

**1 APPLICATION DETAILS**

Ref: 23/02918/FUL  
 Location: 29-31 Hollymeoak Road  
 Ward: Coulsdon Town  
 Description: Demolition of existing dwellings; erection of a two-storey development with roof accommodation comprising 8 family dwellings; provision of new access; provision of 12 parking spaces, refuse and recycling stores, secure cycle parking and communal landscaped amenity space  
 Drawing Nos: HM0-OBA-00-01-DR-A-0201-PA, HM0-OBA-00-00-DR-A-0200-PA, HM0-OBA-00-RF-DR-A-0202-PA, 29HR.6 P4(c), 29HR.6 P3(d), 29HR.6 P2(H), 29HR.6 P2(h), TPHS/341/DR/001 Rev B, TPHS/341/TR/002 Rev B  
 Applicant: Carvall Homes  
 Agent: Grainger Planning Associates  
 Case Officer: Lucy Page

	<b>Housing Mix</b>				
	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>TOTAL</b>
<b>Existing</b>	0	0	0	2	2
<b>Proposed</b> (Market housing)	0	0	5	3	8

<b>Vehicle and Cycle Parking (London Plan Standards)</b>	
<b>PTAL: 0</b>	
<b>Car Parking maximum standard</b>	<b>Proposed</b>
12	12
<b>Long Stay Cycle Storage minimum</b>	<b>Proposed</b>
16	16
<b>Short Stay Cycle Storage minimum</b>	<b>Proposed</b>
4	4

1.1 This application is being reported to committee because:

- Cllr Mario Creatura referral
- Objections above the threshold in the Committee Consideration Criteria have been received.

**2 RECOMMENDATION**

2.1 That the Committee resolve to GRANT planning permission

2.2 That the Director of Planning and Sustainable Regeneration is delegated authority to issue the planning permission subject to:

The prior completion of a legal agreement to secure the following planning obligations:

- a) Sustainable Transport contributions of £1,500 per dwelling
- b) Any other planning obligation(s) considered necessary by the Director of Planning and Sustainable Regeneration

2.3 That the Director of Planning and Sustainable Regeneration is delegated authority to negotiate the legal agreement indicated above.

2.4 That the Director of Planning and Sustainable Regeneration is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### **Conditions**

- 1) Commencement time limit of 3 years
- 2) Carried out in accordance with the approved drawings

#### Pre-commencement

- 3) Submission of a revised Construction Transport Management Plan
- 4) Details of proposed site levels
- 5) Footway / Carriageway Condition Survey providing photographs of all areas and a brief report identifying any existing issues

#### Prior to above ground floor slab level

- 6) Submission of materials/details
- 7) Submission of SUDS details
- 8) Submission of updated Landscaping Plan showing proposed levels, hard and soft landscaping of the site, details of new trees, biodiversity enhancement measures and boundary treatments
- 9) Vehicle and pedestrian visibility splays

#### Pre-occupation

- 10) Submission of biodiversity enhancement strategy
- 11) Submission of lighting design scheme for biodiversity
- 12) Submission of refuse and cycle storage details including provision for wider cycle storage
- 13) Submission of details of any external energy generation
- 14) Submission of surface water drainage scheme

#### Compliance

- 15) Flat roofs – no balconies
- 16) Ecological enhancement and mitigation as per submitted ecological appraisal
- 17) Provision of refuse and cycle parking
- 18) Obscure glazing on side elevations
- 19) In accordance with Arboricultural Impact Assessment, Method Statement and Tree Protection Plan
- 20) Compliance with requirements of the Fire Statement
- 21) In accordance with visibility splays show on plans – 2.4m x 25m
- 22) Provision of car parking as shown on plans

- 23) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) no development relating to Classes A and B of Part 1 (Development within the curtilage of a dwellinghouse)
- 24) Any other planning condition(s) considered necessary by the Director of Planning and Sustainable Regeneration

### **Informatives**

- 1) Granted subject to a Section 106 Agreement
  - 2) Community Infrastructure Levy
  - 3) Code of practice for Construction Sites
  - 4) Compliance with Building/Fire Regulations
  - 5) Construction Logistics Informative
  - 6) Any other informative(s) considered necessary by the Director of Planning and Sustainable Regeneration
- 2.5 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.
- 2.6 That if within 3 months of the committee meeting date, the legal agreement has not been completed, the Director of Planning and Sustainable Regeneration is delegated authority to refuse planning permission.

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 3.1 Permission is sought for:
- Erection of 2 x terrace of 4 two storey semi-detached dwellings
  - 12 Off street car parking spaces, refuse and cycle storage
  - Private amenity space for each house
- 3.2 This planning application amalgamates the sites of Nos.29 and 31 Hollymeoak Road to create a single site. The development proposed comprises a total of eight family dwellinghouses arranged in two separate blocks corresponding to the two existing individual plots. Each plot comprises four terraced homes which have been designed to resemble a single large house.

### **Site and Surroundings**

- 3.3 The site is rectangular in shape and is 48.5m deep and 45.5m wide. It has a net site area of 0.22ha. No.29 has a vehicular access onto Hollymeoak Road set on the left-hand side of the plot frontage (north-east corner) with the driveway sweeping across the front of the site. No.31 has an access on the right-hand side of its plot frontage with a parking area in front of the house. Both properties have the ability to park a number of vehicles on the frontage of their curtilage. The street level of this part of Hollymeoak Road sits higher than the application site as is highlighted on the street plan below. Levels both at street level and between each plot rise from east to west.



*(Aerial photograph of the site)*

- 3.2 On the south side of Hollymeoak Road where the site is located, the area is more suburban in character however to the north is the edge of the greenbelt and is open and undeveloped. Plots comprise large detached properties of predominantly 2-storeys. The site is has a PTAL of 0 which indicates extremely poor access to public transport. The site is at very low risk of surface water flooding.



(Site location plan)

### Planning Designations and Constraints

3.3 The site is subject to the following formal planning constraints and designations:

- PTAL: 0
- Flood Risk Zone: 1
- Surface water flood risk: low risk on the application site

### Planning History for 29 Hollymeoak Road

Reference	Description	Decision and Date
23/00275/PRE	To demolish the existing buildings, to erect eight dwellings with associated parking, refuse and landscaping.	Initial response sent 12.04.2023
22/01856/FUL	Demolition of the existing dwelling. Erection of two pairs of semi-detached two storey dwellings, provision of associated landscaping, parking, cycle and refuse storage.	Refused 06.07.2022
22/01498/FUL	Demolition of existing dwelling, erection of a three-storey building comprising 6 flats, provision of new access, provision of 9 parking spaces, refuse and recycling stores, secure cycle parking and communal landscaped amenity	Refused 26.07.2022
21/02659/FUL	Demolition of existing dwelling; erection of a two-storey building with roof	Withdrawn

	accommodation comprising 9 flats; provision of new access and parking spaces, refuse and recycling stores, cycle parking and associated works	
21/05084/FUL	Demolition of existing dwelling. Erection of a two-storey building with roof accommodation comprising 6 flats. Provision of new access, parking spaces, refuse and recycling stores, secure cycle parking and communal landscaped amenity space	Refused 29.03.2022  Appeal dismissed 21.10.2022

### Planning History for 31 Hollymeoak Road

Reference	Description	Decision and Date
23/00275/PRE	To demolish the existing buildings, to erect eight dwellings with associated parking, refuse and landscaping.	Initial response sent 12.04.2023
22/01464/FUL	Demolition of the existing house and side garage and erection of four storey building to provide 8 units with associated new vehicular access, car parking, cycle/refuse storage and soft/hard landscaping.	Not determined 26.01.2023

3.4 As set out above, part of the application site (no.29) has been subject to a number of previous planning applications. The most recent, planning permission (LBC Ref: 22/01498/FUL) was refused on the 26<sup>th</sup> July 2022, for the erection of a three-storey building comprising 6 flats, provision of new access, provision of 9 parking spaces, refuse and recycling stores, secure cycle parking and communal landscaped amenity.



*(Front elevation of flatted scheme 22/01498/FUL)*

Permission was refused on the following grounds,

“1.The proposed development by reason of its design, scale and massing would be out of keeping with the character of the area contrary to Policies SP4 and DM10 of the Croydon Local Plan 2018, Policies D3 and D4 of the London Plan 2021 and the Croydon Suburban Design Guide SPD (2019).

2. The development fails to demonstrate how it would ensure the safety of all buildings users in relation to fire, thereby conflicting with Policy D12 of the London Plan 2021.”

Application 21/05084/FUL for the demolition of existing dwelling and erection of a two-storey building with roof accommodation comprising 6 flats. Provision of new access, parking spaces, refuse and recycling stores, secure cycle parking and communal landscaped amenity space was also refused with a subsequent appeal made to the Planning Inspectorate and the application was dismissed with the Inspector concluding;

“I conclude that the proposed development would harm the character and appearance of the area. As such, it would conflict with Policies SP4 and DM10 of the Croydon Local Plan adopted 2018 and with Policies D3 and D4 of the London Plan adopted March 2021. These policies, amongst other things require that development which increases residential densities should also respect existing local character, including existing development patterns, scale, height and massing.”

The Inspector considered that the considerable depth of the building from front to rear would be exposed to view from higher sections of the road, in which it would appear bulky and imposing compared to the surrounding dwellings. The overall height of the proposed scheme was also of concern as, “it would be closer to that of no. 31, which is set on the adjacent higher land, with a significant drop down towards no. 27 on the lower ground. As such, even when the split-level design is taken into account, the proposed building would interrupt the established rhythm of properties stepping more incrementally down the slope”.

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

- The proposed development of 8 new residential units in this residential area is acceptable and would meet housing need.
- The proposed footprint and siting would sit comfortably into the existing pattern of development and comply with policy regarding development in the grounds of existing dwellings. The proposed scale and design is appropriate.
- Detrimental impacts on neighbouring amenity have been avoided.
- The proposed quality of accommodation is acceptable.
- Subject to a s106 and conditions the impact on the highway network would be acceptable.
- New tree planting and hard and soft landscaping is proposed which is acceptable.
- With suitable conditions secured the development would achieve biodiversity net gain and not have an adverse impact on biodiversity.
- The proposal would not have a detrimental impact on flood risk.

4.1 The following sections of this report summarise the officer assessment and the reason for the recommendation.

#### **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:

##### **Ecology**

- 5.3 Following the receipt of additional information including updated bat surveys the Biodiversity Officer confirmed that subject to conditions, the development would be acceptable in relation to ecology. Discussed in the 'Trees and Biodiversity' section of the report.

### **Historic England**

- 5.4 Response confirmed that the proposal is unlikely to have a significant effect on historic assets of archaeological interest.

### **Highways**

- 5.5 Responses confirmed that subject to conditions and informatives, the development would have an acceptable impact on the highway network with regards to highway safety and parking. Discussed in the 'Highways' section of the report.

### **LOCAL REPRESENTATION**

- 5.6 Cllr Mario Creatura has referred the application 23/02918/FUL to the Planning Committee.

- 5.7 The following concerns were raised:

- This application is similar to 21/5084/FUL which was refused and dismissed by Inspector
- Inspector said this type of development would interrupt the rhythm of this part of the road – remains the same with this application
- The previous application had a density out of keeping and so does this current scheme which has detrimental impact on character of the area
- Adverse impact on neighbours particularly no.29
- Parking not sufficient given steep gradient and lack of on street parking
- Impact on local infrastructure – already issues with 17 Hollymeoak Road (6 detached houses) with water and waste
- The aggregate of development – severe impact on the character of the area and having adverse impact on the quality of life for existing residents

- 5.8 The application has been publicised by way of 8 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from the MP Chris Philp, neighbours and the Coulsdon West Residents Association in response to notification and publicity of the application were as follows:

No of individual responses:      Objecting: 109    Supporting: 0    Neutral: 0

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:

Objection	Officer comment
<b>Highways and parking</b>	
<ul style="list-style-type: none"> <li>• Insufficient parking on site – needs more than 12 spaces on site leading to additional pressure on local road network</li> <li>• No pedestrian route along Hollymeoak Road</li> <li>• Highway safety issues due to the narrow width and curve of the road</li> <li>• Transport Statement uses other sites that are not comparable to the application site</li> </ul>	<ul style="list-style-type: none"> <li>• The proposal meets the required standards</li> </ul>
<b>Impacts on trees/habitats/ecology</b>	
<ul style="list-style-type: none"> <li>• Adverse impact on trees</li> </ul>	<ul style="list-style-type: none"> <li>• Addressed in the report</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of information in relation to biodiversity at 31</li> <li>• Inaccurate biodiversity information – there are habitats for various species such as reptiles and newts in the vicinity</li> </ul>	<ul style="list-style-type: none"> <li>• Further survey work undertaken at both 29 and 31 and addressed in the report</li> </ul>
<b>Impacts on amenity – neighbours and occupants</b>	
<ul style="list-style-type: none"> <li>• Visually dominating, overbearing</li> <li>• Nearer to no.29 than previous and also higher and deeper</li> <li>• Plans do not accurately show the relationship with neighbouring properties</li> <li>• Overlooking</li> <li>• Reduces view of greenbelt for neighbouring properties</li> <li>• Unacceptable overlooking between site and no.5 High Oaks Close</li> </ul>	<ul style="list-style-type: none"> <li>• Addressed in the report</li> </ul>
<b>Character and amount of development</b>	
<ul style="list-style-type: none"> <li>• Contrary to Local Plan policy SP4 and DM10 and D3 of London Plan</li> <li>• Obtrusive by design</li> <li>• Impact on adjacent greenbelt</li> <li>• Bulky and imposing when viewed from Hollymeoak Road</li> <li>• Roof ridge height too high and out of scale with neighbouring properties</li> </ul>	<ul style="list-style-type: none"> <li>• Addressed in the report</li> </ul>

<ul style="list-style-type: none"> <li>• Footprint too large</li> <li>• Two terraced blocks are out of keeping</li> <li>• Overdevelopment of the site with the proposed development significantly increasing the built area compared to the existing family homes</li> <li>• Not in keeping with local area</li> <li>• This is a semi-rural road, development appears urban</li> <li>• Depth of buildings on edges too wide – wider now and outer edges with flat roof unattractive</li> <li>• Dividing garden disrupts visual harmony</li> </ul>	
<b>Other</b>	
<ul style="list-style-type: none"> <li>• This will lead to other developers submitting similar schemes</li> <li>• Should take account of cumulative impact of development</li> </ul>	<ul style="list-style-type: none"> <li>• Comments in relation to other schemes potentially coming forward are not material to the consideration of this application</li> </ul>

## 6 RELEVANT PLANNING POLICIES AND GUIDANCE

### Development Plan

6.1 The Council's adopted Development Plan consists of the London Plan (2021), the Croydon Local Plan (2018) and the South London Waste Plan (2021). Although not an exhaustive list, the policies which are most relevant to the application are:

#### London Plan (2021)

- D1 London's form, character and capacity growth
- D3 Optimising site capacity through the design led approach
- D4 Delivering Good Design
- D5 Inclusive Design
- D6 Housing quality and standards
- D7 Accessible housing
- D12 Fire Safety
- H1 Increasing housing supply
- H2 Small sites
- G5 Urban Greening
- G6 Biodiversity and access to nature
- G7 Trees and Woodlands
- SI 2 Minimising Greenhouse Gas Emissions
- SI 12 Flood Risk Management
- SI 13 Sustainable Drainage

- T4 Assessing and mitigating transport impacts
- T5 cycling
- T6 car parking
- T6.1 Residential parking

### Croydon Local Plan (2018)

- SP2 Homes
- SP4 Urban Design and Local Character
- SP6 Environment and Climate Change
- SP7 Green Grid
- SP8 Transport and communications
- DM1 Housing Choice for Sustainable Communities
- DM10 Design and Character
- DM13 Refuse and Recycling
- DM16 Promoting Healthy Communities
- Policy DM18: Heritage assets and conservation
- DM23 Development and Construction
- DM25 Sustainable Drainage Systems and Reducing Flood Risk
- DM27 Biodiversity
- DM28 Trees
- DM29 Promoting Sustainable Travel and Reducing Congestion
- DM30 Car and cycle parking in new development

6.2 The Development Plan should be read as a whole, and where policies conflict with each other, the conflict must be resolved in favour of the policy contained in the last document to be adopted, approved or published as part of the development plan, (in accordance with s38(5) of the Planning and Compulsory Purchase Act 2004).

### **Planning Guidance**

#### National Planning Policy Framework (NPPF)

6.3 Government Guidance is contained in the NPPF, updated 2023, and accompanied by the online Planning Practice Guidance (PPG). 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:

- Delivering a Sufficient Supply of Homes
- Promoting Sustainable Transport
- Achieving Well Designed Places

#### SPDs and SPGs

6.4 There are also several Supplementary Planning Documents (SPD) and Supplementary Planning Guidance (SPG) documents which are material considerations. Although not an exhaustive list, the most relevant to the application are:

- London Housing SPG (March 2016)
- Technical Housing Standards: Nationally Described Space Standard (2015)

- National Design Guide (2021)

## 7 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Design and impact on character of the area
3. Quality of residential accommodation
4. Impact on neighbouring residential amenity
5. Trees, landscaping and biodiversity
6. Parking and highway impacts
7. Flood risk and energy efficiency
8. Fire safety
9. Conclusions

### Principle of development

7.2 The Croydon Local Plan sets out a housing target of 32,890 homes over a 20-year period from 2016-2036. The London Plan sets out a housing target for the borough of 2,079 homes per year. The Croydon Local Plan also sets out a target for development on Windfall sites of 10,060 homes (approximately 503 per year). The London Plan requires 6,410 net completions on small sites (below 0.25 hectares in size) over 10 years, with a small-sites housing target of 641 per year.

7.3 Croydon Local Plan Policy SP2 explains that developments should ensure land is used efficiently. London Plan policy H1 states that boroughs should optimise housing delivery on sites of PTAL 3-6 or within 800m of a train station or town centre boundary. The site's existing use is residential and as such the principle of redeveloping the site for intensified residential use is acceptable and should be proportionate in scale and response to the suburban context. This should respond to London Plan Policy H1 which outlines that housing delivery should be optimised in areas of PTAL 3-6 or within 800m of a train station or town centre boundary. The site has a Public Transport Accessibility Level (PTAL) of 0 which indicates extremely poor access to public transport. The site is approximately 355m away from bus stops (No 405) located on Brighton Road. The London Plan requires *up to* 1.5 spaces per dwelling for outer London location with a PTAL of 0 with properties with 3 or more bedrooms.

7.4 Whilst the site does not fall within a location where intensification would be strongly encouraged in accordance with London Plan policy H1, the Council has housing targets to meet and the pattern of development in the area is such that it considered some additional built form on this site would be appropriate (as discussed in the Character section below) as it would represent an efficient use of land, in accordance with Local Plan policy SP2.

### Unit size mix

7.5 Local Plan policy SP2.7 sets a strategic target for 30% of all new homes over the plan period to have 3 or more bedrooms to ensure that the borough's need for family sized units is met. The proposal is for 5 x 3 bed and 3 x 4 dwellings which would contribute towards the Council's need for family sized homes, resulting in a net gain of 6 family sized homes.

## **Design and impact on the character of the area**

- 7.6 Policies SP4.1 and DM10.1 of the Local Plan state that the Council will require development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape. Proposals should respect the development pattern, layout and siting; the scale, height, massing, and density; and the appearance, existing materials and built and natural features of the surrounding area. London Plan policy D3 states that a design-led approach should be pursued and that proposals should enhance local context by delivering buildings and spaces that positively respond to local distinctiveness.



*(Photo of existing dwelling 29 Hollymeoak Road)*



*(Proposed CGI street view of 29 from Hollymeoak Road)*



*(Photo of existing dwelling at 31 Hollymeoak Road)*



*(Proposed CGI street view of 31 from Hollymeoak Road)*

- 7.7 The site lies within the Coulsdon character area which comprises of detached houses in large plots, several of the dwellings have been designed in an 'arts and crafts' style. The character of this part of Hollymeoak Road is of large detached properties set within spacious plots having landscaped frontages and fairly generous spacing between built form. The design of dwellings is traditional with low eaves, gables and hipped roofs a typical characteristic. It is also noticeable that a number of new residential developments have recently been constructed which have introduced a denser pattern of development with large houses on more modest plots such that at no.21 Hollymeoak Road and between 31-35 Hollymeoak Road.
- 7.8 There are eight new homes proposed for the site. On the plot of No.29, a terrace of four houses (A-D) is proposed. The building would be seen as large detached property with a wide front timber porch in the centre part of the front elevation serving the front entrances of units B and C. External materials would comprise of brick at ground floor with vertical tile hanging above. Windows would be small pane casement windows reflecting the character of traditional dwellings in the vicinity and the roof would plain clay tile. The front doors for units A and D would be on the side elevation of the building with a legible access route to these entrances via a pathway from the main frontage. To further improve this, signage could be provided to guide visitors. This terrace would sit within the original plot side boundaries and have a similar depth to other properties in the vicinity of the site. The space between and in front of this building is considered to reflect the spatial characteristics of the area.
- 7.9 On the plot of No.31 a terrace of 4 houses (E-H) is proposed. The design is different from that of no.29 however also achieves a traditional appearance. The supporting Design and Access Statement confirms that, "Whilst the elevational appearance for the terrace of Houses A-D is asymmetrical, this terrace is strongly symmetrical with a pair of gabled "bookends" and a strong central entrance porch emphasising the symmetry. The use of repeating projecting bays and specific use of external materials further reinforces symmetry". The building would be seen as large detached property with a wide front timber porch in the centre part of the front elevation serving the front entrances of units B and C. External materials would comprise of brick at ground floor with vertical tile hanging above on either gable end feature and the central section of the first floor comprising of paler brick work with timber inserts. Windows would also be small pane casement windows reflecting the character of traditional dwellings in the

vicinity and the roof would plain clay tile. It is considered that these materials are appropriate to the surrounding built form and further details are secured by condition. The front doors for units E and H would be on the side elevation of the building with a legible access route to these entrances via a pathway from the main frontage. To further improve this, signage could be provided to guide visitors. This terrace would sit within the original plot side boundaries and have a similar depth to other properties in the vicinity of the site. The space between and in front of this building is considered to reflect the spatial characteristics of the area.

7.10 The buildings would be partially visible when travelling along Hollymeoak Road and more prominent when looking into the entrance serving each building. This visibility was an issue considered by the Inspector as part of the previously dismissed appeal. This current application is supported by a CGI of scheme of the view of the site when travelling down Hollymeoak Road which indicates that views of the crown roof would be limited by the gable features now proposed and the scheme also now incorporates a reduction in both the roof ridge height and depth of the buildings, such that their impact on the street scene would be reduced.

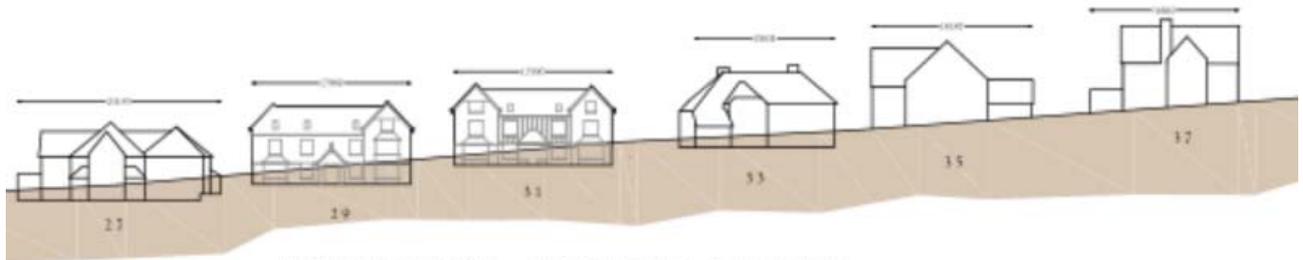
7.11 In relation to dwelling size, the houses would range in GIA from 126.6sqm to 143.4sqm.



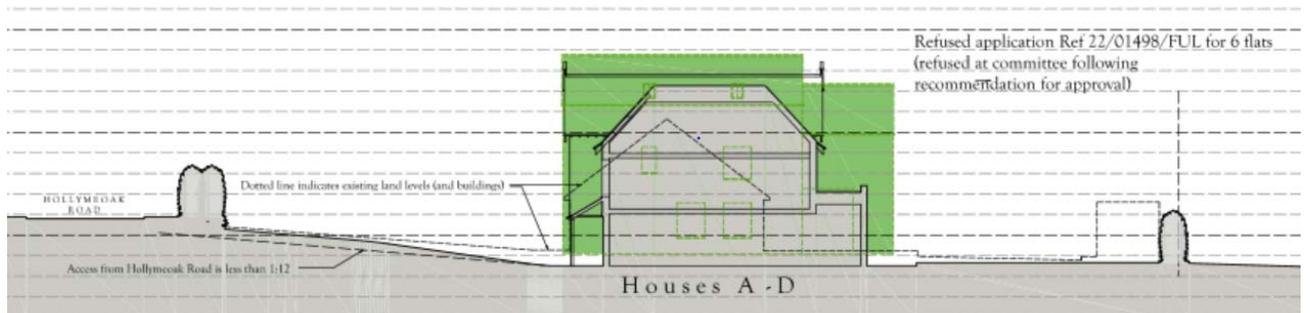
*(Proposed site layout)*



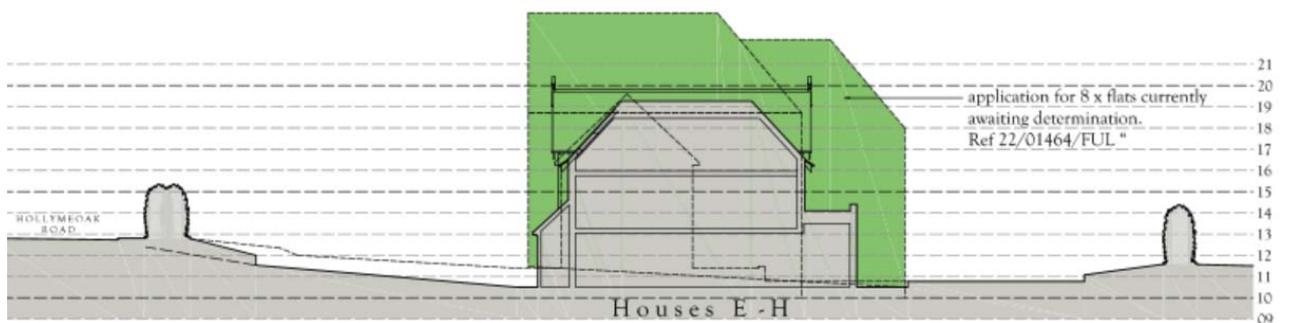
EXISTING STREET SCENE



PROPOSED STREET SCENE



*(Site section houses A – D showing differences between refused scheme for 6 flats at no.29 compared to current application)*



*(Site section houses E- H showing differences between refused scheme for 6 flats at no.29 compared to the current application)*

Character, footprint and design

7.12 The existing buildings on both no.29 and no.31 Hollymeoak Road do not hold any significant architectural merit and there is no in principle objection to their demolition.

- 7.13 Land to the north the site sits within the Greenbelt and remains verdant and green. London Plan policies H1 and D3 seek to ensure that development responds to the site's context and capacity for growth. In response to the open and spacious context of the site and the relative inaccessibility of the location, it is expected that housing intensification should be incremental and responsive to the character of the area.
- 7.14 The existing houses sit in large plots with the combined site approximately 48.5m deep and 45.5m wide. This application would see the two plots divided into 8, with each plot retaining an access to serve the new development. A shared area of hardstanding would be provided to the front of each building to serve all properties with parking for a total of 12 vehicles provided and soft landscaping retained/provided around the boundaries of the site. Further details of the landscaping would be secured by condition.
- 7.15 In relation to how the built form would sit within the plot, the existing houses at no.29 and no.30 are set back approximately 20m from the site frontage. It is proposed that both new buildings accommodating dwellings A-D and E-H would be set back in a similar position in relation to the frontage, at a minimum of 20m. This relationship with the highway is also similar to that of the neighbouring development on either side of the site.
- 7.16 The building accommodating houses A-D would be set between 2.5-3m from the side boundary with No.27, with house A the closest. There would be a separation distance of between 4.7m and 5.6m between the flank walls of house A and the dwelling at no.27. The building accommodating houses E-H would be set approximately 2.2m from the side boundary with no.33 with house H the closest. There would be a separation between the flank walls of house H and the dwelling at no.33 of between 6.6 and 8.8m. These gaps are considered to be representative of the gaps between buildings in the existing area, allowing the spacious character of this part of Hollymeoak Road to be retained.
- 7.17 It is important to note that there are no planning applications associated with additional residential development which have been determined at no.3, however in relation to the previous applications for no.29 and the plans submitted for no.31 (and not determined) the scale of development has reduced when compared to some of the previous development proposals. Concern has been raised in letters of representation about the impact of the introduction of this development on the character of the road, particularly given the Inspector's decision in relation to a previous development on the site.
- 7.18 Policy DM10.11 sets out that proposals should be of high quality and, whilst seeking to achieve a minimum height of 3 storeys should amongst other things respect the development pattern, layout and siting, and the scale, height, massing and density. Whilst it is acknowledged that detached dwellings are characteristic of the area, the buildings each accommodating four dwellings have been designed to appear from the street as large detached properties.
- 7.19 The houses would comprise of two storeys with accommodation in the roof space which fully respects existing character and building height, the eaves comparable with adjacent properties and the ridge heights sitting at a height appropriately between those of the adjacent buildings. It is noted that concern has been raised about the building heights proposed and the differences in land levels between neighbouring properties however as the report above considers, the built form would sit comfortably

into its surroundings, subject to suitable conditions relating to materials and landscaping.

7.20 The subdivision of the rear garden area to provide 8 private gardens would result in additional fencing to that seen with the larger gardens that serve the detached properties in the vicinity however it is evident that views of this subdivision would be screened by both the proposed dwellings and neighbouring properties and would therefore not adversely impact on the character of the area. The size of the gardens which would range from between 4m x 15m to 6.5 x 15.5m significantly exceed the required area in policy terms, and are considered acceptable. The quantity of private outdoor space exceeds the Mayor of London's Housing Policy, the National Space Standards and Policy DM10.4 of the Croydon Local Plan.

7.21 The Design and Access Statement confirms that the siting of the dwellings has been informed not only by neighbouring dwellings but also the character of the area. The proposed footprint and layout of the development with the spacing between buildings and the setback of the built form from the highway would not be out of character with the suburban and residential character of the area whilst noting the change in character on the opposite side of Hollymeoak Road. The boundary treatment is proposed to be similar to the existing, comprising of hedging and close boarded fencing.

### Summary

7.22 The proposed houses are of a form and scale which reflect the existing pattern of development and would enable an adequate separation distance between the other neighbouring residential properties. The introduction of two buildings accommodating 8 dwellings which read, from the street scene, as detached properties is considered to work successfully in this particular instance. The design and detailing of the buildings and their landscaped surroundings would make a positive contribution to the character of the area and the rhythm of buildings and spaces now achieved with this proposal appropriately reflects the character of the area. The proposal is considered to comply with Local Plan policies SP4 and DM10 and London Plan policy D3.

### **Quality of residential accommodation**

7.23 The National Design Guide states that well-designed homes should be functional, accessible and sustainable. London Plan policy D6 states that housing developments should be of a high quality and provide adequately sized rooms with comfortable and functional layouts. It sets out minimum Gross Internal Area (GIA) standards for new residential developments and requires that 75% of the GIA of each dwelling has a floor to ceiling height of over 2.5m. Local Plan policy DM10.4 and London Plan policy D6 set out the standards for external private amenity space which is for 5sqm per 1-2 person unit and an extra 1sqm per occupant thereafter.

7.24 The table below summarises the assessment of the internal and external spaces of the proposed new dwellings against London Plan policy D6.

Plot	Size (bedroom/person)	GIA (sqm) proposed	Min. GIA (sqm)	Private Amenity Space (sqm)	Min. Amenity Space (sqm)
A	3B5P	131	99	113.9	9
B	3B6P	126.6	108	68.2	10
C	3B6P	126.6	108	69.5	10
D	4B7P	143.4	121	93	11

E	4B8P	132	130	95.7	12
F	3B6P	132	108	62.2	10
G	3B6P	132	108	66.6	10
H	4B7P	126	121	79.4	11

*Table 1: scheme considered against London Plan Policy D6 and Table 3.1*

7.25 London Plan Policy D3 requires development to deliver appropriate outlook, privacy and amenity; to provide conveniently located green and open spaces for social interaction, play, relaxation and physical activity and; achieve indoor and outdoor environments that are comfortable and inviting for people to use. London Plan (2021), Policies D5 Inclusive Design, D6 Housing Quality and D7 Accessible Housing seek the highest standards of accommodation for future occupiers. Policy sets out quantitative and qualitative standards, including minimum floorspace and amenity standards for new builds in order to promote high quality living accommodation.

7.26 These policies are supported by the London Plan Housing SPG. The Department for Local Government and Communities Technical Housing Standards 2015 is also relevant.

#### Plots A-D

7.27 Each of the dwellings would have a sitting room at the front of the house, with a large kitchen/diner/family room at the back of the house looking onto their private rear gardens with large patio doors. On the first floor, the middle pair of dwellings would have two double bedrooms whilst the end of terrace units would have one double and one single bedroom with the dwelling 'House D' to provide the M4(3) dwelling. On the second floor, in the roof space, Houses A-C would have a further double bedroom at the rear, and a study at the front lit with a rooflight. House D would have two double bedrooms on the second floor which can be achieved as a result of the gable feature on this property.

7.28 The study within the roofspace would only served by rooflights. This would provide a poor outlook from this room however in this particular instance, given the generous size of each dwelling and the other rooms which have a good outlook, the development is considered acceptable. The houses would comply with the floorspace and ceiling height requirements of the London Plan. The proposed quality of internal accommodation would be high and is acceptable in this regard.

#### Plots E-H

7.29 Each of the dwellings would have a sitting room at the front of the house, with a large kitchen/diner/family room at the back of the house looking onto their private rear gardens with large patio doors. On the first floor, these dwellings would have two double bedrooms and on the second floor, in the roof space, plots E and H would have two double bedrooms achieved by the two gable ends, with plots F and G having a double bedroom and a study at the front lit with a rooflight.

#### Accessibility

7.30 London Plan policy D7 requires 10% of new-build housing to be M4(3) 'wheelchair user dwellings' and the remainder M4(2) 'accessible and adaptable'. The Design and Access Statement confirms that all of the dwellings are to be constructed to accord with M4(2) and one of the dwellings has been designed to accord with Part M4(3), plot

D. The bedrooms and habitable rooms have been designed to enable wheelchair movement and the bin and bike stores would also be accessible with step free access.

#### Impact on neighbouring residential amenity

7.31 Policy DM10.6 of the Local Plan states that the Council will ensure proposals protect the amenity of occupiers of adjoining buildings and will not result in direct overlooking into their habitable rooms or private outdoor space and not result in significant loss of existing sunlight or daylight levels. Representations have been made by the neighbours from adjoining and surrounding properties, with regard to impact on overlooking, outlook, privacy and amenity. Officers have assessed the impact on directly affected neighbours on Hollymeoak Road and High Oaks. The properties with the potential to be most affected are the neighbouring properties at numbers 27 and 33 Hollymeoak Road and 4, 5 and 6 High Oaks. The site is situated immediately opposite the metropolitan green belt which is open in character so there would be no neighbouring impacts in this regard.

#### Hollymeoak Road

7.32 27 Hollymeoak Road is a large detached dwelling located to the east of the site. This dwelling is set at a lower level than the application site. The proposed dwellings (A-D) would extend approximately 4.6m beyond their rear elevation at ground floor level and approximately 2.7m at first floor level. There is a minimum distance of approximately 4.8m between the two storey element and the side wall of no.27 and there is existing planting along the boundary between these two properties. Whilst the development site is at a higher level than this neighbour it is also relevant that previous proposals for no.29 that would have resulted in larger and taller development being proposed were found to be acceptable with regard to neighbouring amenity. It is considered that the scale and design of this current proposal, in combination with the spacing between the boundary and the neighbouring dwelling is such that the development would have an acceptable relationship with this neighbour with regards to appearing overbearing or loss of light.

7.33 The proposed development includes window a (secondary window serving the kitchen) on east facing elevation (plot A) and the west elevation of plot H, however these windows can be conditioned to be obscurely glazed. There are flat roofed sections on the rear elevation of the dwellings and a condition will be imposed to ensure that the rear flat roofs are not used as outside amenity areas, to avoid the potential for overlooking.

7.34 In relation to overlooking from the rear elevations of the new dwellings, the site forms part of a larger residential area where a degree of mutual overlooking between properties is already achieved. The introduction of these additional dwellings would result in some limited and oblique overlooking at first floor level across part of the rear gardens of No.27 and No.33 however these dwellings sit in wide plots and benefit from large rear gardens. There is existing planting/fencing along the boundary and given the positioning of the development within the plot which is similar to these neighbours, the impact in relation to overlooking is considered to be acceptable.

7.35 High Oaks is located to the rear of the application site to the south. These existing dwellings are situated on the road which runs along the rear of the application site to the south. The dwellings at properties no's 4,5,6 High Oaks would be set a minimum of 27 metres from the rear elevations of the proposed dwellings. Whilst it is noted that

concern has been raised about the potential for overlooking between these properties and the site (particularly no.5) it is considered that the scale and design of the proposed buildings, together with the separation distance means that the development would have an acceptable impact to the outlook and amenities of these existing properties as a result of this development.

- 7.36 The proposed development would increase the number of occupants on the site and would increase the number of vehicle movements over the two original plots however in planning terms this would not be significant in respect of noise and disturbance to the existing occupants in the vicinity of the site. Overall it is considered that the proposal complies with the aims of Policies DM10.6 of the Local Plan in this regard.

### **Trees, landscaping and biodiversity**

#### Trees

- 7.37 Local Plan policy DM28 and London Plan policy T7 seek to retain existing trees and vegetation. The application has been supported by an Arboricultural Method Statement. The rear garden of each property is largely flat, level and laid to lawn.
- 7.38 The site is not within a Conservation Area and there are no protected trees on the site. To facilitate the development it is proposed to remove or prune a number of trees including holly, laurel and beech all of which are category C with one category U (a dead flowering cherry tree). These trees are not significant within the local or wider landscape. There are existing trees to be retained within the site which would be protected with tree protective fencing as part of the Arboricultural Method Statement which has been reviewed and accepted by the Council Tree Officer. A condition requiring the development to be undertaken in accordance with the requirements of the Arboricultural Method Statement has been included.
- 7.39 The application proposes the planting of 7 new trees, particularly in the central part between the two parking areas as part of the landscaping scheme supporting this development, along with additional hedging along the boundaries and it is considered necessary to require further details of the landscaping to be provided by condition and this has been included.

#### Landscaping

- 7.40 Local Plan policy DM10.8 requires incorporation of soft and hard landscaping within development proposals. Whilst the two sites have been combined with this application the character of the site would retain an appearance of two plots with a generous area of planting both adjacent to the boundaries and site frontage and also to separate the two parking areas. The landscaping space provided would secure suitable setback of the hardstanding for the parking area from the site frontage (min of 6.8m) and this hardstanding area would be well surrounded by planting, also providing an area for bin storage. The parking bays are also divided from the building frontages by a footpath and generous areas of landscaping.
- 7.41 The plan also shows permeable surfacing of the front drive and parking areas which would also assist with SuDS. Immediately to the rear of the dwellings there would also be a patio style area with the remainder of the garden laid to lawn. The rear/side boundary areas would include trees and other planting with fencing proposed between

the rear gardens within the site. It is considered that the landscaping approach is acceptable and final details would be required by condition.

### Biodiversity

- 7.42 Local Plan policy DM27 and London Plan policy G6 seeks to protect and enhance biodiversity in the borough. The application is supported by an Ecological Appraisal and Bat Survey for no.31 and no.29. The surveys have confirmed that whilst bats have been identified using the site for foraging and commuting, no bats were found to be roosting within the dwelling or outbuilding at no.29. The Bat Survey concludes that the introduction of new bat boxes within the site should be provided as part of the biodiversity improvements on the site.
- 7.43 The Biodiversity Officer has assessed the submitted surveys and has concluded that given the use of the site for foraging and commuting it is important that suitable mitigation is secured to ensure that following development the site is still able to achieve this positive impact.
- 7.44 In order to mitigate any biodiversity impacts and to secure biodiversity improvements on the site both in relation to bats and also to achieve wider biodiversity enhancements, it is necessary to include conditions requiring an Ecological Management Plan (EMP) and a Construction Environmental Management Plan (CEMP) to be submitted to and approved by the LPA. The EMP would need to include: requirement for the site to be cleared outside of bird nesting season or after nesting bird survey, incorporation of bird and bat boxes throughout the site, wildlife friendly planting and sensitive lighting. Officers are satisfied that the information provided with the application gives certainty of the likely impacts on protected and Priority species and habitats, with appropriate mitigation measures secured. Subject to the recommended conditions the development is considered acceptable in terms of mitigating the impact to wildlife and biodiversity.

### **Parking and highway impacts**

- 7.45 The site has a Public Transport Accessibility Level (PTAL) of 0 which indicates very poor access to public transport. The road curves as it rises up the hill between Starrock Road 300m to the east and Woodfield Hill 170m to the west, and there is no separate public footpath. The site is approximately 355m away from bus stops (No 405) located on Brighton Road. The London Plan requires up to 1.5 spaces per dwelling for outer London location with a PTAL of 0 with properties with 3 or more bedrooms.
- 7.46 The proposal is for eight dwellings all with 3 bedrooms or over. As per the London Plan, the development would require a maximum provision of 1.5 spaces per unit which equates to 12 car parking spaces.
- 7.47 The scheme proposes 12 on-site parking spaces, this would provide 1 to 1.5 parking ratio. Whilst objections have been received in public and Cllr representations that this is insufficient, the *maximum* requirement within the London Plan for a PTAL 0 area would be *up to* 1.5 spaces per dwelling and so, the proposed provision meets the policy requirements and does not go above the maximum car parking provision allowed by the London Plan. Following initial Highway Officer comments, additional levels have been shown on the submitted drawing and the gradient across the parking areas is confirmed at 1:12 or more which is considered to be acceptable.

- 7.48 The Transport Statement shows the vehicular sightlines for each of the proposed vehicle accesses. The existing crossover for no.29 (plots A-D) would be widened so that it would be closer to the crossover with no.27. The access for no.31 (plots E-H) would be re-sited more centrally on the frontage with a wider crossover than currently provided. In relation to sightlines, properties along this part of Hollymeoak Road have sightlines which fall across the unadopted verge at the back of the adopted highway. This is the same for the proposed development.
- 7.49 The Highways Officer initially required further clarification with regards to the sightline to the east from the vehicle access in front of houses A-D, (closest to no.27). This is particularly important as Hollymeoak Road adjacent to no.27 is a bend for west bound traffic and the use of the site is intensifying in terms of vehicle movements. The applicant has confirmed that the requisite 2.4m by 25m sightlines are clearly shown on the relevant drawings within the Transport Statement and supporting tree report. The Highways Officer has subsequently confirmed that subject to conditions including the requirement to provide these sightlines, the proposal is acceptable with regards to highway safety.
- 7.50 The site sits within a 20mph speed limit and it is also relevant that there are no reported accidents in the TfL accident data that is available (only accidents where police and other emergency services are called appear on the database).
- 7.51 Following initial concerns raised by the Highways Officer, minor amendments were made to the plans to enable the disabled parking bay to be relocated nearer the relevant dwelling (House D). The bin stores are now all within the relevant drag distances and cycle storage paths have been widened where necessary to meet the required standards and stores enlarged. Electric sockets would also be required within the stores for the charging of future e-bikes and e-scooters. A condition has been added requiring further details of cycle storage to include this and the provision of wider bike storage to accommodate different types of cycles.
- 7.52 Whilst concern has been raised in letters of representation about the potential for parking associated with the development along Hollymeoak Road, the development has made provision for the maximum parking requirements for the dwellings within the site. Subject to appropriate conditions, it is not considered that the introduction of 8 additional dwellings in this location would have a detrimental impact on highway safety. In addition, a financial contribution of £1,500 per dwelling would be secured via S106 agreement to contribute towards sustainable transport initiatives in the local area in line with Local Plan policies SP8.12 and SP8.13.

#### Refuse storage

- 7.53 Policy DM13 requires the design of refuse and recycling facilities to be treated as an integral element of the overall design. Each dwelling would be served by a bin storage area, plots A and D, E and H would have these located to the sides of the dwelling and plots B and C, and F and G would have their bin storage area within a wide area of landscaping, set back from the highway. This is close to the parking area such that it would be suitably located for occupants. On collection day the residents will move the bins up to a location on the side of the road. Collection would be the same as per the arrangements for the other houses along this part of Hollymeoak Road where the bin lorry collects bins from front driveways, and is considered acceptable in this regard.

## **Flood risk and energy efficiency**

- 7.54 London Plan policy SI13 requires developments to achieve greenfield runoff rates and to manage surface water as close to source as possible by following the drainage hierarchy. Local Plan policies SP6 and DM25 require all developments to incorporate SUDS to reduce surface water runoff and provide water treatment on site.
- 7.55 The site is located within Flood Zone 1, an area at very low risk of surface water flooding. The site is in an area where there is limited potential for groundwater flooding to occur. Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS).
- 7.56 The submitted Flood Risk Assessment Statement says that to mitigate any potential future flooding risk permeable paving / SUDS have been included in the proposals to parking, driveway and patio areas. Rainwater from the buildings will be collected in rainwater butts to the rear and any surplus to a soakaway to the rear. Whilst these measures all sound reasonable, a site specific assessment should be undertaken to ensure that this is an appropriate solution for this site. Site-specific flood risk measures will be secured by condition.
- 7.57 Policy seeks high standards of design and construction in terms of sustainability and sets out Local and National CO2 reduction targets. Conditions would be attached to any permission 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. In addition electric vehicle charging points would also be secured.

## **Fire safety**

- 7.58 London Plan policy D12 requires all development proposals to achieve the highest standards of fire safety. Details have been provided accordingly. In the event of a fire a fire appliance could stop on Hollymeoak Road or within the site. The dwellings would be provided with fire alarms. There is a protected staircase route from the top floor to the ground floor escape door in the end houses (A,D,E,H). The mid terraced houses show unprotected staircase and a sprinkler system would be provided however fire doors could be installed. As a result (and subject to compliance with the Building Regulations), the application complies with Policy D12.

## **Historic Environment (Archaeology)**

- 7.59 Section 16 of the NPPF and London Plan policy HC1 make the conservation of archaeological interest a material planning consideration. The area has a good archaeological potential and this is recognised in its classification as a Tier II APA. The presence of the existing early 20th century properties suggest that archaeological levels may have already been truncated or removed over to the footprint of existing properties. The evidence examined indicates that the archaeological potential is broad by period, but likely to be limited by extent. The Greater London Archaeological Advisory Service (GLAAS) has considered the proposal and confirmed that the development is unlikely to have a significant effect on heritage assets of archaeological interest and is therefore acceptable in this regard.

## **Conclusions**

- 7.60 The proposed provision of 8 dwellings at 29 and 31 Hollymeoak Road, is acceptable in principle in accordance with policy. The siting of the proposed dwellings relate successfully with the existing pattern of development.
- 7.61 The proposed dwellings would appear in the street scene reflect the general characteristics of the area in relation to design, siting, scale, massing and the rhythm between spaces and built form. The buildings are traditional in their form but modern features have been incorporated and the proposed design is of a high quality. The homes would provide a good quality of accommodation internally and externally.
- 7.62 All other relevant policies and considerations, including the statutory duties set out in the Equalities Act 2010, the Human Rights Act, the Planning and Compulsory Purchase Act, and the Town and Country Planning Act, have been taken into account.
- 7.63 Given the general consistency of the scheme with the Development Plan and weighing this against all other material planning considerations, including the benefits and the harm outlined within this report, the proposal is acceptable in planning terms subject to the detailed recommendation set out in section 2 (RECOMMENDATION).