

PART 6: Planning Applications for Decision

Item 6.2

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/03003/FUL
 Location: 2 Coulsdon Road, Coulsdon, CR5 2LA
 Ward: Old Coulsdon
 Description: Demolition of existing dwelling and erection of new building to create 9 flats with associated car and cycle parking provision, refuse storage and landscaping
 Drawing Nos: P-001 P1, P-002 P1, P-003 P1, P-004 P1, P-005 P1, P-010 P2, P-011 P3, P-012 P3, P-013 P1, P-014 P1, P-015 P3, P-016 P2, P-020 P2, P-021 P2, P-022 P2, P-023 P2, P-024 P2, P20a P1, P-023 P3
 Applicant: Mr M Smith
 Agent: Mr Colin Smith
 Case Officer: Sissi Yang

	1 bed	2 bed	3 bed	5 bed
Existing				1
Proposed Flats	1b, 2p x 3	2b,4p x 5,	3b, 5p x 1	
Total	3	5	1	

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
6	18

1.1 This application is being reported to committee because Councillor Margaret Bird has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration. Objections above the threshold in the Committee Consideration Criteria have also been received and Hartley and District Residents' Association (HADRA) have referred the application to Committee.

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. Time limit of 3 years
- 3. Materials to be submitted.
- 4. Details of Car parking/Electric vehicle charging point as submitted

5. Landscaping scheme including boundary treatments/refuse storage to be submitted
6. Details of all refuse/bins and cycle stores to be submitted to include a visitor cycle parking
7. Details of private and communal amenity space and playspace to be provided
8. Side openings facing no.4 shall be non-openable and obscured, side privacy screening facing no.4 at first floor level shall be provided and details to be submitted
9. Windows to be obscure glazed
10. Details of tree protection and replacement planting to be agreed
11. Lower ground floor and ground floor levels to meet M4 (2), Flats 2 to meet M4 (3).
12. 19% Carbon reduction
13. 110 litre Water usage
14. Construction Logistics Plan to be submitted
15. 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) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following (Figure 1):

- Demolition of existing detached two storey five bedroom house.
- Erection of a three storey building.
- Provision of 1 x three bedroom flat, 5 x two bedroom flats and 3 x 1 bedroom flats
- Provision of private and communal external amenity space as well as children's play space
- Provision of 6 off-street spaces and associated external refuse and cycle stores



Figure 1. Proposed Site Plan

3.2 The scheme has been amended during the application process to reduce 1 parking space, increase size of a bedroom and show visibility splays.

Site and Surroundings

3.3 The site is a prominent corner plot located at the junction of Coulsdon Road and Petersfield Crescent. Land levels fall from east to west and therefore the Petersfield Crescent frontage is situated at a significantly lower level and is more prominent than the Coulsdon Road frontage.

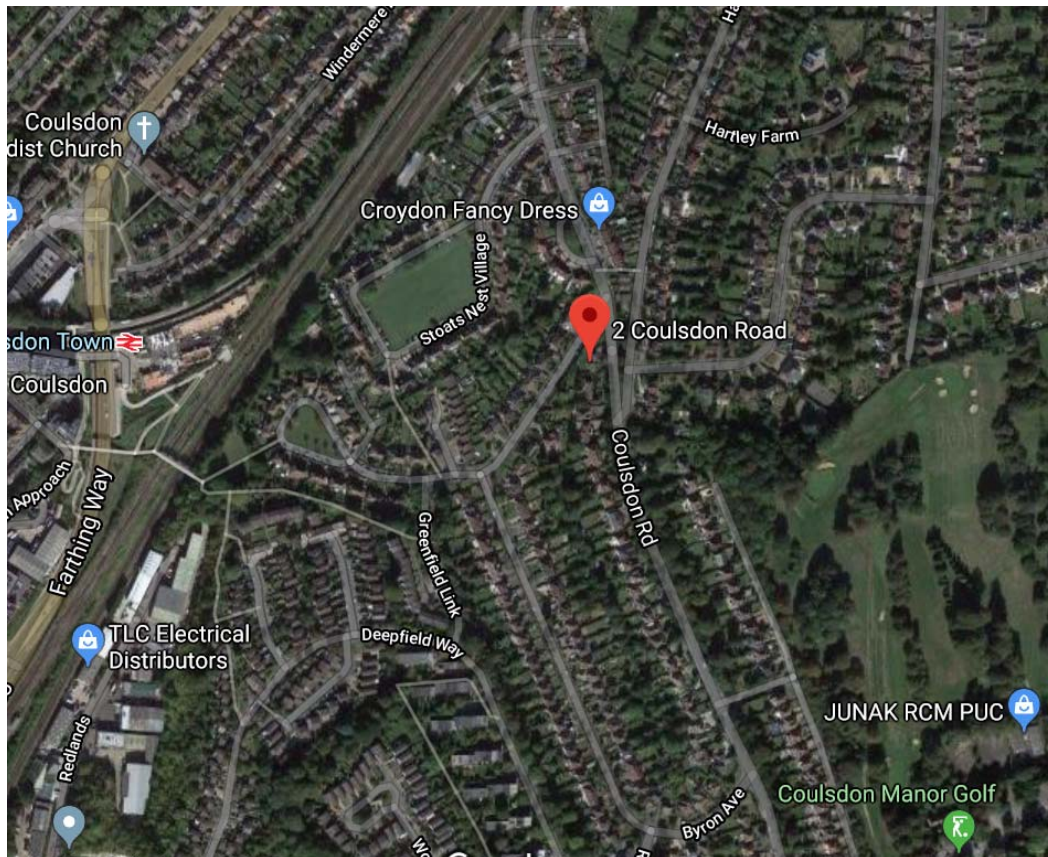


Figure 2: Aerial street view within the surrounding streetscene

3.4 This is a mostly residential area, comprising mostly detached or semi-detached dwellings with varied external appearances. There is also a parade of local shops approximately 50m from the site.

3.5 The site is located within an area at risk of Surface Water Flooding. The site is located within a PTAL 2 area.

Planning History

3.6 The most relevant planning history associated with the site is noted below:

- 19/01545/PRE: Proposed demolition of existing house and erection of new building to form 9 units (1x 3Bed, 5x 2Bed and 3x 1 Bed) provision of car and cycle parking, refuse storage and associated landscaping
- 18/06120/FUL: Demolition of existing house and erection of new building to form 9 units, provision of car and cycle parking, refuse storage and associated landscaping. Withdrawn 25.03.2019

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 for its setting.

- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are acceptable and Nationally Described Space Standard (NDSS) compliant.
- The trees are appropriately protected subject to conditions.
- The level of parking and impact upon highway safety are considered acceptable.
- 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 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: 54 Objecting: 53 Supporting: 0 Comment: 1

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

Objection	Officer comment
<i>Principle of development</i>	
Loss of larger family home	This is addressed in section 8.2 – 8.4 of this report.
<i>Design and appearance</i>	
Out of keeping with the surrounding area,	This is addressed in section 8.5 to 8.11 of this report.
<i>Impact on amenities of neighbouring properties</i>	
Adverse impact on neighbouring properties on overlooking, light, noise.	Construction hours and related disturbance will be controlled via conditions, other issues addressed in section 8.17 – 8.21
<i>Impact of the development on the future occupiers</i>	
Loss of garden, no children play / amenity areas.	This is addressed in section 8.11 of this report.
Over development.	This is addressed in section 8.9 of this report.

<i>Trees and ecology</i>	
Impact on trees and wildlife and habitat	This is addressed in sections 8.33 to 8.34 of this report.
<i>Highways and parking</i>	
Insufficient parking provision and parking safety	This is addressed in section 8.24 to 8.25 of this report.
Building restrict view at junction, Cars turning into and from Petersfield Crescent need to have full visibility of traffic	This is addressed in section 8.22 to 8.27 of this report.
Transport statement is based on incorrect massing proposal	The statement is considered to adequately assess the impacts of the development
Only two electronic charging provided not meeting requirement	This is adequate and meets policy requirements
<i>Other material considerations</i>	
Not enough permeable material proposed	This is addressed in section 8.32 of this report.
Pressure on local facilities	This is addressed in section 8.35 of this report.
Waste bins provision not sufficient	This is addressed in section 8.10 and 8.26 of this report.
Design for profit not for social requirement	There is no requirement for affordable housing in a scheme of this scale
Avoid affordable housing	Such scale of development is not required to contribute towards affordable housing
They should use brownfield before family houses	This is a suitable windfall site
Impact on value of neighbours houses	It is not a planning consideration

6.3 Cllr Margaret Bird objected to the proposal on the grounds below:

- Impact on residential amenity
- Detrimental to character of the area
- Impact on trees
- No children's play space
- Not enough bins
- Transport assessment is flawed as only one vehicle is estimated to leave or arrive in the peak hours
- inadequate parking will affect safety of residents

6.4 Hartley and District Residential Association objected to the proposal on the grounds below:

- No affordable housing provided
- Detrimental to character of the area
- Over development
- Insufficient Parking
- No details of temporary bins
- No lift and not meet M4(3) and M4(2)
- Noise impact
- A Health Impact Statement, Demolition/Construction Logistics Plan, and SUD's details have not been provided.

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 2016

- 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
- DM18 - Heritage assets and conservation
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

7.8 Emerging New London Plan

Whilst the emerging New London Plan is a material consideration, the weight afforded is down to the decision maker linked to the stage a plan has reached in its development. The Plan appears to be close to adoption. The Mayor's Intend to Publish version of the New London Plan is currently with the Secretary of State and no response had been submitted to the Mayor from the Secretary of State. Therefore, the New London Plan's weight has increased following on from the publication of the Panel Report and the London Mayor's publication of the Intend to Publish New London Plan. The Planning Inspectors' Panel Report accepted the need for London to deliver 66,000 new homes per annum (significantly higher than existing adopted targets), but questioned the London Plan's ability to deliver the level of housing predicted on "small sites" with insufficient evidence having been presented to the Examination to give confidence that the targets were realistic and/or achievable. This conclusion resulted in the Panel Report recommending a reduction in London's and Croydon's "small sites" target.

The Mayor in his Intend to Publish New London Plan has accepted the reduced Croydon's overall 10 year net housing figures from 29,490 to 20,790 homes, with the

“small sites” reduced from 15,110 to 6,470 homes. Crucially, the lower windfall housing target for Croydon (641 homes a year) is not dissimilar to but slightly larger the current adopted 2018 Croydon Local Plan target of 592 homes on windfall sites each year.

It is important to note, should the Secretary of State support the Intend to Publish New London Plan, that the overall housing target in the New London Plan would be 2,079 new homes per annum (2019 – 2029) compared with 1,645 in the Croydon Local Plan 2018. Therefore, even with the possible reduction in the overall New London Plan housing targets, assuming it is adopted, Croydon will be required to deliver more new homes than our current Croydon Local Plan 2018 and current London Plan (incorporating alterations 2016) targets.

For clarity, the Croydon Local Plan 2018, current London Plan (incorporating alterations 2016) and South London Waste Plan 2012 remain the primary consideration when determining planning applications.

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 Biodiversity
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. Approximately 30% of future housing supply may be delivered by windfall sites which provide sensitive renewal and intensification of existing residential areas and play an important role in meeting demand in the capital, helping to address overcrowding and affordability issues. The draft London Plan does not change this overall approach to housing delivery.

8.3 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 material impacts, a residential scheme such as this is in principle supported.

8.4 Policies aim for there to be no loss of 3 bedroom homes as originally built, homes under 130m² and that 30% of homes should be family homes (including 2 bed 4 person homes). The existing building on site is a five bedroom house. The existing floor area is approx. 163m². The scheme proposes units (1 x 3 bedroom, 5 persons unit, 5 x 2 bedroom, 4 persons units and 3 x 1 bedroom, 2 persons units) which

include 1 family home and 5 smaller family homes. It would exceed 30%, so there is a net uplift in family homes.

Townscape and Visual Impact

- 8.5 The existing dwelling is not statutorily or locally listed and therefore there is no objection to its demolition.
- 8.6 Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys, respecting local character. The proposed building would be 3 storeys. The proposed design approach is sympathetic to the surrounding area. The design deals with the constraints of the site whilst maximising the number of units to be provided.



Figure 3: Proposed Front Elevation



Figure 4: Proposed Rear Elevation

- 8.7 The proposal creates an acceptable scheme which is a positive addition to the area. The proposed front would have double gables which respond to existing double

gables opposite on Petersfield Crescent. The rear elevation would appear to be two storey and it would include a gable below the main roof ridge. The third storey would be contained within a mansard roof. The front, rear and side would have external balconies. The nature of the immediately surround area is defined by buildings which are set within large, spacious plots. The proposed design is considered to respect the wider area, with the appearance from the roadside of a large detached dwelling.

- 8.8 The proposal would utilise roof tiles to match the local vernacular, white framed windows, brick walls and black metal railings to balconies. Details of all external facing materials including sample boards of facing materials, fenestrations and finishes will be controlled via a condition.
- 8.9 The external space at the eastern side is one floor level higher than that at the western side. There will be entrances to the site, cycle stores and bins/refuse stores at both western and eastern sides. Parking space will be at western side. It is acknowledged that the site is a tight site with most of the site being given over to the proposed build. Given the shape of the site, this is likely to be the result for any reasonable scheme optimizing the use of the site which comes forward here. The building is set back from Petersfield Crescent by a similar distance to buildings opposite and there is no established building line on this side of the road to respond to. Whilst parking spaces would be located close to the elevation of the building, there would be adequate space for private amenity space and adequate entrances.
- 8.10 There will be bin stores close to front doors of unit 1, 2 and 3 at lower ground floor level. The other bins/refuse stores will be located close to entrance to the building for ground and first floor levels and within 20m from the entrance from Coulsdon Road which is considered acceptable for both future occupiers and refuse collection and so does not require a temporary bin location for pick up. The proposal would provide at least 2,860 ltrs which meets the minimum requirement in total. The materials and detailed design should have high quality materials and its design should be sympathetic to the main building. Further details of the bins/refuse stores will be controlled via condition.
- 8.11 Two areas of communal amenity space are proposed to the sides of the building. One space would be at the southern end of the site between the building and the boundary with 4 Coulsdon Road. This space is considered likely to feel relatively enclosed and would be in close proximity to bedroom windows for one of the units. As such, it does not lend itself to being a communal area and a condition is recommended to finalise the details of private amenity space for the adjacent unit so that this space can be incorporated into their private amenity space. The other area of communal amenity space would be located at the northern end of the site in the apex of the junction. This provides a large enough space to incorporate a small play area and so meet the policy requirement regarding the amount of space required but due to the level changes would need to be accessed via a ramp or the pavement. Given the topography of the site, it is almost inevitable that a communal space in this location would not be directly accessible by all of the units in the building. The communal amenity space is considered to be in the right location for the scheme – addressing the junction of the roads and in an area where a building could not be feasibly located. Given that all units have acceptable private amenity space, this provision is on balance acceptable and a condition is recommended to secure the detailed design of communal amenity space and play spaces.

- 8.12 Overall the scheme is considered to be a sensitive intensification of the site which makes the best use of the site, creates a homogenous development, which is of an appropriate scale and that respects the existing character of the wider area. It is considered acceptable subject to conditions.

Housing Quality for Future Occupiers

- 8.13 All the units would comply with requirements set out by the Nationally Described Space Standards (NDSS) in relation to units, bedrooms and floor to ceiling heights. All units would be afforded adequate private amenity spaces. Most of proposed habitable windows and all private amenity space would face west or east.
- 8.14 It is noted that openings of two bedrooms of Flat 2 are next to excavation with retaining walls. The applicant submitted a Sunlight and Daylight Assessment with Average Daylight Factors (ADFs) showing these two bedrooms (R1 and R2) would have ADFs of 2.05% and 3.26% which exceed the standard of 1% for bedrooms. The applicant has also provided section drawings of these two bedrooms openings which show that they would meet the 25 degree test. Therefore the level of sunlight, daylight and outlook would be acceptable for these rooms.
- 8.15 Although the ADFs of living/kitchen of Flats 1 and 2 would not meet standard of 1.5% for living/kitchen space, it would only fail marginally (1.47% and 1.44%). The units have adequate internal floor space and external private amenity space. On balance, it is considered acceptable in terms of sunlight, daylight and outlook.
- 8.16 Windows at ground floor level adjacent to the communal path to the communal front door serve a kitchen and circulation space. As such, no loss of privacy would result to the circulation space and a condition is recommended to secure details of obscure glazing to the kitchen window to reduce a loss of privacy. It is noted that the kitchen is a through kitchen-dining room with outlook in another elevation.
- 8.17 A children's play space and outdoor communal space are shown to be provided. Details of this will be secured by condition. This is discussed in Townscape and Visual Impact, above.
- 8.18 In terms of accessibility, Flats 1, 2 and 3 at lower ground floor level would have level access to the external space and entrances at western side and Flats 4, 5 and 6 at ground floor level would have level access to the external space and entrance at eastern side. Flat 2 at lower ground floor level is shown on the drawings to be adaptable for M4 (3) users. This can be secured by condition.
- 8.19 The development is considered to result in an acceptable quality development including 1 x 3 bedroom family unit and 5 smaller family units as well as all units having acceptable private amenities and capacity to provide child playspace and communal space which overall provide an acceptable standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.20 The properties that have the potential to be most affected is the adjoining occupier at 4 Coulsdon Road. 2, 3 and 4 Petersfield Crescent are located opposite on Petersfield Crescent. There are properties to the rear of the application which are more than 30m away. Figure 4 below indicates locations of the neighboring properties.

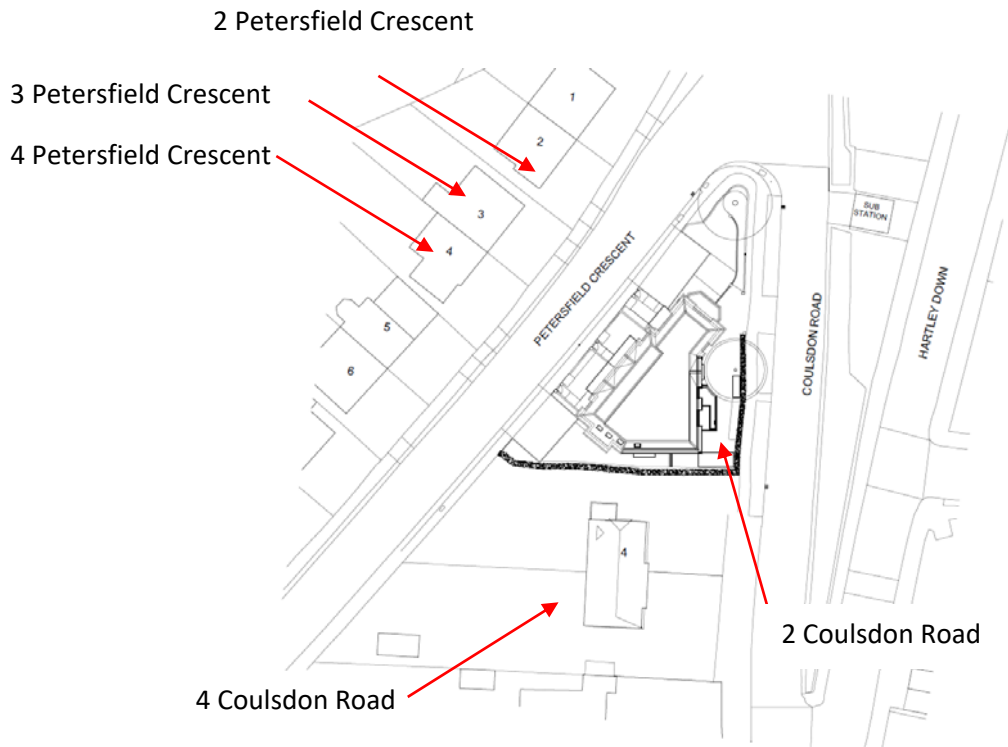


Figure 5: Proposed Block Plan

2, 3 and 4 Petersfield Crescent, properties to the rear of the application

- 8.21 There would be more than 20 metres between the proposed building and the front/rear elevations of the neighbouring properties above, with an intervening road. Owing to this significant separation between the built forms and existing landscaping, overall the proposal is not considered to impact upon the amenities of these adjoining occupiers.

4 Coulsdon Road

- 8.22 The proposed building will be approx. 9m from no.4's main side elevation and it will be located to the northern side of no.4. Given its overall height, scale and location, the proposal is not considered to have significant impact on outlook, sunlight and daylight to this adjoining occupier's original building. A single storey side/rear extension has been constructed (ref 82/02635/D) which has a large window facing

towards the site. The development would have an impact on this window and the habitable room it serves. It is noted however that this room has another window in the rear elevation which would not be affected and the house also has a kitchen, lounge and dining room which would not be affected by the proposal, as well as this habitable room. Taken with the guidance in the SDG that side facing windows will be given minimal weight and the orientation of the proposal to the north of this window the impact on this habitable room is considered acceptable.

- 8.23 All side openings at first floor level facing to no.4 Coulsdon Road will need to be non-openable and obscured glazed up to 1.7 metres from the internal floor height to restrict overlooking, which will be conditioned. The side elevation facing to no.4 of the external balcony of Flat 8 should have a privacy screen of 1.8m in height to restrict overlooking. This will be conditioned.

Access and Parking

- 8.24 The site falls within a PTAL of 2, considered to be poor. The site has the benefit of a vehicle access from Coulsdon Road. The London Plan and Policy DM30 of CLP2018 sets out that maximum car parking standards for residential developments based on public transport accessibility levels and local character. 1-2 bedroom units should provide a maximum of less than 1 space per unit and 3 bedroom units up to 1.5 spaces per unit. Policy DM30 also states that in areas of good public transport (PTAL 4 and above) the impact of car parking in any development should be reduced.
- 8.25 One of the off street parking spaces was removed to enable sightlines following Council's Transport Officer's advice which results in provision of 6 spaces in total. Census data shows that generally 0.74 vehicles are owned per household which would result in 6.66 vehicles likely to result from this development. As such, the development may give rise to a low level of on-street parking.
- 8.26 The applicant provided an on street parking survey in accordance with the Lambeth methodology which shows that, even with areas of unsuitable parking such as large portions of Stoats Nest Road discounted, there would be adequate parking to accommodate this low level of overspill parking.
- 8.27 Proposed number cycle storage facilities would comply with the London Plan (which would require 18 spaces). The cycles need to be stored in a purpose built structure, which would be accessible externally. The materials and design should also match the main building. Visitor cycle parking should be provided. Details of visibility splays have been provided. This is secured via condition.
- 8.28 Taking into account the sites location within a residential area, a Construction Logistics Plan (CLP) will be required via condition.
- 8.29 Overspill parking from the site and visitors are likely to park in Petersfield Rd close to the junction to minimise walking particularly when unloading shopping/children/disabled visitors. £5000 should be secured for double yellow lines to prevent parking close to the junction both of Coulsdon Rd and Petersfield Crescent – a condition is recommended to secure this.

- 8.30 Any new crossovers and removal of existing will require an s278 agreement with the highway authority.

Environment and sustainability

- 8.31 Conditions will 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.
- 8.32 The applicants have submitted a Flood Risk Assessment (FRA) which has reviewed the existing on-site scenario and proposed to utilise a number of methods including permeable surfacing, lined ring soakaways and green or sedum roofing to mitigate the proposed buildings and hardstanding areas on the site.

Trees and Biodiversity

- 8.33 There are two Yew trees on site which are protected by Tree Preservation Order (TPO). Both these trees are to be retained and the proposal has been assessed in relation to its impact upon the trees and found to be acceptable. Additionally, two trees and one hedge of other, non-protected, trees are to be lost and would be replaced with like for like planting of three trees which is considered to be an enhancement given the low value of these existing trees. Details, including of tree protection will be secured by condition.
- 8.34 There are concerns raised by public about biodiversity. The site is a residential property in an adequate state of repair. As such, it is not considered likely to support protected species' habitats. Whilst there would be some overall loss of landscaped space, it is not considered to be high in biodiversity value.

Other matters

- 8.35 The development will be liable for a charge under the CIL. This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

Conclusion

- 8.36 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard and would not harm the visual amenities of the area or adjoining occupiers. The proposed impact on the highway network and parking provision is acceptable. The proposal is therefore overall considered to be in accordance with the relevant policies.
- 8.37 All other relevant policies and considerations, including equalities, have been taken into account.