

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 20/03291/FUL
 Location: 59 Upper Shirley Road, Croydon CR0 5HE
 Ward: Shirley South
 Description: Erection of a two storey building with accommodation at both basement and roof levels to provide a total of 9 residential units with 6 car parking spaces and associated cycle parking, refuse storage, outdoor amenity space and landscaping.
 Drawing Nos: 3334/L/02, 3334/P/41, 3334/P/42 REV B, 3334/P/43 REV B, 3334/P/44 REV B, 3334/P/45 REV B, 3334/P/46 REV B, 3334/P/47 REV A, 3334/P/48 REV A, 3334/P/49 REV A, 3334/P/50 REV A, 3334/P/51 REV A, 3334/P/52 REV A, 3334/P/53 REV A,
 Applicant: Shirley Road Limited
 Agent: Proun Architects
 Case Officer: Scott Schimanski

	1B2P	2B3P	2B4P	3B4P	Total
Existing				1	1
Proposed flats	2	3	1	3	9

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
6	20



Image 1: CGI of Proposal

- 1.1 This application is being reported to committee because of the number objections received are above the threshold in the Committee Consideration Criteria.

2.0 RECOMMENDATION

- 2.1 That the Committee resolve to GRANT planning permission subject to the completion of a Legal Agreement (S106 or Unilateral Undertaking) to secure the following:

- A financial contribution of £3,737.50 towards highway management measures and the delivery of sustainable transport initiatives including car club, EVCP, improved cycle infrastructure in and around Pampisford Road and neighbouring streets.

- 2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the legal agreement indicated above.

- 2.3 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. Time limit of 3 years
2. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
3. Tree protection measures (prior to commencement of development)
4. Details of site specific SuDS to be submitted prior to any above ground works
5. Details of external materials (prior to any above ground works)
6. Details of soft and hard landscaping including children's play space, boundary treatment, retaining walls, access way (including speed bumps) and maintenance (prior to above ground works).
7. Full details of cycle and bin stores (prior to occupation)
8. A light design scheme (prior to occupation)
9. 19% Carbon reduction (prior to occupation)
10. Construction Logistics Plan (in accordance with submitted document)
11. No additional windows in the flank elevations (Compliance)
12. Obscure glazing to windows in flank elevations at first and second floor if below 1.7m (Compliance)
13. 110litre Water usage (Compliance)
14. 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) Highways works
 - 4) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport
- 2.4 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:

- Erection of a two storey building with habitable floor space within the roof and also a basement level to create 9 residential units including 2 x 1 bed flat (2 person) and 1 x 2 bed flat (4 person), 3 x 2 bed flats (3 person) and 3 x 3 bed flats (4 person).
- The ground floor and lower ground floor units are duplex units, spread across both floors, in a similar layout to a previously approved scheme
- Provision of communal external amenity space and children's play space
- Provision of associated refuse and cycle stores
- Provision of 6 on-site vehicle parking spaces

3.2 It is important to note that this application follows the refusal of planning application 20/01890/FUL which proposed the same development as the one currently proposed. The application was refused for two reasons, the first being inadequate refuse storage facilities and the second reason related to potential parking stress on the local highway network. How the current scheme overcome these reasons has been discussed in the body of this report.

Site and Surroundings

3.3 The site is a regular shaped parcel of land located on the western side of Upper Shirley. The site is currently vacant as works have commence for the construction of a previously consented scheme for the erection of a residential building containing seven dwellings. The site was previously occupied by a single detached dwelling house and the land slopes moderately upwards from the street towards the west (rear).

3.4 There are no specific local plan policy designations related to the site itself. Residential dwellings similar in size and appearance to the subject property are located to the north and south and also adjacent. Coloma Convent Girls School is to the south east of the site. The site is located within Flood Zone 1, has a PTAL of 2 which indicates poor access to public transport and Upper Shirley Road is a London Distributor Road.



Image 2: Map highlighting the proposed site within the surrounding area

Planning History

- 3.5 17/03889/FUL - Planning permission granted 8th December 2017 for Demolition of existing building and erection of two storey building with part basement and accommodation in roof space comprising of 1 x 1 bedroom, 5 x 2 bedroom and 1 x 3 bedroom flats. Formation of 7 car parking spaces, cycle and refuse stores.
- 3.6 19/01689/CONR - Planning permission granted 3rd July 2019 for Variation of condition 1 for permission 17/03889/FUL to change plans and description to - Demolition of existing building and erection of two storey building with accommodation in roof space comprising of 1 x 1 bedroom, 5 x 2 bedroom and 1 x 3 bedroom flats. Formation of 7 car parking spaces, cycle and refuse stores. Demolition works of the dwelling have occurred and this consent has been enacted.
- 3.7 20/01890/FUL - Application for planning permission refused 26th June 2020 for Demolition of existing dwelling and erection of a two storey building with accommodation in the roof space and basement level to provide 9 units with 6 car parking spaces, and associated cycle parking, refuse storage, amenity space and landscaping.

The reasons for refusal were:

- *The development would not provide adequate refuse storage facilities in accordance with DM13 of the Croydon Local Plan (2018) and potential overspill would be detrimental to the visual amenity of the streetscene contrary to DM10 of the Croydon Local Plan.*
 - *The proposal would result in a detrimental impact on the highways network by reason of increased stress on on-street parking contrary to DM29 and DM30 of the Croydon Local Plan and Policy 6.3 of the Croydon Local Plan (2018).*
- 3.8 20/01891/FUL - Application for planning permission refused 26th June 2020 for Demolition of existing dwelling and erection of a two storey building with accommodation in the roof space and basement level to provide 9 units with 9 car parking spaces, and associated cycle parking, refuse storage, amenity space and landscaping (20/01891/FUL). This proposed the same development as application reference 20/01890/FUL, but with 9 car spaces and no play space. The reasons for refusal were inadequate refuse storage and lack of play space.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The 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.

- Any overspill in vehicle parking onto the surrounding streets created as a result of the development and subsequent impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions and S106.
- Loss of trees and other vegetation resulting from the development will be adequately mitigated through new planting and landscaping.
- 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 27 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: 27 Objecting: 29 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>	
The proposal represents an overdevelopment of the site. Density is too high.	Acceptability of the quantum/scale of development on the site is discussed in Section 8.7 to 8.15 of this report.
The development by reason of its proposed height, bulk and mass would be out of character within the street	Addressed in Sections 8.7 to 8.15 of this report.
<i>Impact on amenities of neighbouring properties</i>	
There will be a detrimental impact on the amenity of neighbouring properties in terms of privacy and outlook	Addressed in Sections 8.23 and 8.25 of this report.
Loss of Daylight and Sunlight	Addressed in Sections 8.23 and 8.25 of this report.
Increase in air pollution	

Extra noise and disturbance	This is a residential development and there is no evidence or reason to suggest that the proposal would result in extra noise or disturbance that is not associated with a residential area.
<i>Transport and parking</i>	
Inadequate parking provision creating pressure on limited on-street parking	Addressed in Sections 8.26 to 8.31 of this report.
Poor parking layout	Parking layout accords with policy
Parking Survey does not consider traffic movements during the day, particularly at school drop off time.	
Impact upon Public Transport and road safety	Addressed in Sections 8.26 to 8.31 of this report.
Additional on-site parking will make it difficult for emergency services and waste collectors to access the surrounding road network	
Impact upon safety of other road uses (Pedestrians – School children)	Addressed in Sections 8.26 to 8.31 of this report.
<i>Amenities of future occupiers</i>	
Lack of amenity space for residents	Addressed in Sections 8.15 and 8.22 of this report.
Poor standard of accommodation for future residents – poor level of daylight	
<i>Other matters</i>	
Impact/loss upon existing trees, habitat and green vegetation (natural vegetation)	Addressed in Sections 8.34 and 8.35 of this report.

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
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

7.7 Emerging New London Plan

Whilst the emerging New London Plan is a material consideration, the weight afforded to it is down to the decision maker, linked to the stage a plan has reached in its development. The Mayor's Intend to Publish version of the New London Plan was submitted to the Secretary of State who has now issued a direction and one awaits to hear how the London Mayor responds. The New London Plan remains at an advanced stage of preparation but full weight will not be realised until it has been formally adopted. 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.

7.8 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.

7.9 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.

7.10 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. Trees, landscaping and ecology
7. Sustainability and environment
8. Other matters

Principle of Development

8.2 This application must be considered against a backdrop of significant housing need, not only across Croydon, but also across London and the south-east. All London Boroughs are required by the London Plan to deliver a number of residential units within a specified plan period. In the case of the London Borough of Croydon, there is a requirement to deliver a minimum of 32,890 new homes between 2016 and 2036 (Croydon's actual need identified by the Croydon Strategic Housing Market Assessment would be an additional 44,149 new homes by 2036, but as there is limited developable land available for residential development in the built up area, it is only possible to plan for 32,890 homes). This requirement is set out in policy SP2.2 of the Croydon Local Plan (CLP) (2018), which separates this target into three relatively equal sub targets with 10,760 new homes to be delivered within the Croydon Opportunity Area, 6,970 new homes as identified by specific site allocations for areas located beyond the Croydon Opportunity Area boundary and 10,060 homes delivered across the Borough on windfall sites. The draft London Plan, which is moving towards adoption proposes significantly increased targets which need to be planned for across the Borough. In order to provide a choice of housing for people in socially-balanced and inclusive communities in Croydon, the Council will apply a presumption in favour of sustainable development of new homes.

8.3 This presumption includes this part of Croydon which is identified in the "Places of Croydon" section of the CLP (2018) as being an area for sustainable growth of the suburbs with a mix of windfall and infill development that respects the existing residential character and local distinctiveness. The Croydon Suburban Design Guide, which sets out how suburban intensification can be achieved to high quality outcomes and thinking creatively about how housing can be provided on windfall sites. As is demonstrated above, the challenging targets will not be met without important windfall sites coming forward, in addition to the large developments within Central Croydon and on allocated sites.

8.4 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 accords with all other relevant material planning considerations, the principle of development is supported. Furthermore, the planning history shows that similar schemes have been successfully accommodated on site.

- 8.5 CLP Policy DM1.2 seeks to prevent the net loss of 3-bedroom homes (as originally built) and homes less than 130sqm. The original building on site was a 3 bedroom house with a floor area of approximately 193sqm. All of the proposed units have floor spaces of less than 130sqm and three of the new units would comprise three bedrooms with a further 1 being 2 bedroom four person (small family sized) units. There would therefore be no net loss of homes under 130sqm or three-bedroom homes as required by Policy DM1.2.
- 8.6 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough's need for homes of different sizes and that this will be achieved by setting a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. CLP policy goes on to say that within three years of the adoption of the plan, an element may be substituted by two-bedroom (four person) homes. The application proposes 2 x 1 bedroom (2 person), 3 x 2 bed (3 person), 1 x 2 bed (4 person) and 3 x 3 bedroom (4 person) units. Overall, the proposal will enhance the amount of family accommodation of three or more bedrooms, and at 33% provides slightly more than the 30% target. When considering the additional two bedroom (4 person) unit as currently allowed by the CLP, 44% of units proposed would be considered family sized. As the scheme would not result in the net loss of family sized accommodation on the site and would contribute positively towards the Council's goal of achieving a strategic target of 30% three bedroom plus homes, the proposed unit mix is considered appropriate in this instance.

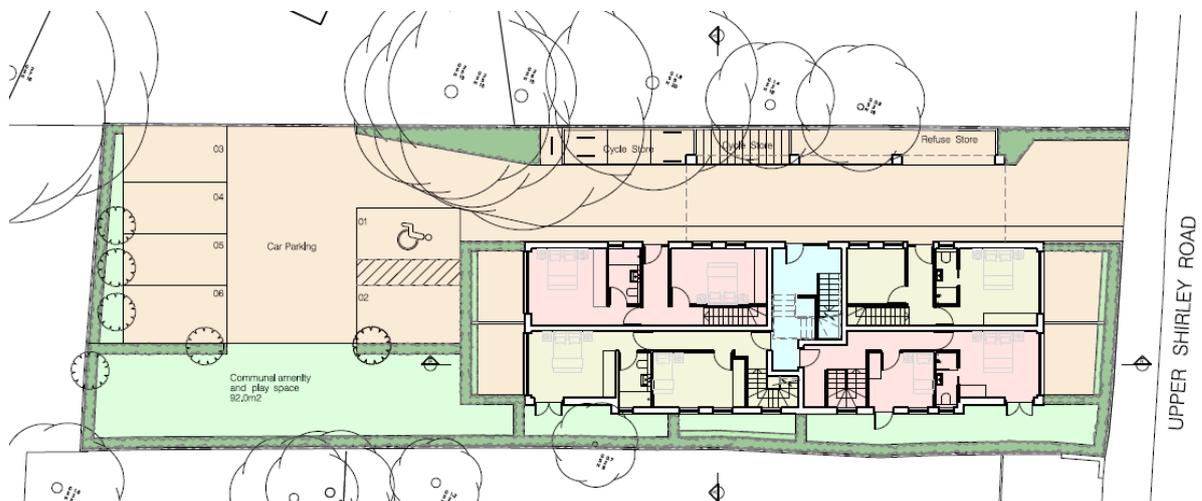


Image 3 – Site Layout and ground floor plan

Visual Impact including townscape



Image 4: CGI of street elevation

- 8.7 Policy 3.5 of the London Plan requires housing development to be of the highest quality. Policies 7.1, 7.4, 7.5 and 7.6 of the London Plan state that development should make a positive contribution to the local character, public realm and streetscape. It should incorporate the highest quality materials and design appropriate to its context. Policy DM10 of the Croydon Local Plan requires the siting, layout and form of new development to respect the character and appearance of existing areas. Policy SP1.1 indicates that the Council will require all new development to contribute to enhancing a sense of place and improving the character of the area. Policies SP4.1 and SP4.2 of also require development to be of a high quality which respects and enhances local character.



Existing Dwelling

Height, Scale and Mass

- 8.8 The Suburban Design Guide (SDG) suggests appropriate ways of accommodating intensified development on sites depending on the character, height and type of surrounding buildings in the area. CLP Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys whilst respecting a) the development pattern, layout and siting; b) the scale, height, massing and density; and c) the appearance, existing materials and built and natural features of the surrounding area. Figure 2.10c (*Image 5 below*) of the SDG illustrates the appropriate approach for redevelopment of sites within a two storey street scene in terms of height, scale and mass. Accommodation within roof spaces is encouraged.



Image 5 – Extract from SDG (Figure 2.10c)

- 8.9 As shown by *image 6* below, the overall height, scale and mass of the building is largely similar to the consented scheme 19/01689/CONR and is the same appearance as the recently refused scheme 20/01890/FUL. It is important to note that the previous scheme was not refused for visual impact reasons.
- 8.10 The building would have a basement level, two storeys above ground and accommodation within an open fronted roof space. The building will have an appearance (*image 4*) of a part two, part three storey building with a tall hipped roof over the main building (responding to the existing roof form) with an open modern hipped form over the front projection. In terms of height and overall mass, the proposal is within the guidelines suggested with the suburban design guide and in this respect is considered acceptable.

Design and Materials

- 8.11 As demonstrated by the accompanying photos, the housing stock in the area varies considerable from relatively modern semi-detached properties to period terrace buildings and a windmill. The new building is conceived as a contemporary interpretation that is influenced by architectural features common in the area such as the hipped roof and prominent gables and reinterpreting them in a modern form. In particular, the design takes many features such as front hipped roof over a gable end from the house that was once on the site. Given this mix of housing stock, this design approach is considered acceptable as it proposes a building that differs from its neighbours yet will sit conformably within its context in terms of overall form and features. This approach is further considered appropriate given the position of the site in between two distinct areas of character (Postmill Close and Tanglewood Close) and also being the only plot along this section which is accessed and will face directly onto Upper Shirley Road.



As demonstrated by the accompanying photos, the housing stock in the area varies considerable from relatively modern semi-detached properties to period terrace buildings and a windmill. The new building is conceived as a contemporary interpretation that is influenced by architectural features common in the area such as the hipped roof and prominent gables and reinterpreting them in a modern form. In particular, the design takes many features such as front hipped roof over a gable end from the house that was once on the site. Given this mix of housing stock, this design

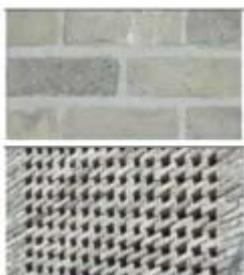


approach is considered acceptable as it proposes a building that differs from its neighbours yet will sit conformably within its context in terms of overall form and features. This approach is further considered appropriate given the position of the site in between two distinct areas of character (Postmill Close and Tanglewood Close) and also being the only plot along this section which is accessed and will face directly onto Upper Shirley Road.

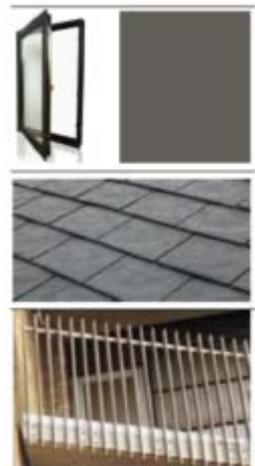


Image 6: Existing, previously approved and proposed schemes within streetscene.

8.12 The front and rear elevations would have a high proportion of glazing with metal railings and contemporary brickwork with slate roof. This is consistent with the contemporary design approach and would comply with the overarching objectives of the Materials and External Appearance chapters 2.21 to 2.27 of the Suburban Design Guide. With regards to materials, the scheme proposes



Wienerberger Forum Smoked Branco brick for the main exterior walls with the same bricks in a hit and miss design to be used for screens to the north and south elevations of terraces. Windows will be a dark grey aluminium framed casements, the main roof will be grey slate and balustrades will be vertical metal railings also dark grey in colour. Overall, the proposal would respect and



enhance the appearance of the streetscene in accordance with DM10. Details of materials would be conditioned if approved, to ensure a high quality appearance.

Density

8.13 A number of representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 2. With a site area of 0.07 ha, the proposed density would be 128 units/ha 400 habitable rooms/ha. Table 3.2 of the London Plan sets a density range of between 50- 95u/ha and 150-250hr/ha. Whilst this proposal would fall slightly outside this density range, the London Plan advises that density ranges should not be applied mechanistically. The range for a particular location is broad enabling account to be taken of other factors including local context, design and transport capacity which, where appropriate, can provide a tool for increased density in certain situations. It is considered that in view of

the sites location, design, limited effects on neighbours, transport capacity and parking provision, the density would be acceptable. The proposal would therefore accord with London Plan requirements to optimise the optional of sites to provide additional housing.

- 8.14 Overall, officers are of the opinion that the design approach, proposed density and scale of the building together with the chosen materials results in a well-designed scheme that respects the character of the street and would contribute positively to the street scene and its neighbours. 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 and that the proposed building is considered a suitable replacement to the dwelling it would be replacing.

Housing Quality for Future Occupiers

- 8.15 All of the proposed new units would comply with internal dimensions required by the Nationally Described Space Standards (NDSS) and all units are dual aspect. Overall, the proposed internal amenity space is considered to be of a high quality with logical floor plans, compliant floor to ceiling height and no overlooking impacts between units. 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 person. All units have private amenity spaces that meet or exceed the required standards.
- 8.16 The ground and basement floors are occupied by duplex units. These have bedrooms at the upper levels and living accommodation at the lower, which follows the layout approved in the original scheme. An internal daylight assessment shows that the Average Daylight Factor would be achieved in all units, including these. The front and rear basement rooms of the duplex units also pass the 25 degree test, in accordance with the Suburban Design Guide. The level of daylight is expected to be sufficient for future residents. Two units are proposed in the roof. These units' second and third bedrooms would be served by rooflights. As the main living area and principal bedrooms are served by windows giving on to private amenity, with good outlook, and as this layout has previously been approved, this is considered to be acceptable.
- 8.17 In addition, to private amenity areas, the proposal also includes an area of communal garden at the rear of the site. The site would be accessed via the main side entrance and then through the parking area. Given the amount of vehicle movements expected this is considered to be acceptable, especially when the size of the area is factored in to the consideration. This space will cover an area of 92m² and allows suitable space for sitting and general recreation. In accordance with the London Plan, the development would also be required to provide 19.2m² of children's play space. Although a specific floor area for play space has not been shown on the plans (*image 5 below*) the layout and size of the communal area as a whole provides adequate space to accommodate the required area for children's play space. Full details of this area will be secured by condition.



Image 5: Proposed Communal Area including play space

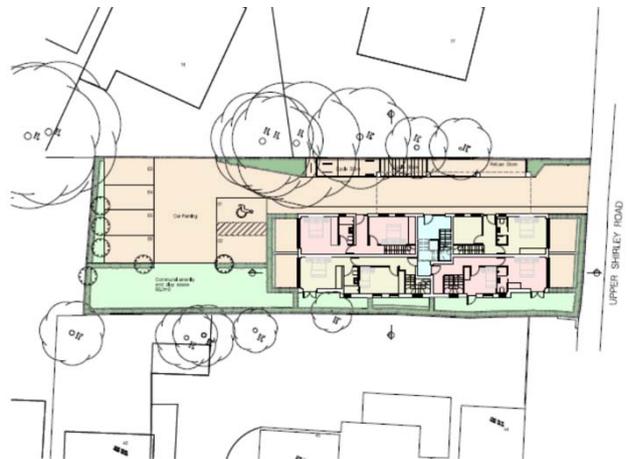
- 8.18 In terms of accessibility, the London Plan, Croydon Local Plan and draft London Plan require that at least 10% of homes are wheelchair accessible and that 90% of units have step-free access. The proposed scheme would provide step-free access into the building and to the communal garden. However in terms of access internally, all units at ground level are two storey with a lower basement level containing the living room components of the units. Although no wheelchair units are proposed, the applicant has demonstrated that one of the ground floor units could be adapted to be a wheelchair user dwelling and so meets building regulations M4(3) standard. The three remaining ground floor units would be accessible and building regulations M4(2) compliant.
- 8.19 In order for the upper floor units comply with this requirement, a lift would be necessary. Policy (3.8 of the London Plan) allows for flexibility as to whether a lift and accessible units are provided in blocks of flats of four storeys or less – stating that a viability assessment should be proposed demonstrating that the lift would make the scheme unviable. The draft London Plan takes a similar approach in allowing some flexibility, but states that this should be applied in exceptional circumstances. Notwithstanding this, Council should only exercise its discretion not to require a lift and disabled access to upper levels in exceptional circumstances. In this instance the applicant has provided a statement which sets out the costs of a lift provision in capital terms and in increased service charges. Whilst officers are of the opinion that the costs of a lift are not insurmountable and should be factored in to the general build costs of a scheme of this nature, being a policy requirement, in this instance there are exceptional circumstances which justify the lack of provision. In the first instance, the previous scheme did not provide a lift and, as an implemented scheme, is a viable fall back option. Furthermore, only five units would be served by the lift, making the maintenance costs proportionately higher. Finally, with the provision of private staircases for the duplex units, the build costs are arguably slightly higher than would normally be found. Therefore, whilst the Council does not agree that the provision of a lift in a scheme of this nature would impact on viability to make the scheme unviable, officers are satisfied in this instance that there are specific circumstances which justify no provision of a lift. The upper floors units would therefore comply with M4(1).
- 8.21 In terms of access, the main access to the building is located on the northern side of the building adjacent to the vehicle access and under the undercroft. Separate access to two of the ground floor units is also directly from the main external access way. A designated pedestrian path provides direct access from the parking area and street frontage to the entry. The entry location also provides convenient access to rear

communal garden, children's play space, refuse and cycle store. Notwithstanding this, as the entry, refuse and cycle areas are all located directly adjacent to the vehicle access path, officers raised concern about potential conflict between vehicles entering the site and pedestrians/cyclist also using the access way. To overcome this and ensure vehicle speed is minimised, speed bumps have been placed at either end of the driveway. Further, to ensure that access ways are appropriately lit and secure for future residents, a condition requiring details of external light would be included if consent was to be granted.

8.22 Overall, the development is considered to result in a high quality development including a sound provision of family accommodation, all with adequate amenities that would result in a scheme would provide a high standard of accommodation for future occupiers.

Residential Amenity for Neighbours

8.23 The neighbouring occupiers that would be most affected by the scheme are those residing in Postmill Close (to the south) and Tanglewood Close (to the north of the site). The occupiers (to the south) most affected by the proposals are 44 and 45 Postmill Close. These properties have secondary side facing windows (in the case of 45 Postmill Close) and a front facing window (in the case of 44 Postmill Close). It is understood that these windows do not provide the main outlook from these two properties and therefore an impact on outlook is not considered to significantly harm the occupier's residential amenities. In addition, the side windows facing these properties would be obscure glazed, or high level velux windows which would limit overlooking to an acceptable degree. In terms of general outlook from the rear of these properties (particularly from the garden), officers are of the view that the separation distance combined with height and orientation to the north of the development means the scheme will maintain the openness of these amenity spaces and as such will not be overbearing.



8.24 With regards to the properties to the north, as illustrated by the site plan, the northern boundary is heavily flanked by a large number of large trees and shrubs. This vegetation is well established and although not guaranteed to remain is likely to provide a nature barrier between the site and neighbours to the north. The side elevation of 17 Tanglewood Close faces on to the development site which has one small side facing window. Notwithstanding this, the proposed separation to these properties means the development (without the trees present) would not have an unreasonable impact upon daylight or sunlight to habitable rooms of these dwellings. Similarly, the present of established vegetation and separation distances means that outlook from these properties is unlikely to be altered as a result of the scheme.

8.25 Overall, the development as proposed is not expected to have any unreasonable impacts upon the amenity of neighbouring properties in terms of loss of

daylight/sunlight, overlooking or being overbearing when viewed from external amenity areas.

Parking and access

- 8.26 The site has a PTAL (Public Transport Accessibility Level) of 2 which is low on a scale of 1a to 6b. The site is served by five bus routes. Upper Shirley Road is a borough classified road. Members are advised that the earlier scheme on the site was refused for potential impacts upon the surrounding highway particularly with regards to additional pressure on on-street parking. The primary reason behind this view was that the parking survey submitted as part of this application was undertaken during the COVID 19 lockdown period and as such did not provide an accurate result. A revised Lambeth Methodology parking survey has been submitted as part of this submission.
- 8.27 The adopted London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character. For a site with a PTAL of 2, there should be up to 1.5 space per unit for larger units and up to one for smaller units. As these are maximum parking standards, a lower provision can be accepted if overspill does not place unacceptable pressure on on-street parking within the surrounding road network. In addition, adequate parking spaces for disabled people must be provided on-site. To ascertain the likely on-site parking needs, the submitted transport assessment used Census data on car ownership in the ward. This information revealed that the developments unit mix is expected to require eight parking spaces.
- 8.28 Six car parking spaces are proposed at the rear of the site, one of which will be wider to accommodate blue badge holders. This is in accordance with maximum standards set out within both the emerging Intend to Publish London Plan and the currently adopted London Plan. Officers have reviewed the proposed parking layout and access points to the highway and are satisfied that they are in accordance with policy and would not result in increased conflict between various users of the surrounding road network. Notwithstanding this, based on the abovementioned likely vehicle ownership the development could result in two overspill spaces onto the surrounding road network. To assess the impact of the development on on-street parking, the applicant's transport consultant carried out a car parking beat survey (utilising the Lambeth Methodology) to determine the level of on street car parking capacity and whether the likely car parking demand could be suitably accommodated in neighbouring streets (within 200 metres of the application site). Both night time and daytime surveys were carried out.
- 8.29 The parking surveys demonstrate that at present, parking stress in the surrounding streets is currently 53% (8 of 15 spaces were occupied) when measured at the accepted time (being in the evening when most residents are home). As such there is spare capacity on-street and that the overspill parking demand (two spaces) generated by the development can be accommodated within the local area with occupancy levels rising to 67%, which is below the threshold level in which the Council consider an area to suffer from parking stress (85%). Officers have reviewed the data presented in the submitted transport assessment and concurs with the findings.
- 8.30 Notwithstanding this, as the development is expected to impact upon the surrounding road network in terms of on-street parking demand, officers are of the view that a financial contribution towards sustainable transport improvements is justified. On this basis and given the location of the site together with unit mix, it is suggested that a

contribution towards future car club provision in the area and also electric vehicle charging point infrastructure be made. The figure for this has been calculated to be £3,737.50 and can be paid via a legal agreement. The applicant has agreed this payment.

- 8.31 Overall, officers are satisfied that with the mitigation measures identified (including contributions towards sustainable transport improvements), the car parking implications of the development are acceptable.

Construction Management Plan

A Demolition and Construction Logistics Plan would be conditioned to ensure highways safety is maintained, particularly given the proximity to the Coloma Convent Girls' School on Upper Shirley Road.

Cycle Storage

- 8.32 A cycle storage area with space for 18 bicycles would be provided to the northern side of the scheme adjacent to the undercroft section of the building and boundary. Specifically, the cycle storage provides spaces for 12 x semi vertical racks, 2 x Sheffield stands to provide 4 spaces and 2 Sheffield stands to provide 2 spaces for larger cycles. In addition to these spaces, a further two visitor spaces will be provided by a Sheffield stand located in the same area of the site. The total number of cycle spaces is 20 which satisfies the London Plan requirements (1 space for 1 bed flats and 2 spaces for all other units – Table 6.3). The plans illustrate that the cycle storage area is accessible for easy use of all residents and would not result in any adverse impacts upon residents in terms of noise and disturbance. Full details of the appearance of this structure would be required by condition. The cycle store and access is considered acceptable.

Refuse Storage

- 8.33 Refuse storage is integrated into the undercroft section of the building on the northern side adjacent to the access path to the rear parking and communal area. The drag distance to the highway for operatives is within the 20m limit and accords with policy. Overall, in terms of location, the refuse storage is a position convenient for all residents and would not result in unacceptable impacts upon future residents in terms of location near windows and private amenity space. The plans demonstrate that the size of the structure is adequate to accommodate bins required. Members are advised that the previous scheme was refused due to inadequate refuse facilities, particularly with regard to the provision of a bulky waste area. An area for bulky waste items is also provided within the general refuse area and is considered appropriate by officers. Full details of its appearance and layout would be required by condition.

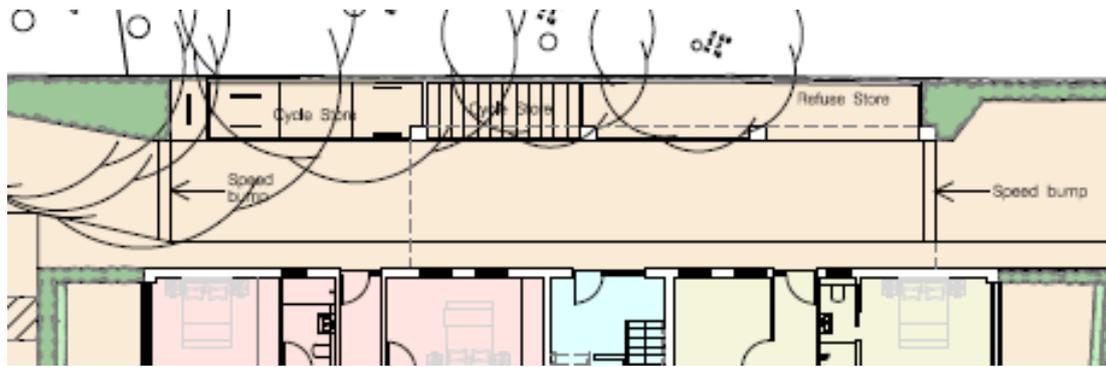


Image: Details of Refuse and Cycle Storage Area located along the northern boundary

Trees and landscaping

- 8.34 A number of mature trees are located in the vicinity of the site with a substantial number located on the adjoining properties immediately to the north. The submitted tree report assessed the impact of the development upon 19 trees and three hedges. The report concludes that four category C trees (Spruce, Cedar, Prunus and Holly) and one category C hedge (Cherry Laurel) would be removed as part of the proposal and one tree (Scots Pine) will need to have a crown reduction of 1 metre. The report also indicated that the roots of two trees (Cypress) will be slightly impacted upon by the excavation of the basement level. To protect these trees from detrimental damage, the report suggests that a temporary retaining system be installed along the line of the basement to retain the surrounding soil and to remove the need for any over dig.
- 8.35 To mitigate the loss of the trees, suitable replacement trees would be conditioned, if approved. Root protection zones in the vicinity of more valued landscaping assets found in neighbouring gardens would be controlled through a condition relating to construction. Council's tree officer reviewed the submitted documentation and raised no objection subject to the implementation of tree mitigation scheme and soft landscaping measures.

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 Flood Zone 1 and has a minor risk of surface water flooding. To mitigate this, it is considered necessary for a SUDs scheme to be incorporated as part of these proposals. The landscaping/tree protection information pertains to the inclusion of permeable paving which is one measure to ensure the on-site retention of runoff. To mitigate runoff from the site, other measures such as soakaways, bio-retention planting, water butts and the like would also be required especially in view of the increased level of hard surfacing being proposed. The details of SuDS will need to be secure and controlled through use of a planning condition.

Other matters

- 8.38 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

- 8.39 The principle of residential development is considered acceptable within this area. The development has successfully been designed as a contemporary reinterpretation of the traditional dwellings found in the area. The development generally accords with the Suburban Design Guide in terms of its massing and overall impact on the visual amenities of the area. With the imposition of conditions the proposal would have no harmful impact on the adjacent properties and provides adequate amenity for future residents. The applicant has demonstrated that the proposal would have an acceptable impact on the highway network and a contribution towards sustainable transport measures will be secured by legal agreement. In addition, officers are of the opinion that this scheme has overcome reasons for refusal of previous applications for similar proposals on the site. The proposal is considered to be in accordance with the relevant policies.
- 8.40 All other relevant policies and considerations, including equalities, have been taken into account.