

Agenda Item: 6.3

06/02501/P

26/06/2006

Waddon

Application for full planning permission

Agent:

Horace Architects
River Court
27 Brewhouse Lane
Putney London
SW15 2JX

Applicant:

Greenacre Homes Ltd
Mansfield House
139 Shirley Road
Croydon
CR0 7UR

Location: 208 Pampisford Road, South Croydon, CR2 6DB

Description: Demolition of existing buildings; erection of 9 four bedroom and 8 three bedroom terraced houses; erection of 3 three storey buildings comprising a total of 40 two bedroom and 2 one bedroom flats; formation of vehicular access and provision of associated parking

Drawing No(s): 0901-05 11, 12A, 14, 15, 16, 17, 18 and 19

Recommendation: Refuse Permission

Reason(s) for refusal :-

1. The extent and form of the proposed car parking, bicycle and bin storage areas and access arrangements would over-dominate the site resulting in a poor form of development that would be visually detrimental and would not provide a safe, secure and attractive environment for residents. The proposal would therefore conflict with Policies UD1, UD2, UD3, UD6, UD8, UD12, UD13, UD14 and UD15 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
 2. The number of parking spaces would not be sufficient to serve the development and in the absence of limited on-street parking availability in the area would thereby conflict with Policies UD13, T8 and T11 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
 3. The detailed design of the buildings and the use of the spaces around them would not be sympathetic to the surroundings and result in a poor form of development that would conflict with Policies UD2, UD3, UD6 and UD14 of the Croydon Replacement Unitary Development Plan (The Croydon Plan).
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06/02501/P -
208 PAMPISFORD ROAD, SOUTH CROYDON

1. SUMMARY

- 1.1 This report concerns an application for full planning permission for the demolition of the existing buildings on the site and the erection of a new residential development comprising a total of 59 residential units, together with a new access off Pampisford Road leading to a central parking area for 50 cars. The development would comprise 3 three storey buildings fronting Pampisford Road that would provide 40 two bed and 2 one bed flats, and a further two staggered terraces of two and three storey houses to the rear of the site that would provide 9 four bed houses and 8 three bed houses.

2. RECOMMENDATION

- 2.1 That planning permission be refused for the reasons set out in the Agenda.
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3. BACKGROUND

a. Site Description

- 3.1 The site is located on the eastern side of Pampisford Road, opposite its junction with Alder Way and Wyndhurst Close.
- 3.2 The site is 0.88 hectare in area and is broadly rectangular in shape, with a frontage of 100m and a depth of 84m. It is predominantly flat, although there are some changes in levels within the site.
- 3.3 The site is currently occupied by two main buildings. No.208 is a substantial two/three storey Edwardian building that has been extended and altered over the last 30 years. To the north of this building is a two storey gate house (208a). Both properties have until recently been used as a children's care home, although over the last year the building has been let on a temporary basis for short term multiple occupancy.
- 3.4 The buildings are set back approximately 15m from the site frontage. The rear of the site backs onto Haling Grove, a bridleway that runs between Culmington Road to the south and Tirlamount Road to the north, with access into Haling Grove Recreation Ground that lies immediately to the east of the bridleway.
- 3.5 There are a number of trees along the boundaries of the site, which afford the site significant screening. There are also several trees within the more central parts of the site, the only one of significant note being a Beech tree to the rear of 208a.
- 3.6 The surrounding area is primarily residential in character. Many of the large detached houses in the area have in recent years been subject to redevelopment.

- 3.7 212 Pampisford Road comprises a three storey block of flats, as does 198 to the south.
- 3.8 Abutting the south-eastern corner of the site is 1 and 2 Pampisford Cottages, both two storey dwellings.
- 3.9 Opposite the site in Pampisford Road are Wyndurst Close and Alder Way, both fairly recent high density developments of two and three storey houses and flats.
- 3.10 Pampisford Road is a Local Distributor Road, with limited scope for on-street parking. The site is within an Archaeological Priority Zone.

b. Relevant Planning History

- 3.11 The property has historically been used as a children's home, and more recently as a training facility by Dr Barnardos which has since relocated to more suitable accommodation in Upper Norwood.
- 3.12 04/1494/P – In September 2004, a temporary planning permission was granted for the use of the house for multiple occupation with 18 rooms and communal facilities, together with 17 parking spaces. This was implemented.
- 3.13 05/5099/P – A planning application was submitted but subsequently withdrawn on 10th May 2006 for the erection of 14 terraced and 2 semi detached three bedroom houses, 2 three storey and 1 four storey building to provide a total of 34 two bedroom, 6 three bedroom and 8 one bedroom flats, formation of vehicular access and provision of associated parking.

c. Proposal

- 3.14 Full planning permission is sought for the demolition of the existing buildings and the redevelopment of the site to provide two staggered terraces of 9 four bed and 8 three bed terraced houses, and 3 three storey buildings that would accommodate 40 two bed flats and 2 one bed flats.
- 3.15 The new development would be served by a single vehicular access off Pampisford Road. This would lead to a central parking area with 50 parking spaces.
- 3.16 A contemporary approach to the design has been adopted. Three buildings would front Pampisford Road, set back between 9m and 16m from the back edge of the pavement, with landscaping to the front. Each block would be three storeys in height with staggered elevations, flat "sedum" green roofs and materials comprising render, brickwork and timber cladding. These buildings would be approximately 17m deep.
- 3.17 A staggered terrace of 6 two and three storey houses would be located along the northern boundary of the site, with rear gardens of between 6m and 13.5m.
- 3.18 A further terrace of 12 two and three storey houses would be located to the rear of the site, parallel to Haling Grove, with garden lengths of between 6m and 20m in length.
- 3.19 The design of the houses would be similar to the flats with a mix of render, brick and timber clad elevations, and slightly sloping monopitch "sedum" green roofs.

- 3.20 The central part of the site would be given over to the parking area for the whole development. 50 parking spaces are proposed. Separate bicycle and bin stores would be located within this area.
- 3.21 Areas of shared amenity space would be located around the buildings, with all houses having private rear gardens. Ground floor flats would also have some private amenity space.
- 3.22 A number of trees within and on the edges of the site are proposed to be removed, although a number are also proposed to be retained, the most notable of which is a Beech tree within the northern part of the site.

4. POLICIES

- 4.1 The relevant policies of the Replacement Unitary Development Plan (The Croydon Plan), adopted on 13th July 2006 are UD1-UD3, UD6-UD8, UD12-UD16, UC11-UC13, RO8, RO11-RO12, RO14, NC4, EP2-EP4, EP16, T2-T4, T8, T11, H2, H4-H6, H9, H10, H13 and H14.

5. CONSULTATIONS

- 5.1 The application has been advertised in the local press as a major application. Individual letters of notification have been sent to the occupiers of 133 adjoining and neighbouring properties.
- 5.2 6 letters of representation have been received, one of which is in support of the scheme providing trees are adequately protected. The remaining objections can be summarised as follows:-
- (a) The density is too high for the area,
 - (b) Overdevelopment and out of keeping,
 - (c) Parking is inadequate and would place pressure on on-street parking,
 - (d) The access and traffic generated would be dangerous,
 - (e) Loss of green space, trees, hedges and wildlife,
 - (f) Increased noise levels for neighbouring properties,
 - (g) Loss of privacy to adjoining properties,
 - (h) Disruption from building works,
 - (i) Increase in traffic congestion in Pampisford Road,
 - (j) Increased strain on existing services, and,
 - (k) Setting an undesirable precedent for other developments in the area.
- 5.3 Councillor Simon Hoar has referred the application on the basis that it would be inappropriate overdevelopment of the site, it would increase traffic impact in the local area, it would replace undue extra pressure on utility resources, it would be unnecessary and unsustainable in terms of developing more flats similar to those already existing that remain unoccupied, it would further damage the character of the area by removing a valuable and historic building, it would remove a large number of trees and green space, and it would actually result in the loss of 18 affordable housing units available as intermediate housing to those on low incomes.

- 5.4 English Heritage have recommended that a condition be attached to any planning permission to secure appropriate archaeological investigations prior to the commencement of any development.
- 5.5 The Crime Prevention Design Advisor has made a number of comments on the application. These include the need to achieve Secured by Design principles, the need to keep the rear access secure and accessible for residents only, the need for good quality lighting, natural surveillance of parking areas, and clear definitions of defensible space, and the need to avoid dead areas of space between buildings.

6. CONSIDERATIONS

6.1 The main issues to be considered are:

- 1) The principle of a residential development of this site of the density proposed,
- 2) The effect of the proposed development in terms of;
 - (a) The appearance of the street scene and the character of the area, including trees;
 - (b) The amenities of adjoining and nearby occupiers and future occupiers of the development;
- 3) The parking and highway implications,
- 4) The standard of accommodation for potential residents, and;
- 5) The requirement for open space provision and affordable housing, all in the context of making best use of urban land.

Principle of a Residential Development

- 6.2 Policy H2 of the Croydon Plan permits housing development within built up areas provided that the development does not conflict with the aims of protecting the character of residential areas and there is no loss of other protected uses. In this case there are two attractive buildings that have a history of residential uses on a large and relatively open site. However the buildings are not of sufficient historical or architectural quality to justify statutory protection. The loss of the existing buildings is therefore considered acceptable, and the principle of a residential redevelopment of this site would be appropriate.
- 6.3 With a net residential area of approximately 0.94 hectare and 201 habitable rooms the development would result in a density of 214 habitable rooms per hectare (hrh). This falls within the range of 160 to 300hrh specified in Policy H9 of the Croydon Plan for mixed housing schemes. There is nevertheless still an over-riding need to ensure that the development is satisfactory in all other respects.
- 6.4 Policy H4 states that on sites of more than 30 units, planning permission will not be granted for residential use unless the mix of units reflects the needs for family and non-family housing. The supporting text to this policy suggests 55% family housing and 45% non-family housing. In this case there are 17 houses and 42 flats, which

equates to 29% family accommodation and 71% non-family housing. Whilst some of the two bed flats could potentially provide some accommodation for families, it is unlikely to be to a level that could satisfy Policy H4.

- 6.5 Nevertheless, the applicant has indicated that 50% of the dwellings would be affordable housing with a mix of social rented and intermediate tenure in line with Council guidance.

Impact on the Streetscene and Character of the Area

- 6.6 Buildings three storeys in height are consistent with the character of this part of Pampisford Road, and the spaces between the buildings are considered acceptable.
- 6.7 The contemporary design of the buildings is different from the character of the mainly traditional design of buildings along this part of Pampisford Road. However, the buildings are set back from the road frontage, and the size of the site, and its relationship with adjoining properties would not preclude such a contemporary approach from being successful.
- 6.8 Nonetheless, looking at the detailed design of the proposed buildings, the use of small patches of different materials adds unnecessary complexity to the proposals, and fails to provide any individual identity to the houses in particular. It is therefore considered that a more subtle design and better use of materials could result in a far improved scheme than that currently proposed, in line with the aspirations of achieving a good design consistent with national and local guidance.
- 6.9 A number of trees are proposed to be removed to accommodate the development. None of the trees are considered to be of sufficient merit to warrant a Tree Preservation Order, although those trees of most significant note are proposed to be retained, most notably a Beech tree within the central northern part of the site.

Impact on the Amenities of Adjoining Occupiers

- 6.10 The siting of the buildings and their overall form are considered acceptable in terms of their impact on the amenities of adjoining and nearby properties. The site is primarily a large undeveloped site that can reasonably accommodate a significant amount of development without impact on the amenities of adjoining occupiers.
- 6.11 It is thus considered that there would be no adverse impact on the amenities of adjoining occupiers to justify a refusal of planning permission.

Parking and Highway Implications

- 6.12 50 parking spaces are proposed for the 59 units. These are provided in the form of an extensive car parking area within the central part of the site.
- 6.13 It is considered that the design and form of this area would unduly dominate the site and that it would fail to create an attractive and pleasant environment for the new residents.
- 6.14 Given that there are restricted opportunities for parking outside of the site, particularly along Pampisford Road, it is considered that the parking area as proposed would be subject to significant parking pressures by residents and visitors which would only go to emphasise further the dominance of the parking area and

impinge upon the limited areas of pedestrian and green space around the peripheries of the car park.

- 6.15 With a Public Transport Accessibility Level (PTAL) of 1a the site is considered to have low accessibility to public transport, although there are several bus routes along Pampisford Road, and reasonable access to the Brighton Road transport corridor through the pedestrian access that is proposed to the rear of the site. Nevertheless it is considered that in this instance provision closer to the maximum standard of parking provision should be sought. In the absence of a Travel Plan to indicate otherwise, this would equate to 1.5 spaces per terraced house and 1 space per flat, giving a total of 68 spaces.
- 6.16 Planning Guidance Note 1 recommends contributions towards Sustainable Transport for schemes such as this. These contributions are currently based on £700 for each 1-2 bed unit and £1000 for each 3 bed unit. This equates to a contribution of £46,400, which could be secured through a legal agreement.

Standard of Accommodation.

- 6.17 As indicated above, the site would be dominated by an extensive parking area that would fail to provide an attractive and safe environment for the new residents. Parking spaces would not necessarily be close to the dwellings that they serve, and would give rise to safety and security concerns.
- 6.18 The houses would have their own private rear gardens, some of which are below the Council's normal 10m minimum standard. However, some of the properties would have private gardens well in excess of this minimum standard. The ground floor flats would have some private amenity areas, with more consolidated shared areas of amenity space beyond. Whilst two consolidated area of amenity space are indicated, it is unclear as to what properties these areas will serve, and whether there will be any sense of ownership of these areas.
- 6.19 The room sizes and layout of each of the units are considered acceptable.

Open Space Provision and Affordable Housing Requirements

- 6.20 No public amenity space is included within the proposals, although access to the nearby Haling Park Recreation Ground would be made available to residents through a gated access at the rear of the site.
- 6.21 Policy RO12 of the Croydon Plan requires a contribution towards the enhancement of recreational open space. With a potential occupancy of around 105 people, £38,987 would normally be sought for this type of development in this location. This could be secured by means of a legal agreement if planning permission were to be granted.
- 6.22 Similarly the Council would expect 50% of all habitable rooms to be in the form of affordable housing in line with the Council's policies and guidance. The applicants have indicated that it is their intention to provide 50% comprising a mix of social rented and shared ownership accommodation, and this could be secured by means of a legal agreement.

7. ENVIRONMENTAL CONSIDERATIONS

7.1 An Environmental Performance Statement has been submitted with the application which indicates that an Eco-Homes rating of “excellent” can be achieved. The use of “green roofs”, sustainable drainage systems and energy saving measures are incorporated into the proposals. The Council will also require 10% renewable energy and the applicant has indicated that this can be achieved through the use of solar heat panels and photovoltaic units.

8. EQUALITIES CONSIDERATIONS

8.1 All units have been designed to meet the requirements of Lifetime Home Standards. Level access would be provided to the ground floor of all units and 5 disabled parking spaces are indicated.

Case Officer: W Pierson
Background Documents: 6 letters of representation
Referral from Councillor Simon Hoar
Letter from English Heritage
Comments from Crime Prevention Design Advisor
Contact Officer: Mr. P Mills Tel: 0208 76 5419