

**PART 5: Planning Applications for Decision**

**Item 5.3**

**1 SUMMARY OF APPLICATION DETAILS**

Ref: 17/06391/FUL  
 Location: Land to R/O 151 Wickham Road, Croydon, CR0 8TE  
 Ward: Shirley  
 Description: Demolition of existing shed and store and erection of a two storey, two bedroom, three person detached dwelling with associated landscaping, cycle and refuse storage.  
 Drawing Nos: 1618 L (0-) 001 P0, 1618 L (0-) 010 P0, 1618 L (0-) 300 P0, 1618 L (-- ) 010 P0, 1618 L (-- ) 100 P1, 1618 L (-- ) 101 P1, 1618 L (-- ) 300 P1, 1618 L (-- ) 301 P1, 1618 L (-- ) 302 P1, 1618 L (-- ) 303 P1.  
 Applicant: Clifford Blackmore Ltd  
 Agent: Mr Alan Gunne-Jones  
 Case Officer: Tim Edwards

|              |                                 |
|--------------|---------------------------------|
| <b>Flats</b> | <b>One 2-bed, 3-person unit</b> |
|--------------|---------------------------------|

| <b>Number of Car Parking Spaces</b> | <b>Number of cycle parking spaces</b> | <b>PTAL Rating</b> |
|-------------------------------------|---------------------------------------|--------------------|
| 0                                   | 2                                     | 3                  |

1.1 The application is being reported to sub-committee because the ward councillor (Councillor Chatterjee) made representations in accordance with the committee consideration criteria and requested committee consideration. The proposal was also referred to committee by Monks Orchard Residents’ Association (MORA).

**2 RECOMMENDATION**

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

**Conditions**

- 1) Development to be carried out in accordance with the approved drawings and reports except where specified by conditions.

- 2) All external materials to be submitted to the LPA for approval before any above ground works commence.
- 3) Details of proposed cycle and refuse store, including for retail unit, shall be provided prior to the first occupation of the site.
- 4) The proposal shall only be carried out in accordance with the submitted flood risk assessment.
- 5) A landscaping plan detailing all soft and hard landscaping, boundary treatments and details of the proposed planting mix and management of the proposed green roof shall be provided
- 6) No windows to be installed within the first floor of the southern elevation
- 7) 19% reduction in carbon emissions
- 8) Water usage restricted to 110 litres per person per day
- 9) Commencement of development within three years of consent being granted
- 10) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Community Infrastructure Levy
- 2) Code of Practice for Construction Sites
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

3.1 The proposal comprises the following:

- The proposed demolition of the existing store and shed.
- The erection of a single/two storey dwelling with green roof which would be partially sunken below ground level.
- The proposed development would create a 2 bedroom, 3 person unit.
- Provision of refuse and recycling stores.
- Provision of hard and soft landscaping.

### **Site and Surroundings**

- 3.2 The application site is located at the rear of 151 Wickham Road, which is based within the Primary Shopping Area of Shirley Local Centre. 151 Wickham Road is currently mixed use, with A1 use at ground floor level and flats provided above under C3 use.
- 3.3 The site is located towards the rear of a corner plot and would front Verdayne Avenue.

3.4 Although the site is not located within a surface water area, it is noted that the surroundings street falls within an area at risk of flooding once in every 1000 years.

### **Planning History**

3.5 No relevant planning history related to the development site.

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

- The principle of the development is acceptable given the nature of the site.
- The design and appearance of the development is contemporary and appropriate given the context of surrounding area.
- The living conditions of adjoining occupiers would be protected from undue harm.
- The living standards of future occupiers are satisfactory and meet the National Housing Space Standards.
- The highway impact is considered acceptable.
- The refuse and cycle storage is considered acceptable.

## **5 CONSULTATION RESPONSE**

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

## **6 LOCAL REPRESENTATIONS**

6.2 The application has been publicised by way of neighbourhood notification letters. The number of representations received from neighbours and local groups in response to notification and publicity of the application was as follows:

No of individual responses: 9      Objecting: 7      Supporting: 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:

| <b>1</b> | <b>Summary of Objection</b>                          | <b>2</b> | <b>Response</b>           |
|----------|--|----------|---------------------------|
| 3        |  | 4        |                           |
| 5        | Over development                                     | 6        | See paragraph 8.2 – 8.8   |
| 7        | Out of character                                     | 8        | See paragraph 8.2 – 8.8   |
| 9        | Impact upon the amenities of the adjoining occupiers | 10       | See paragraph 8.10 – 8.13 |
| 11       | Lack of parking provision                            | 12       | See paragraph 8.14 – 8.15 |

|    |  |    |                    |
|----|--|----|--------------------|
| 13 | The proposed development will increase the chance of flooding  | 14 | See paragraph 8.19 |
| 15 | Substandard accommodation for future occupiers                 | 16 | See paragraph 8.9  |
| 17 | The proposed position of the refuse storage is poorly designed | 18 | See paragraph 8.17 |
| 19 | Impact on existing rear accesses                               | 20 | See paragraph 8.16 |

6.3 It is noted that Councillor Chatterjee and MORA objected to the development for the following reasons:

- Out of character development.
- The roof form does not reflect that of the surrounding dwellings
- The kitchen and bathroom are positioned on the lower ground floor and may require waste water and sewage to be pumped to main waste services level. *[Officer Comment: This is not a planning consideration].*
- Surface water which falls within the sunken amenity area will need to be pumped up into the surface water main drainage system.
- The bin store is not on level ground and is of poor design.
- Unsustainable development.
- Poor amenities for future occupiers.
- Lack of car parking.

The following comments were made in support of the application:

- The proposal will improve an unused commercial area which has previously been used for storing refuse.
- Improved outlook for adjoining occupiers.
- A well-designed proposal.

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

- a. 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:

- Requiring good design
- Delivering a wide choice of high quality homes
- Providing a good standard of amenity for existing and future occupants of buildings and land
- Promoting sustainable transport

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

- 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
- 7.21 Woodlands and trees

7.2 There is a new draft London Plan that is currently out for public consultation which expires on the 2nd March 2018. The GLA current program is to have the examination in public of the Draft London Plan in Autumn 2018, with the final London Plan published in Autumn of 2019. The current 2016 consolidation Plan is still the adopted Development Plan. However the Draft London Plan is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the plan in general is considered to carry minimal weight

7.3 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the

Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. The examination took place between 18th May and 31st May 2017. Policies which have not been objected to can be given some weight in the decision making process. Policies which have not been objected to can be given some weight in the decision making process. However at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

7.4 Croydon Local Plan: Strategic Policies 2013/Partial Review Proposed Submission 2016 (CLP1 and CLP1.1):

- SP1.1 Sustainable development
- SP1.2 Place making
- SP2.1 Homes
- SP2.2 Quantities and location
- SP2.5 (SP2.7 in CLP1.1) Mix of homes
- SP2.6 (SP2.8 in CLP1.1) Quality and standards
- SP4.1 and SP4.2 Urban design and local character
- SP4.11 regarding 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 and SP8.7 Sustainable travel choice
- SP8.12 Motor vehicle transportation
- SP8.17 Parking
- Shirley: Places of Croydon

7.5 Croydon Local Plan: Detailed Policies and Proposals CLP2 – Proposed Submission 2016

- DM1 Sustainable housing choice
- DM11 Design and character
- DM14 Refuse and recycling
- DM17 Promoting healthy communities
- DM24 Sustainable design and construction
- DM25 land contamination
- DM26 Sustainable drainage systems / reducing flood risk
- DM28 Protecting and enhancing biodiversity
- DM30 Promoting sustainable travel and reducing congestion
- DM31 Car and cycle parking in new development
- DM47 Shirley

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 Supplementary Planning Guidance

- London Housing SPG March 2016

## 8 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of development
- Townscape and visual impact
- Housing quality for future occupiers
- Residential amenity for neighbours
- Transport
- Sustainability
- Flood Risk

### **Principle of development**

8.2 The application site lies within an established residential area which comprises a mixture of flatted and single dwelling developments. Currently the site is ancillary to 151 Wickham Road but its redevelopment is not considered to detrimentally impact the existing and future use of this commercial unit. The principle to provide an additional unit is therefore considered acceptable subject to further considerations listed below.

### **Townscape and visual impact**

8.3 The proposed demolition of the existing shed and store on site is considered acceptable, taking into account that these are not of high architectural merit. Although the site does front Verdayne Avenue, it is also forms part of the rear of the shops and residential dwellings which front Wickham Road. At the rear of this

shopping parade are a number of substantial large single storey extensions and two storey flat roof detached buildings.

- 8.4 The proposed location of the building within the site is considered appropriate. Although it is positioned forward of 1 Verdayne Avenue, the design of the proposal has been staggered to gradually step forward of no.1 whilst not projecting any closer to the roadside than the flank elevation of 151 Wickham Road. This is considered to respect the existing building line, taking into account the sites role within both street scenes.
- 8.5 The proposed scale of the building as a two storey development is partially positioned below the existing land levels. This allows the proposed dwelling to remain subservient to 151 Wickham Road as well as the semi-detached properties in Verdayne Avenue. The proposed roof is also positioned below the eaves of these adjoining occupiers.
- 8.6 The proposed elevation is considered to respect that of the existing dwellings found within Verdayne Avenue. As the site is partially positioned below street level and the ground floor partially hidden from the street scene by an existing store which falls outside the site boundary, overall the building frontage is considered acceptable. The proposed dwelling will also address the street through the first floor windows located within the proposed bedrooms and is considered to provide natural surveillance over Verdayne Road and the existing access road.
- 8.7 It is noted that the proposed flat roof form is not a predominant feature in the immediate vicinity in buildings which provide active frontages. However, there are examples of flat roof developments of different uses which are positioned in small in-fill locations (for example 2-4 West Way Gardens, The 1924 Shirley Squadron Air Training Corps building on The Vale and the rear extensions and outbuilding based at the rear of the Shirley Inn) within the wider Shirley Area. Taking into account the proposed building's location within the site, its mass which is subservient to the surrounding buildings and the nature of the site, overall the proposal development is considered to respect the existing wider street scene.
- 8.8 The overall scale, massing and design is considered appropriate in respect of the above policies and is considered to be in keeping with the character and appearance of the surrounding area.

#### **Housing quality for future occupiers**

- 8.9 The layout of the proposed unit is considered acceptable with regards to the amenities of any future occupiers. Although the proposed ground floor is partially below the existing land levels, fenestration is proposed in the eastern and western flank elevations, some of which have been amended during the application process. However, considering these windows are positioned within the ground floor bathroom and upper bedroom for which it is a secondary glazing, overall these amendments are not considered to be detrimental to the amenities of future occupiers. There would be large glazed doors within the



ground floor of the south elevation and a large rooflight above the living/dining area providing daylight to the ground floor. It is noted that the bi-fold doors are in close proximity to the proposed site boundary but overall the unit is considered to provide acceptable amenities for future occupiers. Additionally, all upper floor habitable rooms have dual aspect and good outlook to the front elevation.

### **Residential amenity for neighbours**

- 8.10 There is approximately a 4.3 metre gap between the flank elevation of the proposed dwelling and 1 Verdayne Avenue. Although the proposal is positioned forwards of no.1, it is not considered to detrimentally impact the outlook or light levels of these adjoining neighbours, especially when considering the scale of the proposal. Although amended plans now indicate a window within this flank elevation at first floor level, as this is high level and not directly overlooking any flank fenestration within this adjoining occupiers, overall the proposal is not considered to impact the amenity of neighbouring property. It would not cut a line taken at 45° from the windows of the neighbouring property on Verdayne Avenue.
- 8.11 The proposed southern elevation is separated from the rear elevation of 151 Wickham Road by approximately 3.60 metres at the ground floor, and 5.60 metres at the first floor. This is clearly in close proximity to the host property. The building has been designed to sit below the windows at first floor, which serve habitable rooms; a kitchen and bathroom. As such not significant impact on light and outlook from those windows would result. There is a ground floor window to the rear of the shop unit which would be affected, but as it is not in residential use, this impact is considered to be acceptable. There would be some impact on surrounding properties in the parade of shops however ground floors tend to be retail in nature and the building is set below first floor windows. Additionally, the neighbouring property has had a large single storey extension built so that windows are near to the rear site boundary. As such, this impact is considered to be minimal.
- 8.12 The proposal is likely to result in an increased number of occupants inhabiting the application site. However, considering the property is detached in nature, reasonably separated from the adjoining occupiers with the expectation that the development will be required to comply with building control regulations in regards to sound and noise insulation, overall the proposal is not considered to increase noise/disturbance to an unacceptable level.
- 8.13 Overall, the development is considered to be in accordance with the relevant policies and would not result in harm to the residential amenities of surrounding occupiers.

### **Transport**

- 8.14 The subject site is in an area with a PTAL accessibility rating of 3 (on a scale of 1a - 6b, where 6b is the most accessible), as indicated on maps produced by TfL. The site is therefore considered to have below average access to public transport. However, there are a number of bus routes (194, 367, 198, 119, 130, 466) all within close proximity of the site.
- 8.15 The proposed development would not create a net loss of off-street parking provision on site. The proposal does not include any on-site parking, however, considering the location of the development within a local centre and in close proximity to a number of bus routes, overall this is considered acceptable.
- 8.16 Provision is also made on site for 2 cycle parking spaces which adheres with the London Plan. Objections have been received stating the proposal will result in closing the rear access; this is not proposed.
- 8.17 It is noted that as originally proposed drawings indicate a refuse collection which would be below the street. With the agreement of the applicant, the proposed final position and accessibility to street level will be conditioned accordingly to ensure that the refuse store will be provided at street level not requiring any future occupier to bring any bins up any steps.

### **Sustainability**

- 8.18 Policy SP6.3 (Sustainable design and construction) requires all new build housing to achieve Code for Sustainable Homes Level 4 *or equivalent*. As such it is recommended that a condition is attached requiring the applicant to achieve a 19% reduction in CO2 emissions while ensuring that water consumption does not exceed 110L per head per day.

### **Flood Risk**

- 8.19 Although, the site does not fall within an area at risk of surface water, the street itself, Verdayne Avenue does fall within an area at risk of flooding once in every 1000 years. The site existing hard standing would be altered and the submitted Flood Risk Assessment specifies mitigation methods including the introduction of a green roof and permeable paving will be introduced. This is considered acceptable and would be conditioned accordingly
- 8.20 As highlighted, the proposal would also be positioned below the existing land levels. However, considering the proposed two storey nature of the development it provides a clear opportunity for any future occupier to escape a potential flood by moving to first floor level.

### **Conclusions**

- 8.21 The proposal would result in the redevelopment of an existing site which would provide an additional home in the borough. The development would be in keeping with the character of the area, would not have a significant impact on the amenities of adjoining occupiers within a sustainable location with access to public transport in close proximity. Landscaping, refuse and sustainable drainage are all acceptable in principle and can be secured by condition.

8.22 All other relevant policies and considerations, including equalities, have been taken into account.