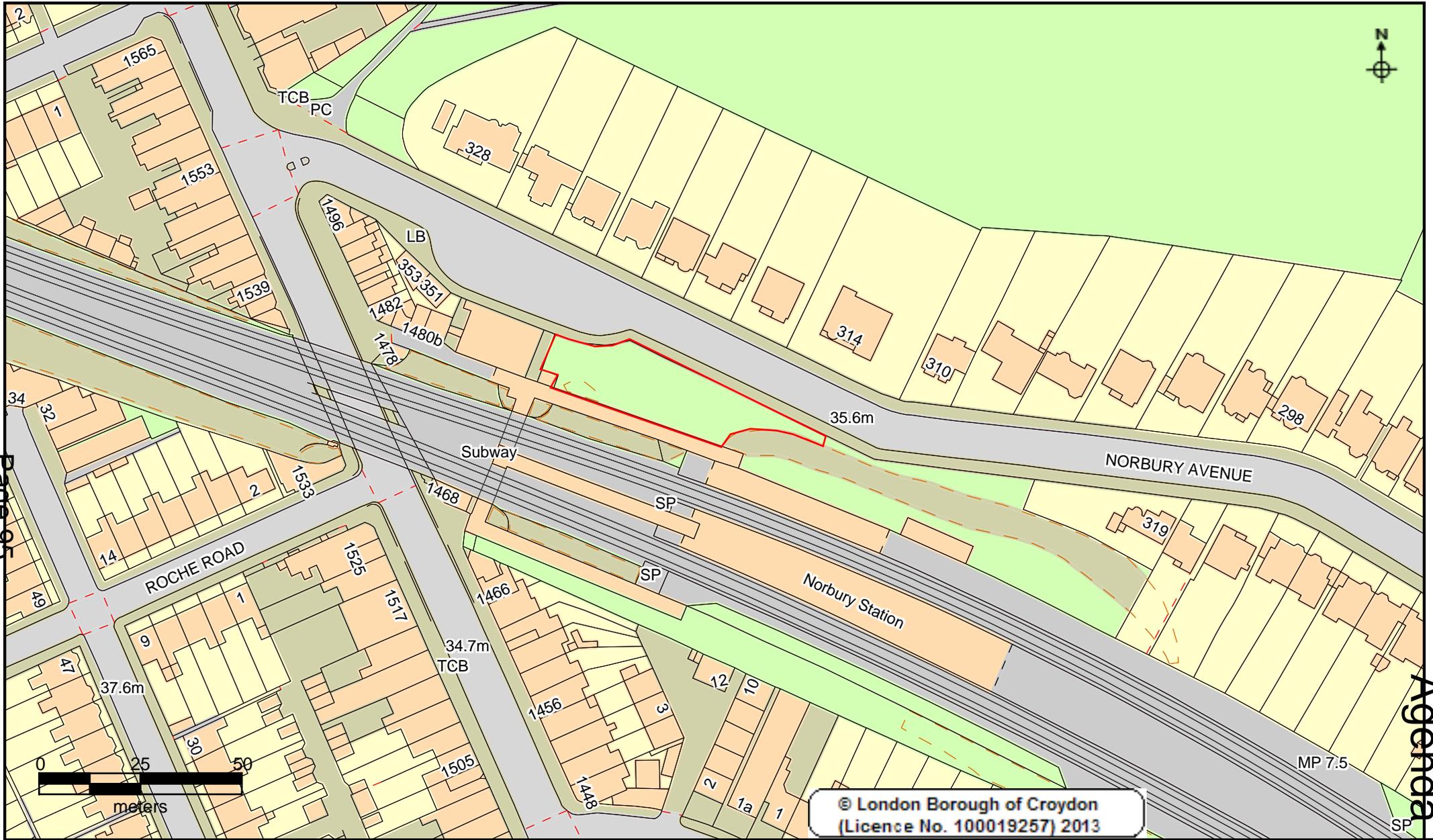
- 8.28 The property has been identified as being located within an area of surface water flood risk (1:30yr). The applicants have stated that the site is located in a low risk flood zone.. Using the SUDS model, it shows that there is a possibility to reduce

surface water runoff rates and volumes and in turn reduce flood risk. The proposed development would need to provide full details of suitable SUDS measures which would need to be submitted for consideration to ensure that the proposal would introduce adequate safeguard against potential flooding. These would need to be in line with the Councils requirements to demonstrate suitable runoff rates. Therefore subject to a suitable worded condition the proposal would be in line with the principles of the NPPF in meeting flooding requirements; London Plan policy 5.12 flood risk management; CLP policies SP6 and DM25.

Conclusions

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

This page is intentionally left blank



Crown Copyright Ordnance Survey (License No: 100019257) 2009

London Borough Croydon

CROYDON COUNCIL

Scale 1:1250

20-Nov-2018



This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.5

1 SUMMARY OF APPLICATION DETAILS

Ref: 18/04047/FUL
 Location: Land adjoining Norbury Railway Station, Norbury Avenue, SW16 3RW
 Ward: Norbury Park
 Description: Construction of a four-storey building comprising of 12 flats with balconies and a ground floor commercial unit (218sq.m floorspace, Use Class B8 storage and distribution) with associated parking (for 7 cars), bicycle and refuse storage area; vehicle crossover, pedestrian footpath improvements, new landscaping including communal area
 Drawing Nos: 009 rev 2, 010, 004 rev 3, 007 rev 1, 005 rev 1, 008.
 Applicant/Agent: Peter Jeffrey
 Case Officer: Christopher Grace

	1 bed	2 bed	3 bed	4 bed
Houses	0	0	0	0
Flats	2 (50-53sqm)	5(61-71sqm)	4(74-89sqm)	1(97sqm)
Totals	2	5	4	1

Type of floor space	Amount proposed	Amount retained	Amount lost
Residential	928Sq.m	0 Sq m	0 Sq m
Commerical	218Sq.m	0 Sq m	0 Sq m
Number of car parking spaces		Number of cycle parking spaces	
7 (including 1 car club space)		27	

1.1 This application is being reported to Planning Committee because the Norbury Park Ward Councillors (Cllr Alisa Flemming and Cllr Sherwan Chowdhury) have requested it to be referred to the Planning Committee and objections are above the threshold in the Committee Consideration Criteria have been received.

2 RECOMMENDATION

- 2.1 That the Planning Committee be resolved to GRANT planning permission
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission, conclude a S.106 Agreement and impose conditions and informatives to secure the following matters:
- 2.3 S.106 Agreement to cover the following obligations
 - The provision of 4 (33% by unit numbers / 42% by habitable room numbers) affordable housing units (all affordable rented)
 - Financial contribution to air pollution measures £1300.00
 - Employment and training strategy and financial contribution of £4,500.00

- Provision of car club space in perpetuity and funding of resident participation in the car club scheme for a period of 3 years
- Restriction of on-street car parking permits for future occupiers of the development
- Carbon offset contribution of £18,685.70

2.4 Planning Conditions

- 1) To be built in accordance with the approved plans
- 2) Materials to be submitted for approval
- 3) Details to be provided:-
 - a) Datum height confirming finished floor levels
 - b) Hard and soft landscaping – including species / size / planting density and permeable surfaces
 - c) Boundary treatment – including private amenity space
 - d) Balcony screening
 - e) Vehicle sight lines along Norbury Avenue
 - f) Window design to control noise from railway
- 4) Details of refuse storage requirements
- 5) Details of cycle storage requirements
- 6) Demolition and construction method statement
- 7) Confirmation of carbon reduction measures
- 8) 110 litre water consumption target
- 9) Sustainable drainage/run off rates/surface water measures
- 10) Security lighting
- 11) Commercial Delivery and Serving Plan
- 12) Restrict use (D8 Storage and Distribution)
- 13) To be built in accordance with Build for Life
- 14) Parking to be provided before the building is occupied
- 15) No use of flat roof as a terrace other than specified
- 16) Street Tree Planting programme and protection measures to neighbouring site
- 17) No piling to take place until piling method statement submitted
- 18) Details of land contamination mitigation measures
- 19) Archaeological condition
- 20) The proposed flats in the three-storey core are to be built in accordance with Part M4(2) while the flats in the four-storey core are to be built in accordance with Part M4(3)
- 21) Hours of operation for the B8 Unit.
- 22) Commence within 3 Years

Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

Informatives

- 1) CIL - granted
- 3) Code of Practice regarding small construction sites
- 3) Highways works to be made at developer's expense
- 4) A ground risk management permit from Thames Water will be required for discharging ground water into a public sewer.
- 5) The developer should follow the sequential approach to the disposal of surface water.

6) Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

7) Removal of site notices.

Any other informative(s) considered necessary by the Director of Planning

2.5 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The proposal would involve construction of a 4-storey building on a vacant area of land north of Norbury Railway Station to provide a total of 12 flats (4 of which would be affordable rented units) with a storage and distribution centre at ground floor level.



3.2 The proposal would have the following dimensions:

- A maximum of height 11.6m, 46m wide and a depth of 10m.

3.3 The proposed building would be constructed of the following materials:- stock brickwork; aluminium windows and doors, bi-folding doors, ply membrane/sedum roof, zinc cladding, glass balustrade.

3.4 The proposal would include parking for 7 parking spaces (including 1 car club space) storage for 27 bicycles to the rear of the building with refuse store area for commercial and residential premises within the front approach.

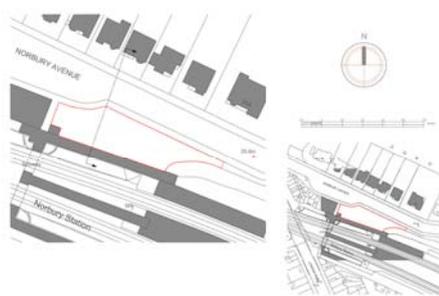
3.5 The proposal would provide private balconies for the flats and communal play area comprising of child play space to the east of the site. The proposal would include programme of planting street trees along the front site boundary.

Amendments:

- The proposed drawings have been amended to include planting of street trees and new cycle storage facilities and an increase in cycle provision from 15 to 27 on site.

Site and Surroundings

- 3.6 The application relates to 0.1ha area of hardstanding adjacent to Norbury railway station and facing north towards Norbury Avenue.



- 3.7 There is an existing single storey modular building located within the western end of the site with a 2.8m high perimeter fence along the boundary with Norbury Avenue. There is a solid double access gate into the site, but no dropped kerb.
- 3.8 The site was previously used for car storage but is now vacant. Adjoining to the west of the site are neighbouring buildings and an open car park area related to the railway station use. To the east is a wooded embankment and a number of the trees which are subject of Tree Preservation Orders. To the south of the site is an enclosed ramped walkway leading up to platform 1 of the railway station, it is brick and covered with ivy. Opposite the site to the north are residential dwellings on Norbury Avenue.
- 3.9 The site is located within an area of Surface Water Flood Risk (1:30yr) There are no other designations for the site identified on the Croydon Local Plan 2018 Policies map. In the previous plan the site was designated as Local Open Land. However, this designation no longer applies as it was removed during the recent local plan process.

Planning History

- 3.10 The following planning decisions are relevant to the application:-

15/05308/P refused planning permission for retention of use of site for the storage and distribution of vehicles, retention of hardstanding, porta-cabin and entrance gates. The application was refused for the following reasons:

- loss of local open land;
- results in an employment use greater than 500m² outside of borough employment areas and therefore detrimental to the vitality and viability of employment areas;
- siting of vehicle access gates a hazard. (Dismissed on appeal 2016).

15/00094/C – Enforcement investigation into car storage use.

15/00098/C – Enforcement investigation into removal of trees. No breach found as trees were young self-seeded specimens.

02/1140/P Refused outline permission for erection of three storey building comprising 5 one and 4 two bedroom flats and a roof garden; formation of vehicular access and provision of 5 parking spaces and 12 cycle spaces

The application was refused on the following reasons

- not provide satisfactory amenity space,
- single aspect nature of flats prejudice maturity of trees

02/02215/P Refused planning permission for erection of a building to provide 12 flats with 4 parking spaces, 12 cycle spaces.

The application was refused on the following reasons:

- standard of accommodation,
- proximity of rail station , associated structures and buildings and valuable role in green landscape (Dismissed on appeal 2003).

02/02217/P Refused outline permission for erection of a building to provide 9 flats with 4 parking spaces and 12 cycle spaces

The application was refused on the following reasons:

- standard of accommodation,
- proximity of rail line and valuable role in green landscape (Dismissed on appeal 2003).

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 4.1 The principle of a contemporary mixed use development on this brownfield site is considered to be acceptable. There are no in principle policy issues that would prevent the use of the site for residential and commercial use.
- 4.2 The proposed new building would preserve the character of the area and would not have a harmful affect upon the appearance of the street scene along Beulah Road.
- 4.3 The proposed new building would not have a detrimental effect on the residential amenities of the adjoining occupiers and would provide an acceptable living environment for the future occupiers.
- 4.4 The development would provide an appropriate level of parking encourage sustainable modes of transport other than the car, incorporate safe and secure vehicle access to and from the site and would have an acceptable impact on the highways network.
- 4.5 The development would incorporate sustainability requirements and incorporate sustainability technics as part of the overall drainage strategy.
- 4.6 The proposal would not result in the loss of any protected trees on this site.

5 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:

6 LOCAL REPRESENTATION

6.1 The application has been publicised by way of neighbour letters. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 14 Objecting: 13 Supporting: 0

No of petitions received: 1 (95 Signatures)

Petition comments: The land was originally woodland and two previous applications were turned down by the Inspector who designated it as open land which is part of the character and environment of Norbury to both the residents and the commuter using the station (Officer comment: The land is not protected as open land in the current Croydon Local Plan 2018).

6.2 The following issues were raised in individual representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<i>Principle of development</i>	
<ol style="list-style-type: none"> 1. Loss to the community of valuable green previously considered to be local open space; 2. overdevelopment of site; 3. pressures exist over sewage exacerbated by development at the Old Police Station; pressure on local infrastructure; 4. residential road not a commercial one. 	<ol style="list-style-type: none"> 1. The land is not protected as open land under the current CLP 2018 see para 8.2 of this report; 2. See para 8.11 of this report; 3. CIL contribution to local infrastructure see para 8.11 of this report; 4. The proposed uses are considered appropriate given the location of the site on the edge of the Norbury District Centre and adjacent to Norbury Station; see para 8.4 and 8.11 of this report.
<i>Scale, massing, appearance</i>	
Previous proposal have been refused for 3 storey buildings this is 4 storeys; proposed building in no way complementary of the station; large, ugly, dominant, overbearing; loss of character of road; not sympathetic to the local character; not visually attractive; will not add to quality of the area.	Officers consider that the proposal in terms of scale, massing and design creates an acceptable form of development. Refer to paragraph 8.8-8.10 of this report.
<i>Daylight and sunlight, overshadowing</i>	
The proposal would affect natural light and sunlight to	Officers consider that due to the position and height of the building the resultant impact on

properties opposite, the proposal would overshadow the lower houses opposite	neighbours daylight/sunlight are acceptable within an urban setting. Refer to section 8.11-8.17 of this report.
<i>Outlook and privacy</i>	
Loss of privacy by overlooking neighbours.	Officers consider that the proposal will not result in an unacceptable amount of overlooking given the position of the building on the opposite side of Norbury Avenue to the nearest residential neighbours Refer to paragraph 8.11-8.17 of this report.
<i>Noise</i>	
Increase in pollution. Norbury Avenue is heavily polluted; Nuisance, disruption and noise pollution for commercial activity	Officers consider that the introduction this mixed use development in the residential area would not lead to an unacceptable level of noise and disturbance. Refer to paragraph 8.11-8.17 of this report.
<i>Standard of accommodation</i>	
Previous applications have been rejected because of poor residential accommodation due to close proximity of railway; overlooking of flats from platform; does not provide adequate private and communal amenity space; deficiencies in sunlight;	Officers consider the proposal would provide a reasonable standard provision in line with London Plan and up to date local plan standards. Refer to paragraph 8.18- 8.22 of this report.
<i>Waste</i>	
The proposal does not meet waste storage standards; does not provide recycling facilities	The applicant plans includes refuse storage provision. Refer to paragraph 8.28 of this report.
<i>Transport</i>	
Traffic safety issues for cyclist with coaches also using the station; more congested with more cars and delivery van; proposed parking insufficient; will increase on-street parking demand; provision of 7 car spaces for 12 flats woefully inadequate; area already suffers from parking problems.	Officers consider the level of on-site parking and bicycle provision to be appropriate and that detailed planning conditions would secure suitable and safe vehicle movement to and from the site. New residents will be restricted from applying for on-street parking permits. Refer to paragraph 8.24 to 8.26 of this report.
<i>Construction</i>	
Excavation near embankment may affect development; land unsuitable; generate increased	Disruption during build will be minimised through an approved Construction Management Plan (CLP). Refer to paragraph 8.16 of this report.

traffic; noise during construction.	
<i>Ecology and Trees</i>	
The site has been an important source of natural habitat for local wildlife; loss of trees; detail of building foot print not clear to demonstrate that the proposal would not have impact on woodland	No protected trees have been identified on site. Refer to paragraph 8.23 of this report.
<i>Other issues</i>	
Carbon contribution required.	The proposal includes contributions to air quality and to meeting carbon measures. Refer to 8.16 and 8.21 of the report.

6.3 Councillor Alisa Flemming and Cllr Sherwan Chowdhury has made the following representations:

- The development site is an ongoing contentious sites as it will remove much needed open green space from the community and result in over development of the area.

6.4 The Love Norbury Planning Committee (LNPC) and the Norbury Community Land Trust:-

- Overdevelopment, loss of local open land, the site previously had been a green space with several mature trees subject to a Tree Preservation Order; replacement trees not worthy of protection; LNPC requested on the consultation stage of the CLP (2018) that area be made Local Open Land, failure to protect site has left it open to residential development; question of subsidence and stability. (Officer Comment: The land is no longer designated as Open Land under the current CLP 2018 and there are no trees subject to TPO on this site).
- Fails to meet 30% of new homes being 3 bedrooms (Officer Comment: Table 4.1 of CLP 2018 requires 40% of 3 bedroom or larger on site. There are 4 units with 3 bedrooms and 1 unit with 4 bedrooms. This equates to 41% and is an acceptable level of provision).
- Out of character with railway station and area, too large, 3-d images look brutal and threatening; does not provide adequate communal and private amenity; deficiencies in sunlight and private amenity space would not provide good quality living accommodation; overlooking of flats from platform; waste requirements in sufficient; noise levels from railways show higher levels of noise than is considered suitable for health and well being (Officer comment. The proposal would provide a contemporary sustainable building of suitable scale and form with good standard of living for all occupiers in line with policy requirements).
- Inappropriate location for warehousing; introduce employment use outside of the Boroughs employment area; in 2003 inspector found storage use was not acceptable;; detrimental to the safe and efficient operation of the public highway; developer required to make carbon emission contribution; traffic movement would be considerably greater than that experienced when the car lot was operating;

predications of vehicle movements from warehouse have not been justified; major problems can be expected with vehicle traffic servicing the site during and after construction with residents expose to excess dirt, noise and danger (Officer Comment: The proposed commercial use is considered to be appropriate in this location and is in accordance with the up to date local plan. It is not considered to impact unduly on road network; the applicant has proposed carbon offset contribution of £18,685.70 with conditions on construction management plan and delivery service plan to mitigate impacts during and after construction).

- Contrary to previous planning inspectors decisions in 2003; previous proposals for residential development have been refused on this site; as there have been no changes to the building structures of the Station; no increase in the size of site; previous identified site constraints remain valid in relation to the current application (Officer comment: There has been significant change in planning policy since the previous applications were decided and the proposal is considered to be in accordance with the up to date local plan).
- Contrary to para 127 of NPPF 2018; which require developments to function well, be visually attractive, will not be sympathetic (Officers comment: officers consider that the proposal would meet the requirements paragraphs 124-132 of the NPPF in achieving well designed places of high quality).
- The Trust remains open to buying the site, if need be with the help of a CPO by the Council (Officer comment: The sale or otherwise of the land is a matter for the landowner. There are no planning policy reasons to justify the compulsory purchase of the site.)

6.5 Transport for London have made the following representations:

1. The site has a Public Transport Accessibility Level (PTAL) of 4, which is considered to be good. The site is located within in 100 metres of Norbury Station, and within 150 metres from bus stops on London Road.
2. TfL welcomes that the number of vehicle parking spaces is compliant with maximum parking standards set out in Policy T6.1 of the draft London Plan 2017. The provision of 1 parking space for disabled persons is also welcomed.
3. TfL expects the number of cycle parking spaces for the residential units to be increased by 13 spaces, in line with Policy T5 of the draft London Plan 2017. (Officer comment: the amended plans have increased cycle parking provision in line with this requirement).
4. It is welcomed that the number of cycle parking spaces for the commercial unit (use class B8) meets minimum parking standards set out in Policy T5 of the draft London Plan 2017.

5. For both use classes, the applicant should ensure that the design of the cycle spaces meet standards set out in Chapter 8 of the London Cycling Design Standards (LCDS).

7 RELEVANT PLANNING POLICIES AND GUIDANCE

In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan (2018)

Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Achieving sustainable development (Chap 2)
- Delivering a sufficient supply of homes (Chap 5)
- Promoting sustainable transport (Chap 9)
- Achieving well designed places (Chap 12)
- Meeting the challenge of climate change, flooding and coastal change (Chap14).

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

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.2 Minimising carbon dioxide
- 5.3 Sustainable design
- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 7.4 Local character
- 7.6 Architect

Croydon Local Plan: Strategic Policies 2018:

- SP2 Homes
- SP3 Employment

- SP4 Urban design and local character
- SP6 Environment and Climate Change
- SP8 Transport and communication

Croydon Local Plan Policies 2018:

- DM1 Homes
- DM8 Development in edge of centre and out of centre locations
- DM10 Design and character
- DM13 Refuse and recycling
- DM23 Development and construction
- DM25 Sustainable drainage systems
- DM28 Trees
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

8 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Housing Tenure Mix
3. Townscape and visual impact consideration of density
4. Residential Amenity Daylight/Sunlight, outlook and privacy, noise for neighbours
5. Housing Quality/Daylight & Sunlight for future occupiers
6. Ecology and arboriculture
7. Transport
8. Other issues

Principle of Development

- 8.2 The proposed site is a mainly a hardsurfaced area of land north of Norbury Station which previously was designated as local open land. The application site however has not been designated in the Croydon Local Plan (CLP 2018) as a protected open space and while local groups and neighbours consider the space of amenity of value to the wider community, its loss through redevelopment can in principle be considered acceptable as it is not protected by policy.
- 8.3 In considering the proposal in line with the principles of the NPPF (2018), the London Plan and the CLP 2018 the local planning authority has had regard to delivering a wide choice of homes for all people at all stages of life and in supplying new housing. In addition, the CLP 2018 encourages innovation and investment in the borough to support enterprise with a presumption in favour of employment, while ensuring that vitality and viability of the town centres is maintained.
- 8.4 The application site is situated on the edge of the Norbury District Centre and the proposed warehouse use (Class B8 use) is not one identified as a main town centre use; therefore in principle its location is considered acceptable. Policy SP3 encourages innovation investment in the borough and applies a presumption in favour of employment related development. The proposed residential flats would add to the Borough's housing stock. Therefore it is considered that subject to an

appropriate scale of sustainable development, of good design, with a suitable level of affordable housing provision and subject to amenity considerations, conserving the natural environment, and traffic considerations, there is no objection in principle to the introduction of this mixed use development scheme in this location.

Housing Tenure and Mix

- 8.5 Policy SP2.4 of the Croydon Local Plan (2018) states that on sites of ten or more dwellings the Council will negotiate to achieve up to 50% affordable housing (subject to viability), and seek a 60:40 split between affordable rented homes and intermediate (including starter) homes. The Affordable Housing and Viability SPG states that the Mayor has an expectation that residential proposals on public land should maximise affordable housing provision and deliver at least 50% affordable housing.
- 8.6 The design of building involves a three-storey layout of four flats (three and four bedroom) and a four storey layout with a further eight flats (a mix of one to three bedroom). Despite extensive marketing, this has not been widely welcomed by registered providers due to management issues of the two cores. However, the developers have secured a registered provider to agree to manage the core of four flats (33%) all affordable rent where rent controls will require a rent level of no more than 80% of the local rent market (inclusive of service charges). The proposal has been independently assessed (by Integra) and found that the viability is such that 65% market rent can be achieved and has been agreed with the applicant. This provides the best outcome with much larger family sized units at a more affordable rent. Whilst the proposed tenure mix is not compliant with the preferred mix set out in policy, relevant policy does not seek to restrict the overall portion of affordable housing that can be provided within a development, and instead generally seeks to maximise affordable housing within schemes so long as regard is had to the need to promote mixed and balanced communities.
- 8.7 The Council will calculate the proportion of affordable housing based on habitable rooms so long as the resultant mix of units on the site meets the need for affordable housing in the borough identified by the most up to date Strategic Housing Market Assessment (or equivalent). The proposed affordable flats would provide 42% of habitable rooms and occupy 38% of the total habitable floor area. In addition to the 33% overall affordable housing, the proposed development would provide a mix of 17% one bedroom and 41% two bedroom flats. The total number of habitable family sized units (4 person or more in line with Nationally Described Space Standards, so includes 1 x 2 bed 4 person unit in addition to the 4 x 3 bed units and the 1 x 4 bed unit) associated with the site (affordable and private) would equate to 50% (4 affordable, 2 private) of the total development. This would met the policy aspiration of DM1 for 40% of all new homes (with a PTAL of 4) to have three or more bedrooms with a preferred mix on site.
- 8.8 The provision of four, 3 bed affordable rented units at 65% market rent, which results in a 33% provision (by unit number/42% by habitable room) is acceptable, as is the mix of units.

Townscape and visual impact and consideration of density

- 8.9 The predominant residential character of the immediate area comprises of detached two storey houses with accommodation within the roof to the north with Norbury Train Station to the south.

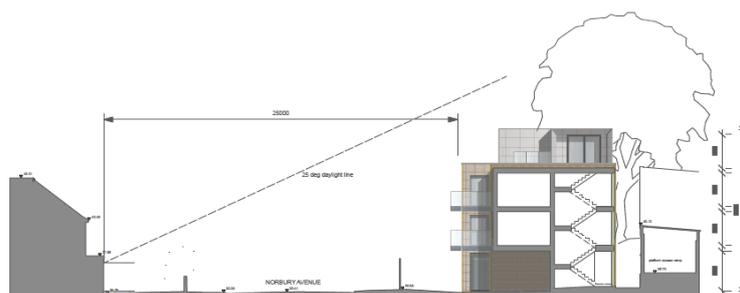


- 8.10 The proposed development would sit comfortably within the application site. Concerns have been raised over the size, scale, bulk and massing of the proposed development. The proposed building would align with the back of footpath and create a new street frontage for the length of the site. At four-storeys the proposed building would complement the existing predominant building heights as identified for new build within this part of Norbury (see policy DM41.1(a) of the CLP 2018). The applicant has provided contextual elevations to demonstrate that the proposal would be of a suitable massing and scale when viewed from along Norbury Avenue. In townscape terms the proposed contextual fit and principle layout of the site is generally supported.
- 8.11 The proposal would introduce a building of contemporary form and design. Neighbours consider the proposal to be out of character with the area resulting in an intrusive and oppressive building in this location, which would ruin the character of the road. In terms of policy, the objective of the evolution of local character is to achieve an intensification of use, without major impacts on local character. Officers consider the proposal would provide an attractive sustainable quality adaptable building taking into account the physical context and local character. The commercial ground floor has been designed to be portioned if required with alternative entrance points. The verticality of the building will complement the horizontal nature of the site. A condition requiring details of materials would ensure that the building establishes a strong sense of place and is recommended. The introduction of a tree line frontage, due to the applicant's agreement to remove part of the front boundary and merge private and public footway would also be secured by condition to ensure that the development respects and enhance the Boroughs natural and historic environment. The applicants have confirmed that the building would be constructed to meet Build for Life requirements in line with NPPF (para 129 of the NPPF).
- 8.12 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 4. With a site area of 0.1 hec the proposed density is 149units/ha 496habitable rooms/ha. Table 3.2 of the London Plan sets a density range of u/ha and hr/ha of between 45-260u/ha and 200-700hr/ha. The proposal would be within the density range set out in the London Plan. The London Plan identifies that density is only the start of the planning housing development and not the end. Furthermore the application of the density range should not be applied mechanistically. The range, for a particular location, is broad enabling account to be taken of other factors including local

context, design and transport capacity which, where appropriate, can provide a tool for increased density in certain situations. It is considered that in view of the sites location, design, transport capacity (being adjacent to Norbury Railway Station) and parking provision the density range is acceptable. The site would be subject to both Mayoral and Council CIL contributions. The proposal would be in line with the NPPF, London Plan and Croydon Local Plan requirements of sustainable development in promoting housing, good design and conserving the natural environment;

Residential Amenity Daylight/Sunlight, outlook and privacy, noise for neighbours.

- 8.13 The proposed development would impact most on the immediate neighbours directly on the opposite side of the road to the north (Nos.314 to 324 Norbury Avenue).
- 8.14 Neighbours have raised concern over the impact of the new building in terms loss of light, outlook, privacy and noise and construction.
- 8.15 A daylight and sunlight report has been submitted which demonstrates the impact of the development on all of the above properties. The assessment undertaken is in accordance with the BRE Guidelines. In terms of daylight impacts (assessed through calculating the Vertical Sky Component of individual windows all windows are fully compliant. In terms daylight distribution the report identifies that the impact would be negligible and within the acceptable limits of the BRE Guidelines and therefore unlikely to be noticeable. In terms of sunlight impacts (assessed through calculating the Annual Probable Sunlight Hours (APSH) of individual windows that face within 90 degrees of due south) all windows to these neighbouring rooms have passed the sunlight test. The proposed scheme would have a negligible impact on neighbouring properties in term so overshadowing. Therefore overall the proposal would comply with BRE guidelines. Given these results, the proposal is therefore acceptable in terms of its daylight and sunlight.



- 8.16 The proposed development would alter the outlook for the neighbouring properties opposite. However for the reasons identified in the building design, scale and form indicated above the development is not considered to appear overbearing or visually intrusive. A generous separation distance of 25m will exist between these neighbours and the proposed building and the presence of a treeline feature would ensure that the development would not appear visually intrusive to the residential amenities. In terms of the consideration of overlooking, the proposed building would be 25m from the nearest window to the residential properties opposite. In urban locations such relationships between buildings are common. Given the distance between the proposed building and the neighbouring properties, officers are content

that the proposals will afford suitable levels of privacy to the residents on the opposite side of the road.

- 8.17 Neighbours have expressed concern over noise and disturbance from the proposed commercial activity. The proposed warehouse would act as a storage depot for medicine, supplying local pharmacies. Details of the estimated supply and collection trips has been shown at no more than five supplies per week between 0800hrs and 1300hrs and one collection between 0800hrs to 1300hrs from the premises. Based on the extent of the proposal and subject to conditions restricting the development and control of hours of operation, the proposal is not considered to result in undue disturbance for immediate neighbours.
- 8.18 Concerns have been raised regarding the impact of construction, however such impacts would only be temporary and as such should only be afforded limited weight. In order to ensure that impacts such as noise are acceptable during construction are acceptable, it is recommended that a Construction Logistics Plan is secured by condition. An informative requiring the developers to act in accordance with the Council's Code of Practice entitled 'Control of Pollution and Noise from Demolition and Construction Sites' should further reduce any possible nuisance to local residents. The proposed development would pay a greater role in improving air quality during the construction process and in line with Low Emissions Strategies the developer has agreed to contribute £1300 as part of planning obligation to be secured as part of the 106 to fund air quality action plan. Details of external lighting would be submitted for approval and this can be secured by condition.
- 8.19 The proposal would therefore be in line with Council policy DM10 in terms of amenity and DM23 development and construction.

Housing Quality/Daylight and sunlight for future occupiers

- 8.20 All the proposed flats would accord with the National Described Standards in terms of floor space requirements. Each flat would have more than one direction of outlook. The applicant supporting sunlight /daylight report confirms that each flat would receive suitable adequate levels of daylight (Average Daylight Factor, ADF). All but two of the flats (No.4 and 8) would receive excess sunlight levels (APSH) all year run with flats 4 and 8 receiving an acceptable amount of sunlight during the summer months. Based on report the proposed flats should receive good levels of sunlight and daylight. This arrangement is, therefore, considered acceptable.
- 8.21 Each flat would have their own private amenity space with external balconies proposed. In accordance with policy DM10.5 of the Croydon Local Plan (2018) communal amenity space is provided to the east of the site in the form of informal soft landscaping which will be accessible for all future occupants of the proposed development. A condition requiring details of this space would ensure its appearance and provision. The proposed development would provide an appropriate level of amenity space for occupiers in line with London Plan standards.
- 8.22 The proposed building would have level access to the communal lobby. The four-storey core providing lift access to the upper floors of 8 flats would be Part M4(3) (Wheelchair user dwellings) whilst the remaining 4 units would be Part M4(2) (Accessible and adaptable) within the three-storey element. The proposed development would therefore be in accordance with London Plan requirements.

- 8.23 The Council would seek new homes to meet the needs of residents over a lifetime and be constructed using sustainable measures to reduce carbon emissions. In line with Policy 5.2 of the London Plan, the development proposals should make the fullest contribution to minimising carbon dioxide emissions. An energy and sustainability report has been submitted with the proposal. The submitted energy strategy is compliant with London Plan requirements. The applicants proposed a solution which results in 10.3809 tonne CO₂ needing to be offset via a cash in lieu contribution. As the commercial unit is below 500m² there are no energy/environmental targets to meet (other than Building Regulations). However, the proposal will achieve the 35% reduction below Building Regulations. A carbon offset contribution of £18,685.70 will need to be secured within the S106.
- 8.24 The development will need to achieve a water use target of 110 litres per head per to meet policy standards and Mayor best practice guidance and this can be secured through condition. Thames Water have not raised any objection subject to condition. Details of such requirements would need to be approved before any works are commenced. A GLA compliant energy statement would need to be approved before those part of the works are implemented. In view of the previous use of the site a condition requiring a ground investigation report and remediation measure is to be undertaken to establish the suitability of the site for residential purposes.

Ecology and arboriculture

- 8.25 Neighbours have raised concern over the loss of trees on site. The site which is primarily hardstanding has few trees on it. The applicant has submitted a tree report which confirms that the site contains 3 trees, two category U trees of poor quality (T1 Sycamore Tree, T3 Cherry Tree) and one (T2 Horse Chestnut) of moderate quality. The report also identifies three other trees (T4, T5, T6) within the adjoining site close to the proposal boundary. The report identifies that trees T1, T2 and T3 will have to be removed as part of the development with pruning work to neighbouring trees. The trees to be removed are either of substandard form or their loss will not impact upon the wider visual amenity. New tree planting will help to enhance the site and improve the street scene. The canopies of the neighbouring T4 and T5 will require pruning back to accommodate the new build but this will not prove detrimental to the health of the trees or the wider amenity. Officers found no evidence of nesting birds or bat on site and such control would be protected under separate European legislation.

Transport

- 8.26 The site is located within an area of PTAL 4 which is considered to be moderate and within a 150 metres of the A23 London Road, which forms part of the Transport for London Road Network (TLRN). The proposal includes 7 parking spaces including a car club which will be available to the public will be secured as part of the 106 agreement and on site loading bay area for the commercial use . Neighbours have raised concern over the lack of parking associated with the development and the potential for accidents with increase in traffic movement at this point coupled with station entrance as a vehicle drop off point. However it is considered that the level of parking is appropriate. TFL also supports the proposal and have raised no objection, welcoming the provision of disabled bay and increase in cycle storage on the site. The applicant has provided details of vehicle turning patterns out of the site and a service and delivery statement outlining the number of

collection trips and vehicle movements for the commercial activity, details of which are to be conditioned. The proposal has increased the number of cycle spaces to 27, in line with Policy T5 of the draft London Plan 2017. Transport officers recognise that the site is located close to a Control Parking Zone. Given the proximity of the site and any potential for future parking to be an issue, it would be reasonable to control prospective occupiers from applying for control parking permits to be secured by way of the 106 agreement.

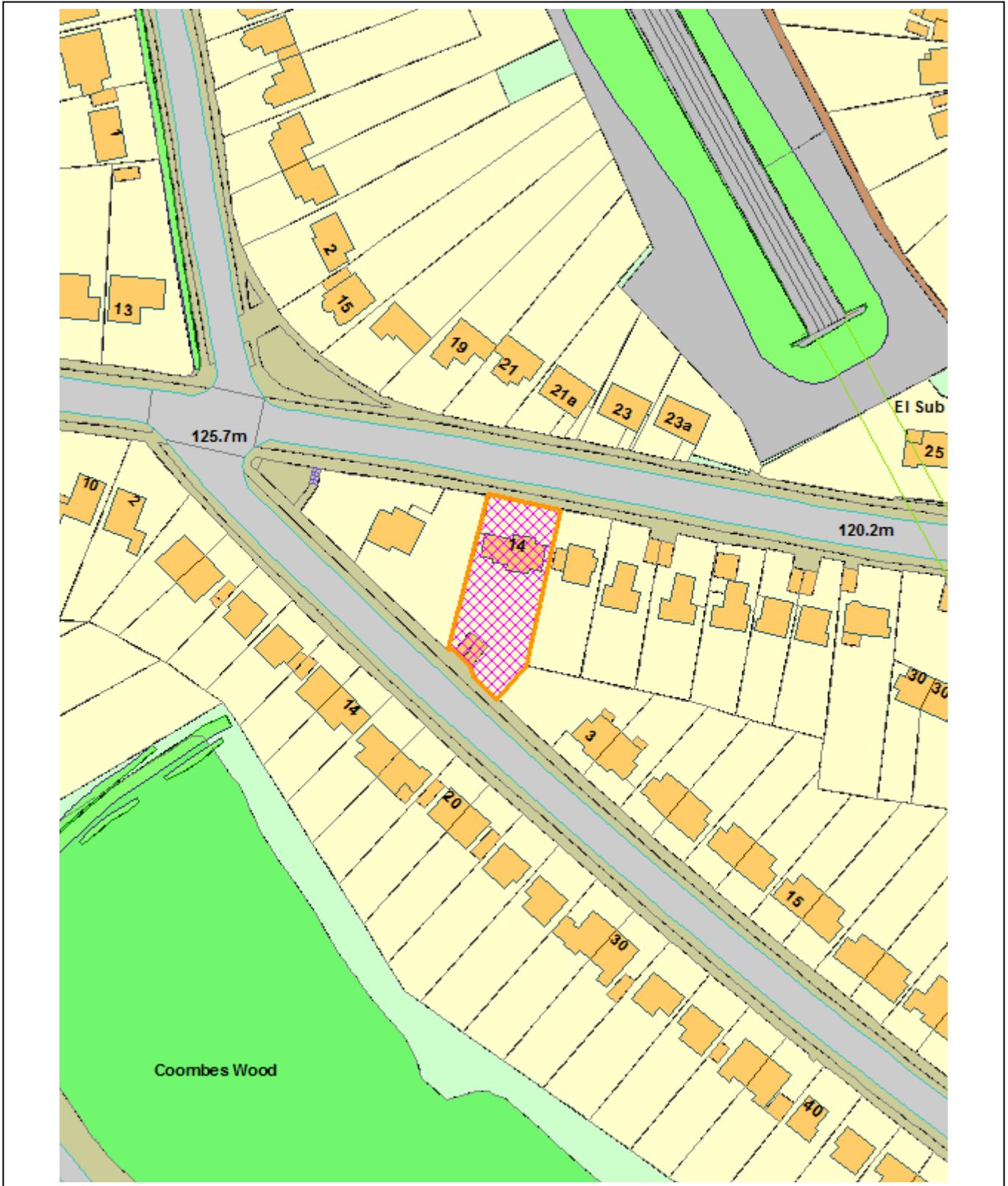
- 8.27 Details would be required to ensure suitable visibility splays are introduced vehicles leaving the site in forward gear. Furthermore, a S278 agreement for necessary highway works to amend access to the site would be required. The applicant is to meet the cost of any new access improvements associated with the development.
- 8.28 Therefore subject to suitable details and 106 agreement the proposal is therefore considered to be in accordance with London Plan policies 6.3 assessing effects on development capacity, 6.9 cycling, CLP policies SP8, DM29 and DM30.

Other issues

- 8.29 The site is located in an Archaeological Priority Area and a condition will be required to ensure that there are no remains of any Archaeological value attributed to this.
- 8.30 The proposed development includes separate waste for both the residential and commercial schemes within appropriate collection distances the details to be controlled by condition
- 8.31 The applicant has submitted a flood risk report and a detailed condition would ensure that the details of sustainable drainage measures can be agreed. Using the SUDS model, it shows that there is a possibility to reduce surface water runoff rates and volumes and in turn reduce flood risk. The proposed development would need to provide full details of suitable SUDS measures which would need to be submitted for consideration to ensure that the proposal would introduce adequate safeguard against potential flooding. These would need to be in line with the Councils requirements to demonstrate suitable runoff rates. Therefore subject to a suitable worded condition the proposal would be in line with the principles of the NPPF in meeting flooding requirements; London Plan policy 5.12 flood risk management; CLP policies SP6 and DM25.
- 8.32 As this is a major development, an Employment and Training Strategy is required to be included in the S106, along with a commuted sum proportional to the build costs of the scheme. This has been included in the S106 requirements and has been agreed with the applicant.

Conclusions

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



This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.6

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 18/03582/FUL
 Location: 14 Mitchley Avenue, Purley, CR8 1DT
 Ward: Purley Oaks and Riddlesdown
 Description: Demolition of existing property and erection of 3-storey development consisting 6 flats with associated access, 4 parking spaces, cycle storage and refuse store, and alterations to the existing land levels (revised description and proposal).
 Drawing Nos: BX32-S1-101D; BX32-S1-102A ; BX32-S1-103F; BX32-S1-104B; BX32-S1-105D; BX32-S1-106C; BX32-S1-107D; BX32-S1-108B; BX32-S1-110A; BX32-S1-111B; BX32-S1-113C; BX32-S1-114C; BX32-S1-115; Surface Water and SuDS Assessment dated 05/07/2018; Arboriculture Report prepared by Crown Consultants – Reference 09895 and dated 10th July 2018; External Daylight Study prepared by Base Energy – Reference 5314 Rev0 and dated 04.09.2018.
 Applicant: Mr Gerasimos Stamatelatos (Aventier Ltd)
 Agent: N/A
 Case Officer: Rachel Gardner

	studio	1 bed	2 bed	3 bed	4 bed
Apartments	0	0	4 (3 person) 1 (4 person)	1 (4 person)	0
Total	0	0	5	1	0

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
4 (including one disabled space)	12

1.1 This application is being reported to committee because the ward councillors, Councillor Helen Redfern and Councillor Simon Hoar has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
2. Materials and detailed drawings to be submitted, including window reveal minimum 100mm
3. Details of Refuse/Cycles/Boundary/Electric vehicle charging point/ child play space/ finished floor levels/ ramp gradient to be submitted
4. Hard and soft landscaping including garden and path lighting to be submitted
5. Construction Logistics Plan to be submitted
6. Car parking provided as specified
7. No additional windows in the flank elevations
8. 19% Carbon reduction
9. 110 litre Water usage
10. Permeable hardstanding material within front and rear vehicle parking areas
11. Trees - Accordance with the Arb Report
12. Inclusive access ground floor
13. Visibility Splays
14. In accordance with details of FRA
15. Time limit of 3 years
16. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following:

- Demolition of existing detached house
- Erection of a two storey building with accommodation in roofspace
- Provision of 5 x two bedroom flats and 1 x three bedroom flat fronting Mitchley Avenue with rear access via Ingleboro Drive.
- Provision of 4 off-street car parking spaces (including 1 disabled bay) with associated access at Mitchley Avenue and Ingleboro Drive
- Provision associated refuse/cycle stores and communal amenity area.

3.2 The scheme has been amended three times during the application process. The first revision involved amendments to the internal layout of the scheme, and widening of private amenity space to Flat 1. It was not considered necessary to reconsult the neighbours as the amendments were considered to be minor and did not materially alter the originally consulted scheme. However, the proposal was altered a second time to set back the proposed building a further 900mm from Mitchley Avenue in order to provide defensible space between the front windows and the access ramp and further changes to Flat 1, including side-facing obscure glazed windows. These amendments materially altered the scheme and the application was re-notified.

3.3 Since this re-notification the applicant has clarified and revised the plans to show that the garage of the neighbouring property at No.16 is built right up to the shared boundary with the subject site. This has not had any implications for the separation distances between the neighbours dwelling and their associated habitable windows and the shared boundary. In addition, the front ramp between the car parking area adjoining Mitchley Avenue and the proposed building has been redesigned to meet Building Regulations in terms of length, slope and landings.

Site and Surroundings

3.3 The application site is located on the south side of Mitchley Avenue, and runs through to Ingleboro Drive. The topography of the site is very steep, rising sharply from north to south with Ingleboro Drive being located distinctively higher than the host property. Furthermore, the site slopes down from west to east.

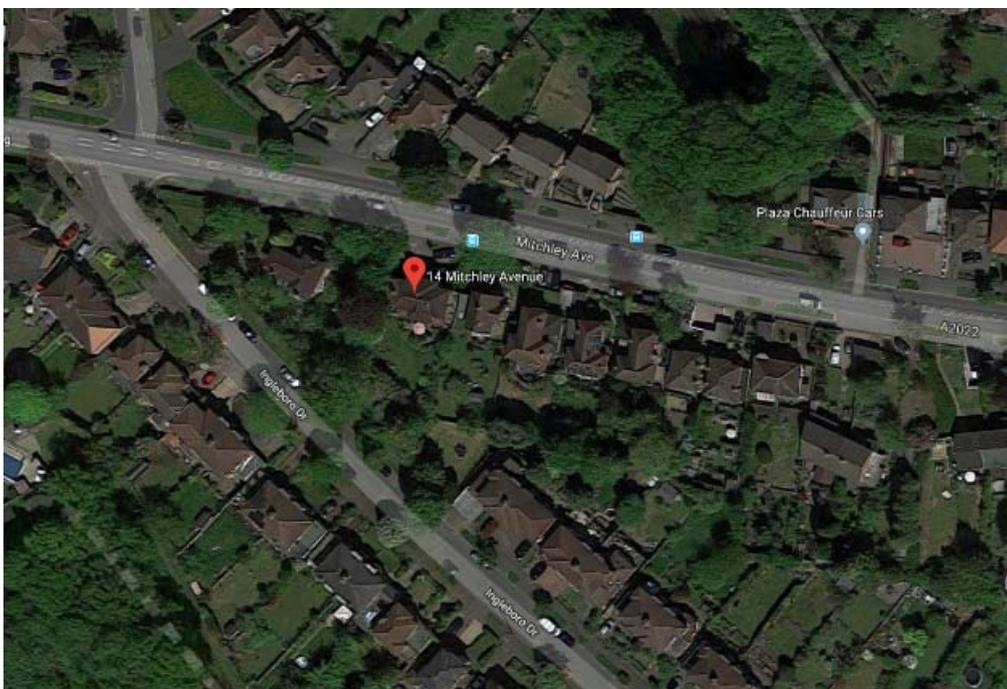


Fig 1: Aerial street view highlighting the proposed site within the surrounding streetscene

3.4 The surrounding area is mainly 1970's style single family dwelling houses fronting the roads. 12 Mitchley Avenue has been rotated 90 degrees, so the rear of the property faces the host site. The site has a Public Transport Accessibility Level (PTAL) of 2. It is located in an area with a low risk of surface water flooding (1:1000years) and an Archaeological Priority Area.

Planning History

3.5 The site has no relevant planning history material to the planning assessment of the subject proposal.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.

- The design and appearance of the development is appropriate
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant
- The level of parking and impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions.
- Sustainability aspects can be controlled by conditions
- No significantly detrimental impact would occur to high quality trees

5.0 CONSULTATION RESPONSE

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The Greater London Archaeology Advisory Service were consulted but did not respond to the consultation.

6.0 LOCAL REPRESENTATION

- 6.1 The application has been publicised by 16 letters of notification to neighbouring properties in the vicinity of the application site. The application was also re-notified after the submission of amended plans as detailed in section 3.2 of this report. The number of representations received from neighbours, Cllr Helen Redfern and Cllr Simon Hoar, Chris Philp MP, a local group including Riddlesdown Residents' Association, etc in response to notification and publicity of the application are as follows:

No of individual responses: 83 Objecting: 82 Supporting: 1 Comment: 0

- 6.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
<i>Principle of the development</i>	
No provision or contribution to affordable housing.	The scheme is for 6 units which is under the affordable contribution threshold of 10 units.
<i>Scale and massing</i>	
Not in keeping with the surrounding area	This is addressed in section 8.6 – 8.12 of this report.
Large building footprint, density and layout	This is addressed in section 8.6 – 8.12 of this report.
Over bearing scale – three storeys is too high	This is addressed in section 8.7 of this report.
Design, appearance and materials	This is addressed in section 8.6 – 8.12 of this report.
<i>Amenity to neighbouring properties</i>	

Loss of privacy, light, overshadowing, overlooking issues and loss of views	This is addressed in section 8.18 – 8.30 of this report.
Increased noise, disturbance, pollution and smell	This is addressed in section 8.30 of this report.
Noise and dust pollution, and general disruption from construction works	This is addressed in section 8.30 and 8.35 of this report.
Noise from surface water pump	This is addressed in section 8.30 of this report.
<i>Traffic and Parking</i>	
Inadequate parking provision, including visitor parking	This is addressed in section 8.31 to 8.35 of this report.
Contribute to the congestion of surrounding streets	This is addressed in section 8.31 to 8.35 of this report.
Access to the site via Ingleboro Drive and Mitchley Avenue is unsafe	This is addressed in section 8.31 to 8.35 of this report.
On-street parking would obstruct sight lines of vehicle egress	This is addressed in section 8.31 to 8.35 of this report.
Parking survey conducted at inappropriate times	The parking survey was undertaken in accordance with the Lambeth methodology which is the accepted methodology across a number of London boroughs.
<i>Flooding and SUDs</i>	
Increased water runoff to surrounding areas	This is addressed in section 8.37 of this report.
<i>Trees</i>	
Tree removal and landscaping works	This is addressed in section 8.38 and 8.39 of this report.
<i>Other matters</i>	
Pressure on surrounding infrastructure including schools and medical facilities	This is addressed in section 8.40 of this report.
Increased anti-social behaviour in the surrounding area	The proposal is for residential development and officers have no reason to anticipate that this would result in any increase in antisocial behaviour.
<i>Non-material issues</i>	
The proposed development is for profit making for developers	These are not material planning considerations.

<p>Increased pressure on surrounding drainage and sewage infrastructure</p> <p>Reduction in the surrounding property values.</p> <p>Noise and smell from sewage pumps</p> <p>Building works and retaining walls will cause structural damage to neighbouring properties.</p>	
--	--

6.3 The following procedural or non-material issues were raised in representations and are addressed below:

6.4 A representation was received from Riddlesdown Residents' Association (RRA) objecting:

- Inaccuracies in the Design and Access Statement
- Overdevelopment of the site- size, bulk, scale and massing
- Over intensification
- Design, appearance, materials
- Disability adaptation- concerns that the access ramp will not meet Building Regulations and poorly designed flats
- Safety concerns to surrounding highway/ pedestrians- inability to enter and exit in forward gear, insufficiently sized parking spaces, loss of overtaking space on the street from overflow parking
- Insufficient on-site parking
- Number of dropped kerbs for the property
- Insufficient parking survey
- Flooding due to proposed drainage into surface water holding tank pumped into combined water sewer
- Flats 5 and 6 will overheat in the roof space
- Insufficient amenity space
- Loss of family-sized home
- Strain on local infrastructure
- No provision for affordable housing

6.5 The following Councillors made representations:

- Cllr Helen Redfern (Purley Oaks & Riddlesdown Councillor) objecting:
 1. Inadequate parking – inability to enter and exit in forward gear, obstructed sight lines, overflow of parking onto the street will remove space for passing points on the street
 2. Overbearing appearance and overshadowing of neighbouring property
 3. Refuse provision

- Cllr Simon Hoar (Purley Oaks & Riddlesdown Councillor) objecting:
 1. Overdevelopment of the site
 2. 3-storeys is out of character with the surrounding area
 3. Loss of family-sized housing
 4. Insufficient parking considering the PTAL and that the site is located on a main road where street parking is inappropriate
 5. Loss of amenity and privacy for neighbours
 6. Inaccuracies with the Design and Access Statement claiming that Reedham Station and Kenley shops are nearby

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design.

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

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime

- 7.4 Local character
- 7.6 Architecture
- 7.21 Woodlands and trees

7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM18 - Heritage assets and conservation
- DM23 - Development and construction
- DM28 - Trees
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

8.0 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the Planning Committee are required are as follows:

1. Principle of development
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability and environment
7. Trees and landscaping
8. Other matters

Principle of Development

8.2 The London Plan and Croydon Local Plan identify appropriate use of land as a material consideration to ensure that opportunities for development are recognised and housing supply optimised. It is acknowledged that windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting demand for larger properties in the capital, helping to address overcrowding and affordability issues.

8.3 The application is for a flatted development providing additional high quality homes within the borough, which the Council is seeking to promote.

8.4 Policy DM1.2 seeks to prevent the loss of small family homes by restricting the net loss of three bed units and the loss of units that have a floor area of less than 130sq.m. The existing property has a floor area of more than 130sq.m but comprises 3 bedrooms. As the proposal comprises one three-bedroom unit and one larger two-bedroom four-person unit, the proposal would not result in the net loss of three bed units on the site. Policy SP2.7 sets a strategic target of 30% of new homes to be 3-bedroom homes.

The proposal is considered satisfactory in this regard as the two-bedroomed four-person unit would provide family accommodation, resulting in 2 of 6 units being family sized.

- 8.5 The site is located within an existing residential area and as such providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues the principle is supported.

Townscape and Visual Impact

- 8.6 The existing dwelling does not hold any significant architectural merit and therefore demolition is supported. There are a variety of house types and styles in the vicinity, including semi-detached and detached one and two storey properties.
- 8.7 Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys, and the proposal is for a three storey building (2 storeys with the third storey located within the roof) to be located at the site. The proposed building is larger than the existing dwellings and maintains the stepped ridge height between the two side adjoining properties. The scheme respects the scale and form of the existing two-storey area and sensitively intensifies it in accordance with DM10.1 through the provision of a three storey building with accommodation in the roof. The symmetric articulation of the form across the front elevation, including the setback of both sides of the building from the primary elevation and ridge, is welcomed and breaks up the mass of the front elevation.
- 8.8 Following amendments, the front elevation of the building would sit slightly behind the existing building but not in a manner which would be out of keeping with the character of the area, especially considering the orientation and siting of 12 Mitchley Avenue.
- 8.9 The design of the building incorporates a traditional appearance, albeit using more contemporary materials, consisting of a front porch element, pitched roof forms, simple design and appropriate materials (face brick including decorative brick courses, white upvc framed windows, interlocking double plain grey tiles which can be secured through a condition) with an adequate balance between brick and glazing and appropriate roof proportions.



Fig 2: Extract of the proposed front elevation plan along Mitchley Avenue

- 8.10 The front of the site along Mitchley Avenue is already given over to hardstanding and the proposal will increase the amount of soft landscaping to the front of the site. Whilst additional hardstanding is proposed at the rear of the site to accommodate the vehicle parking spaces adjacent to Ingleboro Drive, soft landscaping is maximised around this to soften its appearance in the street scene. The existing situation involves off street parking within the front forecourt and at the rear and the proposal would retain these features which is not uncommon in the surrounding area. The proposal would require the lowering of the ground level to the rear of the site, around the building, which would require retaining walls along the boundaries. The final appearance of these would be secured by condition and the proposed new areas of soft landscaping across the site and along the boundary of the site will serve to soften the appearance and this can be conditioned.
- 8.11 Representations have raised concern over the intensification of the site and overdevelopment. The site has a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that the density level ranges for the site would be 150-250 habitable rooms per hectare (hr/ha). The density level of the proposal is 266hr/ha, which is slightly beyond the upper limit of the range. This is considered to be acceptable as the density ranges should not be applied mechanistically the proposed density is only slightly beyond the desired range. Furthermore, the site is considered capable of accommodating the scale of the proposed development, without significantly adversely impacting the surroundings.
- 8.12 Having considered all of the above, with the consideration of housing need in the area, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

Housing Quality for Future Occupiers

- 8.13 All the units of the proposal would comply with internal dimensions required by the Nationally Described Space Standards (NDSS) and are acceptable.
- 8.14 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit. All the units located on the ground and first floor have access to private amenity space which meet the minimum standards, and only two units on the uppermost floor do not benefit from private balconies. However, on balance this is considered acceptable as they are south-west facing units and there is a significant amount of space proposed as communal gardens at the rear of the site. This could accommodate child play space (which can be conditioned).
- 8.15 The two ground floor units are set in to the ground at the rear due to the sloping nature of the site. The slope is not so steep that they are fully subterranean and a lightwell of 1.5m width is provided. This allows for adequate light to the main living spaces. Master bedrooms are located at the front and also have good outlook so the units overall are considered to provide a good quality of accommodation.
- 8.16 In terms of accessibility, level access would be provided from the front door to the two ground floor units (which are family-sized). A ramp is provided from the car parking area adjacent to Mitchley Avenue and the applicant has revised the plans to ensure that this complies with Building Regulations in terms of gradient of the slope and landings. The London Plan states that developments of four stories or less require disabled unit provisions to be applied flexibly to ensure that the development is

deliverable. Given the limitations of the footprint to provide the required accommodation, it is considered that one of the ground floor units should be M4(3) adaptable and the other one should be M4(2), this can be secured by condition. A disabled space is proposed for the parking area.

8.17 The development is considered to result in a high quality development including a three bedroom and two bedroom family unit all with adequate amenities and provides a good standard of accommodation for future occupiers.

Residential Amenity for Neighbours

8.18 The adjoining properties are 12 and 16 Mitchley Avenue and 3 Ingleboro Drive.

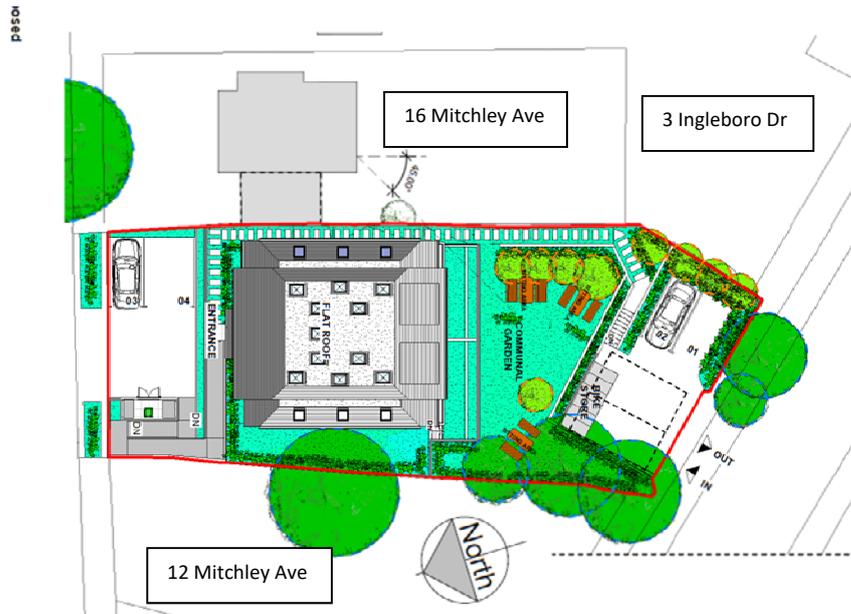


Fig 3: Ground floor plan highlighting the relationship with the adjoining occupiers.

12 Mitchley Avenue

8.19 This neighbouring property is to the west of the proposal and faces north-west towards the junction of Mitchley Avenue and Ingleboro Drive. As such, the rear boundary of this property is also the north-western side boundary of the subject site and the rear amenity area of the neighbouring site faces the application site.

The applicant has submitted a Daylight Study which based on the originally submitted application which concluded that the rear facing windows would retain at least 80% or more of their former daylight values and receive the minimum amount of available hours for sunlight both annually and in the winter months, therefore satisfying the minimum requirements set out by BRE Guidelines.

8.20 The rear building line of the neighbouring property is positioned approximately 15-17 metres from the proposed building. Given the separation distance, overall building height and the existing boundary treatment, no loss of outlook, nor an overbearing appearance is anticipated from this neighbouring property. The massing of the building is broken up through the use of articulation and brick detailing which will assist with the buildings appearance when viewed from this neighbouring property. It is noted that a

significant number of trees are located in the rear garden of no 12 which would also help to break up the appearance of the proposal.

8.21 The subject proposal does not comprise any upper floor side facing windows and the rear balconies are integrated into the rear elevation and so would not significantly overlook this property. The side facing rooflights will not result in a loss of privacy to this neighbouring property given the angling of these windows as a result of the roofslope. As such, no adverse loss of privacy is anticipated to this neighbour.

16 Mitchley Avenue

8.22 The neighbouring property at 16 Mitchley Avenue comprises a single storey garage along the shared boundary and the main side elevation is set back approximately 5m from the proposed side elevation. There is an existing upper floor side window facing the subject site which is obscurely glazed and is from a staircase landing.

8.23 The rear of the proposal would be approximately 8.4m deeper than the garage and 5.9m deeper than the main rear elevation of no 16. Given the separation between the two properties, the rear elevation does not cut a line taken at 45° from the rear elevation of no 16. It is noted that the nearest ground floor window is a bay window which would increase light and outlook. Therefore, as the rear protrusion is not excessive in visual terms and taking in to account the increase in the height and depth at the rear and the orientation of the properties, the impact is considered to be acceptable.

8.24 In respect to loss of light, this neighbouring property is located to the east of the site and the proposed building would pass the 45 degree BRE test for loss of light to the rear elevation windows. The applicant has submitted a Daylight Study which based on the originally submitted application which concluded that the rear and side facing windows would retain at least 80% or more of their former daylight values and receive the minimum amount of available hours for sunlight both annually and in the winter months, therefore satisfying the minimum requirements set out by BRE Guidelines. It is not considered necessary for this report to be updated for the revised scheme given the positive findings of the original report, extent of the revisions and relationship and orientations of the site. It is noted that the report incorrectly refers to Window 1 of this neighbouring property as north facing as this is indeed north facing. However, it is noted that this window is obscurely glazed and from a staircase landing so no adverse loss of light is anticipated to this window.

8.25 There are side facing roof lights proposed however, as these are located at a high level and angled due to the roof slope they are therefore unlikely to result in either actual or perceived levels of overlooking and loss of privacy. The rear balconies are integrated on the rear elevation and screened at the sides to restrict direct side facing views to the neighbouring property. The ground floor side facing windows are obscurely glazed.

8.26 There would be a degree of overlooking to the rear garden as a consequence of the rear fenestration and location of the balconies, however this is not uncommon in a suburban location. Given the design, layout and separation between these properties the current boundary treatment and provision of a suitable landscaping scheme (secured by way of a planning condition) this is deemed acceptable to ensure no undue impact on the amenities of neighbouring properties.

8.27 A pathway runs along the shared boundary with this neighbour and the applicant has confirmed that a new side boundary fence will be proposed to 1.8 metres in height.

The plans have shown that a retaining wall would not be used here. This is considered to be a usual and suitable height for a side boundary fence and will suitably protect privacy of the neighbour from occupiers utilising the path. Details of the boundary fence will be secured by condition.

Ingleboro Drive

- 8.28 The rear portion of the south-eastern side boundary is shared with the side boundary of this neighbouring property and the rear car parking area is proposed along this boundary.
- 8.29 No loss of outlook, privacy nor an overbearing appearance is anticipated to this neighbour given the separation distances and existing boundary treatments. The proposed rear elevation is approximately 30m from the rear elevation of this property and at a significant angle.
- 8.30 Given that the proposal is for a residential use in a residential area the proposed development would not result in undue noise, light or air pollution from an increased number of occupants on the site. Any noise generated from the surface water pump is not anticipated to be unreasonable for a residential property. Subject to conditions the proposed development is not visually intrusive or result in a loss of privacy. Any impacts, including noise dust from construction works is anticipated to be temporary only. A construction management plan is secured by condition and this should cover ways to minimise amenity impacts to neighbouring occupiers during the construction phase.

Access and Parking

- 8.31 The site is located within a PTAL of 2 which is poor. The London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character. In Outer London areas with low PTAL (generally PTALs 0-1), boroughs should consider higher levels of provision which in this case would be 2 spaces per unit, although residential parking standards should be applied flexibly. The provision of 2 spaces is a maximum provision and a 1:1 ratio would be more in line with the London Plan and Croydon Plan to reduce the reliance on the car and meet with sustainability targets.
- 8.32 The scheme provides 4 off-street parking spaces across two parking areas, one at the front of the site adjacent to Mitchley Avenue (which includes a disabled bay) and one at the rear of the site adjacent to Ingleboro Drive, which would equate to less than a 1:1 provision in respect to the units proposed at the site. The applicant has provided a parking stress survey which has detailed that the surrounding surveyed streets have a parking stress of 45- 51%, and therefore are capable of accommodating any potential overspill of car parking generated by the proposed development, after taking in to account that parking on Mitchley Avenue would not be desirable.
- 8.33 The parking layout and access arrangement permits access and exit movements in forward gear and would be acceptable subject to a condition providing the suitable visibility splays and as such would not harm the safety and efficiency of the highway network. The presence of a bus request stop and street tree to the east of the access would not significantly affect highway safety.

- 8.34 In compliance with the London Plan, electric vehicle charging points should be installed in the parking area and this can be secured by way of a condition. The capacity of the cycle storage facilities would comply with the London Plan (which would require 12 spaces) and the store would be covered and provided at the rear with access from Ingleboro Drive. We would require further details of how the store will be secured, accessible, the type of stands used and the proposed materials used.
- 8.35 A Demolition/Construction Logistic Plan (including a Construction Management Plan) will be needed before commencement of work and this could be secured through a condition.

Environment and sustainability

- 8.36 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.37 The site is at low risk of surface water flooding. Given the areas of hardstanding to be utilised as parking areas, permeable paving system should be incorporated as part of the scheme. This should accommodate surface water runoff from hardstanding areas in up to the 1 in 100 years plus 40% climate change event. The detailed design can ensure that water leaves a storage tank at an appropriate rate to not have an unacceptable impact on the drainage network. This can be secured through a condition.

Trees and landscaping

- 8.38 There are no trees on site subject to a tree preservation order. The applicants have submitted an Arboriculture Report and Impact Assessment which highlights that nine category C trees will be removed from the site, all of which are considered to have a low amenity value. Given that these trees are not protected, their proximity to the existing dwelling and their low amenity value, officers have no objection to the loss of these trees subject to planting mitigation. The Arboricultural Report sets out requirements for level changes and construction methodologies near to third party trees, which are reflected in the design of the scheme. The works should be undertaken in accordance with the Arboriculture Report and Impact Assessment recommendations and this has been conditioned.
- 8.39 The current landscaping plan highlights a number of shrubs and trees to be planted at the front and rear of the site. It is considered that the landscaping could be improved through a greater diversity of plant species, more appropriate species selection and introduction of low level plant beds instead of the compartmentalised hedging within the rear garden. As such a landscaping condition has been attached to ensure that the landscaping provided would provide suitable scheme at the site. There is adequate room for the amount of require play space.

Other matters

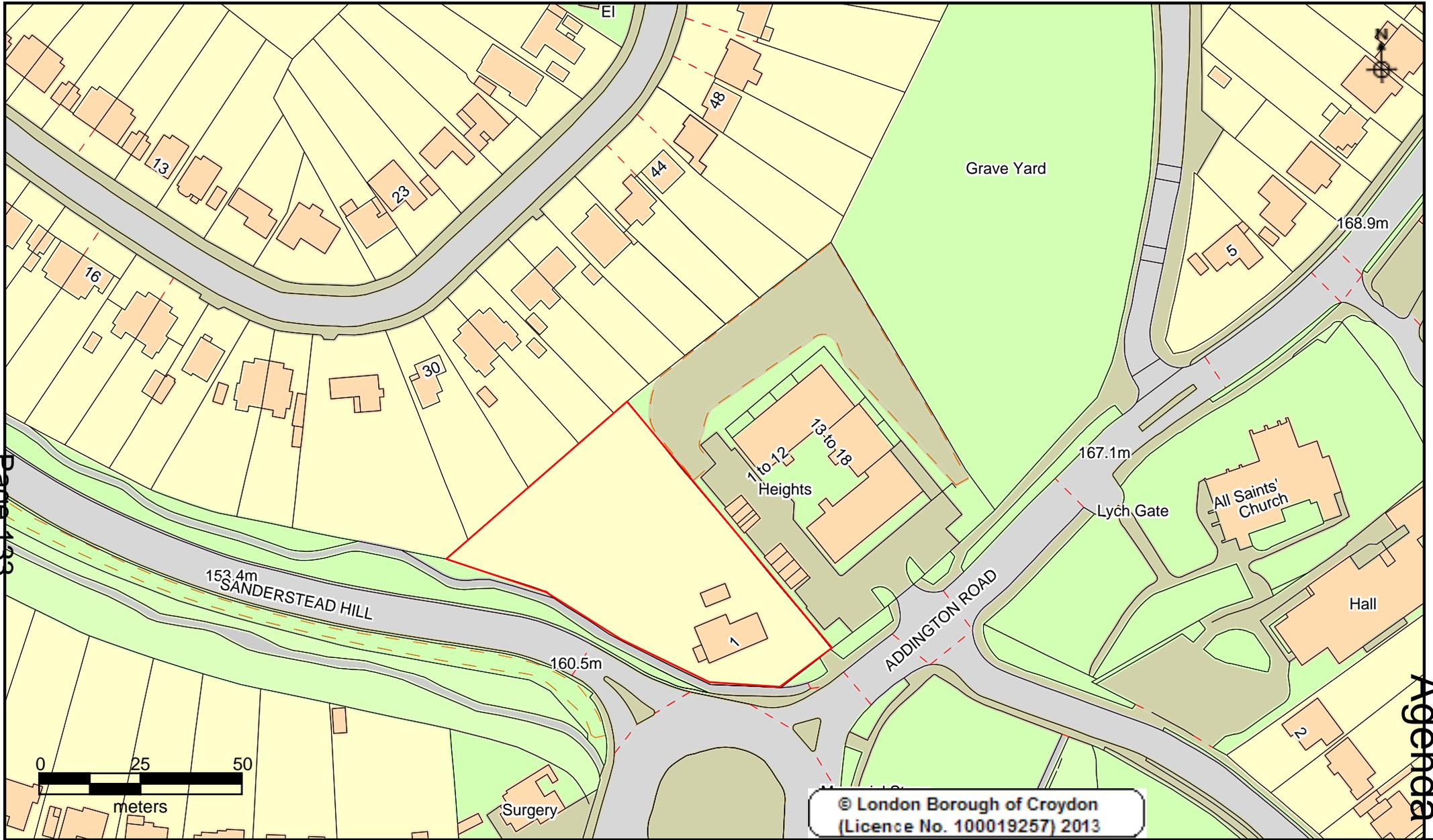
- 8.40 Representations have raised concerns that local schools, healthcare facilities and other services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL).

This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

Conclusions

- 8.41 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard given the proposed and conditioned landscape and subject to the provision of suitable conditions the scheme is acceptable in relation to residential amenity, transport, sustainable and ecological matters. Thus the proposal is considered in general accordance with the relevant policies.
- 8.42 All other relevant policies and considerations, including equalities, have been taken into account.

This page is intentionally left blank



Crown Copyright Ordnance Survey (License No: 100019257) 2009

London Borough Croydon

CROYDON COUNCIL

Scale 1:1250

16-Oct-2018



This page is intentionally left blank

1.0 APPLICATION DETAILS

Ref: 18/00144/FUL
 Location: 1 Addington Road, CR2 8RE
 Ward: Sanderstead
 Description: Conversion of dwelling house in 3 x 1 bedroom units, 1 x 2 bedroom unit and; construction of 4 x 4 bedroom terraced houses: Formation of additional vehicular access and provision of associated parking, play space, landscaping, cycle and refuse stores.
 Drawing Nos: 12-44/P/201 B, 12-44/P/202 C, 12-44/P/203 D, 12-44/P/204 A, 12-44/P/208, 12-44/P/205B, 12-44/P/206 B, 12-44/P/207B, 12-44/P/208, ITP-204-1-03/P1, ITP-204-4-01/P1, ITP-204-5-01/P1
 Agent: Mr Alex Bateman; Mr Chris Heather
 Applicant: Stiles Harold Williams
 Case Officer: Daniela Ellis

	Studio	1 bed	2 bed	3 bed	4 bed
Existing Units	0	0	0	0	1
Proposed Units	0	3 (2person)	1 (3person)	0	4 (7person)
Total	0	3	1	0	4

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
9	15

1.1 This application is being reported to Committee because objections above the threshold in the Committee Consideration Criteria have been received.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission.
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) The development shall be carried out wholly in accordance with the approved plans
- 2) Prior to occupation of the development details of (1) Visibility splays (2) Security lighting (3) Playspace (4) bird and bat boxes shall be provided

- 3) Prior to occupation provide following details as specified in the application electric vehicle charging points, cycle and refuse stores
- 4) In accordance with the tree protection plan
- 5) Ecology Report with mitigation methods for the protection of badgers and scrub and tree clearance only at certain times of year
- 6) Construction Logistics Plan
- 7) Samples of external facing to be submitted and approved
- 8) Landscaping plan
- 9) Water usage and carbon dioxide reduction
- 10) Water butt for each new unit to be provided
- 11) Restrictions on windows in the north-eastern elevation of houses
- 12) Commence within 3 years of the date of the permission
- 13) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Community infrastructure Levy
- 2) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 3) Section 278 Agreement required by Transport for London (TFL)
- 4) Protection of wild life etc- licence from Natural England
- 5) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for the:

- Conversion of existing Vicarage building into 3 one-bedroom flats and 1 two-bedroom flat
- Erection of four terraced houses (two storeys with accommodation in the roof) of four bedrooms
- Formation of additional vehicular access
- Provision of associated parking, play space, landscaping, cycle and refuse stores

Site and Surroundings

- 3.2 The application site lies on the north western side of Addington Road and is currently occupied by a two storey detached property- The Vicarage. The existing property sits in an elevated position from Addington Road with the land sloping down towards the north west of the property and towards the rear gardens of properties located in The Woodfields.
- 3.3 The surrounding area is typically residential in character comprising large detached dwellings varying in design and character. Most properties are sited within generous plots benefitting from large quantities of established soft landscaping. Land levels slope down from the south east to the north west and

therefore the properties on the north-western side of Woodfields are typically substantially lower than the application site. To the north east of the application site is “Sanderstead Heights” – a development of 27 flats.

- 3.4 The application site is located in an area at very low risk of surface water flooding. The site has a PTAL rating of 1b and has poor access to public transport however the site is within a reasonable walking distance of Sanderstead Station and Purley Oaks Station, and bus route 403 towards Croydon Town Centre. It is also located within an Archaeological Priority Area. Sanderstead Hill, the A2022, is a London Distributor Road.

Planning History

- 3.7 The application site the following planning history:
- 3.8 16/06119/PRE: Pre-application enquiry preceding the submission of this application for the conversion of existing vicarage into 4 flats and erection of 5 dwellings to the rear of the site with access off Sanderstead Hill
- 3.9 13/01414/PRE: Pre-application enquiry for the erection of new vicarage and a terrace of 3 four bedroom town houses and 1 three/four bedroom detached house; formation of vehicular access onto The Woodfields with associated parking
- 3.10 05/02892/PRE: Pre-application enquiry for a proposed Orange Radio base station

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- a. The residential use is acceptable in principle
- b. The development would have limited impact upon the character and appearance of the surrounding area.
- c. The development would have an acceptable relationship with neighbouring residential properties.
- d. The standard of accommodation for future occupiers is satisfactory
- e. Access, parking and turning arrangements are acceptable.
- f. Flood risks can be appropriately addressed through the use of conditions
- g. The development would not harm any ecological interests

5.0 CONSULTATION RESPONSE

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

Historic England (Greater London Archaeology Advisory Service)

- 5.2 No comment received.

Transport for London

- 5.3 Transport for London commented that the proposal represented an overprovision of parking spaces (by 1) and requested conditions relating to cycle parking.

6.0 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of letters sent to neighbouring occupiers of the application site and site and press notices. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 77 Objecting: 75 Supporting: 0 Representation: 2

- 6.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Summary of objections	Response
Visually detrimental to the streetscene	Refer to paragraph 8.3 of this report.
Detrimental to the character and not in keeping with the area	Refer to paragraph 8.3 – 8.7 of this report
Intensification of the site/ overdevelopment	Refer to paragraph 8.2 of this report
Flatted development- not in keeping	Refer to paragraph 8.2 of this report
Impact on skyline	Refer to paragraph 8.4 of this report
Obtrusive by design	Refer to paragraph 8.6 of this report
Loss of local heritage building	No heritage asset would be demolished Refer to paragraph 8.3 of this report
Increased noise and disturbance	Refer to paragraph 8.18 of this report
Loss of outlook	Refer to paragraph 8.10 - 8.12 of this report
Loss of privacy - front fenestration facing the rear of the properties	Refer to paragraph 8.10 of this report
Loss of light	Refer to paragraph 8.10 – 8.11 of this report
Impact on trees and woodland	Refer to paragraphs 8.20 and 8.24 of this report
Loss and impact on wildlife habitats	Refer to paragraph 8.20 – 8.21 of this report

Impact and congestion on existing traffic and highways	Refer to paragraph 8.17 of this report
Access to the site would pose danger to on-going traffic and Woodfields access is not supported.	Refer to paragraph 8.17 of this report
Distance to the pedestrian crossing (near round about)	Refer to paragraph 8.17 of this report
Safety crossing for school walkers- safe pedestrian crossing	Refer to paragraph 8.17 of this report
Danger and pollution from increased traffic	Refer to paragraph 8.18 of this report
Parking overspill to adjoining roads	Refer to paragraph 8.18 of this report
Restricted construction hours and access for delivery of materials and equipment due to the construction.	A suitable construction programme would be secured by condition
Impact on local community infrastructure	The Community Infrastructure Levy applied to new developments in Croydon deliver infrastructure to support the development.
Security of the adjoining properties due to proposed development	The proposal would result in the active use of larger parts of the site, potentially having a positive impact on security of adjoining properties.
Drainage and flooding	Refer to paragraph 8.25 of this report
<i>Non-material issues</i>	
Development will have an impact on property prices in the locality.	Not a material planning consideration.
<i>Procedural issues</i>	
Lack of community consultation	The application was publicised in the normal manner.
Councillors conflict of interest to be addressed and declared (members of Diocesan Synod) and other church goers to be removed from the decision making process.	This is a matter for individual Councillors to make declarations as set out in the code of conduct.
Change in policies and local plan to assess against the planning statement (update planning statement) include	The proposal is assessed against the current London Plan and Croydon Local Plan 2018.

Croydon Local Plan 2018 and the new consultation for the London Plan	
--	--

- 6.3 Councillor Tim Pollard (a Ward Councillor) made representations and did not object to the scheme but raised concerns about the suitability of the proposed access. [OFFICER COMMENT: This is addressed in paragraph 8.17 of the report]

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.

- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Requiring good design
- Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

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

7.4 Consolidated London Plan 2016 (LP):

- Policy 3.3 Increasing Housing Supply
- Policy 3.5 Quality and Design of Housing Developments
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.4 Local Character
- Policy 7.6 Architecture
- Policy 7.8 Heritage Assets and Archaeology

7.5 Croydon Local Plan 2018:

- SP2 Homes
- SP2.8 Quality and standards
- SP4 Urban Design and Local Character
- SP4.1 High quality development that responds to local character

- SP4.11 – SP4.13 Character, conservation and heritage
- DM10 Design and Character
- DM10.1 High quality developments
- DM10.2 Appropriate parking and cycle parking design
- DM10.4 Private amenity space
- DM10.6 Protection to neighbouring amenity
- DM10.7 Architectural detailing
- DM10.8 Landscaping
- DM13: Refuse and recycling
- DM13.1 Design, quantum and layouts
- DM16 on Promoting healthy communities
- DM19 on Promoting and protecting healthy communities
- DM23 on Development and construction
- DM18 Heritage Assets and Conservation
- DM18.1 Preserving and enhancing character of heritage assets
- DM18.4 Preserving and enhancing character of conservation areas
- SP6 on environment and climate change
- SP6.4 Flooding and water management
- SP8.7 Cycle parking
- SP8.15 PTAL ratings
- DM29: Promoting sustainable travel and reducing congestion
- DM30: Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- National Technical Housing Standards, 2015
- Natural England standing orders for protection of wild life

8.0 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the Planning Committee is required to consider are as follows:

- The principle of the proposed development
- The impact on the townscape and the visual impact;
- The impact on the residential amenity of adjoining occupiers;
- The living conditions provided for future occupiers;
- Transportation considerations
- Trees and biodiversity
- Other matters

Principle of development and the established need.

8.2 The application site is currently occupied by a two storey detached dwelling used as a vicarage although is currently vacant. The floor area and number of

bedrooms is significantly above those protected by policies. As such there is no in principle objection to the more intensive use of the site for residential purposes which would result in a net gain of 8 units.

Townscape and Visual Impact

- 8.3 The Vicarage has a historic link with All Saints Church which is a Grade I Listed Building. The Vicarage is not considered to be curtilage listed due to its age and location at some significant remove from the Church, nor is it on the Local List. The Vicarage has a historic association with the Church, but does not form part of its setting due to the intervening road and separation of the sites.
- 8.4 The proposal would have a limited impact on views of the church and the historic character of Sanderstead; the existing Vicarage building would be retained in a residential use with minor alterations. The new dwellings are located at a lower level and so are subservient to the existing building and not particularly visible in views of the Listed Church. As such the scheme is not considered to have an impact on the setting of the Listed Building.

Vicarage building

- 8.5 The proposed conversion of the vicarage would make use of an existing building of good quality. Whilst itself neither statutorily nor locally listed, it is visually prominent due to its relationship to the roundabout and of interest due to its relationship with All Saint's Church, a Grade I Listed Building. As such the reuse of the building is positive and the alterations to the building have been limited to those which necessary to provide outlook and an appropriate internal layout.

Houses

- 8.6 The houses would be terraced with a two storey mass with accommodation in the roofspace, of a similar height and scale to that of the immediate neighbouring properties and the Vicarage building. Policy DM10.1 of the CLP 2018 seeks to ensure that developments achieve a minimum of three stories while respecting the character of the surrounding area. The houses have roofslopes which closely resemble, in height and angle, those of the Vicarage, respecting the existing building. The orientation of the properties is proposed to be approximately at right angles to the street which responds to the Vicarage's orientation, the wings of the Sanderstead Heights development and makes best use of the parts of the site where development can be most easily accommodated, by the absence of protected species habitat and high value trees.
- 8.7 The design of the development is of a traditional symmetrical proportion with the introduction of contemporary elements such as projected oriel windows at the first floor of the north-west and south-east facade and balconies to the rear of the new terrace properties set at the south-east facade, creating voids into the overall solid mass, giving a softer appearance to the large dwellings. The development is considered to be well designed responding to the sites context and would sit comfortably within the street scene.



BIRDS EYE VIEW OF THE PROPOSED DEVELOPMENT

- 8.8 A large proportion of the rear garden of the vicarage would be retained with enhanced and formalised amenity space for future occupiers which can accommodate playspace in accordance with the CLP 2018. The retention and new planting of boundary vegetation would be secured by condition and it would help enhance such areas ensuring that the strong verdant character is retained. The north-west boundary of the site would retain all the existing vegetation to create a buffer between the new development and the rear gardens of the properties in Woodfields. There is a suggested new green zone between the Vicarage and the new development to enhance the appearance of the site. The existing boundary treatment to Sanderstead Hill is a 1.8m close boarded fence which would be replaced to allow a better visual connection with the street and appropriate front boundary treatment.
- 8.9 Based on the public transport accessibility level (PTAL 1b) and the site's suburban characteristics, the London Plan density matrix suggests a residential density of between 15-200 habitable rooms per hectare and 35-75 units per hectare for the application site. The current proposal would have a unit and habitable room density of 26 units and 83 hab rooms per hectare respectively. Whilst the unit per hectare falls short of the range, the habitable room density is within, this reflects that half the new units would be 3 bedroom homes. These calculations do not have to be adhered to mechanistically and best used as a basic framework, but it does demonstrate that there is not an overdevelopment on the site. The site is not considered to be an under-development however as parts of the site, the badger set, are not considered to be appropriate for development.

Impact on Neighbouring Residential Amenity

- 8.10 The north-west site boundary faces the rear gardens of the large detached properties in The Woodfields, and the east boundary with the retirement flats at Sanderstead Heights (3 Addington Road). The new development would have generous separation distances of approximately 21m to the boundary, and approx. 35m to the dwellings 28-36 The Woodfields. As such, with the retention of the existing vegetation the development is not considered to appear visually intrusive or lead to a loss of privacy or light to either of these neighbouring properties.
- 8.11 The proposed new development would follow the topography, so it would be lower than the properties at Sanderstead Heights, and given the separation distance of approx. 16m to the properties at Sanderstead Heights and the narrow flank elevation, the impact is considered to be minimal. No other occupiers would be significantly affected.
- 8.12 In terms of issues with noise and general disturbance as a result of the building works such matters could be secured through a condition as part of a Construction Logistics Plan/Management Strategy.

The standard of accommodation for future occupiers

- 8.13 The development would provide a good unit mix, providing a good standard of accommodation and would contribute to the Borough's need for new home including 4 x four bedroom family homes. All units are set above the minimum space standards set out in the "Technical Housing Standards March 2015".
- 8.14 The new houses are provided with private amenity space in accordance with the London Plan standards and have access to a public communal spaces around the development. The Vicarage is set in a large communal garden. No private amenity spaces are proposed to the two units in the upper floors as balconies could not be easily accommodated in to the rear roof form. No details have been provided of the breakdown of the communal space, but the ground floor units could be easily provided with private amenity space. The flats would also require playspace, which can be accommodated in other areas of the communal garden. A condition is recommended to secure these elements of the scheme.
- 8.15 Level access would be provided on site with slopes generally following the topography of the ground. A set of stairs is required between the parking spaces and the converted Vicarage, although level access is available from the pedestrian access to the Vicarage from Addington Road. Given the topography of the land, a ramp is considered to be impractical, taking up a large area of the buffer landscaping. As level access is available, this element is considered acceptable. Conditions are recommended regarding units being secured to meet M4(3) and M4(2) standards. It is not considered practical to provide a lift to the first floor of the converted Vicarage.

- 8.16 It is therefore considered that the proposals would result in a good standard of accommodation that would meet the needs of the borough and can be supported.

Transportation Considerations

- 8.17 The site has a PTAL rating of 1b which indicates poor accessibility to public transport however is within a reasonable walking distance of Sanderstead Station and Purley Way station, and bus network route 403. Amended total of 9 parking spaces are proposed, while cycle storage is provided in accordance with the London Plan. . A new access is proposed from Sanderstead Hill, where cars stop or slow before turning into the round-about, allowing the original access from Addington Road, where the traffic picks up speed and has restricted visibility, to be made pedestrian only. Given the proximity to the roundabout on Sanderstead Hill details have been submitted to show that each vehicle can manoeuvre on the site and exit in forward gear, including refuse vehicles. This is considered acceptable subject to conditions, including the undertaking of a Road Safety Audit of the detailed design of the entrance.
- 8.18 Transport for London have requested that one vehicle parking space be removed. This has been requested from the applicant and will be reported upon in an addendum. Electric vehicle charging points can be secured by condition. Concerns raised regarding pollution from road vehicles are acknowledged. The Council requires “major” developments to make contributions towards air quality mitigation, but guidance sets out that this should only be for major developments. The total number of vehicle movements is considered to be relatively low so air pollution impacts would be minimal. Pollution during construction would be resolved through a Construction Logistics Plan condition.
- 8.19 Cycle and refuse storage would be secured through condition as would management plans for refuse servicing and a construction logistics plan.

Trees and biodiversity

- 8.20 Whilst not subject of any formal designations, the overgrown nature of parts of the site lend itself to being potentially biodiverse, and representations have pointed out that badgers live on the site. A phase 1 ecology survey has been undertaken which has confirmed that the majority of the vegetation, whilst overgrown, is not itself biodiverse or of particular value apart from the trees, which are discussed below. The likelihood of protected species has also been assessed and the scheme is only considered likely to potentially impact on badgers and nesting birds. The latter can be resolved by ensuring by condition that clearance does not occur at certain times of year.
- 8.21 An additional badger survey has been undertaken which shows that badgers left the site in 2015 and are no longer present. Badgers do however move sites relatively frequently, so a condition is recommended to require a survey prior to commencement of works and a scheme of mitigation agreed if necessary. This approach is considered adequate to conclude that no undue harm to biodiversity would occur from the development; the detailed badger works would be controlled through a license by Natural England as well.

- 8.22 A number of trees are protected by a Tree Preservation Order. All protected trees are to be retained apart from one, T13 a sycamore. This is considered acceptable subject to replacement tree planting. The proposal would result in the felling of a number of other trees, including a small belt of category B yew trees towards the centre of the site. Appropriate mitigation is proposed by replacement tree planting near the proposed entrance, to reinforce existing landscaping in this area.
- 8.23 Subject to conditions to secure replacement planting, protection of trees during construction and details of methods of construction within root protection areas, the impact on trees is considered acceptable.
- 8.24 Flooding matters could be adequately addressed through the use of a relevant planning conditions.

Other matters

- 8.25 The site is at low risk of flooding. Conditions can ensure that the scheme does not give rise to flood risk by adequately controlled surface water through infiltration of controlled discharge.
- 8.26 Concerns regarding the impact of the development on infrastructure are addressed through the use of Community Infrastructure Levy.

Conclusions

- 8.27 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION

PLANNING COMMITTEE AGENDA

PART 8: Other Planning Matters

1 INTRODUCTION

- 1.1 In this part of the agenda are reports on planning matters, other than planning applications for determination by the Committee and development presentations.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 The following information and advice applies to all those reports.

2 FURTHER INFORMATION

- 2.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

3 PUBLIC SPEAKING

- 3.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

4 BACKGROUND DOCUMENTS

- 4.1 For further information about the background papers used in the drafting of the reports in part 7 contact Mr P Mills (020 8760 5419).

5 RECOMMENDATION

- 5.1 The Committee to take any decisions recommended in the attached reports.

This page is intentionally left blank