

PART 6: Planning Applications for Decision**6.6** Item**1.0 APPLICATION DETAILS**

Ref: 19/01109/FUL
 Location: 1 South Drive, Coulsdon, CR5 2BJ
 Ward: Coulsdon Town
 Description: Demolition of existing detached dwelling and detached garage and the erection of a three/four storey building with accommodation within the lower level and roof level to provide 9 flats with 6 off street car parking spaces.
 Drawing Nos: PL100 rev.04, PL101 rev.04, PL102 rev.04, PL103 rev.04, PL104 rev.04, PL200 rev.04, PL201 rev.04, PL202 rev.04, PL203 rev.04.
 Applicant: Macar Developments
 Agent: Natalie Gentry
 Case Officer: Joe Sales

	studio	1 bed	2 bed	3 bed	4 bed
Existing				1	
Proposed flats		1 (1B2P)	3 (2B4P) 2 (2B3P)	3 (3B6P)	

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
6	20

- 1.1 This application is being reported to Planning Committee because the Ward Councillor (Councillor Luke Clancy) has made a representation in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Moreover, objections above the threshold in the Committee Consideration Criteria have also been received.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission
- 2.2 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. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
2. Details of materials to be submitted

3. Hard and soft landscaping including boundary treatment and retaining walls to be submitted
4. Details of children's play-space to be provided
5. Details (materials, height) of bin-store enclosure to be submitted to and approved prior to occupation
6. No additional windows in the flank elevations
7. Obscure glazing to windows in flank elevations at first and second floor if below 1.7m
8. Privacy screens to recessed balconies, details of which to be agreed
9. Car parking provided as specified
10. Parking permits
11. Details of electric vehicle charging point to be submitted
12. Construction Logistics Plan to be submitted
13. 19% Carbon reduction
14. 110 litre Water usage
15. Details of site specific SuDS to be submitted
16. Accord with recommendations of the Flood Risk Assessment
17. Accord with mitigation and enhancement measures outlined in the Preliminary Ecological Survey
18. Time limit of 3 years
19. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Ecology consideration
- 4) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

- 2.3 That the Planning 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.

3.0 PROPOSAL AND LOCATION DETAILS

- 3.1 The proposal includes the following:
- Demolition of existing house
 - The erection of a three/four storey building with accommodation within the lower level and roof level to provide 9 flats.
 - Provision of communal external amenity space and children's play space
 - Provision of 6 off-street parking spaces
 - Provision of associated refuse and cycle stores

Site and Surroundings

- 3.3 The site comprises a detached bungalow (with accommodation in the roof space – with dormer window) situated on the northern side of South Drive, in Coulsdon. Land levels fall from west to east (back of the site to the front).

There is an existing off street car parking space) access and garage. The site has a medium risk of surface water flooding and a public transport accessibility level (PTAL) of 4. The site is 4 minutes-walk from Coulsdon Town Train Station and Coulsdon District Centre (Waitrose and other District Centre amenities).



Fig 1: Aerial street view highlighting the proposed site within the surrounding street scene.

Planning History

3.4 19/00195/PRE Demolition of the existing dwelling and the erection of 9 flats.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the development is appropriate, respecting the character of the surrounding area.
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant.
- With the inclusion of a car club space and restriction on parking permits, the level of parking and impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions.
- Sustainability aspects can be controlled by conditions.

5.0 CONSULTATION RESPONSE

5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 21 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: Objecting: 36 Supporting: 0 Comment: 0

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

Objection	Officer comment
Design and appearance	
Overdevelopment of the site	Addressed in para 8.5 - 8.10
Out of keeping with street/obtrusive	Addressed in para 8.5 – 8.10
Impact on amenities of neighbouring properties	
Loss of light to neighbouring properties	Addressed in para 8.17 – 8.24
Overlooking and loss of privacy for neighbours	Addressed in para 8.17-8.24
Extra pollution and noise	Addressed in para 8.17-8.24
Construction noise and dust will be harmful to local residents	Addressed in para 8.33
Landscape/Trees	
Concrete over garden, loss of trees, vegetation and natural habitat	Addressed in para 8.39
Transport and Parking	
Inadequate parking provision. Cars parked on road will cause extra parking stress which is already causing an issue within the immediate and wider area.	Addressed in para 8.25 – 8.35

Parking survey – Has not been carried out in accordance with the Lambeth method of testing.	Addressed in para 8.26
Negative impact on highway safety	Addressed in para 8.25-8.23
Already access issues on South Drive which is a narrow cul-de-sac with no turning areas. Provide an issue for emergency services accessing the road.	Addressed in para 8.25 – 8.35
South Drive not suitable for construction vehicles and traffic	Addressed in para 8.33

6.4 Councillor Clancy referred the application to Planning Committee and raised objections on ground of over-development, parking and inappropriate design.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 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 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. 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:

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design.

7.3 The main policy considerations raised by the application that the Committee are required to consider are:

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions

- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.21 Woodlands and trees

7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM16 – Promoting healthy communities
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of Development
2. Townscape and Visual Impact
3. Housing Quality for Future Occupiers
4. Residential Amenity for Neighbours
5. Access and Parking
6. Sustainability and Environment
7. Trees and Landscaping
8. Other Matters

Principle of Development

- 8.2 The London Plan and Croydon Local Plan identify appropriate use of land as a material consideration to ensure that opportunities for development are recognised and housing supply optimised. It is acknowledged that windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting demand for larger properties in the Capital, helping to address overcrowding and affordability issues.
- 8.3 The application is for a flatted development providing additional homes within the borough, which the Council is seeking to promote. The site is located within an existing residential area and as such, providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues, the principle of residential intensification is supported.
- 8.4 Policies seek to prevent the net loss of 3 bedroom homes (as originally built) and/or homes less than 130m² and to deliver a strategic target of 30% of new homes to be 3 bedrooms (suitably sized for family occupation). The existing building on site is a 3 bedroom house and 3x3 bedroom units are proposed to be accommodated (33% of provision) plus 2x2 bedroom (4 person) units (thereby delivering a net gain in family accommodation). Therefore, 5 of the proposed units would be suitably sized for families which would assist in meeting the 30% strategic target.

Townscape and Visual Impact

- 8.5 The existing dwelling does not hold any significant architectural merit and therefore there is no objection to its demolition. Whilst most buildings in the area have traditional forms, comprising two storeys with pitched roofs, there are a variety of house types (maisonettes, semi-detached, bungalows) and styles in the immediate vicinity.
- 8.6 Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys and the proposal is for a three/part four storey building with the third floor accommodated within the roof space (lit by gable/dormer features and roof-lights). The Suburban Design Guide suggests that where surrounding dwellings are predominantly detached dwellings are single storey, new development should seek to accommodate a third storey within the roof-space. Whilst it is noted that the proposals accommodate a fourth storey within the roof space, given the topography of the existing road, it is considered that this scale of development is acceptable within this location.
- 8.7 The new building would have a contemporary form and appearance, comprising two gables on the front elevation. From the frontage the building would have the appearance of a large detached dwelling with a front door. The building would use a range of materials such as red and grey bricks, grey upvc windows and grey slate effect roof tiles.



Figure 2: Elevation of proposed frontage within the street scene

- 8.8 Whilst the building would have a greater footprint than the existing house, given the layout of surrounding buildings, the impact on the street-scene would be acceptable. The building would be set in form side boundaries to maintain visual separation between plots. Whilst it is acknowledged that the depth of the proposed built form would be greater compared to 3 South Drive, the scheme would comply with the “rule of thumb” 45 degree guidance as detailed by the Suburban Design Guide (both vertically and on plan).
- 8.9 Access driveways, forecourt parking and retaining walls to these areas are features commonly found on south west side of South Drive. The existing access and driveway will be replaced with 6 parking bays which would be split by the pedestrian entrance to the building. The hardstanding would be softened through the use of soft landscaping which would be located around the necessary retaining walls and along the front of the site. Given the way the bays have been separated and areas the planting, the hardstanding and retaining walls would not have an overly dominant or incongruous impact on the visual amenities of the area or the street scene.
- 8.10 The site is a suburban setting with a PTAL rating of 4 and as such the London Plan indicates that the density levels ranges of 200-350 habitable rooms per hectare (hr/ha) are appropriate. Whilst the proposed development would be in the region of 354 hr/h, the London Plan further indicates that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential – such as local context, design and transport capacity. The application site is within an established residential area and is comparable in size to other flatted and neighbouring back-land developments approved throughout the borough. As outlined above, the proposal would overall result

in a development that would respect the pattern and rhythm of neighbouring area and would not harm the appearance of the street scene.

8.11 Therefore, having considered all of the above, against the backdrop of housing need, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

Housing Quality for Future Occupiers

8.12 All of the proposed new units would comply with internal dimensions required by the Nationally Described Space Standards (NDSS).



8.13 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person

dwellings and an extra 1sqm for each additional unit. All of the units provide sufficient amenity space which is in accordance with the London Housing SPG.

- 8.14 A communal garden is provided at the rear of the site which was the garden of the original dwelling. Whilst the scale of this space is relatively small, as all of the units have private amenity space, the provision of supplementary communal amenity space is considered acceptable. A child play space is shown to be provided within the communal garden, details of which can be secured by condition.
- 8.15 In terms of accessibility, it is noted that there is no step free access to the building from the highway. In order to respect the character of the street scene whereby properties are raised in comparison to road level, the proposed building follows the same building line. The floor level of the building is higher than the highway and there is not adequate space to the front of the site to provide a ramped access (of the required gradient) to serve the building. This would have significantly compromised the capacity of the site to deliver additional housing units and the provision of lift access throughout the building would have further challenged scheme deliverability. Therefore, by reason of these particular circumstances and in order to protect the character of the street scene, it is considered acceptable that the development does not provide level access. This is considered acceptable under the circumstances.
- 8.16 The development is considered to result in a high quality development including 2 x three bedroom family units all with substantial amenities and overall providing an acceptable standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.17 The main properties that would be affected by the proposed development are 3, 8 and 10 South Drive, 6 and 8 The Grove and 2 and 2b The Avenue.

3 South Drive

- 8.18 This detached bungalow is located to the north of the site. There is a garage which runs along the shared boundary and the existing neighbouring dwelling is located around 4.2m from the boundary. Whilst the proposal would be significantly deeper within the plot than 3 South Drive, the ground floor would be set down into the ground and with the slight angle of sight, when viewing the site from rear windows to 3 South Drive, the relationship between the properties would be acceptable. The first floor element and above would not encroach into the "rule of thumb" 45 degree angle, taken from the rear windows of 3 South Drive (either horizontally or vertically). Therefore the proposal would not be unduly overbearing or cause an unacceptable loss of outlook.
- 8.19 There are no windows proposed that would cause any loss of privacy to this neighbouring property, with proposed side facing ground floor windows either

facing the boundary fence or being secondary in function (installed at high level) and obscure glazed below 1.7 metres from internal floor level.

- 8.20 The rear balconies would all be recessed and screened to the side and as such, should limit overlooking sideways and into the rear garden to 3 South Drive. On balance, the impact on this property is acceptable.

8 and 10 South Drive

- 8.21 This is a pair of semi-detached dwellings which are located opposite side of the road. Whilst the proposed development would be substantially larger than the existing bungalow, given the distance between these properties and variations in topography, the level of overlooking across the street would be limited.

6 and 8 The Grove

- 8.23 These residential properties are located to the rear of the application site with both rear gardens being around 20 metres in depth. The rear wall of the proposed development would be sited a minimum depth of 10 metres from the rear boundary and given the depth of the neighbouring gardens, the window to window separation would be expensive and would easily comply with town planning expectations. The scheme would therefore maintain adequate light, outlook or privacy. There are existing established garden trees and shrubs along the rear boundary which would be retained.

2 and 2b The Avenue

- 8.24 To the south of the site at the end of the road, are two dwellings which abut the boundary of the development site. Given the separation distances between the properties and that the flank elevations contain obscure glazed windows, it is not considered that the proposed development would have an adverse impact on the outlook or the amenity of these properties.

Access and Parking

- 8.25 The site has a PTAL rating of 4 which means that it has relatively good access to public transport (with Coulsdon Town Station and Coulsdon District Centre is relatively close by – at a distance of around 200-300 metres).
- 8.26 It is proposed to create six off street car parking spaces, with direct access off South Drive. A parking stress survey has been undertaken using the Lambeth Methodology which indicates that there is high parking stress within 200 metres of the site. The stress survey indicated that there is a total survey area with an average occupancy of 68.69%. It is therefore considered that there is at least 23 available car parking spaces for any overspill which is considered acceptable in this instance – although some of these spaces might well be used for overspill parking, linked to other similar schemes in South Drive (13 South Drive for example). As with 13 South Drive, it would be reasonable to

restrict residents' access to car parking permits in the future, should the Control Parking Zone be extended in the future.

- 8.30 On balance, taking into account these mitigation measures, it is considered that the impact on parking stress in the area is acceptable.
- 8.31 Local Plan Policy DM30 states that 20% of parking bays should have EVCP with future provision available for the other bays. Details and provision of the EVCP will be conditioned.
- 8.32 Local residents have raised concern as South Drive is a narrow cul-de-sac with no turning facilities and that extra traffic will exacerbate highway safety problems. The situation with regard to the narrowness of the road and turning is existing and it is not considered that a residential use, albeit intensified, would affect this existing situation so significantly as to warrant refusal of the scheme. The proposed development would lead to the closure of a single access point (with the re-introduction of the kerb-line) and the formation of an alternative crossover. This scheme should therefore not result in a substantial loss of on street car parking capacity (although the proposed crossover is likely to be wider than the existing access onto the site).
- 8.33 Concern has also been expressed with regard to construction vehicles accessing the narrow South Drive with no turning facilities. It is noted that other large vehicles for deliveries and the like have access to South Drive as existing. Prior to any works taking place on site, a Construction Logistics and Management Plan will be required to be submitted to the local planning authority by condition to ensure that the road situation has been taken into account. This plan will also detail hours of deliveries, limit construction hours and provide details of dust control methods to reduce the impact on the adjacent properties as far as possible.
- 8.34 A cycle storage area would be provided on the ground floor which are easily accessible via the main entrance of the building. 20 cycle parking spaces would need to be provided in line with London Plan requirements (1 space for 1 bed flats and 2 spaces for all other units). Full details of the proposed storage method demonstrating that the space is large enough for 20 cycles will be secured by condition.
- 8.35 Refuse storage is also shown in the forecourt. It is located in close proximity to the highway (adjacent to the side boundary) which is convenience and suitable for refuse collectors. Again, full details to demonstrate that the scale is adequate for the needs of the development will be secured by condition. The access to the cycle and refuse store is secured in order to prevent any anti-social behaviour from occurring in the sheltered entrance area and full details of this arrangement will be secured by condition.

Environment and Sustainability

- 8.36 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.37 The site is located within an area some low risk of surface water flooding and limited risk of groundwater flooding. A SuDS report has been submitted as part of the application recommending flood resistance and drainage measures. The proposals seek to infiltrate surface water into the ground in the first instance and therefore surface water will be discharged to a soakaway located on the road situated along the front of the site. The new parking areas along the front of the property will utilise permeable paving in order to provide surface water treatment.
- 8.38 Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS) and the FRA outlines that SuDS measures should be installed. A condition requiring site specific SuDS measures would be imposed on any planning permission, alongside the other recommendations of the FRA.

Trees and Landscaping

- 8.39 The site is not covered by any Tree Preservation Orders and there are no trees of any particular merit on the site. An arboricultural survey has been undertaken and a tree protection plan has been provided as part of the planning application. The plans show the retention of the existing trees alongside the rear boundary and proposed landscaping. Full details of hard and soft landscaping including boundary treatment will be secured by condition.
- 8.40 A Preliminary Ecological Appraisal of the site has been undertaken which found that no further survey work with regard to protected species is required. The report outlines mitigation and enhancement measures which will be secured by condition. An informative would be included on any decision making the applicant aware that it is an offence to harm protected species or their habitat and in the event that protected species are found on site the applicant should refer to Natural England standing advice.

Other matters

- 8.41 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.

Conclusions

- 8.42 The principle of development is considered acceptable within this area. The development has been designed to ensure its appearance respects the character of the surrounding area and that there is no significant adverse impacts on neighbouring occupiers. The impact on the highway network would be acceptable with adequate car parking being made available, bearing in mind the relatively high levels of public transport accessibility and proximity to

district centre facilities. Therefore, the proposal is considered to be in accordance with the relevant policies.

8.43 All other relevant policies and considerations, including equalities, have been taken into account.