

PART 6: Planning Applications for Decision**Item 6.5****1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 18/05880/FUL
 Location: 13 South Drive, Coulsdon, CR5 2BJ
 Ward: Coulsdon Town
 Description: Demolition of the existing property and erection of new apartment building containing nine self-contained apartments, car parking, refuse storage, cycle storage and associated landscaping.
 Drawing Nos: 01-01, 01-02, 02-00 (received 4 December 2018), 02-02, 03-00, 03-01, 03-02, 03-0B, 04-02, 04-10, 05-01 (received 13 March 2019).
 Applicant: Sterling Rose
 Agent: Sterling Rose
 Case Officer: Samantha Dixon

	studio	1 bed	2 bed	3 bed	4 bed
Existing				1	
Proposed flats	2	2 (1 x 2 person)	3 (3 x 3 person)	2 (2 x 5 person)	0

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
4	

- 1.1 This application is being reported to committee because the ward councillor (Councillor Luke Clancy) has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration and objections 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
- 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 playspace to be provided
5. Details (position, materials, height) of access enclosure to bin and bike store to be agreed

6. No additional windows in the flank elevations
7. Obscure gazing to windows in flank elevations at first and second floor if below 1.7m
8. Privacy screens to both sides details of which to be agreed
9. Car parking provided as specified
10. Car club space on street to be provided prior to occupation
11. Parking permits
12. Details of electric vehicle charging point to be submitted
13. Construction Logistics Plan to be submitted
14. Full details of cycle and refuse storage including gates to entrance to be submitted
15. 19% Carbon reduction
16. 110litre Water usage
17. Details of site specific SuDS to be submitted
18. Accord with recommendations of the Flood Risk Assessment
19. Accord with mitigation and enhancement measures outlined in the Preliminary Ecological Survey
20. Time limit of 3 years
21. 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 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
 - Erection of a three storey building to create 9 residential units including 2 x 3 bed flats, 3 x 2 bed flats, 1 x 1 bed flats and 2 x studios.
 - Provision of communal external amenity space and children's play space
 - Provision of 4 off-street parking spaces
 - Provision of associated refuse and cycle stores
- 3.2 During the course of the application amended plans have been received to provide all units with private amenity space and access to the bin and bike stores.

Site and Surroundings

- 3.3 The site comprises a detached dwelling located to the north west side of South Drive, Coulsdon. Land levels fall from north west to south east (rear of the site to front). There is an existing hardstanding to the side of the house for vehicles to park off-road. The

site has a medium risk of surface water flooding and a public transport accessibility level (PTAL) of 2.



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

Planning History

- 3.4 18/04277/PRE New Build Residential – Demolition of existing house and 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 18 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: 27 Supporting: 0 Comment: 1

- 6.2 The neighbours were renotified with regard to the amended plans. The number of further representations received in response to notification and publicity of the application are as follows:

No of individual responses: 4 Objecting: 4 Supporting: 1 Comment: 0

- 6.3 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
<i>Design and appearance</i>	
Overdevelopment of the site	Addressed in Section 8.10 of this report.
Out of keeping with street/obtrusive	Addressed in Section 8.5 – 8.9 of this report.
<i>Impact on amenities of neighbouring properties</i>	
Loss of light to neighbouring properties	Addressed in Sections 8.17, 8.19, 8.21, 8.23 and 8.24 of this report.
Overlooking and loss of privacy for neighbours	Addressed in Sections 8.20, 8.22, 8.23 and 8.24 of this report.
Loss of view	This is not a material planning consideration
Extra pollution and noise	This is a residential development and there is no evidence or reason to suggest that the proposal would result in extra pollution or noise that is not associated with a residential area.
No objection provided our privacy is assured by retention of existing greenery or new mature planting	Addressed in Section 8.23 of this report.
Construction noise and dust will be harmful to local residents	Addressed in Section 8.33 of this report.
<i>Landscape/Trees</i>	

Concrete over garden, loss of trees, vegetation and natural habitat	Addressed in Sections 8.38 and 8.39 of this report.
<i>Transport and parking</i>	
Inadequate parking provision. Cars parked on road will cause extra parking stress which his already a problem	Addressed in Sections 8.25 – 8.30 of this report.
Parking survey flawed – timings of surveys, fails to mention that existing street spaces will be removed	Addressed in Sections 8.26 – 8.27 of this report.
Adverse impact on highway safety	Addressed in Section 8.26 – 8.33 of this report.
Already access issues on South Drive which is a narrow cul-de-sac with no turning areas. The proposal will exacerbate existing problems	Addressed in Section 8.32 of this report.
South Drive not suitable for construction vehicles and traffic	Addressed in Section 8.33 of this report.
Insufficient storage for cycles/motorcycles	Addressed in Section 8.34 of this report.
<i>Other matters</i>	
Need for more family homes not flats	The proposal would provide 2 x three bedroom units which is an increase in family units over the existing situation.
No consultation with neighbours	Neighbours were notified of the application in accordance with the required national guidelines.
Set precedence for other such developments in the road	See Section 8.2 and 8.3 of this report. There is no objection to the principle of the development.
Impact on house prices	This is not a material planning consideration.

6.4 The following Councillor has made representations:

- Cllr Luke Clancy (Coulsdon Town Ward Councillor) Objecting:
 - Over development
 - Lack of parking
 - Highway safety

6.5 Coulsdon West Resident's Association have objected to the proposal:

- Unsympathetic to the existing architectural of surrounding properties
- Balconies to rear will overlook neighbouring gardens
- 4 parking spaces is inadequate and takes no account for visitors or trades people
- South Drive is a cul-de-sac with no turning provision. The proposal will cause conflict and congestion especially with construction traffic.

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 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

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 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 is supported.

- 8.4 Policies seek to prevent the net loss of 3 bedroom homes (as originally built), homes less than 130m² and ensure that 30% of new homes are family homes. The existing building on site is a 3 bedroom house and 2 x three bedroom units are proposed, resulting in 25% family sized units. The proposal provides a net gain in family accommodation and contributes towards the Council's goal of achieving a strategic target of 30% three bedroom plus homes.

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, of 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 storey building with the third floor accommodation contained in the roofspace. The Suburban Design Guide suggests appropriate ways of accommodating a third floor in different scenarios. In the case of a site flanked by semi-detached properties, it suggests that a full-width third floor can be provided partially within the roof, with a raised eaves line. The proposal does not fully follow this guidance but does include accommodation in a third floor in the roof, with side-facing dormers to sensitively increase accommodation provision.
- 8.7 The new building would have a traditional form comprising two full storeys with a pitched roof. From the frontage the building has the appearance of a large detached dwelling with a front door, hipped roof and bay feature commonly found in this road. The building would have traditional external materials of red brick, hanging tile and plain roof tiles which would ensure the development would sit comfortably in the street scene.



Figure 2: Plan of proposed frontage within the street scene

- 8.8 The building has a greater footprint than the current house however given the layout of the buildings in this row the impact on the appearance of the area is not harmfully affected. The building is set in from the side boundaries to maintain a visual gap between the plots. Whilst it is acknowledged that the depth of the proposed built form

is significantly more than the adjacent properties, this mass will not be readily apparent from any public vantage points.

- 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 double width hardstanding on site would be removed and replaced with 4 parking bays which would be split by the pedestrian entrance to the building. The hardstanding would be successfully broken up with the introduction of soft landscaping which would be located around the necessary retaining walls to the parking bays. 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.
- 8.10 The site is a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha) are appropriate. The proposal would be in excess of this range at 328 hr/ha. However, 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. During the course of the application the layout has been amended to ensure that all units have private amenity spaces that accord with the required standards.
- 8.14 A communal garden (approximately 160sqm) is provided at the rear of the site. Whilst the scale of this space is relatively small, on balance, as all of the units have private amenity space, the provision of the amenity space is considered acceptable. A child play space is shown to be provided within the communal garden space and full details of this area 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 over 2.5m 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. Therefore by reason of these particular circumstances and in order to protect the character of the street scene, in this instance it is considered acceptable that the development does not provide level access.

- 8.16 The development is considered to result in a high quality development including 2 x three bedroom family units all with adequate amenities and overall provides 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 No's.11 and 15 South Drive, 16 The Grove (to the rear) and dwellings on the opposite side of the road.



Fig 3: Site plan highlighting the relationship with the adjoining occupiers.

11 South Drive

- 8.18 This semi-detached dwelling is located to the south west of the site. It has a garage adjacent to the boundary with No.13, the dwelling being located approximately 3 meters from the boundary. Whilst the proposal is significantly deeper within the plot than No.11, the ground floor is cut into the existing slope of the garden and the rear most element would not be apparent from No.11. The first floor element and above does not encroach over a 45 degree angle from the rear windows of No.11 either horizontally or vertically. Therefore the proposal would not be unduly overbearing or cause an unacceptable loss of outlook.
- 8.19 No.11 has a kitchen window in the side elevation at ground floor level and front door, with obscurely glazed windows serving the bathroom above. The kitchen of this property is north facing and the room as existing has poor outlook facing the boundary fence and garage. Whilst it is acknowledged that the proposed building would be significantly closer to the boundary and higher than the existing bungalow, given the orientation of the buildings and existing outlook situation, it is not considered that the impact on this room would be so significant that permission should be refused.
- 8.20 There are no windows proposed that would cause any loss of privacy to No.11. The proposed ground floor windows in the side elevation would face the boundary fence and the windows in the upper levels would be obscurely glazed below 1.7m in height.

The rear balconies are screened to the side and as such afford no direct overlooking sideways into No.11. On balance, the impact on this property is acceptable.

15 South Drive

- 8.21 This building is a two storey flatted property. As when considering the impact on No.11, the proposed ground floor is cut into the existing slope of the garden and the rear most element would not be overly prominent from No.15. The first floor element and above does not encroach over a 45 degree angle from the rear windows of No.15 either horizontally or vertically. Therefore the proposal would not be unduly overbearing or cause any harmful loss of outlook or light.
- 8.22 The windows in the side elevation of No.15 are obscurely glazed and there is an existing close-boarded fence to the shared boundary. The ground floor side windows would be positioned to ensure there would be no harmful loss of privacy and the upper level windows would be obscurely glazed below 1.7m in height. A condition is recommended to ensure a privacy screen is installed to the side of the balcony to first floor Unit 7 to ensure there is no undue overlooking into the rear of No.15. On balance, the impact on this property is acceptable.

16 The Grove

- 8.23 This residential property is located to the rear of the application site, its garden backing onto the site. The rear garden of No.16 is 20 meters in length and the proposed development is a minimum depth of 10 meters from the rear boundary. Given this separation distance, the proposals would cause no undue loss of light, outlook or privacy. There are existing established garden trees and shrubs along the rear boundary which mostly appear to be shown to be removed. As part of the landscape condition it will be required that replacement specimens are planted along the boundary to soften the appearance of the development.

Dwellings on the opposite side of South Drive

- 8.24 No's.24 and 26 South Drive are located on the opposite side of the road. Their front elevations are separated by the proposal by over 20 meters. As such the proposal would not cause any harmful loss of light, outlook or privacy to these dwellings.

Access and Parking

- 8.25 The site has a PTAL rating of 2 which means that it has poor access to public transport links. Notwithstanding this rating, it is noted that the southern end of South Drive has a PTAL of 4 and the site is located only 0.5km from Coulsdon Town train station and only 120 meters from Coulson district centre.
- 8.26 It is proposed to create four vehicular parking spaces off road all with direct access off South Drive. Car parking demand on the site has been estimated using 2011 Census data which concludes that the proposed development will generate a demand of 6.70 spaces. In this instance 4 spaces are to be provided which would result in an overspill of 3 spaces on road. A parking stress survey has been undertaken using the Lambeth Methodology which indicates that there is high parking stress within 200 meters of the site. Demand was recorded as being highest at 6pm whereby there was stress of 94% (4 spaces available). At 5am which reflects overnight occupancy there was a stress of 89% (7 spaces available). The report notes that commuter parking is felt strongly in

the survey area but that the potential overspill can be accommodated on street without affecting existing residents.

- 8.27 The report does not note that three existing on-street parking bays would be lost as a result of the proposed new vehicle crossovers. Therefore the parking stress would be more severe than highlighted.
- 8.28 It is arguable that the PTAL rating is not reflective of the sites' close proximity to Coulsdon Town and railway station. The development would provide off-street parking for the family sized units and two of the 2 bedroom units. Given the proximity to the district centre, it is reasonable that the smaller units would not have any dedicated parking provision.
- 8.29 The high parking stress is recognised and following negotiations, as a mitigation measure an on-street car club bay will be provided at the southern end of South Drive with electric vehicle charging point (EVCP). The applicant would bear the cost of the EVCP for the car club together with a year's membership costs for the residents of the development. As well as this, to ensure the mitigation of the additional parking demand impacts on the road network in area by residents, the residents without on-site parking bays should not be permitted to have car permit. Both of these measures can be secured by condition.
- 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 proposed parking bays are all accessed directly from the highway and in common with many parking spaces on the road do not have off-street turning spaces. The area to the front of the bays would need to be kept clear of traffic and therefore would provide a passing place on the street for traffic using South Drive. 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.
- 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 in a basement area under the building (making good use of ground levels). 14 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 14 cycles will be secured by condition.

- 8.35 Refuse storage is also shown in the basement area. It is located in close proximity to the highway 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 gated 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 risk of surface water flooding and limited risk of groundwater flooding. A Flood Risk Assessment (FRA) has been submitted as part of the application recommending flood resistance and resilience measures including setting minimum floor levels and raising the height of electric sockets. 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

- 8.38 The site is not covered by any Tree Preservation Orders and there are no trees of any particular merit on the site. There are ornamental shrubs and plants and there is no objection to their removal. The plans show some replacement landscaping to the site and full details of hard and soft landscaping including boundary treatment will be secured by condition.
- 8.39 Ecology – 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

- 8.40 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

- 8.41 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 harmful impact on the adjacent properties. On balance, with the inclusion of a Car Club bay on street, the impact on the highway network is acceptable. Thus the proposal is considered to be in accordance with the relevant policies.

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