

PART 6: Planning Applications for Decision

Item 6.5

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/00235/FUL
 Location: 37 Smitham Downs Road, Purley, CR8 4NG
 Ward: Coulsdon Town
 Description: Conversion and extension of existing house to form three flats (Class C3), demolition of garage and erection of three storey building to form 6 flats (Class C3) and associated car parking, cycle and refuse storage.
 Drawing Nos: 2017.179.01, 2017.179.13, 2017.179.14, 2017.179.15, 2018.179.03 Rev A, 2018.179.04 Rev A, 2018.179.05 Rev A, 2018.179.06 Rev A, 2018.179.07 Rev A, 2018.179.08 Rev A, 2018.179.09 Rev A, 2018.179.10 Rev A, 2018.179.11 Rev A, 2018.179.12 Rev A, 2018.179.16 Rev A.
 Applicant: Mr Patel, 37SDRB Ltd
 Agent: Mr Patrick Stroud
 Case Officer: Samantha Dixon

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

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
5	17

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. Details of Refuse storage as submitted
- 4. Full details of cycle storage to be submitted

5. Details of electric vehicle charging point to be submitted
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. Details of acoustic measures to party wall to be submitted
9. Development in accordance with Tree survey and tree protection plan
10. Hard and soft landscaping including boundary treatment to be submitted
11. Details of site specific SuDS to be submitted
12. Details of children's playspace to be provided
13. Inclusive access as shown on plans
14. Details of ramp to entrance to Unit 1 to be submitted
15. Car parking provided as specified
16. No obstruction within visibility splays
17. 19% Carbon reduction
18. 110litre Water usage
19. Construction Logistics Plan as submitted
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:

- Refurbishment and roof extension of existing building to create 3 units
- Erection of a three storey building to side of existing to create 6 units, joined by gazed link
- Overall provision of 9 units including 1 x 3 bed flats, 5 x 2 bed flats and 3 x 1 bed flats
- Provision of communal external amenity space and children's play space
- Provision of 5 off-street parking spaces
- Provision of associated refuse and cycle stores

3.2 During the course of the application amended plans have been received. The number of units with private amenity space has been increased, the plans show that Unit 3 would be a wheelchair accessible unit and a ramp has been added to the front of the existing building, the appearance of the rear elevation has been simplified, the refuse store has been reduced in scale and situated further from the adjoining property.

Site and Surroundings

3.3 The site comprises a semi-detached dwelling located to the south west side of Smitham Downs Road. Land levels fall from north west to south east. There is an existing large detached garage to the side of the house with a large area of hardstanding to its front. The site has a public transport accessibility level of 2.



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

Planning History

3.4 87/02070/P Erection of detached house with integral garage. Refused October 1987

3.5 18/04833/PRE Conversion and extensions to existing house, erection of a detached block to land at side to create a total of 9 units

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
- 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 9 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: 20 Objecting: 20 Supporting: 0 Comment: 0

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

Objection	Officer comment
<i>Design and appearance</i>	
Gross overdevelopment of the site	Addressed in Section 8.10 of this report.
Flats will change the character of the area	Addressed in Sections 8.2, 8.3, 8.6 – 8.9 of this report.
Out of keeping with large detached houses	Addressed in Section 8.6 – 8.9 of this report.
Design not sympathetic to surroundings	Addressed in Section 8.6 – 8.9 of this report.
Dominant and symmetry of semi-detached pair will be disrupted	Addressed in Section 8.6 – 8.9 of this report. The symmetry of this pair has already been lost by the significant single storey elements to the side of No.39 and the existing differing two storey side extension to both properties.
<i>Impact on amenities of neighbouring properties</i>	
Loss of light to neighbouring properties	Addressed in Section 8.17 - 8.26 of this report.
Overlooking and loss of privacy for neighbours	Addressed in Section 8.17 - 8.26 of this report.
Bin store adjacent to my front entrance will be unsightly, cause odour problems	Addressed in Section 8.22 of this report.

and potential vermin (39 Smitham Downs Road)	
Need for soundproofing between 39 Smitham Downs Road and proposed development.	Addressed in Section 8.20 of this report.
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.
Construction noise and dust will be harmful to local residents	Addressed in Section 8.34 of this report.
<i>Trees</i>	
Loss of trees and greenery in street scene	Addressed in Section 8.37 of this report.
<i>Transport and parking</i>	
Inadequate parking provision	Addressed in Section 8.28 of this report.
Cars parked on road will cause extra parking stress	Addressed in Section 8.28 of this report.
Cars parked on road will cause accidents and hazards to other road users including buses and school children	Addressed in Section 8.29 of this report.
Cars parked on road will obstruct views at a dangerous junction	Addressed in Section 8.29 of this report.
Cars will park adjacent to my access and obstruct my visibility (39 Smitham Downs Road)	Addressed in Section 8.29 of this report.
<i>Other matters</i>	
No affordable housing	This is a minor development and as such affordable housing is not required by policy.
Lack of services in the area e.g. GPs and schools to cope with extra people	The development will be CIL liable. This is addressed at section 8.40 of this report.
Previous application for one house refused and this should be too	The previous application was made in 1987, 32 years ago. There are different national and local planning policies in place since this time.

6.4 The following Councillor has made representations:

- Cllr Luke Clancy (Coulsdon Town Ward Councillor) Objecting:
 - Over development
 - Refuse arrangement
 - Lack of parking
 - Privacy concerns

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

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

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

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character

- 7.6 Architecture
- 7.21 Woodlands and trees

7.5 Croydon Local Plan 2018

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

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

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) and ensure that 30% of new homes are family homes (including 2 bedroom 4 person units). The existing building on site is a 4 bedroom house and one three bedroom and two 2 bedroom 4 person units are proposed, resulting in three family units, this meeting the 30% requirement. Considering that part of the proposal is for a conversion, the use of 2 bedroom 4 person units in this manner is considered acceptable.

Townscape and Visual Impact

- 8.6 The overall design approach is to retain the existing building with minimal extensions to not affect the balance of the pair of semi-detached houses. The new building is designed to be read as a separate building, with the linking extension being set back and glazed. Part of the existing side extension would be removed and the roof form enlarged to include a hip to gable extension and rear dormer extension. These elements are acceptable, being common characteristics in suburban areas. Gables are a common feature on Smitham Downs Road. The dormer extension is set well down from the ridge line and set to the side of the adjacent gable feature.
- 8.7 The new building would also have a traditional form comprising two full storeys with further accommodation in the roof space. From the frontage the building has the appearance of a detached dwelling with a front door, hipped roof and gable feature commonly found in this road. The building would have external materials of red brick, hanging tile and plain roof tiles which would ensure the development would sit comfortably in the street scene.
- 8.8 The building would be connected to the existing building by a glazed link which is well set back from the front elevation. The set back and materiality ensure a visual gap is retained between the structures which positively allows the proposal to respect the characteristics of the surrounding area. As well as this a gap of 1 metre is retained to the south east side boundary which prevents the building from appearing unduly cramped.



Figure 2: Plan of proposed frontage within the street scene

- 8.9 The height of the building is well conceived, the built form falling with the level of the street to be lower than the existing building on site and higher than the dwelling

adjacent No.35. The building is set slightly behind the existing front building line of the existing building to the north west (No.37/39) and given the fall in ground levels the building would not be overly visible from the north west approach to the site. The building is also set behind the front building line of the dwelling and detached garage to the south east by approximately 3 meters. Whilst it is acknowledged that the depth of the proposed built form is significantly more than the adjacent properties, given the set back and location of other dwellings in this row, the proposed building will sit appropriately within the street scene.

- 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 295 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 a large plot 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. The units located on the ground floor have access to private amenity space in excess of minimum standards, although it is noted that the space for Unit 4 is poor. Five out of six of the properties at the upper floors all have private balconies, although it is noted that one is slightly under the size of the minimum requirement. Only one unit has no private amenity, this being the front facing unit within the existing building. As this is element of the scheme is a conversion, where these standards should be applied flexibly, this is considered to be acceptable.
- 8.14 A good sized communal garden (approximately 240sqm) is provided at the rear of the site and therefore concerns with regard to the inadequate private areas are mollified. On balance, the quality of the amenity space is considered acceptable. A child play space is shown to be provided within the communal garden space (full details of which can be secured by condition).
- 8.15 In terms of accessibility, level access would be provided to both of the ground floor units in the new building, and a ramp would be provided to the front of the existing building which currently has a stepped access. The London Plan states that developments of four stories or less require disabled unit provisions to be applied flexibly to ensure that the development is deliverable. In this instance it is considered

that one of the ground floor units should be M4(3) adaptable and the other two should be M4(2). This can be secured by condition.

- 8.16 The development is considered to result in a high quality development including a three bedroom family unit all with adequate amenities and overall provides a good 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.35 and 39 Smitham Downs Road, 2B The Horseshoe and dwellings on the opposite side of the road.



Fig 5: Ground floor plan highlighting the relationship with the adjoining occupiers.

35 Smitham Downs Road

- 8.18 This detached dwelling is located to the south east of the site. It has a detached double garage adjacent to the boundary with No.37, the dwelling being located approximately 8.5 meters from the boundary. Whilst the application site is located on a higher ground level, given the gap between the buildings, the proposed development does not encroach over a 45 degree angle from the rear windows of No.35 either horizontally or vertically. The side openings in No.35 appear to be a door at ground floor level and a hallway at first floor level. The proposed built form will not encroach over a 45 degree angle from these openings. Given the gap between the buildings, the proposal will not be unduly overbearing or cause any loss of outlook. The orientation of built form

ensures the proposal will not cause any harmful loss of light. The proposed side facing windows at ground floor level will not cause any loss of privacy and the proposed upper level windows are high level and therefore would not afford any overlooking. The rear facing balconies are recessed and afford no overlooking sideways into No.35. The impact on this property is acceptable.

39 Smitham Downs Road

- 8.19 This property is attached to the existing dwelling. The alterations to the existing building include a small single storey extension of 0.7m in depth to the rear over the existing single storey element, and a roof extension and dormer addition to the rear. The rear first floor extension is very narrow and as such will not affect light or outlook to No.39. As originally submitted the plans showed this to be recessed balcony, however given the proximity to the boundary this balcony has been removed and Juliette windows proposed instead. This impact is therefore no greater than the existing arrangement at the rear. The proposed rear dormer and gable addition to the rear have no impact on light or outlook. The gable has been altered to provide a recessed balcony and this element affords no greater overlooking than the current situation.
- 8.20 It is noted that the proposal has mostly been designed so that bedrooms abut the shared wall between the new units and No.39, however Unit 3 has a main living space adjacent to the wall. The plans show that acoustic measures will be undertaken to the party wall and the Design and access Statement outlines that these measures would better current building regulations. Full details will be required and secured by condition.
- 8.21 The new building would be located almost 11 meters from the boundary with No.39 and for this reason would cause no loss of overlook or light. The upper level windows in side elevation would be high level and as such would afford no overlooking.
- 8.22 The occupier of No.39 has raised concern to the position of the refuse store being located in close proximity to the shared boundary at the front of the site. The applicant has amended the plans to increase the gap between the refuse store and the boundary and to provide a greater landscape buffer which will visually screen the structure.
- 8.23 Overall, the amended plans will not harm the amenities of the adjoining property 39 Smitham Downs Road.

2A The Horseshoe

- 8.24 This residential property is located to the rear of the application site, its rear garden directly backing onto the site. There is mature vegetation along the rear boundary of the site which is shown to be retained on the proposed plans. The existing dwelling is 16m from the rear side boundary and therefore given the existing situation and the gap between the buildings, the alterations to the existing building will not have any additional impact on the amenities of No.2A.
- 8.25 The new building is located 11.5m from the rear boundary of the site. The windows in the rear elevation are located so that they do not create any direct overlooking to the first 10m of the garden of No.2A (closest to the house). This coupled with the existing planting is significant enough to ensure the proposal does not cause any significantly harmful impact to No.2A in terms of loss of privacy. Retention and enhancement of

planting can be secured by condition. The gap between the properties ensures the proposal will not cause any loss of light or be unduly overbearing.

Dwellings on the opposite side of Smitham Downs Road

8.26 No's.44 and 46 Smitham Downs Road are located on the opposite side of the road. Their front elevations are separated by the proposal by over 30 meters. As such the proposal would not cause any harmful loss of light, outlook or privacy.

Access and Parking

8.27 The site has a PTAL rating of 2 which means that it has poor access to public transport links. The site is located approximately 1.4km from Coulsdon town centre and railway station, 1.3km from Reedham railway station and there is a bus stop 70 meters from the site.

8.28 The existing vehicular access would be used and 5 off-street parking spaces would be provided to the front of the site. A parking stress survey has been undertaken using the Lambeth Methodology which indicates that there is an average parking stress within 200 meters of the site of 19%. Car parking demand on the site has been estimated using 2011 Census data which concludes that the proposed development will generate a demand of 6.12 spaces. In this instance there are 5 spaces being provided which would result in an overspill of 1.12 spaces. There is therefore sufficient on street parking spaces to accommodate any overspill.

8.29 Concern has been raised by local residents with regard to the safety of additional vehicles parked on Smitham Downs Road which is a bus route with numerous junctions in close proximity to the site. Parking on Smitham Downs Road is currently unrestricted and the number of extra vehicles that would park on the highway is very few. The parking stress survey demonstrates that there is plenty of scope to park on other nearby roads which do not have these same characteristics.

8.30 Local Plan Policy DM30 states that 20% of parking bays should have electric vehicle charging points, with future provision available for the other bays. The plans show that one space would be an active charging point and the remaining 4 passive charging points. Details and provision of the EVCP will be conditioned.

8.31 A cycle storage area would be provided in the garden. 17 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). The plans show the scale and appearance of the proposed cycle store and the agent has confirmed that the cycles will be double stacked. Full details of the proposed storage method will be secured by condition.

8.32 Refuse storage is shown to the front of the site. Its position has been amended to increase the distance from the boundary with the adjacent property. The bin store as originally shown was too large for the number of units and unnecessarily tall. As such its scale has been reduced to meet the necessary requirements. This has improved its appearance and enabled greater soft landscaping to be provided to screen the structure. The store is located adjacent to the highway which is convenient and suitable for refuse collectors.

8.33 The vehicular access to the site would be as existing and visibility splays are shown on the plans. A swept path analysis has been carried out showing that there is safe entry and exit for proposed vehicles from the proposed development.

8.34 A Construction Management Plan (CMP) has been submitted detailing hours of construction, deliveries and site access arrangements. The Highways Team have found the details acceptable and the submitted information can be secured by condition.

Environment and sustainability

8.35 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.

8.36 The site is located within an area some risk of surface water flooding and limited risk of groundwater flooding. Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS). A Flood Risk Assessment (FRA) incorporating a SuDS Strategy has been submitted as part of the application. The report outlines that soakaway and infiltration techniques would be suitable at the site to deal with surface water runoff and the use of a combination of soakaways, water butts and porous surfaces. It can be concluded that using the proposed measures the development would not increase flood risk elsewhere. A condition requiring further testing and detailing site specific measures would be imposed on any planning permission.

Trees and landscaping

8.37 The site is not covered by any Tree Preservation Orders. There are a number of small/medium sized trees on the site that provide good screening between properties. A tree survey, arboricultural method statement and tree protection plan has been submitted as part of the application. The proposed redevelopment will not result in the removal of any significant trees and retains as many of the trees as possible including those to the site frontage and rear boundary. The measures shown on the Tree Protection Plan shall be secured by condition.

8.38 The proposed site plan shows that additional planting is proposed to enhance the appearance of the site. Full details of hard and soft landscaping including boundary treatment will be secured by condition.

8.39 Ecology – The majority of the existing trees are to be retained. There is no reason to believe that any protected species would be harmed by the proposed development however 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 Representations have raised concerns that there is already lack of local services in 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.

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. The impact on the highway network is acceptable. Thus the proposal is considered to be accordance with the relevant polices.

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