

**PART 5: Planning Applications for Decision**

**Item 5.1**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 19/04003/FUL

Location: No. 80 and Land to the Rear of 76 & 78 Waddington Avenue, Coulsdon, CR5 1QN

Ward: Old Coulsdon

Description: A two-storey dwellinghouse to the front, a row of eight, two-storey, semi-detached dwellinghouses to the rear with associated vehicular access, car parking spaces, refuse store and hard and soft landscaping; following demolition of existing bungalow and garages at No. 80.

Drawing Nos: CX17-S1-101B; CX17-S1-102; CX17-S1-103D; CX17-S1-104B; CX17-S1-105A; CX17-S1-106A; CX17-S1-107A; CX17-S1-108A (Part 1); CX17-S1-108A (Part 2); CX17-S1-109A; CX17-S1-110A; CX17-S1-111A; CX17-S1-112A; CX17-S1-113A; CX17-S1-114A; CX17-S1-115A; CX17-S1-117A; CX17-S1-116A; CX17-S1-119; 802-L-02 Tree Impact Assessment, Tree Protection Scheme, SUDS, Landscape Design, Landscape Management Plan, Hard Landscape Plan, Soft Landscape Plan.

Applicant: Mr T CARVALL – CARVALL HOMES LTD

Agent: Mr Simon Grainger – Grainger Planning Associates Ltd

Case Officer: Karim Badawi

	1B 2P	2B 3P	2B 4P	3B 5P	4B6P	Total
Existing Provision				1		1
Proposed Provision		0	1	7	1	9

*All units would be allocated for private sales.*

Number of car parking spaces	Number of cycle parking spaces
13	18

1.1 This application is being reported to Planning Committee because objection letters above the threshold in the Committee Consideration Criteria have been received.

## **2.0 RECOMMENDATION**

- 2.1 That the Planning Committee resolve to GRANT planning permission, 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. Time limit of 3 years;
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions;

### **Pre-Commencement Conditions**

3. Details and samples of materials to be submitted for approval;
4. Detailed elevational drawings (Scale 1:10) showing window reveals
5. Details of landscaping and boundary treatment
6. Full details of cycle storage to be submitted for approval;
7. Construction Method Statement / Construction Logistics Plan to be submitted;
8. SuDS condition as requested by LLFA;
9. Reptile mitigation strategy to be submitted for approval;
10. Badger Setts survey to be submitted for approval.

### **Pre-Occupation Conditions**

11. Car parking provided as specified;
12. Details of electric vehicle charging point to be submitted;
13. Delivery and servicing plan
14. Refuse/cycle parking provided as specified;
15. Biodiversity enhancement onsite;
16. Replacement trees to be planted prior to occupation in accordance with the agreed landscape details;
17. BREEAM;
18. Secured by design;

### **Compliance Conditions**

19. Accessible homes;
20. Obscure-glazed upper-floor windows for units B & I;
21. Visibility splays as approved;
22. Accord with Conclusions and Recommendations section of the submitted Ecological Impact Assessment;
23. Accordance with Arboriculture Method Statement;
24. Accord with the mitigation measures stated within Surface Water Drainage Strategy (SWDS) and Flood Risk Assessment;
25. Water efficiency; and

26. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

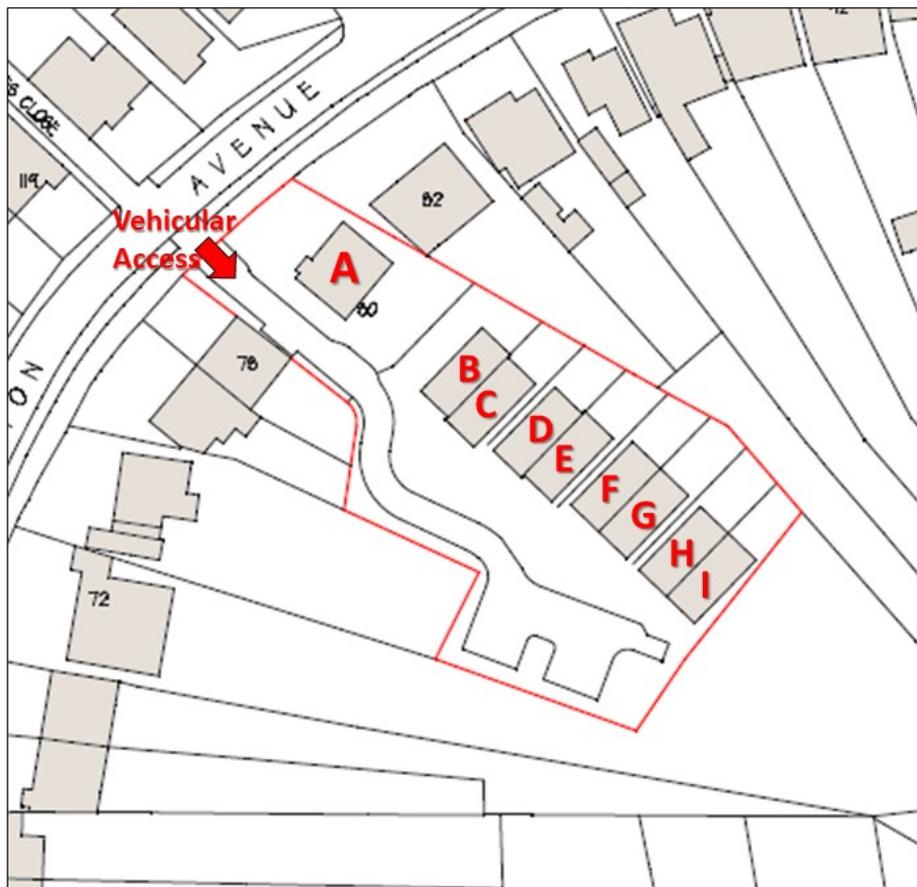
**Informatives:**

1. Community Infrastructure Levy;
2. Code of practise for Construction Sites;
3. Light pollution;
4. Requirement for ultra-low NOx boilers;
5. Nesting birds in buildings;
6. LLFA notes on the submitted Flood Risk Assessment; and
7. Any other informative(s) considered necessary by the Director of Planning and Strategic Transport.

**3.0 PROPOSAL AND LOCATION DETAILS**

**Proposal**

- 3.1 The proposal is for a detached four-bedroom dwelling, over two-storeys with roof accommodation, to replace the existing dwelling at No.80, and four pairs of semi-detached, two-storey dwellings to the rear with an associated vehicular access, 15 car parking spaces, hard and soft landscaping within the rear gardens of Nos. 76-80 Waddington Avenue following the separation of their garden.



*Fig. 1: Proposed Site Plan*

- 3.2 The detached house (House A) would follow the existing building line, would have an additional 2 metre above the existing dwelling's net height and would have shorter width to that existing. This house would have 4 bedrooms across three storeys, a rear garden and two vehicular parking spaces to the front.
- 3.3 The proposed vehicular access would sit to the south of House A with a width of 4 to 5 metres. This vehicular access would include a bin collection area towards the front of the site, reversing bay and three visitors' car parking bays towards the end, and would link all the front drives for the row of dwellinghouses B to I.
- 3.4 House B would be two-bedroom dwelling and Houses C to I would all be three-bedroom dwellings. Each house would have a parking space to its front and a side access to their private gardens at the rear. These houses would sit on the natural gradient of the site and the proposal would include minimal digging.
- 3.5 Amended plans were received with the following amendments:
- Reducing the size of the proposed finial above the proposed dwellings. (Reason: to reduce its dominance on the frontage of the dwellings)
  - More alignment of the eaves when possible to avoid complicated junctions along the slope.
  - Detailed tree planting plan for soft landscaping on site.



*Fig. 2: Proposed House A*



Fig. 3: Proposed row of dwellinghouses.

**Site and Surroundings**

- 3.6 The site sits on the inside of a curve to the east side of Waddington Avenue; it comprises the plot for No. 80 Waddington Avenue and extend behind the rear gardens for Nos 76-78 with a full surface area of 0.2 Hectares. The site borders No. 82 to the northeast, No.78 to the southwest and the end of the rear garden of No.35 Shirely Avenue to the southeast.
- 3.7 The site would have a maximum depth of 80m and a width ranging from 19metres towards the front and 42 metres towards the rear. The site levels rise about 10 metres from the road towards the rear, as shown in Fig 6 below; in addition, No.80 sits on a higher level than No.82.



3.8 Fig. 5: Site section from front to rear showing changes in topography



*Fig. 4: Aerial View for the site's location.*

- 3.9 The area has a residential suburban character on top of a hill; properties on the southeast side of the avenue sit on raised plots with a deep set back from the road and an irregular front building line. Properties on the northwest side of the road sit on the same level as the road with a stronger front building line and a shallower front gardens. Dwellinghouses are general one- and two-storey, semi-detached and detached nature with traditional design and front drives. The area also comprises few backland developments at the rear of Nos. 115-123 and the rear of Nos. 117-121 Waddington Avenue.
- 3.10 The site falls within PTAL 1a, is not subject to a formal tree preservation order; however the north of the site borders heavy vegetation and falls outside a low and medium flood risk zones.

### **Planning History**

- 3.11 There are no recent planning applications of relevance at the application site. However Members should be aware of previous pre-application enquiries as detailed below:
- 19/01550/PRE– Demolition of no. 80. Erection of a replacement detached two storey dwelling fronting Waddington Avenue and erection of four pairs of two storey semi-detached dwellings to rear, formation of new access road and provision of parking, amenity space and landscaping
- 3.12 Applications of interest within the surrounding area are detailed below:

121 Waddington Avenue:

- Demolition of existing building; erection of two pairs of three bedroom and two pairs of four bedroom semi-detached houses with accommodation in the roof space; erection of one detached four bedroom house with attached garage; formation of vehicular access and provision of associated parking. Granted 01/09/2014.

123-125 Waddington Avenue:

- Demolition of existing buildings; erection of 2 detached four bedroom houses and 4 three bedroom semi-detached houses with two attached garages; formation of access road, erection of 2 detached garages and provision of associated parking. Appeal Allowed 09/03/2011

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

- The principle of intensified residential development is acceptable given the national and local need for housing.
- The proposal would comprise residential dwellinghouses with similar character to the context of site and a 100% provision of family units.
- The scheme went through pre-application discussions to ensure its design and appearance would be appropriate and accords with the thrust of guidance contained within the Suburban Housing Design SPD.
- The living standards of future occupiers are satisfactory (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS).
- The development would not have significant impact on the living conditions of adjacent occupiers.
- The level of parking and impact upon highway safety and efficiency would be acceptable.
- Ecology and sustainability aspects have been properly assessed and the development's impact would be controlled through planning obligations and planning 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 8 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, a Residents' Association, a local ward Councillor and Local MP in response to notification and publicity of the application are as follows:

No of individual responses: 53                      Objecting: 53                      Supporting: 0

Comment: 0

6.2 **Table 1**, below, stated the issues 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:

<b>Summary of objections</b>	<b>Response</b>
<i>Principle of development Full assessment within Section 8A of this report.</i>	
Loss of a single-storey dwelling suitable for disable or older people	The proposed replacement unit would have a large ground floor area and would accord with M4(2) regulations for accessible homes.
Intensification goes against the village nature of the area	The proposal would include single family dwellings which would integrate with the village nature.
<i>Design Full assessment within Section 8B of this report.</i>	
Out of character with an area with majority of bungalow.	The area comprises bungalows as well as two-storey dwellings with habitable roof space which would be the maximum proposed height.
Over intensification – Too dense	The proposal would comprise single family dwellings with large open spaces.
The proposed houses would be visible due to their location on a hill	Visible sections of the proposal would integrate with the character of the area.
<i>Residential Proposal Full assessment within Section 8C of this report.</i>	
Proposed gardens are too small and not suitable for the potential price bracket	Price is not a material planning consideration and officers considers the proposed amenity to be adequate and in line with policies for private amenity provision.
Proposed houses are tiny	Officers are satisfied that the proposed dwellings would be in accordance with standards set for their respective sizes.
<i>Neighbour Amenity Full assessment within Section 8D of this report.</i>	
Overlooking onto adjoining properties	The proposal would not overlook the first 10 metres of adjoining private amenity spaces and would not result into overlooking of internal habitable spaces.
Neighbouring properties would have a brick wall along the boundary instead of greenery	The proposed boundary treatment would comprise hedges and trees and the proposed dwellings would have rear gardens with minimum depth of 5 metres. All these factors would soften the proposed built form along the adjoining boundaries.
<i>Traffic &amp; Parking Full assessment within Section 8E of this report.</i>	
Negative impact on parking and traffic in the area	Officers are in the view that proposed parking levels are sufficient and resultant traffic from the proposed nine units would not adversely impact traffic in the area.
Not enough off-street parking as houses usually have more than one vehicle	Addressed in the report at paragraphs 8.31 – 8.38

Negative impact on highway safety particularly as the vehicular entrance is on a bend	The proposal would include visibility splays which exceeds the requirements of 20mph.
The 20mph speed limit is not respected	The proposal would include visibility splays which exceeds the requirements of 20mph.
<i>Other matters</i>	
Construction disturbance	Addressed in the report at paragraph 8.38
Impact on wildlife and no mitigation proposed	The decision notice would include conditions to mitigate impact on wildlife. Full assessment within Section 8F of this report.
Loss of mature trees on site	The proposal would include replacement trees to those removed in line with policies. Full assessment within Section 8F of this report.
Impact on Flooding onto Caterham Drive	The site does not fall within a flood zone and the proposed SuDS methodology would be a preferred strategy and acceptable in principal subject to design and infiltration test conditions. Full assessment within Section 8G of this report.
Increase the carbon footprint of the area	The decision notice would include sustainability conditions to reduce impact of the development. Full assessment within Section 8G of this report.
Additional strain on local services and utilities	The application would be liable for CIL payment which would contribute to delivering infrastructure to support the development of the area.

6.3 Note that a number of non-planning related concerns (e.g. loss of view, setting a precedent, loss of property value, proposal is a money revenue scheme etc.) were also raised.

6.4 Cllr Margaret Bird (Old Coulsden Ward) has referred the application to committee and raised the following issues:

- The proposal not acknowledging the cumulative impact of previous development in the area in respect to impact on flooding and sewage;
- The proposal would overlook existing dwellings due to site's topography.

## 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. Such 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 2016, the Croydon Local Plan (February 2018), and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF) revised 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;
- Delivery of housing
- Promoting social, recreational and cultural facilities and services the community needs
- 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 2016

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.10 Urban greening
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste net self sufficiency
- 5.18 Construction, Demolition and excavation waste
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.6 Architecture
- 8.3 Community infrastructure levy

7.5 Croydon Local Plan (adopted February 2018)

- SP1 – The places of Croydon
- SP2 – Homes
- DM1 – Housing choice for sustainable communities

- SP4 – Urban Design and Local Character
- DM10 – Design and character
- DM13 – Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM24 – Land contamination
- DM25 – Sustainable drainage systems and reducing flood 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
- DM43 – Sanderstead

#### 7.6 Suburban Design Guide Supplementary Planning Document (SPD) 2019

The SPD is a Housing Design Guide that provides guidance on suburban residential developments and extensions and alterations to existing homes across the borough. The SPD is a design guide for suburban developments likely to occur on windfall sites where existing homes are to be redeveloped to provide for several homes or proposals for building homes in rear gardens.

#### 7.7 Other relevant Supplementary Planning Guidance as follows:

- London Housing SPG, March 2016
- National Technical Housing Standards, 2015
- National Planning Practice Guidance

## 8.0 MATERIAL PLANNING CONSIDERATIONS

### 8.1 The principal issues of this particular application relate to:

- The principle of the development
- The Design of the Proposal and its Impact on the Character of the Area
- The Quality of the Proposed Residential Accommodation
- Impact on Neighbouring Amenity
- Impact on Highways, Parking and Refuse Provision
- Impacts on Trees and Ecology
- Sustainability and Environment
- Other matters
- Planning Obligations

## The Principle of Development

- 8.2 Proposed Land Use: Paragraph 11 of the NPPF 2018 applies a presumption in favour of sustainable development which means approving development proposal which accords with an up-to-date development plan without delay. Paragraph 68 acknowledges the contribution of small and medium size sites can make in meeting the housing requirements and supports the development of windfall sites. The above policies are clearly echoed within Policy SP2.1 of the Croydon Local Plan (2018) (CLP 2018) while Policy SP2.2 commits to the delivery of 10,060 homes across the borough's windfall sites
- 8.3 The site is a windfall site which could be suitable for sensitive renewal and intensification. The proposal is for a residential scheme comprising of two-storey dwellinghouses, it would maintain the overall residential character of the area and would be acceptable in principle.
- 8.4 Policy SP2.7 of the CLP (2018) sets a strategic target for 30% of new homes to be three or bedroom homes. The proposal would have 88% of the overall mix of accommodation as three or more bedrooms, which would exceed the strategic target and would ensure a choice of homes of different sizes is available in the borough.
- 8.5 Loss of Existing Land Use: Policy DM1.2 of the CLP (2018) permits residential redevelopment where it would not result in the net loss of three-bedroom homes or the loss of homes smaller than 130 sqm. The proposal would provide six three-bedroom flats following the demolition of two family homes. Accordingly, it would not result in a net loss of three-bedroom homes the proposal would be acceptable.
- 8.6 Policy DM10.4 (e) of the CLP (2018) states that in the case of development in the ground of an existing and retained building, a minimum length of 10 metres and no less than half or 200 sqm, whichever is smaller, of the existing garden area should be retained for the host property after the subdivision of the garden. The proposal would demolish and replace no 80, the main host property but includes the subdivision of the rear gardens for Nos. 76 & 78; these rear gardens on plan appear as 550 sqm and 908 sqm respectively. The proposal would reduce the garden for No. 76 to 95 sqm and No.78 to 105 sqm, which would be contrary to policy as it would not reach 200 sqm or half the existing area.
- 8.7 A site visit showed the garden for No.76 is divided by a shed and a fence with an actual used area of 182 sqm, and most of the garden for No.78 extends behind No.80 in an L-shaped form and so is arguably of more limited use. The applicant explained that the agreement with the current tenants at No.78 allowed them only the use of the garden area which would be available to them as a result of this application, with the rest of the garden was on 'grace-and-favour' basis pending the outcome of the application.
- 8.8 Notwithstanding the above, point (e) of this policy falls under the main text of DM10.4 which is about the provision of private amenity space. As such, the crux of the policy is the provision or the retention of adequate and acceptable private amenity space for proposed and retained units. The depth of these retained gardens would exceed 10 metres, almost equal to that provided to the replacement dwelling House A, and bigger than those provided for Houses B to

I. It would significantly exceed the space required for a new build house or flat. More importantly, the proposal would only have soft landscaping and a vehicular access behind Nos.76 & 78 which would retain the openness for their rear outlook and maintain their privacy.

- 8.9 Considering all the points above, the proposal does not accord with this part of policy DM10.4 but does not have a significant and unacceptable impact on the amenity of those properties; a sizable garden area would be retained and there would not be a significant impact in terms of outlook. When balanced against the benefit of the scheme, being the provision of a high quality scheme of housing, this is not considered to be sufficient to warrant refusal of the application.
- 8.10 Density: The site is in a suburban setting with a PTAL rating of 1a; the London Plan indicates that a suitable density level range for such a setting would be 40-65 units per hectare (u/ha) and 150-200 habitable rooms per hectare (hr/ha). The proposal would have 44 u/ha and 213 hr/ha. Officers note the increased density when compared to the London matrix by 13 habitable rooms. However, the London Plan indicates that it is not appropriate to apply these ranges mechanistically, and also provides sufficient flexibility to support higher density schemes (beyond the density range) where they are acceptable in all other regards such as design, quality of proposed accommodation and impact on neighbouring amenity and traffic. Furthermore, the proposal would fall at the lower-end of the density matrix in terms of unit numbers.
- 8.11 Affordable Housing: The proposal would fall below the threshold of major applications where development should provide an element of onsite affordable housing or relevant financial contribution.
- 8.12 In summary, the proposed residential use and its density would be acceptable in principle. The proposal would accord with the National and Local requirements and would optimise the delivery of additional housing in the borough.

#### Impact of the development on the character and appearance of the area

- 8.13 Policy DM.10 of the CLP (2018) states that proposals should be of high quality, respect the development pattern, layout and siting, scale, height, massing and density. This policy adds that developments should respect the appearance, existing materials and built and natural features of the surrounding area.
- 8.14 The proposal would comprise one building onto Waddington Avenue (House A), and a row of two-storey dwellinghouses to the rear (Houses B to I). House A would be a two-storey dwelling with traditional residential design and layout. It would retain the front-drive element of the existing, would have a front building line between both adjoining properties' and due to the area's topography, this block would provide a visual transition in height between Nos. 76 and 82 when viewed from the streetscene. Furthermore, those adjoining properties are both two-storey dwellinghouses, the proposed design would comply with the approach of DM10 of promoting three-storey developments, and the increased height from the existing bungalow would be acceptable.



Fig.6: The proposed House A streetscene and front elevation

8.15 The proposed row of dwellinghouses to the rear would be four sets of semi-detached dwellings sitting on top of the natural topography of the site. This element of the proposal would resemble a short residential street with properties of similar design, height and scale and soft landscaping.



Fig. 7: The proposed streetscene for the rear of the site.

8.16 Officers note the change in topography and its potential impact on the views from the streetscene. However, the rear row would sit behind House A, the full depth of the site is almost 80 metres and the highest point of House I would have a net height of 10 metres, as per the figure below. Accordingly, the rear dwellinghouses would only maintain limited views through the vehicular access and would not have an adverse impact on the streetscene.



Fig. 8: Section through the proposal.



*Fig. 9: Proposed site plan*

- 8.17 The proposed site plan would provide a clear division between the private and public areas of the proposal. The front drive of House A would have separate landscaping from the main wider vehicular access. The vehicular access would provide soft landscaping, turning bays, and parking bays in addition to the main role of connecting the proposed individual front drives of the proposed rear units.
- 8.18 The character of the area is residential with a mix of bungalows, two-storey detached and semi-detached dwellinghouses. The design of these units comprises a mix of architecture style, material and general articulation; albeit all maintaining the appearance of traditional dwellinghouses. House A would integrate with the streetscene and the character of the area due to its traditional design, materials and appearance; and, as stated above, the development to the rear would not be highly visible from the main road. Accordingly, the proposal would not have an adverse impact on the rural character of the area and would not have the appearance of an over-intensified development.
- 8.19 In summary, the proposal would incorporate a traditional-styled appearance maintaining the overall streetscene with use of an appropriate materials palette that have cues from the vicinity. This appearance would extend to the rear element which would not have high visibility from the main road and unlikely to affect the overall character of the area. Accordingly, the proposal would be acceptable and in accordance with DM10.

#### The Quality of the Proposed Residential Accommodation

- 8.20 Internal Areas: Policy SP2.8 of the CLP (2018) states that the Council would require new homes to achieve the minimum standards set out in the Mayor of

London Housing Supplementary Planning Guidance (SPG) and National Technical Standards (2015) (NTS (2015)) or equivalent.

- 8.21 The proposed layout for the scheme would provide a legible development for the benefit of the end-user. Each dwelling would have its dedicated entrance, front-drive, side access to the rear garden. The proposal would comprise dual-floor units with a mix of two-, three- and four-bedroom units at NIA of 71 sqm, minimum 91 sqm and 151 sqm respectively. All units would not exceed their respective sizes as set out in the NTS (2015).
- 8.22 All proposed units would have a dual aspect, the internal rooms within each unit would have an appropriate ventilation and size respective to the number of the end-users.
- 8.23 Considering the above, the proposed accommodation would be acceptable in accordance with Policy SP2.8.
- 8.24 Accessibility: Objection letters raised a concern that the existing bungalow provided accommodation for people with limited mobility. London Housing SPG (2015) states that 90% of new-build housing should meet Building Regulation requirement M4(2) 'Accessible and Adaptable Dwellings' with the remaining 10% meeting Building Regulation requirement M4(3) 'Wheelchair User Dwellings'. Policy SP2.8 of the CLP (2018) states that the Council would ensure that new homes in Croydon meet the needs of residents over a lifetime.
- 8.25 House A would have a large area for a four-bedroom dwelling, this area would allow the building to cater to internal wheelchair movement and a potential stair-lift. Furthermore, this dwelling would have level access from the front drive to the main internal accommodation and level access to the rear garden. As such, the decision notice would include a condition for this unit would meet Building Regulation requirement M4(3) to ensure the development would be in accordance with the 10% local policy standards.
- 8.26 Building Regulations requirement for M4(2) allows for multiple storeys within a residential unit provided that access to all rooms and facilities within the entrance storey would be step-free and that the dwelling would allow for a stair-lift to be fitted to the stair from the entrance storey. Other requirements includes a step-free access between a living area, a WC and the entrance and specific measurement for clear-spaces within the kitchen, corridors and doors. In summary, Building Regulation Requirements M4(2) does not preclude the provision of multi-storey dwellings as accessible to wheelchair users or the elderly. Accordingly, the proposal would be acceptable and would overcome the net loss of a bungalow.
- 8.27 Considering the above and using appropriate conditions, the proposal would provide wheelchair user dwellings in addition to providing fully future adaptable dwellings across the scheme in accordance with the London Housing SPD (2015).
- 8.28 Amenity Areas: Policy DM10.4 of the CLP (2018) states that all new residential development will need to provide private amenity space, this space should be functional with minimum depth of 1.5 metres and a minimum area of 5 sqm per 1-2 person unit and an extra 1 sqm per extra occupant thereafter. This policy echoes Standard 26 of the London Housing SPG for private open space.

8.29 Officers note that the proposed rear gardens would not follow the traditional shape and size of existing dwellings in the vicinity; however, the proposed rear gardens would be generous enough to provide the needed private retreat for future occupiers as per the following table.

1.1 **Table 2:** the proposed amenity area:

Unit	Size	Proposed Rear Garden*
House A	Four-bedroom	112.5 sqm
House B	Two-bedroom	76.5 sqm
House C	Three-bedroom	28.5 sqm
House D	Three-bedroom	27 sqm
House E	Three-bedroom	35.7 sqm
House F	Three-bedroom	40 sqm
House G	Three-bedroom	48 sqm
House H	Three-bedroom	48 sqm
House I	Three-bedroom	49.5 sqm

\*measured excluding footpaths, driveways, front gardens, cycle parking areas and refuse areas; as per the guidance set under paragraph 6.72 of the CLP (2018).

8.30 The decision notice would include a condition restricting permitted development rights to any buildings within the rear gardens to maintain their private amenity nature for future occupiers. Accordingly and considering the above, the proposal would provide adequate amenity and play space for the future occupiers in accordance with Policy DM10.4.

8.31 In summary, the proposal would provide adequate, sustainable accommodation for future occupiers in terms of legibility, unit size, habitable room's adequacy, private and communal amenity spaces in accordance with London Housing SPG (2015) and Croydon Local Plan Policies SP2 and DM10.

#### The Impact on Neighbouring Amenity

8.32 Policy DM10.6 of the CLP (2018) states that the Council will ensure proposals would protect the amenity of occupiers of adjoining buildings and that proposals will not result in direct overlooking into their habitable rooms or private outdoor space and not result in significant loss of existing sunlight or daylight levels.

8.33 Objection letters raised a concern that the proposal would have the appearance of a wall when viewed from adjoining properties. However, Houses B to I would have separation distances between 5 to 9 metres from the north boundary which would comprise rear gardens, trees and shrubberies along its length. Similarly, Houses B to I would have separation distances between 12 to 28 metres from the south boundary; this space would include the vehicular access, hard and soft landscaping. Accordingly, the view from the neighbours would likely be an amalgamation of trees and distant roofs rather than an extended wall.

8.34 The site is adjoining the following properties, each will be assessed accordingly:

- i. **No. 78 Waddington Avenue** to the south of the site: The proposal would result in the subdivision of its rear garden and would site behind the rear

edge of this garden. The proposed House A would project approximately 2 metres behind its rear-building line with a separation distance of 8 metres. Further assessment below.

- ii. **No. 82 Waddington Avenue** to the northeast of the site: House A would sit behind its rear-building line and the row of dwellinghouses would start after the first 10 metres from the line. Further assessment below.
- iii. **No. 72 Waddington Avenue** to the southeast of the rear boundary: *The main property sits onto Waddington Avenue and its rear garden wraps behind those of Nos. 76 and 78.* House I would site at a distance of 1.8 metres from the shared boundary and the proposed development would not be considered to have any significant impact onto this property.
- iv. **No. 76 Waddington Avenue** semi-attached to No.78: The proposal would result in the subdivision of its rear garden, it would retain a garden size of 95 sqm with an overall depth of 19 metres. However, the built blocks of the development would not sit behind the rear boundary and at a distance of 25 metres from the 45° of its rear windows; accordingly, the development would not have a significant impact on the amenity of its occupiers.

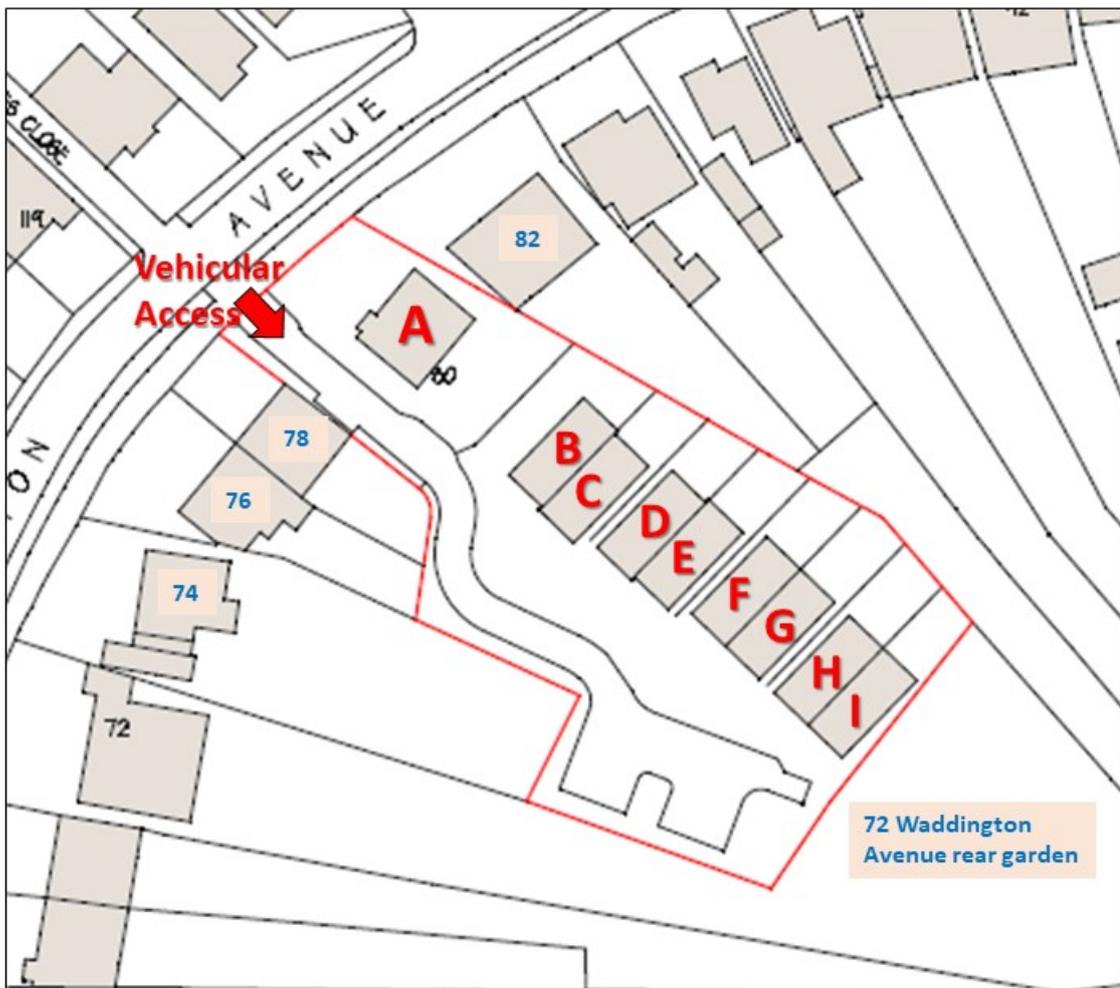


Fig. 10: Neighbouring properties adjoining the site.

i. **No. 78 Waddington Avenue:**

- 8.35 This dwelling would have its rear garden subdivided for the benefit of the development and would retain a garden size of 105 sqm with an average depth of 13 metres.
- 8.36 House A would not exceed the height of this property, it would have a separation distance of 8 metres and would project 2 metres beyond its rear building line. Additionally, House A would not have any side windows; any overlooking onto the rear garden of No.82 from the proposed rear windows would simulate a normal urban relationship between adjoining properties. Accordingly, House A would not have an overbearing impact, would not result in direct loss of sunlight and daylight or loss of privacy to No.76.
- 8.37 The proposed site plan would comprise the vehicular access and soft landscaping directly behind No.76. The nearest proposed unit, House B, would have an offset distance of 6 metres from its side edge and would sit at a distance of 22 metres along the 45<sup>0</sup> line of its rear window. Accordingly, the rear units would not have a significant impact on the amenity of No.76 Waddington Avenue.

ii. **No. 82 Waddington Avenue:**

- 8.38 House A would not impact the rear windows of this property as it would not project beyond their rear-building line. This property has a first-floor side window overlooking the site; however, the proposal would not breach its 45<sup>0</sup> line due to the 8-metres separation distance from House A. Accordingly, House A would not result in an overbearing impact or a loss of sunlight or daylight to this adjoining property. Furthermore, House A would not have any side windows and any overlooking onto the rear garden of No.82 from the proposed rear windows would simulate a normal urban relationship between adjoining properties.
- 8.39 House B would step-back 6 metres from the shared boundary and would sit at a distance of 14.5 metres from the rear windows at No.82. In terms of overbearing impact; the SDG 2019 guidance demonstrate that new development should not encroach on the 45<sup>0</sup> line of neighbouring properties' rear windows, and the proposal would be contrary to this guidance. However, due to the combined factors of separation distance, lack of side windows overlooking the site and land level changes, House B would have a limited view from the ground- and first-floor rear windows as per the figure 10 below. This 3-metres difference in topography would be sufficient to alleviate concerns with overbearing impact.
- 8.40 The rear element of the development would sit south of this property at a higher land level. Naturally, this would raise concerns with a potential loss of sunlight and daylight to their rear windows and private amenity space. However, the proposal would sit southwest of No.82; its impact on sunlight levels would likely be towards the end of the day during summer months. Furthermore, Fig. 10 below show House B not having a breach to the 25<sup>0</sup> of the ground floor window; accordingly, the proposal would not result in significant loss to the levels of daylight into the rear windows.



*Fig. 11: The relationship between House B and No. 82 Waddington Avenue.*

- 8.41 Guidance 2.9 of the SDG (2019) states that a greater level of protection will be given to the first 10 metres of a neighbouring garden, and that the design should present obscure, diagonal or oblique views if overlooking onto this space occurs. The rear element of the proposal would sit beyond the first 10 metres of the rear garden of No.82. Accordingly, the proposed rear windows of these dwellinghouses would not be considered to have a significant impact towards the loss of privacy of this neighbouring property. Particularly as the proposed boundary treatment includes retention of most of the trees along this boundary which would provide further privacy to the remainder of the garden.
- 8.42 Considering the above, the proposal took careful consideration to avoid significant impact onto the amenity of No.82 Waddington Avenue.

#### Impact on Highways, Parking and Refuse Provision

- 8.43 The application went through some amendments and submitted additional information to agree an acceptable position with the Council's Strategy Transport Officer in relation to gradient levels, swept paths, waste management strategy and confirming visibility splays and location/details of cycle storage.
- 8.44 Highway Safety: Policy DM30 of the CLP (2018) states sustainable growth in Croydon would require new developments to ensure movement of pedestrians, cycles and emergency services is not impeded by the provision of car parking.
- 8.45 The proposal would have an access to the front driveway of House A and a vehicular access for the rear elements of the development. These two access already exist on site. Objection letters raised concerns in relation to highway safety from the proposed vehicular access, particularly as the site falls on a road bend and on a hill. Manual for Streets advises that T-junctions within an area of speed limit 20mph should have a stopping sight distance (SSD) of 12 metres, this SSD would represent the visibility splay distance provided for the vehicle coming out onto the road. The proposal would have vehicular visibility splay of 25 metres in both direction of traffic. Accordingly, the proposed vehicular access would not raise concerns to highway safety and movement.

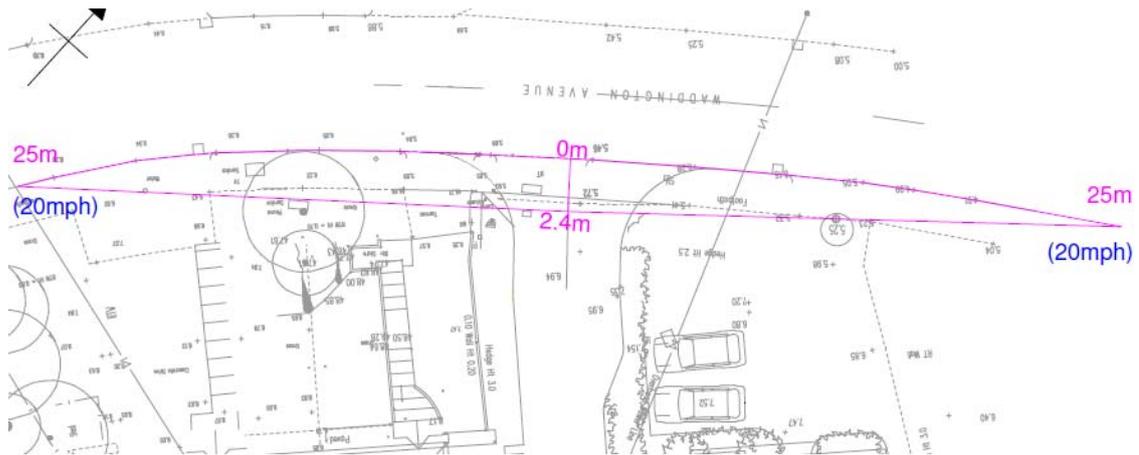


Fig. 12: The proposed vehicular visibility splays.

- 8.46 The vehicular access for House A already exists, the submitted documents show the vehicle visibility splay for that access would be 25 metres towards the west and 13 metres towards the east. These distances would be acceptable and would alleviate highway safety concerns with this access. Additionally, the proposal would provide adequate space for a smaller delivery vehicle (7.5t panel van) to enter the site, turn around and leave in a forward gear. The driveway would be a shared surface and would also allow cars to pass each other at designated locations. Furthermore, amendments to the proposal confirmed that the proposed driveway would be capable of accommodating an inbound and outbound vehicle passing through the access concurrently to ensure there is no impact upon the existing highway network.
- 8.47 Further to the above, both accesses would achieve a 1.5-metres triangle visibility splay for pedestrians as per Croydon Guidance advise as shown in the Fig. 12 below.

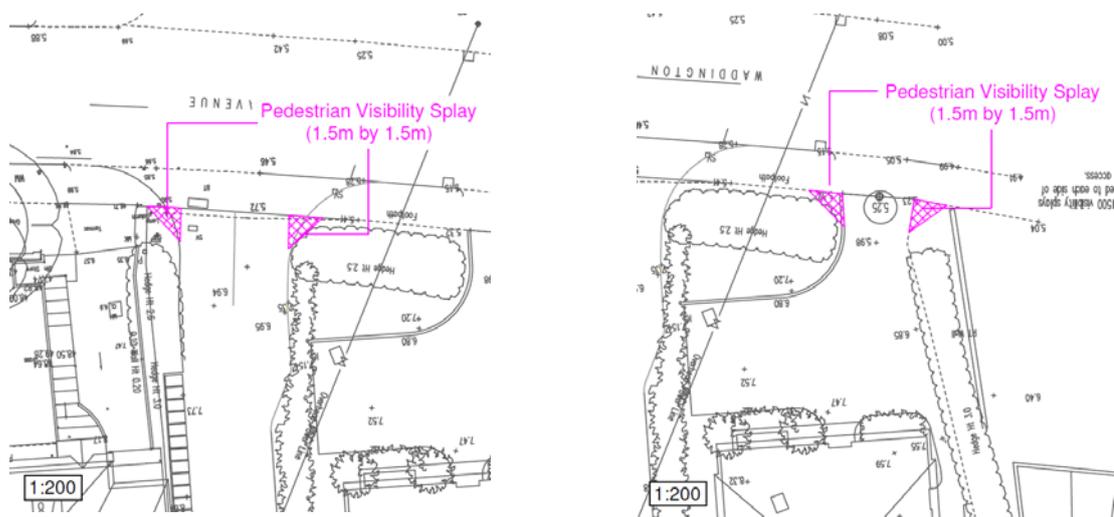


Fig.13: Visibility splays for pedestrians

- 8.48 The application included a Transport Statement which comprised projected trip generation for the proposal. The statement concluded that there would not be more than five vehicle movements during the a.m. peak hour and no more than six vehicle movements during the p.m. peak hour associated with the eight units

proposed to the rear; and a further vehicle movement during each peak hour would be typically associated with the separate frontage unit. These figures would highly unlikely to result in significant increase to traffic movement in the area. The Council's Strategic Transport accepted the statement and methods used for the trip generation.

- 8.49 The decision notice would include a pre-commencement conditions for Demolition/Construction Logistic Plan (including a Construction Management Plan) to ensure minimum disruption to traffic movements in the area as a result of the construction process.
- 8.50 Considering all the points above, the proposed vehicular accesses would not be considered to result in adverse impact on the highway safety of Waddington Avenue in accordance with DM30.
- 8.51 Vehicle Parking: Policy DM30 of the CLP (2018) states sustainable growth in Croydon would require new development to reduce the impact of car parking in any development located in areas of good public transport accessibility or areas of existing on-street parking stress and provide car and cycle parking spaces as set out in Table 10.1. This table states that the maximum parking standards should be up to 2 per 4-bed, up to 1.5 per unit per 3-bed and less than 1 per 2-bed. It also states that 20% of all spaces must be for electric vehicles with an additional passive provision in the future.
- 8.52 The Transport Statement included car ownership data from the 2011 census for the local area surrounding the site (Croydon 044A) which suggested that around 87% of households have access to at least one car, with around half of these households having typically no less than two cars.
- 8.53 The proposed four-bed unit (House A) would have two car parking spaces. The rear row of houses would comprise seven three-bed units and one two-bed unit; these would equate to a maximum provision of 11.5 vehicles. The proposal would have 11 on-site car parking spaces with each house having one on-curtilage space and three spaces towards the end of the site. Considering that the standards state 'less than' one space for the two bed unit, the proposed provision would be in accordance with DM30 and the London Plan standards.
- 8.54 The site falls within an area outside a controlled parking zone (CPZ). The car ownership data along with the proposed parking levels would not indicate an overspill of parking onto nearby roads. Notwithstanding that, and the submitted Transport Assessment include a Parking Stress Survey stated that the observed levels of overnight on-street parking showed a considerable spare capacity within 200m of the site and concluded that an area-wide a further twenty-four (24) vehicles could be accommodated on-street without the resultant stress exceeding 90%. Specifically with reference to Waddington Avenue, a further eleven vehicles could be accommodated without reaching the 90% threshold, with the scope for four vehicles on the lesser stretch.
- 8.55 Concerns were raised in relation to the cumulative impact of developments in the area on parking. However, there are no recent or live applications within the vicinity, all developments approved are already built and occupied and their impact was considered as a part of the parking stress survey. Considering the policy parking standards are for maximum provision, the car ownership data and

the results of the parking stress survey; the proposal would not be considered to have a significant overspill on nearby roads and would be acceptable.

- 8.56 The decision notice would include a condition to confirm that proposed parking and electric vehicle charging points would be laid as agreed and in accordance to policy prior to occupation.
- 8.57 Cycle Parking: Table 6.3 of The London Plan (2016) sets the cycle parking standards at one space per one-bedroom units and two spaces for all other bigger units. The proposal would be for single dwellinghouses, each would have a dedicated space within their curtilage for two cycles' storage. The decision notice would include a condition requesting details of these storage areas to be submitted prior to occupation to ensure adequate provision is met.
- 8.58 Waste Management: Policy DM13 of the CLP (2018) aims to ensure that the location and design of refuse and recycling facilities are treated as an integral element of the overall design and the Council would require developments to provide safe, conveniently located and easily accessible facilities for occupants, operatives and their vehicles.
- 8.59 House A would have integral refuse storage, bin movement and collection would be similar to the existing dwelling and would be acceptable.
- 8.60 The proposal layout would provide a bin collection area suitable for 18 bins, at a distance of approximately 9 metres from the main road with a gradient of 1:12. The distance and gradient would comply with the Council's requirements for waste and recycle collection operatives. Houses B to I would have dedicated areas for day-to-day storage of bins, a private company would have the responsibility of moving the bins to and from each dwelling to the bin collection area. This would resolve the issue of the overall resident-carry-distance and the site's gradient exceeding the adequate threshold for future occupiers' push/carry distance. The decision notice would include a compliance condition for the submitted Waste Management Strategy.
- 8.61 In summary, the proposal's parking provision, vehicular movement and servicing of the proposed development would not result in a significant adverse impact on adjoining highway and its operation in terms of safety, significant increment to existing on-street parking as per the London Plan (2016) and Croydon Local Plan (2018) Policies DM13 and DM30.

#### Impact on trees and Ecology

- 8.62 Trees: Policy DM10.8 of the CLP (2018) states that: 'In exceptional circumstances where the loss of mature trees is outweighed by the benefits of a development, those trees lost shall be replaced with new semi-mature trees of a commensurate species, scale and form.' Policy DM28 of the CLP (2019) states that the Council will seek to protect and enhance the borough's trees and hedgerows, adding that a condition require replacement of removed trees will be imposed and those replacement trees should meet the requirement of DM10.8.
- 8.63 The site extends across three gardens with several trees, none of the existing trees are under Tree Protection Order (TPO). Policy DM28 recognises that trees are only one consideration when addressing the competing needs of

development and agrees that replacement semi-mature trees of commensurate species, scale and form can mitigate the loss of existing trees.

- 8.64 The application included a BS5837 compliant Arboricultural Assessment Report which considered the effect of the proposed development on the local character, from a tree point of view. This report included a method statement to outline the way in which the retained trees, particularly those outside the site and within a proximity to the boundary, would be protected and managed during the demolition and construction processes. The decision notice would include a condition to ensure the development following the methodology of this report.
- 8.65 This report identified five moderate Category B trees and concluded that the rest of the trees on site are low Category C. These Category C trees comprise ash, mock orange, sycamore, silver birch, holly, beech, apple and Leyland trees; none of which would be considered a relatively important species/specimen. The proposal would include the removal of 16 individual trees and a group of 5 trees; it would also retain 13 individual trees, two groups of trees and a hedge.
- 8.66 As mitigation to the volume of removed trees onsite to facilitate the development, the proposal would include the planting of 30 trees including 16 extra heavy standard; in addition to double row of mixed native hedge on the eastern, southern and western boundaries and ornamental shrub planting across the site as per Fig. 13 below.
- 8.67 Accordingly, the development would propose trees replacing those removed as a result of the proposal, the number of proposed trees would exceed the number of removed trees and its stature would accord with the requirement of policy DM10 and would be acceptable.



Fig. 14: Proposed landscape plan

- 8.68 **Ecology:** Policy DM27 of the CLP (2018) states that developments should have no adverse impact on land with biodiversity or geo-diversity value as designated on the Policies Map and have no adverse impact on species of animal or plant or their habitat protected under British or European law, or when the Council is presented with evidence that a protected species would be affected.
- 8.69 The site is not subject to any statutory or non-statutory designations. The application incorporated a Preliminary Ecological Assessment relating to the likely impacts of development on designated sites, protected and Priority species & habitats. The Council's specialist officers reviewed the report and were satisfied that there is sufficient ecological information available for determination of this application. During the course of the application, a neighbour submitted a report on the biodiversity on site; the Council's specialist officers reviewed this report as part of their consultation.
- 8.70 In light of both reports and the consultation response, the decision notice would include a condition to secure a reptile mitigation strategy to ensure that the development would not adversely impact any local slow worm and amphibian population. This would ensure the development would avoid any legal offence and conserve and protect priority species.
- 8.71 Further to the above, the decision notice would include pre-commencement and pre-occupation conditions for a biodiversity enhancement strategy and inclusion of bird boxes on site. This would secure measurable net gains for biodiversity, as outlined under Paragraph 170d of the National Planning Policy Framework

2019 and securing appropriate mitigation measures to reduce the likely impacts on protected and Priority species & habitats. Subsequently, the Council would demonstrate its compliance with its statutory duties including its biodiversity duty under s40 NERC Act 2006.

- 8.72 Considering all the points above and with the use of appropriate conditions, the proposal would be acceptable and would not adversely impact species of animal or plant as per Policy DM27.
- 8.73 In summary, the proposal would include replacement to the removed trees on site and would incorporate mitigation measures to reduce or avoid the impact on protected habitats on site as per Local Plan Policies DM10.8, DM27 and DM28.

#### Sustainability and Flooding

- 8.74 Flooding: The site falls outside areas with risk of flooding and not directly within a surface water flooding zone as per the information provided on the Environment Agency Flood Map. Policy DM25 of the CLP (2018) states that sustainable drainage systems (SuDS) are required in all development. This would ensure that sustainable management of surface water would not increase the peak of surface water run-off when compared to the baseline scenario.
- 8.75 Waddington Avenue has a higher level than nearby roads; objection letters raised concerns from the impact of the development onto flooding on Caterham Drive. The Council's Lead Local Flood Authority reviewed the application and the submitted Flood Risk Assessment. They concluded that the site's potential for flooding is relatively low, located on a slither of land outside a Groundwater Source Protection Zone which would indicate that there is no specific sensitivity regarding infiltrating to an aquifer.
- 8.76 The existing properties use soakaways and the proposal would comprise an increased number of dwellings using soakaways. Accordingly, the proposal would follow a preferred strategy which would be acceptable in principal subject to its design. This design would be subsequent to an infiltration testing using BRE365 to confirm the actual permeability of the soil.
- 8.77 Considering the above, the proposal would include an acceptable approach and methodology to the proposed SuDs which would alleviate concerns with the development's impact onto flooding in the area. The decision notice would include a condition to ensure appropriate infiltration tests and subsequent SuDs design are agreed prior to the commencement of the development, in addition to further informatives as advised by the LLFA. 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.
- 8.78 Sustainability and Energy Efficiency: Policy SP6.2 of the CLP (2018) states that the Council will ensure that development make the fullest contribution to minimising carbon dioxide emissions in accordance with the London Plan energy hierarchy to assist in meeting local, London Plan and national CO2 reduction targets. Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved.

- 8.79 Policy SP6.3 of the CLP (2018) requires all new-build residential development to meet water efficiency standard of 110 litres/person/day as set out in Building Regulations Part G. The decision notice would include a condition to ensure the development would adhere to the standards of this policy.

#### Other Matters

- 8.80 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.

### **9.0 CONCLUSIONS**

- 9.1 The provision of nine residential family dwellings within the Borough is encouraged by the Council's Local Plan policies, national guidance in the NPPF and regional policies of the London Plan.
- 9.2 The proposed site layout and design has had sufficient regard to the scale and massing, pattern and form of development in the area and would result in an appropriate scale of built form on this site.
- 9.3 The proposed development would result in the creation of modern residential units ensuring good standard of accommodation for future occupiers. The development has been designed to ensure that the amenity of existing local residents would not be compromised.
- 9.4 In addition, the development would be acceptable on highways, environmental and sustainability grounds as well as in respect of the proposed planning obligations.
- 9.5 All material considerations have been taken into account, including responses to the consultation. The conditions recommended would ensure that any impacts of the scheme are mitigated against and it is not considered that there is any material planning considerations in this case that would warrant a refusal of this application. Taking into account the consistency of the scheme with the Development Plan and weighing this against all other material planning considerations, the proposal is considered to be acceptable in planning policy terms.