

**PART 6: Planning Applications for Decision**

**Item 6.1**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 20/01207/FUL  
 Location: Amenity Land, Hawthorn Crescent, South Croydon, CR2 8PD  
 Ward: Selsdon Vale and Forrestdale  
 Description: Erection of 8x3 bedroom (5 person) houses together with car parking, landscaping and associated servicing.  
 Drawing Nos: 5945/1 (Topographical Survey); 154/1000 Rev A, 1100 Rev A, 1200 Rev A, 1201/Rev A, 2001 Rev A, 2100 Rev A, 2101 Rev A, 2102 Rev A, 2200 Rev A, 2201 Rev A, 2300 Rev A, 2301 Rev A, 2302 Rev A, 2303 Rev A, 3300 Rev A and 3301 Rev A.  
 Applicant: Brick by Brick Croydon Limited  
 Agent: Carter Jonas  
 Case Officer: Scott Schimanski

	<b>3 bed (5 person)</b>	<b>Car parking spaces</b>	<b>Cycle spaces</b>
<b>Existing</b>	0	23	0
<b>Proposed houses</b>	8	24	16

1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received, and the ward councillor (Councillor Andy Stranack) and the then Planning Committee Vice-Chair (Councillor Paul Scott) made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

**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. Time limit of 3 years (compliance)
- 2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions (compliance)
- 3. Highways agreement for highway works - to include (but not limited to) deliver yellow lines on Old Farleigh Road, footways, new access arrangements, kerb radii increase, as well as making good any damage and adoptable standards (prior to commencement)
- 4. Construction Logistics Plan - to include car parking strategy during construction (prior to commencement)
- 5. Connection to foul and/or surface water drainage system (prior to commencement)
- 6. Recording of Air Raid Shelter (prior to commencement)
- 7. Biodiversity mitigation and enhancement measures (prior to commencement)
- 8. Details and samples of materials to be submitted (pre-ground slab)

9. Landscaping to be submitted (hard and soft landscaping, boundary treatment, retaining walls, surface treatment and details of preservation of vehicular sightlines) (pre-ground slab)
10. Refuse and cycle storage (pre-ground slab)
11. Electric vehicle charging point detail to be submitted (pre-ground slab)
12. Details of lighting (prior to occupation)
13. Contamination – Validation Report (prior to occupation)
14. Submission of a scheme to secure management and allocation of car parking spaces between existing and future residents (prior to occupation)
15. SuDS – in accordance with Flood Risk Assessment (compliance)
16. Inclusive access M4(2) (compliance)
17. Car parking provided as specified (compliance)
18. 110 litre Water usage (compliance)
19. CO2 Reduction 19% (compliance)
20. Unexpected contamination (compliance)
21. Tree protection plan & associated method statements (compliance)
22. Noise levels – internal to houses (compliance)
23. 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) Requirement for ultra-low NOx boilers
- 4) Fire Safety Measures
- 5) Thames Water informatives regarding underground assets and public sewers
- 6) Notice to Waste Team
- 7) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

- 2.3 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.

## **3.0 PROPOSAL AND LOCATION DETAILS**

- 3.1 The proposal includes the following:

- Redevelopment of the amenity land involving the erection of 8x3 bed houses
- Two storeys facing onto Hawthorn Crescent properties and three storeys facing onto Old Farleigh Road
- The removal of an existing air-raid shelter
- External materials predominantly brick with clay tiled roofs
- Reconfiguration of existing car parking arrangements (currently providing 23 off street car parking spaces) to accommodate 24 replacement car parking spaces
- Provision of private rear gardens (facing onto Old Fairleigh Road) with front doors opening out onto Hawthorn Crescent
- Refuse storage to front garden areas and bicycle storage within the rear garden areas
- Retention of existing Hawthorn hedge onto Old Farleigh Road and the replacement of existing Grade B, C and U trees with new trees (x10).

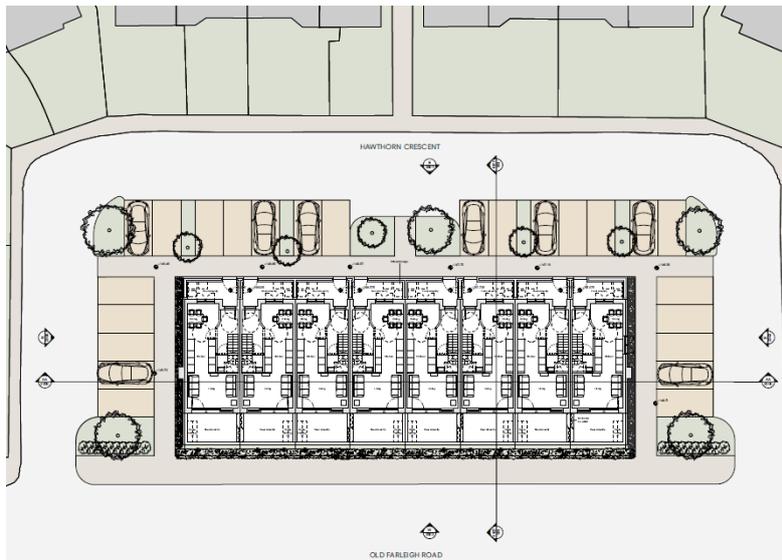


Image 1: Proposed site plan (ground floor layout)

### Site and Surroundings

- 3.2 The site (red line) comprises a rectangular parcel of land (0.126 ha in area) situated on the north-east side of Old Farleigh Road, approximately 650 metres to the south-east of Selsdon District Centre. The site is predominantly amenity grassland, bounded by a mature Hawthorn hedge (fronting onto Old Farleigh Road) and includes car parking bays that envelope the amenity land. The site falls away by approximately 2-3 metres from north-west to south-east. There are a number of trees situated within the amenity area (6 trees categorised as Category B, C or U - Cherry, Pear and Midland Thorn).
- 3.3 Hawthorn Crescent provides access to the neighbouring properties (1-20 Hawthorn Crescent) which comprise formal and symmetrical groups of two storey terraces and semi-detached properties, set around the amenity area. The amenity land itself (including the existing car parking spaces) is currently maintained by the Council under the existing housing maintenance budget and is not classified as highway land.



Image 2: Aerial view highlighting the proposed site within the surrounding area

- 3.4 Six of the existing Hawthorn Road properties have off-street forecourt car parking (with dropped-kerb crossovers) and the houses themselves are predominantly rendered with a brick-work plinth and red clay roof tiles. On the opposite side of Old Farleigh Road are the grounds of De Vere Selsdon Estate Hotel complex, which is included in the Metropolitan Green Belt (MGB) and is also identified as a Locally Listed Historic Park and Garden. The land on the opposite side of Old Farleigh Road is also identified as an Archaeological Priority Area. Further to the south-west (approximately 5 minutes-walk) is the entrance to the Selsdon Woods Nature Reserve with extensive nature trail walks. Selsdon Woods is identified as an Area of Importance to Nature Conservation. Selsdon Recreation Ground has been formally identified by the Croydon Local Plan (CLP) as undesignated open space and lies approximately 200 metres to the north east.
- 3.5 The site has a PTAL (Public Transport Accessibility Level) of 2 (with PTALs ranging from 0 to 6) with bus stops located directly opposite the site (served by bus services 357, 409 and 433). Three further TFL bus services are available on Addington Road Selsdon District Centre (bus services 64, 359 and 412).
- 3.6 According to the Environment Agency Flood Maps the site is located in Flood Zone 1; less than 1,000 annual probability of sea or river flooding. In terms of surface water flooding, the surface water flood maps indicate that surface water flood risks are very low with any surface water run off contained within Old Farleigh Road (flowing south-west).

### **Planning History**

- 3.7 In September 2019, officers engaged in a pre-application discussions with the current applicant for a scheme of nine single family houses (ref 19/04427/PRE). Given the size of the site, officers raised concern with the initial quantum (9 units) and the impact upon existing car parking levels. As a result, the scheme has been reduced.
- 3.8 Although not directly connected to the site, a number of local residents have made reference to a nearby planning application at 22 Lynne Close, arguing cumulative impacts in terms of on-street parking capacity. In May 2020, planning permission was granted at this property for the erection of a three storey building comprising nine residential apartments with six on site car parking spaces (ref 19/04191/FUL).

## **4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- The principle of intensified residential development is acceptable given the national and local need for housing.
- The loss of incidental amenity space is considered acceptable in this particular case in view of the lack of evidence presented to justify its continued use as incidental amenity land, especially when one considers the availability of neighbouring open spaces (including children's play space in 250m proximity).
- The proposal would contribute positively to the supply of family housing and the family housing strategic target.
- The development would not have any impact on the openness or function of the adjacent Metropolitan Green Belt.
- The scheme would provide high quality architecture and would appropriately response to site context with suitable relationships to the form, mass and

appearance of Hawthorn Crescent properties and the Old Farleigh Road street-scene.

- The living conditions enjoyed by neighbouring residential occupiers would not be unreasonably impacted upon by the proposed development in terms of daylight, sunlight, outlook and privacy.
- The living standards of future occupiers would be satisfactory (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS). Each family unit would enjoy private amenity spaces in accordance with adopted standards as well as space for outdoor children's play ( within the private gardens provided)
- The level of parking and impact upon highway safety and efficiency would be acceptable. Car parking proposed would be available for use by both existing and future residents, with spare capacity within neighbouring streets to accommodate any overspill from this and nearby developments.
- Whilst it is accepted that all trees currently on site would be removed, a number of existing specimens are of a poor standard and would be replaced with specimens better related to the proposed development. The retention of the Hawthorn hedge should retain the existing soft, vegetated boundary to Old Farleigh Road.
- Sustainability aspects have been properly assessed and their delivery can be controlled through the use of planning conditions. On site sustainable drainage would be secured through the use of planning conditions.

## **5.0 CONSULTATION RESPONSE**

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

### **Lead Local Flood Authority (LLFA)**

5.2 Even though this scale of development would not have normally triggered LLFA referral, the LLFA has been formally consulted and has raised no objection to the proposals. It was satisfied that the scheme proposal would properly manage the minimal flood risks with the proposed drainage strategy suitably dealing with residual/limited flood risk.

### **External Independent Ecological Advice**

5.3 No objection – subject to the imposition of conditions requiring the mitigation measures to be provided in accordance with the submitted Biodiversity Survey Report.

## **6.0 LOCAL REPRESENTATION**

6.1 The application has been publicised by way of 25 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:    Objecting: 76                      Supporting: 0                      Comment: 0

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

<b>Objection</b>	<b>Officer comment</b>
<i>Principle of Development</i>	
<p>Loss of green space which is still used for recreational purposes. Council should be supporting the use of green spaces, not building on them.</p> <p>Green space is used to allow kids to play safely.</p> <p>The Council should focus attention on brownfield sites.</p>	<p>Addressed in paragraphs 8.2-8.8 of this report.</p>
<i>Housing Issues</i>	
<p>Housing will be priced for profit rather than affordability. No affordable housing proposed</p>	<p>The development proposes less than 10 units and therefore is not required to deliver affordable housing.</p>
<p>LB Croydon has already met its housing quotas, with over emphasis on flats rather than houses.</p>	<p>There is significant need for additional homes across the borough especially family housing with the Council's strategic target of 30% of new homes being suitably sized for families.</p>
<i>Townscape and Design</i>	
<p>Existing Hawthorn Crescent properties are framed by the attractive green. The vista across the green will be lost.</p> <p>The development would not be in keeping with the area and would be unsightly and obtrusive. Existing properties are predominantly rendered whereas the proposed houses would be constructed in brickwork.</p> <p>The proposed chimneys are "kitsch" and the proposed houses do not match the existing built fabric.</p>	<p>The layout, form, scale, mass and external appearance of the proposed development is addressed in paragraphs 8.15-8.20</p>
<p>3 storey development out of keeping with refusals of planning permission for three storey extensions to Hawthorn Crescent properties.</p>	<p>See 8.15-8.20. 3 storey extensions to existing two storey properties raises other considerations compared to free standing development</p>
<i>Heritage</i>	
<p>Loss of air raid shelter</p>	<p>Addressed in paragraph 8.22</p>

<i>Scale of Development Density Issues</i>	
Overdevelopment with insufficient outdoor space, devaluing neighbouring property, social cramming in such a small space	Addressed in Section 8.23-8.30. Value of property is not material to consideration of planning merits
<p>Existing scheme for Lynne Close (9 units) – cumulative impact of increased development in the area and previous scheme in Quail Gardens.</p> <p>Better to provide 2-4 houses rather than 8 houses</p>	<p>The Lynne Close scheme was granted planning permission on 7<sup>th</sup> May 2020 and this submission recognised the presence of this neighbouring proposal and took the various effects of this development into account especially when accessing the likely level of on-street car parking capacity.</p> <p>The Quail Gardens site is located some way away (in excess of 400 metres) from this application proposal.</p> <p>Planning policy seeks to optimise the use of sites.</p>
<i>Neighbour Impacts</i>	
Increased overlooking to Hawthorn Crescent properties. The houses will block light and existing houses are cold and need as much sunlight and daylight as possible. The scheme will be unpleasant, overbearing and oppressive.	Addressed in Section 8.28-8.30 of this report.
<i>Highways, Traffic and Parking</i>	
<p>Low PTAL and large vehicles struggle to access Hawthorn Crescent – will cause difficulties for emergency services</p> <p>Lack of car parking will cause overspill into surrounding streets – with 8 fold increase in traffic.</p> <p>Parking even more constrained during Croydon High School events. No provision of visitor parking – and the idea of parking on Old Farleigh Road is not feasible. Woodland Gardens will become a car park.</p> <p>Need to consider driver and pedestrian safety – with Old Farleigh Road being hilly and bendy – which is also gridlocked during rush hour.</p>	<p>Highway, parking and wider transportation issues are covered in paragraphs 8.31-8.39 below. In addition, the applicant would also be required (through a highways agreement) to install yellow lines along part of Old Farleigh Road to safeguard road safety in this locality.</p>

<p>The Council has been talking about installing double yellow lines in Woodland Gardens and Hawthorn Crescent – and these proposals appear to ignore these ideas. Very difficult to collect bins within Hawthorne Crescent and plan for deliveries. This will make matters worse.</p> <p>Additional pressure on bus network - with movement of the 433 bus route restricted</p> <p>Houses will have more than 1 vehicle per household - and existing properties use all of the 23 car parking spaces. 8 houses will mean another 16 cars - requiring to be parked.</p>	
<p><i>Trees, landscaping and Biodiversity</i></p>	
<p>Loss of trees with replacement trees mere saplings with no space for them to grow to maturity.</p>	<p>Addressed in Sections 8.40-8.42 below.</p>
<p>Detrimental impact on the nearby nature reserve</p>	<p>Addressed in Section 8.14 and 8.21-8.22 of this report.</p>
<p><i>Other Issues</i></p>	
<p>Overcrowding of schools, doctors and other local amenities – the scheme will add to existing pressures</p>	<p>As this scheme proposes housing for sale the applicant will be required to meet its Community Infrastructure Levy requirements which will help fund physical and social infrastructure.</p>
<p>A Health Impact Assessment has not been undertaken to inform this scheme – with the scheme affecting residents’ mental and physical health – especially during the current Covid 19 pandemic.</p>	<p>There is no requirement to submit a health Impact Assessment and is not covered by Local Planning Application Validation Requirements. It is acknowledged that the loss of open space might affect health and well-being of local residents especially during current circumstances. However alternative open spaces is located within close proximity.</p>
<p>The applicant has not listened to neighbours views expressed at pre application stage.</p>	<p>The application is accompanied by a Statement of Community Involvement with evidence of 2 separate meetings having taken place Whilst not a material consideration, officers are satisfied that the applicant engaged with residents at pre application stage.</p>

Brick by Brick receive preferential treatment – not all developers would be allowed to over-develop in this way.	Brick by Brick are an independent development arm of Council with their applications assessed and determined in accordance with Council's adopted policies. The Croydon Local Plan is generally supportive of increased densities in the suburbs, subject to the effects of increased densities on neighbour impact, the effect on existing character and appearance and traffic/transport/highway effects).
Restrictive covenant on the land requiring it to be set aside as open space	This is not material to the determination of the planning application

6.3 Cllr Andy Stranack (Selsdon Vale and Forrestdale Ward Councillor) referred the planning application to Planning Committee raising the following issues as part of his referral:

- Housing proposal not in keeping with the area
- Loss of privacy for existing occupiers
- Overdevelopment of the site
- Traffic and highway

6.4 Cllr Paul Scott (Planning Committee Vice-Chair) referred the planning application to Planning Committee raising the following issues:

- Public scrutiny of applications made by the Council and its wholly owned subsidiary.
- Openness and transparency during the Covid-19 crisis when stakeholders are likely to be distracted.
- Potential to provide new homes in response to the housing crisis in accordance with National, Regional and Local Planning Policy.

## 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:

- Delivering a sufficient supply of homes
- Promoting sustainable transport;

- Achieving well designed places;
- Protecting green belt land.

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

#### Consolidated London Plan 2016

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.1 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
- 7.14 Improving air quality
- 7.16 Green belt
- 7.19 Biodiversity and access to nature
- 7.21 Woodlands and trees

#### Croydon Local Plan 2018

- SP2 Homes
- 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
- DM24 Land contamination
- DM25 Sustainable drainage systems and reducing flood risk
- SP7 Green Grid
- DM26 Metropolitan Green belt
- DM27 Biodiversity
- DM28 Trees
- SP8 Transport and communications
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

## Emerging New London Plan

7.4 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 New London Plan remains at an advanced stage of preparation but full weight will not be realised until it has been formally adopted. Despite this, in accordance with paragraph 48 of the NPPF substantial weight can be applied to those policies to which the Secretary of State has not directed modifications to be made.

7.5 The policies of most relevance to this application are as follows:

- D1 London's form, character and capacity for growth
- D2 Infrastructure requirements for sustainable densities
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- H1 Increasing housing supply
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- HC1 Heritage conservation and growth
- G1 Green infrastructure
- G4 Open space
- G5 Urban greening
- G6 Biodiversity and access to nature
- G7 Trees and woodlands
- SI1 Improving air quality
- SI2 Minimising greenhouse gas emissions
- SI3 Energy infrastructure
- SI5 Water infrastructure
- SI7 Reducing waste and supporting the circular economy
- SI12 Flood risk management
- SI13 Sustainable drainage
- T1 Strategic approach to transport
- T2 Healthy streets
- T3 Transport capacity, connectivity and safeguarding
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction
- T9 Funding transport infrastructure through planning
- DF1 Delivery of the plan and planning obligations

7.6 There is relevant Supplementary Planning Guidance as follows:

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

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of development
2. Housing
3. Impact on openness of adjacent Metropolitan Green Belt
4. Townscape, design and visual impact
5. Heritage impacts
6. Housing quality for future occupiers
7. Residential amenity for neighbours
8. Parking and highway safety
9. Trees, landscaping and biodiversity
10. Flood risk
11. Sustainability
12. Other planning matters

### **Principle of Development (Housing and Open Space)**

- 8.2 This proposed development needs to be assessed against a backdrop of significant housing need, not only across Croydon but 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 LB 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 indicated an additional 44,149 new homes by 2036, but as there was limited developable land available for residential development in the built up area, it was, at that time, only possible to plan for 32,890 homes). This requirement is set out in policy SP2.2 of CLP (2018) which separates this target into three 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.
- 8.3 The emerging New London Plan, which is moving towards adoption (although is being further amended) proposes 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.
- 8.4 This presumption includes places such as Selsdon, which is identified in the "Places of Croydon" section of the CLP (2018) as being an area for sustainable growth of the suburbs with some opportunity for windfall sites, with growth mainly confined to infilling with dispersed integration of new homes respecting existing residential character and local distinctiveness. The Croydon Suburban Design Guide (2019) sets out how suburban intensification can realise high quality outcomes. 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.
- 8.5 Notwithstanding the above, the site has not been previously developed and is an area of amenity land with some clear associations with the existing Hawthorn Crescent properties both in a functional and visual sense (incidental use by residents including

dog-walking and occasional leisure pursuits, car parking and provision of an open outlook). Whilst the site has very limited brownfield land credentials, it is significant that the space only appears to be used by those residents immediately bordering the site and not the wider community. All houses in the area have access to relatively sizeable rear gardens. Moreover, when viewed from Old Farleigh Road, the space is not overly prominent with the amenity land heavily screened from view by the existing mature Hawthorn hedge. Whilst it is fair to say that the space provides an open and pleasant outlook for existing Hawthorn Crescent residents, the space has limited biodiversity value and accommodates relatively low grade trees set within a maintained grassland surrounded by parked cars. Subject to the quality of the new development, officers are of the opinion there is an opportunity to make more effective use of this space and in so doing, help address the need for more homes.

- 8.6 Paragraph 97 of the National Planning Policy Framework (NPPF) advises that existing open spaces should not be built on unless an assessment has been undertaken which clearly indicates that the open space is surplus to requirement or where the loss resulting from the proposed development would be replaced by equivalent or better provision elsewhere. It is significant that the site is not designated or recognised as an open space by the CLP, although it is appreciated that the need to retain the space still needs to be assessed in accordance with the NPPF. The applicant has sought to justify the loss of this space, both from a visual and functional perspective.
- 8.7 Selsdon Recreation Ground is located 230 metres (4 minute walk) from the site and is a large public playing field (3.9 hectares) equipped with football, basketball and hockey pitches and a dedicated children's play area. Selsdon Woods is also close by and well within walking distance. Both of these recreation areas provide high standards of amenity space for all ages and pursuits. In view of the overall level of open space provision within Selsdon/Forestdale (which has the second highest level of open space provision across the borough) Council officers are satisfied (on balance) that the loss of this small area of incidental open space (both from a functional and visual perspective) would be acceptable and in accordance with the NPPF can be considered surplus to requirements, especially when viewed against the need to deliver more homes and specifically family homes.
- 8.8 It is further advised that in July 2020 the Selsdon Residents Association lodged an application with the Council which sought to include the land as an Asset of Community Value (ACV). This is why this item was withdrawn from the 30th July Committee agenda. On 4th September 2020 the decision was made that the nomination did not provide sufficient evidence of recent or ongoing community use and that it should be listed on the 'unsuccessful community nominations' list.
- 8.9 The site is located within an existing residential area and for the reasons outlined above, providing that the proposal accords with all other relevant material planning considerations, the principle of development can be supported.

## **Housing**

- 8.10 CLP 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. Policy DM1.1 requires a minimum provision of homes designed with 3 or more

bedrooms on sites of 10 or more dwellings. In suburban settings with low PTALs, the requirement is 70% 3+ bedroom units.

- 8.11 Bearing in mind that this scheme proposes less than 10 residential units, there is no specific policy requirement to deliver the 70% 3+ bedroom requirement. Notwithstanding, the proposal seeks to provide all units as 3 bed (5 person) family units which would contribute to the 30% strategic family housing target.
- 8.12 As the scheme proposes less than 10 residential units, there is no policy requirement to deliver a proportion of these houses as affordable accommodation.
- 8.13 In short, the scheme would provide 8 family sized houses and contribute to family housing targets as envisaged by the development plan.

#### Density of Development

- 8.14 The site has a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha) are appropriate. Treating the ground floor layout (living room and a linked kitchen diner) as 1 habitable room, the proposed density of development would equate to 253 habitable rooms per hectare (marginally in excess of the top of the range suggested for suburban development in PTAL 2 areas).
- 8.15 As Members will be aware, the London Plan indicates that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential such as local context, design and transport capacity. The acceptability of the development in terms of scale, mass, layout and appearance is discussed below which represents an important dimension when determining the acceptability of a particular density of development. This project has clearly emerged out of a design-led response to the site and its various relationship challenges.

#### **Impact on Openness of Metropolitan Green Belt (MGB)**

- 8.16 The site lies adjacent to, but not within the MGB. Green Belt policies (National to Local) aim to protect and preserve the openness of the Green Belt by preventing inappropriate development within the designated boundaries. Such policies do not refer to development adjacent to such designations. As such, the location adjacent to the MGB does not prohibit development. Officers are satisfied that the scheme would not harm the open character of the adjacent MGB or erode its function.

#### **Townscape and Visual Impact**

- 8.17 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; c) the appearance, existing materials and built and natural features of the surrounding area. Approaches to scale and mass are further outlined in the Suburban Design Guide.



*Image 3: View of site and surrounds*

### Site Layout

- 8.18 The existing site comprises open incidental amenity land with a visual relationship to the houses surrounding the space. Whilst this presents a pleasant relationship and has clear visual benefits for those residents, there is nothing intrinsically wrong with the principle of residential redevelopment of the amenity land from a townscape perspective, as long as the built form respects and positively responds to the character and appearance of neighbouring properties.



*Image 4: Sketch of development viewed from Old Farleigh Road*

- 8.19 The arrangement with all units facing onto Hawthorn Crescent is considered the appropriate approach to site layout, with the retention of the existing Hawthorn hedge onto Old Farleigh Road retaining a similar street relationship and treatment to that which currently exists, whilst providing further protection to private residential gardens. Front doors opening out onto Hawthorn Crescent (with front to front relationships) should be successful, providing additional street surveillance, with the proposed houses having more identifiable engagement with existing properties situated on the opposite side of Hawthorn Crescent. The inward facing site layout would also ensure that front doors would relate well with the proposed reconfigured car parking areas which would be broken up by recessed pathways and incidental tree planting. The siting retains some open space at either end of the development.

8.20 Overall, officers are satisfied with the form and layout of the scheme which appears logical and legible, suitably engaging with the remaining Hawthorn Crescent properties.

#### Scale and Mass

8.21 The existing Hawthorn Crescent properties are two storeys, arranged in groups of four and two, all exhibiting relatively uniform character (with overhanging eaves and gable features to accentuate symmetry and uniformity). The approach has focussed on a two storey built form (facing onto Hawthorn Crescent) to reflect the two storey mass of the opposite terrace, with a three storey mass facing onto Old Farleigh Road, to provide some prominence and strength to this main thoroughfare and primary public frontage. This approach has merit, both in terms of architectural relationships as well as neighbour impact. The proposed houses would respect the topography and provide a stepped relationship to roof forms, with simple eaves and stepped party wall details (between pairs of terraced properties).



*Image 5: Front elevation (two storey mass) facing onto Hawthorn Crescent properties*

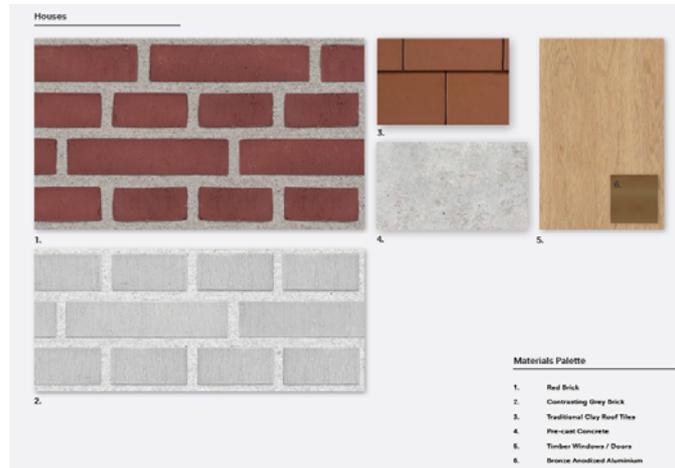


*Image 6: Sketch of front elevation – facing onto Hawthorn Crescent*

#### External Appearance

8.22 Officers are satisfied with the use of brickwork with a separate brick colour to provide a strong base to the terrace. It would provide a distinct but simple robust material palette that would not be at odds with the predominant rendered facades common to

neighbouring houses. The proposed houses would make use of red clay roof tiles (similar to Hawthorn Crescent properties) with overhanging eaves which have been well considered and detailed, with recessed windows and doors providing added relief to the elevations. Although decorative, the use of chimney stacks would provide an added architectural feature, designed to accentuate stepping between the pairs of terraced properties, further reflecting the change in levels and topography.



*Image 7: Proposed material palette*

## **Heritage Effects**

8.23 The Heritage Appraisal reviews the historic development of the site and surroundings. The nearby Selsdon Park Hotel and Golf Club represent the remaining core of the former rural estates of Selsdon Park and Sanderstead Manor. The report highlights Selsdon Park Hotel as a locally listed building and Selsdon Park as a locally recognised Historic Park and Garden and recognises the flint wall (fronting onto Old Farleigh Road) as locally listed which formed the boundary of the former Selsdon Park Estate and the character distinctions either side of Old Farleigh Road. The report concludes that the proposed development would not have any harmful effect on the heritage significance of the locally listed flint wall or Locally Listed Park and Garden at Selsdon Park Hotel. Officers concur with these conclusions and are satisfied that the local heritage assets will be suitably conserved, with their significance as heritage assets remaining unaffected.

8.24 With regards to the air-raid shelter on the site, the heritage report stated that it typical of those built during the Second World War and are common. As such, the report concluded that it has no intrinsic historic or architectural interest to warrant consideration for listing or local listing. Council officers support this view, thereby accepting its loss. Notwithstanding this, Council officers are of the view that detailed recording of specific details (including photos) of the shelter should occur prior to its demolition and made available to the public. A condition requiring this will be included on any consent issued.



*Image 8: View of locally listed flint wall – on opposite side of Old Farleigh Road*

### **Housing Quality for Future Occupiers**

- 8.25 All of the proposed new units would comply with or exceed the internal dimensions required by the Nationally Described Space Standards (NDSS). All houses would be dual aspect and would comprise a ground floor living room and kitchen/dining area with ground floor WC, a double and single bedroom at first floor with a family bathroom and a double bedroom and an additional bathroom at third floor level/roof-space.
- 8.26 The planning application was accompanied by a daylight and sunlight assessment which concluded that all proposed rooms would comply with the BRE “No Skyline” test (NSL). There would be some very minor “Average Daylight Factor” (ADF) issues with the proposed ground floor kitchen/dining area, with seven of the eight kitchen/diners slightly falling short of achieving the expected 2% target (achieving between 1.8% and 1.9%). This shortfall is largely influenced by the size and depth of the combined kitchen/dining area. Notwithstanding this, officers are satisfied with the overall quality of daylight and sunlight received. An assessment of the proposed rear gardens was not undertaken as these areas are located to the south.
- 8.27 Noise levels associated with neighbouring traffic would be able to be mitigated through standard noise insulation measures and planning conditions have been recommended to ensure that external noise effects are minimised.
- 8.28 All units would be M4(2) compliant (Accessible and Adaptable).
- 8.29 Private amenity space has been provided for all units in the form of private gardens (each measuring in excess of 10 square metres) which would be in compliance with the SPG. All amenity spaces would receive high levels of sunlight (being south west facing).

### **Effects on Immediate Neighbours**

#### Neighbour Impacts

- 8.30 The neighbours affected by the proposed development are those residing in 1-20 Hawthorn Crescent who currently overlook the site and enjoy an unrestricted view across the amenity land and towards Old Farleigh Road. The proposed houses would be sited to the south and south-west of these houses (in the most part) and outlook

would be affected as well as existing views across the amenity land. However, there is no right to a view (in town planning terms) and as highlighted above, officers are of the opinion that the orientation and appearance of the proposed development would relate well to the existing built fabric and layout of Hawthorn Crescent.

- 8.31 In terms of window to window separation, the proposed houses would be sited approximately 23 metres from the front face of the houses situated on the opposite side of Hawthorn Crescent which would be acceptable from a privacy point of view. The only front facing window (at upper floor level) would be to a first floor bedroom with all other front facing windows (lighting bathrooms and a stairwell) being either obscure glazed or positioned at high level. In terms of daylight and sunlight, the submitted assessment concluded that given the separation distance and orientation, all nearby properties (within Hawthorn Close) would continue to receive adequate daylight and sunlight in accordance with BRE Guidance.
- 8.32 Overall, whilst the proposed development would inevitably change existing relationships and modify existing open outlook enjoyed by neighbouring residential occupiers, the form, mass and detailing of the proposed development would successfully engage with existing Hawthorn Crescent properties with acceptable amenity impacts.

### **Highway Safety, Access and Parking**

#### Car Parking

- 8.33 Many objections have been received raising concern about the likely car parking demand generated by the eight houses and the capacity of existing streets and the reconfigured Hawthorn Crescent car parking area to accommodate likely demand. The London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character; 3 bedroom houses should provide up to 1.5 spaces per unit (so up to 12 car parking spaces maximum). It is noted that all 23 spaces currently available fall within the red line area.
- 8.34 Residents have advised that in most circumstances, all 23 car parking spaces surrounding the amenity land are parked-up overnight. However, the night-time surveys undertaken by the applicant's transport consultant suggests that 5 spaces tend to be available during night-time hours. The Transport Assessment has referred to 2011 Census data to determine the likely level of car ownership associated with the development and the likely level of demand. The 2011 Census data indicated an average of 1.4 cars per household which (if reflected in the current proposed development) would generate demand for 12 car parking spaces. Whilst it is conceivable that the availability of and accessibility to car parking might have an effect on the level of car ownership, it is reasonable to assume that additional spaces would need to be found (over and above the proposed 24 car parking spaces) to accommodate a proportion of this likely car parking demand.
- 8.35 It is likely that there might be some capacity on site to accommodate car parking generated by the proposed development, whilst still meeting existing car parking demand generated by Hawthorn Crescent residents. As the parking proposed would be located within the site (red line area), to ensure that adequate on-street parking remains for all residents, the applicant will be required to make all 24 car parking spaces available for existing and future residents, secured via condition. As these spaces are located within the red line and must be made available to all residents, they

must to be built to the standards required by the highway authority and adopted as public highway (through S38 and S278 agreement). Notwithstanding this, given the quantum of likely vehicles some space would need to be made available on street to accommodate any overspill car parking and visitor car parking.

- 8.36 To inform the Transport Assessment, the applicant's transport consultant carried out a car parking beat survey (utilising the Lambeth Methodology) to determine the level of on street car parking capacity and whether the likely car parking demand could be suitably accommodated in neighbouring streets (within 200 metres of the application site) including Lynne Close, Woodland Gardens and Greystone Close. In view of the strategic significance and character of Old Farleigh Road, the survey discounted any on street car parking from taking place on this road.
- 8.37 As a worst case scenario if all of Hawthorn Crescent is parked up, taking into account the cumulative effects of the Lynne Close development (with 3 overspill cars), 38 cars would be parked on street (51% stress with 74 available parking spaces); there would be sufficient on street parking to meet the likely 11 overspill on-street car parking demand from the new houses as there would be up to 25 spaces remaining until the area reaches 85% parking stress levels. It is likely that most residents will either chose to park in Hawthorn Crescent or Lynne Close although spaces will also be available in Woodland Gardens and Greystone Close.
- 8.38 It is important that certain highway works are implemented as part of this planning permission to manage car parking in and around Hawthorn Crescent and neighbouring streets to ensure that on-street car parking associated with this development can operate safely (with proper consideration for highway safety). This would be secured through a condition requiring s38 and s278 highways agreement to be entered into and works delivered in advance of occupation of the units and would include (but not limited to) delivery of yellow lines on Old Farleigh Road, new access arrangements, kerb radii increase, as well as making good any damage and adoptable standards.

#### Cycle and Refuse Storage

- 8.39 Cycle parking (two spaces per house) are to be located within the rear garden in compliance with London Plan cycle standards, details of which would need to be approved at a later date. Sufficient space has also been provided within the front garden for refuse storage, details of which will need to be approved alongside detailed boundary treatments to ensure that the impact of bins and other receptacles are minimised. As part of the development, the kerbs on the two corners within Hawthorn Crescent will be rebuilt, and the radii increased, thereby improving access to the street for refuse vehicles.

#### Other Highway Impacts

- 8.40 Access arrangements would remain unaffected (access off Old Farleigh Road and the existing Hawthorn Crescent two-way arrangement). Cars would continue to exit or enter into car parking spaces in reverse gear (as existing) and future residents would have dedicated pedestrian routes to the rear of the reconfigured car parking spaces. Adequate sightlines would need to be provided, details of which would be secured when discharging landscaping and boundary treatment details.
- 8.41 A draft Construction Logistics Plan has been submitted which identified key issues and suggested mitigation measures. Further details are required, secured by condition. The main issues relate to:

- Traffic congestion within surrounding and wider street network
- Protection of on-site ecology and infrastructure
- Noise and dust disturbance during construction
- Pedestrian and cyclist safety during construction
- Further detail is required to safeguard some car spaces during construction

## Trees, Landscaping and Biodiversity

### Trees and Hedgerow

- 8.42 There are 6 trees on site, all requiring removal to facilitate the development. Policy DM28 states that the Council will protect and enhance the borough's trees and hedgerows by not permitting development that would result in the avoidable loss or excessive pruning of preserved trees or hedgerows or trees/hedgerows that make a contribution to the character of an area.
- 8.43 Whilst two of the trees are Category B specimens (Pear), the remaining trees have been assessed as being of more limited amenity value (Category C and U specimens). With the planting of 10 replacement trees (with 5 being extra heavy stock and the remaining trees being heavy stock) officers are satisfied that the existing trees can be removed, with the replacement trees providing appropriate mitigation. The proposed trees would be planted to help mark entrances to Hawthorn Crescent (at the corners of the street) and to help break up the car parking area.
- 8.44 The existing hedgerow onto Old Farleigh Road is proposed to be largely retained, thereby retaining a soft frontage to the development onto Old Farleigh Road. Two small sections of hedgerow would need to be removed to allow for the two pedestrian routes and enhanced sightlines (off Old Farleigh Road) although this would be supplemented to a certain extent by additional hedging alongside the flank elevations of the proposed terrace. To create level and useable outdoor areas to the rear of the dwellings, a low scale retaining wall is also required alongside this existing hedgerow. Working arrangements adjacent to this hedge (including hand digging and an arboriculture watching brief) would need to be specified and secured through imposition of a planning condition that requires works to be undertaken in accordance with the arboriculture report.



*Image 9 – Section of proposal including proposed retaining walls.*

### Ecology

- 8.45 Officers agree with the overall conclusions of the applications biodiversity report; in view of the significant spatial separation from Local Nature Reserves and non-statutory sites of importance for nature conservation and the relatively small scale of development, the proposal should have no impact on the value of these neighbouring ecological sites. The assessment confirmed the existing site has some limited potential to support bats and certain bird species and suggested various mitigation measures to

encourage enhanced biodiversity; tree removal taking place outside the bird nesting season, ensuring the retention of the hedgerow, the need to minimise light spillage and the installation of bird boxes.

### **Flood Risk**

- 8.46 Whilst the site has a very low risk of fluvial flooding (Flood Zone 1) and surface water flooding, the site is included within a Critical Drainage Area (Forestdale and Addington) and the mitigation measures suggested focus on water infiltration of surface water to help mitigate any increase in off-site flood risk. Foul drainage would be linked into the public sewer running down Old Farleigh Road (which has been confirmed to have capacity) and surface water would be drained/utilised sustainably (surface water storage on site and infiltration). It is recommended that a SUDs condition be imposed.

### **Sustainability**

- 8.47 CLP Policy SP6.3 requires all new build residential development of fewer than 10 units to achieve the national technical standard for energy efficiency in new homes set at a minimum of 19% CO2 reduction beyond Part L of the Building Regulations and requiring new build development to meet a minimum water efficiency standard of 110 litres/person/day. Consequently, it is recommended that planning conditions be imposed to ensure that the development achieves both requirements.

### **Other Matters**

#### Archaeology

- 8.48 The site falls just outside an Archaeological Priority Zone. It is likely that any previous archaeological remains were significantly disturbed during the construction of the air raid shelter. However, it is recommended that an archaeological watching brief be put in place to review the removal of the air-raid shelter and any other associated works, if only to record the presence and form of this previous structure.

#### Contamination

- 8.49 There is some evidence of existing contaminants within made ground; suitable precautions will be required as any ground-works progress. The Council's Environmental Health Service has accepted the applicant's Ground Investigations Report and has recommended the imposition planning conditions to require remediation works to be undertaken to render the site fit for purpose.

#### Health

- 8.50 The scheme would ensure the creation of a healthy community with access to open space, as well as promoting cycling and walking.
- 8.51 The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

### **Conclusions**

- 8.52 Whilst it is accepted that the scheme would result in the loss of incidental open space/amenity land which contributes to the character of the immediate area, given the proximity, size and quality of nearby open space, the subject site is considered surplus to requirement for the purpose of recreation, exercise and play space. The

scheme would deliver new homes and specifically family homes, contributing to the 30% strategic target to deliver family sized accommodation.

- 8.53 The design of the proposals has been well considered in terms of layout, scale, mass, external appearance and landscaping. The houses would all comply with internal space standards, would be dual aspect and would provide a high standard of accommodation overall. The impact of the development on immediate neighbours would be minimal and there is capacity on street (taking into account cumulative impact) to accommodate overspill car parking demand. It is important that the applicant continues to liaise with existing Hawthorn Crescent residents as it will be necessary to manage on-site car parking demand between existing and future residents.
- 8.54 All other relevant policies and considerations, including equalities, have been taken into account.