

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 20/00534/FUL
 Location: 2 Barham Road, South Croydon, CR2 6LD
 Ward: Waddon
 Description: Demolition of dwellinghouse and erection of a three storey building with accommodation in the roof consisting of 9 flats with associated car parking, cycle parking, refuse storage and landscaping
 Drawing Nos: 19-131-P002 Rev C, 19-131-P001 Rev C, 19-131-P003, 19-131-P007, 19-131-P006, 19-131-P004, 19-131-P001 Rev A (Location Plan)
 Applicant: Justin Homes Britain (Barham Road) LTD
 Agent: Lucy Moroney- Icení Projects
 Case Officer: Victoria Bates

	1 bed	2 bed	3 bed	4 bed	5 bed
Existing				1	
Proposed flats	2	6	1		

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
1	18

1.1 This application is being reported to committee because objections above the threshold in the Committee Consideration Criteria have been received and the applicant was referred to Committee by Councillor Canning.

2.0 RECOMMENDATION

2.1 That the Planning Committee resolve to GRANT planning permission with the following Section 106 legal agreement:

- Restriction on car parking permits for future residents

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

Conditions

1. Time limit of 3 years
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Construction Logistics Plan to be submitted
4. Details of site specific SuDS to be submitted
5. Protection measures for retained private trees and street trees to be submitted

6. Details of materials to be submitted
7. Hard and soft landscaping including boundary treatment, retaining walls and maintenance to be submitted
8. Details of electric vehicle charging point to be submitted
9. Details of children's playspace to be provided
10. Accessible units to be provided
11. Details of cycle parking
12. No other openings in flank elevations and side facing windows to be obscure glazed.
13. 19% Carbon reduction
14. 110litre Water usage
15. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Ecology consideration
- 4) Highway works
- 5) Accessible units
- 6) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

2.3 That the 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.

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following:

- Demolition of existing house
- Erection of a two storey building with accommodation in roof to create 9 residential units (2 x 1 bedroom 6 x 2 bedroom and 1 x 3 bedroom units) with provision of communal external amenity space and children's play space
- Provision of 1 off-street parking spaces
- Provision of associated refuse and cycle stores

3.2 During the course of the application amended plans have been received to alter the layout at the front of the site, alter the cycle and refuse store.



Figure 1 CGI of proposal (NOTE: minor changes have been made to the landscaping at the front)

Site and Surroundings

- 3.3 The site is located to the east side of the cul-de-sac Barham Road. The site comprises a large detached dwelling with vehicular access and a large garden.
- 3.4 The site is located within an Archaeological Priority Zone. It has a PTAL of 5 which indicates good access to public transport and is close to the services and shops nearby on Brighton Road.
- 3.5 The site is predominantly in Flood Zone 1 with an area at the rear of the garden in Flood Zone 2/3. The site is also at risk of groundwater flooding at surface and moderate risk of surface water flooding.



Figure 2 Location of the site

Planning History

3.6 16/05746/HSE - Demolition of an existing two-storey rear extension and glazed annexe to the rear construction of single/two-storey rear extension and single-storey detached outbuilding to serve as a double garage and garden tool store - Permission granted

88/03847/P - Erection of detached garage/games room – Permission granted

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The proposal creates 7 family sized units
The living conditions of adjoining occupiers would be protected from undue harm.
- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant.
- The level of parking and impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions.
- Sustainability aspects can be controlled by conditions.

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 39 letters of notification to neighbouring properties in the vicinity of the application site.

The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 20 Objecting: 20 Supporting: 0 Comment: 0

It should be noted that 7 of the 20 objections were from outside the Borough.

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:

Objection	Officer comment
<i>Design and appearance</i>	
Overdevelopment of the site	Addressed in Section 8.2-8.6 of this report.
Out of keeping with existing development in the area in terms of height and bulk. Obtrusive design.	Addressed in Section 8.7 – 8.14 of this report.
<i>Impact on amenities of neighbouring properties</i>	

Overbearing impact on and loss of light and privacy to neighbouring properties	Addressed in Sections 8.22 - 8.27 of this report.
Extra pollution and noise disturbance	This is a residential development and there is no evidence or reason to suggest that the proposal would result in extra pollution or noise that is not associated with a residential area.
Loss of sense of community	This is not a material planning consideration
Overlooking concerns towards the south	Addressed in 8.26
Impact on property prices	This is not a material planning consideration
<i>Trees/Ecology/Environment</i>	
Loss of wildlife- bats and Great Crested Newts	Addressed in Section 8.39 of this report.
<i>Transport and parking</i>	
Increased parking stress on Barham Road	Addressed in Section 8.30 of this report.
<i>Amenities of future occupiers</i>	
No affordable housing provision	This is a minor development and there is no policy requirement for affordable housing.
<i>Other matters</i>	
Pressure on existing sewerage system.	Addressed in Section 8.36-8.38 of this report
Cumulative impact with another proposal on Barham Road	Parking concern addressed in Section 8.30 of this report. Each development will provide suitable on-site sustainable drainage and each will provide CIL contributions.

6.3 Councillor Canning objected to the proposal and referred it to Planning Committee on the following grounds:

- overdevelopment not in keeping with the character of the area;

- size and dimensions are excessive and overbearing compared with the neighbouring two storey house at 4 Barham Road;
- Negative impact on 4 Barham Road in terms of light and outlook;

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in 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:

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

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

7.4 Consolidated London Plan 2015

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

Policy 3.3 of the London Plan 2016 recognises the pressing need for more homes in London and Policy 3.8 states that Londoners should have a genuine choice of homes which meet their requirements for different sizes and types of dwellings in the highest

quality environments. The impact of the draft London Plan is set out in paragraph 7.7 below.

7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM16 – Promoting healthy communities
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

7.7 Emerging New London Plan

Whilst the emerging New London Plan is a material consideration, the weight afforded to it is down to the decision maker, linked to the stage a plan has reached in its development. The Mayor's Intend to Publish version of the New London Plan was submitted to the Secretary of State who has now issued a direction and one awaits to hear how the London Mayor responds. The New London Plan remains at an advanced stage of preparation but full weight will not be realised until it has been formally adopted. Therefore, the New London Plan's weight has increased following on from the publication of the Panel Report and the London Mayor's publication of the Intend to Publish New London Plan. The Planning Inspectors' Panel Report accepted the need for London to deliver 66,000 new homes per annum (significantly higher than existing adopted targets), but questioned the London Plan's ability to deliver the level of housing predicted on "small sites" with insufficient evidence having been presented to the Examination to give confidence that the targets were realistic and/or achievable. This conclusion resulted in the Panel Report recommending a reduction in London's and Croydon's "small sites" target.

The Mayor in his Intend to Publish New London Plan has accepted the reduced Croydon's overall 10 year net housing figures from 29,490 to 20,790 homes, with the "small sites" reduced from 15,110 to 6,470 homes. Crucially, the lower windfall housing target for Croydon (641 homes a year) is not dissimilar to but slightly larger the current adopted 2018 Croydon Local Plan target of 592 homes on windfall sites each year.

It is important to note, should the Secretary of State support the Intend to Publish New London Plan, that the overall housing target in the New London Plan would be 2,079

new homes per annum (2019 – 2029) compared with 1,645 in the Croydon Local Plan 2018. Therefore, even with the possible reduction in the overall New London Plan housing targets, assuming it is adopted, Croydon will be required to deliver more new homes than our current Croydon Local Plan 2018 and current London Plan (incorporating alterations 2016) targets.

For clarity, the Croydon Local Plan 2018, current London Plan (incorporating alterations 2016) and South London Waste Plan 2012 remain the primary consideration when determining planning applications.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of Development

8.2 This application must be considered against a backdrop of significant housing need, not only across Croydon, but also across London and the south-east. All London Boroughs are required by the London Plan to deliver a number of residential units within a specified plan period. In the case of the London Borough of Croydon, there is a requirement to deliver a minimum of 32,890 new homes between 2016 and 2036 (Croydon's actual need identified by the Croydon Strategic Housing Market Assessment would be an additional 44,149 new homes by 2036, but as there is limited developable land available for residential development in the built up area, it is only possible to plan for 32,890 homes). This requirement is set out in policy SP2.2 of the Croydon Local Plan (CLP) (2018), which separates this target into three relatively equal sub targets with 10,760 new homes to be delivered within the Croydon Opportunity Area, 6,970 new homes as identified by specific site allocations for areas located beyond the Croydon Opportunity Area boundary and 10,060 homes delivered across the Borough on windfall sites. The draft London Plan, which is moving towards adoption (although in the process of being amended) proposes significantly increased targets which need to be planned for across the Borough. In order to provide a choice of housing for people in socially-balanced and inclusive communities in Croydon, the Council will apply a presumption in favour of sustainable development of new homes.

8.3 The Croydon Suburban Design Guide (2019) sets out how suburban intensification can be achieved to high quality outcomes and thinking creatively about how housing can be provided on windfall sites. As is demonstrated above, the challenging targets will not be met without important windfall sites coming forward, in addition to the large developments within Central Croydon and on allocated sites.

8.4 The application is for a flatted development providing additional homes within the borough, which the Council is seeking to promote. The site is located within an existing

residential area and as such providing that the proposal respects existing residential character and local distinctiveness, and accords with all other relevant material planning considerations, the principle of development is supported.

- 8.5 CLP Policy DM1.2 seeks to prevent the net loss of 3-bedroom homes (as originally built) and homes less than 130m². The existing building on site is a 4 bedroom house with a floor area of approximately 177sqm. One x 3 bedroom unit 5 person unit is being proposed. There would be no net loss of homes under 130sqm or three-bedroom homes as required by Policy DM1.2.
- 8.6 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough's need for homes of different sizes and that this will be achieved by setting a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. Although the proposal would only provide one unit with three bedrooms, it would also provide six 2 bedroom 4 person units which could be considered smaller family homes.

Townscape and Visual Impact

- 8.7 Barham Road is made up of semi-detached and detached properties of a similar character, with period features. The building on the application site does not hold any special significant architectural merit or protection and therefore there is no objection to its demolition.
- 8.8 CLP Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys whilst respecting a) the development pattern, layout and siting; b) the scale, height, massing and density; and c) the appearance, existing materials and built and natural features of the surrounding area.
- 8.9 The Suburban Design Guide suggests appropriate ways of accommodating intensified development on sites and suggests that where surrounding buildings are predominantly detached dwellings of two (2) or more storeys, new developments may be three (3) storeys with an additional floor contained within the roof space or set back from the building envelope.
- 8.10 The proposed building would have three storeys with additional accommodation in the roof and the width of the building would be increased to utilise the site- but away from the boundary with 4 Barham Road by 2 metres and set back by 2 metres from the existing front building line. The 'sympathetic and faithful' design approach within the SDG has been used which is appropriate for Barham Road, as the character of the road is distinctive. The chimneys, window lintel and cills, brickwork and porch match the existing building and positively contribute to the streetscene. The design of the building is sensitive the streetscene and would respect the appearance, existing materials and features in accordance with DM10 of the Croydon Local Plan. Details will be conditioned to ensure a high quality appearance.



Figure 3 Proposed front elevation

8.11 The footprint of the building would be increased from the existing dwelling which occupies around half of the width of the site. The image below shows the proposed site plan, with existing building overlaid in a red dotted line. The existing rear building line would be exceeded, but would maintain a 45 degree line from the neighbour at 4 Barham Road's closest window. To the western side, the footprint of the building would be 2.8 metres from the boundary, which is further away than the existing building. To the front the building line would be set back by an additional 2 metres and to the eastern side, the building would be set off the boundary by 3.3 metres. The footprint would better utilise the site. Given the massing of the building would increase, the additional separation from 4 Barham Road and from the street would reduce the appearance of dominance. Overall, the development would respect the layout and siting of the area in accordance with DM10.



Figure 4 Proposed site plan

8.13 The sympathetic and faithful design approach continues across the side and rear elevations. The detailing in the brickwork and white plaster wrap around the building to

create a coherent appearance. There would be a two storey projection from the rear with a flat roof with projecting balconies on the rear elevation and side elevations. Balconies are not a characteristic feature of the streetscene, however would be located to the side and rear in less visible locations to the streetscene. The balconies would have metal balustrades to match the proposed boundary treatment at the front of the site. Moreover, metal railings can be found within Barham Road. This is in accordance with section 2.26.4 of the Suburban Design Guide. As discussed in paragraph 8.20, amended plans are to be submitted which are likely to slightly increase the size of the dormer. It is anticipated that this will have an acceptable appearance and officers will report on this matter in an addendum report.



Figure 5 Proposed rear elevation with balconies shown (with screens on right hand side of image)

- 8.14 The proposal would provide an area of soft landscaping at the front and one parking space. Properties on Barham Road tend to have a mix of soft and hard landscaping to the front, as does the existing property. The proposal would also provide a mix of hard and soft landscaping and so its impact on the streetscene is acceptable.
- 8.15 Therefore having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development that would comply with the objectives of the above policies in terms of respecting local character.

Housing Quality for Future Occupiers

- 8.16 All of the proposed new units- 1 x 3 bedroom 5 person unit, 6 x 2 bedroom 4 person units and 2 x 1 bedroom 2 person units would comply with internal dimensions required by the Nationally Described Space Standards (NDSS).
- 8.17 The proposed units are all dual aspect which allows to a good level of cross ventilation and levels of daylight. All units have appropriate layouts.

- 8.18 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit. The flats all have private amenity in the form of a terrace or balconies. All private amenity spaces meet or exceed the required standards.
- 8.19 An area of communal garden (approximately 330sqm) is provided within the site. Children's play space would be provided within this space and full details of this area will be secured by condition.
- 8.20 After extensive negotiations, the applicant has agreed to include a lift which would serve all floors apart from the roof, making all units apart from one step-free both internally and externally. A lift would provide a very positive contribution to the scheme which would result in the creation of 1 M4(3) unit and 7 M4(2) units. Policy 3.8 of the London Plan and D7 and H2 of the Draft London Plan set out that 90% of units should meet M4(2) and 10% M4(3) but that flexibility should be applied on smaller schemes if exceptional circumstances prevail. In this instance, the addition of a lift going to the top floor is considered to result in an unsightly overrun and it is acceptable and appropriate for it to go to the lower floors. To accommodate the lift, the size of the rear dormer will be slightly enlarged. Details will be confirmed with the applicant prior to the committee date and reviewed within an addendum. The increase in size of the dormer would not overly change the appearance of the roof form and the location of the dormer is set well away from adjoining neighbours. The balcony would be moved towards the flat roof and screening would be conditioned (as it would be with the originally submitted layout).
- 8.21 Overall, the development would provide a good standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.22 Policy 7.1 of the London Plan indicates that in their neighbourhoods, people should have a good quality environment. Policy DM10 of the Croydon Local Plan requires the Council to have regard to the privacy and amenity of adjoining occupiers. Policies SP4.1 and SP4.2 seek to respect and enhance character, to create sustainable communities and enhance social cohesion and well-being.
- 8.23 The most affected neighbour would be 4 and 4a Barham Road. At the closest point to the boundary, the rear building line of the proposal would project beyond the rear elevation of the neighbour by 4.1 metres (excluding the refuse store which would have a similar building line to the neighbour). The rear building line of the proposal extends further as the side elevation steps away from the boundary. As such, the proposal would pass the 45 degree test, demonstrating that outlook from the closest habitable rooms would not be compromised, particularly as the proposal would be set off the boundary by an additional 1.8 metres compared to the existing dwelling. Some balconies are located near to the boundary with this site but these would be screened so that residents look down the garden to not result in significant overlooking to the first 10m of private amenity space for the neighbour. Side facing windows would be obscure glazed and non-opening.
- 8.24 A Daylight and Sunlight assessment has been submitted with the application. This demonstrates that the three side facing windows and closest rear windows of 4/4a Barham Road would meet the minimum requirements set out by the BRE guidance-

and in the case of the two ground floor side windows which serve a kitchen, the amount of direct sunlight (annual probable sunlight hours) and amount of sky visible (vertical sky component) would actually improve.

- 8.26 To the south, the site is adjacent to a set of garages which are part of Sharon Court. Sharon Court is a two storey block of flats, separated by 32 metres. This separation distance exceeds the guidance of 18 metres in the Suburban Design Guide SPD. As a result, the proposal would not appear overly dominant or harm daylight or outlook.
- 8.27 To the rear, the neighbouring property would be separated from the rear elevation by 24 metres and the tall hedging close to the boundary would be retained. The proposal would not cause harm to neighbouring amenity

Parking and Access

Parking

- 8.29 The site has a PTAL rating of 5 (on a scale of 1a-6b) which is good. The site is served by South Croydon National Rail station and eleven bus routes.
- 8.30 One off street car parking space would be provided for the wheelchair dwelling - accessed from the existing crossover. The site is within a controlled parking zone and so a legal agreement will be secured in order to prevent future residents applying for parking permits. The proposal will therefore not put a strain on on-street parking within the area. Moreover, residents are likely to utilise the good connections to public transport.
- 8.31 Eighteen cycle parking spaces would be located within two stores at the front and side of the site. This meets the requirements of the London Plan. The store to the side would be attached to the main building and brick built. The other store would be located at the front of the site. Details of this store will be conditioned.

Access

- 8.32 The existing crossover would be utilised.
- 8.33 The Transport Statement provides manoeuvring plans that demonstrate that a vehicle can manoeuvre into the proposed parking space. The submitted plans show that the required pedestrian and vehicle sightlines can be achieved from both vehicular accesses to the site.

Refuse storage/collection

- 8.34 A refuse storage area is shown to the side of the building. The refuse store would be located in a brick built store. In accordance with DM13 of the Croydon Local Plan (2018), the storage would be adequately screened and located behind the building line.

Environment and sustainability

- 8.35 Conditions will be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.

- 8.36 The site is located within an area at low-high risk of surface water, groundwater flooding and Flood Zone 2/3 at the rear of the site. A Flood Risk Assessment (FRA) has been submitted as part of the application which outlines the risks of flooding at the site. To prevent groundwater flooding, a waterproof in situ slab would be installed. The area of Flood Zone 2/3 is within a very small portion of the site at the rear. The existing planting will remain in position and as the accommodation is around 17 metres from this area, the risk of flooding is low.
- 8.37 Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS). The report outlines SuDS measures that could be feasible at the site including permeable paving and soakaways. A condition requiring site specific SuDS measures would be imposed on any planning permission.

Other matters

- 8.38 Trees and landscape - There are no Tree Protection Orders on the site. A Class C apple tree and line of six Class C Cypress trees would be removed. Eight trees would be planted at the rear and one in the front garden. Protection measures for the trees at the rear most part of the site and the street tree. Details would be conditioned.
- 8.39 Ecology – An Ecology Appraisal of the site has been submitted. The report finds the site favourable for nesting birds and reptiles and of low roosting suitability for bats. Various surveys and precautions are recommended which are conditioned.
- 8.40 The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the borough.

Conclusion and planning balance

- 8.41 The principle of residential development is considered acceptable in this area. The development accords with policy requirements and the Suburban Design Guide in terms of its massing and overall impact on the visual amenities of the area. The proposal has been designed to ensure there would be no unacceptably harmful impact on the amenities of the adjacent properties and provides adequate amenity for future residents. The impact on the highway network is acceptable. The proposal's design and appearance is satisfactory and does not weigh against it in the balance. The proposal would provide acceptable quality of accommodation and mix of units. Therefore, with the conditions recommended the proposal is considered to be in accordance with the relevant policies.
- 8.42 All other relevant policies and considerations, including equalities, have been taken into account.