

**PART 6: Planning Applications for Decision**

**Item 6.2**

**1 APPLICATION DETAILS**

Ref: 18/03074/FUL  
 Location: 37 Fairdene Road, Coulsdon, CR5 1RD  
 Ward: Coulsdon Town  
 Description: Erection of a two storey side and rear extension and two rear dormers, as well as alterations to the existing internal layout to provide a total of five residential flats with on-site car parking, including a new vehicle crossover (amended plans and description).  
 Drawing Nos: FA137/1 Rev 5; FA137/2 Rev 4; Letter prepared by Frank Knight dated 26 June 2018; Design and Access Statement.  
 Agent: Mr Frank Knight  
 Case Officer: Rachel Gardner

|                           | Studio | 1 bed | 2 bed           | 3 bed | Total |
|---------------------------|--------|-------|-----------------|-------|-------|
| <b>Existing Provision</b> | -      | -     | 2 (four person) | -     | 2     |
| <b>Proposed Provision</b> | -      | 3     | 2 (four person) | -     | 5     |

|                           | Number of car parking spaces | Number of cycle parking spaces |
|---------------------------|------------------------------|--------------------------------|
| <b>Existing Provision</b> | 0                            | 0                              |
| <b>Proposed Provision</b> | 3                            | 7 (by condition)               |

1.1 This application is being reported to Committee because objections above the threshold for Committee consideration have been received.

**2 RECOMMENDATION**

2.1 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

**Conditions**

- 1) Commence within 3 years of the date of the permission
- 2) The development shall be carried out wholly in accordance with the approved plans and documents except where specified by conditions
- 3) Visibility splay, detailed parking design and swept paths details to be submitted and approved

- 4) Landscaping scheme including replanting of 1 tree, boundary treatments, defensible spaces around ground floor windows, retaining walls, permeable materials of driveway and maintenance strategy to be submitted and approved
- 5) Details to be supplied for: boundary treatments/ private amenity space treatments/ balcony including screening/ retaining walls/ child play space/ lighting/ floor levels
- 6) Refuse store details (notwithstanding submitted plans) – location, size, presentation point, capacity, materials
- 7) Cycle store details (notwithstanding submitted plans) – materials, size, location, accommodate 7 cycles
- 8) Materials to match existing
- 9) New windows within south-western elevation are to be obscurely glazed
- 10) No additional windows or glazed doors in the south-western elevation.
- 11) To be provided as specified prior to occupation: Parking spaces, refuse and cycle stores, child play space.
- 12) Submission of Construction Logistics Plan/Method Statement
- 13) Provision of M4(2) and M4(3)
- 14) Water usage
- 15) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

### **Informatives**

- 1) CIL
- 2) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 3) Refuse bin requirements
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

2.2 That the Committee confirms that adequate provision has been made by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

3.1 The applicant seeks full planning permission for the following:

- Erection of a 2-storey side and rear extension, and a dormer roof extension to the rear roof slope
- Conversion of the property from 2 x 2-bed flats to provide 5 flats, including 3 x 1 bed and 2 x 2 bed flats.
- New vehicle crossover and provision of 3 on-site car parking spaces
- Construction of a cycle store accommodating 5 cycles
- Provision of refuse store
- Removal of 1 tree.

- 3.2 The proposal has been amended twice during the course of the application. The first set of amendments reduced the number of parking spaces and removed a vehicular crossover. The second amendment adding private amenity space and amended internal unit sizes.
- 3.3 It is noted that planning permission (ref: 13/00693/P) for a very similar proposal was granted by the local authority on 1<sup>st</sup> May 2013. Details of this are included in the planning history section of this report.

### **Site and Surroundings**

- 3.4 The application site is a detached property comprising 2 x 2 bed flats on the south-eastern side of Fairdene Road in Coulsdon and the front elevation can be seen in image 1. The surrounding area is predominately residential, although there are public gardens and parks in close proximity to the site. The existing site does not benefit from any on-site car parking.
- 3.5 Fairdene Road is predominately characterised by two storey semi-detached and detached properties with pitched roofs and a mixture of face brick, shingles and white/ crème painted properties. The subject property accords with the general characteristics of the street.
- 3.6 The site has a public transport accessibility level (PTAL) of 2 which indicates poor access to public transport. However, it is noted that the site is located approximately 350m walking distance from Coulsdon South train station and within 500m walking distance from bus stops servicing routes 60, 404 and N68. The location of the site and the surrounding context can be seen in image 2.



**Image 1:** Front elevation of the existing building



**Image 2:** Context of the site

### Planning History

- 3.7 13/00693/P – Permission granted 01.05.2013

*Erection of two storey side/rear extension and dormer extension in rear roof slope, to provide a total of 3 two bedroom and 2 one bedroom flats; provision of parking areas*

- 3.8 This planning permission is identical to the subject application except that it involved 2 new vehicle crossovers to the property, and provision of 5 on-site car parking spaces. This planning permission has now lapsed however, it is a material planning consideration. The subject application proposes only 1 new vehicle crossover and 3 on-site car parking spaces as well as private amenity space. It is noted that the massing and appearance of the proposed 2-storey side and rear extension and rear dormer extension, as well as the number of resultant flats remains unchanged from the previously approved scheme.

- 3.9 12/02814/P – Permission refused 05.12.2012

*Erection of two storey side/rear extension to provide a total of 3 two bedroom and 2 one bedroom flats*

Reasons for refusal:

1. The development would detract from the appearance of the building and be detrimental to the amenities of the street scene by reason of dominance, siting and design and would thereby conflict with Policies SP3, UD2, UD3 and UD15 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) 2006 Saved Policies and Supplementary Planning Document No 2 on Residential Extensions and Alterations, Policies 7.4 and 7.6 of the London Plan 2011.
  2. The development would result in sub-standard accommodation by reason of inadequate floor areas and would thereby conflict with Policy H7 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) 2006 Saved Policies and Policies 3.5B&C of the London Plan (July 2011) and the London Housing Design Guide Interim Edition (August 2010)
- 3.10 This refused scheme also involved a 2-storey side extension but this was not considered acceptable as it was not subordinate and units were undersized.

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

- Planning permission 13/00693/P was granted for a very similar proposal on the site and the principle of development is therefore acceptable. Please see section 3.7 for a summary of the proposed changes.
- The proposal would contribute positively to borough-wide housing targets and would deliver 3 additional new units
- The scale and layout of proposed extension is considered to be subordinate to the host building and will not detract from the character of the surrounding area.
- The orientation and separation distances with the neighbouring properties on Fairdene Road are sufficient to ensure no undue harm to the residential amenities of the neighbouring properties.
- The development would provide an acceptable standard of living for future residents of the development, with satisfactory internal layouts and amenity space.
- The number of parking spaces proposed are suitable for the additional accommodation given the PTAL rating and distance to a train station and bus stops.
- Access and turning arrangements for vehicles would not impact on the safety or efficiency of the public highway, subject to additional information required by condition.

#### **5 LOCAL REPRESENTATION**

- 5.1 The application has been publicised by way of 22 letters sent to adjoining occupiers of the application site. During the course of the assessment of the

application, amended plans were received from the applicant. The first set of amendments were re-notified to residents however the second were not considered to give rise to any issues likely to result in further representations.

5.2 The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 14      Objecting: 13      Neutral: 1

5.3 The following issues were raised in representations. Those that are material to the determination of the application, are addressed below or in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

- Parking to the rear is not characteristic of the surrounding area
- Extensions are over development and not in keeping with the surrounding area
- A substantial boundary retaining wall would be required
- Proposed refuse store has a low quality appearance and has insufficient capacity
- Loss of vegetation including 2 trees and hedging
- Loss of wildlife
- Insufficient waste provision
- Loss of permeable areas
- Insufficient space between the building and side boundary for vehicle and pedestrian access
- Flatted development is out of character with the surrounding area
- Overlooking and loss of privacy to properties on opposite side of Fairdene Road
- Disturbance from vehicle access down side of the property
- Traffic and parking implications including further congestion of the street, loss of on-street parking space and increased pressure on on-street parking spaces

5.4 The following issues were raised in representations, but they are not material to the determination of the application:

- Houses sell better than flats in the area
- Increased demand on utilities

5.5 East Couldson Residents Associated raised representations stating:

- Design is in-keeping with surrounding area
- Need for smaller homes
- On-site parking should be increased
- Good bin store location however capacity appears undersized
- Removal of a healthy tree however it does not have a TPO

## **6 RELEVANT PLANNING POLICIES AND GUIDANCE**

- 6.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.
- 6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. 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:
- Requiring good design.
  - Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions
- 6.3 The main policy considerations raised by the application that the Committee are required to consider are:

### Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 on Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.3 Sustainable design and construction
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.11 Smoothing traffic flow and tackling congestion
- 6.13 on Parking
- 7.2 Designing out crime
- 7.4 on Local character
- 7.6 on Architecture
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodland

### Croydon Local Plan 2018 (CLP 2018):

- SP2 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change

- SP8 on transport and communications
- DM1 on housing choice for sustainable communities
- DM10 on design and character
- DM13 on refuse and recycling
- DM16 on promoting healthy communities
- DM19 on promoting and protecting healthy communities
- DM23 on development and construction
- DM25 on sustainable drainage systems and reducing flood risk
- DM28 on trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on car and cycle parking in new development
- DM37 Coulsdon

6.4 The relevant Supplementary Planning Guidance is as follows:

- London Housing SPG (March 2016)
- The Nationally Described Space Standards (October 2015)

## **7 MATERIAL PLANNING CONSIDERATIONS**

7.1 The main planning issues raised by the application that the Planning Committee is required to consider are as follows:

- Principle of development;
- Townscape and visual impact;
- Residential amenity;
- Living conditions of future occupiers;
- Parking and highway safety;
- Flood risk and sustainability;
- Trees and biodiversity;
- Other planning matters

### **Principle of development**

7.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised. The application site currently comprises a detached building which comprises 2 residential flats. Therefore the principle of flats on the site has already been established.

7.3 Planning permission has previously been granted (ref: 13/00693/P) by the local authority for the conversion of the property into 5 flats, and therefore the principle of intensification of the existing residential use on the site has already been established.

7.4 Therefore, the principle of the conversion of the existing property from 2 flats to 5 flats is acceptable, subject to a consideration of other material impacts. It should be noted that the existing property does not comprise any family sized



units and therefore there is no requirement to provide any family sized units in the proposed scheme.

### **Townscape and Visual Impact**

- 7.5 The proposal retains the existing building on site which is considered to be in accordance with the general character of the surrounding street scene. The design and massing of the proposed 2-storey side and rear extension and the rear dormer extension remains unchanged from what was approved in the previous planning permission (Ref: 13/00693/P).
- 7.6 The proposed 2-storey side extension would appear subordinate to the host dwelling as it is setback from the front building lines, set down from the existing ridge, and comprises windows of similar design and proportions design to the existing windows on the host building. The applicant has also stated that the extension would be finished in materials to match the host building which is considered to be suitable and would be secured by condition.
- 7.7 Furthermore, the proposed side and rear extension retains a 2.8 metre setback to the south-western side boundary which preserves the sense of spaciousness between the properties.
- 7.8 The proposed 2-storey rear extension would be acceptable in this instance as it infills a relatively small portion at the rear of the building, its roof form would be incorporated in the roof form of the overall building, and it would comprise windows which are of similar design and proportions to the host building. Matching materials would also be secured by condition.
- 7.9 The proposed rear dormer extensions would be subordinate to the rear roof form as they are setback from the eaves, ridge and sides and would retain a large portion of the rear pitched roof form.
- 7.10 The appearance and materials of the rear balcony would be secured by condition.
- 7.11 It is acknowledged that on-site car parking areas on surrounding properties are predominately to the front and side of the dwellings. However policy DM10 of CLP2018 states that they can be provided to the rear where suitably integrated. A new vehicle access is proposed to the north-eastern side of the building with car parking to the rear, this is considered acceptable as it maximises the amount of soft landscaping which is retained within the front yard. This would soften the appearance of the existing building and proposed extension within the street scene.
- 7.12 A tree within the northern corner of the site, along the front boundary is proposed to be removed and the acceptability of this was established in the previously approved scheme ref: 13/00693/P. It is considered suitable to impose a condition requiring a landscaping scheme to mitigate any loss should be submitted to and approved by the local authority in order to maximise good quality soft landscaping across the site, including the re-planting of one tree, as

well as incorporating details of boundary treatments, retaining walls and permeable paving.

- 7.13 The submitted plans have shown a cycle and refuse store to be located within the rear garden. The general location of these are considered acceptable as they will not be visible within the street scene. However, notwithstanding the submitted drawings, further details would be secured by condition the exact location, size and materials of these. It is considered suitable that level access be provided between the street frontage and these stores to maximise accessibility and usage. Further details on the capacity of these stores will be discussed in the parking and highways section of this report.

### **Impact on Neighbouring Residential Amenity**

- 7.14 The proposal retains the existing side setback to the north-eastern side boundary and no new windows are proposed to the side elevation facing this property. Therefore no additional amenity impacts are anticipated to No. 35 Fairdene Road.
- 7.15 In relation to the south-western adjoining neighbour No. 39 Fairdene Road, the proposed 2-storey side and rear extension is not anticipated to result in any unreasonable loss of light, or overbearing appearance given the relationship and orientation of the sites, and that the extension would be adequately setback from the dwelling on the neighbouring site. The extension would maintain an approximate 1.8 metre setback to the shared boundary and the dwelling on No. 39 is setback approximately 6 metres from the shared boundary. The only side facing windows are from bathrooms, nevertheless it is considered suitable to incorporate a condition requiring these to be obscurely glazed.
- 7.16 Objections have been received in relation to the loss of privacy to the properties located on the opposite site of Fairdene Road. No additional loss of privacy is anticipated given that there are existing ground and first floor windows on the front elevation of the host dwelling and the proposed new windows will be setback from these and there is a substantial separation between the properties either side of Fairdene Road. Furthermore, the impact on the neighbouring amenity has previously been found acceptable given that permission has previously been approved at the site for a similar type development.
- 7.17 The proposed first floor rear balcony is not anticipated to result in any loss of privacy to the neighbouring properties given the generous setbacks to the neighbouring properties and provision of existing first floor level rear windows. However, it is considered that south-western side facing screening of this balcony can be secured by condition.
- 7.18 The proposed development is likely to generate additional comings and goings to/ from the site however, the additional noise levels associated with this is not anticipated to be beyond what would be expected within residential areas. An objector has raised concern to the noise generated from driveway between the subject building and the adjoining property. Officers expect any noise from this to be intermittent given the level of parking and not above noise levels expected for a typical residential property.

7.19 It is noted that the during the construction phases of the development that the neighbours may be subject to additional noise and disturbance. However, these impacts are anticipated to be short term only and these matters can be controlled through environmental health legislation. Nevertheless, it is considered prudent to impose a condition requiring a construction management plan which amongst other things, should incorporate details of how impacts to neighbouring properties will be minimised during this phase of development.

### **The standard of accommodation for future occupiers**

7.20 The proposal would comply with internal dimensions and minimum floor area required by the Nationally Described Space Standards. All units are dual aspects with adequate outlook. The proposed floor to ceiling heights comply with the required standards.

7.21 A large communal amenity space would be provided at the rear and this is capable of providing policy compliant child play spaces and this would be secured by condition.

7.22 Private amenity spaces are provided for flats A and D and these are policy compliant. Whilst three of the flats do not have private amenity space it is considered on balance that this acceptable. This is given that all of the flats meet the minimum internal space requirements, the site constraints from retaining the existing building, the existing flats do not benefit from private amenity space, the provision of communal amenity space at the rear, and the amount of open space located within walking distance to the site. Additionally, the London Housing SPG recommends that a flexible approach is taken to conversion of existing buildings.

7.23 Details of boundary treatments, hard and soft landscaping and child play spaces areas would be secured by condition. It would be expected that defensible spaces be provided around ground floor windows, especially where adjacent to the parking area, preferably through landscaping. The rear communal amenity area is capable of accommodating policy compliant child play spaces.

7.24 London Plan states that developments of four stories or less require disabled unit provisions to be applied flexibly to ensure that the development is deliverable. The proposal appears capable of providing M4(3) units at ground floor due to the proposed front ramp proposed, and the upper level flats as M4(2). This is considered acceptable given the constraints of the site in the conversion of an existing building and a ramp has been provided to improve the current situation.

7.25 On balance, it is therefore considered that the proposal would result in a good standard of accommodation for future occupiers of the development.

### **Parking and highways**

7.26 The site has a PTAL rating of 2 which indicates poor accessibility to public transport. However, the site is in a relatively sustainable location in terms of

transport as the site is within a 350m walking distance to Coulsdon South train station and within 500m walking distance from bus stops servicing routes 60, 404 and N68. The northern end of Fairdene Road is within a controlled parking zone.

- 7.27 The existing property comprises 2 x 2 bed residential flats however, no on-site parking spaces are provided. The proposed development would result in an additional 3 residential flats on the site, all of which contain single bedrooms. For the additional flats, the London Plan standards would permit up to 3 on-site car parking spaces to be provided.
- 7.28 Overall, 3 on-site parking spaces for 5 residential flats is considered acceptable given the London Plan standards are a maximum provision and the relatively close proximity of a train station and local bus routes.
- 7.29 The revised scheme involves one new vehicle crossover, and the provision of 3 on-site car parking spaces. The on-site parking provision is in accordance with the London Plan requirements and this is considered to be acceptable and an improvement from the existing situation.
- 7.30 It is considered that the subject proposal is an improvement from the previously approved scheme ref: 13/00693/P as amongst other matters, it removes only one on-street parking space, as opposed to two.
- 7.31 Whilst the proposal would result in the loss of one on-street parking space due to the proposed vehicle crossover, on balance this is considered to be acceptable given that there is no existing vehicle crossover to the property and 3 on-site parking spaces would be provided.
- 7.32 Visibility splays can be achieved and a plan showing this is to be secured by condition and will be retained for the lifetime of the development. It is also considered prudent to require swept path diagrams to demonstrate that vehicles can adequately turn within the site and enter and exit the site in a forward gear as well as the detailed design of the parking area, taking landscaping into account
- 7.33 The existing flats on the site do not benefit from any designated cycle parking. The submitted plans have included a cycle store within the rear yard which will accommodate 5 cycles and an example image of this store has been provided. The specified cycle store does not appear to be suitable as it is not enclosed nor secure so therefore further details of the cycle store can be secured via condition. These details would be notwithstanding the submitted plans, and the cycle stores are to have level access to the street, be constructed of robust materials and be enclosed and secure. Furthermore, the London Plan requires a minimum 7 cycle parking spaces to be provided for the resultant units and this would also be secured by condition.
- 7.34 A Construction Logistics Plan and Method Statement will be required through condition to ensure that building works do not undermine the safety and efficiency of the surrounding highways.

- 7.35 For the resultant 5 residential units on the site, the Waste and Recycling in Planning Document dated August 2015 specifies that a minimum of 620L of waste storage would be required to be accommodated on the site. Furthermore, the bins should be located within 20 metres from the street. Officers have no objection to the positioning of the bin store to the rear of the site, as this would screen them from the street and there is adequate space at the rear to accommodate suitably sized bin stores but a presentation point is likely to be required. It is therefore recommended that a condition be imposed requiring further details of the refuse stores to be submitted to and approved by the local authority. This would be notwithstanding the approved drawings, and the details should demonstrate a reasonable pulling distance, level access to the street and that adequate bin capacity for the flats can be provided within the bin store.

### **Trees and biodiversity**

- 7.36 The proposal involves the removal of one tree within the northern corner of the site along the front boundary in order to accommodate the new vehicle crossover and driveway. This tree is not protected by a Tree Preservation Order (TPO) and planning permission ref: 13/00693/P has already established that the removal of tree is acceptable.
- 7.37 The extent of retained soft landscaping on the site is considered acceptable and a full hard/soft landscaping scheme, including details of retaining walls, retention of existing hedges, re-planting of 1 new tree and details of permeable materials for the driveway and car parking area would be secured by condition.
- 7.38 Objections have been received in relation to loss of wildlife as a result of the proposed development. The subject site is not designated as a Site of Nature Conservation Importance and the proposal retains a generous area which is not built upon. Therefore, officers have no concern in this regard.

### **Flood risk**

- 7.39 The application lies within a surface water critical drainage area. The applicant has confirmed that the floor levels of the proposed extension will be the same as the existing dwelling and the ground floor is currently 300mm above the external ground level. Furthermore, the applicant has confirmed that new paving will be permeable and this would be secured by condition.
- 7.40 Given that the proposed building works involve an extension to the host building, and that new hard surfacing will be secured as permeable, the proposed development is not anticipated to result in adverse impact to the surrounding drainage area.

### **Other planning matters**

- 7.41 Representations have raised concerns that local schools and other services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

## **8. Conclusions**

- 8.1 Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.
- 8.2 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted subject to conditions for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.