

1.0 APPLICATION DETAILS

Ref: 18/03158/FUL
 Location: 2 West Hill, South Croydon, CR2 0SA
 Ward: Sanderstead
 Description: Alterations and formation of basement accommodation to include light wells and erection of single/two side/rear extensions. Construction of roof extension to include raising the ridgeline, formation of roof gables and installation rooflights. Conversion to form 5 x two bedroom and 2 x one bedroom flats and provision of associated landscaping, refuse and cycle parking.
 Drawing Nos: Floor plans 01, Floor plans 01-2, Floor plans 02, Floor plans 03, Roof plan 04, Elevations 05 Rev A, Elevations 06 Rev A, Floor plans 07 Rev B, Floor plans 08 Rev B, Floor plans 09 Rev A, Floor plans 10 Rev A, Roof plan 11 Rev A, Elevations 12/1 Rev B, Elevations 12/2 Rev A, Elevations 13/1 Rev B, Elevations 13/2 Rev A, Sections 14 Rev B, Location Plan 15, Block Plan 16 Rev A, Site plan 17 Rev A, Other 18, Location Plan 19, Block Plan 20 Rev B and Sections 21 Rev A.
 Agent: Hollins Planning Ltd
 Applicant: Mr B Burkitt
 Case Officer: Georgina Betts

	1 bed	2 bed (2b3p)	2 bed (2b4p)	6 bed	Number of car parking spaces	Number of cycle parking spaces
Existing				1		
Proposed	2	2	3		1	13

- 1.1 This application is being reported to Committee because the Ward Councillor (Councillor Lynne Hale) made representations in accordance with the Committee Consideration Criteria and requested committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

2.0 RECOMMENDATION

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

Conditions

- 1) The development shall be carried out wholly in accordance with the approved plans
- 2) External facing to match the existing
- 3) Protective fencing for the TPO'd trees shall be erected in accordance with the submitted details
- 4) Prior to the commencement of the development a drainage strategy shall be submitted and approved.
- 5) Details of hard and soft landscaping to be submitted and approved prior to the first occupation including details of green/wooden wall.
- 6) Prior to the occupation of the development details of (1) Security lighting and (2) Playspace and shall be provided to and approved in writing by the LPA
- 7) Details of balcony/privacy screens to be submitted to and approved
- 8) Visibility splays, parking and access to be provided as specified
- 9) Submission of Construction Logistics Plan
- 10) Flat 2 to M4(3) accessible, flats 1 & 3 to be M4(2)
- 11) Refuse and bicycle stores to be provided as specified
- 12) Commence within 3 years of the date of the permission
- 13) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Community infrastructure Levy
- 2) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 3) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for the:

- Alterations and formation of basement accommodation to include light wells at the side and rear.
- Erection of single/two side/rear extensions.
- Construction of roof extension to include raising the ridgeline, formation of roof gables and installation rooflights.
- Conversion to form 5 x two bedroom (3x 2b4p and 2x 2b3p) and 2x one bedroom flats.
- Provision of associated landscaping, refuse and cycle parking

3.2 Amended plans were received on the 6th March 2019 depicting the following:

- Reduction in the width of the single storey rear extension;
- Construction method and structural calculations in relation to the preserved beech tree;
- Reconfiguration of the external amenity/play space and the provision of side access to the communal area.

Site and Surroundings

- 3.4 The application site lies on the south-eastern side of West Hill and is currently occupied by a large two storey detached property sited approximately 3 metres from the adjacent highway. The property's front elevation faces north with its rear elevation facing south, this results in the western flank elevation fronting onto West Hill. As a result of the properties orientation it does not have a strong presence within the street scene. The rear garden has previously been divided and has planning permission for 9 flats; this development is currently under construction.
- 3.5 The surrounding area is residential in character and comprises of large detached properties sited within generous plots with flatted developments nearby. The surrounding area benefits from a step topography creating visual interest in the townscape. However, this does present access and land level changes and as such the existing garden is split over two levels.
- 3.6 The site however lies within an archaeological priority zone as identified by the Croydon Plan and is at risk of surface water flooding. The site is also subject to a tree preservation order (TPO 6 of 1982).

Planning History

- 3.7 15/02110/P – Planning permission was **refused** for the alterations and conversion to form 2 one bedroom and 2 two bedroom flats with the provision of associated parking. This application was refused on the following grounds:
- 1) The proposal would result in cramped form of development which would be out of keeping with the character of the area and detrimental to the appearance of the street scene.
 - 2) The design and layout of the parking area and access would not be safe, secure, efficient and well designed.
 - 3) The development would result in the loss of or the putting at risk of valued trees.
- 3.8 16/00096/P – Alterations and erection of a single/two storey extension and conversion to form 2 one bedroom and 2 two bedroom flats with the provision of associated parking.
[Permission Granted: Not yet implemented]
- 3.9 17/02918/FUL – The erection of a part three/four storey buildings comprising 9 three bedroom flats with associated basement parking and cycle storage. Formation of vehicular access and provision of refuse storage.
[Permission Granted: Implemented. This consent relates to the land to the rear of the current application site.]



Site plan of the adjacent consented scheme

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- a. The residential nature of the development can be supported in principle
- b. The development would have an acceptable relationship with the preserved beech tree on site.
- b. The development would have limited impact upon the character and appearance of the surrounding area.
- c. The development would have an acceptable relationship with neighbouring residential properties.
- d. The standard of accommodation for future occupiers is satisfactory
- e. Access, parking and turning arrangements are acceptable.

5.0 CONSULTATION RESPONSE

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

6.0 LOCAL REPRESENTATION

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

No of individual responses: 26 Objecting: 26

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

Summary of objections	Response
<i>Townscape</i>	
<ul style="list-style-type: none"> • Out of character. • Over development. 	See paragraphs 8.4 to 8.7
<i>Neighbouring amenity</i>	
<ul style="list-style-type: none"> • Loss of privacy. 	See paragraphs 8.11 to 8.15
<i>Environment</i>	
<ul style="list-style-type: none"> • Loss of vegetation. • Impact on wildlife/habitats. • General noise and disturbance. 	See paragraphs 8.15 and 8.27
<i>Highways</i>	
<ul style="list-style-type: none"> • Lack of parking. • Increase in parking congestion detrimental to highway safety. • Parking stress survey not carried out during the day. 	See paragraphs 8.21 to 8.24
Other comments	Response
<ul style="list-style-type: none"> • Pressure on local infrastructure. 	The application would be subject to charges under the Community Infrastructure Levy and therefore such impacts would be mitigated through a financial payment.

- 6.3 Councillor Lynne Hale referred the application to Planning Committee and made the following representations:

- Over intensification of a single detached family home.
- The second and third floor flats are very small offering poor living conditions for occupiers.
- Lack of parking.
- An archaeological watching brief should be conditioned to mitigate the archaeological potential. **[Officer Comment: this has not been requested by Historic England].**

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

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

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

Consolidated London Plan 2015 (LP):

- 3.5 on Quality and design of housing developments
- 6.13 on Parking
- 7.4 on Local Character
- 7.6 on Architecture
- 7.21 on Trees and Woodland

Croydon Local Plan 2018 (CLP):

- SP2 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change
- SP8 on transport and communications
- DM10 on design and character
- DM13 on refuse and recycling
- DM23 on development and construction
- DM28 on Trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on car and cycle parking in new development
- Applicable place-specific policies

7.4 The relevant Supplementary Planning Guidance is as follows:

- Supplementary Planning Documents and Guidance
- Suburban Design Guide (2019)
- London Housing SPG (2019)

8.0 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of development and the established need.

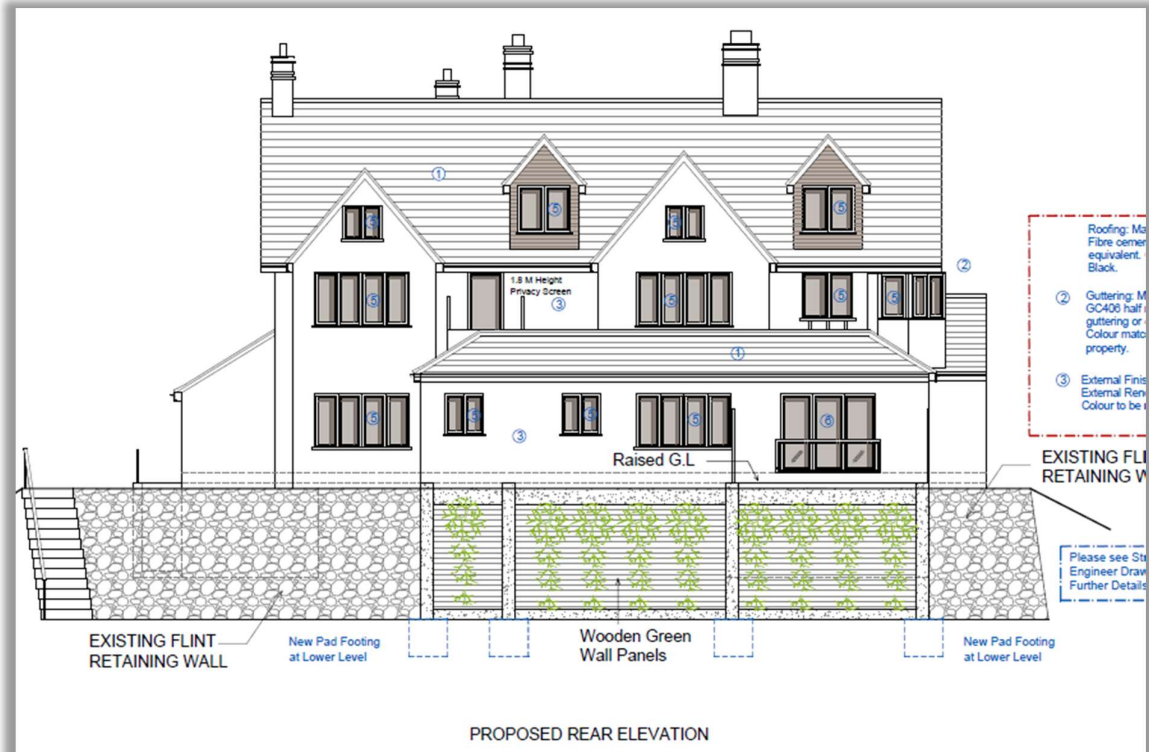
- 8.2 The application site is currently occupied by a large detached two storey 6 bedroom dwelling which is in single family occupancy; however at this time the property is vacant. The existing property is not classified as a small family home as defined by Policy DM1.2 of the CLP 2018.
- 8.3 The proposed development results in the net gain of 6 homes, 3 of which are classified as small family homes, and therefore the principle of the development can be supported.

Townscape and Visual Impact

- 8.4 The applicant seeks full planning permission for the alterations and formation of basement accommodation to include a front light well and erection of a single/two side/rear extensions. Construction of roof extension to include raising the ridgeline, formation of roof gables and installation rooflights. Conversion to form 5 x two bedroom and 2x one bedroom flats and provision of associated landscaping, refuse and cycle parking. Minor alterations are proposed to the external elevation of the building which would include the removal of some tile hanging to the front gables, sited on the northern elevation.
- 8.5 The creation of a basement would have limited visual impact on the townscape given its subterranean siting. Single/two storey side and rear extensions are proposed to the north-western and south-western elevations and would be subservient in appearance given their overall scale. Given the steep topography of West Hill the increase in the ridge height would be negligible given the rising ridge heights to the north-east. Two inward looking balconies would be provided on the south-western elevation (rear) and given the tree coverage from the preserved beech tree would not be overly visible from the street scene. The alterations and additions to the roof provide a more ordered roof form and allow the sensitive addition of the proposed dormer windows. The extensions and alterations proposed are subservient by their nature and as such would not harm the character and appearance of the surrounding area.
- 8.6 The application shows the provision of one off-street parking bay to the north-eastern corner of the site, within an area of existing hardstanding. The existing garage would be converted to provide an enclosed cycle and refuse store, thereby limiting the need for any further detached structures. Private and communal gardens would be provided around the footprint of the building and the applicant has provided an indicative landscaping plan to depict how such areas would be designed. The overall layout of the site is well designed. The applicant has clearly demonstrated that the development would not result in any

further visible intensification of the site that would harm the character and appearance of the surrounding area.

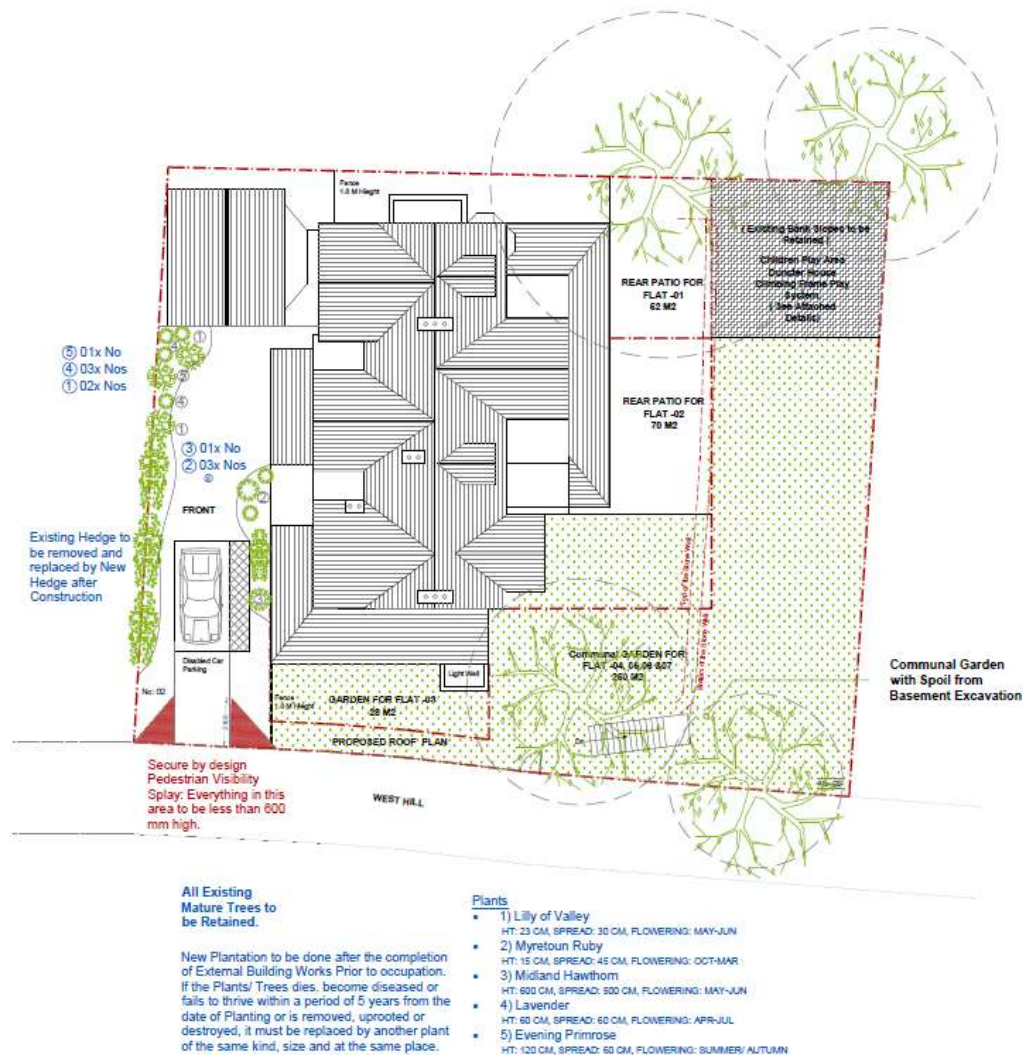
- 8.7 As part of the amendments the applicant has clarified the existing and proposed land levels at the rear of the property. To address the concerns around the protected beech tree the rear extension would be built using cantilevers and stilts. Given that a landscaping scheme this aspect of the development is considered to have minimal visual impact on the townscape. Landscaping matters would be secured via condition.



Proposed rear elevation

Trees

- 8.8 The site is subject to a Tree Preservation Order (TPO 6 of 1982) which protects a number of trees on site. Particular reference is given to a beech tree sited in close proximity to the north-western corner of the dwelling being a Category A tree. During the course of this application concerns were expressed regarding the proximity of the proposed works to the protected beech tree. Investigations (air spading) were carried out on site to ascertain the size and location of the root area of the protected beech tree. These investigations were carried out in the presence of the officers to help inform the siting of the extension and aid detailed design of the scheme.



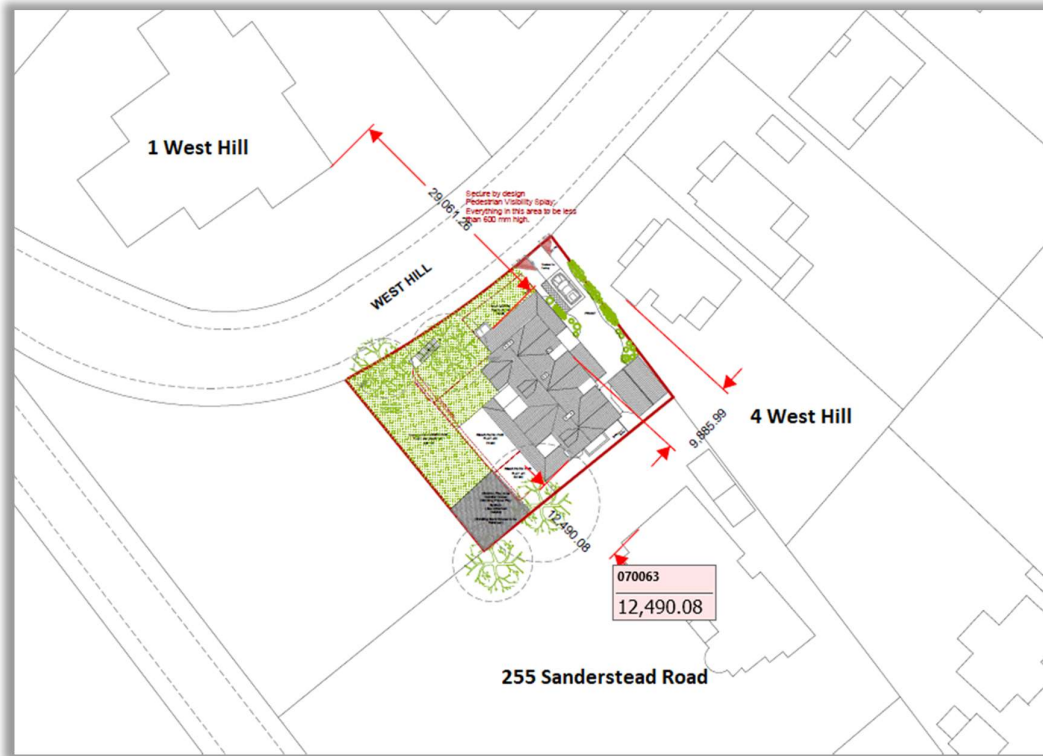
8.9 As a result of the above, the scheme was amended to reduce the width of the extension, pushing the built form away from the trunk of the protected beech tree.

8.10 Given the extent of the root protection area the extension is proposed on a cantilever/stilt frame to omit any compaction of the soil within the RPA. This approach has been reviewed by officers to ensure that the beech tree is adequately protected and retained as part of the development; this approach is fully supported. As a result of these complex negotiations the development is now considered to comply fully with Policy DM28 of the Croydon Local Plan 2018 and is acceptable on tree grounds.

Impact on Neighbouring Residential Amenities

8.11 The proposed single/two storey extensions are located on the south-western (rear) and north-western elevations of 2 West Hill. The extensions are well separated [in excess of 12 metres] and screened from 1 West Hill and 255 Sanderstead Road and as such would not appear visually intrusive. No windows are proposed on the south-eastern elevation facing 255 Sanderstead Road and therefore no overlooking would occur. The new gable extension to the front

would be sited 9.88 metres from 4 West Hill and would not result in any additional loss of privacy given the existing relationships on site. There are no sole habitable room facing windows in the southern elevation of 4 West Hill, the dining room window to the side opens on to a rear facing conservatory.



Plan depicting the relationship to the adjoining properties.

- 8.12 Two balconies are proposed at the rear however these amenity areas are inward looking and would not give rise to a loss of privacy. A separation distance of 14.6 metres would exist between the first floor of 2 West Hill; and the neighbouring flatted scheme [Ref No 17/02918/FUL]; a separation distance of 12.5 metres would exist at ground floor. This separation distance is considered acceptable given the topography of the sites and that the proposal faces on to the flank elevation of the consented scheme
- 8.13 All boundaries would be maintained at a height of 2 metres protecting the amenities of the adjoining properties.
- 8.14 The residential nature of the development is not considered to give rise to unreasonable levels of noise and disturbance given the character of the wider area.
- 8.15 Given the proximity of the site to junction of West Hill/Sanderstead Road and the potential for construction related disturbance it is suggested that a Construction Logistics Plan/Management Strategy is secured through an appropriately worded condition. This would also seek to control any pollution emitted from the site during such works.

The standard of accommodation for future occupiers

- 8.16 All units would provide a good standard of accommodation and would contribute to the Borough's need for new homes meeting the minimum space standards set out in the "Technical Housing Standards March 2015".
- 8.17 All but two units are provided with private amenity space in accordance with the London Plan standards and all have access to a generous communal garden at the lower tier of the garden. Units 6 and 7 within the loft space do not have direct access to private amenity space. Given the loft nature of these units the provision of private amenity would be difficult in design terms, especially with views from West Hill. The London Housing SPG makes clear that guidance on residential amenity should be applied flexibly to conversions. Given this, the size of the communal garden, the design challenges and the one bedroom nature of these units, the provision is therefore considered acceptable on balance.
- 8.18 Playspace can be provided in accordance with the standards as set out in the Croydon Plan with the detailed design being secure through condition. Details of boundary treatments, hard and soft landscaping would be secured via condition.
- 8.19 Level access is provided on the north-eastern elevation to the ground floor units. Flat 2 is capable of being wheelchair adaptable unit and so meets the requirements of M4(3). The other two ground floor units are duplexes and can meet the requirements of M4(2) – a condition is recommended to secure this.
- 8.20 It is therefore considered that the proposals would result in a good standard of accommodation that would meet the needs of the borough and can be supported.

Transportation Considerations

- 8.21 The site has a PTAL rating of 2 which indicates that the site has poor accessibility to public transport. The applicant has provided one parking bay to the north-eastern corner of the site, no further parking would be provided on site. The site is within a 10-15 minute walk from Sanderstead and Purley Oaks Train Station with bus route 403 in close proximity of the site.
- 8.22 The newly adopted SDG states,
- "In areas of very low transport accessibility such as PTAL 0-1, it will be harder to access sustainable transport and therefore may be more difficult to reduce reliance on private cars. In these areas the Council will seek to accommodate all parking within the site (off street) and any anticipated need for on-street parking will be judged on a case by case basis."*
- 8.23 Given that the application site is located within an area with a PTAL level of 2, there is no requirement to provide all parking on site. The implication of this are discussed below in more detail.
- 8.24 From the applicant's submission it is clear that a parking stress survey was carried out overnight to ascertain the level of residential parking stress. It is noted that the area suffers from 'commuter parking' however levels of residential

parking stress are low. The results of two surveys showed residential parking stress of 25% and 30% and is well below saturation point (85%). It is therefore considered that the surrounding network could accommodate the potential overspill parking from the development. Given the physical connectivity of the site, the creation of 6 new homes and the need to encourage more sustainable methods of transport this provision is considered acceptable.

8.24 Cycle storage is provided in excess of the London Plan and would be secured through condition. In addition the Council would seek to secure the following via condition;

- Visibility splays
- Construction Logistics Plan/Management Strategy

8.24 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

Other matters

8.25 The site is at risk of surface water flooding and as such the applicant would be required to demonstrate that the development would not increase flood risk elsewhere. While a Flood Risk Assessment (FRA) was submitted with the application this related to another site so is irrelevant to the site at 2 West Hill. However, given the limited extent of the development and the sites low risk such matters could be secured as part of a suitably worded condition. Subject to such a condition the development would be acceptable in flood risk terms.

8.26 Historic England (HE) were consulted regarding this application as the site lies within an Archaeological Priority Area. HE advised that such consultations were not necessary and as such no conditions and/or other requirements are considered necessary. The development is therefore acceptable in respect of archaeology.

8.27 There is no evidence of protected species on site nor is a Site of Nature Conservation Importance nearby. Mature and established landscaping would be retained and enhanced with additional landscaping/green wall. The development is therefore considered to have an acceptable impact on ecology and biodiversity.

Conclusions

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