

PART 6: Planning Applications for Decision

Item 6.5

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 20/03366/FUL
 Location: 3 - 5 Harewood Gardens, South Croydon, CR2 9BU.
 Ward: Sanderstead
 Description: Demolition of two dwellinghouses and erection of 8x semi-detached houses with associated access, car parking, cycle and refuse storage.
 Drawing Nos: 003/PA/01 Rev C; 003/PA/02 Rev B; 003/PA/03.
 Applicant: Mr Atri Prashad of Turnbull Land Limited
 Case Officer: Nathan Pearce

	1B 2P	2B 3P	2B 4P	3B 4P	4B+	Total
Existing Provision				2		2
Proposed Provision				8		8

	Car parking spaces	Cycle parking spaces
Existing	2	0
Proposed	8	16

1.1. This application is being reported to Planning Committee in accordance with the following committee consideration criteria:

- Objections above the threshold in the Committee Consideration Criteria
- The scheme was referred by the Ward Councillor, Councillor Hale

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) A financial contribution of £12,000 for improvements to sustainable transport improvements in Sanderstead Ward including but not limited to on street car clubs with EVCP's and/or highway changes such as on street restrictions, membership of car club for the units for 3 years.
- b) 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 and issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

1. Time limit of 3 years
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Construction Logistics Plan
4. Tree Protection Plan
5. Details of facing materials
6. Landscaping
7. Sustainable urban drainage details
8. Electric Vehicle Charging Points
9. Cycle parking and refuse
10. Car parking
11. Windows restrictions
12. Visibility splays
13. Accessible units
14. Energy emissions
15. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1)Section 106
- 2)CIL
- 3)Code of practice for Construction Sites
- 4)Boilers
- 5)Refuse
- 6)Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 The proposal includes the following:

- Demolition of two existing dwellinghouses at 3 and 5 Harewood Gardens.
- Erection of four pairs of semi-detached three-bed dwellinghouses (8 houses total).
- Provision of 8 off-street parking spaces.
- Provision of external refuse store.

- 3.2 Amended plans were received showing amended roof forms for the front houses, minor amendments to parking spaces and increased distances for manoeuvring. No re-notification was conducted because the amendments did not lead to a material change in circumstances.

Site and Surroundings

- 3.3 The application site is situated on the north-west side of Harewood Gardens. The topography of the site is a mostly level site.
- 3.4 The surrounding area is mainly residential in character. Whilst there is no distinct style in regard to the properties along Harewood Gardens, the majority of properties appear to be semi-detached family dwellinghouses. The site has a Public Transport Accessibility Level (PTAL) of 1b. The site is within a Tier 3 Archaeological Protection Area.



Fig 1: Aerial street view highlighting the proposed site within the surrounding street-scene

Planning History

- 3.5 None relevant on this site.

4. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 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 proposed development would provide more than 30% 3-bedroom houses.

- The proposed development would be of an appropriate mass, scale, form and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.
- The proposed development would not cause unacceptable harm to the amenities of neighbouring residential occupiers.
- The proposed development would not have an adverse impact on the operation of the highway.
- Subject to the imposition of conditions, the proposed development would not cause unacceptable harm to visual amenity of trees.
- Subject to conditions, the proposals would not have an adverse impact on flooding.
- Sustainability aspects can be controlled by conditions.

5.0 CONSULTATION RESPONSE

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

Historic England (Greater London Archaeological Advisory Service (GLAAS))

5.2 GLAAS advised that the proposal was unlikely to give rise to archaeological impacts and no conditions were necessary.

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 12 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours and a ward councillor in response to notification and publicity of the application are as follows:

No of individual responses: 70 Objecting: 68 Supporting: 0
 Comment: 2

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

Summary of objections	Response
<i>Principle of development</i>	
Overdevelopment and intensification	Addressed in the report at paragraphs 8.2 – 8.6
Loss of family home	Addressed in the report at paragraph 8.2 – 8.6
Poor quality development	Addressed in the report at paragraphs 8.2 – 8.6
<i>Design</i>	

Out of character	Addressed in the report at paragraphs 8.7 – 8.12
Massing too big	Addressed in the report at paragraphs 8.7 – 8.12
Over intensification – Too dense	Addressed in the report at paragraph 8.7 – 8.12
Visual impact on the street scene (Not in keeping)	Addressed in the report at paragraphs 8.7 – 8.12
Accessible provision	Addressed in the report at paragraphs 8.21
Number of storeys	Addressed in the report at paragraphs 8.9
<i>Amenities</i>	
Negative impact on neighbouring amenities	Addressed in the report at paragraphs 8.13 – 8.17
Loss of light	Addressed in the report at paragraphs 8.13 – 8.17
Loss of privacy	Addressed in the report at paragraphs 8.13 – 8.17
Overlooking	Addressed in the report at paragraphs 8.13 – 8.17
Disturbance (noise, light, pollution, smells etc.)	Addressed in the report at paragraphs 8.13 – 8.17
Refuse store	Addressed in the report at paragraphs 8.28
<i>Traffic & Parking</i>	
Negative impact on parking and traffic in the area	Addressed in the report at paragraphs 8.23 – 8.29
Not enough off-street parking	Addressed in the report at paragraphs 8.23 – 8.29
Negative impact on highway safety	Addressed in the report at paragraphs 8.23 – 8.29
Refuse and recycling provision	Addressed in the report at paragraphs 8.23 – 8.29
<i>Other matters</i>	
Construction disturbance	Addressed in the report at paragraph 8.35

Impact on wildlife	Addressed in the report at paragraphs 8.30 – 8.32
Impact on flooding	Addressed in the report at paragraph 8.34
Local services cannot cope	Addressed in the report at paragraph 8.37
Lack of affordable homes	Addressed in the report at paragraph 8.36
Impact on trees	Addressed in the report at paragraphs 8.30 – 8.32

Cllr Lynn Hale (Sanderstead Ward Councillor) referred the application to Planning Committee raising the following issues as part of his referral:

- Significant overdevelopment of this back garden site due to its design, density, siting, footprint, bulk and massing.
- There would be a detrimental impact on the amenities of adjoining occupiers, especially number 1 Harewood Gardens, due to the size and siting of the proposal: loss of privacy and overlooking.
- Insufficient parking for residents and visitors.
- Unacceptable significant loss of trees, mature hedges and vegetation and natural habitat.
- Detrimental impact on flood risk upon other properties in the local area.

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. Such 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 (February 2018), and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF) revised in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Promoting sustainable transport;
- Delivery of housing
- Promoting social, recreational and cultural facilities and services the community needs

- Requiring good design.

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

Emerging New London Plan

Whilst the emerging New London Plan is a material consideration, the weight afforded to it is down to the decision maker, linked to the stage a plan has reached in its development. The New London Plan remains at an advanced stage of preparation but full weight will not be realised until it has been formally adopted. Despite this, in accordance with paragraph 48 of the NPPF substantial weight can be applied to those policies to which the Secretary of State has not directed modifications to be made.

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

- D1 London's form, character and capacity for growth
- D2 Infrastructure requirements for sustainable densities
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- H1 Increasing housing supply
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- HC1 Heritage conservation and growth
- G1 Green infrastructure
- G4 Open space
- G5 Urban greening
- G6 Biodiversity and access to nature
- G7 Trees and woodlands
- S11 Improving air quality
- S12 Minimising greenhouse gas emissions
- S13 Energy infrastructure
- S15 Water infrastructure
- S17 Reducing waste and supporting the circular economy
- S112 Flood risk management
- S113 Sustainable drainage
- T1 Strategic approach to transport
- T2 Healthy streets
- T3 Transport capacity, connectivity and safeguarding
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking

- T7 Deliveries, servicing and construction
- T9 Funding transport infrastructure through planning
- DF1 Delivery of the plan and planning obligations

7.4 Croydon Local Plan (adopted February 2018)

- SP1 – The places of Croydon
- SP2 – Homes
- DM1 – Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 – Design and character
- DM13 – Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM24 – Land contamination
- DM25 – Sustainable drainage systems and reducing flood risk
- 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
- DM43 – Sanderstead

7.5 Suburban Design Guide Supplementary Planning Document (SPD) 2019

The SPD is a Housing Design Guide that provides guidance on suburban residential developments and extensions and alterations to existing homes across the borough. The SPD is a design guide for suburban developments likely to occur on windfall sites where existing homes are to be redeveloped to provide for several homes or proposals for building homes in rear gardens.

7.6 Other relevant Supplementary Planning Guidance as follows:

- London Housing SPG, March 2016
- National Technical Housing Standards, 2015
- National Planning Practice Guidance

8.0 MATERIAL PLANNING CONSIDERATIONS

8.1 The principal issues of this particular application relate to:

- The principle of the development;
- Impact of the development on the character and appearance of the area;
- Impact on residential amenities;
- Standard of accommodation;
- Highways impacts;

- Impacts on trees and ecology;
- Sustainability issues; and
- Other matters

The Principle of Development

- 8.2 Both the London Plan and the NPPF place significant weight on housing delivery and focus on the roles that intensification and small sites in particular can play in resolving the current housing crisis. It is acknowledged that windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting the demand for additional housing in Greater London, helping to address overcrowding and affordability issues. Furthermore the Croydon Local Plan 2018 anticipates that roughly a third of housing delivery over the plan period will come from District Centres and windfall sites.
- 8.3 The site is a windfall site which could be suitable for sensitive renewal and intensification which responds to the character of the area (as assessed below).
- 8.4 Policy SP2.7 sets a strategic target of 30% of new homes to be 3-bedroom homes and small family homes and homes built as 3-bed homes are also protected. The existing 2 units are 3-beds and the proposal would provide 8 x 3 bed units which would provide adequate floorspace for families. The overall mix of accommodation would be acceptable and would result in a net gain in family accommodation.
- 8.5 Representations have raised concern over the intensification of the site and overdevelopment. The site is in a suburban setting with a PTAL rating of 1b and as such, the London Plan indicates that a suitable density level range is between 150-200 habitable rooms per hectare (hr/ha). Whilst the proposal would be in excess of this range (220 hr/ha), it is important to note that the London Plan indicates that it is not appropriate to apply these ranges mechanistically, and also provides sufficient flexibility for higher density schemes (beyond the density range) to be supported where they are acceptable in all other regards. In this instance the proposal is acceptable, respecting the character and appearance of the surrounding area, and does not demonstrate signs of overdevelopment (such as poor quality residential units or unreasonable harm to neighbouring amenity). As such the scheme is supported.

The effect of the proposal on the character of the area and visual amenities of the streetscene

- 8.6 The existing properties are not protected from demolition by existing policies and their demolition is acceptable subject to a suitably designed replacement building coming forward. The proposal seeks to replace them with 8 units. The scheme has been specifically designed as four semi-detached pairs because this would work well with the topography and be an efficient use of the site. The front buildings are sited to respond to the siting of properties on either side and to follow the curve in the road. Significant buildings to the rear are not characteristic

of the area but are suitable on these plots which have deeper gardens than is generally the case on Harewood Close.

- 8.7 The Croydon Local Plan has a presumption in favour of three storey development and the application seeks to provide four two-storey buildings with habitable roofspace providing a high quality built form that respects the pattern, layout and siting in accordance with Policy DM10.1. The height, scale and massing of the scheme would be acceptable, given that the site works well with the topography and would sit well with the adjoining properties.
- 8.8 The two-storey dwellings plus habitable roofspace within pitched roofs would have design characteristics that are similar to those seen on the dwellings within the area. Officers are satisfied that the scheme respects the street-scene.



Fig 2: Elevational view highlighting the front of the proposal in relation to neighbouring properties.

- 8.9 The design of the buildings would incorporate a traditional styled appearance consisting of gables and pitched roofs, maintaining the overall street scene with use of an appropriate materials palette with an adequate balance between brick and glazing and appropriate roof proportions.



Fig 3: Proposed site plan showing proposal in relation to neighbouring properties.

- 8.10 Policy DM10.2 seeks to create well defined and designed public and private spaces and advises that forecourt parking should only be allowed where it does not cause undue harm to the character or setting of the building and is large enough to accommodate parking with sufficient screening to prevent vehicles encroaching on the public highway. Whilst some of the frontage would be given over to hard-standing to allow for off street parking there would be some soft landscaping surrounding it, along with a section of soft landscaping along the front boundary. Given the overall scale of the development and number of forecourt hardstanding areas in the vicinity, the extent of hardstanding would not be excessive. The site does offer sufficient opportunities for soft landscaping.
- 8.11 The application site is a substantial plot within an established residential area. The scale and massing of the new buildings would generally be in keeping with the overall scale of development found in the immediate area whilst sensitively intensifying it and the layout of the development would respect the streets pattern and rhythm.



Fig 4: 3D visual of site showing proposal from Harewood Gardens

- 8.12 Having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development would comply with the objectives of the above policies and the Suburban Design Guide SPD 2019 in terms of respecting local character.

The effect of the proposal upon the amenities of the occupiers of adjoining properties

- 8.13 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, a loss of natural light, a loss of outlook or the creation of a sense of enclosure. The properties with the potential to be most affected are the neighbouring properties at 1 and 7 Harewood Gardens; the dwellings on Oakapple Close and Field Close at the rear of the site; and the dwellings opposite on Harewood Gardens.



Fig 5: Existing site plan showing relationship to neighbouring properties

1 and 7 Harewood Gardens

- 8.14 No.1 is the adjoining dwellinghouse to the west of the site. It forms the other half of no.3 that will be demolished. The house type A dwellings at the front of the site would not break horizontal 45 degree lines drawn from the rear habitable room windows of the neighbouring occupiers at no.1 however the elevation line would be broken from the window behind the garage, however this window would not be a primary window to a habitable room. Therefore it is considered that the proposal would not lead to a detrimental impact in terms of loss of light and outlook for occupiers.
- 8.15 No.7 is the dwellinghouse immediately to the east of the site. It has 4 windows on the side elevation, however these windows are not primary windows to habitable rooms. The house type A dwellings at the front of the site would not break 45 degree lines drawn from the rear habitable room windows of the neighbouring occupiers at no.7. Therefore it is considered that the proposal

would not lead to a detrimental impact in terms of loss of light and outlook for occupiers.

- 8.16 The house type B dwellings at the rear would conflict with the 45 degree lines, however the distance from the rear of the dwellings at no.1 and 7 would be more than the required 18m and so would not give rise to significant loss of privacy.
- 8.17 Given the separation distance it is considered that the proposed development would not result in a significant loss of privacy and overlooking of neighbouring property. Although there would be some additional overlooking of neighbouring private amenity, this amenity is already overlooked by the existing windows of neighbouring properties.
- 8.18 All the proposed dwellings have first floor side windows that will be obscure glazed, these will need to be obscure to prevent overlooking of neighbouring property. A condition can be added.

Dwellings opposite at 4-8 Harewood Gardens

- 8.19 These dwellings are to the south-east of the proposal site. There would be a minimum of 30m from the front of the development. This is considered to be an acceptable relationship in a suburban setting such as this.

Dwellings at the rear of the site on Oakapple Close and Field Close

- 8.20 The block at 1-3 Oakapple Close is 10m from the rear of the closest block B dwelling, because of the 45 degree angle it is considered that the relationship would not lead to direct overlooking of habitable rooms although there would be some overlooking of private amenity.
- 8.21 The dwellings at no.15 and 16 Field Close would be more than 20m from the closest block B dwellings, given the distance it is considered there would not be harmful overlooking of habitable rooms although there would be some overlooking of private amenity.
- 8.22 It is considered that given the separation distances that there would not be a significant impact on these dwellings in terms of loss of light, outlook, privacy or sense of overbearing. This is considered to be an acceptable relationship in a suburban setting such as this.
- 8.23 The proposed development would not result in undue noise, light or air pollution as a result of an increased number of occupants on the site. The increased number of units would increase the number of vehicle movements to and from the site, but this would not be significant and would not be overly harmful.

The effect of the proposal upon the amenities of future occupiers

- 8.24 The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the gross internal floor areas and storage. All of the proposed units would meet the minimum required gross internal floor area.
- 8.25 The units would have access to private amenity space which meets the required standards.
- 8.26 In terms of accessibility, all of the units would be M4(2) compliant which is acceptable.
- 8.27 Overall the proposal is considered to result in a high quality development, including an uplift in family accommodation, and will offer future occupiers a good standard of amenity, including the provision of communal amenity space and thus accords with relevant policy.

Traffic and highway safety implications

- 8.28 The Public Transport Accessibility Level (PTAL) rating is 1b which indicates very poor accessibility to public transport. The London Plan and Policy DM30 of CLP2018 sets out that maximum car parking standards for residential developments based on public transport accessibility levels and local character. This states that up to 1.5 spaces per unit being provided for 3 bedroom properties. In line with the London Plan, the proposed development could therefore provide up to a maximum of 12 spaces.
- 8.29 The scheme proposes 8 on-site parking spaces, this would provide 1:1 parking spaces. Given the significant proportion of family units and that concerns have been raised about overspill parking, a parking stress survey has been submitted as part of the application using the Lambeth methodology. The two overnight surveys show an unrestricted parking stress of 39% and 46%. Taking the worst case scenario, 81 out of 178 spaces were occupied. The surveys show an acceptable level of spare parking capacity exists within the survey area during the night-time residential peak, with significant levels of reserve capacity available. The proposed car parking provision is considered acceptable.
- 8.30 There are a number of representations that refer to the highway safety at the site. In respect to highway safety, the access is centrally located with good visibility and vehicles have the ability to turn on site. A swept path plan has been provided that will allow for vehicles to enter and exit in first gear. Full details of proposed dropped kerbs, vehicle tracking and pedestrian visibility splays can be conditioned.
- 8.31 A financial contribution of £12,000 will be secured through a Section 106 contribution that will go towards improvements to sustainable transport including but not limited to on street car clubs with EVCP's and/or highway changes such

as on street restrictions or membership of car club for the units for 3 years. This is required because of the increased traffic generated from the increased number of units.

- 8.32 Cycle storage for 2 cycles per unit would be provided within the rear gardens of the units. 20% of parking spaces must be provided with active charging points, with active EVCPs. This will be conditioned.
- 8.33 The refuse arrangements would be acceptable. The front houses would have individual refuse storage at the front of the dwellings. The refuse store for the houses at the rear is located in the middle of the site and is a temporary storage area from where the refuse will need to be taken to the highway on collection day. It can be secured by condition. A bulky goods storage area is provided at the front of the store.
- 8.34 A Demolition/Construction Logistic Plan (including a Construction Management Plan) will be needed before commencement of work and this could be secured through a condition.

Impact on trees and wildlife

- 8.35 The site contains some established trees and shrubs. Although eleven individual trees, six groups of trees and two hedges will be removed, all are category C trees. The site provides an opportunity to plant a number of new trees as part of a landscape scheme. A landscaping and planting plan can be conditioned.
- 8.36 Foundations for parts of the new dwellings extend into the theoretical Root Protection Areas of T5 and T15, trees to be retained. However, only small portions are affected. In order to minimise the potential impact upon these trees, it is proposed to excavate the foundations within the Root Protection Areas of these three trees using hand tools.
- 8.37 The works should be undertaken in accordance with the Arboricultural Report and Impact Assessment recommendations and this has been conditioned.

Sustainability Issues

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

Other Matters

- 8.39 The site is not located in any designated flood risk area. The applicants have submitted a Surface Water and SuDS Assessment which is based on a desktop study of underlying ground conditions. It is likely that infiltration of surface water runoff following redevelopment may be feasible. The parking area will incorporate permeable paving which drain to adjacent soft landscaping areas. This can be secured through a condition.

- 8.40 An Archaeological desk based study has been submitted with the application. The study has been assessed by The Greater London Archaeological Advisory Service who have recommended no archaeological requirement.
- 8.41 Representations have raised concern that construction works will be disruptive and large vehicles could cause damage to the highway. Whilst the details submitted to date might well be acceptable, it would be prudent to condition a Construction Logistics Plan to be approved, as appointed contractors may have an alternative approach to construction methods and the condition ensures that the LPA maintains control to ensure the development progresses in an acceptable manner.
- 8.42 Representations have been made in respect to a lack of affordable homes being provided at the site, however the scheme is for 8 units and as such is under the threshold where the provision for affordable homes would be required.
- 8.43 Representations have raised concerns that local schools and other services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

Conclusions & planning balance

- 8.44 The principle of development is acceptable within this area. The design of the scheme is of an acceptable standard given the proposed and weight is given to the provision of family units. The proposal, through amendments would have an acceptable impact on neighbouring properties. Overall, the scheme is considered to provide high quality homes in a fashion responsive to the plot and its character and the scheme is recommended for approval.
- 8.45 All other relevant policies and considerations, including equalities, have been taken into account.