

Committee Date	03/02/2022	
Address	Land rear of 165 and 167 White Horse Hill Chislehurst	
Application Number	21/02616/FULL1	Officer - Robin Evans
Ward	Mottingham And Chislehurst North	
Proposal	Erection of two storey, three bedroom, detached dwellinghouse with associated access, parking and amenity space.	
Applicant	Agent	
Guy Osborne	James Sharp	
Deal House 3 Willow Grove Chislehurst BR7 5AF	2 Pickering Lane Orpington BR5 1FA	
Reason for referral to committee	Councillor call in	
Call-In	Yes	

RECOMMENDATION	Application Permitted
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<p>KEY DESIGNATIONS</p> <p>Biggin Hill Safeguarding Area London City Airport Safeguarding Open Space Deficiency Smoke Control SCA 51</p>

Land use Details		
	Use Class or Use description	Floor space (GIA SQM)
Existing	n/a	n/a
Proposed	C3 dwellinghouse	138sqm

Residential Use – See Affordable housing section for full breakdown including habitable rooms					
	Number of bedrooms per unit				
	1	2	3	4 Plus	Total/Payment in lieu
Market			1		n/a
Affordable (shared ownership)					
Affordable (social rent)					
Total			1		n/a

Vehicle parking	Existing number of spaces	Total proposed including spaces retained	Difference in spaces (+ or -)
Standard car spaces	n/a	1	+1
Disabled car spaces	n/a	0	0
Cycle	n/a	2	+2

Electric car charging points	Percentage or number out of total spaces 100%
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Representation summary	Neighbour letters sent 30.6.21 Newspaper advert published 14.7.21 Site notice displayed 2.9.21
Total number of responses	15
Number in support	3
Number of objections	12

UPDATE

This application was originally heard at the meeting of the Plans Sub Committee No. 3 on 6th January 2022. Having considered the report Members resolved to grant planning permission subject to the recommended conditions.

Following the meeting (and prior to any formal decision being issued) it was brought to the Council's attention that there was an error in the original report, namely that the figures provided for the number of support and objection comments in the representations summary had been transposed. The original report has been updated and the correct figures are

provided in the summary table above. In addition, the original report incorrectly referred to the Petts Wood ASRC in the conclusion (paragraph 9.1) and this has also been corrected.

The application is therefore reported back to members for consideration in light of the updated report.

1. SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The development would not impact detrimentally on the character of the area,
- The development would not have a significantly harmful impact on the amenities of neighbouring residents
- The development would not have harmful highway impacts.

2. LOCATION

2.1 The application site is a parcel of land located on the southern side of Cranmore Road measuring approximately 0.033ha, formerly the rear gardens of Nos. 165 and 167 White Horse Hill, Chislehurst. The land slopes downwards to the north and west with the contour of the hillside. The land is in an unkempt condition. The area is residential in nature characterised mostly by semidetached and terraced two storey post-war dwellings set in consistently sized and shaped plots, albeit relatively compact in size and with numerical densities ranging from approximately 20-26u/ha in the immediate vicinity of the application site. The application site is not listed and does not lie within a Conservation Area or an Area of Special Residential Character.

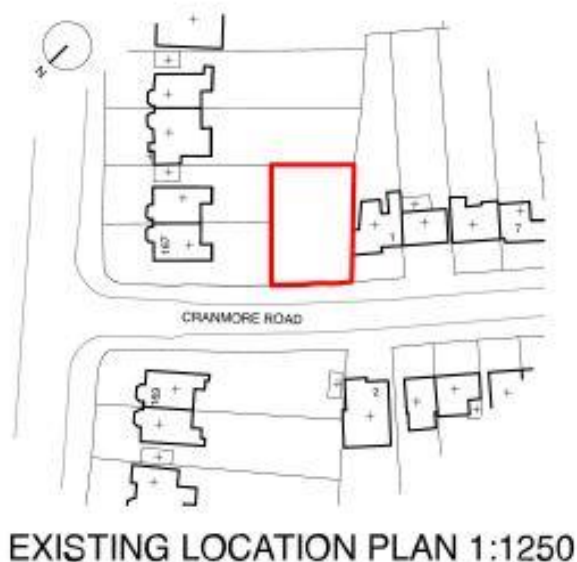


Fig 1. Site location plan.

3. PROPOSAL

3.1 Planning permission is sought for erection of two storey, three bedroom, detached dwellinghouse with associated access, parking and amenity space.

3.2 The application is supported by the following documents:

- Application form,
- Application drawings,
- Design and Access Statement,
- Planning Statement,



Fig 2 Proposed block plan.

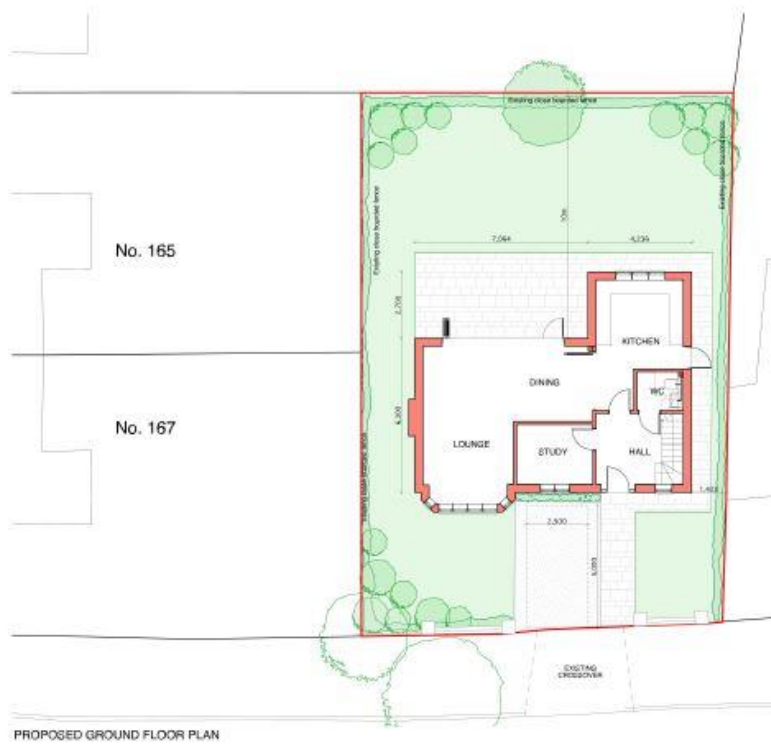


Fig 3 Proposed site layout and ground floor plan.

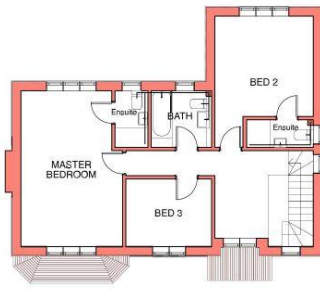


Fig 4 Proposed First floor plan.



Fig 5 Proposed front elevation and street scene.



Photograph 1 application site from Cranmore Road.



Aerial photograph 1

4. RELEVANT PLANNING HISTORY

4.1 The relevant planning history relating to the application site is summarised as follows:

4.1.1 98/01864/FUL – Two storey four bedroom detached house with integral garage was refused on 19.08.1998 for the following reason:

1. The proposed severance of an area of existing rear gardens to form a new building plot would be contrary to Policies H.2 and E.1 of the Unitary Development Plan and would result in a cramped overdevelopment of the site, out of character in the locality.

4.1.2 12/00090/FULL1 – Erection of two storey detached 3 bedroom dwelling was refused on 02.03.2012 for the following reason:

1. The proposed severance of existing rear gardens to form a new building plot would result in a cramped overdevelopment of the site, out of character in the locality, and contrary to Policies BE1 and H7 of the Unitary Development Plan and Planning Policy Statement 3 – “Housing”.

5. CONSULTATION SUMMARY

A) Statutory

5.1 Highway Department: The application site has a low PTAL 2 rating (on a scale where 0 has the least and 6b has the best access to public transport services) indicating that the site and the proposed development would more reliant upon private transport such as the car and bicycle than on public transport. The proposed dwelling would use an existing vehicle access onto the Cranmore Road and would be provided with 1 parking spaces in accordance with the London Plan. Nos. 165 and 167 White Horse Hill both have parking spaces on their frontages and as such the proposed dwelling would not deprive them of existing parking spaces on Cranmore Road. No objection subject to recommended conditions.

B) Local Groups

n/a

C) Adjoining Occupiers

5.2 Objection

5.2.1 General

- similar/previous planning applications have been refused, indicating the development is unacceptable,
- development would set a precedent,
- plot was the garden of No. 167 White Horse Hill and was intended for a granny annexe,
- other permissions/granny annexes in the area increases number of residents in the area,
- only for profit with no benefit to the local area,

5.2.2 Housing matters

- plot too small and lack of amenity space for future occupants,
- no significant benefit to the housing supply,

5.2.3 Design and landscaping

- overdevelopment of plot,
- cramped appearance out of keeping with generally spacious area,
- inappropriate backland/garden land development,
- new design out of keeping with traditional character of its surroundings,
- proposal would remove existing trees,

5.2.4 Neighbouring amenities

- overbearing to neighbouring outlook and views,
- overlooking to neighbouring privacy,
- building and landscaping overshadowing neighbouring properties and gardens,
- would prevent access to side of No. 1 Cranmore Road for future extensions or maintenance,
- larger houses and gardens should be encouraged due to need for amenity and working from home space in the pandemic,
- noise and disturbance to neighbours,
- additional vehicles and air pollution to neighbours,

5.2.5 Highways and parking

- busy road used as a shortcut with speeding vehicles and highway accidents,
- insufficient on-site parking/garage space and visitor parking would increase on-street parking,
- development would exacerbate traffic and parking congestion, impede emergency vehicle access, and harm highway safety,
- construction process would cause traffic congestion,
- parking restriction signage is unclear causing parking fines,

5.2.6 Other

- further impact on Thames Water services and pipe leaks,
- would exacerbate existing impact on ground conditions/stability of neighbouring properties and affect their property values,
- increased surface water run-off affecting the water table and flooding,
- impact/strain on resources,
- area is subject to fly-tipping and site has been left to decay in order to improve chances of planning permission.

5.3 Support

5.3.1 General

- General support for the proposal,
- would utilise a disused/derelict under used site,
- the proposal would comprise sustainable development,
- an appeal could not be defended,

5.3.2 Housing matters

- small windfall sites increase housing supply and contribute towards alleviating housing demand,

5.3.3 Design and landscaping

- the site is not “backland”
- there would be adequate separation,
- design would be in keeping with the street scene,

6. POLICIES AND GUIDANCE

6.1 National Policy Framework 2019

6.2 NPPG

6.3 The London Plan 2021

GG2 Making the best use of land

D3 Optimising site capacity through the design-led approach

D4 Delivering good design

D5 Inclusive design

D7 Accessible housing

D11 Safety, security and resilience to emergency,

H1 Increasing housing supply

H2 Small sites,

G5 Urban Greening

G6 Biodiversity and access to nature

G7 Trees and woodlands

S11 Improving air quality

S112 Flood risk management

S113 Sustainable drainage

T1 Strategic approach to transport

T5 Cycling
T6 Car parking
T6.1 Residential parking

- 6.4 Bromley Local Plan 2019
- 1 Housing Supply
 - 4 Housing Design
 - 8 Side Space
 - 30 Parking
 - 32 Road Safety
 - 37 General Design of Development
 - 113 Waste Management in New Development
 - 116 Sustainable Urban Drainage Systems
 - 120 Air Quality
 - 123 Sustainable Design and Construction
 - 124 Carbon reduction, decentralised energy networks and renewable energy
 - 125 Delivery and Implementation of the Local Plan

6.5 Supplementary Planning Guidance

Providing for Children and Young People's Play and Informal Recreation (2012)
Accessible London: Achieving an Inclusive Environment (2014)
Sustainable Design and Construction (2014)
Shaping Neighbourhoods: Character and Context (2014)
Housing (March 2016)
Control of Dust and Emissions During Construction and Demolition (2014)
Housing (2016)
Homes for Londoners – Affordable Housing and Viability (2017)
Planning Obligations (2010) and subsequent addendums
SPG1 General Design Principles
SPG 2 Residential Design Guidance

7. ASSESSMENT

7.1 Resubmission

- 7.1.1 As mentioned, the current scheme follows on from the previous application and 12/00090/FULL1 and compares/differs in the following ways:
- Dwelling positioning/layout and design would be handed and positioned closer to the southern side flank boundary with No. 1 Cranmore Road,
- 7.1.2 The current proposal is therefore materially different from the previously proposed scheme and it will be assessed on its own merits. The current proposal is also assessed in relation to the current Development Plan including a new London Plan 2021 and Bromley Local Plan 2019, and a new NPPF 2021, compared with the previous scheme(s).

7.2 Principle and location of development – acceptable

- 7.2.1 Housing is a priority use for all London Boroughs. London Plan Policies H1, H2, H10, D3, D4 and D7 generally encourage the provision of redevelopment in previously developed residential areas provided that it is designed to complement the character of surrounding developments, the design and layout make suitable residential accommodation, and it provides for garden and amenity space.
- 7.2.2 NPPF paragraph 53 also encourages the effective use of land by reusing land that has been previously developed (brownfield land) and excludes gardens from the definition of previously developed land.
- 7.2.3 Policy 4 of the Local Plan advises that new housing developments will be expected to meet all of the following criteria in respect of; density; a mix of housing types and sizes, or provides house types to address a local shortage; the site layout, buildings and space about buildings are designed to a high quality and recognise as well as complement the qualities of the surrounding areas; off street parking is provided; the layout is designed to give priority to pedestrians and cyclists over the movement and parking of vehicles; and security and crime prevention measures are included in the design and layout of buildings and public areas.
- 7.2.4 The current position in respect of Bromley's Five Year Housing Land Supply (FYHLS) was agreed at Development Control Committee on 2 November 2021. The current position is that the FYHLS (covering the period 2021/22 to 2025/26) is 3,245 units, or 3.99 years supply. This is acknowledged as a significant undersupply and for the purposes of assessing relevant planning applications means that the presumption in favour of sustainable development will apply.
- 7.2.5 London Plan Policy H1 sets Bromley's housing target at 774 homes per annum. In order to deliver this target, boroughs are encouraged to optimise the potential for housing delivery on all suitable and available brownfield sites. This approach is consistent with Policy 1 of the Bromley Local Plan, particularly with regard to the types of locations where new housing delivery should be focused.
- 7.2.6 Policy H2 requires Boroughs to pro-actively support well-designed new homes on small sites (below 0.25 hectares in size). Policy D3 requires all development to make the best use of land by following a design led approach.
- 7.2.7 NPPF paragraph 11 sets out the presumption in favour of sustainable development. In terms of decision-making, the document states that where a development accords with an up to date local plan, applications should be approved without delay. Where a plan is out of date, permission should be granted unless the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 7.2.8 According to paragraph 11(d) of the NPPF in the absence of a 5 year Housing Land Supply the Council should regard the Development Plan Policies for the supply of housing including Policy 1 Housing Supply of the Bromley Local Plan as being 'out of date'. In accordance with paragraph 11(d), for decision taking this means where there are no relevant development plan policies or the policies which are most

important for determining the application are out-of-date, granting permission unless:

- i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

7.2.9 The application site lies within a residential urban/suburban area where new development including housing is encouraged to be located, although it is not necessarily an allocated or identified site and therefore comprises a windfall or site not necessarily expected to become available for development. This proposal would provide 1 new dwelling, which would represent a minor contribution to the supply of housing within the Borough. This aspect of the proposal will be considered in the overall planning balance set out in the conclusion of the report having regard to the presumption in favour of sustainable development.

7.3 Housing matters - acceptable

7.3.1 Optimising site Capacity through design (density)

7.3.1.1 Before the subdivision of Nos. 165-167 White Horse Hill and the formation of the application site Nos. 165-167 White Horse Hill measured approximately 0.099ha, resulting in an estimated 20 u/ha and a plot size, shape and general form of development consistent with the established pattern of built form and urban grain in this location. As mentioned, the application site measures approximately 0.033ha, within a PTAL 2 rated area, and the subdivided plot providing one dwellinghouse would lead to an estimated 30u/ha density and this would not differ significantly from the prevailing numerical density. Although the proposal would reduce the size of the former plots and the proposed plot in particular would have a narrower plot depth this alteration in plot size/shape would not be highly visible, prominent or noticeable from outside the site and within the street scene. The resulting plots at Nos. 165-167 White Horse Hill would be somewhat smaller leading to an estimated greater dwelling density of approximately 23u/ha and also smaller sizes/shallower plot shapes compared with the prevailing plots in White Horse Hill however again this would not be overly visible or obvious within the street White Horse Hill or Cranmore Road scene. Furthermore, the "design led approach" is less focussed on numerical density and more on physical design based character. In this case the statistical analysis and the visual design of the size and scale of the building would not have a significantly greater numerical density or a significantly different effect on character and appearance of the site within the local area.

7.3.2 Standard of residential accommodation

7.3.2.1 In March 2015 the Government published The National Technical Housing Standards. This document prescribes internal space within new dwellings and is suitable for application across all tenures. It sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and

floor to ceiling height. The Gross Internal Areas in this standard will not be adequate for wheelchair housing (Category 3 homes in Part M of the Building Regulations) where additional internal area is required to accommodate increased circulation and functionality to meet the needs of wheelchair households.

- 7.3.2.2 Policy 4 of the Bromley Local Plan sets out the requirements for new residential development to ensure a good standard of amenity. The Mayor's Housing SPG sets out guidance in respect of the standard required for all new residential accommodation to supplement London Plan policies. The standards apply to new build, conversion and change of use proposals. Part 2 of the Housing SPG deals with the quality of residential accommodation setting out standards for dwelling size, room layouts and circulation space, storage facilities, floor to ceiling heights, outlook, daylight and sunlight, external amenity space (including refuse and cycle storage facilities) as well as core and access arrangements to reflect the Government's National Technical Housing Standards.
- 7.3.2.3 The London Plan makes clear that ninety percent of new housing should meet Building Regulation requirement M4 (2) 'accessible and adaptable dwellings' and ten per cent of new housing should meet Building Regulation requirement M4 (3) 'wheelchair user dwellings', i.e. is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users. The relevant category of Building Control Compliance should be secured by planning conditions.
- 7.3.2.4 The proposal would provide a two storey 3-bedroom 5-person (3b5p) dwelling with a relatively spacious layout, room sizes, and appropriately sized laid out private amenity space, and the submitted details respond to accessible/adaptable homes requirements.

7.4 Design and landscaping – acceptable

- 7.4.1 Design is a key consideration in the planning process. Good design is an important aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 7.4.2 Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 7.4.3 Paragraph 127 of the NPPF requires Local Planning Authorities to ensure that developments will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities). New development shall also establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to

accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 7.4.4 Policy 73 of the Bromley Local Plan states that proposals for new development will be required to take particular account of existing trees on the site and on adjoining land, which in the interests of visual amenity and/or wildlife habitat, are considered desirable to be retained.
- 7.4.5 Policy 77 of the Bromley Local Plan states that development proposals will seek to safeguard the quality and character of the local landscape and seek the appropriate restoration and enhancement of the local landscape through the use of planning obligations and conditions.
- 7.4.6 London Plan and Bromley Local Plan policies further reinforce the principles of the NPPF setting out a clear rationale for high quality design.
- 7.4.7 Although the application site formerly related to Nos. 165-167 White Horse Hill, the site and the proposed design would front on to and therefore also relate to Cranmore Road.
- 7.4.8 As mentioned, the currently proposed dwelling would be handed and its mass and architectural features would be repositioned towards the south western boundary with No. 1 Cranmore Road and away from 165-167 White Horse Hill where it would provide some additional spacing from White Horse Hill and it would provide sufficient spacing from No. 1 Cranmore Road, in keeping with the existing spatial standards in this part of the highway and local area. As mentioned above, notwithstanding the reduction in the size of the application site plot and Nos. 165-167 White Horse Hill, the effect would not be unduly prominent within either street scene and would not have a significantly more harmful impact on the wider character and appearance of the area.
- 7.4.9 The design of the dwelling itself and external materials would not appear to conflict with those in the local area, and this could be managed by planning condition in the event that planning permission is granted. The proposal would not directly impact trees or vegetation significantly important to the character of the area and would offer the opportunity for additional planting.

7.5 Neighbouring amenity – acceptable

- 7.5.1 Policies 6 and 37 of the Bromley Local Plan seek to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance.

- 7.5.2 Policy 4 of the Bromley Local Plan also seeks to protect existing residential occupiers from inappropriate development. Issues to consider are the impact of a development proposal upon neighbouring properties by way of overshadowing, loss of light, overbearing impact, overlooking, loss of privacy and general noise and disturbance.
- 7.5.3 Although the proposed dwelling would be visible from some of the nearest neighbouring properties, including No. 6 Cranmore Road and Nos. 165 and 167 White Horse Hill, it would be sufficiently well separated that it would not have a significantly more harmful impact on outlook or direct sun or daylight, than the existing situation. The main outlook would be to the front and rear (north east and south west respectively) i.e. in the same direction as existing dwellings in Cranmore Road where any additional overlooking would not appear to be significantly more harmful, although the design of any upper floor side flank windows should be avoided or carefully managed in order to avoid harmful sideward overlooking. Furthermore, there was no objection in this regard in the previous planning decisions and the current proposal does not significantly alter this position.

7.6. Highways and parking – acceptable

- 7.6.1 The NPPF recognises that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The NPPF clearly states that transport issues should be considered from the earliest stage of both plan making and when formulating development proposals and development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 7.6.2 The NPPF states that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.
- 7.6.3 London Plan and Bromley Local Plan Policies encourage sustainable transport modes whilst recognising the need for appropriate parking provision. Car parking standards within the London Plan and Bromley Local Plan should be used as a basis for assessment.
- 7.6.4 The application site lies in an area with a low PTAL 2 rating (on a scale where 0 has the least and 6b has the best access to public transport services) indicating that the site and the proposed development would be more reliant upon private transport such as the car and bicycle than on public transport. The proposed dwelling would use an existing vehicle access onto the Cranmore Road and would be provided with 1 parking space in accordance with the London Plan. Nos. 165 and 167 White Horse Hill both have parking spaces on their frontages and as such the proposed dwelling would not deprive them of any existing parking spaces on Cranmore Road. there is no objection from the Council's Highway Department on highway grounds, subject to recommended conditions in the event that planning permission is granted. Furthermore, there was no objection in this regard in the previous planning decisions and the current proposal does not significantly alter this position. Cycle

parking details could be managed by planning condition in the event that planning permission is granted. Refuse storage details could be managed by planning condition in the event that planning permission is granted.

7.7 Sustainability – acceptable

- 7.7.1 The NPPF requires Local Planning Authorities to adopt proactive strategies to mitigate and adapt to climate change. London Plan and Draft Local Plan Policies advocate the need for sustainable development. All new development should address climate change and reduce carbon emissions.
- 7.7.2 The London Plan encourages the highest standards of sustainable design and construction should be achieved in London to improve the environmental performance of new developments and to adapt to the effects of climate change over their lifetime. Policy SI 2 Minimising greenhouse gas emissions of the London Plan states that development should make the fullest contribution to minimising carbon dioxide emissions in accordance with the hierarchy; Be Lean: use less energy; Be Clean: supply energy efficiently, Be Green: use renewable energy and Be Seen: monitor those renewable energy measures.
- 7.7.3 Local Plan Policy 123 states that all applications for development should demonstrate how the principles of sustainable design and construction have been taken into account.
- 7.7.4 As the proposal is for a new dwelling it would offer the opportunity to include energy efficient and sustainable construction methods improving its environmental performance. Furthermore, as the proposal would comprehensively redevelop the site it would also offer the opportunity to incorporate renewable energy generating technology such as ground source or air source heat pumps and/or solar panels thereby also contributing towards carbon dioxide emissions savings and this would be encouraged.

7.8 Other matters

- 7.8.1 There is no objection from the Council's Drainage Engineer subject to a suitable drainage system being provided and this could be managed by planning condition.
- 7.8.2 Given the currently open and vacant use of the site and its potential to contain contaminants the Council's Environmental Health Department recommends the submission of a contaminated land assessment and this could be managed by planning condition along with a Construction Environmental Management Plan and measures for installing suitable gas boilers within an Air Quality Management Area.

8. CIL

- 8.1 The Mayor of London's CIL is a material consideration. CIL is payable on this application and the applicant has completed the relevant form.

9. CONCLUSION

- 9.1 Having had regard to the above it is considered that the development in the manner proposed would not impact detrimentally on the character of the area, it would not have a significantly harmful impact on the amenities of neighbouring residents and would not have harmful highway impacts. For these reasons and subject to recommended conditions it is recommended that planning permission is granted.
- 9.2 Background papers referred to during production of this report comprise all correspondence on the files set out in the Planning History section above, excluding exempt information.

RECOMMENDATION: PERMISSION BE GRANTED

Subject to the recommended conditions:

Standard

Standard Time Limit
Standard Compliance with Plans

Pre-commencement

Contaminated Land Assessment

Slab levels to be submitted
Scheme for surface water drainage
Construction Environmental Management Plan

Above Ground

Highway surface water drainage
Cycle parking details
Refuse/recycling storage details
Landscaping

Pre-occupation

Parking in accordance with plans

Compliance

External materials
Side Space
No new windows (apart from those approved)
Obscure glazed/restricted opening windows
Permitted Development rights removed A, B, C, D, E
Accessible and adaptable dwellings
Construction vehicle wash-down
Gas Boilers (Air Quality Management)

Informatives

Party Wall Act
Side Space
New vehicular accesses
Street furniture
New driveway materials
Control of Pollution/Construction sites

Thames Water infrastructure

Any other planning condition(s) considered necessary by the Assistant Director of Planning.