

PART 6: Planning Applications for Decision

Item 6.3

1.0 SUMMARY OF APPLICATION DETAILS

Ref:	18/05157/FUL
Location:	2-5 Barrowsfield, South Croydon, CR2 9BZ
Ward:	Sanderstead
Description:	Demolition of existing buildings and erection of 4/5 storey building comprising 33 self-contained flats (5x1 bed, 15x2 bed and 13x3 bed), vehicular access off Limpsfield Road, 26 car parking spaces (including two disabled car parking spaces), integral cycle store for 64 cycles, integral bin storage, hard and soft landscaping, boundary treatment and communal amenity space at roof level.
Drawing Nos:	3204-10 Rev K, 3204-14 Rev I, 3204-15 Rev J, 3204-16 Rev J, 3204-17 Rev J, 3204-18 Rev J, 3204-19 Rev J, 3204-20 Rev I, 3204-21 Rev H, 3204-22 Rev D, 3204-23 Rev A, 3204-24 Rev E, 3204-25 Rev E, 3204-26 Rev F, 3204-27 Rev E, 3204-32, QLP_001 Rev B, 100 Rev A, 300 Rev A and 18-580-TPP.
Applicant:	Quantum Land and Planning Ltd
Agent:	Mr Spencer Copping
Case Officer:	Samantha Dixon

	studio	1 bed	2 bed	3 bed	4 bed
Existing			1	1	2
Proposed flats		5 (16%)	15 (45%)	13 (39%)	0

Affordable -15% on site (3 affordable rented units (1x1 bed, 1x2 bed and 1x3 bed) and 2 shared ownership units (1x2 bed and 1x3 bed) with required early and late stage review mechanisms.

Number of car parking spaces	Number of cycle parking spaces
26	64

- 1.1 This application is being reported to Planning Committee because the Planning Vice Chair (Councillor Paul Scott) who was Planning Chair at the time of referral and Ward Councillors (Councillors Lynne Hale and Cllr Tim Pollard) have made a representation in accordance with the Committee Consideration Criteria and requested Committee consideration. Moreover, 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 prior to the completion of a legal agreement to secure the following:

- a) Affordable housing – 5 units (3 x affordable rented and 2 x shared ownership) and Review Mechanism
- b) Local Employment and Training contributions

- c) Financial contribution towards air quality
- d) Provision/contribution to car club space
- e) S278 Agreement for the implementation of the highway works
- f) Carbon offsetting contribution
- g) Monitoring fee
- h) And any other planning obligations considered necessary

2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the legal agreement indicated above.

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

Conditions

1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
2. Details and samples of materials to be submitted
3. Detailed elevational drawings (Scale 1:10) showing window reveals
4. Details of signage to be submitted
5. Landscaping to be submitted
6. Accordance with Tree Protection Plan
7. Details of boundary treatment and retaining walls to be submitted
8. Details of children's play-space to be submitted for approval
9. Lighting of bin and bike stores, surface and under-croft parking areas to be submitted for approval
10. Details of screen to communal amenity space to be approved
11. Inclusive access M4(2) and M4(3)
12. Car parking provided as specified
13. Car club space on street to be provided prior to occupation
14. Details of electric vehicle charging point to be submitted
15. Full details of cycle storage to be submitted
16. Construction Logistics Plan to be submitted
17. Submission of Residential Green Travel Plan
18. 110litre Water usage
19. Accord with mitigation and enhancement measures outlined in the Preliminary Ecological Survey
20. Submission of a copy of the EPS licence for bats prior to commencement of any development.
21. Construction environmental management plan (biodiversity) to be submitted prior to any development on site.
22. Accord with mitigation outlined in Noise Assessment
23. Reinstatement of raised kerbs and verge where necessary
24. SuDS condition as requested by LLFA
25. Contaminated Land remediation strategy to be submitted
26. Contaminated Land verification report to be submitted
27. Unexpected contamination
28. Details of connection to foul and/or surface water drainage system to be submitted
29. No infiltration of surface water drainage into the ground
30. No piling or any other foundation designs using penetrative methods without consent of the LPA.
31. Time limit of 3 years

32. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Granted subject to a Section 106 Agreement
- 2) Community Infrastructure Levy
- 3) Code of practise for Construction Sites
- 4) Light pollution
- 5) Requirement for ultra-low NOx boilers
- 6) Nesting birds in buildings
- 7) Thames Water informatives regarding underground assets and public sewers
- 8) Environment Agency advice to applicant regarding contaminated land, piling, drainage and disposal of soil.
- 9) 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.

2.4 That if by 30th November 2019 the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following:

- Demolition of the 4 existing houses
- Erection of a four/five storey building to create 33 residential units including 13x3 bedroom (39%), 15x2 bedroom (45%) and 5x1 bedroom (16%).
- Provision of rooftop communal external amenity space and children's play space
- Provision of 26 off-street parking spaces
- Provision of associated refuse and cycle stores

3.2 During the course of the application amended plans have been received. The main alterations to the scheme have been as follows:

- Amendments to the proposed roof form – presenting a mansard roof appearance with projecting dormers. (Reason: To introduce a more residential and calmer feel to the proposed block, better respecting the character and appearance of the immediate area).
- Amendments to the façade - colour of the brick work (Reason: To ensure that the tone better reflects the predominate brick tone in the area)
- Balconies mostly recessed into the building envelope and balustrades altered from glass to metal railing (Reason: To reduce their prominence and create a cleaner overall finish to the building)
- Alteration to appearance of entrances (Reason: To make them more legible and consistent with the overall scheme)

- Inclusion of rooftop children's play space (Reason: To ensure that the scheme delivers policy compliant children's play space. The scheme as initially submitted had no children's play space)
- Removal of entrance into Sanderstead Recreation Ground (Reason: The entrance involved access over private land outside of the application site)
- Additional lift within the second stair-core (Reason: All units now have step free access and would comply with M4(2) requirements)
- Additional entrance from the building into the car park (Reason: To provide step free access to all units to and from the car park).



Fig 1: Proposed site plan

Site and Surroundings

- 3.3 The application site comprises a rectangular parcel of land on the western side of Limpsfield Road, bounded by Barrowsfield to the north. Limpsfield Road (B269) provides a north to south axis route from Sanderstead through to Warlingham. The site comprises a pair of two storey semi-detached properties which front onto Barrowsfield and two detached properties (one a single storey bungalow and one a two-storey dwelling) both fronting onto Limpsfield Road.
- 3.4 The southern and part of the western boundary of the site abuts Metropolitan Green Belt. To the north of the site lies Barrowsfield which is a narrow private road (lacking footpath access) which serves seven residential units. Beyond this to the north is a high hedge which demarcates the boundary between Barrowsfield and a large play area, which forms part of a wider Sanderstead Recreational Ground and is also designated as Metropolitan Green Belt. Yew Tree Court, a three-storey building

comprising 26 later living retirement apartments, is located on the opposite side of Limpsfield Road to the east.



Fig 2. Aerial view highlighting the proposed site within the surrounding area

- 3.5 The site has a public transport accessibility level (PTAL) of 1b. The eastern side of Limpsfield Road directly opposite the site is defined as a local centre and primary shopping area and contains a large supermarket, petrol station and a number of small local shops, cafes and take-aways.
- 3.6 Limpsfield Road has been identified to be at risk of surface water flooding. The site is also located within an Archaeological Priority Zone.



Fig 3. Aerial street view highlighting the proposed site in relation to adjacent properties

Planning History

- 3.4 18/01243/PRE: New Build Residential – Demolition of existing buildings and erection of building comprising 33 self-contained flats
- 3.5 18/03262/PRE: New Build Residential - Demolition of existing buildings and erection of building comprising of 34 self- contained flats
- 3.6 98/01769/P - Planning permission was granted at 3 Barrowsfield for the erection of a single storey side extension - granted on 17 September 1998.

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 proposal includes 15% affordable housing and a review mechanism, in accordance with local plan requirements and is the maximum reasonable level of affordable housing currently deliverable in view of scheme viability.
- The proposal includes a policy compliant number of family units.
- The development would not have any impact on the openness or function of the adjacent Metropolitan Green Belt.
- The scheme has been amended so that the design and appearance of the development is appropriate. Whilst acknowledged that the mass of built form is significantly greater than the existing structures of site, the proposal accords with the thrust of guidance contained within the Suburban Housing Design SPD.
- The living conditions of adjacent occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS).
- The level of parking and impact upon highway safety and efficiency would be acceptable.
- Sustainability aspects have been properly assessed and their delivery can be controlled through planning obligations and 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) (Statutory Consultee)

- 5.2 An objection to the development was initially received. Further information has now been received to address these concerns. The LLFA have now removed its objection and is satisfied that a detailed sustainable drainage scheme can be suitably secured through a condition (which is recommended).

Thames Water

- 5.3 No objection with regard to waste water network and waste water process infrastructure. With regard to surface water drainage, it the developer follows the sequential approach to the disposal of surface water they have no objection. The

proposed development is located within 15m of our underground waste water assets and as such we would require an informative be attached to any approval granted.

Natural England

- 5.4 No comments to make on this application

English Heritage

- 5.5 No comments received

Environment Agency

- 5.6 Planning permission could be granted subject to conditions regarding contaminated land, connectively to foul and surface water drainage, surface water drainage infiltration and piling.

6.0 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of 52 letters of notification to neighbouring properties in the vicinity of the application site. Site notices were also erected in the vicinity of the site and a press note published. The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: Objecting: 562 Supporting: 4 Comment: 0

- 6.2 The neighbours were re-notified following receipt of amended plans. The number of representations received from neighbours in response to notification and publicity of the amended application are as follows:

No of individual responses: 495 Objecting: 495 Supporting: 0 Comment: 0

- 6.3 Immediately prior to the finalisation of this report, officers received further amendments to the plans and elevations which focussed on detailed design issues (including the design of the main entrances to the building, façade treatments, the introduction of further windows overlooking the open space to the north and further balcony detailing). As these changes were relatively minor and had little bearing on the scheme (when viewed holistically), officers determined that there was no need for further re-consultation.
- 6.4 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>Visual amenity</i>	

Proposal does not accord with The Planning Inspectorate's comments regarding intensification in Sanderstead	Addressed in Section 8.4 of this report.
Harm to setting of Green Belt	Addressed in Section 8.13 of this report.
Overdevelopment of the site. Exceeds maximum density in the London Plan	Addressed in Section 8.30 of this report.
Development on 90% of site with no landscaping	It is acknowledged that the proposed development on site is far more significant than the current built form. Landscaping addressed in Section 8.66 of this report.
Too close to road – doesn't respect building line	Addressed in Section 8.21 of this report.
Flats out of keeping in Sanderstead	There is existing flatted development within close proximity to the application site.
Design - 5 storeys and mass out of keeping/obtrusive	Addressed in Section 8.17 – 8.31 of this report.
Change the character of the area and the village feel of Sanderstead	Addressed in Section 8.17 – 8.31 of this report. The built form around the application site is well varied in terms of age, scale and appearance.
Destruction of period properties	Addressed in Section 8.14 – 8.16 of this report.
Negative impact on vital green space	The site is an existing brownfield site containing housing. There will be no impact on the function of the adjacent recreation ground or Metropolitan Green Belt.
<i>Impact on amenities of neighbouring properties and future residents</i>	
Loss of light to neighbouring properties	Addressed in Sections 8.40 – 8.49 of this report.
Overlooking and loss of privacy for neighbours	Addressed in Sections 8.40 – 8.49 of this report.
Loss of enjoyment/use of garden of 1 Barrowsfield	Addressed in Section 8.45 of this report.
Inadequate perimeter treatment	Full details of boundary treatment would be secured by condition

Artificial lighting glow – impact on adjacent properties	In accordance with guidance from the Institution of Lighting Professionals, light from the proposed illuminations should not cause a nuisance to local residents. The development should comply with standard guidance and this shall be recommended as an informative on any permission granted.
Loss/obstruction of views of the park	This is not a material planning consideration
Extra pollution and noise disturbance. Pollution from extra cars and to future occupiers (front balconies and roof top amenity space)	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. The additional impact on the highway network is considered to be negligible. The Councils Environmental Health Team have no objection in this regard.
Construction noise and dust will be harmful to local residents	A condition will be imposed requiring a Construction Logistics Plan to ensure construction noise and dust is not harmful to local residents.
Noise Assessment outlines unacceptable conditions for some future residents	Addressed in Sections 8.34 of this report. The Council's Environmental Health Officer finds the mitigation measures in the Noise assessment acceptable.
Proposed flats are cramped	All units accord with required national standards. Addressed in Section 8.32 of this report.
No privacy for residents of Plots 4, 5 and 6	The private amenity spaces will be surrounded by soft landscaping/hedging.
Not enough green space for the proposed occupants	Each unit has private amenity space and there is a small communal space at roof top level. Whilst the lack of open green space on site is noted, the site is located directly adjacent to Sanderstead Recreation Ground.
No children's play space	The scheme has been amended so that children's play space is provided on the roof of the development. Addressed in Sections 8.37 of this report.

Roof terrace unsafe as a children's play area	The design of the children's play area will be of key importance to ensure the safety of the users. Full design details will be secured by condition.
Overlooking and over-shadowing of the children's play area and overlooking of Gresham School	<p>The children's play area is a public space in the public realm which is visible by all. Gresham School is 120 metres away from the site.</p> <p>The development is located 5m away from the playground and due south. The sun would be at its highest when there may be an impact on the playground and as such the impact would be negligible.</p>
Cause extra anti-social behaviour on the recreation ground.	This is a residential development in an existing residential area and there is no evidence or reason to suggest that the proposal would result in extra anti-social behaviour. The development would overlook the recreation ground and therefore this natural surveillance may reduce anti-social behaviour.
<i>Landscape/Trees</i>	
Loss of existing established trees	Addressed in Sections 8.65 and 8.66 of this report.
Loss of biodiversity and natural habitat. Site home to protected species	Addressed in Section 8.67 of this report.
<i>Transport and parking</i>	
Inadequate parking provision	Addressed in Sections 8.53 – 8.56 of this report.
No visitor or delivery/servicing parking/stopping areas on site	There is not a policy requirement to provide visitor or servicing parking. Swept path analysis dominates that goods vehicles can access the site and leave in forward gear.
Access too narrow – vehicles will back up onto the highway	Addressed in Sections 8.51 and 8.52 of this report.
Has consideration been given to assess in case of fire?	Addressed in Section 8.61 of this report.

Increased traffic/exacerbate traffic problems. This part of Limpsfield Road already congested	Addressed in Sections 8.50 of this report.
Refuse collection will cause traffic jams.	Refuse vehicles already stop on Limpsfield Road for the existing dwellings. The stopping time is not considered to be significantly greater for the proposed development in comparison to the existing situation.
Not easily accessible by public transport given the local topography. Public transport inadequate to replace cars in this area. Existing buses and trains are already over full	Whilst it is acknowledged that the PTAL is low, given the scale of development there is unlikely to be a severe impact on public transport capacity.
Plans to reduce bus service in the area – routes 403 and 412 to terminate on the fringe of the town	The Council is working with TfL to improve service provision in outer areas of the borough.
Highway safety concerns – located in the middle of two schools	There are existing vehicular access roads and crossovers on this section of road and as such impact will not be unacceptable.
Danger to Pedestrian and children's safety during construction and long term obstruction	The plans show acceptable highway visibility splays on the access road entrance and this stretch of road has good sightlines with minimum obstructions to visibility.
Less parking for shoppers of the local shops	As the parking bays on Limpsfield Road are 40 mins short stay bays, residents would not park here and therefore there would be no impact on shopper or short stay parking.
Inadequate cycle, mobility scooter and electric cycle storage	The cycle store provides space for 64 cycles as required by the London Plan. Electric cycle storage can be secured by condition. Each wheelchair accessible unit has space within the unit for wheelchair storage.
Cycle use unlikely due to topography of area	Cycle storage is proposed in accordance with London Plan requirements.
Unlawful direct access to recreation ground	The access into the recreation ground has been removed from the proposals.
Number of recycle bins seems inadequate	Addressed in Section 8.60 of this report.

Construction Logistics Plan misleading – construction workers will park on surrounding roads	Addressed in Section 8.62 of this report. An amended CLP will be required by condition.
<i>Other matters</i>	
Only 15% affordable housing	The application proposes a policy compliant amount of affordable housing. Addressed in Sections 8.6 – 8.9 of this report.
Need for more family homes not flats	The proposal would provide 13x3 bedroom units which is an increase in family units over the existing situation.
Loss of family homes (under 130sqm) and therefore does not accord with policy	Addressed in Sections 8.10 – 8.11 of this report.
The number of three-bedroom units does not accord with policy	Addressed in Sections 8.10 – 8.12 of this report.
Increase flood risk	Addressed in Section 8.63 of this report.
Impact on archaeological remains	Addressed in Section 8.68 of this report.
Exacerbate impact on already strained services i.e. doctors, dentists, schools. Inadequate infrastructure to support the development. Need to build new infrastructure.	The application is CIL liable. Addressed in Section 8.69 of this report.
Too many planning applications in the area	Each planning application is judged on its own merits. The cumulative impacts of development are assessed accordingly.
Quota for new homes in the borough is already exceeded	Addressed in Section 8.2. The number of new homes needed in the borough has not been exceeded.
Brownfield sites should be developed instead	This site comprises existing residential development and is classed as a brownfield site.
No consultation with neighbours by the developer	Neighbours were notified of the application in accordance with the required national guidelines. Applicants are encouraged to engage with local residents, but it is not a planning requirement.

Set precedence for other such developments on green space	There is no objection to the principle of the development. This is a previously-developed brownfield site and the proposal does not seek to redevelop open space.
Poor effort by the planning department	This application has not been made by the local planning authority.

6.5 The following Councillors have made representations:

Cllr Paul Scott (Woodside Ward Councillor). Referred application to committee for further consideration of:

- Potential to meet housing need through the provision of new homes, responding to local, regional and national housing targets
- Affordable housing provision – only 15% with a review mechanism. Not compliant with policy as not in the OA or a district centre
- Mix of residential units – lack of family sized units
- Amenities for future occupiers and especially families with children
- Inappropriate use of glass balustrades limiting the usability of the balconies.

Cllr Lynne Hale (Sanderstead Ward Councillor) Objecting and referred application to committee:

- Over development due to size, density, bulk and massing
- Density of 152 units per hectare far exceeds even the maximum guidance for central urban areas of 100 units per hectare
- Fails to meet the Croydon Local Plan 2018 proposals for intensification of the suburbs; the Planning Inspectorate Report following the CLP examination (dated 16 January 2018) Item 135 states “The Setting of Sanderstead is an exception, where the PTAL rating at 1b is one of the lowest accessibility ratings in London and so falls below the lowest end of the range which should be considered for intensification, according to the Council’s own criteria.”
- Out of character with the character of the existing buildings in this Sanderstead Village location
- The urban design is dreadful and completely fails to respect the location right next to the lovely green and open character of Sanderstead Recreation Ground
- Insufficient parking provision - will add to already stressed parking in this local area - especially at school times
- Loss of Edwardian property
- No children’s play space as required by policy.

Following points raised in respect of the amended plans:

- Height massing and design are out of character
- Density too high and contrary to guidance
- Over 50% are single aspect flats
- Unacceptable loss of two properties below 130sqm
- Inadequate cycle, mobility scooter and electric cycle storage

- Loss of amenity to existing residents of Barrowsfield and inadequate perimeter treatment
- Over development of the building footprint and car parking to cover 90% of the site
- Inadequate landscaping
- Proposed building line does not reflect the established building line
- Unsafe rooftop children's play area
- Inadequate car parking which will negatively impact local businesses and residents
- Poor quality design with no architectural merit, completely at odds with its proposed Sanderstead Village location immediately adjacent to the open green space of Sanderstead Recreation Ground.

Cllr Tim Pollard (Sanderstead Ward Councillor) Objecting and referred application to committee:

- Gross over development of the site due to size
- Insensitive development of a site surrounded on three sides by Green Belt
- Excessive massing from the street
- Insensitive design which does not in any way support its locality
- Parking provision inadequate for an area relatively poorly served by public transport
- Inadequate facilities for genuine family use
- Domination over nearby housing

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:

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
- 3.9 Mixed and balanced communities
- 3.11 Affordable housing targets
- 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
- 3.13 Affordable housing thresholds
- 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

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 flood risk
- DM26 Metropolitan Green belt
- SP7 Green Grid
- 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

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. Affordable housing and housing mix
3. Impact on openness of Metropolitan Green Belt
4. Townscape and visual impact
5. Housing quality for future occupiers
6. Residential amenity for neighbours
7. Parking and highway safety
8. Flood risk
9. Sustainability
10. Trees, landscaping and biodiversity
11. Other planning 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 This presumption includes Sanderstead, 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) has recently been adopted, which 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 Numerous objectors have commented that the Planning Inspector who presided over the Croydon Local Plan Examination (Examination Report dated 16 January 2018, item 135), advised that '*The Setting of Sanderstead is an exception, where the PTAL rating at 1b is one of the lowest accessibility ratings in London and so falls below the lowest*

end of the range which should be considered for intensification, according to the Council's own criteria'. This comment referred to Sanderstead being considered as a possible location for "Focussed Intensification" within which development would be significantly more intensive across a wide area. Whilst this site (nor any others in Sanderstead) is included within an Intensification Area, stand-alone applications such as this, need to be assessed in accordance with the policies outlined above (especially meeting housing need and a presumption in favour of the sustainable development of new homes).

- 8.5 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 accords with all other relevant material planning considerations, the principle of development is supported.

Affordable Housing and Housing Mix

- 8.6 The CLP (2018) states that to deliver affordable housing in the Borough on sites of ten or more dwellings, the Council will negotiate to achieve up to 50% affordable housing, subject to viability and will seek a 60:40 ratio between affordable rents homes and intermediate (including shared ownership) homes unless there is an agreement with a Registered Provider that a different tenure split is justified. CLP Policy SP2.5 requires a minimum provision of affordable housing to be provided either:

a) Preferably as a minimum level of 30% affordable housing on the same site as the proposed development or, if 30% on site provision is not viable;

c) As a minimum level of 15% affordable housing on the same site as the proposed development, plus a Review Mechanism entered into for the remaining affordable housing (up to the equivalent of 50% overall provision through a commuted sum based on a review of actual sales values and build costs of completed units) provided 30% on site provision is not viable and construction costs are not in the upper quartile.

- 8.7 A Full viability appraisal was provided in support of the planning application which concludes that the proposal can provide 15% on site affordable housing, accepting that comprehensive review mechanisms would be required to capture any uplift in value and the scheme progresses. This would equate to five units; 3 affordable rented units (1x1 bed, 1x2 bed and 1x3bed) and 2 shared ownership units (1x2bed and 1x3 bed). The appraisal concludes as follows:

'The financial appraisal model for a scheme that includes a policy-target affordable housing contribution produces a residual value output that represents a substantial deficit against the site's EUV-based benchmark land value. This does not therefore provide a viable outcome for the applicant and the proposed scheme could not be expected to proceed on that basis. The reduction of the contribution to the Council's 15% minimum would significantly reduce the deficit. Even so, the applicant would still need to take a view about potential residential market movements or look for currently unanticipated construction cost savings to produce a scheme that, with a potentially compromised profit margin, could be pursued. However, there must be some doubt that these circumstances would, in practice, arise and that the scheme would be able to deliver an additional affordable housing contribution through the operation of a review mechanism in the Section 106 agreement associated with any planning consent'.

- 8.8 The Appraisal has been assessed by an independent viability consultant. This consultant initially assessed the viability of the scheme - if 15 affordable units were to be made available and found that the residual land value would be considerably under the benchmark land value and therefore unviable. A further appraisal with the minimum provision of 15% affordable housing (5 units) was undertaken which found that the residual land value would still be below the benchmark land value, meaning that the applicant would be in deficit of the usual expected profit levels.
- 8.9 That said, it is clear that the level of affordable being offered would comply with policy requirements - as set out in Policy SP2.5; providing 15% on site affordable housing with required review mechanisms secured by way of a legal agreement. The agent has confirmed that an agreement has been made with a Registered Provider to take on the 5 affordable units. As such, based on the above finding of the independent assessor, the proposal is considered acceptable and in accordance with policy requirements.
- 8.10 CLP Policy DM1.2 seeks to prevent the net loss of 3-bedroom homes (as originally built) and homes less than 130m². Moreover, 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. The policy goes on to say that within three years of the adoption of the plan, where a viability assessment demonstrates that larger homes would not be viable, an element may be substituted by two-bedroom (four person) homes.
- 8.11 The existing dwellings on site comprise 1x2 bed, 1x3 bed and 2x4 bed houses. Two of the existing houses are smaller than 130sqm (excluding garages and conservatory). All of the proposed units have floor spaces of less than 130sqm and 13 of the new units would comprise three bedrooms. There would therefore be no net loss of homes under 130sqm or three-bedroom homes as required by Policy DM1.2.
- 8.12 The development proposes a unit mix comprising of 13x3 bedroom (39%), 15x2 bedroom (45%) and 5x1 bedroom (16%). All of the two-bedroom units have been designed to accommodate 4 persons with a GIA of 70sqm or above. When including the two-bedroom units, the scheme would provide 84% family sized units (exceeding the target). The proposal provides a net gain in family accommodation, in accordance with/exceeding the policy requirements outlined above.

Impact on Openness of Metropolitan Green Belt

- 8.13 The site lies adjacent to - but not within the Metropolitan Green Belt (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 Green Belt boundaries. Such policies do not refer to development adjacent to such designations. As such, the location of the site adjacent to the MGB does not prohibit development. The proposed building would be located on previously developed brownfield land. Whilst the scale of the building is notably larger than the current built form on site, given its location, it would not harm the open character of the adjacent MGB or erode its function.

Heritage Impact, Townscape and Visual Impact

- 8.14 The existing dwellings on the site have a mixed appearance with no uniform style. The properties fronting Limpsfield Road (a detached bungalow and two storey dwelling) were constructed in the 1950-1960s and are of little architectural or historic importance and there is no objection to their demolition.



Figure 4. Front elevation of 2-3 Barrowsfield

- 8.15 The semi-detached pair fronting Barrowsfield is Edwardian (built between 1887 and 1912). The properties are partly rendered and partly tile clad. A Heritage Statement was submitted alongside the application which outlined the historic evolution of this part of Sanderstead. Whilst 2-3 Barrowsfield are of some merit (the building comprises typical features of its age and style, such as bay windows and large fireplaces and external detailing and is an earlier example of a residential building on this part of Limpsfield Road) the building within Sanderstead as whole (or nationally) is not a rare example in terms of its style or use. The external appearance of the building has been noticeably altered through extensions and subdivision which detracts from its overall aesthetic value. Whilst the building is of minor local interest solely due to its age, it does not represent any distinctive local vernacular or traditions.
- 8.16 The existing properties are not statutorily listed or locally listed and do not fall within a conservation area. Whilst 2-3 Barrowsfield contains some qualities of merit, this is considered to be of only limited local value and insufficient to warrant inclusion on the local or statutory list. As such, there can be no objection to the removal of this building.
- 8.17 The area surrounding the site has a very mixed character in terms of building type and layout. The short cul-de-sac of Barrowsfield comprises 7 properties, mainly two storey dwellings of varied age and appearance. Barrowsfield is surrounded by Sanderstead Recreation Ground and as such appears as an 'island' site, separated from other built forms by Limpsfield Road. As stated above, 4 and 5 Barrowsfield front onto Limpsfield Road and their appearance is of no special merit, failing to enhance the appearance of the area. 2-3 Barrowsfield does not have a strong visual presence onto Limpsfield

Road with the building set well back from the highway with a close-boarded fence prominent along the site boundary.

- 8.18 The properties situated on the eastern side of Limpsfield Road comprise varied architectural forms - in terms of scale and appearance. To the north is a traditional row of shops with two storeys above and pitched roofs. Opposite the site is Yew Tree Court, a development of 26 "later living" retirement apartments which has a large footprint and comprises three storeys, the third contained within the roof space. To the south of this is a petrol station and then a Waitrose supermarket which is a substantial two storey structure with a modern appearance and flat roof. To the east of Yew Tree Court, is Borough Grange, a large flatted residential block of 45 units over three storeys, with part pitched and part flat roofs. These buildings can be seen in Figures 2 and 3 above.
- 8.19 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.
- 8.20 The existing buildings have a poor relationship with Limpsfield Road. Whilst 4 & 5 Barrowsfield face onto Limpsfield Road, the close boarded fence enclosing the rear garden of 3 Barrowsfield takes up half of the road frontage. These buildings have a stand-alone form and function along this side of Limpsfield Road and their complete removal would effectively remove the current building line and provide opportunities for a new stand-alone front building line and Limpsfield Road relationship. The current prominent unattractive fencing would be removed and the built form would be located closer to the Limpsfield Road back edge of footway. The development would form a strong active frontage to Limpsfield Road and a minimum gap of 3 metres would be provided to the front of the building which would allow sufficient for landscaping to help soften the proposed relationship with the street.
- 8.21 Objections have referred to the historic building line along the western side of Limpsfield Road with original buildings in the area being set back over 9m from the road. As stated above, this site is detached from the adjacent properties on this side of Limpsfield Road by over 50m and therefore is not read as part of a clear building line. Other buildings have been erected in this row that sit forward of the historic building line (e.g. Tea Room within the Recreation Ground and adjacent Brethren's Meeting Room) and there are instances of close-boarded fencing and brick boundary walls that dominate the streetscape on Limpsfield Road to the north of the site. This area is not within a designated conservation area. Given the existing circumstances, the proposal would not encroach over any clear or notable building lines and it is not considered that the positioning of the building would not harm the character of the street scene in this regard.
- 8.22 The proposed building would have an 'L' shaped footprint and has been designed to predominantly address the Limpsfield Road frontage. The building would have two main entrances; one onto Limpsfield Road and one onto Barrowsfield, with pedestrian access from Limpsfield Road. The building would span the majority of the Limpsfield Road frontage with recessed intervals to successfully break up the resultant massing from this viewpoint. The overall footprint of the building would be comparable with other built forms in the immediate area, including Yew Tree Court, Borough Grange and the Waitrose building. The width of the building in the street scene (45 metres) would be comparable with the width of the main frontage of the Waitrose building (40 metres),

Yew Tree Court opposite (32 metres not including rear protrusion) and the historic terraced rows to the north-east.

8.23 Section 2.10 of the Suburban Design Guide SPD (2019) suggests appropriate ways of accommodating additional accommodation on sites based on the site's context. Where the surrounding buildings are predominantly detached dwellings of two or more storeys, new developments may be three storeys with an additional floor contained within the roof space or set back from the building envelope below. The properties on Barrowsfield are predominantly two-storey whilst those on the eastern side of Limpsfield Road are predominantly three storey.

8.24 Section 2.14 of the SDG refers to forms of development on corner plots. This site, fronting Limpsfield Road and Barrowsfield can be classed as a corner plot. The SDG states that by working with the dual aspect, proposals for the development of corner plots should seek to accommodate additional height and depth as marker points within the townscape. Such redevelopment should seek to include an additional storey and some may be able to accommodate further height provided the massing is responsive to neighbouring properties.



Figure 5. SDG building height



Figure 6. SDG corner plots

8.25 The application proposes a part three, four, and part five storey building. The element adjacent to 1 Barrowsfield would be three storey. The height would rise to four storeys on the corner of the plot and there would be a five storey element towards its southern end. Given the mixed scale of existing buildings in the immediate area, it is considered that the development has been designed to respond appropriately to the local context.



Figure 7. Proposed building showing height in comparison to adjacent buildings

8.26 The built element adjacent to 1 Barrowsfield would be 1.7 metres higher than this house for a width of 10m. The height of the building would respect the height of the existing houses on Barrowsfield, the higher element set well away from the boundary with these properties. The four-storey element would accord with the SDG guidance for corner plots and infill development. The height of this four-storey element would only be 1.3 metres higher than the opposite development at Yew Tree Court and therefore, its prominence in comparison to this building would not be overly obtrusive. The building increases by a further storey towards its southern end. This element would span approximately half of the width of the building and would be set well back from

the main flank elevations which would be suitably subordinate when viewed from the street. Overall, whilst the height of the building would be greater than the surrounding buildings, the proposal would accord with the principles outlined in the SDG. Officers are of the view that the scheme would successfully deliver intensification without appearing as an overly dominant mass, assisted in part by the proposed roof form – which was introduced post submission.

- 8.27 During the course of the application, the roof form has been amended from an entirely flat roof to a mansard roof form. The pitch to the roof has introduced a more domestic appearance which would better respect the character of the surrounding area, reducing the overall perceived bulk and massing of the building.
- 8.28 The building would be brick clad with a metallic roof cladding system. As originally submitted, the proposed façade comprised predominantly yellow stock brickwork whereas as amended, the predominant building material is proposed as red brick – in keeping with the predominant materials palette found in the immediate vicinity, albeit with a contrasting soldier course band to reflect the brick tones and features found in the Gresham School building to the north of the site. Officers have considered the materiality of the building at length and note that there may be options to further break up the mass of the building by introducing differing brick tones across the elevations. Full details of the proposed façade design (including 1:10 sections and elevational details) will need to be submitted for subsequent approval.
- 8.29 The originally proposed glazed balustrades have been replaced with metal railings and the balconies have been incorporated into the building envelope to reduce their prominence within the street scene – albeit with some projections to help articulate the south-eastern corner of the building. Officers are satisfied that the form of the development and that the materials palette would be appropriate to its context.



Figure 8. Proposed visual from Limpsfield Road



Figure 9. Proposed visual from Limpsfield Road

8.30 The site has a suburban setting with a PTAL rating of 1b and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha) are appropriate. The proposal would be considerably in excess of this range at 498 hr/ha. However, the London Plan further 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 application site is within an established residential area. Its footprint is comparable in size to other flatted development in the nearby area and impact on local character is considered to be acceptable as assessed above. The site is bounded on two sides by open space and on one side by a predominant street frontage and the development can therefore accommodate a relatively high density. The impact of the development on the neighbouring highway network (including on and off street car parking capacity) is acceptable as discussed in Sections 8.50 – 8.62 below. The proposal would result in a development that would have an acceptable impact on the appearance of the street scene and accords with the National and Local requirements to intensify the development potential of sites and to optimise the delivery of additional housing in a sustainable manner.

8.31 Therefore, having considered all of the above, against the backdrop of housing need, on balance, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

Housing Quality for Future Occupiers

8.32 All of the proposed new units would comply with or exceed the internal dimensions required by the Nationally Described Space Standards (NDSS).

8.33 As amended, over half of the 33 units would be dual aspect (20) and a further 11 would have a secondary window contained within a side elevation, opening onto the private amenity space. Whilst three of the units would be single aspect north facing, two of

these would have secondary windows in the eastwards facing elevation and they would also face out onto the open recreation ground. As such and notwithstanding the orientation of these flats, officers are satisfied that they will receive adequate levels of daylight and an open outlook. During the course of the application concern was raised to the quality of the units proposed in the inside corner of the building (Units 2, 9, 18 and 27) in terms of access to light and layout. An Internal Daylight Study was undertaken for these units and it was found that, as originally submitted, these units would have substantially failed BRE standards (in terms of internal daylight). The internal layout has subsequently been rearranged so that the main living spaces and main bedroom would now be BRE compliant in terms of daylight. Whilst the proposed second bedroom to Units 2, 9 and 18 would still marginally fail, when viewed in the round, this would not be sufficient to warrant refusal of planning permission and on balance, given that the vast majority of rooms comply with the guidance, this minor shortfall is considered to be acceptable.

- 8.34 A Noise Impact Assessment accompanied the planning application to assess the living conditions of future occupiers. The report concludes that standard thermal double glazing would be suitable for the majority of the bedroom and living room windows (north, south and western facades). The windows will need to contain acoustic trickle vents to ensure suitable background ventilation and/or cooling. The bedrooms on the eastern façade, fronting onto Limpsfield Road require enhanced glazing to reduce internal noise levels for future occupants and to provide occupants with background ventilation, heating and cooling. Such an enhanced system should also overcome any concerns as regards air quality. The Council's Environmental Health advisors have confirmed that the Noise Assessment is sound and suitably robust, having been conducted in accordance with all relevant guidance. The recommendations for glazing and other design features would be satisfactory and should achieve the requirements of the World Health Organisation (WHO) - Guidelines for Community Noise 1999 and BS8233 (Sound insulation and noise reduction for buildings) 2014 for internal noise criteria. The proposed mitigation measures outlined in the report regarding glazing and ventilation been will be secured through the imposition of a planning condition.
- 8.35 The building is proposed to be serviced via two separate stair cores. Each stair core will have step free pedestrian access from Limpsfield Road and the car park. In terms of accessibility, the London Plan sets requirements for 10% of homes to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. Three units (Plots 2, 4 & 6) have been designed to the standards set out under Building Regulations M4(3) and would therefore be in compliance with London Plan policy. In addition, all remaining plots have been designed to the standards set out under Building Regulations M4(2) for accessible and adaptable dwellings. The plans have been amended so that lifts are provided in both cores.
- 8.36 With regard to external amenity space, the London Housing SPG states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1 sqm for each additional unit. Private amenity space has been provided for all units in the form of terraces for the ground floor units and balconies for the upper floor units. During the course of the application the layout has been amended to ensure that all of the units have private amenity spaces that accords with or exceeds the required standards. The provision of private amenity space is acceptable.
- 8.37 A small area of communal amenity space is provided on the rooftop, accessed via the stair-core at third level. Children's play space is shown to be provided on the roof-top

at fourth floor level, the scale of which accords with the amount required by Policy DM10.4 of the CLP. That said, the site is also located immediately adjacent to Sanderstead Recreation Ground which contains a substantial children's playground and other sporting facilities. Whilst the scale of communal space within the development is small, on site door-step play can be accommodated. Moreover, as the units all have private amenity space and in view of the close proximity of publicly accessible recreation ground which offers plentiful open space and play equipment, the provision as proposed is considered acceptable. Full details of the children's play area (including measures to ensure fully safety and security) is proposed to be secured by planning condition.

- 8.38 It was originally proposed that a direct pedestrian access be provided to the recreation ground by forming a gated opening in the existing hedge (outside of the application site) and walking across Barrowsfield. Barrowsfield is a private road and as such the proposed new access has been removed from the scheme. Given the immediately proximity of the recreation ground this has no adverse impact on the proposal.
- 8.39 The development is considered to result in a high-quality development including a significant proportion of family units all with adequate amenities and overall provides an acceptable standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.40 Policy DM10.6 states that the Council will not support development proposals which would have adverse effects on the amenities of adjoining or nearby properties or have an unacceptable impact on the surrounding area. This can include a loss of privacy, daylight, sunlight, outlook or an increased sense of enclosure. The main properties that would be affected by the proposed development are the adjacent dwellings on Barrowsfield and the flats opposite the site in Yew Tree Court.

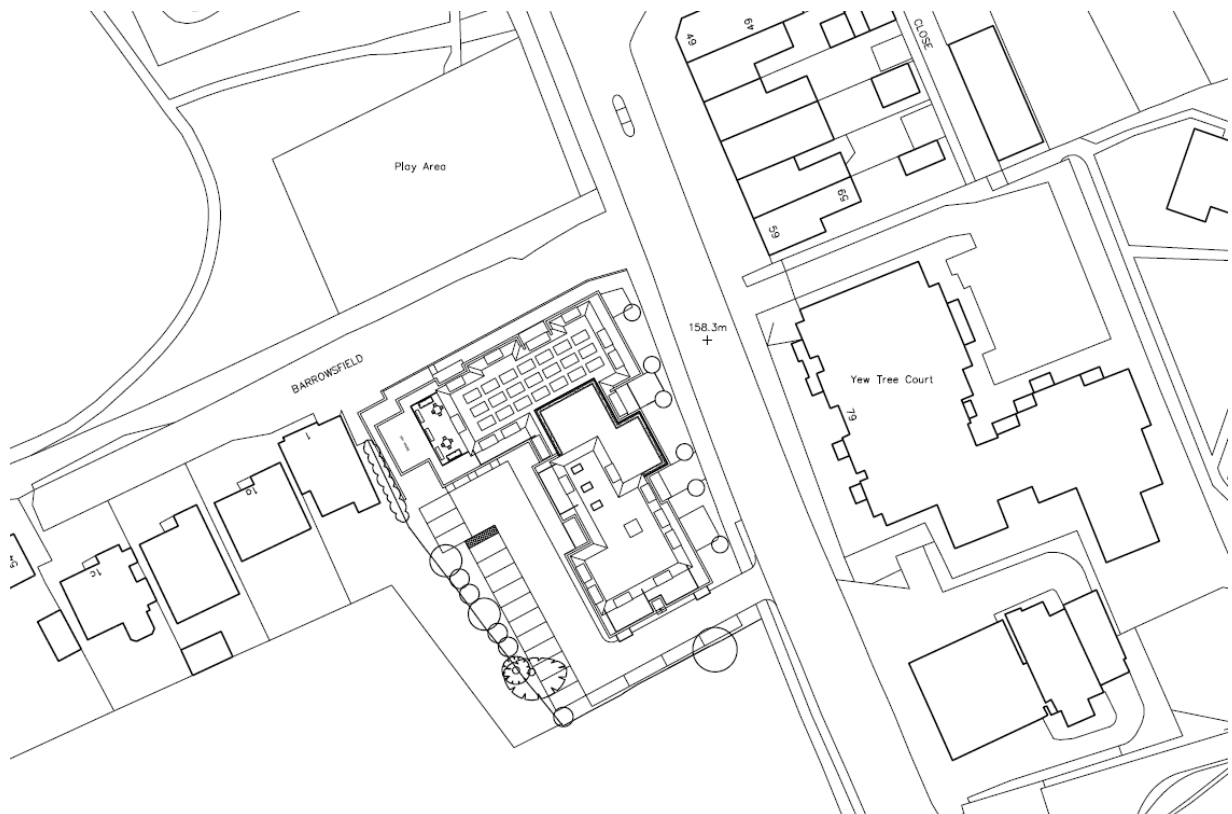


Figure 8: Site plan highlighting the relationship with the adjoining occupiers.

Properties on Barrowsfield

- 8.41 The closest dwelling to the site is 1 Barrowsfield. The other properties on Barrowsfield will not be affected to any greater degree than this adjacent property and therefore the assessment below focusses on the impact 1 Barrowsfield only, with the effect on other properties in Brownfield being significantly more limited. The proposed development adjacent to 1 Barrowsfield would be three storeys in height (as can be seen in Figure 7 above). This three-storey element would be located approximately 2 metres from the western site boundary and at this point, would be shallower than the adjacent neighbouring property. The higher elements of the development would be set significantly back from the boundary (closer to the junction with Limpsfield Road). The southern four/five storey element of the proposed scheme would be sited approximately 20 metres from the boundary with 1 Barrowsfield (albeit with the distance reducing to 13.3m towards the southern end of the rear garden of the neighbouring property. The siting and relationship with this immediate neighbouring property (in terms of bulk, mass and outlook) would be acceptable.
- 8.42 There would be no windows proposed that would harmfully overlook the rear of the dwelling or garden of 1 Barrowsfield. The windows contained within the southern elevation (of the wing fronting onto Barrowsfield) would face south/rearwards into the site. Balconies closest to the boundary with 1 Barrowsfield would be recessed and the rooftop communal amenity space would be screened along its western edge – to be provided and maintained through the use of a planning condition. The windows in the western elevation would be situated between 13.7m - 18.5m from the side garden boundary of 1 Barrowsfield. Section 2.9.20 of the SDG refers to overlooking private outdoor amenity spaces and states that while a greater level of protection should be afforded to the first 10 metres of a neighbouring garden (in line with Policy DM10.6 of the Croydon Local Plan) the remainder of the garden may be overlooked from neighbouring developments provided it does not prejudice development. Given the length of the garden of 1 Barrowsfield (almost 40 metres) and the distance of the development to the boundary, it is considered that the proposal would be in accordance with this policy approach and would not lead to overly harmful levels of overlooking.
- 8.43 Given how the building has been designed, with spacing between the facades and the neighbouring boundary, the proposal would not cause any loss of outlook from the properties on Barrowsfield.
- 8.44 An overshadowing study has been undertaken by the applicant to calculate the change in sunlight and overshadowing for the amenity space/garden to 1 Barrowsfield. The report confirms that 98% of the rear garden will continue to receive two hours of sunlight on the 21st March which meets and exceeds the minimum requirement as set by BRE guidelines. Officers concur with these findings and are satisfied that the development would not unacceptably cause a loss of light to the adjacent dwellings.
- 8.45 Concern has been raised that the development, including car park adjacent to the boundary, will cause noise disturbance to the adjacent occupiers and disturb the quiet enjoyment of the garden to 1 Barrowsfield. There is existing boundary treatment between the sites. The existing landscaping along this boundary is proposed to be removed and replaced with a new tree screen with fencing on the boundary. Whilst it is accepted that there will be some impact on the amenities of the rear garden to this

neighbouring property, the level of activity in the car park will be relatively modest with the car parking being screened by boundary fencing and planting.

- 8.46 On balance, the impact on the amenities of 1 Barrowsfield and the other properties within the street would be acceptable.

Yew Tree Court (and properties to the east side of Limpsfield Road)

- 8.47 Yew Tree Court comprises retirement apartments located on the opposite side of Limpsfield Road. The proposed building would be located over 20m from the adjacent block. Given this gap and the presence of Limpsfield Road, it is not considered that the proposal would be overbearing or cause any loss of outlook or light to the units in Yew Tree Court. Loss of a view is not a material planning consideration.
- 8.48 The gap between the buildings would also ensure that the proposal would not cause any harmful loss of privacy.
- 8.49 Given the location of the site, no other residential properties would be affected by the proposal – in terms of direct effects on residential amenities.

Highway Safety, Access and Parking

- 8.50 The number of trips expected to be generated by mode by the proposed scheme has been calculated using the TRICS database and examining the National Traffic Survey. The trip generation analysis has indicated that the proposed development would generate 32 vehicular movements at the site, accessed during the network peak hours. This is considered to be immaterial when assessed against the existing background traffic flows on Limpsfield Road (traffic flows on Limpsfield Road have been recorded as circa 1,400 to 1,600 two-way movements during the AM and PM peak hours). This level of vehicle trip generation would have a negligible effect on highway capacity. The local planning authority is continuing to work with Transport for London to improve bus services within the south of the borough; additional residential development within the area at higher densities will help support the case for additional public transport services. The additional number of bus trips in the peak hour generated by the development will be 12 which will not result in any significant impacts on the capacity of the existing services.
- 8.51 A vehicular access is proposed to be located towards the south-eastern corner of the site off Limpsfield Road, in a broadly similar location to the existing access to 5 Barrowsfield. The required pedestrian visibility splays and vehicular visibility splays are achieved at the access. A Road Safety Audit (RSA) of the site was undertaken by an independent consultant to assess the proposed highway access and development site at the request of the Council's Strategic Transport Team. The RSA identified two concerns. The first related to the vehicle access width and whether any larger delivery vehicles would be able to safely access the site without having to drive over the footway and risk pedestrian safety. The applicant has resolved this concern by providing new swept path drawings that show that this manoeuvre can be undertaken safely with a slightly revised and widened vehicle access crossover. The new vehicle access crossover will be reconstructed as part of a S278 agreement. The second issue related to the lack of tactile paving provision on the vehicle driveway access. This issue will also be resolved through the installation of tactile paving at the same time that the vehicle crossover is reconstructed, again to be secured through the s278 agreement. The RSA identified no concerns relating to highway sightlines or visibility splays.

- 8.52 The parking forecourt provides sufficient manoeuvring space for vehicles to access and egress the site in a forward gear. Swept paths drawings have been submitted for a 7.5 tonne rigid delivery vehicle and demonstrate that such a vehicle could manoeuvre within the site and would not have to either reverse back into the site or out onto the public highway.
- 8.53 The site has a PTAL rating of 1b which means that it has very poor access to public transport links. Notwithstanding this rating, the site is under 2 minutes walking distance away from the bus stop and service route 403 and under 7 minutes-walk away from bus route 412. The site is also well located within a short walking distance from the local town centre amenities and major food store.
- 8.54 The London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character. 1-2 bedroom units should provide less than 1 space per unit and 3 bedroom units up to 1.5 spaces per unit.
- 8.55 On-site parking provision is provided at a rate of 26 spaces including 3 spaces for disabled bays. For a development consisting of 33 units this equates to a ratio of 0.78 spaces per unit. Analysis of Census Ward data for the Sanderstead suggests that a development of this size and mix could potentially generate parking demand from occupants of up to 36 vehicles. This means that as a worst-case scenario there could be potential overspill of 10 vehicles onto the surrounding road network. An overnight parking stress survey has been carried out which has recorded maximum parking stress to be 52% which equates to 47 spare spaces within 200m of the application site. Whilst this represents a snapshot in time, it demonstrates that there is capacity on the surrounding highway to accommodate any potential overspill vehicles from the development.
- 8.56 As the level of car parking provided on-site is not expected to accommodate all parking demand from occupants the applicant has agreed to work with the Strategic Transport Team to fund the implementation of a car club bay with associated vehicle in a nearby location off-site. Car clubs are an effective tool to limit the demand for private car ownership and mitigate against potential overspill parking onto surrounding streets. The applicant has agreed to fund the implementation of the car club bay and the running costs for a period of 3 years.
- 8.57 Local Plan Policy DM30 states that 20% of parking bays should have EVCP with future provision available for the other bays. 5 of the car parking spaces are shown to have electric vehicle charging points as identified on the proposed site plan. The Design and Access Statement advises that passive provision will be made for a further 20% of the spaces. Ideally at least one the Blue Badge bays should have an EVCP. Full details and provision of the EVCP will be secured by conditioned.
- 8.58 Three of the parking bays (10%) are Blue Badge bays all with step free access from the main building.
- 8.59 A cycle storage area for 64 cycles is proposed within the building. This is in line with the cycle parking standards as prescribed within the London Plan.

- 8.60 Refuse storage is also shown within the envelope of the building. Two separate stores are located in close proximity to the main entrances to the building. The stores can accommodate the required number of bins. A bulky waste store is also proposed of the required size (10sqm). Refuse collection is proposed to take place on Limpsfield Road as per the current situation. The location of the bin stores is within the required maximum drag distance of 20m.
- 8.61 Given that the site is located directly adjacent to the highway, fire tenders would not be required to access the site. The incidences of such vehicles needing to attend the building is expected to be minimal and as such this arrangement would not cause severe harm to the highway network.
- 8.62 Whilst a Framework Construction Logistics Plan (CLP) has been submitted, this has been found to be currently unsatisfactory by the Environmental Health Team as it proposes construction delivery vehicles to be parking on Limpsfield Road. Officers are satisfied that this issue can be resolved through further discussions – as part of a future planning conditions discharge process.

Flood Risk

- 8.63 The site is located within an area some risk of surface water flooding and limited risk of groundwater flooding. A Flood Risk Assessment (FRA) and Sustainable Drainage Strategy have been submitted as part of the application. Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS). It is proposed that surface water will continue to be discharged to the foul sewer in Limpsfield Road as per the existing situation. Proposed SuDS include geocellular storage and permeable paving. The LLFA have reviewed the submitted information. Their initial concerns have been addressed and overcome and they have no objection to the application subject to the imposition of a condition.

Sustainability

- 8.64 Policy seeks high standards of design and construction in terms of sustainability and sets out Local and National CO2 reduction targets. A Renewable Energy Statement has been provided, showing that whilst the minimum 35% on-site CO2 reductions beyond Part L of 2013 Building Regulations can be achieved (meeting local policy requirements) through on-site energy efficiency measures and renewable technologies, zero carbon cannot be achieved on site. The remaining shortfall will therefore be offset through a cash-in-lieu contribution, secured through the Section 106 Agreement. The report states that it is a feasibility study only and that the information used in the study should not be assumed for the final design. Consequently planning conditions are recommended to finalise the design as well as to demonstrate the CO2 and water use targets have been met following construction.

Trees, Landscaping and Biodiversity

- 8.65 A number of existing mature trees on site are proposed to be removed to facilitate the development. The Council's Tree Officer has assessed the Tree Survey and planting schemes and raises no arboricultural objection to the scheme. The trees marked for removal are of poor condition offering limited or reduced visual amenity value.
- 8.66 The tree officer was also supportive of the proposed landscaping and planting schedule, in terms of the new tree planting species, which should suitably mitigate the

impact of tree loss. There is space to plant new trees to the front of the building adjacent to Limpsfield Road which should soften the hardscape elevations within the street scene. The details shown on the planting plan can be secured by condition.

- 8.67 Ecology – A Preliminary Ecological Appraisal and Bat Survey Report was submitted which has been reviewed by the Council's ecological consultant who was satisfied that there is sufficient ecological information to support determination. The site was considered to provide commonplace habitats of low relative ecological and biodiversity value. The report highlights that the demolition of 2 Barrowsfield would result in the loss of the day roost of up to two soprano pipistrelle bats which would be illegal unless completed under the auspices of a Natural England (NE) European Protected Species Mitigation (EPSM) licence. To ensure ecological mitigation is appropriate and implemented, it is recommended that conditions and informative are imposed on any permission.

Other Matters

- 8.68 Archaeology – The site is located within an Archaeological Priority Zone and as such, an Archaeological Desk-Based Assessment was submitted. Historic England have reviewed the submitted details and have concluded that the proposal is unlikely to have a significant effect on heritage assets of archaeological interest. Whilst there is evidence of prehistoric activity in the general area, the site is not considered to have potential to contain significant undisturbed remains and therefore it is recommended that further archaeological work is not required. No further assessment or conditions are necessary.
- 8.69 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.
- 8.70 An employment and training strategy and contribution would be secured through a legal agreement to ensure the employment of local residents during construction.

Conclusions

- 8.71 Given the significant need for housing within the Borough, the principle of residential development is considered acceptable within this area. The proposal provides a policy compliant affordable housing offer and officers understand that agreement has been reached with a Registered Provider to deliver the affordable units on site. The proposed design would respect the character and appearance of the area and would represent a sensitive and sustainable intensification of the site. Whilst it is acknowledged that the mass of built form would be greater than the existing structures of site, the proposal would be in accordance with Suburban Design Guidance. The proposal would have no significantly harmful impact on the amenities of the adjacent properties and the application demonstrates that the impact on the highway network would be acceptable. Officers are satisfied that the scheme is worthy of a planning permission.
- 8.72 All other relevant policies and considerations, including equalities, have been taken into account.