



PLANNING COMMITTEE AGENDA

18th December 2017

PART 6: Planning Applications for Decision

Item **6.5**

1. APPLICATION DETAILS

Ref: 17/03916/FUL
Location: 54 Arkwright Road, South Croydon, CR2 0LL
Ward: Selsdon and Ballards
Description: Demolition of existing building, erection of two/three storey building with accommodation in roof space comprising 6 x two bedroom and 1 x three bedroom flats, formation of vehicular access and provision of 7 parking spaces, cycle and refuse storage and landscaping
Drawing Nos: BX22-S1-101B, BX22-S1-102, BX22-S1-103B, BX22-S1-104B, BX22-S1-105C, BX22-S1-106C, BX22-S1-107A, BX22-S1-108, BS5837 Arboricultural Report and Impact Assessment, Flood Risk and Surface Water Assessment Rev0
Applicant: Mr Rafael Porzycki (Aventier Ltd)
Case Officer: Louise Tucker

	Studio	1 bed	2 bed	3 bed	4 bed
Apartments	0	0	6 (3 person)	1 (4 person)	0

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
7	14

- 1.1 This application is being reported to committee because the ward councillor (Cllr Dudley Mead) made representations in accordance with the Committee Consideration Criteria and requested committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

2 RECOMMENDATION

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

Conditions

- (1) In accordance with approval drawings

- (2) Tree protection measures stated in Arboricultural Method Statement/Tree Protection Plan to be installed prior to any demolition/construction works
- (3) Materials to be submitted for approval
- (4) No additional windows to be inserted in either of the flank elevations other than as specified
- (5) Windows to be obscurely glazed and retained as such where specified
- (6) Details to be provided –
 - Hard and soft landscaping – including species/size
 - Boundary treatment – including private amenity space enclosures and retaining walls
 - Disabled parking
 - Electric vehicle charging points
 - Details of roof lights
 - Visibility splays
 - Finished floor levels including building, communal garden areas, refuse and cycle storage and car parking area
- (7) Demolition and construction method statement
- (8) In accordance with recommendations of SUDs assessment; Submission and approved of Sustainable Drainage Strategy for the site/development
- (9) 19% reduction in carbon emissions
- (10) 110 litre water consumption target
- (11) Parking to be provided before the buildings are occupied
- (12) Three year commencement
- (13) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of Practice regarding small construction sites
- 3) Demolition and construction method statement – link to guidance document
- 4) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 Full planning permission is sought for:

- Demolition of the existing dwelling
- Erection of a building comprising 7 flats (6 x two bedroom, 1 x three bedroom units)
- The proposed building footprint would be a maximum of 13.5m in width and 16m in depth (including the front and rear gables), and would be 8.3m in height

- An existing vehicular access would be utilised with modifications
 - Front parking area providing 7 off-street parking spaces (one for each unit)
 - 14 cycle parking spaces and refuse store
- 3.2 An amended plan has been received confirming the distance from the main flank wall to the northern boundary is 2.65m and the distance to the southern boundary is 1.85m.

Site and Surroundings

- 3.3 The application site is located on the eastern side of Arkwright Road, and is currently occupied by a bungalow with accommodation in the roofspace which has previously been extended. Land levels rise from south to north, and gently from west to east.
- 3.4 Arkwright Road is a residential road which is varied in character, made up of a mix of single/two storey properties in relatively generous plots, with good spacing. Part of the site falls within a surface water flood risk area.

Planning History

- 3.5 None relevant to this application

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the development is appropriate and would not adversely impact the appearance of the streetscene.
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant.
- The impact upon highway safety and efficiency is considered acceptable and can be controlled through a condition.
- Sustainability aspects can be controlled by condition

5 CONSULTATION RESPONSE

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

6 LOCAL REPRESENTATION

6.1 Five letters of representation were sent to adjoining occupiers to advertise the application. The number of representations received from neighbours and local groups in response to notification and publicity of the application were as follows:

No of individual responses: 150 Objecting: 149 Supporting: 1

6.2 The following issues were raised in representations that are material to the determination of the application and are addressed in substance in the next section of this report:

- Overdevelopment of the site
- Loss of existing building unjustified
- Out of character with the area in terms of use as flats and appearance and design of building
- Increased density
- Impact on highway safety
- Inadequate parking provision
- Harm to residential amenities – loss of light, outlook, privacy, additional noise and disturbance from flats
- Inadequate safety and security
- Dominance of hardstanding in the front garden
- Construction noise and disturbance to surrounding properties
- Increased flood risk
- Impact on groundwater and drainage
- Inadequate refuse storage
- Local infrastructure will not cope with additional residents
- Boundary treatments not clear
- Inadequate access to amenity space
- Poor living conditions
- Impact on trees
- Loss of wildlife

6.3 Ward Councillor Dudley Mead has made the following objection to the scheme:

- Overdevelopment of the site
- Out of keeping with the streetscene

6.4 A letter of support has been received suggesting:

- Beneficial for new more affordable units to be built in this area
- In keeping with existing houses

6.5 The following issues were raised in representations that are not material to the determination of the application but are addressed below:

- No affordable housing provided [OFFICER COMMENT: The development is for 7 flats and is a minor application, and therefore there is no policy requirement to provide affordable housing as part of the scheme]
- Development only for financial gain and greed of developer, tax evasion [OFFICER COMMENT: This is not a material planning consideration]
- Development will devalue neighbouring properties [OFFICER COMMENT: This is not a material planning consideration]
- Risk of ground disturbance/subsidence [OFFICER COMMENT: This is not a material planning consideration and is dealt with through Building Regulations]
- Impact of excavation [OFFICER COMMENT: This is not a material planning consideration]
- Extensions applied for elsewhere in the road have been refused due to impact on character and neighbouring properties [OFFICER COMMENT: Each application is considered on its own merits]
- Land covenants preventing flats being built in Arkwright Road [OFFICER COMMENT: This is a civil matter and not a material planning consideration]
- Loss of view [OFFICER COMMENT: This is not a material planning consideration]
- There are inaccuracies in the submitted design and access statement [OFFICER COMMENT: This is noted; consideration of the application by officers is informed by a number of methods including a site visit, mapping systems, scrutiny of policies etc. not solely from the design and access statement which is not an approved document]

6.6 The following procedural issues were raised in representations, which are addressed below:

- Inadequate information submitted to determine the application [OFFICER COMMENT: The application is valid and a decision can be made on the basis of the information that has been provided; conditions suggested to secure additional details are detailed above]

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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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;
- Delivering a wide choice of high quality homes;
- Requiring good design.

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
- 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
- 7.8 Conservation of archaeological interest
- 7.21 Woodlands and trees

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.1 Sustainable development
- SP1.2 Place making
- SP2.1 Homes
- SP2.2 Quantities and location
- SP2.5 Mix of homes by size
- SP2.6 Quality and standards
- SP4.1 and SP4.2 Urban design and local character
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Flooding, urban blue corridors and water management
- SP8.6 & SP8.7 Sustainable travel choice

- SP8.12 Motor vehicle transportation
- SP8.17 Parking

7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD13 Parking design and layout
- UD14 Landscape design
- UD15 Refuse and recycling storage
- NC4 Woodlands, trees and hedgerows
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new housing

7.7 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

7.8 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) was approved by Full Council on 5th December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3rd February 2017. The examination in public took place between 16th May and 31st May 2017. Main modifications have been received from the Planning Inspector and the Council are consulting on these modification during the period 29th August – 10th October 2017.

7.9 According to paragraph 216 of the NPPF, relevant policies in emerging plans may be accorded weight following publication, but with the weight to be given to them is dependent on, among other matters, their stage of preparation. Now that the main modifications to CLP1.1 and CLP2 have been published for consultation, there are certain policies contained within these plans that are not subject to any modifications and significant weight may be afforded to them on the basis that they will be unchanged when CLP1.1 and CLP2 are adopted.

8 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues raised by the application that the Planning Committee must consider are:

- 1) The principle of development

- 2) The design and appearance of the development and its effect upon the character and appearance of the area
- 3) The impact of the development upon the residential amenities of the adjoining occupiers
- 4) The living conditions of future occupiers
- 5) Parking and highways
- 6) Trees and landscaping
- 7) Other planning matters

Principle of development

- 8.2 There would not be an objection to the provision of flats on the site in principle, given this is an established residential area. There would be no loss of protected uses, and the existing dwelling is not subject to any statutory protection. The scheme would introduce predominantly two bedroom family sized units (with one three bed family unit), which is welcomed. Therefore the principle of development is acceptable. Detailed consideration of the other material planning considerations is given below.

The impact on the character and appearance of the area

- 8.3 Whilst Arkwright Road is varied in terms of residential character, the two properties immediately neighbouring the site are bungalows with accommodation in the roofspace, incorporating chalet style roofs and low level eaves. The development seeks to reflect this traditional form and character, with a chalet style barn hipped roof with a front bay and dormer. Land levels fall from south to north which the height and form of the building would respect, where the height and eaves level would step down towards the north as in the existing relationship between the buildings. Adequate spacing would be retained to either side boundary, with the building line respecting that seen on this side of Arkwright Road. The elevations have been articulated with material differentiation and detailing, with the inclusion of windows (which would be obscurely glazed) on the side elevations to break up the massing of the flank walls. The building would be larger in depth than the existing dwelling, but in the context of the wider area which is generally made up of larger detached dwellings in more generous plots this would not be out of character. This element of the development is considered to be acceptable.
- 8.4 An area of hardstanding would be provided at the front for a parking area. The front of the existing site is covered by a similar amount of hard surface, as are a number of other properties in Arkwright Road. With the soft landscaping proposed (full details of which would be secured by condition), it is not considered the frontage would have a harmful impact on the streetscene.
- 8.5 Part of the development involves the creation of basement level accommodation, requiring some excavation. It is recommended a planning condition be imposed in relation to finished floor levels for the main building, communal garden areas and

car parking surface, along with details of any retaining walls as part of a boundary treatment condition.

- 8.6 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 1a and as such the London Plan indicates that the density levels ranges of 150-200 habitable rooms per hectare (hr/ha) and the proposal would be marginally in excess of this range at 257 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. These considerations have been satisfactorily addressed, the London Plan provides sufficient flexibility for such higher density schemes to be supported.
- 8.7 Overall with conditions, it is not considered the development would have an acceptable impact on the character and appearance of the area, in accordance with relevant policies.

The residential amenities of the adjoining occupiers

- 8.8 The building would be set in by approximately 2.65m from the northern boundary with no.56. This neighbouring property is on a lower land level but is set away from the boundary, and there is a garage and mature planting along the shared boundary. Given their positioning and relationship to the building, the light and outlook of the nearest rear windows would not be unduly harmed through the construction of the building. There are ground and first floor side facing windows to no.56, but according to the planning history these are all secondary windows serving dual aspect rooms. Whilst the proposed development would be slightly higher than the existing building, the development would respect the existing land levels with a similar half hip roof form pitching away from the boundary. Side facing windows would be obscurely glazed, to ensure no harmful side views into the neighbouring site. With conditions, it is considered the impact on the residential amenities of no. 56 would be acceptable.
- 8.9 The building would be approximately 1.85m from the southern boundary with no. 52. This property is on a higher land level and also benefits from separation to the shared boundary. There is a single storey garage along the boundary. According to the planning history, the side and rear facing windows are secondary and/or non-habitable room windows. A 45 degree line from the nearest rear window position has been shown on the plans, showing the building would not encroach on this line. The chalet style roof pitches back at the front reducing the visual impact further on the side. As with the opposite side of the building, the flank windows proposed would be obscurely glazed to retain neighbouring privacy. It is considered the impact on the residential amenities of no.52 would be acceptable.

- 8.10 The new building would be around 22m from the rear boundary with no.8 Moir Close. Soft landscaping would be installed along the boundary. This is considered sufficient to ensure there would not be any harm caused through overlooking, particularly as the rear wall of no.8 is set off the rear boundary. The development would be substantially distanced from other properties in Moir Close and Ridge Langley to ensure there would not be harmful overlooking.
- 8.11 Rear first floor terraces have been incorporated to provide amenity space for two of the units. These have been designed to ensure no side views into neighbouring gardens would be possible, and would have a similar relationship with neighbouring properties as rear high level windows. It is considered this would adequately retain the privacy of adjoining occupiers.
- 8.12 The scheme would provide an additional 6 units on the site. The site is within an established residential location and the building is replacing a detached dwelling. The units could all reasonably be occupied by families, as two/three bedroom units. It is not considered the provision of flats on the site would result in additional material harm through noise and disturbance to neighbouring occupiers which would be sufficient to refuse planning permission.

Living conditions of future occupiers

- 8.13 The Nationally Described Space Standards (NDSS) provide minimum technical requirements for new dwellings, including minimum space standards for proposed dwellings. With regard to amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1 person dwellings, increasing by 1m² per occupant and Croydon Plan Policy UD8 requires development proposals to provide residential amenity space that is considered as an integral part of the design of the overall development concept.
- 8.14 Six of the proposed flats would be two bedroom three person units, with one three bedroom four person unit on the ground/lower ground floor level. All units would comply with the minimum GIA requirements for units of this size stipulated in the Nationally Described Space Standards (NDSS) (2015). The largest three bedroom unit would be provided across two floors (ground/lower ground floor) with a generous private garden which would be beneficial for a family. The lower ground floor level (serving two duplex flats) would be single aspect at a sunken level from the existing ground level, but given the windows would be south east facing with the land graded, this is considered acceptable. The internal layouts are acceptable with adequate room sizes.
- 8.15 Units 1, 2 and 3 would benefit from a private garden, and units 5 and 6 would have rear balconies off the living areas. The two remaining units would have access to the communal rear garden, which is shown to be divided into different sections to allow uses of the garden by multiple occupiers. Full details of this will be secured by condition. This arrangement is considered acceptable given the likely impact on

the privacy of neighbouring properties through the addition of more external balconies. The development is considered acceptable in terms of living conditions of future occupiers.

- 8.16 In terms of accessibility, level access would be provided to the ground floor entrances and the units are generously sized to allow adaptations if necessary. One of the spaces is capable for provision as a disabled car parking space. This can be dealt with by condition.

Parking and highways

- 8.17 The site is located within an area with a PTAL rating of 1a which indicates a poor level of accessibility to public transport links. 7 parking spaces (1 per unit) would be provided in a parking area at the front of the site, which would accord with the maximum car parking standards described in Appendix 2 of the Croydon UDP, and considering the poor PTAL rating this provision is considered acceptable. The site is also within walking distance of bus stops along Upper Selsdon Road. There is a large existing area of hardstanding on the frontage whilst the new parking layout, with the additional spaces, will allow for ample planting and communal amenity space to reflect the site's existing character.
- 8.18 There is an existing vehicular access to the site, which would be utilised and slightly modified to allow adequate visibility splays to be achieved (to be secured by condition). The use of the flats would result in an intensification of the access, but as the location of the access is as existing and is in accordance with standard highway requirements, the situation is considered acceptable. Acceptable turning space has been supplied to allow vehicles to manoeuvre within the site and exit in a forward gear which would ensure the safety and efficiency of the highway.
- 8.19 A condition is recommended to secure the submission of a demolition/construction logistics plan to ensure this is compliant with requirements.
- 8.20 14 cycle parking spaces and refuse storage for residents have been provided in integrated stores accessed down the side of the property in accordance with London Plan standards, to encourage use of sustainable transport methods and to provide an acceptable standard of development.

Trees

- 8.21 The site is not covered by a Tree Preservation Order. There are some small trees and shrubs on the site and an arboricultural report has been submitted with the application. There is a street tree to the front of the site near the access, however given the existing siting of the access it is not considered there would be harm caused to this tree. A condition will secure full details of a landscaping scheme including replacement planting, and also to ensure the development is carried out in accordance with the requirements of the submitted arboricultural assessment.

Other planning issues

- 8.22 The refuse store would be integrated into the building with a separate side entrance. This would be in accordance with policy and is acceptable.
- 8.23 It is recommended that a planning condition be imposed requiring a 19% reduction in CO2 emissions to be achieved and a target of 110 litres of water consumption per flat.
- 8.24 Representations have raised concern about the noise and disturbance caused by construction of the development, however this would be of a temporary nature. A planning informative is recommended to advise the applicant to follow the Council's "Code of Practice on the Control of Noise and Pollution from Construction Sites". A condition will further ensure the submission of a Construction Logistics Plan and Method Statement.
- 8.25 A condition is recommended to ensure the development is carried out in accordance with the submitted Surface Water and SUDs assessment, including the use of flood resilient building materials and fittings, provision of water butts, permeable paving and infiltration tests to be carried out which can form a drainage strategy. This would make the development acceptable in terms of flood risk, given the site lies adjacent to an area at risk of surface water flooding.

Conclusions

- 8.26 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard given the proposed and conditioned landscape and subject to the provision of suitable conditions the scheme is acceptable in relation to residential amenity, transport, sustainable and ecological matters. Thus the proposal is considered in general accordance with the relevant policies.
- 8.27 All other relevant policies and considerations, including equalities, have been taken into account.