

PART 6: Planning Applications for Decision**Item 6.7****1.0 APPLICATION DETAILS**

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

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

All units are proposed for private sale

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

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

2.0 RECOMMENDATION

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

Conditions

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

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

Informatives

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

3.0 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for the:

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

Site and Surroundings

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

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

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

Planning History

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

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

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

5.0 CONSULTATION RESPONSE

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

Historic England (Greater London Archaeology Advisory Service)

- 5.2 No comment received.

Transport for London

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

6.0 LOCAL REPRESENTATION

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

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

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

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

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

Croydon Local Plan 2018 and the new consultation for the London Plan	
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- 6.3 Councillor Tim Pollard (a Ward Councillor) made representations and did not object to the scheme but raised concerns about the suitability of the proposed access. [OFFICER COMMENT: This is addressed in paragraph 8.17 of the report]

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

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

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

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

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

7.4 Consolidated London Plan 2016 (LP):

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

7.5 Croydon Local Plan 2018:

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

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

7.6 There is relevant Supplementary Planning Guidance as follows:

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

8.0 MATERIAL PLANNING CONSIDERATIONS

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

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

Principle of development and the established need.

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

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

Townscape and Visual Impact

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

Vicarage building

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

Houses

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



BIRDS EYE VIEW OF THE PROPOSED DEVELOPMENT

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

Impact on Neighbouring Residential Amenity

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

The standard of accommodation for future occupiers

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

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

Transportation Considerations

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

Trees and biodiversity

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

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

Other matters

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

Conclusions

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