

**PART 6: Planning Applications for Decision**

**Item 6.5**

**1 APPLICATION DETAILS**

Ref: 16/02755/P  
Location: 46 Riddlesdown Avenue, Purley, CR8 1JJ  
Ward: Purley  
Description: Demolition of garages at rear; erection of three bedroom detached house with carport fronting Riddlesdown Road  
Drawing Nos: CR1 R4 Proposed Ground Floor Block Plan, CR1 R4 Proposed Lower Ground Floor, CR1 R4 Proposed Ground Floor, CR1 R4 Block Plan, CR1 R4 Proposed Site Plan, CR1 R4 Proposed Elevations 11/09/16  
Applicant: Mr D Brown  
Case Officer: Louise Tucker

- 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**

- The development would provide an additional housing unit and there are no policy constraints to prevent demolition of the existing garages.
- The proposed development would not have a detrimental impact on the character of the dwelling or the surrounding area.
- The development would not have a detrimental impact to the amenity of adjoining occupiers.
- The development would provide an acceptable standard of living for future occupiers.
- The development would not significantly impact on parking, traffic generation and highway safety.

**3 RECOMMENDATION**

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

**Conditions**

- 1) In accordance with approval drawings

- 2) Details to be submitted: refuse storage, cycle storage, boundary treatments
- 3) Materials as specified in the application
- 4) Parking and access arrangements to be implemented prior to occupation of development and retained
- 5) No windows in the northern and southern elevations other than as specified
- 6) Removal of permitted development rights for extensions
- 7) Details to be approved of how development shall achieve carbon dioxide emissions of 19% beyond 2013 building regulations
- 8) Water use target of 110 litres per head per day to be achieved
- 9) 3 year time commencement
- 10) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Removal of Site Notices
- 2) Community Infrastructure Levy
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

## **4 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

4.1 Full planning permission is sought for:

- Demolition of the existing garages in the rear garden of no. 46
- Erection of a detached three bedroom dwelling fronting Riddlesdown Road
- The plot frontage would be 11.5m in width
- The proposed building footprint would be a maximum 9.9m in width and 10.2m in depth, and would be 5.6m in height at the front (8.1m in height at the rear where land levels drop steeply)
- Vehicular access would be via the access road from Riddlesdown Road, as is existing
- Front parking area would provide 2 off-street parking spaces for the proposed dwelling, with a front carport providing one off-street parking space for the host dwelling (no. 46)

### **Site and Surroundings**

4.2 The application site comprises part of the rear garden of no. 46 Riddlesdown Avenue, which would be subdivided to facilitate construction of the new dwelling.

The site is currently occupied by a detached garage and carport fronting an access road beyond a grass verge on the eastern side of Riddlesdown Road, serving the other properties and garages on this side of Riddlesdown Road.

- 4.3 The wider surrounding area is residential in character, made up of single/two storey detached and semi-detached properties of varied character. No. 46 is a single storey detached dwelling.
- 4.4 A number of detached single/two storey dwellings to the south of the application site have been constructed in the rear gardens of properties in Riddlesdown Avenue, fronting Riddlesdown Road. Land levels fall steeply from west to east, meaning no. 46 is on a lower land level to the application site.
- 4.5 The site is not subject to any constraints identified in the Croydon Local Plan Proposals Map (2013). Riddlesdown Road is a Local Distributor Road.

### **Planning History**

- 4.6 None relevant at the application site
- 4.7 An application at a neighbouring site, no. 44 Riddlesdown Avenue, is considered to be of relevance to this application:

16/03789/P – Erection of three bedroom detached house at rear – Currently under consideration

## **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: 21      Objecting: 14      Supporting: 6      Comments: 1

- 6.2 The following residents association made representations:

- Riddlesdown Residents Association [neutral]

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

### **Objections**

- Loss of privacy
- Impact on trees
- Too large for the plot given shorter/narrower garden
- Inadequate parking provision for donor or proposed property
- Detrimental to highway safety on access road and Riddlesdown Avenue
- Will affect access to neighbouring garages
- Increase in traffic along Riddlesdown Avenue and access road off Riddlesdown Road
- Overdevelopment of the area and increase in density
- Access road not suitable for construction vehicles/activity, may affect other users of the road
- Loss of garden space
- Would set a precedent for other properties to be built to the north along Riddlesdown Road
- Permission should not be granted just because other similar applications have been granted nearby
- Increase in flood risk
- Local schools and other services won't be able to cope with additional families moving into the area

### **Support**

- Area needs more good quality housing
- Proposal is in keeping with houses next door

6.4 The following issues were raised in representations that are not material to the determination of the application but are addressed below:

- Applications for modest extensions along Riddlesdown Avenue have been refused previously so this application for a new larger building should be refused [OFFICER COMMENT: Each application is considered on its own individual merits]
- Appears as if the applicant will remove a neighbouring boundary fence [OFFICER COMMENT: The applicant has signed Certificate A stating ownership of land within the red line site boundary. Boundary disputes are a civil matter, not a planning matter]
- New owners using the development as an investment opportunity [OFFICER COMMENT: This is not a material planning consideration]
- Loss of view [OFFICER COMMENT: This is not a material planning consideration]
- Devaluation of neighbouring properties [OFFICER COMMENT: This is not a material planning consideration]
- No more houses are allowed to be built in this area according to historic documents [OFFICER COMMENT: This application is being assessed against current national, regional and local planning policy taking into account relevant material considerations]

6.5 The following procedural issues were raised in representations, which are addressed below:

- Site notices were not displayed for the full 3 week consultation period, and were not displayed adjacent to a footpath where more people would view it [OFFICER COMMENT: Site notices were erected to advertise the application on 17/06/16, when the Council received notification that these had been removed the notices were re-erected at the earliest opportunity. The application was advertised on the road frontage closest to the application site, in line with notification protocols]

## **7 MATERIAL PLANNING CONSIDERATIONS**

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

- 1) The principle of development
- 2) The design and appearance of the development and its effect upon the character and appearance of the area
- 3) The impact of the development upon the residential amenities of the adjoining occupiers
- 4) The living conditions of future occupiers
- 5) Parking and highways
- 6) Trees and landscaping
- 7) Other planning issues

### **Principle of development**

7.2 Chapter 6 of the National Planning Policy Framework (NPPF) indicates that housing applications should be considered in the context of a 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. Policy 3.3 of the London Plan 2011(with 2013 Alterations) 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 H2 of the Croydon Plan (2006) Saved Policies 2013 permits housing development within built up areas provided that the development does not conflict with the aims of protecting the character of residential areas and there is no loss of other protected uses. Policy SP2.1 of the Croydon Local Plan: Strategic Policies (2013) states that 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 development of new homes, provided applications for residential development meet the requirements of Policy SP2 and other applicable policies of the development plan.

7.3 The development would see the demolition of the existing garages, and the subdivision of the plot for the erection of a detached dwelling to the rear, fronting

Riddlesdown Road. The site is located within an established residential area and the scheme would provide an additional dwelling in the locality. It is considered the principle of a new dwelling on the site is acceptable, subject to the material considerations below.

### **The design and appearance of the development**

- 7.4 Policy 3.5 of the London Plan 2011 (consolidated with amendments since 2011) requires housing development to be of the highest quality. London Plan Policies 7.1, 7.4, 7.5 and 7.6 state that development should have regard to the character of the area, and that architecture should make a positive contribution to the public realm and streetscape. Policies SP4.1 and SP4.2 of the Croydon Local Plan: Strategic Policies (2013) (CLP) reiterate this and state that development should be of high quality design, enhance Croydon's varied character and be informed by the Places of Croydon. Furthermore, the relevant Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013 (the UDP) include UD2 which covers "the layout and siting of new development" and UD3 which covers "the scale and design of new buildings". Policy UD13 states that "car and cycle parking must be designed as an integral part of a scheme and not be allowed to dominate or determine the urban form". Policy UD15 seeks to safeguard the street scene and neighbouring occupiers in respect of the siting and appearance of refuse facilities.
- 7.5 The proposed dwelling would be located to the north of a number of detached single storey dwellings fronting Riddlesdown Road, which have been constructed within the rear gardens of properties on Riddlesdown Avenue. As such, it is considered the dwelling would form a continuation of this line of dwellings and its siting, along with the plot size and shape, would be sufficiently in keeping with the character of the area in this respect. The building proposed is of similar scale, design and composition, appearing as a single storey bungalow from the Riddlesdown Road frontage and as a two storey property to the rear given the steep change in land levels. The dwelling would be traditional in appearance with a light well to the front, with a tiled hipped roof and brick elevations to reflect the neighbouring property to the south. The ridge height and eaves height of the building would reflect that of no. 79e, ensuring the development appears in keeping with its neighbour. Whilst the width of the proposed building would be larger than no.79e, plot widths of the properties along this side of Riddlesdown Road vary and separation distances of around 0.75-1m have been incorporated to either side boundaries ensuring the development does not appear cramped in its plot. Fencing proposed along the side boundaries will ensure the single/two storey flank wall of the development is screened from the Riddlesdown Road streetscene.
- 7.6 The building would be set back from the road by around 6.5m, set slightly behind the building line of no. 79e continuing the prevailing building line of the properties on this side of the road. A car port is proposed to the front of the dwelling, providing an off street parking space for the donor property. Whilst this would sit forward of the predominant building line, there are a number of other forward

projecting single storey garages on neighbouring properties given the change in land levels, and further north garages sited directly on the site boundary fronting the Riddlesdown Road access are common. As such it is not considered this appearance would be detrimental to character to justify refusing planning permission. The proposed property frontage would be given over to hardstanding to allow for off street parking for the new dwelling. This would reflect the arrangement of the neighbouring buildings to the south, and given the existing site (rear portion of the garden of no.46 Riddlesdown Avenue) is occupied by hardstanding this element is considered acceptable.

- 7.7 Given the above considerations, the proposed dwelling and carport would not result in sufficient undue harm to the character of the surrounding area and would be acceptable, in accordance with the above referenced policies.

### **The residential amenities of the adjoining occupiers**

- 7.8 The London Plan (consolidated with amendments since 2011) Policy 7.6 states that amongst others that development should “not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate”. Policy UD8 of the Croydon UDP concerns “privacy and amenity of occupiers of surrounding buildings ensuring that both new and existing occupiers are protected from undue visual intrusion and loss of privacy...” and will have regard to the “maintenance of sunlight or daylight amenities for occupiers of adjacent properties”.
- 7.9 The proposed dwelling would be set back behind no.79e in the streetscene, and the front carport would be sited a sufficient distance from this neighbouring property. As such it is not considered the development would impact on any of the front windows to this property. The rear of the proposed building would extend beyond the rear of no. 79e by around 1.75m in depth. Given the separation distance of around 4m between the neighbouring main flank walls and the presence of a garage along the side of no.79e, it is not considered there would be any harm to the light and outlook into the rear windows of no.79e. There are no side windows in the flank wall of no.79e and there are no side windows proposed in the new dwelling. Taking the above into account, it is not considered there would be any harm caused to the residential amenities of the occupiers of no.79e.
- 7.10 The proposed dwelling would have a rear garden depth of around 10m, and a separation distance from the main rear wall of no. 46 (the donor property) of 18-20m. Whilst there would be a significant change in land level between the buildings, this relationship reflects that of the other properties to the south of the application site, with the donor properties set in Riddlesdown Avenue. The new building would be set down into the site with the ground floor at lower ground level, with a hipped roof to reduce the massing of the building. It is considered given these factors and the separation distance provided, the proposed new

building would not result in harm to the light, outlook or privacy of the occupiers of no. 46.

- 7.11 The building would be visible in oblique views from the rear of no. 44, which is a two storey property with a greater separation distance given its siting in the streetscene. The rear garden area of no.44 contains a parking area. A planning application for a similar development within the rear garden of no.44 is currently under consideration by the Council (see planning history). Whilst there are no side windows proposed in the northern elevation of the new dwelling, there is a side access proposed along the northern boundary which would allow occupants of no.46 access between their off street parking space and rear garden. Whilst this would be along the boundary with no.44, this pathway would step down in line with the prevailing change in land levels and be bounded by fencing preventing any side views from users of this pathway into the neighbouring property. A condition is recommended to ensure this boundary treatment be implemented prior to occupation of the development, and retained in the form shown for the lifetime of the development.
- 7.12 In terms of privacy, a condition could be imposed to ensure that no additional side facing windows are inserted into the building, to further protect the amenities of adjoining occupiers. It is considered this would adequately retain their privacy.
- 7.13 For the above reasons, it is considered the impact on the residential amenities of neighbouring properties is acceptable and in accordance with policy EP1, UD8 and SPD2.

### **Living conditions of future occupiers**

- 7.14 The Nationally Described Space Standards (NDSS) provide minimum technical requirements for new dwellings, including minimum space standards for proposed dwellings. With regard to amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1 person dwellings, increasing by 1m<sup>2</sup> per occupant and Croydon Plan Policy UD8 requires development proposals to provide residential amenity space that is considered as an integral part of the design of the overall development concept.
- 7.15 The proposed dwelling would comfortably exceed the minimum GIA requirements for three bed two storey units in the Nationally Described Space Standards (2015). The minimum gross internal floor area requirement for a three bedroom six person two storey unit as set out in the Nationally Described Space Standards (2015) would be 102sqm. The gross internal floor area of the proposed dwelling would be approximately 168sqm. The internal layout is considered to be acceptable with adequate room sizes and a large open plan living, kitchen and dining area. Whilst the proposed car port would be in close proximity to Bedroom 2, given the window placement it is considered adequate outlook would be provided. Substantial private amenity space is provided for both the proposed unit, and the donor property, to the rear. The development is considered acceptable in terms of living conditions of future occupiers.



- 7.16 In terms of accessibility, level access would be provided to the front door and there is scope for a lift to be installed in the property for access to the lower ground floor level if necessary.

### **Parking and highways**

- 7.17 SP8.17 of the Croydon Local Plan: Strategic Policies seeks to ensure that there is an appropriate level of car parking. Policies T2 and T8 of the Croydon Plan concerns traffic generation and parking standards.
- 7.18 The site is located within an area with a PTAL rating of 1b which indicates poor level of accessibility to public transport links. The new dwelling would benefit from two off street parking spaces on the frontage, with one off street parking space provided for the donor property in a car port to the front. Maximum car parking standards as described in Appendix 2 of the Croydon UDP state that a maximum of 2 car parking spaces should be provided per unit for detached houses. It should be noted that these are maximum standards. The site is within walking distance of Riddlesdown Station and local bus links, and parking is generally unrestricted in the surrounding roads. A condition is recommended to agree details for cycle storage, to meet policy requirements for cycle parking spaces in the site to bring the development in line with standards in the London Plan (consolidated with amendments since 2011). It is not considered the addition of a three bedroom unit would have a significant impact on local parking facilities, with the parking provision outlined. The development is considered acceptable in this respect.
- 7.19 The layout of the parking area is similar to that seen on the neighbouring properties. Access to the new unit would be via an access road off Riddlesdown Road, which is the same as for the existing garage and the other properties/garages on this side of Riddlesdown Road. It is not considered the addition of one new unit would result in significant additional harm to the safety of the access road. Occupiers of no.46 Riddlesdown Avenue would continue to park in the car port to the rear, as existing, so it is not considered the addition of the new unit would result in any additional harm to highway safety along Riddlesdown Avenue. Access to neighbouring garages and properties will remain as existing. A condition is recommended to agree details for refuse storage at the site.
- 7.20 With conditions, the development is considered to be acceptable from a parking and highways perspective.

### **Trees and landscaping**

- 7.21 Chapter 11 of the NPPF seeks to conserve and enhance the natural environment. Saved Croydon Plan Policy UD14 states that landscape design should be considered as an integral part of any development proposals. London Plan Policy 7.21 states that existing trees of value should be retained and any loss as a result of the development should be replaced following the principle of 'right place, right tree'.

- 7.22 There are a number of small shrubs on the site. The site is not covered by a Tree Preservation Order, nor is the site within a Conservation Area so trees on the site are not subject to planning controls. A condition is recommended to ascertain details of proposed boundary treatments and any enclosures.

### **Other planning issues**

- 7.23 Representations have raised concern that the development will increase the risk of flooding in the local area. The site does not fall within a Flood Risk Zone defined by the Environment Agency. There is existing hardstanding and garage to the rear of the site. In this case the impact on flood risk is considered to be negligible and not sufficient to justify refusing planning permission.
- 7.24 Representations have raised concern that construction works including large vehicles will block the access road for other residents and cause damage to the highway. The site could reasonably be accessed from Riddlesdown Road which has unrestricted parking. Construction disturbance would be temporary. Given the above factors and that the development relates to one additional unit, it is not considered that the development would affect highway safety along the access road to an extent during construction that justified a refusal of planning permission.
- 7.25 Representations have raised concerns that local schools and other services will be unable to cope with additional families moving into the area. The development will be liable for a charge under the Community Infrastructure Levy (CIL). This payment will contribute to delivering infrastructure to support the development of the area, such as local schools.

### **Conclusions**

- 7.26 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.