

## PART 5: Planning Applications for Decision

## Item 5.2

## 1.0 SUMMARY OF APPLICATION DETAILS

Ref:	20/03623/FUL
Location:	82 Pollards Hill North, Norbury, SW16 4NY
Ward:	Norbury and Pollards Hill
Description:	Demolition and erection of 5 houses and associated car parking, cycle parking, refuse storage and landscaping
Drawing Nos:	J003322-DD-21 Rev A, J003322- DD12 Rev D, J003322- DD13 Rev B, J003322-DD19 Rev A, J003322- DD02, J003322- DD06, J003322- DD05, J003322- DD07, J003322- DD03, J003322-DD04, 819-L-01 Rev A, 819-L-02 Rev A, J003322- DD08 Rev A, J003322- DD11 Rev C, J003322- DD15, J003322- DD14, J003322- DD17, J003322- DD16, J003322- DD19, J003322-DD18, J003322-DD19 Rev A, J003322- DD09 Rev C, J003322-DD10 Rev D, J003322- DD01, A20152/0100 Rev P3, J003322-DD20 Rev A, J003322-DD22 Rev A,
Applicant:	Langholm Property Company Ltd
Agent:	WS Planning and Architecture
Case Officer:	Victoria Bates

	1 bed	2 bed	3 bed	4 bed	5 bed
<b>Existing</b>				1	
<b>Proposed</b>			3	2	

*All units are proposed for private sale*

Number of car parking spaces	Number of cycle parking spaces
9	20

- 1.1 This application is being reported to committee because objections above the threshold in the Committee Consideration Criteria have been received and the application has been referred by a Ward Councillor, Councillor Khan.

## 2.0 RECOMMENDATION

- 2.1 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. Time limit of 3 years
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Construction Logistics Plan to be submitted
4. Details of hard and soft landscaping including retaining walls, play and wildlife area
5. Details of site specific SuDS to be submitted

6. Details of materials to be submitted
7. Removal of permitted development rights
8. Details of electric vehicle charging point to be submitted
9. Details of cycle parking
10. Details of biodiversity enhancements
11. M4(2) and M4(3) units to be retained
12. No other openings other than as specified in the application
13. 19% Carbon reduction
14. 110litre Water usage
15. 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) Highway works
- 4) Accessible units
- 5) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

- 2.2 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.

## **3.0 PROPOSAL AND LOCATION DETAILS**

- 3.1 The proposal includes the following:

- Demolition of existing house
- Erection of 3 x 3 bedroom dwellings and 2 x 4 bedroom dwellings
- One dwelling will be located at the front of the site in a similar footprint to the existing dwelling, three will be located at the rear of the site and along the eastern boundary all access along a new access road
- Creation of access to rear and provision of 9 off-street parking spaces
- Provision of associated refuse and cycle stores

- 3.2 The scheme has been amended during the course of the application for the following reasons: the layout to ensure that vehicles can turn safely and the inclusion of a side dormer on House 1 to ensure that a lift can be installed for M4(3) compliance. These amendments were minor in nature and did not require re-consultation.

### **Site and Surroundings**

- 3.3 The application site is located on the northern side of Pollards Hill North. It is currently occupied by a single detached house which, like other houses on this side of Pollards Hill North, is set below the road level, with the site falling away to the north. The surrounding area is characterised by similar detached houses of a similar character. There is an area TPO on the site. The site has a PTAL (Public Transport Accessibility Level) of 0 and 1a. The site is bounded but not within the Beatrice Avenue Local

Heritage Area; and is opposite but not within an Archaeological Priority Area and Locally Listed Historic Park and Garden.



### Planning History

3.4 09/02726/P - Erection of single/two storey rear extension – Permission granted

08/01432/P - Erection of 2 four bedroom houses and 2 five bedroom houses; formation of access road and provision of associated parking – Permission refused on grounds of unacceptable form of backland, visual amenity, tree impact and future residential quality. An appeal was dismissed on character and appearance, and living conditions for future residents' grounds.

07/02930/P- Erection of 3 two storey four bedroom houses with accommodation in roofspace and 2 two storey five bedroom houses with accommodation in roofspace; formation of access road and provision of associated parking – outline permission refused on grounds of tree impact, visual amenity and safety of access road.

05/02241/P - Demolition of existing house; erection of 4 five bedroom detached houses- Withdrawn

03/00368/P - Demolition of existing building; erection of 4 detached two storey 4/5 bedroom houses with accommodation in roofspace; formation of vehicular access and provision of associated parking - Withdrawn

96/00949/P - Erection of single storey detached building for dance tutorial purposes – Permission refused

### 4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The proposal creates 5 family sized units  
The living conditions of adjoining occupiers would be protected from undue harm.
- 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.
- Sustainability aspects can be controlled by conditions.

## 5.0 CONSULTATION RESPONSE

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

## 6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by letters of notification to neighbouring properties in the vicinity of the application site.

The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 93   Objecting: 92   Supporting: 0   Neutral: 1

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>Objection</b>	<b>Officer comment</b>
<i>Design and appearance</i>	
Overdevelopment of the site	Addressed in Sections 8.1-8.5 of this report.
Out of keeping with area. Obtrusive design.	Addressed in Sections 8.6 – 8.11 of this report.
<i>Impact on amenities of neighbouring properties</i>	
Overbearing impact on and loss of light and privacy to neighbouring properties	Addressed in Sections 8.12 - 8.17 of this report.
Extra pollution and noise disturbance	This is a residential development and there is no evidence or reason to suggest that the proposal would result in extra pollution or noise that is not associated with a residential area.
Overlooking	Addressed in Sections 8.12 - 8.17 of this report.
<i>Trees/Ecology/Environment</i>	
Impact on wildlife	Addressed in Section 8.40

Loss of trees	Addressed in Section 8.39
<i>Transport and parking</i>	
Increased traffic	Addressed in Section 8.27-8.29 of this report.
Highways safety	Addressed in Section 8.27-8.29 of this report.
<i>Amenities of future occupiers</i>	
The size of the dwellings and gardens are too small	The internal and external spaces meet policy requirements
<i>Other matters</i>	
Increase in flood risk	Addressed in Section 8.33 of this report
Archaeology	Addressed in Section 8.38 of this report
Insufficient infrastructure to support additional housing	This application will be liable for CIL (Community Infrastructure Levy)
Loss of property value	This is not a material planning consideration
Drainage report is not available to view on the public register	They are available on the Council website
Subsidence	This is not a material planning issue

6.3 Councillor Khan referred the application on the following grounds:

- Not sustainable development
- Layout does not respect character of local area
- The houses will not be affordable or for local people
- Access road will result in increase noise for neighbours
- Loss of wildlife and trees
- Increased risk of flooding
- Noise
- Ground displacement
- Increased traffic

6.4 Councillor Ben-Hassel objected to the application on the following grounds:

- Poor quality design and lack of information
- Impact on the character of the area – including locally listed historic park to the south and the heritage site to the north west of the development
- Road safety
- Increase in parking

## 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 2018 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), most recently updated in July 2021. 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 London Plan (2021)

- D1 London's form, character and capacity for growth
- D2 Infrastructure requirements for sustainable densities
- D3 Optimising site capacity through the design-led approach
- D4 Delivering good design
- D5 Inclusive design
- D6 Housing quality and standards
- D7 Accessible housing
- H1 Increasing housing supply
- H2 Small sites
- H10 Housing size mix
- S1 Developing London's social infrastructure
- S4 Play and informal recreation
- HC1 Heritage conservation and growth
- G1 Green infrastructure
- G4 Open space
- G5 Urban greening
- G6 Biodiversity and access to nature

- G7 Trees and woodlands
- SI1 Improving air quality
- SI2 Minimising greenhouse gas emissions
- SI3 Energy infrastructure
- SI5 Water infrastructure
- SI7 Reducing waste and supporting the circular economy
- SI12 Flood risk management
- SI13 Sustainable drainage
- T1 Strategic approach to transport
- T2 Healthy streets
- T3 Transport capacity, connectivity and safeguarding
- T4 Assessing and mitigating transport impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential parking
- T7 Deliveries, servicing and construction
- T9 Funding transport infrastructure through planning
- DF1 Delivery of the plan and planning obligations

#### 7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM16 – Promoting healthy communities
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

#### 7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019
- National Planning Practice Guidance

### **8.0 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the Planning Committee are required to consider 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. Other matters

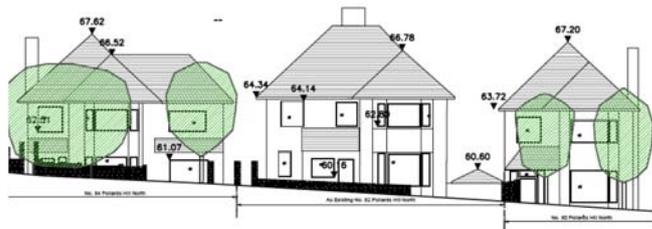
### **Principle of Development**

- 8.2 This application must be considered against a backdrop of significant housing need, not only across Croydon, but also across London and the south-east. All London Boroughs are required by the London Plan to deliver a number of residential units within a specified plan period. In the case of the London Borough of Croydon, there is a requirement to deliver a minimum of 32,890 new homes between 2016 and 2036 (Croydon's actual need identified by the Croydon Strategic Housing Market Assessment would be an additional 44,149 new homes by 2036, but as there is limited developable land available for residential development in the built up area, it is only possible to plan for 32,890 homes). This requirement is set out in policy SP2.2 of the Croydon Local Plan (CLP) (2018), which separates this target into three relatively equal sub targets with 10,760 new homes to be delivered within the Croydon Opportunity Area, 6,970 new homes as identified by specific site allocations for areas located beyond the Croydon Opportunity Area boundary and 10,060 homes delivered across the Borough on windfall sites. The draft London Plan, which is moving towards adoption (although in the process of being amended) proposes increased targets which need to be planned for across the Borough. In order to provide a choice of housing for people in socially-balanced and inclusive communities in Croydon, the Council will apply a presumption in favour of sustainable development of new homes.
- 8.3 The Croydon Suburban Design Guide (2019) sets out how suburban intensification can be achieved to high quality outcomes and thinking creatively about how housing can be provided on windfall sites. As is demonstrated above, the challenging targets will not be met without important windfall sites coming forward, in addition to the large developments within Central Croydon and on allocated sites.
- 8.4 The application is for a development providing additional homes within the borough, which the Council is seeking to promote. The site is located within an existing residential area and as such providing that the proposal respects existing residential character and local distinctiveness, and accords with all other relevant material planning considerations, the principle of development is supported.
- 8.5 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough's need for homes of different sizes and that this will be achieved by setting a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. The proposed mix is 3 x 3 bedroom dwelling and 2 x 4 bedroom dwellings which constitutes as 100% family housing.

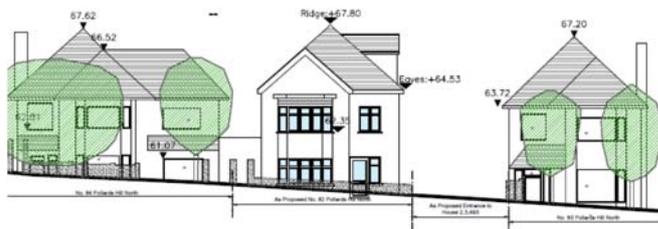
### **Townscape and Visual Impact**

- 8.6 CLP Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys whilst respecting a) the development pattern, layout and siting; b) the scale, height, massing and density; and c) the appearance, existing materials and built and natural features of the surrounding area.

8.7 The existing dwelling would be demolished which is acceptable. The new dwelling in its place would have a similar appearance, but would have a narrower footprint to allow vehicular access to the rear. The properties in this part of Pollards Hill North have a similar appearance but with variations. The proposed dwelling would largely reflect the character of the surrounding properties, with its roof form, fenestration and height. It has been carefully designed to appear in keeping with the area, which has been achieved.



Existing streetscene



Proposed streetscene

8.8 The houses to the rear would have two storeys with a pitched roof. The design approach is sympathetic and faithful (as described in the Suburban Design Guide SPD) and would not detract from the character of the area. As the dwellings are located to the rear of the site and do not form part of the immediate streetscene of Pollards Hill North, a variation in the appearance of the dwellings is acceptable.

8.9 The rear of the site is currently a large garden, with clusters of trees generally around the boundary. The proposal would retain 27 trees, plant 20 trees and introduce areas of landscaping to retain the leafy character of the site. Given that all units would have generous sized gardens, with areas of landscaping and car parking indicates that the number of houses is appropriate for the site without harming its character.



- 8.10 The proposal would increase the amount of hardstanding on the site. However, the area of hardstanding has been reduced as much as possible whilst allowing sufficient space for vehicles to access the site and turn. There are several areas of soft landscaping proposed, and a net gain in 5 trees which would create a good balance with the access road.
- 8.11 The play area would be located between house 2 and 3. It would be accessed from the internal access road. There are several trees in this area which may cause shadowing, however this is balanced against the retention of protected trees.
- 8.12 Due to decrease in land levels to the rear of the site, several retaining walls are required. There would be a small area of infill along the access road near the rear of house 1's rear garden in order to create a smoother gradient; and small areas of excavation at the rear. These have been identified on the site plan with their height. The maximum height of the retaining walls would be 1.2 metres from the proposed land level. This height would not be overbearing or overly dominant. Details of these walls would be conditioned.
- 8.13 Therefore having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development that would comply with the objectives of the above policies in terms of respecting local character. Furthermore, there would be no harm to nearby heritage assets.

### **Residential Amenity for Neighbours**

- 8.14 Policy D3 of the London Plan indicates that in their neighbourhoods, people should have a good quality environment. Policy DM10 of the Croydon Local Plan requires the Council to have regard to the privacy and amenity of adjoining occupiers. Policies SP4.1 and SP4.2 seek to respect and enhance character, to create sustainable communities and enhance social cohesion and well-being.

- 8.15 To the south east of the site is 80 Pollards Hill North. The proposed dwelling at the front of the site would break the 45 degree rule of thumb as set out in the Suburban Design Guide SPD, but the existing dwelling currently breaches this test. It would also extend further beyond the rear building line of number 80. However, it would be located further away from the side elevation of number 80 to facilitate the access road than the existing dwelling. Overall, the proposed layout would not result a significant increase in harm to number 80's amenities beyond the existing situation.
- 8.16 At the rear boundary of number 80 an area of landscaping with new trees is proposed. The separation distance between the rear elevation and the 4 bedroom detached dwelling would be 23 metres which exceeds the guidance of 18 metres within the Suburban Design Guide SPD. The trees would also act as screening.
- 8.17 80 Pollards Hill North has three side windows facing onto the site. These windows appear to be secondary windows and are classed as 'unneighbourly' as defined by the Suburban Design Guide SPD. The access road would be located immediately in front of these windows. Considering that the SPD gives little weight to impact upon these windows, it is considered that the introduction of an access road in this location would not significantly harm the amenities of 80 Pollards Hill North.
- 8.18 84 Pollards Hill North is located to the west of the site. The proposed dwelling at the front of the site would be located slightly closer to the front elevation of this neighbour, however it would not result in a significant loss of amenities as the existing dwelling is currently located in front of number 84. This property has a first floor side window facing onto the site. This window serves a bathroom which is not classed as a habitable room. To the rear, the front elevation of the closest dwelling would be 40 metres away from the rear of number 84. This distance is large enough to avoid severe overlooking or a loss of privacy to their rear windows and garden.
- 8.19 To the east of the site is 'The Vicarage' which is a dwelling built to the rear of 66 Pollards Hill North. The separation distance to the closest dwelling is 23 metres which exceeds the guidance in the SPD. It should also be noted that 'The Vicarage' is located at a lower level than the site.
- 8.20 The rear of the site adjoins with 19-27 Ena Road. The separation distance from the rear of the three new dwellings to the rear of these properties would be 37 metres at the closest point. This exceeds the guidance in the SPD. In addition, the group of trees close to the boundary would be retained which would provide screening.

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

- 8.21 All of the proposed new units - 3 x 3 bedroom 5 person units, 1 x 4 bedroom 5 person units and 1 x 4 bedroom 7 person units would comply with internal dimensions required by the Nationally Described Space Standards (NDSS).
- 8.22 The proposed units are all dual aspect which allows to a good level of cross ventilation and levels of daylight. All units have appropriate layouts.
- 8.23 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. All private amenity spaces considerably exceed the required standards. The size of gardens range from 93m<sup>2</sup> to 223m<sup>2</sup>.

8.24 The site also has a 250m<sup>2</sup> play area and 132m<sup>2</sup> wildlife area.

8.25 D7 of the London Plan set out that 90% of units should meet M4(2) and 10% M4(3) but that flexibility should be applied on smaller schemes if exceptional circumstances prevail. The unit at the front of the site would be M4(3) compliant and the other four units would meet M4(2) standards.

8.26 The applicant has provided details in relation to fire safety, specifically in relation to fire appliance positioning, evacuation assembly point, safety features and access. This matter will be finalised through the Building Regulations regime.

8.27 Overall, the development would provide an acceptable standard of accommodation for future occupiers.

### **Parking and Access**

#### Parking

8.28 The site is located in an area with a PTAL (public transport accessibility level) of 1a at the front of the site and 0 at the rear (low) on a scale of 1a-6b. There is one bus service (109) on London Road which is 600 metres away.

8.29 Two car parking space would be provided for each of the 4 bedroom units and five spaces would be provided between the 3 x 3 bedroom units. This is in accordance with London Plan standards and would be an adequate provision given the size of the units and PTAL. Two of the spaces would have active electric vehicle charging points (EVCPs).

8.30 Four cycle parking spaces would be provided for each unit within their own store. This exceeds the requirements of the London Plan. Details would be conditioned.

#### Access

8.31 There is an existing crossover which would be utilised.

8.32 Plans have been submitted which show that vehicles can adequately manoeuvre within the site, and can enter and exit the site safely.

8.33 A pedestrian route through the site would be indicated by a change in surfacing.

#### Refuse storage/collection

8.34 A refuse storage area is shown in the middle of the site. The dwelling at the front would have its own refuse store. A bulky waste area would be located at the front of the site.

8.35 Vehicle tracking demonstrates that a refuse truck can enter the site for collection. The Fire Statement confirms that a fire engine can also enter the site.

### **Environment and sustainability**

8.36 Conditions will be attached to ensure that a 19% reduction in CO<sub>2</sub> emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.

8.37 The site is in Flood Zone 1, is not within an area at risk of groundwater flooding or surface water flooding. A Flood Risk Assessment has been reviewed by the LLFA and following amendments, are satisfied with the proposal, subject to conditions.

### **Other matters**

8.38 Archaeology – the site is not within an Archaeological Priority Area. No assessments are required.

8.39 Trees and landscape – there is an area TPO on the site and neighbouring properties (33, 1988). 15 trees would be removed - all are Category C or U apart from one Category B Ash tree. An Arboricultural Report has been submitted outlining protection measures for the retained trees. 20 trees are proposed resulting in a net gain of 5 trees. Officers are satisfied with this proposal subject to the conditioning of a tree protection plan.

8.40 Ecology - the site is not within a designated site of nature conservation importance. There is a locally listed park separated by the road which is an open area of grass which is regularly mowed. No ecology statement was required as the site is not within a designated area and in addition, the site has been used as a garden which has been maintained on a semi regular basis reducing the likelihood of biodiversity. Nevertheless, there would be a designated wildlife area and a net gain in trees which would encourage biodiversity. Details of biodiversity enhancements on the site would be conditioned if approved.

8.41 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 borough.

### **Conclusion and planning balance**

8.42 The principle of residential development is considered acceptable in this area. The development accords with policy requirements and the Suburban Design Guide in terms of its massing and overall impact on the visual amenities of the area. The proposal has been designed to ensure there would be no unacceptably harmful impact on the amenities of the adjacent properties and provides adequate amenity for future residents. The impact on the highway network is acceptable. The proposal's design and appearance is satisfactory and does not weigh against it in the balance. The proposal would provide acceptable quality of accommodation and much needed family. Therefore, with the conditions recommended the proposal is considered to be accordance with the relevant policies.

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