

**PART 6: Planning Applications for Decision**

**Item 6.3**

**1 APPLICATION DETAILS**

Ref: 17/06330/FUL  
 Location: Land at the junction of Coombe Road and Edridge Road, Croydon, CR0 1BD  
 Ward: Fairfield  
 Description: Erection of a three storey building to provide eight one bedroom flats with accommodation in the roof space and the erection of a two storey 3 bedroom house with accommodation in the roof space with landscaping and other associated works  
 Drawing Nos: Drawing issue sheet dated 10/04/18  
 Applicant: Brick by Brick Croydon Limited  
 Agent: Carter Jonas LLP  
 Case Officer: Richard Freeman

	<b>1B</b>	<b>2B</b>	<b>3B</b>	<b>TOTAL</b>
AFFORDABLE	0	0	0	<b>0</b>
PRIVATE	8	0	1	<b>9</b>
<b>TOTAL</b>	<b>8</b>	<b>0</b>	<b>1</b>	<b>9</b>
FAMILY UNITS	0	0	11%	

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
0	10

1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received and as the former Ward Councillor for Fairfield Ward (Cllr Pollard – now Ward Councillor for Selsdon and Addington Village) made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. As such, both Councillor Pollard and currently sitting Fairfield Ward Councillors have been contacted to determine whether anyone would like to address the Planning Committee.

**2 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

2.1 This is an application to erect a building of eight one-bed flats and a detached three bedroom house on a plot of land which is currently informally used as open space but was previously a terrace of houses until they were demolished during World War II following bomb damage.

2.2 The proposal provides housing to meet the housing targets set out in the Croydon Local Plan 2018 and is seen as a positive use of a site which contained houses until WWII. It is acknowledged that the site has been used for local space, however this is not protected in policy terms. Nevertheless, the scheme does include a replacement bench and small public area.

- 2.3 Ruskin House, adjacent to the site at the junction of Park Lane and Coombe Road, is Grade II Listed, the proposal is not considered to cause harm to this heritage asset, due to the appearance of the scheme, its roof form and the separation of the main building from Ruskin House.
- 2.4 The proposal would have an acceptable impact on residential amenity of adjoining occupiers – the adjacent terrace is not directly overlooked by principal room windows, and would retain adequate light and outlook.
- 2.5 The standard of residential accommodation would be acceptable. All units would have private amenity space and usable communal amenity space is provided.
- 2.6 The site is in a Tier 2 Archaeological Priority Area. Onsite archaeological excavations have been undertaken to assess the importance and likelihood of significant archaeology to be present on site. This found that the site had a low archaeological potential and that no further archaeological work was required, which has been agreed by the Greater London Archaeological Advisory Service.
- 2.7 No parking is provided which is considered appropriate in the Opportunity Area and an area of high public transport accessibility (6a, on a scale of 1 – 6b). Adequate bike and bin stores are provided and details would be controlled by condition.
- 2.8 4 trees of mixed amenity value would be lost. A financial contribution is to be secured to ensure replacement planting in the local area, as well as onsite planting.

### **3 RECOMMENDATION**

- 3.1 That the Committee resolve to GRANT planning permission subject to:
- A. The prior completion of a legal agreement to secure the following planning obligations:
- a) Restriction on future residents obtaining car-parking permits
  - b) Maintenance of replacement tree planting
  - c) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 3.2 That the Director of Planning and Strategic Transport is delegated authority to negotiate the legal agreement indicated above.
- 3.3 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) Development implemented in accordance with submitted drawings
- 2) Details of materials to be submitted and approved including detailed design of specified elements
- 3) Provision of bin and bicycle stores
- 4) Detailed hard and soft landscaping maintenance/management plan including details of children's play space and establishment of management company
- 5) Detailed sustainable drainage strategy to be provided
- 6) Provision of ecological enhancement measures and off-site tree planting

- 8) Tree protection measures and hand-digging within root protection area
- 9) Provision of contaminated land assessment
- 10) Water efficiency targets to be met
- 11) Sustainable development 35% carbon reduction
- 12) Full details of noise mitigation measures to be provided to achieve specified internal standards considering surrounding uses
- 13) Provision of a Construction Logistics Plan
- 14) Development to commence within three years of the date of permission
- 15) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Historic England informatives
  - 2) Thames Water informatives
  - 3) Any [other] informative(s) considered necessary by the Director of Planning
- 3.4 That, if within 6 months the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.
- 3.5 That the Committee confirms that it has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.6 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.

## **4 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 4.1 The proposal is to erect one block of three storeys, with accommodation in the roof to provide eight one-bed flats and one detached three bedroom two storey house with accommodation in the roof.
- 4.2 Landscaping would slightly widening the footway, a small area of public open space at the back of the footpath, to replace the existing bench area and defensible planting in front of both buildings. The house would have a private landscaped area to front and rear. The flats would have a small communal area to the rear, as well as bike and bin stores. All flats would have private amenity space.

### **Site and Surroundings**

- 4.3 The site falls within Croydon Metropolitan Centre and the Opportunity Area. Coombe Road is part of the TfL managed highway network.
- 4.4 Coombe Road has a variety of building lines, with some two and three storey buildings being set at the back of the pavement. Eldridge Road comprises terraced houses set back from the street by small front yards. The site falls at the junction of the two roads and fronts on to Coombe Road. The crossroads is dominated by the Queen Anne mansion block diagonally opposite. Ruskin House (Grade II Listed) dominates the Park

Lane / Coombe Road junction and is set back from the road, creating a sense of spaciousness.

- 4.5 The ground level rises from west to east. There are no Tree Protection Orders on the site, which falls within a Tier 2 Archaeological Priority Area and is at slight risk of flooding from surface water. It lies within a Source Protection Zone (protecting subterranean drinking waters) and has a Public Transport Accessibility Level (PTAL) of 6a (very high).

### **Planning History**

- 4.6 There are no relevant planning applications.

## **5 CONSULTATION RESPONSE**

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

- 5.2 The following were consulted regarding the application:

### **Greater London Archaeological Advisory Service (Statutory Consultee)**

- 5.3 Greater London Archaeological Advisory Service (GLAAS) required a scheme of on-site investigation prior to determination of the application. This was carried out in accordance with previously agreed details and the report assessed by GLAAS who agreed with the conclusion that the proposal would have little impact on archaeology and so no further assessment was required.

## **6 LOCAL REPRESENTATION**

- 6.1 A total of 42 neighbouring properties were notified about the application and invited to comment and the application was also advertised by site notice. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application (including re-notification following amendments) were as follows:

No of individual responses: 64      Objecting: 63      Commenting: 1

No of petitions received: 0

- 6.2 Councillor Pollard (the Ward Councillor at the time the application was advertised) objected to the application on the grounds that it would result in the removal of green space and that the buildings are out of keeping with surrounding properties.

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

### **Objections**

- Overlooking of Ruskin House
- Loss of green space
- Impact on parking and safety of local highway network
- Impact on adjoining residential properties

- Loss of trees
- Overdevelopment due to size
- Noise from Ruskin House will disturb residents
- Disruption caused by development
- Land should be used for a small park or playground
- Impact on residents of pollution
- Servicing would not be possible
- Clashes with Listed Building and other heritage assets
- Is obtrusive
- Does not address housing need
- Area is overpopulated
- Footway should be widened and a contribution payed to overcome harm to Ruskin House
- Air pollution will affect residents
- Bin store will lead to vermin

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

- The applicant is associated with the Council. [OFFICER COMMENT: This application has been considered in the normal way that planning applications are and is being reported to Planning Committee for a decision as a Ward Councillor made a referral and a significant number of objections was received.]
- Houses would not be affordable. [OFFICER COMMENT: As a minor development it does not trigger the threshold for the provision of affordable housing.]
- The certificate was incorrectly completed [OFFICER COMMENT: This is not the case. Notice was served on the relevant Council officer, as landowner.]

## **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 Croydon Local Plan (2018), Mayor's London Plan (2016) 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;
- Preserving and enhancing the historic environment.

7.3 There is a draft revised NPPF that is currently out for public consultation until the 10th May 2018. The draft revised NPPF incorporates policy proposals previously consulted on in the Housing White Paper and the Planning for the right homes in the right places consultation. The draft NPPF is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the draft NPPF in general is considered to carry minimal weight.

7.4 The main policy considerations from the London Plan (2016) raised by the application that the Committee are required to consider are:

- Policy 1.1 Delivering the Strategic Vision and Objectives for London.
- Policy 3.3 Increasing Housing Supply.
- Policy 3.5 Quality and design of Housing Developments
- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.4 Local Character
- Policy 7.6 Architecture
- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.19 Biodiversity and Access to Nature
- Policy 7.21 Trees and Woodlands

7.5 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.

7.6 The Mayor of London has published and adopted Supplementary Planning Guidance, of which the London Housing SPG, the London Affordable Housing and Viability SPG and the Croydon Opportunity Area Planning Framework SPG are of relevance.

#### Croydon Local Plan (2018)

7.7 The new local plan was adopted on the 27th February 2018 and now carry full weight. The main relevant policies to this application are as follows:

- SP2: Homes.
- SP2.1 Choice of homes.
- SP2.2 Quantities and locations.
- SP2.7 Mix of homes by size.
- SP2.8 Quality and standards.
- DM1: Housing choice for sustainable communities.
- SP4: Urban Design and Local Character.
- SP4.1 High quality development that responds to local character.

- DM10: Design and Character.
- DM10.1 High quality developments, presumption for 3 storeys.
- DM10.2 Appropriate parking and cycle parking design.
- DM10.4 Private amenity space.
- DM10.5 Communal amenity space.
- DM10.6 Protection to neighbouring amenity.
- DM10.7 Architectural detailing, materials respond to context
- DM10.8 Landscaping.
- DM10.9 Lighting and light pollution.
- DM13: Refuse and Recycling.
- DM13.1 Design, quantum and layouts.
- DM13.2 Ease of collection.
- DM 15 Tall and large buildings
- DM 18 Heritage assets and conservation
- SP6: Environment and Climate Change.
- SP6.3 Sustainable design and construction.
- Water efficiency 110 litres.
- SP6.4 Flooding and water management.
- SP6.6 Waste management.
- DM25: Sustainable drainage systems.
- DM27: Protecting and enhancing our biodiversity.
- DM28: Trees.
- SP8: Transport and the Communication.
- SP8.5 and SP8.6 Sustainable travel choice.
- SP8.7 Cycle parking.
- SP8.12 and SP8.13 Electric vehicles.
- DM29: Promoting sustainable travel.
- DM30: Car and cycle parking.
- DM38 Croydon Opportunity Area

## **8 MATERIAL PLANNING CONSIDERATIONS**

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

1. The principle of the development
2. Design, appearance and heritage
3. Impact on adjoining occupiers
4. Living conditions of future occupiers
5. Biodiversity, sustainability and landscaping
6. Highways and transportation

### **Principle of the development**

8.2 The site is currently a publically accessible green space with grass, a small path and bench and some trees, albeit previously developed as a terrace of properties on the corner which were demolished following bomb damage during the Second World War. Policy 7.18 in the London Plan protects areas of green space of local importance identified in the Croydon Local Plan 2018. This site is not designated as such a space and as such there is no policy protection for the use of the site as open space. Whilst

there is amenity value to the wider community, there is no policy protection offered to the current use of the space.

- 8.3 The current area is small and offers limited facilities (bench) and there are a number of open spaces in the local area which offer significantly more play and recreation opportunities, including Park Hill Park (250m away) and Queens Gardens (400m). As such the site's development is not considered to significantly impact on the provision of open space in the wider area. Furthermore a small area of publically available open space is proposed at the front of the site, adjacent to the boundary with Ruskin House, which would incorporate a bench and planting to provide an opportunity to pause if walking up the hill to the east.
- 8.4 There is no policy to restrict the proposed use of the site to a specific use, so a residential proposal is considered to be in principal acceptable and to help meet the housing targets set out in the local plan. The proposal provides a three-bed family unit and the mix of units by size is considered to be acceptable.

### **Design, appearance and heritage**

- 8.5 Policies in the Croydon Local Plan 2018 and the London Plan require development to take account of the local character whilst making best available use of land, securing the highest possible standard of architecture and placing great weight on the importance of heritage assets.

#### Heritage

- 8.6 The adjacent Ruskin House is a Grade II Listed Building and is noted as being a fine surviving example of an eighteenth century manor house with high quality gate piers. It sits in an open setting, a remainder of its original landscaped setting. Beyond it and the junction of Coombe Road and Park Lane lies the Chatsworth Road Conservation Area.
- 8.7 The proposal would have an impact on the setting of the Listed Building and would be visible in some views into and out of the Conservation Area. The proposal leaves a visual gap between itself and Ruskin House, and the building lines of the proposed properties have been set in to the site to respect the front elevation of Ruskin House and its courtyard. Amendments have been made which address the roofline and massing of the two buildings.
- 8.8 The existing open, green character of the site provides a link to the historically open, landscaped setting of Ruskin House. This setting has changed over time, given the previous terrace prior to WWII. The development has been designed to allow significant views of the listed building's frontage to be retained. As such, the development preserves the setting of Ruskin House and the impact on heritage is acceptable.

#### Design and appearance

- 8.9 The site sits at the junction of Coombe Road, Eldridge Road and Heathfield Road and so is highly visible. The "Heathfield Gardens" mansion block diagonally opposite the site is a decorative three storey building with accommodation in a roof mansard and addresses the corner.

- 8.10 The proposal seeks to continue the form of terraced properties fronting on to Eldridge Road round the corner, whilst also responding to other properties which front on to the junction, including the Heathfield Gardens block and also respecting the open character of the listed building.
- 8.11 This layout would restore the traditional street pattern and provide a positive frontage to Coombe Road whilst retaining a small public area providing an opportunity to pause and rest on the bench.
- 8.12 The height of the proposal, at three storeys, with roof accommodation, would be similar to the buildings opposite and does not overly dominate the massing of the area, looking east along Coombe Road. The height of the building would be taller than the adjacent terraces, but there are a variety of building heights in the local area and this is not considered to have a detrimental impact on the streetscene.
- 8.13 The setting back of the mansion block and detached house in to the site to address the relationship with the Listed Building also breaks up the mass of the proposal in townscape terms and ensures that it does not appear out of scale with surrounding buildings.
- 8.14 The design and appearance of both buildings is similar, with brick as the main building material, with a roof of metal shingles. The elevations are broken up in to a rhythm with bays created through the use of balconies which would frame the main elevation of the mansion block and help it turn around the corners at either side. The detached house would have a similar appearance and both buildings would also use areas of textured brickwork to break down the elevations further. The angular roof would form a more modern feature. The design, size and shape of the panels would be very important in the overall appearance of this element of the building and so a detailed design condition is recommended to control this element of the scheme.

### **Impact on Adjoining Residents**

- 8.14 The Croydon Local Plan policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being. It ensures that the amenity of the occupiers of adjoining buildings are protected, taking into account the context of a development, in this case being within the Metropolitan Centre.
- 8.15 The properties that have the most potential to be affected are 127 Edridge Road and Ruskin House. A daylight and sunlight report has been submitted which demonstrates the impact of the development on the nearest residential properties, namely those 127 Edridge Road. These have been assessed in accordance with the BRE Guidelines.
- 8.16 The BRE tests show that with the exception of one secondary window in the kitchen, all other daylight and sunlight tests (Vertical Sky Components, internal Daylight Distribution and Annual and Winter Sunlight) satisfy with the BRE recommendations at 127 Edridge Road. Therefore, the proposed development would have a negligible impact on the sunlight and daylight of the surroundings properties. The impact on outlook from these windows would be no more than the original terrace is likely to have had.
- 8.17 In terms of impact on privacy, the rear elevation of the proposed mansion block at first floor and above would have a small number of windows, all of which would serve either storage areas or circulation space and would not result in a loss of privacy.

Amendments have moved the proposed rear facing windows of the house at first floor to look over the garden to the rear of Ruskin House which is not a residential area.

- 8.18 Ruskin House is a non-residential building which is unlikely to be significantly impacted upon by the proposal.
- 8.19 Concerns have been raised about the impact of construction. These would only be temporary and so should be afforded very little weight and a Construction Logistics Plan is recommended by condition to ensure that impacts are acceptable.

### **Quality of Living Environment for Future Residents**

- 8.20 Policy SP2.8 of the Croydon Local Plan 2018 indicates that housing should cater for residents' changing needs over their lifetime and contribute to creating sustainable communities. Individual units should meet the standards set out in the London Housing SPG and Nationally Described Space Standards.
- 8.21 All units comply with the Nationally Described Space Standards and all are arranged with their main outlook being to the front. Units are dual aspect, with a main front aspect and secondary windows to the rear, with the house having windows to the side also. As such, the proposed units themselves are considered to have good internal amenity and access to light and outlook.
- 8.22 Each unit would have a private amenity space through the provision of inset balconies to the front. The units in the roof would have a semi-enclosed balcony in the angular sections of the roof, similar to a dormer, which meet the dimensions set out in the London Housing SPG and local policies. The house would have a large private garden to the front and rear and the flats would also have access to a communal amenity space to the rear which, whilst small in size, would be satisfactory to accommodate the doorstep play provisions set out in policy DM10 of the Croydon Local Plan 2018.
- 8.23 The proposed units and private amenity space would face towards the road junction and Coombe Road and so would be relatively noisy. As such, a condition is recommended to ensure that acceptable internal noise levels can be secured. This condition can also address concerns raised regarding the impact of events at Ruskin House on the proposed use.

### **Biodiversity, sustainability and landscaping**

- 8.24 The site is a grassed area with four trees on it which would be lost due to the development. One tree in the front garden of Ruskin House is considered to be of high amenity value and is adjacent to the site.
- 8.25 The tree in the adjacent site has a root protection area which would extend in to the site. Tree protection measures and detailed design of the foundations can ensure that the impact on this tree is minimised. In order to overcome the loss of trees on the site, a clause in the legal agreement and a condition are recommended to secure off-site replacement planting, potentially opposite the site and a financial contribution towards maintenance. As such, the impact on these trees is considered acceptable, and conditions are recommended to require simple ecological measures (such as the use of bat or bird boxes).

- 8.26 The landscaping provides areas of private, communal and public open space. A condition is recommended to secure the delivery of these areas and to ensure that those at the front of the site would be maintained to an acceptable standard. This condition can also ensure that biodiversity is enhanced through the use of native species.
- 8.27 The development has demonstrated that it can meet required sustainability requirements with regards to the reduction of carbon dioxide emissions in its construction and operation, which would also be secured by condition, as can reductions in water usage.

### **Transport, Parking and Highways**

- 8.28 The Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. The site has a public transport accessibility level of 6a which is considered to be high.
- 8.29 In accessible areas such as the site policy promotes the provision of car free developments, such as these. A clause of the legal agreement is recommended to ensure that future residents do not apply for parking permits. The proposal is not considered likely therefore to give rise to significant vehicle trips which could impact on the local highway.
- 8.30 Cycle parking is proposed on site in accordance with standards and could be secured by condition.

### **Other Planning Issues**

- 8.32 As set out in the consultations section of the report, Greater London Archaeological Advisory Service advise that the proposal is unlikely to have a significant impact on archaeology and so it is considered that no further archaeological considerations are required.
- 8.33 The impact on air quality of the scheme has been considered and conditions would mitigate the impact of the construction phase of the development. Given the scale of the proposal no further specific air quality implications of the development are considered significant.
- 8.34 The risk of flooding has been considered and a condition would secure the use of sustainable drainage techniques.

### **Conclusions**

- 8.35 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.