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London Borough Croydon

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11-Oct-2016



PART 6: Planning Applications for Decision

Item 6.7

1 APPLICATION DETAILS

Ref: [16/03789/P](#) (*link to related documents in the Planning Register*)
Location: 44 Riddlesdown Avenue, Purley, CR8 1JJ
Ward: Purley
Description: Erection of three bedroom detached house at rear
Drawing Nos: 002 Rev A (Proposed plans and elevations), 003 Rev A (Site and Block Plans) and 004 (Block plan relationship to neighbouring properties)
Applicant: Mr Mewies
Case Officer: Samantha Dixon

- 1.1 This application is being reported to the Sub 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
- 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) Hard and soft landscaping details and details of boundary treatment be submitted for approval
- 4) Materials as specified on the application form
- 5) Parking and access arrangements to be implemented prior to occupation of development and retained
- 6) Approval of Construction Logistics Plan
- 7) No windows in the northern and southern elevations other than as specified
- 8) Removal of permitted development rights for extensions
- 9) Details to be approved of how development shall achieve carbon dioxide emissions of 19% beyond 2013 building regulations
- 10) Water use target of 110 litres per head per day to be achieved
- 11) 3 year time commencement
- 11) 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) Code of practice on construction sites
- 4) 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:

- Erection of a detached three bedroom dwelling fronting Riddlesdown Road
- The plot frontage would be approximately 12m in width
- The proposed building footprint would be a maximum 9.9m in width and 11.2m in depth, and would be 4.8m in height to the ridge at the front (7.6m 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 two off-street parking spaces for the proposed dwelling, and one off-street parking space for the host dwelling (44 Riddlesdown Avenue) accessed via a footpath from the rear garden of 44 Riddlesdown Avenue.

Site and Surroundings

- 4.2 The application site comprises part of the rear garden of 44 Riddlesdown Avenue, which would be subdivided to facilitate construction of the new dwelling. The host dwelling is located on the western side of the site, fronting onto Riddledown Avenue. The rear garden rises steeply from front to rear. At the rear (the application site) is an area on hardstanding fronting an access road beyond which is a grass verge on the eastern side of Riddlesdown Road which also serves 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. 44 Riddlesdown Avenue is a two-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.
- 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, 46 Riddlesdown Avenue, is considered to be of relevance to this application:
- 16/02755/P – Demolition of garages at rear; erection of three bedroom detached house with carport fronting Riddlesdown Road – Currently under consideration – recommended for approval as set out elsewhere in this agenda

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: 18 Objecting: 13 Supporting: 5 Comments: 0

- 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 and outlook
- 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
- Increase in traffic along Riddlesdown Avenue and access road off Riddlesdown Road
- Access road not suitable for construction vehicles/activity or increases volume of traffic
- No pavement or street lights on access road
- Would set a precedent for other properties to be built to the north along Riddlesdown Road
- Increase in flood risk
- How would the occupiers of 44 Riddlesdown Road access the dedicated parking space?

Support

- These gardens are too large to maintain
- Stops large gardens becoming derelict
- Support as long as looks similar to other houses in this row

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

- 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]

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 [OFFICER COMMENT: Site notices were erected to advertise the application on 09/08/16, 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.

7.3 Policy 3.3 of the London Plan 2011(with 2016 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.

7.4 The development would see 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

7.5 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.

- 7.6 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 and 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 the dwellings to the south ensuring the development appears in keeping with its neighbours. Whilst the width of the proposed building would be larger than 79e Riddlesdown Road (the nearest built development to the south) plot widths of the properties along this side of Riddlesdown Road vary and separation distances of around 1m have been incorporated to either side boundaries ensuring the development does not appear overly cramped in relation to its plot. A similar application is being considered on the adjacent site at the rear of 46 Riddlesdown Avenue (LBC Ref 16/02755/P). The proposal is sufficiently in keeping with the character of the area to be acceptable, irrespective of whether that development goes ahead.
- 7.7 The building would be set back from the road by around 5.5m, continuing the prevailing building line of the properties on this side of the road. 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 44 Riddlesdown Avenue) is occupied by hardstanding this element is considered acceptable.

- 7.8 Given the above considerations, the proposed dwelling 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

- 7.9 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”.
- 7.10 The proposed dwelling would have a rear garden depth of around 10m and a separation distance from the main rear wall of 44 Riddlesdown Avenue (the donor property) of approximately 21m. 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 enjoyed by the host property.
- 7.11 The adjacent site 46 Riddlesdown Avenue has a current application for the erection of a detached dwelling which is similar in scale, depth and layout to this current proposal. The side elevations would have a similar depth and no windows are proposed in either building, ensuring the development would cause no loss of privacy or outlook to the new dwelling. There is a side access proposed along the southern boundary which would allow occupants of 44 Riddlesdown Avenue to access between their off street parking space and rear garden. Whilst this would be along the boundary with 46 Riddlesdown Avenue, this pathway would step down in line with the prevailing change in land levels. It is noted that the development at the rear of 46 Riddlesdown Avenue also proposes a similar footpath adjacent to this boundary. As such, there would be no side views from users of this pathway into the neighbouring property. A condition is recommended to ensure that boundary treatment is erected along this boundary and implemented prior to occupation of the development and retained in the form shown for the lifetime of the development.
- 7.12 The new building would have a separation distance of over 20m from the rear of the existing building 46 Riddlesdown Avenue. The impact on this property would be similar to the impact on the host property (as described above). If the new dwelling at the rear of 46 Riddlesdown Avenue is not constructed, the application site is north of 46 Riddlesdown Avenue and as such, the development would

cause no loss of light to this garden. It is noted that the rear part of the garden contains garages and is used for parking.

- 7.13 The building would be visible in oblique views from the rear of 42 Riddlesdown Avenue which a single storey property with well vegetated boundaries and the proposal would not unduly harm outlook from this property. The rear garden area of this property also contains a parking area and therefore the development would not cause any harmful loss of light to any sensitive space used for habitable or enjoyment purposes. The rear elevation of the new building would be over 20m from the rear of 42 Riddlesdown Avenue and therefore would cause no harmful loss of privacy. A condition could be imposed to ensure that no additional side facing windows are inserted into the building and that the existing boundary treatment is retained (or suitably replaced), to further protect the amenities of adjoining occupiers.
- 7.14 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

- 7.15 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 1m² 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.
- 7.16 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 174sqm. The internal layout is considered to be acceptable with adequate room sizes and a large open plan living, kitchen and dining area. 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.
- 7.17 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

- 7.18 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.
- 7.19 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. 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.
- 7.20 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 44 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 refuse storage area is shown to be situated to the front of the house and there would still be adequate room for vehicles to park to the front.
- 7.21 With conditions, the development is considered to be acceptable from a parking and highways perspective.

Trees and landscaping

- 7.22 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'.
- 7.23 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, hard and soft landscaping.

Other planning issues

- 7.24 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 acceptable and not sufficient to justify refusing planning permission.
- 7.25 Representations have raised concern that construction works including large vehicles will block the access road for other residents and cause damage to the highway. Whilst the site could reasonably be accessed from Riddlesdown Road which has unrestricted parking, the requirement for a construction logistics plan would be prudent in terms of the restricted access to the rear of the site and the need to maintain access for other residential occupiers..

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.