

Agenda Item: 6.6

This is a Major Application for which the 13 week period expires on 23/06/2006.

06/00342/P

24/03/2006

Croham

Application for outline planning permission

Agent:

Architectural Design Services (UK) Limited
30 Wildwood Court
Hawkhurst Road
Kenley Surrey
CR8 5DL

Applicant:

Mr S Papa
"Crossways"
Mayfield Road
South Croydon Surrey
CR2 OBG

Location: Crossways and The Squares, Mayfield Road, South Croydon

Description: Demolition of existing buildings; erection of three storey building comprising 24 two bedroom flats; formation of vehicular access and provision of associated parking

Drawing No(s): 502170-01, 03, 06 and 1:1250 site location plan (received 24/03/06)

Recommendation: **Refuse Permission**

Reason(s) for refusal :-

1. The proposal would result in an overdevelopment of the site out of keeping with the character of the area and detrimental to the appearance of the street scene and would thereby conflict with Policies SP1, BE1, BE3, H2 and H11 of the Unitary Development Plan and Policies UD2 and H2 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
2. The development would be detrimental to the residential amenities of the occupiers of the adjoining property by reason of visual intrusion and loss of privacy and would thereby conflict with Policies SP1 and BE17 of the Unitary Development Plan and Policies UD2 and UD6 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
3. The siting of the parking area would be detrimental to the residential amenities of adjoining occupiers by reason of noise and general disturbance, visual intrusion and a lack of security and would thereby conflict with Policies BE10, BE11, BE18 and EP11 of the Unitary Development Plan and Policies UD2, UD6, UD11 and EP5 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
4. The proposal fails to specify adequate provision for affordable housing within the development and is therefore contrary to Policy H18 of the Unitary Development Plan and Supplementary Planning Guidance Note No. 6 "Affordable Housing" and Policies H13 and SP24 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
5. The development would not include or provide for an element of recreational

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open space and would therefore be contrary to Policy RO15 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

6. The proposed car parking provision would be inadequate and no case has been made for reduced parking or other provision such as cycle facilities contrary to Policies T23 and T37 of the Unitary Development Plan and Policies UD12, T30 and T14 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)
7. The proposal fails to include renewable energy facilities and/or energy saving technologies and is therefore contrary to policies EP22 and EP23 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon Plan)

Ward: Croham PLANNING CONTROL COMMITTEE
Lead Officer: Head of Planning Control 8 June 2006

APPLICATION NO. 06/342/P: CROSSWAYS, MAYFIELD ROAD, SOUTH CROYDON

1. SUMMARY

- 1.1 This report concerns an application for outline planning permission for the demolition of the existing house and the erection of a three-storey building comprising 24 two bedroom flats; the formation of a vehicular access and provision of 23 parking spaces.

2. RECOMMENDATIONS

- 2.1 Refuse planning permission for the reasons set out in the Agenda.
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3. BACKGROUND

(a) Site Description

- 3.1 The application site comprises a large two-storey detached house with rooms in its roof space, this building is called 'Crossways' and is at the junction of Mayfield Road and Sanderstead Road and a smaller two storey building fronting onto the Mayfield Road 'Squares'. The overall site area is 0.11ha (0.27 acre). The main building Crossways is constructed in rendered block work with plain tiles on the roof. The house has vehicular access to both Sanderstead Road, a London Distributor road in the UDP and Mayfield Road, a Local Distributor Road. Squares also forms part of the application site and is a two storey detached dwelling located to the rear of Crossways fronting Mayfield Road.
- 3.2 The frontage to Mayfield Road is formed by a low brick wall with hedging and a 1.8m high interwoven fence, with trees behind. The Sanderstead Road frontage is formed by a brick wall and trees/hedging. There is a gradual fall in levels at the front of the site from south-east to north-west, but the rear garden is approximately 3m below the level of Mayfield Road.

- 3.3 The surrounding area has a mixed residential character. The adjoining properties to the north-west in Sanderstead Road are 2-storey detached houses set in large grounds (no. 205a being a more recent infill dwelling). Properties in Mayfield Road and Heathurst Road comprise detached and semi-detached houses and some flats of the early-mid 20th century period. To the south, opposite the site, are 3-storey purpose built flats. To the south-east, no. 229 Sanderstead Road is a large two-storey detached house with rooms in its roof space, with a flatted development beyond.
- 3.4 Sanderstead Station is located further to the north-west of the site.

(b) Planning History

- 3.5 In terms of the application site, the following is the site history:-

86/2193/P- In 1986, outline permission was refused for the erection of a detached house and garage in the rear garden of this site on grounds that it would be out of keeping with the character of existing development in this part of the road and detrimental to the amenities of the adjoining property by reason of loss of privacy and the size of the plot; and that it would not provide adequate amenity space for future occupiers of the building.

88/2724/P- In 1988, permission was granted for a 2-storey rear extension

89/3468/P- In 1990, permission was granted for a first-floor front/side extension.

- 3.6 In terms of 2 Mayfield Road, to the east, there is also planning history:-

01/3337/P- This was an outline application for demolition of the existing house and erection of a 2-storey semi-detached house comprising 10 two-bedroom flats and 10 parking spaces at lower ground floor level. It was not determined and was the subject of an appeal against non-determination. The appeal was contested by the Council on grounds of overdevelopment of the site, limited amenity space, the effect of the building on the street scene in terms of its design and appearance, and inadequate parking space. The appeal was dismissed in February 2003.

03/1656/P – In January 2004, permission was granted for erection of a two-storey side extension in connection with the conversion of the existing house into 3 two-bedroom and 2 one bedroom flats with 5 parking spaces. The permission is still extant and has not yet been implemented.

05/02647/P – an application was received for planning permission to demolish the existing building and the erection of a two storey building with accommodation in the roof space comprising 7 two bedroom flats and 6 one bedroom flats; the formation of a vehicular access and provision of 11 parking spaces. The application was refused in October 2006.

(c) Proposal

- 3.7 The gross floor area of the proposed development is shown as 2,601.sq.m

- 3.8 The proposed building would be sited approximately 12m forward of the front wall of the now demolished house and at least 13m beyond its rear wall. It would be approximately 42m long by 15m in width. Although the outline application is to determine siting only, there are illustrative drawings to show possible floor plans and elevations. The illustrative drawings do not however take account of differences in ground levels at the site. These drawings also indicate showing a mix of facing brickwork and rendering. The building would be covered by a pitched roof with a clock tower feature rising some 3m above main roof level.
- 3.9 The building has been designed with a vertical emphasis having windows arranged in equidistant vertical sections.
- 3.10 The building would be situated approximately 4.5m away from the boundary with number 205a Sanderstead Road which is a two storey detached house
- 3.11 Car parking provision for 23 spaces would be situated approximately 1.5m from the rear wall of the main building and would abut the boundaries with no. 205a to the west and 1 Mayfield Road to the north. Access to these parking spaces would be gained via a new access from Mayfield Road.
- 3.12 The accommodation would comprise 6 one-bedroom flats on the lower-ground and ground floors and 7 two-bedroom flats; three within the roof space (first floor level), two maisonettes on the lower ground/ground floors, and two at the southern end of the building on the lower ground/ground floor levels. The ground floor and lower ground floor flats would have level/ramped access to Mayfield Road. There would be feature balconies in the southern end of the building and along the Mayfield Road elevation.

4. PLANNING POLICIES

- 4.1 The relevant policies of the UDP are SP1-2, BE1, BE3-4, BE6-7, BE10-14, BE16-18, BE23, SP9, RO15, SP12-14, EP8, SP18, SP25, T6, T23, T27, T31, T37, T46, SP30-32, H2, H8, H11 and H18.
- 4.2 The relevant policies of the Second Deposit Draft Replacement UDP (the Croydon Plan) are SP1-3, UD1-2, UD4-6, UD10-11, UD13-14, UD18, SP8, RO15, SP11-13, SP15, EP8-10, EP12, EP15, EP20, EP22-23, SP16, T6, T10, T14, T30-31, T43, SP20-22, SP24, H2, H8 and H13.

5. CONSULTATIONS

- 5.1 The application has been advertised in the local press as a “major” application under the provisions of the Town & Country Planning (General Development Procedure) Order 1995.
- 5.2 Fourty eight occupiers of adjoining and nearby property have been notified. fourty two letters have been received objecting to the application for the following reasons:-
- (a) Development would be three-stories and would be overbearing and lead to visual intrusion and loss of amenity
 - (b) overdevelopment

- (c) Overlooking and loss of privacy
- (d) Loss of light
- (e) Siting and massing out of keeping with the character of the existing street scene
- (f) Visual intrusion
- (g) Insufficient open space
- (h) Access onto Mayfield Road would require steep gradient which is not achievable and would cause problems for emergency vehicles
- (i) would cause serious road safety problems in the area, through lack of sight lines, close to a busy junction
- (j) light pollution from external security lighting
- (k) would be an over development of the site
- (l) trees have already been cut down by the owner at the rear of the site
- (m) impact on local drainage and waste facilities
- (n) noise and disturbance from vehicle movement
- (o) would lead to a traffic hazard and increased parking along Mayfield Road

5.3 The Heathhurst Road Residents' Association also object to the proposal on the grounds that it would result in overlooking, traffic hazard, loss of light.

5.4 English Heritage (Archaeology) were also consulted and have requested additional information including further drawings and any borehole results.

6. CONSIDERATIONS

6.1 The principal issues to be considered are:-

- (1) the effect of the development on the character of the area and the visual amenity of the street scene;
- (2) the impact on the amenity and privacy of occupiers of adjoining property;
- (3) the need for affordable housing provision
- (4) the need for recreational open space/local open land;
- (5) the effect on parking, traffic and highway conditions in the locality.

Character/Street Scene

6.2 The erection of flats would not in principle be out of keeping with the character of the area having regard to 3-storey purpose-built flats which exist in this locality. However, the replacement of one dwelling with an elongated building, of the size and massing proposed together with significant parking and turning areas would result in extensive site coverage amounting to over development with a cramped and overcrowded layout, affording insufficient space for landscaping and amenity space and the general softening of development of this site.

6.3 The size, massing and appearance of the development is also likely to be unduly prominent within the street scene, and would not respect the building form of the locality. Although the new building is shown to be no higher than the existing house, it would be set well forward of the line of the existing house and would not respect the existing pattern and siting of buildings in this part of Sanderstead Road, contrary to Policy BE4 of the UDP and Policy UD2 of the Croydon Plan. The development granted permission at 2 Mayfield Road, to the east, for the conversion and extension to the existing house to provide 5 flats is at a much reduced scale than the scheme which was dismissed at appeal at that site. The Inspector that dismissed the appeal was

concerned about achieving an acceptable design, appearance and siting within the street scene, which is also a concern with the current application.

Effect on amenities of adjoining/future occupiers

- 6.4 The building would be three storeys in height including accommodation in the roof space and as such, would be particularly dominant when viewed from the north-west, and its siting and massing would have a detrimental effect on the amenities of occupiers at 205a Sanderstead Road, by reason of loss of outlook and visual intrusion as the proposed building would be only 4.5m from its western boundary. In addition there would be a significant amount of direct overlooking from windows to the west facing elevation of the proposed building, the number of windows positioned in this flank wall and roof space would lead to a loss of privacy and the perception of being constantly overlooked. The proposal is therefore unacceptable in terms of residential amenity and would therefore conflict with Policy BE17 of the adopted UDP and Policy UD6 of the Croydon Plan.
- 6.5 It is also considered that the siting of the parking area close to the boundaries with adjoining residential gardens would result in noise and disturbance for these occupiers. In the absence of any details on the finished levels for the car park, it is possibly the case that this would be visually intrusive and detrimental to the peaceful enjoyment for occupiers of these adjoining properties.

Affordable Housing

- 6.6 The proposal would be required to set aside at least 40% of the scheme for affordable housing. This could comprise varying types of tenure including social rented housing and shared ownership. In the design statement submitted with the application, the applicant states that the development would comprise "24 two bedroom flats some of which would be affordable". However, the applicant has not made a clear formal commitment to provide affordable housing. In the circumstances although the application is for outline consent, a formal commitment to comply with the relevant requirements would still need to be made at this stage.
- 6.7 It is considered that in the absence of an appropriate commitment to comply with the Council's requirements for the provision of affordable housing, the proposal runs contrary to Policy H18 of the Unitary Development Plan and Supplementary Planning Guidance No.6 "Affordable Housing " and Policies H13 and SP24 of the Second Deposit Draft Replacement Unitary Development Plan (the Croydon)

Local Open Land

- 6.7 The proposal would comprise 24 new dwellings, and the site is within an area deficient in local parks, being approximately 420m walking distance from the nearest local park at South Croydon Recreation Ground. Policy RO15 of the Croydon Plan is relevant. The proposal should include on-site, publicly accessible recreational open space sufficient to meet the demands arising from the development. However no such provision is included as part of this application and the applicant has not indicated that he would be prepared to make a commuted payment for the appropriate enhancement of a nearby open space, or to purchase land to create public open space, equal to the cost of creating an area of on-site open space.

6.8 Based on Census occupation levels the development is predicted to have 38 people living in it. This would result in an on-site requirement for 706m² and therefore an off-site contribution of £28,240. If the scheme is to be recommended for approval, the contribution should be spent on providing / enhancing facilities in the local park. Part of the contribution (5%) should be allocated for minor improvements, such as publication and signage, which are specifically identified objectives in the Croydon Open Space Strategy.

Transportation issues

6.9 The level of parking provision is less than the maximum requirement as set out in the draft Croydon Plan of 1 space per unit for flats and two of the proposed car parking spaces located to the southwest corner of the car park, would have obstructed access, therefore the actual number of useable parking spaces would be 21. However, given the close proximity of the site to Sanderstead railway station and bus routes along Sanderstead Road, it is considered that 21 spaces could be acceptable if supplemented by cycle storage facilities. However no cycle facilities have been allocated to overcome the shortfall in parking provision and in the circumstances the proposal is likely to contribute significantly to the occurrence of on-street parking. In addition no provision has been made for disabled parking, contrary to Policy T31 of the Croydon Plan.

7. ENVIRONMENTAL CONSIDERATIONS

7.1 The proposal would make a more efficient use of an existing developed site in that it would result in a net increase in dwellings. However the development would not have regard to the context of the site and its relationship to the surrounding buildings.

8. EQUALITIES CONSIDERATIONS

8.1 No information has been provided with regard to access issues and no provision is made for drivers requiring disabled parking bays.

Case Officer:	David Alabi
Background Documents:	41 letters from occupiers of adjoining property Letter from Heathurst Road Resident's Association
Contact Officer:	Phil Mills 020 8760 5419