

PART 5: Planning Applications for Decision

Item 5.2

1.0 SUMMARY OF APPLICATION DETAILS

Ref: 19/00110/FUL
 Location: 3 Olden Lane, Purley, CR8 2EH
 Ward: Purley and Woodcote
 Description: Demolition of the existing dwelling and detached garage. Erection of a two/three storey building to provide 8 units with associated parking/access, landscaping, internal refuse and external cycle stores.
 Drawing Nos: 18157G, 181571, 18157E, 799 002 PL01, 799 002 PL02 Rev F, 799 002 PL03 Rev B, 799 002 PL04 Rev D, 799 002 PL05 Rev F, 799 002 PL06 Rev E, 799 002 PL09 Rev B, 799 002 PL10 Rev B, 799 002 PL11 Rev B, 799 002 PL12 Rev C, 799 002 PL13 Rev A, 799 002 PL15
 Applicant: Lumiere Property
 Agent: Neal Thompson
 Case Officer: Tim Edwards

	1 bed	2 bed	3 bed	4 bed
Existing		1		
Proposed Flats	1b, 1p x 1, 1b, 2p x 2	2b,3p x 2, 2b, 4p x 1	3b, 4p x 1, 3b, 5p x 1	
Total	3	3	2	

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
4	13

1.1 This application is being reported to committee because the ward councillor, Councillor Simon Brew, has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration. Objections above the threshold in the Committee Consideration Criteria have also been received.

2.0 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

Conditions

- 1. Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
- 2. Materials to be submitted.
- 3. Details of Refuse storage/Car parking/Electric vehicle charging point as submitted
- 4. Landscaping scheme including boundary treatments/cycle storage to be submitted

5. Trees - Accordance with Tree Protection Plan. Trees to be removed out of bird nesting season.
6. Ecology report recommendations to be submitted.
7. All flank elevation windows at first floor or above to be obscured glazed/non-opening
8. Playspace to be provided and details to be provided.
9. All flats to meet M4 (2).
10. 19% Carbon reduction
11. 110 litre Water usage
12. Construction Logistics Plan to be submitted
13. Time limit of 3 years
14. Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

Informatives

- 1) Community Infrastructure Levy
- 2) Code of practise for Construction Sites
- 3) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

2.3 That the Committee confirms that adequate provision has been made by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

3.0 PROPOSAL AND LOCATION DETAILS

3.1 The proposal includes the following:

- Demolition of existing detached two bedroom detached bungalow.
- Erection of a two/three storey building including accommodation in the roof space.
- Provision of 2 x three bedroom flats, 3 x two bedroom flats and 3 x one bedroom flats
- Provision of private and communal external amenity space as well as children's play space
- Provision of 4 off-street spaces and associated internal refuse and external cycle stores

3.2 The scheme has been amended during the application process to improve the refuse store access, electric charging points and pedestrian visibility splays.

Site and Surroundings

3.3 The site is located on the northern side of Olden Lane, in close proximity to Purley District Centre. There are a number of trees on the adjoining occupiers land with a Tree Protection Order (TPO 17, 2010) for a Yew Tree located within the ground of 1 Olden Lane.



Fig 1: Aerial street view highlighting the proposed site within the surrounding streetscene

- 3.4 The building on-site currently addresses the street appearing as a bungalow, whilst at the rear is read as two storeys. There is also an existing triple garage and parking area which is adjacent to the main dwelling.
- 3.5 The site itself is not located within an area at risk of surface water but areas surrounding it are noted to be. The site is located within a PTAL 4 area.

Planning History

- 3.6 The most relevant planning history associated with the site is noted below:
- 16/00591/P: Demolition of existing double garage; erection of a detached three bedroom house. **Permission Granted but not yet implemented.**

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the development is appropriate for its setting.
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are acceptable and Nationally Described Space Standard (NDSS) compliant.
- The protected trees are appropriately protected.
- The level of parking and impact upon highway safety is considered acceptable.
- Sustainability aspects can be controlled by conditions.

5.0 CONSULTATION RESPONSE

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

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised by 13 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours in response to notification and publicity of the application are as follows:

No of individual responses: 17 Objecting: 17 Supporting: 1 Comment: 0

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

Objection	Officer comment
<i>Principle of development</i>	
Loss of a family home.	This is addressed in section 8.2 – 8.4 of this report.
The proposal does not adhere with Policy SP2.7 of the Croydon Local Plan 2018.	This is addressed in section 8.2 – 8.4 of this report.
Cumulative impact of flatted developments within the surrounding area.	Each application is assessed on its own merits and cumulatively there is not considered to be a detrimental impact caused by the proposal.
Historic permissions restricting the use of the site for a single dwelling house.	Each application is assessed on its own merits and considered in relation to policies which the LPA assesses application against.
<i>Design and appearance</i>	
Out of keeping with the surrounding area – flats, 3-storey height, density overbearing scale, mass, depth, height and appearance and density. Fails to achieve high quality design	This is addressed in section 8.6 to 8.11 of this report.
This proposal is higher than the approval for a 3 bedroom home on this site.	This is addressed in section 8.6 to 8.11 of this report.
<i>Impact on amenities of neighbouring properties</i>	

Adverse impact on neighbouring properties – loss of privacy, overbearing, visually dominant, outlook, light and noise.	This is addressed in section 8.20 to 8.25 of this report.
<i>Impact of the development on the future occupiers</i>	
Insufficient/poor quality communal and private amenity areas.	
<i>Trees and ecology</i>	
Loss of trees	This is addressed in sections 8.37 of this report.
Submitted ecology report is unclear.	This is addressed in section 8.38 of this report.
<i>Highways and parking</i>	
Inadequate parking provision and impact on the existing highway network.	This is addressed in section 8.26 to 8.30 of this report.
Vehicle access to the site is at risk of accidents.	This is addressed in section 8.26 to 8.30 of this report.
Potential impact of the development during construction on the road network.	This is addressed in section 8.26 to 8.30 of this report.
<i>Other material considerations</i>	
The proposed plans would create flood risk within and surrounding the site.	This is addressed in section 8.36 of this report.
Lack of affordable homes being provided and contrary to paragraph of 59 of the NPPF.	The proposal falls below 10 units and therefore there is no policy requirement to provide affordable housing units. It is considered that the proposed application provides an effective use of the land.
The proposed bin store will not be used and will become an eyesore.	This is speculation, with appropriate facilities provided within the building envelope.
Local transport, schools and health services are already over stretched.	The development will be CIL liable. This is addressed at section 8.40 of this report.
The plans are misleading and describe the proposal as 2 or 3 storeys.	The proposed description of the development is considered to be accurate with the building being two/three storeys.

<i>Procedural or non-material comments</i>	
Why did I not receive a neighbour notification letter?	The application has appropriately consulted with neighbours in line with statutory and council policies and procedures.
The proposal would set a precedent for flatted development.	Each application is judged on its own merits.
Unclear from the proposal who will be responsible for the maintenance of the communal internal/external spaces.	This is not a planning consideration.
Loss of a view.	This is not a planning consideration.
The proposal will only benefit those who financially gain.	This is not a planning consideration.
The proposal does not comply with covenants linked to the site.	This is not a planning consideration.

6.3 The following Councillors made representations:

6.4 Cllr Simon Brew [objecting and referred the application]

- Inadequate parking provision which insufficient details provided as part of the parking stress assessment submitted.
- Inadequacy of local sustainable transport alternatives.
- Lack of daylight and sunlight for future occupiers.
- No affordable housing provided.
- Insufficient waste and recycling capacity for the proposed number of inhabitants.

7.0 RELEVANT PLANNING POLICIES AND GUIDANCE

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in February 2019. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design.

7.3 The main policy considerations raised by the application that the Committee are required to consider are:

7.4 Consolidated London Plan 2015

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.16 Waste net self sufficiency
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.6 Architecture
- 7.21 Woodlands and trees

7.5 Croydon Local Plan 2018

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction
- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM16 – Promoting healthy communities
- DM18 - Heritage assets and conservation
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

7.6 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

8.0 MATERIAL PLANNING CONSIDERATIONS

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

1. Principle of development
2. Townscape and visual impact
3. Housing quality for future occupiers
4. Residential amenity for neighbours
5. Access and parking
6. Sustainability and environment
7. Trees and Biodiversity
8. Other matters

Principle of Development

8.2 The London Plan and Croydon Local Plan identify appropriate use of land as a material consideration to ensure that opportunities for development are recognised and housing supply optimised. Approximately 30% of future housing supply may be delivered by windfall sites which provide sensitive renewal and intensification of existing residential areas and play an important role in meeting demand in the capital, helping to address overcrowding and affordability issues.

8.3 The site is located within an existing residential area which is in close proximity to Purley District Centre and as such, providing that the proposal respects the character and appearance of the surrounding area and there are no other material impacts, a residential scheme such as this is in principle supported.

8.4 Policies aim for there to be no loss of 3 bedroom homes as originally built, homes under 130m² and that 30% of homes should be family homes (including 2 bed 4 person homes). The existing building on site is a 2 bedroom bungalow with accommodation within the roof space. Although it does fall below 130m², the scheme proposes 3 family units (2 x 3 bedroom units and 1 x 2 bedroom, 4 person units) which equates to 30%, so there is a net uplift in family homes.

8.5 The site is in a suburban setting with a PTAL rating of 4 and as such the London Plan indicates that the density levels ranges of 250-350 habitable rooms per hectare (hr/ha). The proposed density would be significant below this range at 184hr/ha. Regardless, the London Plan states that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential – such as local context and design.

Townscape and Visual Impact

8.6 The existing dwelling is not statutorily or locally listed and therefore there is no objection to its demolition. The existing dwelling has been extended in a variety of ways with the existing garage also an additional element to the site so the built form spans most of the width of the plot. The extant planning history associated with the site is also relevant, with a two storey detached house approved to replace the existing garages.

8.7 Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys, respecting local character. This application when viewed from the roadside would appear as a two storey building, but is three storeys to the rear due to the level

changes. The site is very individual in its nature, and is one of only two buildings on this side of the road. The proposed design approach is sympathetic to the surrounding area whilst respecting the overall topography of the area (with the ground, and built form, falling to the north and east. The design deals with the constraints of the site whilst maximising the number of units to be provided.



Figure 1: Proposed Front Elevation

- 8.8 Whilst balconies are proposed within the front elevation these are sensitively considered and where possible integrated into the built form. Figure 1, shows the existing built form indicated within a blue line with the extant permission for two storey house shown by the red dashed line where the existing garage is located. At the rear of the site, shown in figure 2, the proposal would be two/three storey owing to the split level approach of the development and utilising the land levels which fall away both west to east and north to south.



Figure 2: Proposed Rear Elevation

- 8.9 The overall appearance of the building is similar to that of the surrounding building, utilising brick and render. Full details associated with the choice of external materials are proposed to be secured via condition.
- 8.10 The application site would continue to provide a hard standing area at the front, for vehicles to park, with a functional, acceptably scaled screened communal area at the rear of the building which would both be internally and externally accessible.
- 8.11 The scheme is considered to be a sensitive intensification of the site which makes the best use of the site, creates a homogenous development, which is of an appropriate scale and that respects the existing character of the wider area.

Housing Quality for Future Occupiers

- 8.12 All the units would comply with requirements set out by the Nationally Described Space Standards (NDSS) in relation to units, bedrooms and floor to ceiling heights. All units would be afforded private amenity spaces, communal space and child play space which adhere with the CLP2018 standards.
- 8.13 The applicants have submitted a daylight and sunlight assessment relating to the proposed future units and amenity areas. The assessment has indicated that all internal units, bar flat 2 meet the BRE guidance. Although this unit does not meet the BRE guidance, taking into account its oversized nature, large private amenity space and access to a large communal area on balance this is considered acceptable.
- 8.14 The proposed building would have internal access through to the communal area as well as externally from the building. A child play space is shown to be provided within the communal garden space (which can be secured by condition). The block plan has indicated an indicative landscaping scheme to ensure that there is a clear definition between private and communal spaces, and that the amenities of the lower ground floor units are protected. A detailed landscaping scheme is proposed to be secured by condition.
- 8.15 In terms of accessibility, level access would be provided solely to unit 5, due to the topography of the site. The London Plan states that developments of four stories or less require disabled unit provisions to be applied flexibly to ensure that the development is deliverable. As such unit 5 shall be secured as being fully compliant with M4(2). All other units internally should be M4 (2). This can be secured by condition.
- 8.16 The development is considered to result in a high quality development including 2 x 3 bedroom family units and one smaller family units as well as all units having acceptable private/communal amenities and capacity to provide child playspace which overall provide a good standard of accommodation for future occupiers.

Residential Amenity for Neighbours

- 8.17 The properties that have the potential to be most affected are the adjoining occupiers at 1 and 2 The Close, 12 Dale Road and 1 Olden Lane, as indicated within the figure 3.



Figure 3: Existing (Left) and Proposed (Right) Block Plans

12 Dale Road

- 8.18 There would be an approximate separation of 34 metres between the proposed building and the rear elevation of this adjoining occupier. Owing to this significant separation between the built forms and existing mature landscaping, overall the proposal is not considered to impact upon the amenities of this adjoining occupiers, even taking the topography into account.

1 and 2 the Close

- 8.19 To the rear of the site, are 1 and 2 the Close, which are set well below Olden Lane. There is existing mutual overlooking between the existing bungalow and these adjoining occupiers which are reasonably separated, with a row of mature trees located along the boundary between the properties. Whilst the proposal would intensify the use of the site, the buildings would continue to be separated by over 20 metres, overlooking mitigated by the existing trees, as well these adjoining occupiers being located north of the site. Additionally the buildings are not directly behind the proposed rear elevation and so any overlooking of windows would be at an angle. DM10 protects the first 10m of private amenity space from overlooking; as the rear elevation would be some 11m from the rear boundary, this impact is considered acceptable. Overall it is therefore considered that the amenities of these adjoining occupiers would not be detrimentally impacted.

1 Olden Lane

- 8.20 Land levels drop towards this adjoining occupiers, with two large yew trees located adjacent to the boundary with the site. The proposed building would be separated by 15 metres from this adjoining occupier. Taking into account the separation distances and large mature trees which would screen any overlooking from the proposed

development as well as the orientation of this adjoining occupier, overall the proposal is not considered to detrimentally impact the amenities of the neighbour.

- 8.21 Whilst windows are located within the eastern elevation facing this adjoining occupier, these are secondary in nature and would be controlled via condition accordingly to ensure that these are non-opening and obscured glazed up to 1.7 metres from the internal floor height to restrict overlooking and protect the amenity of this adjoining occupier.

The properties opposite on Olden Lane

- 8.22 There is an approximate 18 metre separation between the buildings, located across a road and at a lower land level. This proposal does not create an unusual relationship in this regards, which is similar relationship scene throughout the local area and across the borough. Therefore, overall there is not considered to be a detrimental impact upon the amenities of the adjoining occupiers located directly opposite.
- 8.23 Given that the proposal is for a residential use in a residential area the proposed development would not result in undue noise, light or air pollution from an increased number of occupants on the site. Subject to conditions the proposed development is not visually intrusive and would not result in a loss of privacy.

Access and Parking

- 8.24 The site falls within a PTAL of 4, with access to public transport considered to be good within the local area. Whilst the topography of the site and surrounding area is acknowledged, it is between 600 - 700 metres walking distance from Purley District Centre with all of its amenities and the Train Station. A number of bus services are also noted to be located within walking distance of the site.
- 8.25 The London Plan and Policy DM30 of CLP2018 sets out that maximum car parking standards for residential developments based on public transport accessibility levels and local character. 1-2 bedroom units should provide a maximum of less than 1 space per unit and 3 bedroom units up to 1.5 spaces per unit. Policy DM30 also states that in areas of good public transport (PTAL 4 and above) the impact of car parking in any development should be reduced. The proposal would provide 4 parking space for 8 units.
- 8.26 The submitted transport statement, has set out that based on the 2011 Census alongside the relevant policies, it would be expected that a development of this nature and unit mix would create the need for four parking spaces. Overall, taking into account the sites access to a number of sustainable transport methods, in a good PTAL area and based upon the relevant data relating to vehicle ownership, overall the parking provision is considered to be acceptable and supported.
- 8.27 The amount of traffic or vehicle movements which the scheme is likely to generate is considered to be low, with the need for four vehicles, resulting in an insignificant amount of additional traffic on the local road network. The layout of the forecourt allows for vehicles to enter and exit in first gear, provide acceptable pedestrian visibility splays and sight lines from the site. Whilst the concerns in relation to the potential impact of additional pollution are understood due to a potential increase in road movements, given the low level of vehicle movements, overall the proposal is considered acceptable.

- 8.28 In compliance with the London Plan, electric vehicle charging points are proposed to be installed in the parking area and this can be secured by way of a condition.
- 8.29 Cycle storage facilities would comply with the London Plan (which would require 13 spaces). The cycles would be stored in a purpose built timber structure to the rear, which would be accessible externally via a cycle ramp. This is considered an appropriate approach to provide these facilities, without the need for a large structure which could potentially dominate the character and appearance of the area to be constructed at the front of the site.
- 8.30 The refuse store is located within the building envelope, screening these from the wider area. This approach is supported and is of an acceptable scale to ensure that the requirements of all future occupiers can be accommodated within this area. This has been amended during the course of the application to provide a greater opening, which would allow for improved access.
- 8.31 Taking into account the sites location within a residential area, a Construction Management Plan (CMP) will be required via condition. This condition would require a CMP to be submitted and approved prior to the commencement of any works on site.

Environment and sustainability

- 8.32 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.33 The applicants have submitted a Flood Risk Assessment (FRA) which has reviewed the existing on-site scenario and proposed a number of mitigation methods. These include the use of permeable materials and soft landscaping to reduce on and off site flood risk. The FRA has clearly stated that the mitigation methods set out (and proposed to be secured via condition) would reduce on and off-site flood risk in comparison to the existing situation.

Trees and Biodiversity

- 8.34 The proposal has been assessed in relation to its impact upon existing tree specimens both on-site and off-site, taking note of the existing Yew Tree protected by way of TPO within 1 Olden Lane's garden. Having assessed the proposed detail, given the land level changes between property boundaries, there are no arboricultural concerns related to the proposal, with the tree protection measures proposed considered acceptable.
- 8.35 A phase 1 habitat survey has been provided with the proposal detailing that the site is of little ecological value, with the potential for roosting bats negligible. Mitigation methods have been proposed relative to the scale of the development whilst encouraging biodiversity by the way of bird boxes and invertebrate houses being introduced on site (this can be secured by condition).

Other matters

- 8.36 Representations have raised concerns that local services will be unable to cope with additional residents 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.

Conclusion

- 8.37 The principle of development is considered acceptable within this area. The design of the scheme is of an acceptable standard and would not harm the visual amenities of the area or adjoining occupiers. The proposed impact on the highway network and parking provision is acceptable, having taken into consideration the existing situation within the surrounding area and its location in close proximity to Purley. The proposal is therefore overall considered to be in accordance with the relevant policies.
- 8.38 All other relevant policies and considerations, including equalities, have been taken into account.