

Planning Committee Agenda



To: Councillor Paul Scott (Chair)
Councillor Humayun Kabir (Vice-Chair)
Councillors Jamie Audsley, Sherwan Chowdhury, Luke Clancy,
Bernadette Khan, Jason Perry, Joy Prince, Sue Winborn and Chris Wright

Reserve Members: Jeet Bains, Simon Brew, Richard Chatterjee,
Pat Clouder, Patsy Cummings, Steve Hollands, Shafi Khan, Maggie Mansell
and Manju Shahul-Hameed

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 22 February 2018** at **7.00 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

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

Michelle Gerning
020 8726 6000 x84246
michelle.gerning@croydon.gov.uk
www.croydon.gov.uk/meetings
Tuesday, 13 February 2018

Members of the public are welcome to attend this meeting.
If you require any assistance, please contact the person detailed above, on the righthand side.
To register a request to speak, please either e-mail
Planning.Speakers@croydon.gov.uk or call Michelle Gerning by 4pm on the Tuesday before the meeting.

THIS MEETING WILL BE WEBCAST LIVE - Click on link to view:
<https://croydon.public-i.tv/core/portal/home>

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

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

To follow.

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 5 - 6)

To receive the following presentations on a proposed development:

5.1 5.1 17/05470/PRE Coombe Lodge Playing Fields, Melville Avenue, South Croydon, CR2 7HY (Pages 7 - 22)

Presentation of a pre-application scheme for the change of use of site from playing fields (D2) to 1,680 pupil secondary school (D1), with associated erection of new three storey school building and two storey

sports block, car park, service yard, new pedestrian and vehicle entrance and associated landscaping including provision of an all-weather pitch.

Ward: Croham

6. Planning applications for decision (Pages 23 - 26)

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

6.1 6.1 17/05867/FUL Land R/O 16 Highfield Hill, Upper Norwood, London, SE19 3PS (Pages 27 - 46)

Construction of 1 x 4 bedroom detached house and 4 x 2 bedroom flats, including associated car parking and landscaping.

Ward: South Norwood

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 47 - 48)

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 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.

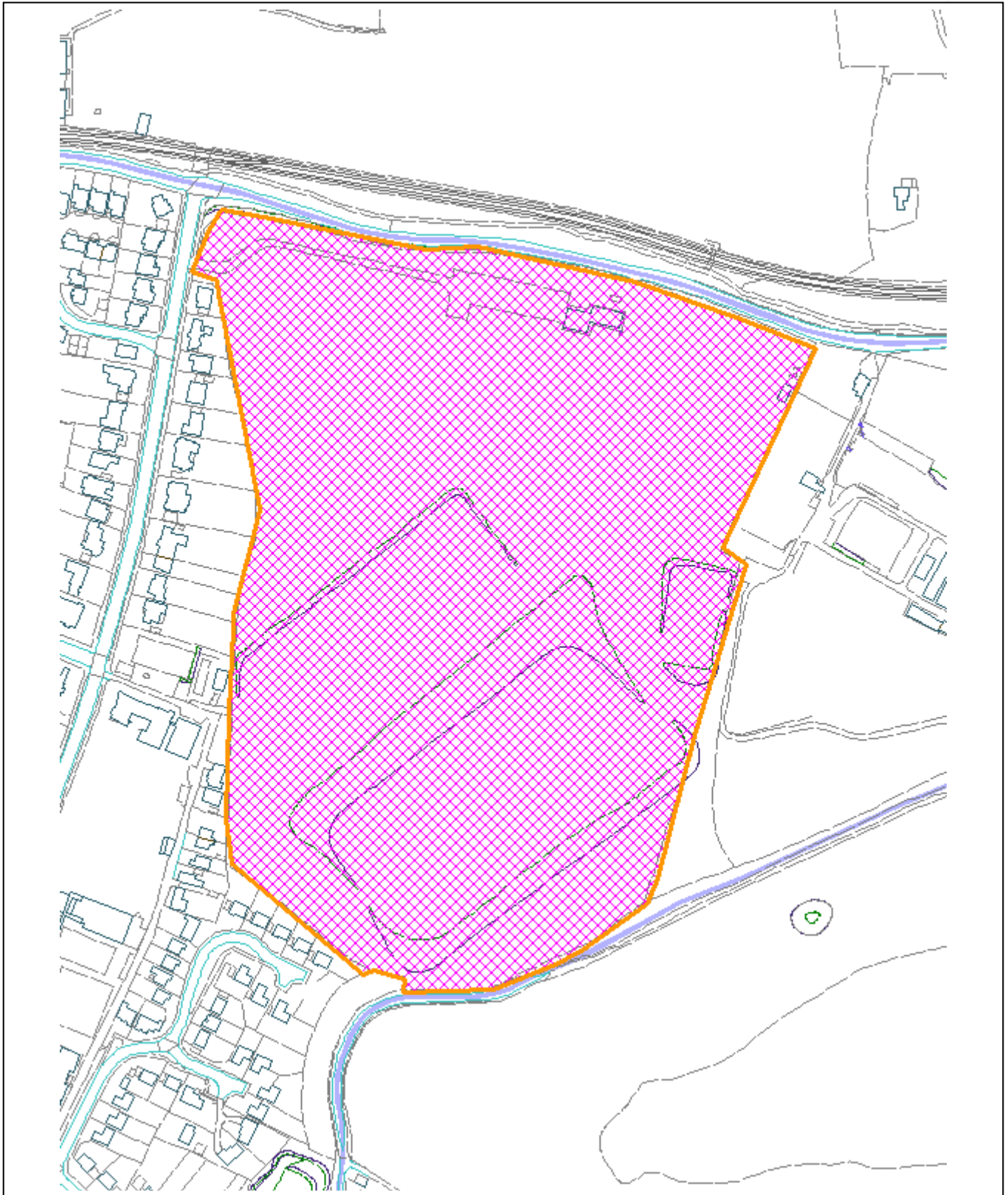
5 BACKGROUND DOCUMENTS

- 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



This page is intentionally left blank

PART 5: Development Presentations

Item 5.1

1. DETAILS OF THE DEVELOPMENT

Ref: 17/05470/PRE
Location: Coombe Lodge Playing Fields, South Croydon, CR2 7HY.
Ward: Croham
Description: Presentation of a pre-application scheme for the change of use of site from playing fields (D2) to 1,680 pupil secondary school (D1), with associated erection of new three storey school building and two storey sports block, car park, service yard, new pedestrian and vehicle entrance and associated landscaping including provision of an all-weather pitch.
Drawing Nos: N/A
Applicant: Wates Construction Limited
Agent: Alan Gunne-Jones of P+DA
Case Officer: Barry Valentine

2. PROCEDURAL NOTE

- 2.1 This pre-application report is presented in new style that is being trialled which provides a more focussed approach to pre application presentation to and engagement with Planning Committee. The report covers the following points:
- a. Executive summary of key issues with scheme
 - b. Site briefing
 - c. Summary of matters for consideration
 - d. Officers' preliminary conclusions
 - e. Specific feedback requests

3. EXECUTIVE SUMMARY OF KEY ISSUES WITH SCHEME

- 3.1 The proposal is a mixed comprehensive free school providing 1,680 pupil places for girls and boys, aged between 11 and 18 years. There will be 8 forms of entry with each year group comprising 240 pupils. It is also proposed that there will be a sixth form of up to 480 pupils. The school will operate as a sports specialism and offer enhanced sporting facilities.
- 3.2 The school is proposed with a GIA of approximately 12,320m², including a sports hall, car park with 130 spaces, 3G all-weather pitch and grass pitches. Access to and from the car park would be via a new 'in' and 'out' access off Coombe Road. A new service area would also be created that utilises the existing access from Melville Avenue.
- 3.3 The scheme has developed through a series of pre-application meetings and was reviewed by the Place Review Panel on 18th January 2018. The draft

conclusions of the Place Review Panel are included at the end of this report. The applicant intends to submit the planning application towards the end of March 2018.

- 3.4 Officers consider that the scheme is developing in a positive fashion. There are some key issues which officers are keen to draw to Members attention and to generate debate:

Loss of Playing Field Area

The proposed development will inevitably result in a loss of playing field area. Sports England are a statutory consultee who have raised some concerns and have suggested modifications, some of which would compromise (in officer's view) the design quality of the scheme.

Pupil Safety, Highway Alterations and Impact on Traffic Flow

To ensure the safety of pupils travelling to and from the site, modifications to existing highway conditions are necessary. There is likely to be some consequences with these highway alterations in terms of traffic movements and flows, potentially affecting residential amenity. This will need to be carefully thought through, to ensure that an appropriate balance is reached.

Intensification of Use and Potential Impact on Neighbouring Living Conditions

At present, the site is not well used; a small number of sports teams (largely football based) use the playing fields at weekends. The development, both through the introduction of 1,680 pupil school and through the provision of sports facilities by the wider community, would increase the level of activity on the site. A careful balance will need to be struck between maximising the potential of the site and respecting the amenities of neighbouring residential occupiers to a reasonable extent.

4. SITE BRIEFING

- 4.1 The application site (outlined in red in the two images below) is a 10.57 hectare area of land located at the junction of Coombe Road (A212) and Melville Avenue. The site consists of a dilapidated and boarded up changing room pavilion, playing fields, access road and small gravel and concrete car park. At the time of the site visit, four football pitches were marked out. Access to the car park is from the northern end of Melville Avenue and there is a pedestrian entrance at the junction of Coombe Road and Melville Avenue. There are a significant number of trees within the site and a significant change of land levels across the site, with the land rising to the south and east.



- 4.2 The site is bound to the north by Coombe Road, to the west by Melville Avenue, to the south by Coombe Wood and residential dwellings and to the east by 100/102 Coombe Road and the Grade II listed Coombe Lodge. The surrounding area comprises a mix of residential, woodland and green open space.
- 4.3 The site is currently designated as Green Belt, although under the latest modified version of Emerging Local Plan, which is due to be adopted on the 27th February 2018, the site is proposed to be de-designated as Green Belt. The Emerging Local Plan designation of the site states the following 'secondary school with retention of playing pitches.'
- 4.4 The site is not in a conservation area and does not contain any listed buildings. There are no conservation areas within the vicinity of the site whose setting would be impacted by the development.
- 4.5 The site is in close vicinity to the following listed buildings/structures whose setting could be impacted by the development: Coombe Lodge (Grade II), Lodge to Combe House (St Margaret's School) (Grade II) and Coombe House (St Margaret's School) (Grade II). The site is located within Archaeological Priority Zone.
- 4.6 The site is adjacent to the following locally listed historic park and gardens: Geoffrey Harris House/Coombe House, Lloyd Park and Royal Russell School.
- 4.7 The site is located within Flood Risk Zone 1, as defined by the Environment Agency. The site is modelled as being at risk from surface water flooding on a 1 in 100-year basis.
- 4.8 Due to the size of the site, the Public Transport Accessibility Level (PTAL) varies between 2 (poor) and 0 (worst). The entrance to the site has a PTAL rating of 1b (very poor). Despite the poor PTAL rating for the site, the site is within a short

walk of Lloyd Park Tram Stop and a reasonable walking distance from two bus service routes on Croham Road.

- 4.9 The southernmost part of the site is in a Site of Nature Conservation Importance.
- 4.10 The site is surrounded by many schools, including Old Palace of John Whitgift Junior School and Rutherford School to the south on Melville Avenue, The Cedars School and Royal Russell School to the East on Coombe Road and St Peter's Primary School to the south east on Normanton Road.

5. SUMMARY OF MATTERS FOR CONSIDERATION

- 5.1 The main matters for consideration in a future submission are as follows:

Principle of Development

- 5.2 The site is currently located within the Metropolitan Green Belt. However, this is not envisaged to be a policy restraint on the development due to the new emerging local plan which (if adopted) will de-designate the site from the Metropolitan Green Belt. Simultaneously, the new emerging local plan would allocate the site as a 'secondary school with retention of playing pitches' thus establishing the use of the site as suitable for education.
- 5.3 Paragraph 74 of the NPPF seeks to protect playing fields from development and inevitably, the proposal would result in a significant loss of playing field area. There is considered scope in this instance to justify development on parts of the playing fields through improvements in quality of facilities, intensifying use and through increasing local community participation – facilitated by a community use agreement. Officers have requested the applicant to ensure that the scheme benefits as broad range of the community as possible, including the introduction of activities/sports that may benefit those with mental or physical disabilities.
- 5.4 It is worth noting that whilst Sports England have raised initial concerns about the loss of playing fields area, they have indicated a willingness to work with the applicant and the local planning authority. Initially they have inquired whether the following changes could be made to the scheme:
- Moving the car parking away from the playing fields (and if necessary reducing its size) so that it is located directly to the front of the school, thereby reducing the impact on the playing field and to provide more pitches to the rear.
 - The location of landscaping (including trees) needs more careful consideration so that trees are not located where there is the potential to provide smaller pitches that could accommodate mini or junior football use on the site.
 - Sport England and the ECB would like to see some provision made for cricket on the site. It should be noted that the school do not intend to put cricket on their curriculum and do not consider that there is sufficient need for this provision to be provided.
 - An agronomist report covering the grass pitches should be provided which should include recommendations for improvements to the whole of the remaining grass area.

- More consideration to be given on whether more could be done to retain the open space/playing field on this site, for example through a MUGA on the roof of the sports hall or sunken sports hall, or other innovative solutions?

Character, Scale and Massing

- 5.5 Officers' are supportive of the proposed site layout, scale and massing and feel that the scheme successfully balances the dichotomy of achieving a strong civic presence when viewed from Coombe Lane, whilst having a respectful balanced relationship to surrounding neighbouring residential properties. The footprint of the main school building helps achieve this balance, with the 'finger' form of the building allowing the façade to run parallel to Coombe Lane. This should help ensure that building has a suitable presence, whilst simultaneously breaking up the massing of the building when viewed from the rear and sides. The variation in sizing of the "fingers" should also help alleviate the massing of the development away from residential properties and towards the less sensitive, more open central areas. The 'finger' approach also allows light into the centre of the building and should provide views out into the pleasant surroundings of the school.
- 5.6 Officers were initially critical of the relationship between the main school building to the sport hall, with the latter shown as recessed into the site, especially given the likely intended community use of these facilities and the school's intention to promote sporting excellence. Officers feel that the applicant has successfully responded to issue, by pushing the school back further into the site, which allows the school to align with the Sports Hall more successfully. The pushing of the school back also presents an opportunity to insert more landscaping to the front that could help integrate the development into the wider Green Belt and local listed park setting. Notwithstanding the above, these design changes work against the views of Sport England to a certain extent. A balanced approach to these two, somewhat competing objectives needs to be determined.
- 5.7 The articulation of the volumes of the building should introduce visual interest to the proposed school range, helping to break up the massing of the site, whilst also giving the site legibility. The projecting corner metal clad entrance should introduce a visually interesting positive element although officers feel that this has yet to be fully resolved and is required to be further developed.
- 5.8 Officer's support the use of metal seam, brick and glass as the main materials which should be of suitable quality and robustness. Officers have some concerns over the use of large areas of render (particularly the rear courtyard elevations) and we have encouraged the use of other treatments and materials.

Residential Amenity

- 5.9 It is not envisaged that the proposed development would have a significant impact on quality of neighbouring properties' living conditions in terms of light and outlook, or privacy.
- 5.10 The principle impact of the development is likely be associated with the intensification of the use of the site and its associated impacts in terms of noise

generation, comings and goings at the beginning and end of the school day, visual intrusion and potential loss of privacy.

- 5.11 In terms of privacy, visual intrusion and noise disturbance, the external areas of the school that are likely to be intensely used or which could generate significant levels of noise disturbance (such as playgrounds) are currently shown to be located away from the boundaries of the site and/or surrounded by the courtyard buildings which should help mitigate noise transfer. Further work on landscaping may be needed to ensure that pupils are directed away from neighbouring property boundaries, which should also help mitigate any privacy effects.
- 5.12 Any additional noise effects associated with (for example) additional car movements and pupil movements is likely to be during the less sensitive daytime hours. Conditions/restrictions are likely to be required to prevent early morning/late night deliveries. Similarly, hours of use on the community use are likely to be required and the applicant will be expected to model all these various potential noise effects as part of a noise assessment (that will need to accompany an eventual planning application).
- 5.13 In terms of light pollution, it is noted that the existing site does not benefit from extensive external lighting and that additional lighting will need to be assessed, particularly any floodlighting of the proposed multi-use games area. It is expected that the applicant will be able to demonstrate upon application that lighting has been designed so as not to cause disturbance to neighbouring properties – but this will need to be tested as part of the application process. The effect of floodlighting on wildlife (in view of the open wooded character of neighbouring sites) would also need to be properly considered.

Highways and Parking

- 5.14 It is critical that the proposed development ensures the safety of pupils and other users of the school, especially considering the proximity of the school to the busy Coombe Lane. To ensure the safety of the public, a package of highway works will be required – and delivered as part of the development. Options that will need to be considered include one-way access/exit arrangements in the case of Melville Avenue, a review of road markings/signage, installation of pedestrian crossings, removal of existing crossings, pelican/toucan crossings and signalised junctions. The consequences of these highway alterations will need to be balanced against the impact on highway movements/flow, as well as residential amenity. A pelican crossing in Coombe Road – directing pupils to a primary pedestrian entrance into the school would interrupt the natural flow of traffic and in turn, would result in some localised congestion. However, controlled crossings would significantly enhance pedestrian safety near the school – and enhance links to nearby public transport options.
- 5.15 A Preliminary Transport Scoping Note has been submitted alongside this pre-application process which provides a framework for the submission of the Transport Assessment – to assess the impacts of the proposed development on all road users, the immediate highway/transportation infrastructure and environment.

5.16 This initial scoping covers the following:

- appraisal of existing transport conditions,
- baseline and future traffic conditions,
- preferred location form and access, mode share and trip generation,
- assessment of access arrangements,
- vehicle and cycle parking.

5.17 The scoping note confirms that the following documents will be necessary:

- a transport assessment,
- school travel plan,
- a delivery service plan,
- a car park management plan,
- preliminary design of access arrangements and
- stage one road safety assist in respect of the new access and crossing arrangements.

5.18 The transport assessment would include traffic modelling of the access arrangements, car park capacity/demand assessment, pedestrian desire lines, PERS and CERS Audits, personal injury accident assessment data analysis together with the public transport capacity assessment for buses and trams.

5.19 The proposed development provides a significant number of parking spaces, as well as drop off areas. This should help render the site more self-sufficient, thereby reducing the impact of the development on parking stress on neighbouring roads. However, excessive on site car parking can result in higher levels of car journeys in the vicinity of the site and counteract the benefits of more sustainable forms of travel (including walking, cycling and public transport).

Trees

5.20 The site contains and is surrounded by many good quality mature trees that make a significant contribution to visual amenity of the area. Significant trees should be retained as much as possible and replacements planted where necessary.

5.21 Officers have advised the applicant that a full application should include a tree survey, constraints plan and a tree protection plan. A landscape scheme will also be required.

Archaeology

5.22 Whilst the Local Plan designates the site as being in an Archaeological Priority Area, the site is excluded from the latest Historic England's Archaeological Priority Area Appraisal (completed in February 2016). A desktop study will be required to be submitted with the application and sent to Historic England's Greater London Archaeological Advisory Service (GLAAS). It is not expected that archaeological remains will be a significant restraint on the development.

Sustainability and Environment

- 5.23 Policy requires that major developments are designed in accordance with the London Sustainable Design and Construction SPG and achieve a 35% reduction in carbon and meet BREEAM Excellent.
- 5.24 The applicant has indicated that the 35% reduction is likely to be able to be achieved through on-site measures such as photovoltaic panels. They have also indicated that they expect that the development will achieve BREEAM Excellent.
- 5.25 A flood risk assessment will be required to be submitted with the application including a detailed SuDs scheme. SuDs will need to be integrated into the design of the scheme and it is expected that the development achieves better than greenfield run-off rates.
- 5.26 The application site includes and is adjacent to a designated site of nature conservation importance. The application will be expected to include a preliminary survey of the site to ensure there is no protected flora and fauna. Opportunities should be taken where possible to enhance biodiversity along with the use of green roofs and green roofs.
- 5.27 The entire borough is located within an Air Quality Management Area. The development both during construction and once complete could have an adverse impact on air quality if not sufficiently managed. A detailed Air Quality Management Assessment will be required to be submitted upon application. An air quality contribution is also likely to be required through the legal agreement.
- 5.28 The site contains habitat value for breeding birds, bats, reptiles and amphibians. Mitigation and enhancement measures are likely to be required to deal with the effects of the development.
- 5.29 EIA Screening Opinion has been submitted and the local planning authority has confirmed that it does not consider that an EIA is required.
- 5.20 Due to the presence of previously worked land, there is the possibility that some land contamination might be present. Any risk will need to be identified through application of a desktop study, with remediation measures secured by way of a planning condition.

6. PRELIMINARY CONCLUSIONS

- 6.1 Whilst discussions remain on-going, the proposed development has the potential to be an appropriate design response to the challenges of the site and should be creating a building that has a strong civic presence whilst maintaining a respectful relationship with neighbouring properties, whilst also creating high quality sports facilities. Whilst the comments of Sports England are noted, it is considered that some of their suggestions might well compromise the architectural quality of the school design and the strength of the proposed community use offer. Issues raised by Sports England might be able to be overcome through robust

demonstration of enhanced sports facilities on site alongside associated enhanced sports engagement and participation (including a robust community use agreement) involving the broadest range of the local population as possible.

- 6.2 The proposed development is sufficiently located away from neighbouring properties that any impacts from the built form on neighbouring properties' light, outlook and privacy would be negligible. Impact on neighbouring properties' living conditions through intensification of use would likely to be able to managed through good design, mitigation measures (landscaping) and conditions (hours of use).
- 6.3 Transport and ensuring pupil safety is one of the critical challenges of the site. The proposed scope of the studies that the applicant has indicated they will undertake is should be welcomed and should help deliver the most appropriate solution for the site. This is an area that will need further thought, development and consideration.
- 6.4 Pre-application engagement has (to date) been extremely positive and if the pre-application process continues to progress in this manner and the planning application is supported by high quality reports and plans, officers are reasonably confident that a high quality, well thought out sustainable development should prevail and should successfully address the borough's deficit in secondary school places.

7 SUMMARY OF COMMENTS FROM PLACE REVIEW PANEL

- 7.1 The Place Review Panel reviewed the scheme on the 18th January 2018. The final comments are awaiting sign off from the PRP. The draft of the comments sent to the PRP are outlined below. Any substantial changes from the draft comments below will be outlined in the addendum prior to the committee meeting.

Summary

The panel thanks the applicant's team for presenting the scheme. The panel considers the scheme to be a well resolved response to the brief and site, the product of which is an excellent proposal for a school. The panel commends the design team for their work thus far. Further work is required to resolve the following issues: vehicular access and future proof for increased parking provision; use of render on walls; roofing material and appearance of roof; and positioning of the sports centre.

The panel's response in detail is set out below:

Layout & Experience

- The layout of the school and internal arrangement are considered successful. The scheme works well to create a relationship between the inside and outside. There are playful and serious moments appropriate to a school environment.
- The applicant should make the sports hub more visible as you approach from the west so that it is easily located from the road. This is important given its community function. This may be achieved by pushing the school back.
- The applicant should consider the orientation of internal windows along classroom wing corridors and how this impacts on the experience of children moving through the school. It is important that the classroom wings are not over-bearing or too serious which is a risk given that they are long and narrow, with only 1 window with direct outlook to the outside located at the far end.
- The staircases at the end of the wings should be well designed to ensure they are positive and well used access routes rather than functional additions / fire escapes. The applicant should investigate the orientation and positioning of the stairs so that the corner classrooms can have windows on the end wall, thus achieving a dual-aspect for these rooms.

Access to Site & Parking

- The panel considers it unrealistic that half of the staff will cycle given the busy nature of the road, the lack of cycle lane, banking sides and significant tree coverage. A full transport assessment needs to take place with consideration to whether cycling is feasible and safe and the capacity of the tram.
- Access to the car parking would be ramped. The panel is unclear on whether the access would be too steep and have safety concerns given the busy nature of the road and the potential that the entrance may not be sufficiently visible. A survey providing exact levels should be carried out

and sections drawn to demonstrate landscaping/hedges and the relationship between the road & school and road & car park.

- The applicant should design the car parking for future potential expansion and consider how this would work with the landscape.
- The car park may need to be set further back to ensure that the intention of providing a green buffer between the car park and road is achieved. A retaining wall should be avoided.
- The applicants proposed reconsideration of the exact building positions is welcomed.

Fenestration of façade / openings to main hall

- Currently the façade of the hall presents a highly composed elevation to the front with a limited number of openings. There is a risk that this appears too 'shed like'. The applicant should investigate the potential to add more openings, and how this may benefit both the external appearance and internal quality of the hall.

Materiality

- The panel considers the use of metal standing seam as positive, but note that the standing seam detail is important to add visual depth and that this shouldn't be substituted with a panelised system.
- Careful consideration should be given to the use of standing seam zinc at low level.
- The panel does not support the use of render due to issues of maintenance and poor weathering. The panel advocates replacing the render with brick. Ideally this should be at all levels, but as a minimum at ground level to provide a harder wearing wall surfaces where there is most activity.
- The applicant should investigate maintaining a link in materiality between school and sports pavilion.

- Given that this site is currently open land and that the roof will be visible from the top of the site, it should be treated as a 5th elevation. A green roof should be used with the PV panels placed with consideration to create a resolved rooftop that sits as part of the landscape.

Community Engagement

- The panel considers it important that the local community be properly consulted. It will be important to consider the impact of increased traffic during school run times on the local community.
- They should be fully briefed on the change in use and encouraged to make use of the new community functions of the proposal once built.

Heritage

- A heritage statement should be provided and take consideration of the setting of the nearby listed lodge. The applicant should investigate the Tithe Map of 1841 to check the historic land use and what the large open space was historically used for/associated with, and whether there is an intangible impact on the land other than an association with the lodge. It should be noted that this is not likely to impact the scheme but should be considered.

Environment

- Flooding is an issue on the site that needs to be properly demonstrated. The panel were comfortable with the applicant's verbal response on this. A green roof may help with water attenuation issues.
- The panel supports the ambition for BREEAM excellent.

8 SPECIFIC FEEDBACK REQUESTS

8.1 Member expectations in dealing with

- Views of Members of the design of the scheme (siting, scale, mass, legibility, use of materials).

- Guidance on how to approach the loss of playing field area and sports provision considering Sports England's likely concerns. Any opportunities that applicant might wish to consider in response to Sport England's issues.
- Community use of the school – outside hours
- Consideration of the appropriate balance between prioritisation of pupil safety and managing traffic movements and effects on residential amenity.
- Car parking levels and the desire to encourage sustainable journeys to and from the site and managing on street car parking supply and demand.
- Impact of the development on the residential amenities of neighbours and how the scheme might be further developed to minimise any effects.

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, Resident Association or Conservation Area Advisory Panel 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 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 July 2011 (with 2013 Alterations)
 - the Croydon Local Plan: Strategic Policies April 2013
 - the Saved Policies of the Croydon Replacement Unitary Development Plan April 2013
 - 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.

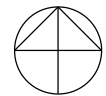
8. BACKGROUND DOCUMENTS

- 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



NORTH



REV.	DESCRIPTION	DATE

PROJECT
 LAND TO REAR OF
 16 HIGHFIELD HILL
 LONDON, SE19 3PS

DRAWING TITLE
 PROPOSED BLOCK PLAN

SCALE 1 : 500 @ A3 DATE OCTOBER 2017

DRAWING NO. 3124 / L / 04

The drawing is the property of the client. It is to be used for the project only and is not to be reproduced or used for any other purpose without the written consent of the architect. The drawing is to be used in accordance with the contract documents.

50 BOROUGH HIGH STREET
 LONDON SE1 1LL

PRON

ARCHITECTS DESIGNERS PLANNERS

This page is intentionally left blank

PART 6: Planning Applications for Decision

Item 6.1

1 SUMMARY OF APPLICATION DETAILS

Ref: 17/05867/FUL
 Location: Land R/O 16 Highfield Hill, Upper Norwood, London, SE19 3PS
 Ward: South Norwood
 Description: Construction of 1 x 4 bedroom detached house and 4 x 2 bedroom flats, including associated car parking and landscaping.
 Drawing Nos: 3124/L/01, 3124/L/02 Rev A, 3124/L/04, 3124/P/01 Rev B, 3124/P/02 Rev A, 3124/P/03 Rev A, 3124/P/31, 3124/P/32 Rev A, 3124/P/33 Rev A, 3124/P/34 Rev A, 3124/P/35 Rev A, 3124/P/36 Rev A, 3124/P/39, 3124/P/50.
 Applicant: Mr Cristian Podina, FQ Contractors Ltd
 Agent: Mr Peter Swain, Proun Architects
 Case Officer: Toby Gethin

	1 bed	2 bed	3 bed	4 bed
Houses				1
Flats		4		
Totals		4		1

Type of floorspace	Amount proposed	Amount retained	Amount lost
Residential	463 Sq m	N/A	N/A

Number of car parking spaces	Number of cycle parking spaces
5 (including 1 disabled space)	10

1.1 This application is being reported to Planning 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.
- 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) To be built in accordance with the approved plans and drawings.
- 2) Removal of permitted development rights.
- 3) Flat roofs not to be used.
- 4) Prior to commencement of works, full details to be submitted to the Council providing details and timings for the access track improvement works.

- 5) Submission of a Construction Logistics Plan prior to commencement of works.
- 6) Prior to above ground works, submission of full details of all external materials (including samples), green roofs and window reveal depths and green roofs prior to above ground works.
- 7) Compliance with the arboriculture report.
- 8) Prior to above ground works, submission of a full landscaping scheme including boundary treatment details.
- 9) Prior to commencement, submission of details setting out either fire appliance access to the site or the provision of a dry riser on site.
- 10) Prior to commencement, an ecology/phase 1 survey shall be carried out and submitted to the Council for approval.
- 11) Prior to occupation, submission of an external lighting plan for the site.
- 12) Prior to occupation, submission of a waste management plan.
- 13) Prior to occupation, submission of the bin store details (dimensions, elevations and mats) for House 1.
- 14) Prior to occupation, submission of details confirming that a 19% reduction in CO2 emissions has been achieved.
- 15) Parking area (including disabled space), provision of electric vehicle charging (compliant with London Plan 2016 standards) and cycle storage to be provided and retained.
- 16) Water usage reduction.
- 17) Compliance with the Flood Risk Assessment and Drainage Strategy.
- 18) Shrub planting at the rear of flats 1 and 2 and along the boundary between the communal garden and private garden to House 1 to be retained.
- 19) The communal amenity/garden areas to remain for communal use by residents of the site and shall not be separated into private amenity/garden areas.
- 20) SUDS to be provided prior to occupation and retained and maintained for as long as development remains in existence.
- 21) Restriction of noise level of air handling units.
- 22) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives

- 1) CIL
- 2) Construction logistics guidance
- 3) Party Wall Act
- 4) Light pollution guidance
- 5) Any [other] informative(s) considered necessary by the Director of Planning

- 2.4 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 involves the erection of two new buildings on the currently vacant plot of land. The new buildings would be two-storeys high with accommodation in the roof space. They would accommodate one four-bedroom detached dwelling and four two-bedroom flats. Each unit would be provided with one off-street parking space, refuse

and cycle storage. The dwelling would have a private garden while the four flats would share two large communal gardens. The existing access track would be upgraded.

3.2 During determination and in response to issues raised by the Council and objectors, the applicant submitted some additional information and some amendments to the proposed drawings. This includes:

- A Land Registry Title and Plan were provided, confirming the applicant's ownership of the site and demonstrating that the application's red line boundary aligns with the registered title and plan held by the Land Registry.
- Amendments to proposed drawings (nos. 3124/P/32A, 33A, 34A, 35A and 36A), including
 - A reduction in the size of the first-floor rear windows facing east (towards Hamlyn Gardens) of flats 3 and 4, by raising the sills. Louvres have also been added to 6 of the 14 east-facing windows to further reduce overlooking.
 - To offset the reduction in size of the east-facing windows, the first-floor windows to the flank elevations (facing north and south) of flats 3 and 4 have been increased in size with the sills lowered to floor level, with one additional window added to each, resulting in 3 windows instead of the previous 2. This has no impact on overlooking of neighbours, and will enhance passive surveillance of the communal gardens.
- Details with respect to objectors' requests for Average Daylight Factor (ADF) calculations to be included within the Daylight/Sunlight Assessment. Details on this are provided in Section 8, below.
- Additional drainage details covering the proposed on-site Sustainable Urban Drainage System (SUDS). Details on this are provided in Section 8, below.

3.3 The additional information and amendments do not necessitate re-consultation.

Site and Surroundings

3.4 Currently vacant, the subject site is located to the rear (north-east) of 16 Highfield Hill and the rear (west) of 17-29 Hamlyn Gardens. 16c/d/e Highfield Hill are accessed through the subject site via the existing unsurfaced access track. A public footpath runs along the site's west/north-west boundary.

3.5 The surrounding area is predominantly residential character, with a variety of large detached townhouses (along Highfield Hill) and two-storey semi-detached and terraced dwellings (such as those in Hamlyn Gardens). The site is not located within a conservation area and is not subject to any statutory or local designations. The site does however contain and is surrounded by a significant number of large, visually prominent trees. Three of these trees are preserved via Tree Preservation Orders (TPO no. 37, 1988; and TPO no. 12 2017). These trees present a significant constraint to development on the site. The surrounding area is also at risk of surface water flooding, although the subject site itself is not identified as being at risk from any forms of flooding.

Planning History

3.6 The following planning decisions are relevant to the application site:

15/02269/P – Application withdrawn for Erection of two/three storey building at rear comprising 7 x 2 Bed flats and 1 x 1 Bed flat; formation of vehicular access and provision of associated parking.

00/00203/P – Permission granted for Erection of 1 four bedroom detached house with garage and 2 parking spaces and 1 three bedroom detached house with 2 parking spaces; formation of vehicular access. The permission was never implemented and has therefore now lapsed.

94/01589/P – permission granted for Erection of 1 four bedroom detached house with garage and 2 parking spaces and 1 three bedroom detached house with 2 parking spaces; formation of vehicular accesses. The permission was never implemented and has therefore now lapsed.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal would provide much needed residential accommodation on a back land site.
- Due to the proposal's design and subject to conditions securing appropriate tree protection measures, the preserved trees would not be harmed.
- The scheme would not result in significant harm to the amenity of adjoining occupiers.
- The scheme would be of a high quality and would not appear out of character or scale to its surroundings.
- The proposal would not harm the highway or significantly exacerbate parking pressure in the surrounding area.
- Full details of suitable on-site drainage can be secured by condition.
- To ensure the proposal does not harm wildlife, a condition can secure an ecology survey is carried out and any necessary mitigation measures identified to avoid harm are implemented prior to commencement.
- The proposed units would provide suitable living conditions for future occupiers.
- The building's sustainability credentials can be secured by condition.
- Adequate refuse storage and collection arrangements are proposed.

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:

- Strategic Transport: no objection subject to conditions.
- Tree Team Section: no objection subject to conditions.
- Lead Local Flooding Authority: no response.

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: 26 Objecting: 26 Supporting: 0

No of petitions received: 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
Overdevelopment	The provision of two two-storey detached buildings with large garden areas and off-street parking does not constitute over-development of this site. It is also relevant to note that the erection of two detached buildings, of a not dissimilar scale to this proposal, has previously been approved under permission 00/00203/P (although this has now lapsed).
Inaccurate redline boundary	Following this issue being raised by objectors, the applicant submitted a Land Registry Title and Plan for the applicant's title no. SGL 572065. This confirms the applicant's ownership of the application site and demonstrates that the application's red line boundary aligns with the registered title and plan held by the Land Registry. It is unclear why the plans provided by objectors show the boundary in a different location. However, the registered Title and Plan held by the Land Registry is the appropriate recognised source of land ownership. The application redline boundary is therefore considered to be correct and only includes the applicant's title no. SGL 572065.
Proposed removal of sycamore (T4 on the plans) requires permission from adjoining landowner as tree falls partly within their boundary	The Land Registry details confirm that the land edged in red within the application documents only includes the applicant's land (and this includes the T4 sycamore). However, removal of trees which are not in sole control/ownership of the applicant is, in any event, a civil rather than a planning matter.
Not in keeping with the surrounding area	The buildings would be of a high quality and their appearance would not appear out of character; whether the buildings accommodate single family dwellings or flats is not relevant with regards character.
Development's effect on trees both on-site and adjoining the site (including the preserved trees on-site and T5 in the rear of 14 Highfield Hill), from construction and	A full BS5837 arboriculture report (containing a Tree Survey, Arboricultural Impact Assessment & Arboricultural Method Statement and tree protection plan) was submitted with the application. This demonstrates that the proposal has been designed to avoid harming preserved trees. Further consideration of this issue is set out in Section 8, below.

car parking/movements	
Need for an independent tree survey	The arboriculture report submitted was completed by a qualified Arboricultural Consultant and was produced in accordance with the British Standard 5837: 2012 ' <i>Trees in Relation to Design, Demolition and Construction - Recommendations</i> ' (known as BS5837). The Council's Tree Officer has reviewed the proposal and BS5837 arboriculture report and does not object to the proposal subject to conditions securing compliance with the report's findings and mitigation measures. There is therefore no need for an independent tree survey to be commissioned.
Development's effect on wildlife	Objectors have set out that the subject site contains various wildlife, including owls, woodpeckers, rabbits and foxes. Given the number of trees and vegetation on and surrounding the subject site, it is not surprising to hear that wildlife use the site. There is however no indication that this use includes protected species which require consideration prior to determination of the application. As such, a condition can be used to ensure the proposal does not harm wildlife. The condition will require an ecology survey to be carried out (and any necessary mitigation measures implemented) prior to commencement of works on site. Further consideration of this issue is set out in Section 8, below.
Overlooking/loss of privacy	The proposal is located to the rear of 16 Highfield Hill and several properties in Hamlyn Gardens. The separation distance between the proposed and existing buildings, the scheme's design and land levels serve to reduce the potential for the amenity of adjoining occupiers to be harmed. However, following concern raised by objectors regarding levels of daylight and overlooking/loss of privacy, the application submitted some further information and amends to the proposed plans. These demonstrate that the harm to neighbour amenity would not be significant and does not warrant a refusal reason. Further consideration of this issue is set out in Section 8, below.
Daylight/sunlight Assessment should include ADF	Following the applicant submitting additional details on the use of ADF, it is not considered that the Daylight/Sunlight Assessment needs to be amended to include ADF. Further consideration of this issue is set out in Section 8, below.
Loss of light	The Daylight/Sunlight Assessment demonstrates that the development's effect on light levels for adjoining properties would not be significant and would not exceed recommended levels. Further consideration of this issue is set out in Section 8, below.
Noise disturbance (from parking and new units) and loss of peaceful environment	The introduction of two new detached buildings (comprising five new residential units) and five parking spaces would not result in a material increase in noise disturbance or significantly affect the area's peaceful environment. The noise generated from leaves/acorns dropping on to new residents' car roofs would not be significant and not disturb neighbours.

Light pollution (from car lights and the new units)	The introduction of lighting to the new residential units would not be significant or appear out of context in the already-developed wider/surrounding area. Car lights would only be temporal and infrequent. The site is also situated on land which is lower than the dwellings in Hamlyn Gardens. Boundary treatment would further reduce the visibility of car lights. A lighting plan for whole site can also be secured by condition to ensure sufficient light levels for new residents without such lighting harming neighbours.
Communal garden is too large	The communal garden would provide sufficient amenity space for residents in the flats; it is also not considered that the site could accommodate more development than is proposed, so the amount of soft landscaping/amenity space is considered appropriate
Lack of eastern elevation of the bin store for house 1	This bin store will be surrounded by existing boundary treatment and situated on land lower than Hamlyn Gardens; the bin store will therefore not be particularly visible. However, details of the bin store can be secured by condition.
Site visit from Hamlyn Gardens	The Planning Officer has visited the application site and its surroundings on a number of occasions. A resident of Hamlyn Gardens also kindly permitted the Officer to view the site from their rear garden. The Officer therefore knows the site and its surroundings well.
Neighbour consultation	As per the Council's Adopted Constitution, the Council no longer displays site notices for applications of this nature. Neighbour letters were sent to all immediately adjoining properties, as required by legislation.
Parking, highways, pedestrian safety and vehicle emissions	One off-street parking space is provided per unit, which is considered sufficient; the proposal would not result in a significant increase in vehicle movements which would affect the highway or materially increase vehicle emissions; the private access track is relatively narrow but there is sufficient space for pedestrians and vehicles and the track is already used by vehicles; this development will not result in a significant increase in vehicular movements that safety would be compromised or materially different to the existing situation. Further consideration of this issue is set out in Section 8, below.
Effect of construction lorries and equipment	The Council has produced guidance on construction logistics. An informative can inform the developer of the need to comply with the guidance. Access during construction for existing residents using the vehicular track is a civil matter as the track is in private ownership. The effect from construction lorries and associated equipment on the private access track is also not a planning matter.
Emergency vehicle access	There is sufficient width for ambulances to access the site and it appears that (even at its narrowest points), a fire appliance could also access/get within sufficient distance to the site. However, to ensure this is the case, a condition can be added to secure confirmation that a fire appliance can

	access the site, or alternatively the provision of a dry riser on site can be secured.
Drainage issues	A flood risk assessment and drainage strategy have been submitted with the application and (following the submission of some additional supporting drainage information) are acceptable. Further consideration of this issue is set out in Section 8, below.
Refuse collection	The new residential units would have sufficient bin stores, with residents wheeling the bins to the kerb (as is currently the case for 16 A-E Highfield Hill) on the day of collection.
Subsidence of adjoining sites (especially 17 Hamlyn Gardens) from removal of the T4 sycamore and poisoning of its roots	This issue is a matter covered by Building Regulations and is not a material planning consideration.
Impact on retaining wall at 18 Highfield Hill	This issue is a matter covered by Building Regulations and is not a material planning consideration. However, for information, highways records indicate that this part of the access track does not form part of the public highway and is private land.

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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012. The draft Croydon Local Plan: Detailed Policies and Proposals (CLP2) and a partial review of CLP1 (CLP1.1) were submitted to the Secretary of State in early February 2017 with the Examination in Public held in May 2017. The Inspector's Report was published in January 2018. While still formally in draft form, the policies in CLP1.1 and CLP2 are therefore material considerations carrying significant weight. CLP1.1 and CLP2 are due to be formally adopted on 27 February 2018.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Requiring good design.
- Promoting sustainable transport and requiring transport assessments.
- Achieving sustainable and low carbon development to meet the challenge of climate change and flooding.

- Encouraging the effective use of land by reusing land that has been previously developed.

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

7.4 Consolidated London Plan 2015 (LP):

- 5.1 (Climate change mitigation)
- 5.2 (Minimising carbon dioxide emissions)
- 5.12 (Flood risk management)
- 5.13 (Sustainable drainage)
- 6.3 (Assessing effects of development on transport capacity)
- 6.9 (Cycling)
- 6.13 (Parking)
- 7.1 (Lifetime neighbourhoods)
- 7.4 (Local character)
- 7.6 (Architecture)
- 7.15 (Noise)
- 7.21 (Trees and woodlands)

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1 and CLP1.1):

- SP2 (Homes)
- SP4 (Urban Design and Local Character)
- SP6 (Environment and Climate Change)
- SP8 (Transport and communication)

7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- H2 (Supply of new housing)
- H5 (Back land and back garden development)
- EP1 (Control of Potentially Polluting Uses)
- EP2 and EP3 (Land Contamination)
- NC3 (Nature conservation)
- NC4 (Woodland, Trees and Hedgerows)
- T2 (Traffic Generation)
- T4 (Cycling)
- T8 (Car parking standards)
- UD2 (Layout and Sitting of New Development)
- UD3 (Scale and Design of New Buildings)
- UD8 (Protecting residential amenity)
- UD13 (Parking Design and Layout)
- UD14 (Landscape design)
- UD15 (Refuse and recycling storage)

7.7 The draft Croydon Local Plan: Detailed Policies and Proposals (CLP2):

- DM11 (Design and character)
- DM14 (Refuse and recycling)
- DM17 Promoting healthy communities

- DM24 (Sustainable design and construction)
- DM26 (Sustainable Drainage Systems and reducing flood risk)
- DM28 (Protecting and enhancing our biodiversity)
- DM29 (Trees)
- DM30 (Sustainable travel and reducing congestion)
- DM31 (Car and cycle parking)

7.8 There is relevant Supplementary Planning Guidance as follows:

- Mayor's Housing SPG

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
3. Amenities of nearby occupiers
4. Living conditions of future occupiers
5. Parking and transportation considerations
6. Trees/landscaping
7. Wildlife
8. Flooding and drainage
9. Refuse/recycling storage
10. Sustainability

Principle of development

8.2 Nationally and locally, there is a recognised need for new housing/accommodation. The National Planning Policy Framework (NPPF) supports the effective use of land that has been previously developed, whilst the London Plan promotes a balanced mix of tenures to provide mixed communities. In relation to the site's back land nature, the Mayor's Housing SPG (2016) states that "Infill opportunities within existing residential areas should be approached with sensitivity, whilst recognising the important role well-designed infill or small-scale development can play to meeting housing need." Local policy sets out the Council's approach to back land development, seeking to ensure that proposals complement the area's surrounding character, the remaining existing garden area would be of sufficient size and the proposal would not harm the amenity of adjoining occupiers.

8.3 Subject to the proposal meeting the requirements of the above criteria and other policies as outlined in the relevant sections below, residential use of the subject site is acceptable in principle. It should also be noted that the principle of residential use of the subject site has previously been accepted under permissions 00/00203/P and 94/01589/P.

8.4 Particularly relevant to this scheme's acceptability is the proximity of surrounding residential buildings and the presence of preserved trees on and surrounding the site. Both of these represent potentially significant constraints to development of the site,

and highlight the need for a sensitively and well-designed scheme. However, as covered below, it is considered that the proposal would respect the area's surrounding character, would not harm preserved trees and the harm to neighbour amenity would not be significant. Providing 1 x four-bedroom house and 4 x two-bedroom flats, the proposal would also provide an element of family housing, which is much needed in the borough.

Townscape and visual impact

- 8.5 The proposal would result in two high-quality two-storey buildings with accommodation in their roof spaces. The buildings would have an acceptable mass, design and appearance and would respect their surroundings. Details have been submitted for the proposed external facing materials, as per the external materials schedule (ref 3124/External materials schedule 01, dated 23 November 2017). This demonstrates that high quality materials are proposed to be used. This is acceptable subject to a condition securing full details (including which materials would be where, depth of window reveals, and details setting out where the proposed green roofs would be).
- 8.6 The five parking spaces would take up the middle part of the site between the two buildings. Despite this, the proposal would include sufficient soft landscaped areas and the parking would not unacceptably dominate the site. However, to ensure sufficient soft and hard landscaping and boundary treatment, a condition should be included to secure these details.

Amenities of nearby occupiers

- 8.7 The proposal site is bounded by residential uses. Although 16 C&D lie to the north-east of the site, they would be well separated from the site and the existing landscaping also provides significant screening. 18 Highfield Hill lies to the west of the site. While the new residential units would look towards no. 18 and its large rear garden, they would be sufficiently separated by the access track and public footpath, and boundary treatment and existing landscaping (including large trees) provide considerable screening. The closest residential buildings that could therefore be most affected by the proposal include the dwellings on Hamlyn Gardens (principally nos 17-29, situated to the east of the site) and 16 Highfield Hill (situated to the south).
- 8.8 At its closest point, the flank (southern) wall of House 1 would be approx. 19mts from the rear of 16 Highfield Hill. House 1's upper floor windows are proposed to be obscure glazed, while the existing boundary treatment would prevent overlooking from the ground-floor windows. House 1's southern elevation would also include some visual interest and not present an entirely blank wall to adjoining sites. Accordingly, it is considered that the proposal would not result in an unacceptable or material harm to the amenity of occupiers in 16 Highfield Hill with regards overlooking/loss of privacy and visual intrusion.
- 8.9 There would be a back-to-back separation distance of approx. 13mts between the ground-floors of the flats and the dwellings in Hamlyn Gardens. However, given the change in land levels (the ground floor level of the Hamlyn Garden properties would be situated approx. 2mts higher than the ground-floor levels of the proposed buildings) and boundary treatment, there would be no issues arising with this adjacency. The most relevant back-to-back measurement is therefore between the first-floors of the proposed buildings and the ground-floors in Hamlyn Gardens. In this case, the back-

to-back distances measure approx. 16-17mts. It should be noted that this is the worst-case scenario/measurement, as the Hamlyn Gardens' ground-floors project (by approx. 2mts) beyond their first-floors.

- 8.10 This is slightly closer than best/common practice which is generally accepted as 18mts with regards privacy and overlooking issues. For example, the Mayor's Housing SPG states that planning guidance for privacy has historically been concerned with achieving visual separation between dwellings by setting a minimum distance of 18 – 21mts between homes (between habitable room and habitable room). However, it goes on to state while "These can still be useful yardsticks for visual privacy...adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density" (para 2.3.36).
- 8.11 Given this guidance and on the basis of the following, it is considered that the proposal would not result in a material and unacceptable increase in overlooking/loss of privacy that would warrant a refusal: the change in land levels; the existing trees (which will be retained); existing boundary treatment and some outbuildings/sheds in the rear gardens of Hamlyn Gardens properties; the new units being dual aspect (and therefore not relying solely on windows looking towards Hamlyn Gardens); the back-to-back separation distance of more than 16mts; and the reduction (during determination) in size of the proposed rear windows in the new buildings (by raising the window sills) and introduction of louvres on 6 of the new buildings' rear facing windows.
- 8.12 Due to the separation distances, land levels, orientation of the site and the existing trees that will be retained, it is also considered that the proposal would also not harm the amenity of adjoining occupiers to a significant degree with regards daylight/sunlight, outlook and visual intrusion. Hamlyn Gardens houses also dual aspect. They are therefore not solely reliant on light from the direction of the application site. Confirming this with respect to daylight/sunlight, a Daylight Sunlight Assessment was submitted, which has assessed all windows of immediately adjoining properties which face the application site. The Daylight Sunlight Assessment demonstrates that whilst the development would lead to some minor reductions in the levels of light/vertical sky components for adjoining dwellings, the changes would not be significant and would not exceed BRE guidance.
- 8.13 Objectors raised concerns about the Daylight Sunlight Assessment. Some representations raised the issue of Vertical Sky Component (VSC) and Average Daylight Factor (ADF) measurements, and requested that the Daylight Sunlight Assessment include not just VSC but also ADF. In response to this, the applicant's daylight consultant (T16 Design, who wrote the Daylight Sunlight Assessment), confirmed that where an analysis is being made of the effects of a proposal on neighbours, BRE guidelines expressly recommend *against* using ADF as a tool for assessing the impact on adjoining buildings ("*Use of the ADF for loss of light to existing buildings is not generally recommended*", BRE guidance '*Site Layout Planning for Daylight and Sunlight*', 2011, Appendix F - F7). One of the reasons for this is that ADF takes into consideration – and is very sensitive to – lots of factors that are unlikely to be known with any certainty (wall/ceiling/floor colour, as well as room layout). ADF can potentially therefore provide misleading results. ADF is primarily used to establish the daylight levels in new builds (where things like finishes are within the developer's control). It is therefore considered that the Daylight/Sunlight Assessment is sufficient and its findings are agreed.

Living conditions of future occupiers

- 8.14 All the new residential units would comply with the minimum gross internal area required. House 1 would have a private rear garden which is more than sufficient for the four-bedroom house. The four flats would have access to two large communal garden/amenity areas. The provision of defensive planting would protect occupiers' amenity of the ground-floor flats and House 1.
- 8.15 While private outside space is often the preferred solution, the provision of communal amenity space for the flats is considered appropriate and acceptable at this site. This is on the basis that: tree shading of communal gardens is less likely to result in residents' future requests for tree pollarding/removal than compared to tree shading of private gardens; and providing balconies/terraces could result in overlooking to adjoining properties.
- 8.16 All the units would be at least triple aspect. The Daylight and Sunlight Assessment demonstrates that the new units would – even with the retained trees and the shading they would provide – achieve sufficient levels of internal daylight (exceeding the British Standard average daylight factors) and gardens would receive sufficient sunlight. To offset the reduced size of the rear windows (as set out above), the first-floor windows to flats 3 and 4 in the flank elevations facing north and south have been increased in size, with the sills lowered to floor level. An additional window has also been added to each, resulting in three windows instead of the previous two. This will sufficiently offset for the reduction in size of the east facing windows. This has no impact on overlooking of neighbours (as detailed above) and will also enhance passive surveillance of the communal gardens. With c.16mts between the flats and House 1, and House 1's flank windows serving a stairway and a dual aspect bedroom, the increase in flank elevation fenestration to the flats would also not give rise to unacceptable levels of overlooking between future occupiers of the flats and House 1.

Parking and transportation considerations

- 8.17 The site is located in an area with a PTAL of 1, which is low. This means the site has poor accessibility to public transport. A total of 5 car parking spaces (including one designed as a disabled space) are proposed, equating to 1 for each residential unit. Given the poor accessibility of the site, this is considered appropriate. The Transport Statement also provides vehicle ownership census data, showing that the vast majority of households in the surrounding area own no more than one vehicle (39.5% of households own no cars/vans, while 49.1% of households own one car/van). On the basis of the census data, the Transport Statement predicts that if the level of car ownership identified in the census data is reflected across the development, only three of the five properties would have a vehicle. With the site's low PTAL, the provision of five off-street spaces, and the availability of on-street parking in the surrounding area, the level of parking proposed is considered acceptable.
- 8.18 Access to the site would be via the existing access track which runs from Highfield Road. The area to the side of number 16 is approximately 6.5mts wide, and consists of a shared footway and vehicular access. The access road then splits into two. The western side is footway, involving a public footpath between Highfield Hill and College Green. The eastern side access splits off, narrows to approx. 2.75mts and continues (widening out) beyond number 16. The eastern access track provides private vehicular access for nos. 16 and 16 C&D Highfield Hill, the latter located to the north of the application site. Given the access track is already in use by existing residential properties and there is good visibility along Highfield Road from the access, use of the track by residents of the new residential units is considered acceptable. While vehicular

movements would increase with more residents using the track as a result of the development, the increase would not be significant and would therefore not harm highway or pedestrian safety.

- 8.19 The access track currently consists of approx. 22mts of concrete surface from Highfield Hill, with the remainder unmade. As set out in the Transport Assessment, the application proposes to make improvements to the track. The concrete (eastern) section of the access road would be re-surfaced using asphalt or concrete to tie-in with the existing pedestrian footpath. Beyond this, the applicant proposes that the access track would be realigned and re-constructed (with cellweb, to protect tree roots). After the initial pinch point (of approx. 2.75mts), the access road would increase in width to approx. 3.5mts. These proposed improvements would ensure the track was sufficient for both construction purposes and for use by residential vehicles and pedestrians accessing the existing and new residential units. However, as the access track is not within the applicant's red line boundary (and is privately owned), a condition will be required to secure these works prior to commencement.
- 8.20 Having reviewed the application, the Council's Transport Officer considers that the access arrangements are acceptable and that the proposed development would not have a significant impact on traffic using the access road or the surrounding road network. Subject to some further details being secured, as set out below, the Transport Officer did therefore not object to the application.
- 8.21 Cycle storage is provided in accordance with London Plan standards and is acceptable, subject to this being secured by condition. Electric Vehicle charging points should be provided in accordance with London Plan standards and also include for the disabled space. This can be secured by condition.

Trees/landscaping

- 8.22 The site contains and is surrounded by a large of number of prominent and good quality trees. A full BS5837 arboriculture report (containing a Tree Survey, Arboricultural Impact Assessment & Arboricultural Method Statement and tree protection plan) has been submitted with the application. The tree survey identifies eight individual specimens and one group. The arboriculture report correctly identifies that trees T3 and T6 on the survey plan are subject to TPO no. 37, 1988 and T1 (Holm oak) subject to TPO no. 12, 2017.
- 8.23 The arboriculture report sets out that due to the site's orientation, access and proximity to trees, avoidance of tree crowns and root protection areas (RPAs) would essentially preclude/overly restrict development at the site. The development has therefore been designed to incorporate tree protection rather than avoidance.
- 8.24 Trees adjoining the site (T5, T7, T8 and G1), and therefore not within the application boundary, will be retained and protected. This would be achieved through avoidance of crowns and design/construction methods (detailed below) accounting for RPAs.
- 8.25 The development would be clear of T2 and T4. However, due to the poor health of T4, the arboriculture report recommends that T4 is removed on health and safety grounds (the arboriculture report gives this tree a U category, meaning it not in good health and is not expected to last beyond ten years).

- 8.26 The remaining trees (T1, T2, T3 and T6) would be subject to some pruning (including lateral branch reduction) but would be retained as part of the development. Design measures would be incorporated into the development to protect their RPAs. This includes: use of piling and raised ground beam foundations; retaining existing soil levels; no dig areas; use of ground protection and protective barrier fencing (during construction); and the use of Cellweb and permeable surfacing.
- 8.27 To mitigate the tree pruning works, the arboriculture report proposes new tree planting within the site. Full details of the proposed landscaping of the site, including the provision of new trees, can be secured by condition.
- 8.28 The Council's Tree Officer has reviewed the application and arboriculture report. Subject to conditions securing compliance with the arboriculture report and full landscaping details, there is no objection on arboriculture grounds. Conditions can also ensure future harm to trees is avoided, which could arise from for example future residents building new outbuildings and the communal amenity areas being separated into private gardens.
- 8.29 The arboriculture report submitted with the application was completed by a qualified Arboricultural Consultant. It was produced in accordance with the British Standard 5837: 2012 '*Trees in Relation to Design, Demolition and Construction - Recommendations*' (known as BS5837). The arboriculture report is considered to be sufficiently detailed. It contains sufficient mitigation and management measures to ensure that preserved and value trees on and surrounding the site would be retained as part of the development. The scheme's design also indicates that the retained trees would not be subject to such pressure from future residents for their removal so as to make the scheme unacceptable. The development has clearly been designed to deal with the site's particularly sensitive tree issues and is found to be acceptable with regards to this material consideration.

Wildlife

- 8.30 Several public representations have highlighted use of the application site for various wildlife, including (tawny) owls, woodpeckers, rabbits and foxes. While some organisations identify some of these species as of conservation concern (such as the tawny owl, listing its conservation status of as amber, meaning the bird is considered to be vulnerable and of conservation importance), other organisations do not (the Wildlife Trusts lists the tawny owl as 'common' and the BTO as 'Green Listed'). The other animals mentioned by objectors are relatively common and there is no indication that the site includes protected species which require consideration prior to determination of the application. Indeed, other than the large trees, the site itself generally consists of relatively poor quality scrubland which is unlikely to provide sufficient habitat for a significant number of fauna or rare/protected species.
- 8.31 Despite this, with the site being vacant and containing a number of trees and vegetation, it is not surprising that wildlife use the site. As such, a condition should be attached to any permission to ensure the proposal does not harm wildlife. The condition will require an ecology survey (a phase 1 habitat and species survey) to be carried out by a qualified ecologist prior to commencement of works on site. This will identify exactly what species use the site, their numbers etc, the development's effect on them, and what measures could be implemented to avoid/reduce any harm and also provide environmental enhancement. This will ensure wildlife are protected.

8.32 It should also be noted that all birds are protected under the Wildlife and Countryside Act 1981. This provides a certain minimum level of protection in any event, and sets out that it is an offence to (amongst other aspects): intentionally kill, injure or take any wild bird; intentionally take, damage or destroy the nest of any wild bird while it is in use or being built; and to intentionally or recklessly disturb any wild bird listed on Schedule 1 while it is nest building, or at a nest containing eggs or young, or disturb the dependent young of such a bird.

Flooding and drainage

8.33 A Flood Risk Assessment (FRA) was submitted with the application, covering flooding and drainage. It sets out the site's baseline conditions, details the site's low/very low/no risk of flooding from all sources and includes a proposed drainage strategy. Working through the SUDS hierarchy and accounting for climate change, it proposes the use of permeable paving, and managing surface water discharge from the site through attenuating flows and restricting discharge rates through the provision of an underground attenuation tank with hydro brake (with a discharge rate of 2l/s).

8.34 The FRA demonstrates that the site would not be at risk of flooding and would not increase flood risk in the surrounding area subject to the provision of a suitable SUDS. However, following previous advice from the Lead Local Flood Authority (who declined to comment on this application as their statutory remit only covers Major applications), the applicant was requested to provide some further clarifications on SUDS details in order to demonstrate that the proposed on-site drainage was deliverable and adequate. This was provided in the form of a technical note covering drainage, and it provides sufficient detail confirming site drainage will be achievable (including confirmation from Thames Water that have enough capacity for the proposed discharge volume) and sufficiently maintained.

8.35 Subject to conditions securing compliance with the recommendations in the FRA and Drainage Strategy Technical Note, the development would be acceptable with regards flooding and drainage.

Refuse/recycling storage

8.36 Enclosed refuse stores would be provided on site for use by future residents. The stores are however further than the maximum 20mt drag-distance for collection from Highfield Hill. The applicant states that residents would move their bins to a temporary collection point near/on Highfield Hill on the day of collection. Subject to a condition confirming details of this (via a waste management plan), this is acceptable. A condition can also secure full details of the enclosure proposed for House 1's bin store.

Sustainability

8.37 To ensure a sustainable development with reduces energy and water use, conditions can be included with any permission to reduce CO2 emissions by 19% beyond building regulations and limit water use by future occupiers.

Other Planning Issues

8.38 None.

Conclusions

- 8.39 The proposal would provide much needed residential accommodation in the borough. Any harm arising from the scheme would not be significant and the proposal is considered acceptable with regards to material planning considerations. It is therefore recommended that permission be granted subject to the conditions listed above.
- 8.40 All other relevant policies and considerations, including equalities, have been taken into account.

This page is intentionally left blank

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