

**PART 6: Planning Applications for Decision**

**Item 6.1**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 19/01352/FUL  
 Location: 56 Woodmere Avenue, Croydon, CR0 7PD  
 Ward: Shirley North  
 Description: Demolition of a single-family dwelling and erection of a 3-storey block containing 2 x 3-bedroom and 7 x 2-bedroom apartments with associated access, 9 parking spaces, cycle storage and refuse store  
 Drawing Nos: Trees at 56 Woodmere Avenue, CX18-S1-117, Traffic Survey, Part M4(2) Statement, Flood map for planning CX18. Received 20/03/2019  
 Surface Water and SuDS Assessment rev. a, Transport Statement. Received 20/05/2019.  
 Energy Statement, Internal Daylight Factor Report Rev0. Received 23/05/2019.  
 Hard Landscape Proposal Ground Plan Amendment B, Soft Landscape Proposal Ground Plan Amendment B, Outline 5 Year Landscape Management Plan, Planting Schedule, Tree Specifications. Received 28/05/2019  
 CX18-S1-101B, CX18-S1-102, CX18-S1-103b, CX18-S1-104B, CX18-S1-105B, CX18-S1-106C, CX18-S1-107, CX18-S1-108a, CX18-S1-109a, CX18-S1-110a, CX18-S1-111, CX18-S1-112A, CX18-S1-113, CX18-S1-114a, CX18-S1-115a, CX18-S1-116a, Design and Access Statement Rev.C, External Daylight Study Rev1. Received 03/07/2019  
 CX18-S1-111B. Received 17/07/2019  
 Applicant: Mr Gerasimos Stamatelatos of Aventier Ltd  
 Case Officer: George Clarke

	1B 2P	2B 3P	2B 4P	3B 4P	4B+	Total
Existing Provision				1		1
Proposed Provision		6	1	2		9

- 1.1 This application is being reported to Planning Committee following on from Planning Committee referral by Councillor Richard Chatterjee and in view of objections having been received above the threshold in the Committee Consideration Criteria.

**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. Materials as submitted
3. Details of Refuse/Cycle storage/Boundary treatment/Levels as submitted
4. Details of electric vehicle charging points to be agreed and implemented
5. No additional windows in the flank elevations
6. Trees - Accordance with the Arb Report and Tree Protection Plan
7. Hard and soft landscaping to be submitted
8. Permeable forecourt material
9. Details of SuDS to be submitted
10. Playspace to be provided
11. Inclusive access to ground floor flats
12. Car parking provided as specified
13. Visibility Splays as submitted and to be submitted for front car parking area
14. No obstruction within visibility splays
15. 19% Carbon reduction
16. 110litre Water usage
17. Time limit of 3 years
18. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) CIL
- 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:

- Demolition of existing detached house
- Erection of a three storey building which includes accommodation in roof-space
- Provision of 7 x 2 bedroom flats (6 x 3 person and 1 x 4 person) and 2 x 3 bedroom flats.
- Provision of 9 off-street spaces including one disabled bay.
- Provision of an associated bin and cycle store

3.2 The scheme has been amended during the application process and has been re-consulted. The amendments to the scheme are detailed as follows:

- Alterations to the layout of the units including additional balconies
- A change to the roof design and relocation of solar panels
- Additional car parking to the front of the building

### **Site and Surroundings**

3.3 The application site is on a corner between Woodmere Avenue and Round Grove. It contains a detached house and there is no significant change in levels.

3.4 The surrounding area is mainly residential in character with many of the properties being detached. The sites immediately opposite the applicant contain bungalows. Whilst there is no distinct style regarding the properties along this stretch of Woodmere Avenue, the majority appear to be single family dwellings.



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

### **Planning History**

3.5 On 27<sup>th</sup> August 2013, planning permission was refused for the erection of two, two storey side extensions and single/two storey rear extension; raising of roof ridge; erection of 3 dormer windows in rear roof slope; enlargement of dormer window and installation of roof-lights in front roof slope; enlargement of raised patio area at rear; retention of single storey rear extension on grounds of effect of the development on

the street-scene and on the amenities of neighbouring residential occupiers (LBC Ref 13/01030/P).

- 3.6 On 28<sup>th</sup> May 2010, planning permission was granted for alterations to the property including the erection of single storey front/two storey side extension (LBC Ref 10/00836/P).

#### **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 provide an appropriate mix of units including three-bed units and smaller family units.
- 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 unacceptable harm to the amenities of neighbouring residential occupiers.
- The proposed development would not have an adverse impact on the operation of the highway.
- The proposed development would not cause unacceptable harm to visual amenity of trees.
- The proposal would not have an adverse impact on flooding.
- 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. A re-consultation was also made with amended plans. The number of representations received from neighbours, MPs and local groups in response to notification and publicity of the application are as follows:

No of individual responses: 28    Objecting: 28    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:

<b>Summary of objections</b>	<b>Response</b>
<i>Principle of development</i>	

Overdevelopment and intensification	Addressed in the report at paragraphs 8.5 – 8.6
Loss of family home	Addressed in the report at paragraphs 8.4
Poor quality development	Addressed in the report at paragraphs 8.19 – 8.23
<i>Design</i>	
Out of character	Addressed in the report at paragraphs 8.7 – 8.13
Massing too big	Addressed in the report at paragraphs 8.7 – 8.13
Lack of private outdoor space	Addressed in the report at paragraphs 8.20
<i>Amenities</i>	
Loss of light from development	Addressed in the report at paragraph 8.15
Overlooking and loss of privacy	Addressed in the report at paragraph 8.16
Disturbance (noise, light, pollution, smells etc.)	Addressed in the report at paragraphs 8.18
<i>Traffic &amp; Parking</i>	
Not enough off-street parking	Addressed in the report at paragraphs 8.24 – 8.28
Negative impact on highway safety	Addressed in the report at paragraph 8.24 – 8.28
Inadequate refuse and recycling provision	Addressed in the report at paragraph 8.28 – 8.29
<i>Other matters</i>	
Strain on local services	Addressed in the report at paragraph 8.33

6.3 Councillor Richard Chatterjee objected on the following grounds:

- Overdevelopment and does not respect housing densities
- Unsuitable living conditions
- Lack of private outdoor space
- Lack of storage space
- Inadequate car parking
- Does not comply with the Local Plan in terms of scale, height massing and density
- Harm to neighbour due to the height
- Inadequate refuse and recycling facilities

6.4 Monks Orchard Residents Association (MORA) made the following representations:

- Overdevelopment of the site
- Over intensification of the existing residential area
- Inadequate access to local public transport
- Lack of storage for flats
- Lack of/poor quality of private outdoor space
- Overlooking and loss of privacy
- Lack of car parking
- Loss of light and overbearing to a neighbour
- Unsuitable bin and cycle stores

## **7.0 RELEVANT PLANNING POLICIES AND GUIDANCE**

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

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

- Promoting sustainable transport;
- Delivery of housing
- 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
- 3.9 Mixed and balanced communities
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.7 Renewable energy
- 5.10 Urban greening

- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.14 Water quality and wastewater infrastructure
- 5.15 Water use and supplies
- 5.16 Waste net self sufficiency
- 5.18 Construction, Demolition and excavation waste
- 6.3 Effects of development on transport capacity
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.12 Road Network Capacity
- 6.13 Parking
- 7.6 Architecture
- 8.3 Community infrastructure levy

#### 7.5 Croydon Local Plan (adopted February 2018)

- SP2 – Homes
- DM1 – Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 – Design and character
- DM13 – Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 – Development and construction
- DM24 – Land contamination
- DM25 – Sustainable drainage systems and reducing flood risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and Communications
- DM29 – Promoting sustainable travel and reducing congestion
- DM30 – Car and cycle parking in new development

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

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

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

- London Housing SPG, March 2016
- National Technical Housing Standards, 2015

- National Planning Practice Guidance

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

8.1 The principal issues of this particular application relate to:

- The principle of the development;
- Impact of the development on the character and appearance of the area;
- Impact on residential amenities;
- Standard of accommodation;
- Highways impacts;
- Trees
- Sustainability issues; and
- Other matters

### The Principle of Development

- 8.2 Both the London Plan and the NPPF place significant weight on housing delivery and focus on the roles that intensification and small sites in particular can play in resolving the current housing crisis. It is acknowledged that windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting the demand for additional housing in Greater London, helping to address overcrowding and affordability issues.
- 8.3 The residential character of Woodmere Avenue consists of large detached houses on large plots and the density is quite low. The proposal, whilst providing a flatted accommodation, has been designed to appear as a large detached dwelling-house which would maintain the overall character of neighbouring properties.
- 8.4 The Croydon Local Plan (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 130 square metres. The existing unit is a 3 bed single-storey house and is lower than this floorspace threshold. However, the proposal would provide two 3 bed, 4 person units and one 2 bed, 4 person unit which would provide adequate floorspace for smaller families. Policy SP2.7 sets a strategic target of 30% of new homes to be 3-bedroom homes and CLP acknowledges that 2 bed, 4 person homes can be treated as family homes (in line with DM1.1) during the first 3 years of the Plan. 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, would be acceptable and would result in a net gain in family accommodation.
- 8.5 In respect to the density of the scheme, representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 1a and as such, the London Plan indicates that the density levels ranges of 150-200 habitable rooms per hectare (hr/ha). The residential density of the development would be 305 hr/ha. However, the London Plan further



indicates that it is not appropriate to apply these ranges mechanistically, as the density ranges are suitably broad to enable account to be taken of other factors relevant to optimising potential – such as local context, design and transport capacity. These considerations have been satisfactorily addressed and the London Plan provides sufficient flexibility for such higher density schemes to be supported.

- 8.6 The site is located within an existing residential area and providing that the scheme respects the character and appearance of the surrounding area and that there are no other material effects causing unreasonable harm to immediate neighbours, the density of development would be acceptable.

The effect of the proposal on the character of the area and visual amenities of the street-scene

- 8.7 The existing property is not protected from demolition by existing policies and its demolition is deemed acceptable subject to a suitably designed replacement building coming forward. The proposal seeks to demolish the existing large detached dwelling-house and replace it with 9 apartments within a single building. The scheme has been specifically designed to resemble a large detached property, rather than a block of flats. Officers are satisfied that the scheme respects the street-scene.
- 8.8 The Croydon Local Plan seeks new development to achieve a minimum height of 3 storeys (which is proposed) and the building's overall height is considered to acceptably relate to the existing surrounding buildings (as illustrated by Fig.2 below). In all other regards the proposed design of the scheme would provide a high quality built form that respects the pattern, layout and siting in accordance with Policy DM10.1.



Fig 2: Elevational view showing the proposal (left) in relation to neighbouring properties

- 8.9 The design of the building would incorporate a traditional styled appearance consisting of two gables to the front elevation. This is sensitive to the overall street scene, emulating the style of the existing house to be replaced, with use of an appropriate materials palette (details of which can be secured by condition) and an adequate balance between brick, white render and glazing and appropriate roof proportions. Whilst it is appreciate that there has been a previous refusal of planning permissions to extensions to the existing dwelling, on grounds of impact on the

street-scene, this decision was taken some time ago and prior to the introduction of the Croydon Local Plan 2018 and the recently adopted Suburban Design Guide SPD.

- 8.10 The side elevation fronting Round Grove would feature a projecting central element which would help to break up the massing. Solar panels would be positioned on the flat roof section so not to clutter the frontage roof.
- 8.11 Policy DM10.2 seeks to create well defined and designed public and private spaces and advises that forecourt parking should only be allowed where it does not cause undue harm to the character or setting of the building and is large enough to accommodate parking with sufficient screening to prevent vehicles encroaching on the public highway. Given the overall scale of the development and number of forecourt hardstanding areas in the vicinity, the extent of hardstanding would not be excessive. The site benefits from a large rear garden and the proposal would retain open areas around the building to offer sufficient opportunities for soft landscaping.
- 8.12 The application site is a substantial plot within an established residential area and is comparable in size to other flatted and back-land developments approved throughout the borough. As with these previous schemes it is considered the layout of the development would respect the pattern and rhythm of neighbouring area.
- 8.13 The proposal has been designed to resemble a large house on a large plot at the frontage rather than a block of flats as indicated by representations. It responds to the local setting and the siting of adjoining buildings and is a sensitive intensification of the area. 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 and the Suburban Design Guide SPD (2019) in terms of respecting local character.

The effect of the proposal upon the amenities of the occupiers of adjoining properties

- 8.14 Policy DM10.6 states that the Council will not support development proposals which would have adverse effects on the amenities of adjoining or nearby properties, or have an unacceptable impact on the surrounding area. This can include a loss of privacy, a loss of natural light, a loss of outlook or the creation of a sense of enclosure. The property that would be most affected is 54 Woodmere Avenue which is a detached house to the east.
- 8.15 In terms of impacts on 54 Woodmere Avenue, the proposal would provide slightly more separation between buildings than the current relationship between the two detached homes. There would be a small increase in height and a significant increase in depth from the current building but the 45 degree BRE test for loss of light to the rear elevation windows would not be breached. The rear garden to 54 Woodmere Avenue faces due north and whilst there are side windows facing towards the application property (ground floor lighting a living room and the two first

floor windows lighting bedrooms) all these windows appear (after reviewing historic plans) to be secondary in nature. The applicant has also submitted an External Daylight Study which finds satisfactory outcomes for these windows in accordance with BRE guidelines.



- 8.16 The first floor windows of the new building which face Number 54 would be high level only (1.8m above floor level) which would prevent a harmful loss of privacy. The proposed balconies would not be orientated toward the garden space at 54 Woodmere Avenue and are enclosed at the sides. This would suitably protect the neighbouring occupier from undue overlooking and loss of privacy.

#### *Properties to the rear and opposite*

- 8.17 The nearest neighbour to the rear of the site would be separated from the proposed building by more than 15m with the refuse store more than 3m away and there would be a significantly vegetated boundary between the properties to provide screening. The properties on the opposite sides of Woodmere Avenue and Round Grove would be also be well separated from the development and there would be new tree planting to the front and side of the site which would soften the appearance of the building from these neighbours. As such no significant impact on residential amenities would occur.

- 8.18 As regards noise and disturbance, the proposed development would not result in undue noise, light or air pollution as a result of an increased number of occupants on the site. The increased number of units would increase the number of vehicle movements to and from the site, but this would not be significant and is not considered harmful.

The effect of the proposal upon the amenities of future occupiers

- 8.19 The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the internal amenity space. All of the proposed dwellings would meet the minimum required internal space standards and there is storage space within each. The layouts of the flats and outlook afforded to each is good with no single aspect dwellings.
- 8.20 All the ground floor units would have access to private gardens and all of the first and second floor units would have access to private verandas. Units 5 and 7 would have marginal shortfalls in the size of their balconies (by 2sqm and 1sqm respectively). Unit 5 would however be oversized internally (by 7sqm above minimum standards) and there would also be a 150sqm communal garden area at the rear of the site. It is therefore considered there would be ample and useable outdoor space for future occupiers.
- 8.21 The local plan also requires all flatted development to provide new child play space on top of the amenity space to be provided for the scheme itself. A 37 square metre child play area is proposed with a pyramid slide and see saw. This is considered suitable.
- 8.22 In terms of accessibility, level access would be provided to the three ground floor dwellings and Unit 2 has been designed to comply with the requirements of Part M4(3) Building Regulations. The London Plan states that developments of four storeys or less adopts a more flexible approach to requiring lift access to all floors (linked to viability and deliverability of new housing). The provision of the ground floor units (under M4(2) and M4(3)) can be secured through the use of planning conditions and compliance with the Building Regulations. A disabled space is proposed for the parking area.
- 8.23 The development is considered to result in a high quality development including family units all with adequate amenities and provides a good standard of accommodation for future occupiers in accordance with policy.

Traffic and highway safety implications

- 8.24 The Public Transport Accessibility Level (PTAL) rating is 1a which indicates poor accessibility to public transport. The London Plan and Policy DM30 of the Croydon Local Plan 2018 sets out that maximum car parking standards for residential

developments based on public transport accessibility levels and local character. This states that 1-2 bedroom properties should provide a maximum of up to 1 space per unit, with up to 1.5 spaces per unit being provided for 3 bedroom properties. The proposed development could therefore provide up to a maximum of 10 spaces. It is important to note however that it is not necessarily desirable to provide car parking up to the maximum standards given the requirements of both the London Plan and Croydon Local Plan which seek to reduce reliance on car usage and promote/prioritise sustainable modes of transport. As such a lower level of car parking can be supported and is encouraged in line with the ambitions of the Development Plan. This scheme proposes 9 on-site parking bays with 1 space designated for each unit and as such accords, with the policy requirements for a development of this nature in this location. The proposed car parking provision is considered acceptable when taking into account the site constraints, the need to provide high quality multi-functional spaces and ensuring the best use of land.

- 8.25 There are a number of representation that refer to the parking provision, on-street parking and highway safety at the site. In respect to highways safety, the scheme provides 9 off-street parking spaces these will need to adhere to the parking visibility splays and parking standards to ensure that safety requirements are adhered to and these have been secured through conditions.
- 8.26 Space would be made available on site to allow vehicles to turn and exit in forward gear, although it is appreciate that the proposed car parking areas would be relatively compact. A condition is recommended to require suitable visibility spalys to be accommodated and officers are satisfied that the scheme would not harm the safety and efficiency of the highway network. It is considered the network and transport impacts associated with the developments on traffic and transport would be negligible and it is unlikely to have a significant impact on highway safety.
- 8.27 In compliance with the London Plan, electric vehicle charging points should be installed in the parking area and this can be secured by way of a condition.
- 8.28 Cycle storage facilities would comply with the London Plan (which would require 18 spaces) and would be secure and undercover within a brick building with a flat roof.
- 8.29 The refuse arrangements would be contained within the same building and proposes 1 x 1280ltr landfill receptacle; 1 x 1280ltr for dry recycling and 1 x 240ltr food recycling. This store is in an accessible location but positioned away from the street and is of a sufficient size. Details can be secured by condition.

#### Trees and Landscaping

- 8.30 The applicant has provided a tree report with their application which does not identify any large mature trees or specimens of quality at the site. The proposal would involve the planting of a number of trees, primarily around the edges of the site and it is considered that this would improve the quality of the environment. The trees to

the rear of the building would be an appropriate distance from the rear of 54 Woodmere Avenue and would not harm living conditions. The applicant has submitted suitable landscaping details which can be secured by condition.

#### Sustainability Issues

- 8.31 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.

#### Other Matters

- 8.32 The site is located in an area with an identified low risk of surface water flooding. As such, the applicants have submitted a Surface Water and SuDS Assessment which is based on a desktop study of underlying ground conditions. It is likely that infiltration of surface water runoff following redevelopment may be feasible. The parking area will incorporate permeable paving which will provide capacity for surface water runoff from hardstanding areas in up to the 1 in 100 years plus 40% climate change event. This can be secured through a condition.
- 8.33 Representations have raised concerns that local services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

#### **Conclusions**

- 8.34 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard and appropriate in relation to residential amenity, transport, sustainability and ecological matters. Thus the proposal is considered in general accordance with the relevant policies.
- 8.35 All other relevant policies and considerations, including equalities, have been taken into account.