

**PART 6: Planning Applications for Decision**

**Item 6.2**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 17/05708/FUL  
 Location: 1A West Hill, South Croydon CR2 0SB  
 Ward: Croham  
 Description: Demolition of existing dwelling and erection of two storey building with accommodation in roof space and basement comprising 7 two bedroom, 1 three bedroom and 1 one bedroom flats: formation of vehicular access and provision of 8 parking spaces, refuse store and bike storage  
 Drawing Nos: BX18-S1-101; BX18-S1-102; BX18-S1-103; BX18-S1-104; BX18-S1-105; BX18-S1-106; BX18-S1-107; BX18-S1-108; BX18-S1-109; BX18-S1-110 and BX18-S1-111  
 Applicant: Mr Haris Constanti (Aventier Ltd)  
 Agent: N/A  
 Case Officer: Robert Naylor

	<b>studio</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
<b>Apartments</b>	0	1 (2 person)	7 (3 person)	1 (4 person)	0

*All units are proposed for private sale*

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
8 (including one disabled space)	18

1.1 This application is being reported to committee because Ward Councillor Maria Gatland has referred the item and objections above the threshold in the Committee Consideration Criteria have been received.

**2.0 RECOMMENDATION**

- 2.1 That the Planning 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. Materials to be submitted
- 3. Details of Finished Floor Levels/Refuse/Cycles/Boundary/Electric vehicle charging point to be submitted
- 4. Car parking provided as specified
- 5. No additional windows in the flank elevations
- 6. Obscured glazing in flank elevations above first floor level
- 7. Hard and soft landscaping to be submitted to incorporate SuDS
- 8. 19% Carbon reduction

9. 110litre Water usage
10. Permeable forecourt material
11. Visibility Splays
12. Construction Logistics Plan to be submitted
13. Drainage Strategy to be submitted
14. Archaeological condition
15. Time limit of 3 years
16. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Wildlife protection
- 4) Archaeological informative
- 5) 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 existing detached house and outbuildings
- Erection of a t storey building with accommodation in roof space and basement
- Provision of 1 x one bedroom flats 7 x two bedroom flats and 1 x three bedroom flats fronting West Hill.
- Provision of 8 off-street spaces with associated access via West Hill.
- Provision associated refuse/cycle stores

### **Site and Surroundings**

3.2 The application site consists of a large dwellinghouse located on a fairly large plot, access via the northern side of West Hill. The surrounding area is mainly residential and there is an existing flatted development adjoining the site to the south of the (1 West Hill). The site is located in a Local Area of Special Character (LASC) and within an archaeological priority zone (APZ). The application site lies within an area at risk of surface water flooding as identified by the Croydon Flood Maps while Sanderstead Road is classified as a London Distributor Road.

3.3 The surrounding area is residential in character and comprises of a mix of two storey detached properties within generous plots with a recently approved flatted scheme immediately opposite at 2 West Hill. Further flatted developments lie to the north along Sanderstead Road and to the west within Montana Close.

### **Planning History**

3.4 In terms of recent planning history at the site the following applications are considered relevant:

- A lawful development certificate (Ref: 05/03431/LP) was approved in October 2005 for the erection of a rear conservatory.

- Planning permission (Ref: 12/01161/P) was approved in July 2012 for the retention of a re-built out building at the rear of the site.

3.5 Planning permission has also been recently granted at the property opposite the application site at the land adjoining number 2 West Hill and the details are as follows:

- Planning permission (Ref: 17/02918/FUL) was granted in December 2017 for the erection of part three/four storey buildings comprising 9 three bedroom flats with associated basement parking and cycle storage Formation of vehicular access and provision of refuse storage.

#### **4.0 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
- 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 level of parking and impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions.
- Sustainability aspects can be controlled by conditions

#### **5.0 CONSULTATION RESPONSE**

5.1 Historic England: The Greater London Archaeological Advisory Service (GLAAS) provides archaeological advice to Local Planning Authorities (LPA) and have identified that the planning application lies in an area of archaeological interest. GLAAS have indicated that the proposed development is likely to cause some harm to archaeological interest but it is not sufficient to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding. [OFFICER COMMENT: The suggested condition has been attached as requested by GLAAS)

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

#### **6.0 LOCAL REPRESENTATION**

6.1 The application has been publicised by 24 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, MPs, local groups etc in response to notification and publicity of the application are as follows:

No of individual responses: 31    Objecting: 31    Supporting: 0    Comment: 0

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

- Over development – size, density, bulk and massing
- Over-intensification
- Out of character
- Not in keeping with the surrounding area
- Loss of trees and vegetation
- Negative impact on amenities
- Loss of privacy/overlooking
- Increase in noise and disruption
- Increase impacts on local infrastructure
- Density is too high
- Loss of light
- Poorly designed
- Inadequate parking spaces
- Increase in traffic
- Impact on road safety
- Increase impacts on local infrastructure
- Description of the development is misleading

6.3 Ward Councillor Maria Gatland has made the following objection to the scheme:

- Misleading description of the number of storeys
- Overdevelopment of this site
- More information required in respect to the landscaping and appearance
- Out of character with the existing streetscape.
- Loss of privacy through the provision of balconies
- Loss of family home and affordable homes

## **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

7.5 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
- 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.

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of development
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability and environment
7. Trees and landscaping
8. Archaeological Priority Zone
9. Other matters

### **Principle of Development**

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised. The application is for a flatted development providing additional high quality homes within the borough, which the Local Planning Authority (LPA) is seeking to promote. Furthermore the scheme would provide an additional three bedroom unit, which the borough has an identified shortage of and is seeking to provide.

8.3 The site is located within an existing residential area and as such providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues the principle is supported.

## **Townscape and Visual Impact**

- 8.4 Whilst it is acknowledged that the proposal would consist of units being located within a basement level and the roof space, the appearance of the property from the front would be akin to a two storey property, given the steep topography of the area the property has been stepped down from the adjoining property at 3 West Hill. The stepped effect provides an eaves and ridge height which respect the overall size and character of the area. The area is characterised by large detached properties, and the proposal would be akin to these reading as a large detached house rather than a “block of flats”. Furthermore, the site is adjoined to the south by an existing block of flats and a recent approval at land adjacent to 2 West Hill almost opposite, was for a part three/part four storey building.
- 8.5 The design of the building incorporates a traditional styled appearance in order to appear in keeping with the main street scene with appropriate materials with an adequate balance between brick and glazing and appropriate roof proportions. The main front element contains an asymmetric traditional arts and crafts feel, and will consist of gabled bays which are features of the surrounding area and wider townscape.
- 8.6 The main difference between the existing property and the proposal is highlighted by the increased in the height and depth of the new building. The overall footprint has increased to accommodate the large rear extension at the site which consists of a lower and upper ground floor level which is comparable to a large householder rear extension. The front elevation will sit in further back than the existing front elevation and as such would not project forward of the existing building line and the scheme will not appear as an intrusive feature to the street scene.
- 8.7 Currently there is no basement underneath the existing dwellinghouse, and the proposed scheme is to build a basement under its rear portion of the footprint with a moderate projection at the rear to create semi-private amenity areas for the units located at this level. The application site has a large rear garden which is not visible from the public highway or any public vantage points. As such, the alterations at the rear of the site including the two storey (partially subterranean) rear extension would have limited visual impact on the character of the locality due the indirect visibility available from public view. The rear element has been designed to appear subservient to the main property and has been set off the side boundaries and the upper floor has been set back from the rear, again to provide a degree of subservience.
- 8.8 As with the adjoining properties, the proposed building would be centrally located and this setting ensures that the development does not appear overly cramped in its plot. The frontage would be given over to hard-standing to allow for off street parking for the new dwellings. However there are areas of soft landscaping at the ground floor and along the boundary of the site. This would reflect the arrangement of the neighbouring buildings and would be acceptable.
- 8.9 Given the overall scale of the development, the extent of hardstanding would not be excessive. The site offers sufficient opportunities for soft landscaping to the rear and the frontage as well as between the proposed development and the neighbouring property to the rear.

- 8.10 The existing unit does not hold any significant architectural merit and therefore demolition can be supported. However it is acknowledged that the application site lies within a local area of special character (LASC) as designated in CLP1. It is important to note that under CLP1.1 LASC's are becoming Local Heritage Areas (LHA); as part of this change these places have been reviewed. West Hill is not proposed to be a LHA under CLP1.1 and this policy has no changes proposed through the main modifications and so carries significant weight in the planning balance. The scheme has been designed to be respectful to the character and appearance of the surrounding area, given that the LASC designation is to be removed and subject to suitable conditions the scheme would be acceptable.
- 8.11 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha) and the proposal would be within this range at 246 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, and the London Plan provides sufficient flexibility for such higher density schemes to be supported. Furthermore, it is significant that the New London Plan (currently out to consultation) removes reference to the density matrix, focussing on intensification of the suburbs as a means to achieve housing numbers.
- 8.12 The scale and massing of the new build will generally be in keeping with the overall scale of development found in the immediate area and the layout of the development respects the pattern and rhythm of neighbouring area, and would result in a high quality design. 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 in terms of respecting local character.

### **Housing Quality for Future Occupiers**

- 8.13 The proposal would comply with internal dimensions required by the NDSS and all units are in excess of the minimum GIA requirements, as highlighted in the following table:

Unit	Bedrooms	GIA (sqm)	NDSS requirement (GIA sqm)
1 (2B3P)	3	62	61
2 (2B3P)	3	62	61
3 (2B3P - Duplex)	3	71	70
4 (2B3P - Duplex)	3	71	70
5 (1B2P)	2	52	50
6 (3B4P)	4	76	74
7 (2B3P - Duplex)	3	74	70
8 (2B3P)	3	72	61
9 (2B3P)	3	70	61

- 8.14 The internal layouts would be acceptable with adequate room sizes and a large open plan living, kitchen and dining area and includes the provision of a three bedroome

unit. With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit.

- 8.15 Units 1-4 have access to private amenity space in excess of minimum standards, whilst the remaining properties have access to the communal gardens at the rear of the site. The proposal has been designed to be in keeping with the surrounding area; the provision of private balconies is not a feature of the area and has the potential to impact on the amenities of the adjoining residents, as no private balconies/terraces are proposed.
- 8.16 In terms of accessibility, level access would be provided to the front door and there is a lift installed in the property for access from the ground floor level to the upper floors as necessary, ensuring that the proposal is fully accessible. A disabled space is proposed for the parking area.
- 8.17 The development is considered to be a high quality, offering a variety of housing types including a 3 bedroom unit all with adequate amenities and provides a good standard of accommodation for future occupiers.

### **Residential Amenity for Neighbours**

- 8.18 The properties that have the potential to be most affected are the adjoining properties at 1 and 3 West Hill and the property at the rear of the site at 2 Beechwood Road.

#### *Impact on 1 West Hill*

- 8.19 The adjoining property at 1 West Hill is set off the boundary as there is an access road separating the properties. The proposal and the existing unit at 1 West Hill are approximately 16m apart, although there are windows along the flank elevation at first and second floor that serve bedrooms. It is acknowledged that the flank elevation of the proposal contains windows at the ground, first floor and roof levels.
- 8.20 The windows at the first floor level of the proposal are high level (1.8m above floor level) in order to mitigate any issues of overlooking. Furthermore the opening at the roof level are also sufficiently high level. Nevertheless it is considered prudent to condition this application to ensure that the proposed fenestration are fitted with obscured glazing to ensure that any future overlooking is mitigated along the flank elevations whilst still allowing sufficient light into the rooms. Combined with the separation and boundary treatment (including landscaping) the relationship is acceptable.

#### *Impact on 3 West Hill*

- 8.21 The property at 3 West Hill to the north of the site is located at a higher ground level than the proposed development. As with the flank elevation adjoining number 1 West Hill there are windows at the ground, first floor and roof levels of the proposal. There are a number of windows and openings in the flank elevation of 3 West Hill all of which serve non habitable rooms including w/c's; utility rooms, study and stairwells.
- 8.22 Again the windows and openings in the flank elevations at the proposal have been designed to mitigate overlooking. Subject to a condition for the windows to be obscured glazed and fixed shut above 1.70m from the relevant finished floor level the scheme is acceptable in relation to actual and perceived levels of overlooking and loss of privacy.

### Impact on 2 Beechwood Road

- 8.23 Given the separation between this property and the proposal is approximately 40m this relationship is acceptable. However, it is prudent to ensure that a landscaping condition is attached to ensure that levels of privacy and overlooking are mitigated.
- 8.24 Whilst there would be a degree of overlooking as a consequence of the rear fenestration, this is not uncommon in a suburban location. Given the design, layout and separation between the properties the current boundary treatment and provision of a suitable landscaping scheme (secured by way of a planning condition) this is deemed acceptable to ensure no undue impact on the amenities of neighbouring properties.
- 8.25 Given that the proposal is for a residential use in a residential area the proposed development would not result in undue noise, light or air pollution from an increased number of occupants on the site. Subject to conditions the proposed development is not visually intrusive or result in a loss of privacy.

### **Access and Parking**

- 8.26 The PTAL Rating is 2 for the proposed development site which is poor, although it is a short walking distance from Sanderstead, Beechwood Road bus stops serving bus route 403. The site is approximately 400m from Sanderstead Station to the north and also Purley Oaks Station is located approximately to the 600m to the west from the site.
- 8.27 The parking is generally unrestricted in the surrounding roads with spare capacity on street. The applicant has undertaken a Parking Beating Survey on West Hill and Beechwood Roads confirming the absence of parking stress within 200m of the site and it is able to accommodate overspill that may be associated with the proposed 9 residential units. As such the Strategic Transport team has no objection in principle, as the scheme would promote sustainable travel in the borough.
- 8.28 In compliance with the London Plan, electric vehicle charging points should be installed in the parking area and this can be secured by way of a condition.
- 8.29 Cycle storage facilities would comply with the London Plan (which would require 18 spaces) as these are secure and undercover. There is scope for the space allocated for cycles and bin storage to be used more effectively, as such further details of these can be secured by way of a condition.
- 8.30 Concerns have also been expressed in regard to the amount and type of excavation required at the site and further details are required as part of a construction method statement. 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.

### **Environment and sustainability**

- 8.31 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.

8.32 The site lies within a critical damage flood risk area and is sloping. Given the areas for landscaping there are opportunities for SuDS to be located in the communal areas. Officers are satisfied that these issues can be dealt with by condition. A Flood Risk Assessment has been submitted and the Local Lead Flood Authority have reviewed the information. No objection has been raised however they would require further information in respect to the drainage proposals at the site and this can be conditioned as part of any approval.

### **Trees and landscaping**

8.33 There are no trees on site subject to a tree preservation order, and the Council's Tree Officer raises no objection to the development subject to a suitably worded landscaping condition secured through the landscaping condition. The development would therefore have an acceptable relationship with trees on site and in neighbouring gardens.

8.34 It is recommended that 2 new trees are planted at the front of the site to soften the frontage of the proposal, and this can be secured by way of the landscaping condition.

8.35 The application site is not near an area of special scientific interest or a site of nature conservation value. From the officer's site visit, there is no evidence to suggest that any protected species are on site and as such further surveys are not deemed necessary.

8.36 With regard to wildlife, it is recommended for an informative to be placed on the decision notice to advise the applicant to see the standing advice by Natural England in the event protected species are found on site.

### **Archaeological Priority Zone**

8.37 The application site is located in an area of archaeological interest. The scheme has been reviewed by Greater London Archaeological Advisory Service (GLAAS) who have concluded that the development could cause some harm to archaeological interest but not sufficient to justify refusal of planning permission provided that a condition is applied to require an investigation to be undertaken to advance understanding. As such a suitability worded condition has been attached.

### **Other matters**

8.38 Representations have raised concern that construction works will be disruptive and large vehicles could cause damage to the highway. Whilst it is acknowledged that the site could reasonably be accessed from West Hill, it would be prudent to control details of construction through the approval of a Construction Logistics Plan. Overall however, it is not considered that the development would affect highway safety along the access road.

8.39 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**

- 8.40 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.
- 8.41 All other relevant policies and considerations, including equalities, have been taken into account.