

**PART 6: Planning Applications for Decision**

**Item 6.4**

**1 APPLICATION DETAILS**

Ref: 18/03313/FUL  
 Location: 55 Hillcrest Road, Purley, CR8 2JF  
 Ward: Purley and Woodcote  
 Description: Demolition of existing dwelling and erection of a two storey detached building with accommodation in roof to provide 7 flats (2 x 1 bed, 3 x 2 bed and 2 x 3 bed) with associated car parking and new crossover, amenity space, refuse and cycle stores  
 Drawing Nos: 02-00 Rev P, 05-10, 05-20, 05-21, 02-10, 03-10, 03-11, 04-10, CGI, planning design and access statement, tree retention/removal plan (dated 29/6/2018), archaeology and heritage desk based assessment (dated 30/7/2018), parking technical note (dated 28/6/2018) and floodsmart report (dated April 2018)  
 Agent: Sterling Rose  
 Case Officer: Georgina Galley

	1B/1P	1B/2P	2B/3P	2B/4P	3B/4P	3B/5P	Total
<b>Existing Provision</b>						1	1
<b>Proposed Residential Mix</b>	1	1	2	1	2		7

Number of car parking spaces	Number of cycle parking spaces
4 on site car parking spaces	12 on site cycle parking spaces

1.1 This application is being reported to Committee because the Ward Councillor (Badsha Quadir) made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

**2 RECOMMENDATION**

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

**Conditions**

- 1) In accordance with the approved plans

- 2) Archaeology
- 3) Samples and details (as appropriate) of materials including window frames
- 4) No windows other than as shown and those shown in the following elevations at/above first floor level should be obscure glazed:
  - Unit 4 – side kitchen and side bathroom
  - Unit 5 – 2 x roof lights to kitchen / dining / living room
  - Unit 6 – side kitchen
  - Unit 7 – 2 x roof lights to kitchen / dining / living room
- 5) Balcony screens in specified locations and details to be provided
- 6) Landscaping scheme including replacement trees, play-space, accessibility, inclusiveness, SUDs and boundary treatments
- 7) Refuse and cycle store to be built prior to occupation
- 8) Provision of on-site car parking – prior to occupation and permanently maintained thereafter
- 9) Submission of the following to be approved: visibility splays, EVCP (including spec and passive provision) and security lighting
- 10) Submission of Construction Logistics Plan/Method Statement
- 11) Carbon dioxide 19% reduction beyond 2013 Building Regulations
- 12) Water use target
- 13) Dropped kerb to be installed and pavement reinstated prior to occupation
- 14) Ground floor units to comply with requirements of Part M4(2) accessibility standard
- 15) Commence within 3 years of the date of the permission
- 16) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

### **Informatives**

- 1) Community Infrastructure Levy – Granted
- 2) Highways works to be completed at developer's expense
- 3) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

2.3 That the Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 3.1 The applicant seeks full planning permission for demolition of existing dwelling and proposed erection of a two storey detached building with accommodation in roof to provide 7 flats (2 x 1 bed, 3 x 2 bed and 2 x 3 bed) with associated car parking and new crossover, amenity space, refuse and cycle stores.
- 3.2 The development would consist of the following:
  - Two storey block with accommodation in roof comprising of 7 flats in total;

- The accommodation would be split between 1 x 1 bedroom flat and 2 x 3 bedroom flats on the ground floor, 1 x 1 bedroom and 2 x 2 bedroom flats on the first floor and 1 x 2 bedroom flat in the roof;
- The 3 bedroom flats on the ground floor and 2 of the flats on the second floor would have their own private amenity space. A communal garden with an allocated play space would be available at the rear for the other flats to use and share;
- Extension of existing crossover and provision of 4 parking spaces at the front of the site;
- Provision of refuse storage area at front/side of the site and cycle storage in the rear garden.

### **Site and Surroundings**

- 3.3 The application site consists of a 2 storey detached property that is located on the western side of Hillcrest Road close to the junctions with Overhill Road and Highfield Road. The site is close to the boundary with Sutton.
- 3.4 The site is adjacent to bungalows on either side at Nos. 53A and 57 Hillcrest Road on either side, with a 2 storey dwelling to the rear at Nos. 64 Highfield Road. The immediate area is characterised by a mixture of residential property types and sizes.
- 3.5 There is an existing vehicular crossover at the front of the site adjacent to No. 57 Hillcrest Road that serves a large driveway and detached garage to the side of the house. Hillcrest Road is a classified road and the site has a PTAL rating of 1A (poor).
- 3.6 The site is located within an Archaeological Priority Area (Tier I).

### **Planning History**

- 3.7 18/01448/PRE – Pre-application advice sought in relation to the redevelopment of the site for 7 units.

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

- There are no protected land use designations on the site; therefore the principle of development is acceptable.
- The proposed development would create good quality residential accommodation that would make a positive contribution to the borough's housing stock and would make a small contribution to the Council achieving its housing targets as set out in the London Plan (2016) and Croydon Local Plan (2018).
- The proposal would deliver 2 family units.
- The mass, scale and layout of proposed built form is considered acceptable and the traditional design and appearance of the building would be in keeping with the surrounding character of the area.
- The proposed development would not cause significant harm to the amenities of neighbouring residential occupiers.

- The development would provide an acceptable standard of living for future residents of the development, with satisfactory internal layouts and amenity space.
- The proposed development provides some on-site parking, with there being sufficient on street parking availability to accommodate any additional parking demand. The proposed development would not have an adverse impact on the operation of the highway subject to conditions.
- The proposed development subject to conditions would not cause unacceptable harm to trees.
- Other matters including sustainability can be appropriately managed through condition.

## **5 CONSULTATION RESPONSE**

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

### **Historic England - GLAAS (Statutory Consultee)**

5.2 The applicant has submitted an archaeology and heritage desk based assessment as part of their application which has been reviewed by Historic England – GLAAS. A two stage archaeological condition has been recommended that will require evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation.

### **London Borough of Sutton**

5.3 No highways objection raised and the application should be determined by Croydon LPA.

## **6 LOCAL REPRESENTATION**

6.1 The application has been publicised by way of letters sent to adjoining occupiers of the application site. 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: 11      Objecting: 11

No of petitions received: 0

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

- Loss of good family home;
- Over-development;
- Overly dominant in the street scene;
- The building is too large;
- Not in keeping with semi-detached and detached houses in the area;
- Inadequate useable amenity space;

- Inadequate parking given poor PTAL;
- Each flat will not have their own parking space;
- Visitor parking spaces have not been provided [OFFICER COMMENT: *There is no current policy requirement for visitor car parking*]
- Loss of trees;
- The plot is too small for the development;
- Overlooking of neighbouring gardens;
- Loss of privacy;
- Loss of light to neighbours;
- New blocks of flats are changing the character of the area;
- Hillcrest Road is already very busy and dangerous;
- Parking for Thomas More school clogs up the road;
- There are so many cars on the road that school drops offs take a long time;
- The development will remove some existing parking;
- Increased risk of accidents;
- Increased traffic congestion;
- Pressure on local infrastructure
- Noise and disturbance from construction works and additional units;
- Noise due to bin location;
- Noise due to children's play area;
- The description is misleading as the development is 3 storeys;
- If the plans are passed a disabled bay should be allocated on street as parked cars often block the drive to No. 53A;
- This will set a precedent for other blocks of flats;
- Visibility of on-coming traffic is poor;

6.3 The following issues were raised in representations, but they are not material to the determination of the application:

- Is there a requirement for second means of escape from the upper floor? As this is not shown? [ OFFICER COMMENT: *This matter would be dealt with under Building Regulations*]
- Inadequate consultation process for neighbours [OFFICER COMMENT: Consultation was carried out in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 as notice was served on any adjoining owner or occupier as well as those opposite the site].

6.4 Purley and Woodcote Residents Association has objected to the scheme, making the following comments:

- Loss of good family home;
- Over-development of site;
- Overpowering for neighbours;
- Inadequate useable amenity space;
- Inadequate parking;
- The tree survey says there are no trees but there are [OFFICER COMMENT: The tree retention/removal plan document includes an existing

plan. This document has been reviewed by the Tree Officer and they are satisfied with the submitted information]

6.5 Councillor Badsha Quadir has objected to the scheme, making the following representations:

- Loss of a good family home;
- Poor parking in an area with a poor PTAL;
- There are trees at the site – an error has been made with the tree survey [OFFICER COMMENT: The tree retention/removal plan document includes an existing plan. This document has been reviewed by the Tree Officer and they are satisfied with the submitted information]

## **7 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:

### Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 on Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.11 Smoothing traffic flow and tackling congestion

- 6.13 on Parking
- 7.2 Designing out crime
- 7.4 on Local Character
- 7.6 on Architecture
- 7.14 Improving air quality
- 7.21 Trees and woodland

Croydon Local Plan 2018 (CLP 2018):

- SP2 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change
- SP8 on transport and communications
- DM1 on housing choice for sustainable communities
- DM10 on design and character
- DM13 on refuse and recycling
- DM16 on promoting healthy communities
- DM19 on promoting and protecting healthy communities
- DM23 on development and construction
- DM24 on land contamination
- DM25 on sustainable drainage systems and reducing flood risk
- DM28 on trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on car and cycle parking in new development
- Applicable place-specific policies

7.4 The relevant Supplementary Planning Guidance is as follows:

- London Housing SPG (March 2016)
- The Nationally Described Space Standards (October 2015)

## **8 MATERIAL PLANNING CONSIDERATIONS**

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

- Principle of development;
- Townscape and visual impact;
- Residential amenity;
- Living conditions of future occupiers;
- Parking and highway safety;
- Trees and landscaping;
- Other planning matters

### **Principle of development**

8.2 Local Plan Policy DM1.2 seeks to prevent the loss of small family homes by restricting the net loss of 3 bed units and the loss of units that have a floor area

less than 130 sq.m. The existing property has a floor area of 114.7 sq.m and is a 3 bed house; however, on the basis that two 3 bed family units would form part of the flatted scheme (located at ground floor level with private gardens and direct access to the rear communal area and allocated play space) which would result in a net gain of family accommodation, this is considered acceptable.

- 8.3 Local Plan Policy SP2.7 sets a strategic target of 30% of all new homes up to 2036 to have 3 beds or more. The policy sets a specific target for major developments, but not minor developments, with the latter considered on a site by site basis. Two of the proposed flats would be 3 bed units, which would amount to 29% of the overall provision and one 2 bed 4 person unit is also proposed. This is considered acceptable.
- 8.4 The proposed development would create additional residential units that would make a small contribution to the borough achieving its housing targets as set out in the London Plan (2016) and the recently adopted Croydon Local Plan (2018).
- 8.5 The existing property is not protected from demolition by existing policies. As such, the property and associated structures could be demolished under existing permitted development rights through the prior approval process without planning permission. The demolition of the existing building is acceptable subject to a suitable replacement designed building being agreed.

### **Townscape and Visual Impact**

- 8.6 Local Plan Policy DM10.1 seeks to achieve a minimum height of 3 storeys provided that development respects a number of issues, including development pattern, layout and siting, amongst other things. The bulk and mass of the proposed development is considered acceptable. The building would appear as two storeys when viewed from Hillcrest Road in keeping with the majority of buildings in the surrounding area, including the existing house itself. The proposed building line appropriately respects the neighbouring properties on either side where it sits on a slight bend.
- 8.7 The depth of the rear building line of the proposed development would project further into the back garden than the existing house and the general footprint is significantly larger; however this is considered acceptable, on balance, and a gap of approximately 10m would be maintained to the rear boundary. A narrow gap would be provided along the shared boundary with No. 53A; however the staggered side wall adjacent to No. 57 would be hard up against the boundary line in parts. The overall impact from this would be mitigated by the setting of the existing bungalow within its site and the orientation of the properties on this side.
- 8.8 The proposed development would have a traditional appearance with a simple pallet of materials including brickwork, render and plain roof tiles. This would have an acceptable impact on the street scene. Whilst the proposed front dormer is not typical of the street scene it would not over-dominate the roof slope of appear excessive in size.



- 8.9 The landscaping of the front garden area is an appropriate balance between the need to provide on-site parking, whilst being respectful of the green character of the area. New tree planting together with a lawn area and surrounding hedging would help to soften the appearance of new development. Further details of landscaping is recommended to be secured via condition.
- 8.10 The bin storage would be positioned to the side of the site so as to appear more discreet and preventing it forming a dominant feature of the building's appearance. The cycle storage would be largely screened from public view at the rear of the site. A condition is recommended to ensure that the bin and cycle storage are both provided prior to occupation.
- 8.11 The development would comply with policy objectives in terms of respecting local character.

### **Impact on Neighbouring Residential Amenity**

- 8.12 The properties most affected by the proposed development would be the immediate neighbours at Nos. 53A and 57 Hillcrest Road, and the property to the rear at No. 64 Highfield Road.
- 8.13 No. 53A Hillcrest Road
- 8.14 This bungalow is located to the north-west of the site. There are no side windows at the property that face towards the site; however there is a conservatory at the back and a rear bedroom window. The other windows on the rear elevation serve a W.C/bathroom and kitchen, which are non-habitable.
- 8.15 The proposed development would be positioned closer to the shared boundary with No. 53A than the existing house and would also project further beyond the rear building line of this bungalow. Whilst this would have some impact on the occupiers of this property in terms of outlook, it is not considered to be harmful enough to warrant refusal.
- 8.16 With regards to daylight/sunlight, it is likely that there would be some impact in the earlier stages of the day; however given the proximity of the existing planting along the shared boundary to the side/rear windows and the fact that this part of the property is glazed on all sides, this is considered to be within acceptable limits. The bedroom to the side of the conservatory would already be partially impacted by the siting of the existing conservatory.
- 8.17 Although there would be 2 side windows at first floor level and 2 roof lights at second floor level facing towards this property, all of these windows could be conditioned so that they are obscure glazed as they either serve a non-habitable room or act as a secondary window. Screening would be positioned at the side of the first floor balconies to prevent any unacceptable overlooking and this would also be subject to a condition.
- 8.18 No. 57 Hillcrest Road

- 8.19 This bungalow is located to the south-east of the site. There are 2 large windows that face northwards towards the site that serve a living room and a kitchen, which also has rear facing window which would not be significantly affected by the proposal. However, these windows are set off the shared boundary by approximately 5m and are also separated by an existing detached garage. The overall impact on the occupiers of this property in terms of outlook and daylight/sunlight would, therefore, be acceptable.
- 8.20 There would be 1 side window at first floor level and 4 roof lights at second floor level facing towards this property. The first floor window and roof lights would be conditioned so that they are obscure glazed as they are all secondary windows to improve natural daylight. The 2 roof lights on this side would serve the bedrooms to Flat 7. Due to the angle and general size of the roof lights it is unlikely that these would result in any significant overlooking; therefore obscure glazing is not recommended for these.

#### No. 64 Highfield Road

- 8.21 This property is located to the south-west of the site. Although the proposed development would project further into the rear garden than the existing house, a gap of approximately 10m would still be maintained to the rear boundary with No. 64 so as to not result in any loss of daylight/sunlight or outlook. The rear of this property also faces away from the site and the distance between the two buildings is approximately 14m.
- 8.22 The existing house at the site presently has 3 large first floor rear windows and a single roof light. Although the proposed development would result in 2 additional first floor rear facing windows and 2 rear balconies, the separation distance is considered sufficient. The centrally located first floor rear window and the proposed rear dormer directly above would both serve a communal hallway and could be conditioned so that they are obscure glazed.

#### **The standard of accommodation for future occupiers**

- 8.23 The proposal would comply with internal dimensions and minimum floor areas required by the Nationally Described Space Standards. All units are dual aspects with adequate outlook. In terms of layout, each unit would benefit from an open plan kitchen / living / dining area.
- 8.24 The 3 bed family units on the ground floor would have their own private rear gardens and 2 of the units on the second floor would have private balconies. Two units do not have private amenity space but a communal garden with an allocated play space would be available at the rear of the site for these units to use and share. This would be directly accessed by a back door from the communal hallway.
- 8.25 Both of the bedrooms in the roof area would be served by roof lights only. Whilst this would not be ideal in terms of outlook, the main open plan kitchen / living / dining area would have front and rear facing windows.

8.26 It is considered that the proposal would result in a good standard of accommodation for future occupiers of the development. In regards to accessibility, London Plan Policy 3.8 'Housing Choice' requires 90% of dwellings to meet M4(2) 'accessible and adaptable dwellings' Building Regulations requirement, with the remaining 10% required to meet M4(3) 'wheelchair user dwellings'. The key issue in ensuring that M4(2) can be achieved within a development is to ensure, at the planning application stage, that the units can reasonably achieve level access. If level access cannot be reasonably achieved, then the units cannot be required to meet the M4(2) Building Regulations. The London Plan (2016) recognises that securing level access in buildings of four storeys or less can be difficult and that consideration should also be given to viability and impact on ongoing service charges for residents. The proposed development would have a level access; therefore a condition is recommended requiring the units at ground floor level to comply with M4 (2).

### **Parking and highways**

8.27 The site has a PTAL rating of 1A which indicates poor accessibility to public transport. However, the site is within reasonable walking distance of Purley District Centre with its amenities and numerous bus stops and train station.

8.28 Current transport policy seeks to provide car parking spaces (for minor residential development) in line with London Plan Table 6.2. This table states that less than 1 space per unit should be provided for 1 and 2 bed units and up to 1.5 spaces for 3 bed units. There is no provision for higher levels of car parking in areas with low Public Transport Accessibility Levels.

8.29 The proposed development would provide 4 car parking spaces for 7 units. The applicant has submitted a parking technical note to support their application. This document states that the parking provision would be within the maximum amount permitted by the current adopted parking standards. The report provides an analysis of the 2011 Census Car Availability, Tenure and Number of Rooms data for the ward within which the site is located. This information suggests that there would be a demand for 5 parking spaces in total.

8.30 Parking stress surveys of the area show that there are in excess of 62 empty parking spaces in proximity to the site. The potential demand for 1 further off-site parking space can, therefore, safely be accommodated on-street without adverse impact on the amenity of existing residents in the area.

8.31 The 4 car parking spaces would be provided at the front of the site and cars would be required to reverse onto the main road. Whilst this arrangement is not ideal, it can be seen with other nearby properties that do not have turning areas in their front gardens. It is recommended that a condition be imposed in relation to visibility splays.

8.32 Whilst the loss of on-street parking is regrettable, no objections have been raised by the Parking Design Manager.

8.33 The location of the refuse storage in the front garden and the cycle storage in the rear garden (with access via a side gate) is acceptable.

- 8.34 A Construction Logistics Plan and Method Statement will be required through condition to ensure that building work does not undermine the safety and efficiency of the highway. A condition is also recommended to reinstate the existing dropped kerb at the site as this will no longer be required. Subject to the above the development would be acceptable on highway grounds.

### **Trees and Landscaping**

- 8.35 The tree retention/removal plan confirms that the Beech tree in the front garden would need to be removed to facilitate development. Subject to a replacement tree being planted on site no arboricultural objections have been raised. This will be ensured by way of a condition, together with a landscaping scheme for the private amenity spaces / communal garden and SUDS techniques for the hard surfacing.

### **Archaeology**

- 8.29 The site lies in an Archaeological Priority Area (Tier I). Historic England have raised no objections subject to a 2-stage condition.

### **Other planning matters**

- 8.36 Conditions are recommended in relation to carbon emissions and water use targets for the development.
- 8.37 The development would be CIL liable. This would contribute to meeting the need for physical and social infrastructure, including education and healthcare facilities.

### **Conclusions**

- 8.33 Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.
- 8.34 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted given the reasons set out above. The details of the decision are set out in the RECOMMENDATION.