

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 18/01344/FUL
 Location: 59 Addington Road, South Croydon, CR2 8RD.
 Ward: Selsdon and Addington Village Ward.
 Description: Demolition of the existing building, erection of a replacement two storey plus roof level building to accommodate 7 new self-contained (C3) residential flats with associated landscaping, terraces, car parking, refuse and cycle stores.
 Drawing Nos: 21-P-1 AA, 21-P-2, 21-P-3, 21-P-4, 21-P-5 BB, 21-P-6, 21-P-7, 21-P-8, 21-P-9.
 Applicant: Sterling Rose.
 Agent: Sterling Rose.
 Case Officer: Barry Valentine.

	1B 1P	1B 2P	2B 3P	3 B 4P	4B 6P	Total
Existing Provision					1	1
Proposed Residential Mix	1	4	1	1		7

Number of car parking spaces	Number of cycle parking spaces
4 on site car parking spaces	10 on site cycle parking spaces

1.1 This application is being reported to Planning Committee because the adjoining Ward Councillor (Cllr Tim Pollard) made representations in accordance with the Committee Considerations Criteria and requested Committee consideration.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission.
- 2.2 That the Director of Planning and Strategic Transport is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:
1. In accordance with the approved plans.
 2. Development to be implemented within three years.
 3. Samples and details (as appropriate) of materials including window frames.
 4. Details on landscaping including replacement trees, play-space, accessibility, inclusiveness, and boundary treatments.
 5. Sustainable Urban Drainage System.
 6. Provision of on-site car parking – prior to occupation and permanently retained thereafter.

7. Further details (including elevations) of refuse store and cycle parking.
8. Ground floor level units to meet M4 (2) accessibility standard.
9. Water use target.
10. Carbon Dioxide 19% reduction beyond 2013 Building Regulations.
11. Installation of one electric vehicles charging point.
12. Dropped kerb to be installed prior to occupation of the development.
13. Privacy screens to be installed prior to occupation of the development.
14. Obscurely glazed windows flank elevation first floor level.
15. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.

Informatives

1. Community Infrastructure Levy.
 2. Code of Practice regarding small construction sites.
 3. Highway works to be made at developer's expense.
 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

Proposal

- 3.1 Demolition of the existing building, erection of a replacement two storey plus roof level building to accommodate 7 new self-contained (C3) residential flats with associated landscaping, terraces, car parking, refuse and cycle stores.

Site and Surroundings

- 3.2 The application site is a two storey detached residential property located on the north side of Addington Road. The property is in use as a single dwelling house.
- 3.3 The surrounding area is predominately residential and suburban in character. Properties are generally detached and are between one and two storeys in height.
- 3.4 There are no direct policy constraints identified in the Croydon Local Plan (2018).
- 3.5 The site is located in Flood Risk Zone 1 (low) and is modelled as being at very low risk from surface water flooding (less than 1 in 1000 year basis). The site is not deemed to be at risk from ground water flooding.
- 3.6 The site has a Public Transport Accessibility Level (PTAL) of 2 (poor).

Relevant Planning History

3.7 No relevant planning history for the site.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposed development would create good quality residential accommodation that would make a positive contribution to the borough's housing stock and would make a small contribution to the Council achieving its housing targets as set out in the London Plan (2016) and Croydon Local Plan (2018).
- The proposed development would be of an appropriate mass, scale, form and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.
- The proposed development would not cause significant harm to the amenities of neighbouring residential occupiers.
- The level of parking provision would be appropriate, striking the appropriate balance between promoting sustainable modes of transport, whilst providing some car parking space capacity. On street parking is available within Mountwood Close (close to its junction with Addington Road). The proposed development would not have an adverse impact on the operation of the highway.
- The proposed development subject to conditions would not cause unacceptable harm to visual amenity of trees.
- The proposed development subject to conditions would not have an adverse impact on flooding.

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 A total of 3 neighbouring properties were notified about the application and invited to comment by the way of letter. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

3 individual responses: 3 Objections

6.2 The following Councillors made representations:

- Cllr Tim Pollard (Ward Councillor) – Overdevelopment of the site and loss of privacy to neighbours at the rear.

The following issues were raised in representations that are material to the determination of the application, which are addressed in substance in the next section of this report:

Objections

- Overdevelopment of the site that would have an adverse impact on nearby residents.
- Depth of the building at rear is too much and will block out light.
- Insufficient car parking.
- Development will cause more congestion.
- Noise generated through an increase in residential occupiers.
- Loss of privacy/overlooking.
- Cumulative impact on parking from other approved developments.
- Concerns over accuracy of sketch design due to the lack of cars shown.

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 Croydon Local Plan (2018), Mayor's London Plan (2016) and the South London Waste Plan 2012.
- 7.2 Government guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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 There is a draft revised NPPF which has been the subject of public consultation, which expired on the 10th May 2018. The draft revised NPPF incorporates policy proposals previously consulted on in the Housing White Paper and the Planning for the right homes in the right places consultation. The draft NPPF is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the draft NPPF in general is considered to carry minimal weight.
- 7.4 The main policy considerations from the London Plan (2016) raised by the application that the Committee are required to consider are:
- Policy 1.1 Delivering the Strategic Vision and Objectives for London.
 - Policy 3.3 Increasing Housing Supply.
 - Policy 3.5 Quality and design of Housing Developments
 - Policy 5.2 Minimising Carbon Dioxide Emissions
 - Policy 5.12 Flood Risk Management
 - Policy 5.13 Sustainable Drainage

- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.4 Local Character
- Policy 7.6 Architecture

7.5 There is a new draft London Plan has been the subject of public consultation which expired on the 2nd March 2018. The GLA current programme is to have the Examination in Public into the Draft London Plan later in 2018, with the final document adopted in 2019. The current 2016 Consolidation Plan is still the adopted Development Plan. However the Draft London Plan is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the plan in general is considered to carry minimal weight.

Croydon Local Plan (2018)

7.5 The new local plan was adopted on the 27th February 2018 and now carry full weight. The main relevant policies to this application are as follows:

- SP2: Homes.
 - *SP2.1 Choice of homes.*
 - *SP2.2 Quantities and locations.*
 - *SP2.7 Mix of homes by size.*
 - *SP2.8 Quality and standards.*
- DM1: Housing Choice for Sustainable Communities.
 - *DM1.2 Net loss of 3 bed or homes less than 130 sq.m.*
- SP4: Urban Design and Local Character.
 - *SP4.1 High quality development that responds to local character.*
- DM10: Design and Character.
 - *DM10.1 High quality developments, presumption for 3 storeys.*
 - *DM10.2 Appropriate parking and cycle parking design.*
 - *DM10.4 Private amenity space.*
 - *DM10.5 Communal amenity space.*
 - *DM10.6 Protection to neighbouring amenity.*
 - *DM10.7 Architectural detailing, materials respond to context, services, appropriate roof form.*
 - *DM10.8 Landscaping.*
 - *DM10.9 Lighting and light pollution.*
- DM13: Refuse and Recycling.
 - *DM13.1 Design, quantum and layouts.*
 - *DM13.2 Ease of collection.*
- SP6: Environment and Climate Change.
 - *SP6.3 Sustainable design and construction.*
Minor residential scheme 19% CO2 reduction.
Water efficiency 110 litres.
 - *SP6.4 Flooding and water management - c) SUDs.*

- *SP6.6 Waste management.*
- DM25: Sustainable drainage systems.
- DM27: Protecting and enhancing our biodiversity.
- DM28: Trees.
- SP8: Transport and the Communication.
 - *SP8.5 and SP8.6 Sustainable travel choice.*
 - *SP8.7 Cycle parking.*
 - *SP8.12 and SP8.13 Electric vehicles.*
 - *SP8.17 Parking standards in low PTAL areas.*
- DM29: Promoting sustainable travel.
- DM30: Car and cycle parking.

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development and quality of residential units created
2. Impact on the appearance of the site and surrounding area.
3. Impact of the development on neighbouring properties' living conditions.
4. Impact of the development on parking and the highway.
5. Impact of the development on trees.
6. Impact of the development on flooding.
7. Other planning issues.

Principle of development and quality of residential units created.

Principle of Development

- 8.2 Policy DM1.2 seeks to prevent the loss of small family homes by restricting the net loss of three bed units and the loss of units that have a floor area less than 120 sq.m. The proposal would comply with this policy as the existing property has a floor area of 219 sq.m and is understood to have originally been a four bed when built. A 3 bed (4 person) family unit would form part of the flatted scheme (located at ground floor level with direct access into the rear garden).
- 8.3 Policy SP2.7 sets a strategic target of 30% of all new homes up to 2036 to have a three bed or more. The policy sets a specific target for major developments, but not minor developments, with the latter considered on a site by site basis. One of the proposed units would be a three bed or more, which would amount to 14% of overall provision and would fall below this target. Notwithstanding this, officers are satisfied with the overall mix of accommodation, given the relatively small size of the site which limits the number of larger units that can be realistically provided and the no net loss provision of family accommodation.
- 8.4 The proposed development would create additional residential units that would make a small contribution to the borough achieving its housing targets as set out in the London Plan (2016) and the recently adopted Croydon Local Plan (2018).

Quality of Units

- 8.5 The proposed development would provide good quality units that would make a positive contribution to the borough's housing stock. All the proposed units meet recommended minimum floorspace standards set out in both the London Plan (2016) and DCLG's 'Technical Housing Standards: National Described Space Standards'. All the bedrooms would meet the minimum floor areas set out in the DCLG's 'Technical Housing Standards: National Described Space Standards'.
- 8.6 The units would receive good levels of light, outlook and aspect. All the units except flat 6 would be dual aspect. Flat 6 is single aspect, with its windows facing in a north west direction. Despite this, this unit would provide a good standard of residential accommodation as flat 6 has good sized windows that benefit from an unobstructed outlook, as well as access to a balcony.
- 8.7 All flats (apart from Flat 7) would have floor to ceiling heights in excess of 2.5m for at least 75% of the gross internal area (GIA) in line with the requirements of the London Plan (2016). This would exceed the DCLG's 'Technical Housing Standards: National Described Space Standards' which requires floor to ceiling height of 2.3m for 75% of the GIA. In the case of Flat 7, 45 sq.m of the 61 sq.m, (74%) of the unit would have a floor to ceiling height of 2.5m. Given that this would be a minor infraction, officers are satisfied with the overall quality of the flat proposed within the roof space of the proposed development.
- 8.8 Flat 2 and the family unit (Flat 3) would have access to their own private amenity spaces and all upper floor units would have small projecting or recessed balconies. In addition, Flats 1, 4, 5, 6 and 7 would all have access to a reasonably sized communal garden located towards the rear of the site (over 100 sq.m in area). Whilst the access to the communal garden would not be directly through the building, given that communal space is being provided in addition to some small private balconies, the level/quality of the external amenity space provision is deemed acceptable. Opportunities for small scale play-space, in line with policy DM10.4(d) would be delivered through the use of planning conditions with the external amenity space designed to be flexible, multifunctional, accessible and inclusive as reasonable possible, in line with the requirements of policy DM10.5.
- 8.9 In regards to accessibility, London Plan Policy 3.8 'Housing Choice' requires 90% of dwellings to meet M4(2) 'accessible and adaptable dwellings' Building Regulations requirement, with the remaining 10% required to meet M4(3) 'wheelchair user dwellings'. The key issue in ensuring that M4(2) can be achieved within a development is to ensure, at the planning application stage, that the units can reasonably achieve level access. If level access cannot be reasonably achieved, then the units cannot be required to meet the M4(2) Building Regulations. The London Plan (2016) recognises that securing level access in buildings of four storeys or less can be difficult and that consideration should also be given to viability and impact on ongoing service charges for residents.

- 8.10 The applicant has confirmed that the units located on the ground floor level would meet M4 (2). The applicant has raised concerns about installing a lift due to the impact that this has on service charge for new residents. Condition 7 is recommended requiring the units at ground to comply with M4 (2).

Impact on the appearance of the site and surrounding area.

- 8.11 The existing property is not protected from demolition by existing policies. As such, the property and associated structures could be demolished under existing permitted development rights through the prior approval process without planning permission. The demolition of the existing building is acceptable subject to a suitable replacement designed building being agreed.
- 8.12 The proposed bulk and mass of the development is considered acceptable. The development would appear as two storeys when viewed from Addington Road, with its proposed eaves and ridgeline respecting neighbouring properties. The roof form of the development would also be well balanced and considered.
- 8.13 The proposed building would be set back into the site, which would help to reduce its prominence from the street. The main front building line of the proposed development would respect the front building line of adjoining properties and the depth of the building at the rear would sufficiently maintain garden openness; a 13m separation distance from the ground floor element to the rear boundary would be maintained. Whilst the rear elevation would extend beyond the established rear building line, given the site is not in a conservation area and the rear elevation is not subject to public views, the harm is not considered sufficient to justify refusal of planning permission. There is sufficient spacing of at least a 1m between the development and the adjacent property boundaries (22 Mountwood Close and 61 Addington Road). The proposed traditional design would respect features and detailing common to neighbouring properties. The development would be finished in materials of a traditional appearance, further details of which are recommended to be secured by condition.
- 8.13 The existing front garden area is predominately hard landscaped with concrete/paving slabs and does not positively contribute to the appearance of the property, surrounding area and street-scene. The proposed landscaping would improve the appearance of the site through use of more sensitive hard landscaping materials (which would need to incorporate more sustainable drainage elements) alongside new soft landscaping (new trees and hedging). Further details of landscaping is recommended to be secured via condition.
- 8.14 Overall, the proposed development would have an appropriate mass, form, scale and design that would be in keeping with its context, thus preserving the appearance of the site and surrounding area.

Impact of the development on neighbouring properties' living conditions.

- 8.15 The proposed development would not cause significant harm to neighbouring properties' light and outlook. The mass of the development would be sufficiently set and staggered away from neighbouring properties and their associated

windows which would limit the degree of impact on neighbouring amenity (light, outlook and enclosure). The most impacted windows are located on the eastern flank wall of 22 Mountwood Close at ground floor level and the western flank wall of 61 Addington Road at ground and first floor. However, these windows are all understood to be either secondary windows or serve non habitable rooms such as bathrooms and therefore the effect on these windows and the rooms that they light would be limited.

- 8.16 In view of the general orientation – with the rear of these properties facing north-west, increased overshadowing would not be a significant consideration – with the extent of change being relatively minimal.
- 8.17 The proposed development would not cause significant harm to neighbouring privacy. The new windows on the front elevation would largely have views of the Addington Road and the new openings proposed for the rear elevation would not directly face onto or into neighbouring windows. The new openings would overlook neighbouring properties' gardens, but given that the gardens are already overlooked by both windows in the existing property as well as from neighbouring windows, the harm caused would not be sufficient to justify refusal of planning permission. A planning condition is recommended to ensure that the windows on the flank elevations at first floor level are obscurely glazed and non-openable (up to a height of 1.7m).
- 8.18 The proposed terraces located on the rear elevation at first and second floor level would not cause significant harm to neighbouring properties' privacy (especially in view of the size and depth of the terraces). The design of the recessed balconies would further restrict rear views and away from neighbouring windows. Similarly, the first floor level rear addition terrace side would be accompanied by privacy screens which would limit views towards the two adjoining properties. The new openings and terraces would overlook neighbouring properties to a certain extent, but given the extent these gardens are already overlooked by both existing windows as well as by neighbouring windows, the harm caused would not be sufficient to justify refusal of planning permission. Condition 12 is recommended to ensure the privacy screens are installed.
- 8.19 The proposed terraces would not generate significant level of noise disturbance to justify refusal due to a combination of their modest size and the distance from neighbouring windows. The proposed intensification of the use of the site would not be sufficient to create significant levels of noise disturbance to justify refusal of planning permission.

Impact of the development on parking and the highway.

- 8.20 London Plan (2016) policy 6.13 sets out the maximum car parking standard for new developments. Under this policy in low PTAL areas, one and two bed units are required to have less than 1 parking space per unit, three bed units up to 1.5 parking spaces per unit, and four or more bed units up to 2 parking spaces per unit.

- 8.21 The proposed development would provide four car parking spaces for the seven units. Given the number of one and two beds proposed within the development, the level of parking provision is considered appropriate, striking the appropriate balance between promoting sustainable modes of transport, whilst providing some car parking space capacity. Given that sufficient levels of car parking are provided on site, the development would not likely generate significant levels of parking stress such to justify refusal of planning permission. Local buses are also available relatively close-by, as is Selsdon Local Centre which provides a full range of local shopping and community facilities and there is some on street car parking capacity within Mountwood Close (close to its junction with Addington Road).
- 8.22 The existing frontage has an existing dropped kerb that would need to be modified slightly which would need to be in place prior to occupation. The width of driveway would be sufficient to ensure that cars would be able to enter and leave the site in a forward gear and would not pose a significant risk to highway and pedestrian safety.
- 8.23 The London Plan (2016) requires new residential development to have 20% active electric car charging provision and 20% passive provision. A planning condition is recommended to accommodate these requirements.
- 8.24 The London Plan (2016) requires one cycle parking space to be provided for all one bed units and two cycle parking spaces for all 2+ bed units. To be London Plan (2016) compliant 9 cycle parking spaces would need to be provided. The submitted site layout plan shows a cycle store with a capacity of 10 cycle parking spaces. Details of this provision would be controlled through the use of a further planning condition.

Impact of the development on trees.

- 8.25 There are no trees within the site or in surrounding properties that are subject to a Tree Preservation Order (TPO). Trees that are located on the site are either not of sufficient merit to require mitigation measures, or are set well away from the proposed built development.

Impact of the development on flooding,

- 8.26 The site is located in Flood Risk Zone 1 (low) and is not affected by surface water flooding and is at negligible risk from groundwater flooding. The applicant has submitted a flood risk assessment (FRA) that appropriately identifies the extent of risk and a planning condition is suggested, which secures a Sustainable Urban Drainage System (SUDS). A further planning condition is recommended to help ensure efficient water use.

Other Planning Issues

- 8.27 The standard requirement for to reduce carbon dioxide emissions (19% beyond the 2013 Building Regulations) will be delivered through compliance with an imposed planning condition

8.28 A bin store area is proposed in the front garden area. The bin store contains 1100L recycling bin, seven 120 litre general waste bins and one 140L food waste bin. Details of the design of the bin store are recommended to be secured by way of a further planning condition.

9 Conclusion

9.1 The proposed development would provide good quality residential units that would make a positive contribution to the borough's housing stock. The proposed development would be of an appropriate high standard of design that would not cause harm to the appearance of the surrounding area. The development would not cause significant harm to neighbouring residential amenity and would not have an adverse impact on flooding. The proposed development provides an acceptable level of parking and would not have a significant impact on the highway.

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