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PART 6: Planning Applications for Decision

Item 6.2

1 APPLICATION DETAILS

Ref: 15/05554/P
Location: 64 Brighton Road, Purley, CR8 2LJ
Ward Coulsdon West:
Description: Alterations; erection of two bedroom bungalow at rear (fronting Purley Rise); provision of parking area over and formation of vehicular access
Drawing Nos: 35413-1-01, 35413-1-02, 35413-1-03, 35413-1-04, 35413-1-05 Rev A, 35413-1-06 Rev B, 35413-1-L07, design and access statement
Applicant: Mr Sharma
Agent: Mr Franke, Fulcrum Building Design Ltd
Case Officer: Hayley Crabb

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

2 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- 2.1 The proposal would provide an additional home in a residential area and would not result in the loss of any protected use on the site. Therefore, the principle of development is acceptable.
- 2.2 The plans submitted with the application demonstrate that the proposed development would not have a detrimental impact on the character of the area.
- 2.3 The siting and layout of the proposed bungalow and degree of separation between the existing buildings and the proposed building would be sufficient to ensure no undue impact on the residential amenities of the adjoining occupiers.
- 2.4 The proposal would provide adequate accommodation for future occupiers in terms of layout, outlook and amenity space.
- 2.5 The proposed bungalow would be accessed via Purley Rise and would have parking on the roof. One parking space is proposed and visibility splays provided. Parking and access arrangements would be acceptable in relation to the appearance of the street scene and pedestrian and highway safety.

3 RECOMMENDATION

- 3.1 That the Committee resolve to GRANT planning permission.
- 3.2 That the Director of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1) Works to be carried out in accordance with the approved plans.
- 2) Details of materials to be agreed.

- 3) Visibility splays, parking arrangements, roof area fencing (1.1m high balustrade with laminated glass infill), boundary treatment to be provided as specified.
- 4) Submission of bin/cycle stores, security lighting, DDA stairs climber, finished floor levels.
- 5) Windows condition.
- 6) Roof area of the building not to be used as a roof terrace.
- 7) Removal of permitted development.
- 8) Landscaping details of soft and hard landscaping to be submitted.
- 9) Submission of a Construction Logistics Plan.
- 10) 19% reduction in carbon dioxide emissions.
- 11) 110 litre water restriction.
- 12) Commence within 3 years
- 13) Any other planning condition(s) considered necessary by the Director of Planning

Informatives

- 1) CIL
- 2) Site notice removal
- 3) Code for construction sites
- 4) Parking bays
- 5) Natural England standing advice
- 6) Installation of hot water boilers
- 7) Any other informative(s) considered necessary by the Director of Planning

4 PROPOSAL AND LOCATION DETAILS

Proposal

An application for full planning permission is sought for:

- A detached 2 bedroom bungalow set within the topography of the site.
- The building would have an approximate overall width of 10.5m and overall depth of 14m. The building would have a flat roof with a maximum overall height of 4m.
- Formation of a vehicular access onto Purley Rise (with visibility splays) with parking on the roof.
- 1.1m high metal railings with laminated glass panels would be provided along part of the side of the roof and to the rear facing the rear of properties in Brighton Road. The remainder of the side of the proposed bungalow adjacent to Purley Rise would have a wall the same height as the railings and would be painted white.
- A 0.8m high brick wall is proposed along the front boundary with a 1.8m high privet hedge behind. A 1.8m high close boarded fence is proposed along both of the side boundaries.
- The building would be painted white render with some timber cladding and timber framed windows.

- Alterations are proposed to land levels in the rear garden to provide a terraced amenity space.

Site and Surroundings

- 4.1 The application site is located at the rear of properties on the north-western side of Brighton Road (a Transport for London Road), fronting Purley Rise. No. 64 is a semi-detached property in use as 4 flats. Due to the nature of the land levels the rear amenity areas are located on higher ground than the main dwellings, and levels continue to rise north-westerly with Purley Rise dwellings being located on higher ground.
- 4.2 Purley Rise consists of large detached houses which are set back from the main road frontage, often with a degree of separation between buildings. The majority of dwellings are on the north-western side. Only Windsor Court (south-western side of the site), 48 and rear of no's 50/52 (north-eastern side of the site) are located on the south-eastern side. Rear of no's 50/52 has been granted planning permission for two dwellings which is currently under construction.
- 4.3 The site has a Public Transport Accessibility Level (PTAL) rating of 4, indicating a good level of public transport links and further to the north-east of the site is the edge of Purley Town Centre.

Planning History

- 4.4 The following planning decisions are relevant to the application:

03/01686/P Erection of a two storey detached four bedroom house with integral garage

Refused on the grounds the development would be cramped and out of keeping with the open character and pattern of development in the locality, would be detrimental to the visual amenity of the street scene by reason of its size, siting and prominence, would be detrimental to the residential amenities of the occupiers of adjoining property by reason of visual intrusion and overlooking, would likely result in the loss of or putting at risk of a street tree, would create a hazard to pedestrians and vehicular traffic using the highway by reason of lack of visibility and there would be inadequate parking and turning facilities within the site.

05/00129/P Erection of detached three bedroom bungalow with 2 parking spaces.

Refused on the following grounds the development would be cramped and out of keeping with the open character and pattern of development in the locality, having limited amenity space, and would be detrimental to the visual amenity of the street scene by reason of its siting and prominence, would be detrimental to the residential amenities of the occupiers of adjoining property by reasons of visual intrusion and privacy, would be likely to prejudice the development potential of adjoining land, would create a hazard to pedestrians and vehicular traffic using the highway by reason of lack of visibility splays and would be inadequate parking and turning facilities within the site.

Appeal dismissed on character, amenity grounds only.

13/03474/P Erection of a three bedroom house at rear fronting Purley Rise; formation of pedestrian and vehicular access from Purley Rise
Refused on the following grounds the development would be cramped and out of keeping with the open character and pattern of development in the locality and would be detrimental to the visual amenity of the street scene by reason of its siting and prominence, would be detrimental to the residential amenities of the occupiers of the adjoining property by reason of visual intrusion and loss of outlook.
Appeal dismissed on character grounds only

Extensive history relating to the rear of 50-52 Brighton Road the most relevant being:

13/03716/P Erection of two bedroom semi-detached bungalows at rear.
Approved and under construction

Extensive history relating to 70 Brighton Road

13/02911/P Demolition of existing buildings; erection of 3 storey building comprising 11 two bedroom and 5 one bedroom flats; formation of vehicular accesses and provision of associated parking.
Approved subject to a Section 106 agreement (affordable housing)

5 CONSULTATION RESPONSE

5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.

6 LOCAL REPRESENTATION

6.1 The application has been publicised by way of one or more site notices displayed in the vicinity of the application site. The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:

No of individual responses: 20 Objecting: 20 Supporting: 0

6.2 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

Objections

- Loss of light/overshadowing
- Plot too small/cramped/overdevelopment backland garden/loss of garden land
- Detract from neighbouring properties
- Obstruct views at rear
- Ruin the look of Purley
- Highway issues/generate more traffic/parking arrangements/loss of parking bays
- Out of character
- Loss of privacy/Overlooking
- Adverse impact on trees and greenery/hedging
- Noise and disturbance
- Not suitable for the elderly or disabled or those with a young family

- Positioning of the building out of character with the area and would set a precedent
- Increased density
- Building out of character with other buildings
- Loss of garden amenity space
- Not suitable for disabled users
- Loss of parking bays
- Loss of Wildlife
- Low density against policy
- Disruption

6.3 The following issues were raised in representations, but they are not material to the determination of the application:

- Legality to build/covenants (OFFICER COMMENT: This is not a planning consideration)
- Loss of a view (OFFICER COMMENT: This is not a planning consideration)
- Retaining wall (OFFICER COMMENT: Retaining walls have been shown on the submitted drawings)
- Reduce property values (OFFICER COMMENT: This is not a planning consideration)
- Structural damage (OFFICER COMMENT: This is not a planning consideration)
- Maintenance (OFFICER COMMENT: This is not a planning consideration)
- Original plans for the area (OFFICER COMMENT: Each application is judged on its own individual merits and in line with adopted policy.)

7 MATERIAL PLANNING CONSIDERATIONS

7.1 The main planning issues raised by the application that the committee must consider are:

- The principle of development
- The impact on the character and appearance of the area.
- The impact on the residential amenities of the adjoining occupiers
- The standard of accommodation for future occupiers
- The impact on parking, pedestrian and highway safety
- The effect on the existing trees and wildlife
- The environmental performance of the proposed building

The principle of development

7.2 Chapter 6 of the National Planning Policy Framework (NPPF) indicates that housing application should be considered in the context of the presumption in favour of sustainable development and that it is the role of local planning authorities to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

7.3 Policy 3.3 of the London Plan (Consolidated with alterations since 2011) recognises the pressing need for more homes in London and Policy 3.8 states that Londoners should have a genuine choice of homes which meet their requirements for different sizes and types of dwellings in the highest quality environments. Policy SP2 of the

Croydon Local Plan: Strategic Policies (CLP1) states that the Council will apply a presumption in favour of new homes provided applications for development meet the requirements of the policy and other applicable policies of the development plan. Policy H2 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) 2006 Saved Policies (UDP) permits housing development within the existing built up area provided it does not conflict with the Council's aim of respecting the character of the residential area and there is no loss of protected uses. Policy H5 of the Croydon Plan (2006) Saved Policies 2013 also indicates that residential development on back garden and backland sites will only be permitted where it respects the character and protects the amenity of adjoining residential areas.

- 7.4 The proposal would provide an additional home in a residential area and would not result in the loss of any protected use on the site. Currently the site is overgrown and No. 64 is in use as flats. Due to the topography of the site the land falls away from Purley Rise to Brighton Road. The proposal is acceptable in principle, subject to more detailed consideration of the impacts of the proposal on the character and appearance of the area, the amenities of neighbouring residents, the quality of accommodation for future occupiers, the impact on trees and traffic and highways considerations.

The impact on the character and appearance of the area

- 7.5 The NPPF attaches great importance to the design of the built environment. One of core planning principles (paragraph 17) in the NPPF is that decisions should 'always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policies 7.1, 7.4 and 7.6 of the London Plan state that development should make a positive contribution to the local character, public realm and streetscape. Policies UD2 and UD3 of the UDP and CLP1 Policies SP4.1 and SP4.2 of seek to address high standards of design, the layout and siting of new development and the scale and design of new buildings. Policy H2 of the Croydon Replacement Unitary Development Plan (The Croydon Plan) 2006 Saved Policies (UDP) permits housing development within the existing built up area provided it does not conflict with the Council's aim of respecting the character of the residential area and there is no loss of protected uses. Policy H5 of the Croydon Plan (2006) Saved Policies 2013 also indicates that residential development on back garden and backland sites will only be permitted where it respects the character and protects the amenity of adjoining residential areas.
- 7.6 Planning permission has previously been refused for a proposed dwelling on the site. The most recent scheme 13/03474/P included the erection of a 3 bedroom house at rear fronting Purley Rise; formation of pedestrian and vehicular access from Purley Rise. This application proposed a detached bungalow fronting Purley Rise. The application was dismissed on appeal on character grounds only.
- 7.7 This application is different in so far as it would provide a bungalow which would be built into the topography of the site as opposed to a visible building fronting Purley Rise. The inspector for the appeal stated in their decision that *"The south east side has no houses except for Windsor Lodge and 48 Purley Rise. In future there will be a pair of semi-detached dwellings at the rear of 50 and 52 Brighton Road but these will be set down below road level. In contrast the dwelling now proposed will appear as a bungalow set relatively close to the road and without any immediate neighbours. As*

such it would appear isolated and out-of-place and would detract from the open character of both sides of Purley Rise”.

- 7.8 This development addresses the concerns raised by the inspector, proposing a bungalow which would be built into the bank adjacent to Purley Rise. It would have a flat roof which would be part tarmac and part sedum and the walls of the bungalow would be rendered and painted white. A 0.8m high brick wall is proposed along the front boundary with low natural screening to the sides of the vehicular access and a 1.8m high privet hedge behind which would soften the appearance of the development in the street scene.
- 7.9 No. 50-52 Brighton Road has planning permission under application number 13/03716/P for the erection of 2 two bedroom semi-detached bungalows at rear, which is currently under construction.
- 7.10 Given the current proposal is similar in nature, with rooftop parking like the properties being erected at No. 50-52 set within the topography of the site and comparable plot depth to others in the locality, it is considered the proposed development is acceptable.
- 7.11 Along this section of Purley Rise is high natural screening along the rear boundaries. This proposal would see the loss of the high greenery. Whilst natural screening would be lost, this could be removed without permission and given the low level wall and proposal landscaping/hedging proposed behind and the sedum roof this would soften the appearance of the development in the street scene and is therefore deemed acceptable. To ensure adequate planting is provided on the site, it is considered further details are required to that which has been submitted. Consequently it is recommended a condition be attached for details of hard and soft landscaping to be submitted.

The impact on the residential amenities of the adjoining occupiers

- 7.12 Paragraph 17 of the NPPF indicates that decisions should “always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings”. Policy 7.1 of the London Plan 2011(Consolidated with alterations since 2011) indicates that in their neighbourhoods, people should have a good quality environment. Policy UD8 of the Croydon Plan (2006) Saved Policies 2013 requires the Council to have regard to the privacy and amenity of adjoining occupiers. Policy EP1 relates to noise. Policies SP4.1 and SP4.2 of the Croydon Local Plan: Strategic Policies (2013) seek to respect and enhance character, to create sustainable communities and enhance social cohesion and well-being.
- 7.13 The proposed terrace would be sited approximately 19.5m from the single storey element at No. 64 Brighton Road and approximately 25.0m from the terrace to the two storey rear wall of No. 64. The proposed building would be elevated in relation to No. 64 and properties fronting Brighton Road. Representations have been received on the grounds of loss of privacy, overlooking/overshadowing.
- 7.14 It is proposed to provide landscaping in the rear garden. Landscaping can be secured by way of a planning condition to mitigate overlooking. The previous scheme 13/03474/P for this site was refused planning permission on amenity grounds; the

inspector for the appeal was of the view the building which would be set back from the boundary with No. 64 would be sufficient to avoid any conflict (21.0m from the rear of the property to the single storey element at no. 64 and 27.5m from the rear of the dwelling to the two storey rear wall of No. 64). The distances for the current scheme are very similar and the proposed development is set into the ground, and therefore sits lower in relation to the Brighton Road properties.

- 7.15 Whilst there would be a degree of overlooking as a consequence of the proposal, this is not uncommon in an suburban location and given the design, layout and separation between the properties with the side walls of the proposed bungalow set away from both side boundaries and a suitable landscaping scheme (secured by way of a planning condition) this is deemed acceptable to ensure no undue impact on the amenities of neighbouring properties.
- 7.16 Whilst the proposal would result in an increase in the levels of activity as a result of the intensification in the use of the site, it is not considered that any additional impact would be so significant to warrant the refusal of planning permission.

The standard of accommodation for future occupiers

- 7.17 Policy 7.1 states that in their neighbourhoods, people should have a good quality environment. The NPPF attaches great importance to the design of the built environment. One of core planning principles (paragraph 17) in the NPPF is that decisions should 'always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. London Plan Policy 3.5 taken together with the Mayor's Housing SPG requires development of the highest quality and places a strong emphasis on the internal quality of new residential development. Of particular relevance here is standard 4.10 which requires a minimum of 5 sq. m private outdoor space for each 1-2 person dwelling and an extra 1 sq. m for each additional occupant, which should have level access from the home. Also of relevance is standard 5.2 which states that developments should avoid single aspect dwellings that are north facing, exposed to noise levels above which significant adverse impacts on health and quality of life occur, or contain three or more bedrooms. UDP Policy UD8 requires residential amenity space to be considered as an integral part of the design of the overall development concept. With particular regard to internal space, the technical housing standards specify minimum gross internal floor areas for new dwellings. Policy UD7 of the Croydon Plan (2006) Saved Policies indicates that development proposals should be designed with ease of access for all users as a prime consideration.
- 7.18 The proposed bungalow would have a gross internal floor area of 109sqm and with the access stair well would be 122.2sqm. The technical housing standards for a 2 bedroom (4 Persons) unit require 70sqm. The layout and floorspace of the bungalow and level of on-site amenity space is considered acceptable..
- 7.19 With regard to disabled access, as a result of site constraints, access from the street/parking area to the lower floor living space is provided by a Part M/DDA compliant staircase that offers the option to fit a stair lift. Lifetime Homes Criterion 3 acknowledges that level access may not be practicable or achievable and should be discussed with the local planning authority to agree a workable solution. Consequently, the proposed solution is considered, on balance, acceptable. This is consistent with the consent at 50-52 Brighton Road.

The impact on parking, pedestrian and highway safety

- 7.20 Chapter 4 of the NPPF seeks to promote sustainable transport. Policy 6.13 of the London Plan indicates that a balance should be struck between promoting development and preventing an excessive parking provision. Policies T8 and T2 of the Croydon Plan (2006) Saved Policies 2013 respectively require development to make appropriate provision for car parking on site and to ensure that traffic generated does not adversely affect the efficiency of nearby roads. Policy UD13 of The Croydon Plan 2006 Saved Policies 2013 states parking should be safe, secure, efficient and well designed and an integral part of the scheme.
- 7.21 The site has a PTAL 4 which means it has good accessibility to public transport. A new vehicular access would be provided onto Purley Rise and one parking space provided on the roof. The quantity of parking provision is adequate. Visibility splays are shown to be achieved which can be secured by way of a planning condition. It is considered that in highway and traffic terms the development would not significantly impede the safety and efficiency of the adjoining highway network.
- 7.22 With regard to the on street parking bays outside the site, there is no objection in principle to the loss of the parking bay. This would be dealt with by highways when dealing with the dropped kerb who will ensure adequate safety distances are provided. It is recommended for an informative to be placed on the decision for the applicant to contact the traffic design manager.
- 7.23 Cycle and refuse can be secured by way of planning conditions. It is recommended for a construction logistics plan to be submitted which can be dealt with by way of a planning condition.

The effect on the existing trees and wildlife

- 7.24 Chapter 11 of the NPPF seeks to conserve and enhance the natural environment. Policy 7.21 of the London Plan 2011(consolidated with alterations since 2011) requires trees and woodlands to be protected, maintained and enhanced. Policy SP7.4 of the Croydon Local Plan: Strategic Policies (2013) seeks to enhance biodiversity across the borough.
- 7.25 The site is overgrown and whilst there are trees on site, they are not of sufficient merit to warrant a tree preservation order. A landscaping scheme has been submitted. Whilst the hedging details are acceptable, it is recommended further details need to be submitted in relation to planting which can be dealt with by way of a condition.
- 7.26 With regard to wildlife, it is recommended for an informative to be placed on the decision notice to advise the applicant to see the standing advice by Natural England in the event protected species are found on site.

The environmental performance of the proposed building

- 7.27 Policy SP6 of the Croydon Local Plan: Strategic Policies requires development to make the fullest contribution to minimising carbon dioxide emissions in accordance with the London Plan energy hierarchy. Policy SP6.3 requires new build residential development to achieve a minimum of Level 4 of the Code for Sustainable Homes or

equivalent. Following the withdrawal of the Code earlier this year, the equivalent standard being sought on new build residential development is a 19% reduction in CO2 emissions produced by the development (beyond the 2013 Building Regulations) and a water use target of 110 litres per head per day to be achieved. It is recommended that these matters can be secured by condition in the event that planning permission is granted.

Conclusions

7.28 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.