

**Officer Report:**

**PLANNING SUB- COMMITTEE AGENDA**

25 MARCH 2021

**PART 5: Planning Applications for Decision**

**Item 5.1.**

**1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 21/00214/FUL  
Location: Garages rear of 42 – 50 Chipstead Avenue  
Ward: Bensham Manor  
Description: Demolition of 10 existing lock up garages and erection of 4 part two storey, part three storey detached houses (1no. 1 bed/2 person, 1no. 2 bed/3 person, 2no. 3 bed/4 person) with associated hard and soft landscaping, boundary treatments, bicycle and bin storage.  
Drawing Nos: P002 ; P010 ; P020 ; P021 ; P300 ; P301 ; P302 ; P303 ; P310 ; P311 ; P312 ; P313 ; P314 ; P315 ; P200 ; P201 ; P202 ; P203 ; P101 ; P102 ; P103 ; P104 ; P105 ; P106 ; P107 ; P108 ; P109 ; P110 ; P111 ; P112 ; P001.  
Applicant: Chipstead Garages Ltd  
Case Officer: D Gibson

**Proposed Residential Accommodation**

1 bed/2person	2 bed/3person	3 bed/4 person	Total
1 (25%)	1 (25%)	2 (50%)	4

**Car Parking and Cycle Storage Provision**

Car Parking Spaces	0
Cycle Spaces	8 (2 per house) and 2 visitor spaces

1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received.

**2.0 RECOMMENDATION**

2.1 That the Planning Sub-Committee resolve to **GRANT** planning permission subject to securing a S106 Legal Agreement to restrict residential parking permits in the event of a future Controlled Parking Zone being brought into effect on local roads.

2.2 That the Director of Planning and Strategic Transport is delegated authority to issue a Grant of planning permission subject to the following conditions and informatives :-

1. In accordance with the approved plans.
2. Development to be implemented within three years.

3. External facing materials to accord with submission details.
  4. Soft and hard landscaping, including new tree planting and biodiversity enhancements, and boundary treatments to be implemented in adherence with application submission details and retained as appropriate thereafter.
  5. Development to adhere to tree protection measures set out in submitted arboricultural report.
  6. Following details to be submitted to Council for approval and provided prior to commencement of development/prior to first occupation of dwellings as appropriate : security lighting (siting/manufacturer) ; materials of bin and residential cycle stores ; finished floor levels ; PV roof panels (dimensions / manufacturer) ; bollard to front access (siting/dimensions/manufacturer) ; turn-table details (siting/manufacturer/dimensions).
  7. Following details to be provided prior to first occupation of new dwellings : visitor cycle storage ; water-butts ; compost bins.
  8. Development to meet Carbon Dioxide 10% reduction beyond Part L 2013 Building Regulations.
  9. Development to meet 105 litre per person/day water use target.
  10. Implementation and adherence to SUDs Strategy submitted with application.
  11. No windows at first floor or above other than as shown on approved plans.
  12. First floor and second windows facing north-east and south-west to be implemented as obscured-glazed and retained thereafter.
  13. First and second floor windows to have inward-opening mechanisms as specified in approved plans and documents.
  14. Roof areas not to be used as balconies, terraces, etc.
  15. Removal of householder permitted development rights.
  16. Submission of full Construction Logistics Plan to Council for approval prior to commencement of demolition/construction works.
  17. Submission of environmental and historical site review for contaminated land for approval prior to commencement of above ground works and any remedial works to be undertaken as necessary.
  18. Submission of Refuse Management Plan for approval prior to first occupation of the dwellings.
  19. All dwellings to meet M4(2) accessibility standard.
  20. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport.
- 2.3 That, if within 3 months of the issue of a draft planning permission decision notice, the legal agreement has not been completed, the Director of Planning and Strategic Transport has delegated authority to refuse planning permission.

### **3.0 PROPOSAL AND LOCATION DETAILS**

3.1 The proposal is an application for full planning permission:

3.2 The proposal includes the following:

- Demolition of the existing garages on site.
- Erection of a terrace of 4 houses ; comprising 2 two storey houses (1 and 2 bedrooms respectively), and 2 three storey 3 bedroom houses.
- Provision of associated covered cycle storage and covered refuse storage.

- Provision of turning-table to provide future vehicle access to garage at rear of 56 Chipstead Avenue.
- Provision of a communal external amenity space.

### **Site and Surroundings**

- 3.3 The site has a gross area of 397 square metres and comprises a block of 10 garages (and one ancillary brick store) behind two storey terraced houses at 42 – 50 Chipstead Avenue on the north-eastern side of Chipstead Avenue. Details of the occupancy and function of the garages is provided further on in this report. The site is bounded by the side boundary of the rear garden of 56 Chipstead Avenue to the north-west, and to the south-east by the rear gardens of a pair of semi-detached two storey houses at 30 and 32 Chipstead Avenue which has recently gained planning permission (Ref: 19/5225/FUL) to be demolished and re-developed as part three/part four building with 8 flats. The north-eastern boundary of the site is bounded to by the rear gardens of two storey period dwellings on Quadrant Road. There is an incline on the land rising up from the south-west to the north-east and the properties on Quadrant Road are set on a noticeably higher ground level (approximately 2 metres higher than the ground level of the application site). The site is accessed from a driveway between 50 and 56 Chipstead Avenue. The application site is once thought to have had a pair of houses on it, 52 and 54 Chipstead Avenue. There is one Leylandi (conifer) tree positioned in the south-eastern corner of the site.
- 3.4 The site has a Transport for London Ptal rating of 4 and is within an 8 minute walk of Thornton Heath District Centre and Thornton Heath railway station. Brigstock Road is a two minute walk away and is served by three local bus routes.
- 3.5 Chipstead Avenue is heavily parked, but is not within a controlled parking zone. The relevant Place Policy of the Croydon Local Plan 2018 is DM48 – Thornton Heath. The site is within an 8 minute walk of Thornton Heath District Centre and there is a nearby local shopping parade on Brigstock Road within a three minute walk.



- 3.6 The site is within an area of low flood risk from fluvial flooding and surface water flooding.

#### **Relevant Planning History**

3.7 **Application Site**

20/01535/Pre – Pre-application enquiry regarding re-development of site for residential houses.

3.8 **Adjacent Site – 30 and 32 Chipstead Avenue**

19/05225/FUL - Demolition of existing dwellings. Erection of part 3-storey, part 4-storey building comprising 2 x 3-bed, 1 x 2-bed, 3 x 1-bed and 2 x studio flats with associated landscaping, boundary treatments, refuse and cycle storage.

Granted Planning Permission 13/02/2020 (not yet implemented).

3.9 **Nearby Site – 20 Chipstead Avenue**

16/06343/FUL - Demolition of former care home. Erection of four storey building comprising 20 one bedroom and 4 two bedroom flats. Erection of three storey building comprising 3 one bedroom flats together with car parking, landscaping and associated works.

Granted Planning Permission 01/06/2017 (implemented).

#### **4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- The principle of a residential development is acceptable given the national and local need for housing and the brownfield status of the land.
- The proposal includes 2 three-bedroom family unit dwellings.
- The design and appearance of the development is appropriate. Whilst it is acknowledged that the development would be a innovative and original scheme, the form, height and massing of the houses would take character references from the historic fabric of the site and from the surrounding houses

and its overall form, massing and height be in context with the surrounding built environment and recently consented developments in Chipstead Avenue.

- The living conditions of adjacent occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory (in terms of overall residential quality) and would comply with the Nationally Described Space Standard (NDSS).
- A car free scheme would be acceptable given the good Ptal of the site and the constraints of the existing narrow width vehicle access into the site. The site is also within a short walk of local bus routes, Thornton Heath railway station, and local shops and services in the nearby shopping parade and a District Centre.
- Sustainability aspects have been properly assessed and their delivery can be controlled through planning 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 way of 17 letters of notification to neighbouring properties in the vicinity of the application site.

6.2 The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 49    Objecting: 47\*    Supporting: 2

\*10 objections were received from addresses outside of Croydon.

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

### **Summary of Objection Comments**

Objection	Officer Comment
<b>Housing</b>	
1. Character does not achieve policy objectives.	See paragraphs 8.2 to 8.19 below.
<b>Townscape</b>	
2. Overdevelopment 3. Out of character	See paragraphs 8.2 to 8.19 below.
<b>Amenity of Adjacent Residents</b>	
4. Loss of outlook 5. Loss of privacy 6. Loss of light 7. Effect on safety	See paragraphs 8.23 to 8.30 below.

8. Will obstruct access to rear.	
9. Increased noise	See paragraph 8.29 below.
<b>Amenity of Future Occupiers</b>	
10. Inadequate amenity space	See paragraph 8.20 below.
<b>Transport and Highways</b>	
11. Increased traffic 12. Increased parking 13. Highway safety 14. Effect of construction traffic. 15. Emergency vehicle access. 16. Poor refuse collection arrangements.	See paragraphs 8.31 to 8.38 below.
<b>Trees and biodiversity</b>	
17. Affect on trees/planting 18. Affect on wildlife	See paragraphs 8.41 and 8.42 below.
<b>Other Matters</b>	
19. Inadequate drainage	See paragraph 8.39 below.
20. Not consulted on application.	The application was publicised in accordance with statutory legislation.
21. Effect on property value.	This is not a material planning consideration.

### **Summary of Supporting Comments**

<ol style="list-style-type: none"> <li>1. Good development.</li> <li>2. More developments should be car free.</li> <li>3. Will increase security of Chipstead Road houses.</li> <li>4. Appearance of scheme is better than Cheriton House scheme.</li> <li>5. Garages are an eyesore.</li> </ol>
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## **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 2021, the Croydon Local Plan 2018 and the South London Waste Plan 2012.
- 7.2 Policy H1 of the London Plan 2021 sets out ten-year net housing completion targets for which boroughs should plan. To ensure that ten-year housing targets are achieved, boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and

planning decisions, especially including sites with existing or planned public transport access levels (PTALs) 3-6 or which are located within 800 metres distance of a railway station or town centre boundary. The ten-year overall housing completion target set for Croydon is 20,970 new homes (2019-2029).

- 7.3 Policy H2 of the London Plan 2021 states that boroughs should pro-actively support well-designed new homes on small sites (below 0.25 hectares in size) through both planning decisions and plan-making in order to amongst other things :
- 1) significantly increase the contribution of small sites to meeting London's housing needs
  - 2) diversify the sources, locations, type and mix of housing supply
  - 3) support small and medium-sized housebuilders
  - 4) achieve the minimum housing completion targets set out for small sites and overall housing.
- The ten-year minimum target for small site housing completions for Croydon is 6,410 (2019 – 2029).
- 7.4 The small sites 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 (small sites) sites each year.
- 7.5 It is important to note that in the London Plan 2021, the overall housing target per annum of 2,079 new homes (2019 – 2029) as compared with 1,645 in the Croydon Local Plan 2018. Therefore, Croydon is required to deliver more new homes than our current Croydon Local Plan 2018.
- 7.6 For clarity, London Plan 2021, the Croydon Local Plan 2018, and South London Waste Plan 2012 are the primary consideration development plans when determining planning applications.
- 7.7 Policy H1 of the London Plan 2021 recognises the pressing need for more homes in London and Policy H10 promotes a varied housing mix to provide different sizes and types of dwellings in the highest quality environments. The impact of the London Plan 2021 is set out in paragraph 7.2 to 7.4 above.
- 7.8 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:
- Achieving sustainable development;
  - Making effective use of land;
  - Delivering a sufficient supply of homes;
  - Promoting healthy and safe communities;
  - Promoting sustainable transport.
- 7.9 The main policy considerations raised by the application that the Committee are required to consider are:

## 7.10 London Plan 2021

- GG1 Building Strong and Inclusive Communities
- GG2 Making the Best Use of Land
- GG3 Creating a Healthy City
- GG4 Delivering the Home London Needs
- GG6 Increasing Efficiency and Resilience
- D1 London's Form Character and Capacity for Growth
- D2 Infrastructure Requirements for Sustainable Densities
- D3 Optimising Site Capacity Through the Design-Led Approach
- D4 Delivering Good Design
- D5 Inclusive Design
- D6 Housing Quality and Standards
- D7 Accessible Housing
- D11 Safety, Security, and Resilience to Emergency
- D12 Fire Safety
- D14 Noise
- G1 Green Infrastructure
- G4 Open Space
- G6 Biodiversity and Access to Nature
- G7 Trees and Woodland
- SI 1 Improving Air Quality
- SI 2 Minimising Greenhouse Emissions
- SI 4 Managing Heat Risk
- SI 5 Water Infrastructure
- SI 12 Flood Risk Management
- SI 13 Sustainable Drainage
- T1 Strategic Approach to Transport
- T2 Healthy Streets
- T4 Assessing and Mitigating Transport Impacts
- T5 Cycling
- T6 Car parking
- T6.1 Residential Parking
- T7 Deliveries, Servicing and Construction

## 7.11 Croydon Local Plan 2018

- SP1 The Places of Croydon
- DM48 Thornton Heath
- 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
- SP6.3 Sustainable design and construction



- DM23 Development and construction
- DM24 Contaminated land
- DM25 Sustainable drainage systems and reducing flood risk
- DM27 Biodiversity
- DM28 Trees
- SP8 Transport and communications
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

7.12 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

## **8.0 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the Planning Sub-Committee are required to consider are as follows:

1. Principle of development
2. Housing and housing mix
3. Townscape and visual impact
4. Housing quality for future occupiers
5. Residential amenity for neighbours
6. Parking and highway safety
7. Refuse storage
8. Flood risk
9. Sustainability
10. Trees, landscaping and biodiversity
11. Other planning matters

### **Principle of Development**

- **New Housing**

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 2021 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. 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 Thornton Heath, which is identified in the 'Places of Croydon' section of the CLP (2018) as being an area for '*Moderate residential growth with some opportunity for windfall sites, limited infilling, and dispersed integration of new homes will respect existing residential character and local distinctiveness*'. The Croydon Suburban Design Guide (2019) sets out how suburban re-development 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 London Plan 2021 Policy D2 on Small Sites advises that for London to deliver more of the housing it needs, small sites (below 0.25 hectares in size) must make a substantially greater contribution to new supply across the city. Therefore, increasing the rate of housing delivery from small sites is a strategic priority. Achieving this objective will require positive and proactive planning. The density of the site would equate to 327 habitable rooms per hectare. The London Plan Policy D3 does not set out specific density ranges for new development. Instead, it requires new development to optimise site capacity through a design-led approach. Optimising site capacity means ensuring that development is of the most appropriate form and land use for the site. Higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling. Officers consider that the density of the scheme would be appropriate and that the proposed development has taken a design-led approach.
- 8.5 In the vicinity recent planning permissions at 30-32 Chipstead Avenue and at 20 Chipstead Avenue (Cheriton House) has established the principle of re-developing land for more intensive residential use. The development at 30-32 would result in a part three/part four storey building (8 flats) being sited behind houses on Chipstead Avenue and adjacent to rear gardens of houses in Quadrant Road. Further to the south of the site the Cheriton House re-development is completed scheme and has resulted in a part three/part four storey built form (27 flats) ; a new three storey block within that development is also sited behind houses in Chipstead Avenue and directly adjacent to the rear gardens in Quadrant Road. Given 30-32 Chipstead Avenue is directly adjacent to the southern boundary of the application site, and given Cheriton House is only a short distance away, then it is considered that the locality is seen an acceptable in principle for intensive residential development of a minimum of three storeys height as sought by policy.
- 8.6 The application is for a residential development providing new and additional homes within the borough, which the Council is seeking to provide. The site is located within an existing residential area and as such providing that the proposal accords will all other relevant material planning considerations, the principle of development is supported.

## **Housing and Housing Mix**

- 8.7 Policy SP2.7 seeks to ensure that a choice of homes is available to address the borough's need for homes of different sizes. It sets a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. In terms of character the Council's Suburban Design Guide advises that '*The built character of an area is not defined by the people who live there, but rather the physical characteristics that it is composed of. Character can change over time and it should be acknowledged that well-designed proposals can have a positive effect on an area. This means that new types of dwelling can be integrated into an existing community*'. Therefore, the definition of character would not preclude new 'innovative and original' housing development within a residential area.
- 8.8 The development proposes 4 single dwelling houses and a unit mix comprising of 1 x 1 bedroom/2 person (25%) house, 1 x 2 bedroom/3 person (25%) house, and 2 x 3 bedroom/4 person (50%) houses. The proposal would make provision for 50% of the accommodation as family (3 bedroom) accommodation. This would exceed the strategic target of 30% for family homes set out in policy. Moreover, the proposed development would also provide a mix of accommodation for different household sizes. Therefore, the provision of family accommodation and mix of accommodation is considered acceptable and moreover would exceed the strategic target for family homes set out in policy.

## **Townscape and Visual Impact**

- 8.9 The garages on site are privately owned (not Council owned) and there is no objection to the demolition of the existing garages on the site as several are vacant and it has been established that the ones in use are not in use by any residential occupiers in the adjacent roads. It is also evident that some fly-tipping has occurred on the site.



- 8.10 On optimising sites the Suburban Design Guide (para 2.3.5) advises that in order to make efficient use of sites new development should ensure they make the best use of the site. This may include the provision of higher density housing such as terraced houses and flats.
- 8.11 Policy DM10.1 states that proposals should achieve a minimum height of three storeys. The proposal includes provision of 2 three storey houses and 2 two storey houses on the site. In the area the existing houses facing directly onto Chipstead Avenue and Quadrant Road are predominantly two storeys in height. However, there is also an example of a recently completed newer residential development (Planning Ref: 16/06343/FUL) at the former Cheriton House site at 20 Chipstead Avenue where the height of the buildings are 3/4 storeys in height with 27 flats. There is also an extant planning permission (Ref: 19/05225/FUL) for re-developing 30-32 Chipstead Avenue as a 3/4 storey building with 8 flats. The site at 30-32 Chipstead Avenue is similar to the subject application site as it is also sited behind and between the houses facing Chipstead Avenue and Quadrant Road. It is sited directly adjacent to the south-eastern boundary of the application site.
- 8.12 The Council's Suburban Design Guide (para 2.13.1) specifically advises that *'Back land sites and blocks of garages tend to be of a size to accommodate developments of a larger scale. The height of back land development should generally be no greater than the predominant surrounding buildings. If the development introduces a bigger built form, it can be advisable to step the height...Stepping the height of a proposal can help to retain a sense of openness when viewed from neighbouring properties'*. The proposed development would fit in with the height and backland grain of new recently completed development at the Cheriton House site and with the development approved for 30-32 Chipstead Avenue. Due to the significant change in land level between Chipstead Avenue and Quadrant Road the overall height of the development would only appear as two storeys height when viewed from Quadrant Road and the third storeys (second floors) serving the three bedroom houses would actually be lower in overall height than the houses on Quadrant Road, and lower in height than the recently completed re-development of the Cheriton House site, and the approved scheme at 30-32 Chipstead Avenue. The stepped two and three storey height of the proposed houses and the spaces they would provide within the built form, and the set-backs in its form would also help to alleviate the overall massing of the development by allowing long views across the site. This is advocated by the Suburban Design Guide (para 2.13) which advises stepping the height and/or footprint of a new backland development proposal can help to retain a sense of openness when viewed from neighbouring properties. It is therefore considered that this scale of development is acceptable within this location.



- 8.13 The proposal takes an innovative and original approach to character. However, the proposal does take references from the vernacular of the local environment and uses them to good effect in the design. For example, the proposed two-third proportion of the roof forms, and set backs, and the stepped façade rhythm of the houses have been informed by the existing arts and craft style houses facing onto Chipstead Avenue. Furthermore, the window arrangement to the houses would graduate in size from the ground to the upper storeys, with larger windows at ground level and smaller windows at the upper storeys. This is intended to reference the graduation window size arrangement of houses in Quadrant Road.
- 8.14 The proposed houses would be finished with two contrasting materials. The ground floor would be clad in heavy stone, while the upper floors/tapering roof forms would be clad in assembled corrugated cladding tiles with three different profiles. The heavy stone cladding is intended to refer back to the historic use of the site as gravel pit, but also to ground the development in much the same way as the existing garages do on site. The corrugated cladding is intended to reference the latter use of the site as garages. The reason for using three different profiles in the cladding is to break down the massing of the form of the upper storeys and to create interest, articulation and texture through the way shadow would fall from the profiles. It is noted that the proposed choice of materials is the same as approved under the approved re-development scheme at 30-32 Chipstead Avenue.



- 8.15 Rainwater goods and vents would be hidden and would only terminate through the roofs and side walls of the proposed houses. None would be visible on the front elevations. The windows of the houses would be recessed and would be formed of powder coated aluminium timber composite frames.
- 8.16 The proposed houses would all have private garden amenity areas arranged to the rear and/or side of the houses. These would be supplemented by front/side gardens which would provide defensible spaces to each house. The footpath in front of the proposed houses would be formed of grass-block interlocking paving, which uses recycled plastic and which provides natural drainage. The footpath would also maintain access to the rear gardens for the residents of the existing houses fronting Chipstead Avenue. A landscape strategy has been submitted with the application which indicates significant greenery of these areas. It includes provision for tree planting, lawn and shrub planting and climbing plants, as well as green roofs to the cycle stores. A communal amenity area with a barbeque space would be formed of cobble stones and would be positioned near to the top entrance into the site ; this would also double-up as a turn-table area to serve as access for a car to the rear garage behind the house at 56 Chipstead Avenue (if a future occupier of 56 intends to use it for parking a car. Further detail of the proposed landscaping strategy is provided further on in this report.
- 8.17 New close boarded 1.8 metre height fences with a 0.3 metre height trellis on top would be provided in places where there are no existing boundary fences around the perimeter of the site. In places where there is an existing 1.8 metre height boundary fence/wall to the perimeter of the site a 0.3 metre height trellis would added to the top to meet Secure by Design objectives. The proposed houses would have a low rope railing to their front garden to demarcate the

boundary of the houses without detracting from the landscaping proposed to the footpath.

- 8.18 The application site is within an established residential area and one in which there is a gradual re-development of windfall sites and backland sites. The individual and cumulative impact of the development on the local character is considered to be acceptable as assessed above. The impact of the development on the neighbouring highway network (including car parking capacity) is acceptable, as considered in detail further on in this report. As a backland site the proposal would result in a development that would have no discernible impact on the appearance of the street scene and it would provide a more effective use of what is to all intents and purposes a brownfield site. It would accord with the national and local requirements to intensify the development potential of sites and to optimise the delivery of additional housing in a sustainable manner. It is also in a location that is accessible to a local public transport and to local shops and services.
- 8.19 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 providing a high quality sustainable development and optimising land use through new development.

#### **Housing Quality for Future Occupiers**

- 8.20 All of the proposed new houses would comply with or exceed the internal dimensions required by the Nationally Described Space Standards (NDSS) and London Plan. A daylight/sunlight analysis has been submitted with the application and officers concur with its findings that all of the proposed habitable rooms of the development would receive acceptable natural light. All would have private external amenity spaces in the form of a private garden areas to meet minimum space standards. The end houses in the proposed terrace would have the largest garden areas. The two houses positioned in the middle of the proposed terrace would each have private rear gardens of 4.5 sq metres in area. This would fall short of the 6 sq metres area and 7 sq metres area minimum standards respectively required for 2 bedroom/3person and 3 bedroom/4person dwellings. However, generous front gardens of 7.8 sq metres would be provided to supplement the rear gardens. In this instance the use of the front garden areas to supplement the rear garden area to achieve the overall minimum private amenity standards would be acceptable on the basis that the proposal is a backland development and so the front gardens would provide more privacy than if they were facing directly onto a street. Furthermore, it is not a requirement for new houses but, there would also be provision made for a communal amenity space to be provided at ground level in a communal side garden near to the top entrance of the site. A local recreation ground, Trumble Gardens on Brigstock Road, is also less than a 5 minute walk away and so would also be an outdoor resource close at hand for future occupiers and those with children.
- 8.21 The houses would all make provision for M4(2) accessibility. None of the dwellings are proposed with M4(3) accessibility, but this is considered

acceptable in this instance given the minor nature of the proposed development.

- 8.22 Overall, the proposed development could provide an interesting and pleasant place to live for future occupiers. The proposed soft landscaped front gardens and front path and the communal garden would provide opportunity for further recreational use for the residents and could assist in providing community cohesion. The provision of soft landscaping to the forecourt would contribute to a pleasant public realm.

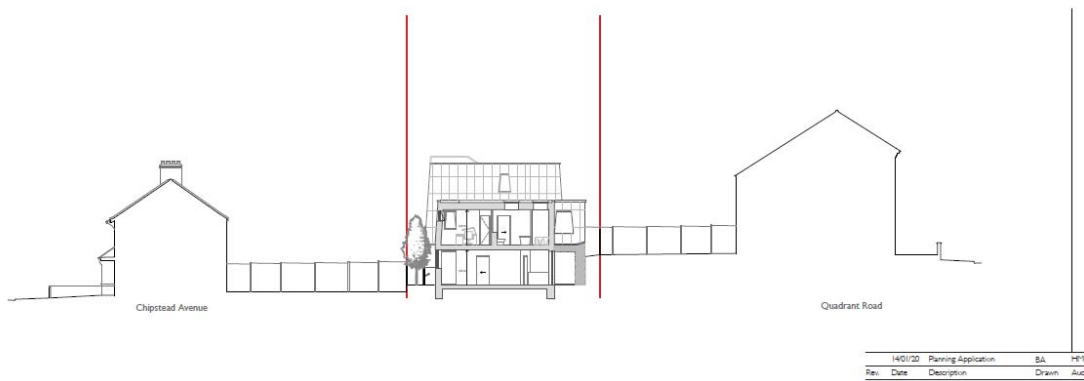
### **Residential Amenity for Neighbours**

- 8.23 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 loss of privacy, daylight, sunlight, outlook or an increased sense of enclosure. It is considered that the position of the site and siting and massing of the proposed houses on the site would not have any adverse effect in terms of light, privacy, or outlook on the amenities of residents in adjacent properties.

### **Distances to Adjacent Houses**

- 8.24 The nearest distance between the south-western facing façade and rear of houses at 42 – 50 Chipstead Avenue would be 13.9 metres. The nearest distance from the south-eastern flank of the terrace to the rear of houses at 30 & 32 Chipstead Avenue would be 9.2 metres, although there would be a separation distance of 10.8 metres to 30 Chipstead Avenue. The nearest distance from the north-western rear façade to the houses at 19 – 21 Quadrant Road would be 10.3 metres, although the separation distance also graduate to 12.4 metres and 14.2 metres due to the tapered nature of the application site. The Suburban Design Guide (paras 2.9.10 to 2.9.13) set outs a minimum expected back-to back distance of 18 metres between new dwellings and adjacent properties. However, the 18 metre distance is specifically intended as the back-to-back distance of habitable rooms. The layout of the proposed new dwellings shows that the proposed front facing and rear first and second floor windows facing south-west and south-east towards Chipstead Avenue houses, and north-east towards the Quadrant Road houses would be high-level secondary windows, where they serve habitable rooms, or obscure-glazed where they serve non-habitable rooms. The only exception is the first floor bedroom window of the house proposed to be sited closest to the southern boundary of the site. However, that particular window would face towards a row of Leylandi (conifer) trees in the rear garden of 15 Quadrant Road and so would not result in any adverse overlooking to the Quadrant Road houses. It is considered that all of the other first and second floor windows facing south-west, south-east and north-east could be provided as obscure-glazed and this can be secured by condition. It is also noted that all of the first and second floor windows are proposed to open inwardly, and this should also assist to prevent future occupiers from overlooking any adjacent properties and this can also be secured by condition. Therefore, it is considered that the back-to-back distances that would be achieved between the development and adjacent houses in Chipstead Avenue would be acceptable in this instance.





### Privacy

- 8.25 As advised above, the proposed layout of the houses is such that they would have no principle habitable room windows at first floor or above facing directly towards the adjacent houses in Chipstead Avenue or Quadrant Road. Where first floor or above windows would face directly towards houses in Chipstead Avenue or Quadrant Road they would either serve as secondary high-level windows to habitable rooms, or serve non-habitable rooms. The layout also shows that the first and second floor windows would all be inward-opening. As advised above, it is acknowledged that a first floor rear double-bedroom window in the proposed end house is directed at an angle towards the end of the rear garden of 15 Quadrant Road. However, the applicant advises this arrangement has been formed with regard to the position of a row of Leylandi (conifer) trees positioned in the north-western end of the garden of 15 Quadrant Road, which would effectively provide a natural screen to prevent any adverse overlooking of the garden area and houses to the south-west in Quadrant Road.

### Outlook

- 8.26 The applicant has demonstrated that the arrangement and height of the proposed houses would meet a 45 degree vertical angle line when viewed from rear ground floor windows of houses in Chipstead Avenue (including 30 & 32 Chipstead Avenue) and Quadrant Road. The applicant has not provided a 25 degree angle line, which would usually be expected. However, in this particular

instance the development would have a stepped height arrangement and the resulting built form height gaps would assist in retaining the openness towards and across the site when viewed from the adjacent properties and this would accord with the design guidance (paragraph 2.13.1) of the Suburban Design Guide which on backland development advises that '*If a development introduces a bigger built form, it can be advisable to step the height. Stepping the height of a proposal can help to retain a sense of openness when viewed from neighbouring properties*'. Therefore, the stepped height arrangement of the proposed houses would maintain long views across the development site from adjacent properties and would not result in adverse loss of outlook. The proposed stepped height arrangement would also prevent the massing and height of the development being oppressive when viewed from the rear gardens of houses in Quadrant Road and Chipstead Avenue.

### **Light**

- 8.27 A daylight/sunlight analysis was submitted with the application and an analysis on the effect of the proposed development to 57 windows in adjacent residential properties in Chipstead Avenue and Quadrant Road was undertaken. This included a survey of the re-development scheme approved at 30-32 Quadrant Road. The analysis found that there would be Vertical Sky Component (VSC) fails technical fails to three windows and these windows are all ground floor windows at the re-development scheme approved at 30-32 Quadrant Road. However, further analysis of those effected windows were undertaken in the daylight/sunlight report in the form of a no sky line test and the results advise they demonstrate guidance with BRE guidelines. All of the windows to the rear of the houses on Quadrant Road (No's 26-42 in the submitted report) would retain in excess of 90% of existing VSC levels when comparing existing light levels to proposed light level and most of them would retain over 95% of existing VSC levels. In addition, they would all receive in excess of 80% of annual and winter sunlight hours and, again, most would retained over 90% of light. The daylight/sunlight analysis also considered the effect of the proposed development on adjacent residential rear gardens and concludes it would meet and exceed BRE guidelines. In this case officers concur with the outcomes of the daylight/sunlight analysis that no adverse loss of light would result to adjacent residential occupiers from the proposed siting and massing of the proposed development.

### **Other Amenity Issues**

- 8.28 To further protect adjacent occupiers on matters of privacy, outlook and light the Council would seek to ensure by condition that householder permitted development rights are removed for the proposed houses.
- 8.29 In terms of noise and general disturbance it is considered that there would be noise and general disturbance result from demolition and construction works. An outline construction logistics plan was submitted with the application, but a full construction logistics plan can be secured by condition to ensure proposed works are effectively managed to minimise disruption and disturbance. It is not considered that the development would result in any adverse increased noise from the number of dwellings proposed on the site given the minor nature of the development.

- 8.30 The proposed access path in front of the proposed houses would allow residents in Chipstead Avenue to still access their rear gardens. In terms of safety and security it is considered that increased natural passive surveillance would result from the proposed development, so it is likely to provide a safer environment than the existing garage function of the site. Details of security lighting to the external access and external circulation areas would be secured by condition.

#### **Parking and Highway Safety**

- 8.31 A garage use survey was submitted as part of the Design and Access statement submitted with the application. There are a total of 10 garages on the site (9 in a row behind 42 – 48 Chipstead Avenue, and 1 in the south-eastern corner of the site). It should be noted that there one of the garages has a small brick store building (behind 50 Chipstead Avenue) attached at the end of the row of garages. A total of 4 of the garages are vacant. The remaining garages are let on short-term (month-to-month) tenancies and the tenant addresses are not ones from local roads. The applicant also advises that the garages are predominantly used for lock-up storage rather than car parking. As a result, the loss of the garages is unlikely to have any adverse effect on parking availability on Chipstead Avenue.
- 8.32 No off-street parking is proposed on the site. The site has Transport for London Ptal rating of 4 and is within an 8 minute walk of Thornton Heath railway station and Thornton Heath District Centre. There are also three local bus routes serving Brigstock Road, which is a two minute walk away. A total of 8 cycle spaces (2 per house) are proposed, aswell as a cycle rack providing 2 visitor cycle spaces. This would comply with the London Plan 2021. Given the site is within a relatively short walking distance to local buses, the railway station and the District Centre, then it is considered the proposed development would assist in promoting sustainable travel use. The site is not within a Controlled Parking Zone (CPZ). Notwithstanding that the applicant has agreed to enter into a legal agreement to prevent residents of the proposed houses from obtaining residential parking permits in the event of a CPZ coming forward in the local roads. A local Car Club space will also result from the approved and recently implemented Cheriton House re-development scheme on Chipstead Avenue and this would provide an opportunity for future residents to use it. While it is acknowledged that the submitted Transport Statement and parking survey therein shows a very high level of on-street day-time/night-time parking stress, it is considered the accessibility of the site and sustainable travel measures that could be accessed would not lead to any adverse increase of off-street parking detrimental to the parking availability and traffic generation on local roads. The Transport Statement also included a travel plan to promote use of sustainable travel modes by future residential occupiers of the development and the travel plan would form part of a welcome pack for any future occupiers.
- 8.33 Given all these circumstances it is considered that a car-free development would be acceptable.

- 8.34 There is an existing garage at the end of the rear garden curtailage of 56 Chipstead Avenue and the applicant advises it is used for storage purposes only. The existing vehicle access into the site would be maintained and a mechanical turning table would be provided at the top of the access to assist turning if the garage is subsequently used for parking a car. The Transport Statement submitted with the application provides tracking diagrams which illustrate a car would be able to enter and exit that particular garage safely and securely. The applicant advises that a bollard with key for use only for the occupier of 56 Chipstead Avenue would be installed at the entrance of the vehicle access to prevent any off-street parking by future residents/other visitors to the site. The provision of the proposed bollard can be secured by condition.
- 8.35 The applicant advises that all the materials of the proposed houses are non-combustible and further advises they would meet building regulations in that respect. The end house within the proposed development (adjacent to the southern boundary of the site) would exceed the 45 metre distance length for a fire appliance hose to reach the dwelling. The distance should be less than 45 metres for the furthest point in the furthest dwelling as detailed in the London Fire Brigade Fire Safety Guidance Note GN29 [iii][iv]. The development site only has access from the existing western side narrow access and the width of the access between is 2.3 metres. This is less than the minimum requirements for fire service vehicle access of 3.7 metres between kerbs and 3.1 metres between gateways. The applicant therefore proposes that a horizontal riser run is provided from near Chipstead Avenue to provide adequate water supplies for firefighting purposes. The provision of a dry riser would facilitate access for firefighting crews so that the outlet of the dry riser would be within 45 metres of the furthest point of each dwelling. This matter would first need to be agreed with the London Fire Brigade and the developers Building Control regulator. A planning condition can be used to ensure the matter is agreed to that effect prior to the first occupation of the new dwellings.
- 8.36 An outline Construction Logistics Plan (CLP) has been submitted with the application. It advises that HGV vehicles will not be able to access the site due to the limited width of the vehicle access. However, smaller construction vehicles will access the site. Construction vehicle movements would be managed by a banksman and appropriate Traffic Management Orders will be secured to ensure the road safety of adjacent Chipstead Avenue highway. Details of a full CLP can be secured by condition to ensure that the demolition and construction works would be undertaken in a considerate manner and would follow-on from the outline CLP.

### **Refuse Storage**

- 8.37 Refuse storage enclosures would be provided in the front garden of each house. However, the access width into the site would not be suitable for a refuse lorry and as the drag distance of the refuse storage would exceed 20 metres distance from the highway then the applicant proposes that a private contractor will move the bins to a collection point (from a communal collection point) within the site access on collection days. On collection days the bins would be moved to a communal first staging (holding) area by residents and

would then be moved by a private contractor to a second staging (holding) area located in the access of the site and within 20 metres of the pavement for Council operatives to collect. Compost bins would also be provided for each house.

- 8.38 A refuse management plan to secure this arrangement can be secured by condition.

### **Flood Risk**

- 8.39 The site is within an area with a low risk of flooding. A Sustainable Urban Drainage strategy (SUDs) has been submitted with the application and the scheme would utilise measures such as permeable paving, sedum roofs, blue water roofs, and rainwater harvesting (water-butts) to minimise surface water run-off. The measures proposed in the SUDs strategy can be secured by condition.

### **Sustainability**

- 8.40 Policy seeks high standards of design and construction in terms of sustainability and sets out Local and National CO2 reduction targets. The development would be required to reflect new standards set out in the London Plan 2021 to achieve a minimum 10% on-site CO2 reductions beyond Part L of 2013 Building Regulations through on-site energy efficiency measures and renewable technologies. The proposed development proposes to use the fabric of the proposed buildings and fixtures and fittings to meet carbon reduction targets, together with solar panels to the roofs, and air-source heat pumps in each rear garden. Conditions can be used to ensure CO2 reduction compliance and to ensure water use targets have been met following construction.

### **Trees, Landscaping and Biodiversity**

- 8.41 An arboricultural report and a full landscaping strategy were both submitted with the application. The landscaping strategy identifies one existing tree on the site, within the south-eastern corner of the site, which would be removed. There are no other trees on the site itself, but three other trees about the perimeter of the site. No works are proposed to these trees other than some lateral pruning of overhanging branches of one tree sited adjacent to the eastern boundary of the site. Protection measures would be put in place during works to protect the trees adjacent to the site and this matter can be secured by condition. Therefore, no adverse effect on trees would result from the proposed development.
- 8.42 A full landscaping strategy was submitted with the application. A compacted gravel path and access is proposed to reference the historic gravel pit of the site. It would also assist with sustainable drainage and surface water run-off. A cobble-stone finish is proposed to the communal amenity space and it is considered that its texture and form would complement the proposed facing materials of the houses. A total of 4 new trees are proposed on the site, 2 within the path in front of the proposed houses and 2 adjacent to the communal

amenity area. These would be specifically accommodated within tree pits and would be deciduous trees which could grow up to 3 to 4 metres in height. To supplement the trees a number of border shrubs and flowers and climbing plants are proposed through the private amenity areas, as well as lawn areas. Insect hotels and bird boxes are also proposed. It is considered the proposed landscaping strategy would represent a significant uplift in the greenery of the site, including a net-gain in the number of trees on the site. The landscaping scheme would also bring about additional planting and sustainable drainage and this would assist in tackling climate changes and promoting a net gain in biodiversity as required by the London Plan. The implementation of the proposed landscaping scheme can be secured by condition.

### **Other Matters**

#### **Contaminated Land**

- 8.43 The Council would seek to ensure the proposed development is free from any harmful contaminants. This matter can be secured by condition.

#### **CIL**

- 8.44 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**

- 8.45 Given the significant need for housing within the Borough and the brownfield status of the site, the principle of this residential development is considered acceptable within this area. The proposed design would bring forward an innovative and original design of development on a backland site in a residential area and would represent a sensitive and sustainable redevelopment of the site. Whilst it is acknowledged that the mass of built form would be greater than the existing garages currently on site, the proposal would be in context with the transition of the surrounding environment. The proposal would have no significantly harmful impact on the amenities of the adjacent properties and the application demonstrates that the impact on the highway network would be acceptable. Officers are satisfied that the scheme is worthy of a planning permission.
- 8.46 All other relevant policies and considerations, including equalities, have been taken into account.