

PART 6: Planning Applications for Decision

Item 6.3

1 APPLICATION DETAILS

Ref: 19/00885/FUL
 Location: 141 Brancaster Lane, Purley, CR8 1HL
 Ward: Purley Oaks and Riddlesdown
 Description: Erection of two storey side/rear and roof extensions and conversion into 6 flats with associated parking, balconies and landscaping
 Drawing Nos: TBA
 Agent: Mr Justin Owens
 Case Officer: Miss Louise Tucker

	1b1p	1b2p	2b3p	3b3p	3b5p	Total
Existing				1		1
Proposed	2	2	1		1	6

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
4	8

1.1 This application is being reported to Committee because representation in excess of the Committee Consideration Criteria have been received.

2 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT full 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) The development shall be carried out wholly in accordance with the approved plans
- 2) Submission of the following to be approved and thereafter retained: Finished floor levels, EVCP (including spec and passive provision), boundary treatments and enclosures, balustrading, retaining walls, SUDs scheme
- 3) Landscaping to be provided prior to occupation and maintained for 5 years
- 4) Details of materials to be submitted and approved (including samples)
- 5) Level access to be provided and retained
- 6) No windows other than as shown and those shown as obscurely glazed shall be provided and retained as such
- 7) To be provided as specified prior to occupation: Parking spaces and access, vehicle turning space, refuse and cycle stores, visibility splays

- 8) Permeable forecourt material
- 9) The development must achieve 19% CO2 reduction beyond Building Regulations
- 10) The development must achieve 110 litres water per head per day
- 11) In accordance with FRA
- 12) Flat roofs not be used as balconies
- 13) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Community Infrastructure Levy – Granted
- 2) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 3) Wildlife protection
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

3 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for:

- Erection of two storey side/rear extension, roof extension and alterations to the existing building
- Conversion of the extended building into 6 flats (4 x one bedroom flats, 1 x two bedroom flat and 1 x three bedroom duplex)
- Provision of 4 parking spaces, utilising one existing access off Lower Barn Road and the creation of an additional vehicular access off Brancaster Lane

3.2 Outline planning permission was granted on 28th September 2018, following consideration by the Planning Committee, for a similar development at the site. Access, layout, scale and appearance were approved, with landscaping reserved for subsequent approval. The current application is now for full planning permission, with the main changes from the approved scheme as follows:

- Reconfiguration of internal layout, amenity space and unit mix (was 5x1 bedroom and 1x3 bedroom flat), including the introduction of a three bedroom duplex unit
- Enlargement of proposed single storey rear projection (increase in depth of 1m)

Site and Surroundings

3.3 The application site lies on the corner of Brancaster Lane and Lower Barn Road in Purley. The property is a semi-detached dwelling house, with an existing detached garage and vehicular access off Lower Barn Road to the rear. Land levels fall from west to east.

- 3.4 The surrounding area is largely residential in character. Brancaster Lane is generally made up of detached and semi-detached properties of a traditional character but exhibiting varying designs and building forms. Lower Barn Road to the east of the site, consists of a mix of detached and semi-detached buildings, with some larger flatted developments and commercial properties. Riddlesdown Station is located to the south-east of the site.
- 3.5 The site lies within a surface water flood risk area, as identified by the Croydon Flood Maps.

Planning History

- 3.6 18/03059/OUT - Erection of two storey side/rear and roof extensions and conversion into 6 flats with associated parking, balconies and landscaping – Outline planning permission granted on 28th September 2018.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- There are no protected land use designations on the site. Outline planning permission has already been granted for a similar development. Therefore the principle of development is acceptable.
- The proposal would contribute positively to borough-wide housing targets and would deliver 5 additional units on site, replacing the existing house with a three bedroom (5 person) family sized unit.
- The scale and layout of proposed built form is considered to be appropriate for the site and the traditional design executed with contemporary materials and finishes which would respect the surrounding character of the area.
- With suitable conditions, the relationship with the nearest neighbouring properties on Brancaster Lane and Lower Barn Road is such that there would be no undue harm to residential amenity.
- The development would provide an acceptable standard of living for future residents of the development, with satisfactory internal layouts and amenity space.
- The number of parking spaces proposed would be suitable, given the mix of units and the sustainable location and the availability of on street car parking nearby.
- Access and turning arrangements for vehicles would not impact on the safety or efficiency of the public highway.
- Other matters including flooding, sustainability, landscaping can be appropriately managed through condition.

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 letters sent to adjoining occupiers 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: 18 Supporting: 0

No of petitions received: 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:

Summary of objections	Response
Material issues	
Impact on residential amenity of adjoining occupiers – loss of privacy, noise and disturbance, pollution	Refer to paragraphs 8.10-8.14 of this report. An informative is recommended to draw the applicant's attention to the Council's Code of Conduct for Construction Sites, which we expect them to abide by.
Flood risk and drainage	Refer to paragraph 8.28 of this report
Pressure on local services and infrastructure	Refer to paragraph 8.30 of this report
Poor standard of accommodation including accessibility	Refer to paragraph 8.15-8.18 of this report
Increased traffic congestion and detrimental to highway safety and efficiency, insufficient highways information	Refer to paragraphs 8.19-8.25 of this report. A safety assessment of the junction and a parking stress survey with supplementary note has been submitted. This is sufficient to consider the highways impact.
Inadequate parking provision	Refer to paragraphs 8.19-8.25 of this report
Character of the area – overdevelopment, materials, landscaping	Refer to paragraphs 8.2-8.9` of this report
Non-material issues	
This development is driven purely by profit	This is not a material planning consideration
Comments made relating to the determination of the previous application (LBC reference 18/03059/OUT)	This application has already been determined.
Devaluation of neighbouring properties	This is not a material planning consideration
Impact on sewer capacity, sewage connections	This is not a material planning consideration

6.3 Councillor Helen Redfern has objected to the scheme, making the following representations:

- Loss of light to neighbouring properties
- Overdevelopment of the site

- Overlooking neighbouring properties
- Insufficient parking
- Impact on local street which is currently under pressure from commuter traffic and parking

6.4 The Riddlesdown Residents Association has also objected to the planning application raising the following issues of concern:

- Inappropriate and poor quality design including materiality, building line
- Undue noise, disturbance of adjoining occupiers including soundproofing
- Inadequate consideration of sewers and foul water drains
- Surface water flood risk
- Front boundary wall should be retained
- Inadequate consideration of parking including lack of parking survey
- New access detrimental to highway safety
- Lack of consideration for disabled users
- Loss of family home
- Strain on local infrastructure
- Character of the area

7 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 (CLP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. 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:

- Requiring good design.
- Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

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

Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential

- 3.5 Quality and design of housing developments
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.11 Affordable housing targets
- 3.12 Negotiating affordable housing on individual private residential and mixed use schemes
- 3.13 Affordable housing thresholds
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.11 Smoothing traffic flow and tackling congestion
- 6.13 Parking
- 7.2 Designing out crime
- 7.4 Local Character
- 7.6 Architecture
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodland

Croydon Local Plan 2018 (CLP 2018):

- SP2 Homes
- SP4 Urban design and local character
- SP6 Environment and climate change
- SP8 Transport and communications
- DM1 Housing choice for sustainable communities
- DM10 Design and character
- DM13 Refuse and recycling
- DM16 Promoting healthy communities
- DM19 Promoting and protecting healthy communities
- DM23 Development and construction
- DM24 Land contamination
- DM25 Sustainable drainage systems and reducing flood risk
- DM27 Biodiversity
- DM28 Trees
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development
- Applicable place-specific policies

7.4 The relevant Supplementary Planning Guidance is as follows:

- London Housing SPG (March 2016)
- London Mayoral Affordable Housing SPG: Homes for Londoners (August 2017)
- The Nationally Described Space Standards (October 2015)
- Suburban Design Guidance (SDG) (SPD) (2019)

8 MATERIAL PLANNING CONSIDERATIONS

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

- Principle of development;
- Townscape and visual impact;
- Residential amenity;
- Living conditions of future occupiers;
- Parking and highway safety;
- Flood risk;
- Trees and landscaping;
- Other planning matters

Principle of development

8.2 The principle of development is acceptable. Outline planning permission has previously been granted for a very similar scheme to extend and convert the property into 6 units. The outline permission approved the access, layout, scale and appearance of the development, with landscaping to be agreed. As per the previous application, the development would provide 5 additional homes in an established residential area. This would include a replacement three bedroom family sized duplex unit with a dedicated ground floor entrance, garden and vehicular/cycle parking. The other material issues are considered below.



8.3 Policy SP2.7 of the Croydon Local Plan (2018) sets a strategic target for 30% of all new homes up to 2036 to have three or more bedrooms. The scheme would provide 1 x three bedroom family sized unit. By current accommodation standards, the existing property would be considered a 3b3p property, and so the addition of a 3b5p units would be beneficial. The proposed three bedroom unit in this scheme would provide more practical accommodation with its own dedicated ground floor entrance, garden and vehicular/cycle parking compared to the formerly approved scheme. This is coupled with a wider mix of units than

the formerly approved outline scheme. The development is considered acceptable in this respect.

- 8.4 The site has a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that density levels ranges of 150-250 habitable rooms per hectare (hr/ha) are appropriate. Taking into account site area alone, the proposal would be modestly in excess of this range at 301hr/ha, similar to the previously approved scheme. However as the site benefits from being on a corner plot, the density of development would be acceptable. In any case, the London Plan indicates 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. Where these considerations have been satisfactorily addressed, the London Plan provides sufficient flexibility for such higher density schemes to be supported. In the context of the location and given the size of the building it is not considered the development would be of an unacceptable density and makes optimal use of the site.

Townscape and Visual Impact

- 8.5 The proposal would be very similar to the previously approved outline scheme. The existing building would be extended to the side and rear at two storey level, with accommodation created in the roof-space through the creation of two dormer windows. The main changes in character terms would be the removal of a first floor projecting balcony on the southern elevation, and the inclusion of an additional inset balcony within the already approved footprint. Small canopies would be incorporated over both southern entrances. This would improve the appearance of the approved front elevation, making the balcony more integrated and the entrances more legible. This approach is supported in the Council's SDG SPD (2019).



- 8.6 The single storey rear projection on the eastern side of the extension would increase in depth by 1m. This would be a modest increase and would have no discernible additional impact on the character of the surrounding area being entirely to the rear.
- 8.7 The appearance and materiality would be the same as approved in the outline consent. Whilst the proposed design would be contemporary in appearance, it would make reference to the features and materials present in the surrounding area. This approach would be considered a contemporary reinterpretation of

local character, which is supported in the Council's SDG (2019). There are a variety of styles of property in the vicinity of the site, including some larger flatted developments and in this context, the development would reflect existing character. Conditions to secure full details of the materials and other related details (such as the balustrading) are recommended to ensure these are of high quality.

- 8.8 A landscaping layout and planting schedule has been provided with the application. This includes areas for planting along the site frontages and as part of the amenity space which should help integrate the development into its setting. Refuse and cycle storage are integrated into the building envelope as per the outline approval, which would represent the preferred arrangement and would accord with policy requirements.
- 8.9 Overall, it is considered the proposal would make efficient use of the site to provide additional units. The scale, massing and design of the extended building would be in keeping with the overall pattern and layout of development in the area. The development would comply with policy objectives in terms of respecting local character.

Impact on Neighbouring Residential Amenity

- 8.10 The properties most affected by the development would be the immediate neighbours (139 Brancaster Lane and 132 Lower Barn Road). As above, it is a material consideration that outline planning permission has already been granted for a similar development. The only main change in terms of neighbouring impact is the increase in depth of the single storey side/rear extension by 1m towards the boundary with no.139. The additional front balcony would have no impact on either of these neighbouring properties.



139 Brancaster Lane

- 8.11 This single family dwelling house adjoins the site to the north, as the other half of the semi-detached pair. The approved development would have had an impact on that property to some degree, being located to the south of it. The only change which would affect this situation is the introduction of a further 1m deep single storey rear extension located on the part of the site which is away from 139. This would have a minimal impact on that property, being single storey and only 1m in depth and so the impact is considered to be acceptable.



Comparison between the approved outline scheme (top) and proposed scheme (bottom), showing the 1m increase in depth at ground floor level at the rear on the right hand side of the image

- 8.12 In terms of privacy, there are no significant changes in terms of impact on 139 Brancaster Lane. The proposed north facing windows above ground floor level would be obscure glazed and positioned at high level, restricting views across the neighbouring garden. A condition is recommended to ensure these are retained as such for the lifetime of the development. The proposed dormer balcony would be inset into the roof with no side views possible. The size and siting of the dormer window would be similar to that which could be constructed under permitted development, in terms of its relationship with 139 Brancaster Lane. It is not considered there would be a significant impact on privacy for the occupiers of this property.

132 Lower Barn Road

- 8.13 This is a single family dwelling house located to the rear of the site (to the east). The topography is such that this property is on a lower land level to 141 Brancaster Lane. The impacts from the development would be very similar to that previously approved, with the only change being the depth of the side/rear ground floor extension. This enlarged rear projection would not however be

behind the rear elevation of 132 Lower Barn Road and so would have no impact on that property's rear facing windows. 132 Lower Barn Road has a side facing first floor window which appears to be secondary. It is not considered there would be any additional impact on this window compared to the approved scheme.

- 8.14 In privacy terms, there are no side facing windows facing towards this property. A condition is recommended to ensure there are no additional windows inserted over time. Whilst a roof level balcony forms part of the proposed development, this would be inset and would be situated approximately 14m from the shared boundary with 132 Lower Barn Road. The impact on privacy is therefore considered to be acceptable.

The standard of accommodation for future occupiers

- 8.15 The proposal would comply with internal dimensions and minimum GIA required by the Nationally Described Space Standards. All units are dual aspect with adequate outlook. The reconfiguration of the internal layout since the previous approval results in improved internal accommodation, allowing for a better mix of units including a duplex family sized three bedroom (five person) unit with separate living room and kitchen, its own entrance, ground floor garden and parking space.
- 8.16 As before, each unit would have access to an area of private amenity space in the form of a balcony or rear courtyard garden. There would also be a small area of communal garden for residents. The landscaping details show that despite the size, the provision would be sufficiently private, adaptable and of a high quality with seating, sensory planting and outdoor games available. Taking this into account, along with the unit mix and distance to the nearest open space to the south east of the site, this is considered acceptable.
- 8.17 As per the previously approved scheme, there is step free access to the main entrance and the communal amenity space via a separate entrance. A lift could not reasonably or practically be provided within the building without further extensions which would be detrimental to the street-scene. Taking into account this is the conversion of an existing building and the site constraints in terms of topography the layout is considered to be acceptable in terms of accessibility.
- 8.18 It is therefore considered that the proposals would result in a good standard of accommodation for future occupiers of the development.

Parking and Highways

- 8.19 The site has a PTAL rating of 2 which indicates poor accessibility to public transport. 4 car parking spaces have been provided on site for the 6 flats, which is the same as in the previously approved scheme where the number of spaces was considered appropriate. This scheme would not result in any additional units, and the change to unit mix as part of this application would see a larger 3b unit and a 1b unit become a small 2b unit, which is not considered to significantly alter the level of parking generated, in the context of the development or wider area.

- 8.20 Current transport policy generally seeks to reduce on-site parking in areas with good PTAL rating and encourage sustainable transport methods. The applicant has provided justification with their submission as to the number of spaces provided. The site is within short walking distance of Riddlesdown Station which operates frequent services to Croydon and Central London. There are nearby bus stops on Mitchley Avenue which operate regular services to the town centre as well as access to a number of local centres in the Borough including Sanderstead and Selsdon. There is a shopping parade 500m from the site on Lower Barn Road which provides services including a pharmacy, post office and convenience store. The scheme includes 4 one bedroom flats, 2 of which are 1 person units. Maximum parking standards set out in the London Plan suggest that 1 bedroom units should have less than 1 space per unit.
- 8.21 On street car parking is less available in this area in view of the close proximity of the site to Riddlesdown Station. A parking stress survey was undertaken in support of the previous application which was granted permission. This was undertaken during a weekday peak period and overnight (Wednesday 19th and Thursday 20th September) to take account of the impact of both commuter parking for the railway station and overnight residential parking demand. This survey incorporated realistic parking availability, for example excluding roads which are inappropriate for parking due to width, and roads such as Riddlesdown Avenue where parking can only realistically take place on one side of the road. Whilst the survey demonstrates there is high demand for parking in the area, taking an overview of all roads in the study area the stress levels do not reach saturation level. The highest levels of parking stress are seen on a weekday evening peak hour (an average of 80.5% -25 available spaces), demonstrating the impact of commuter parking in the area, whilst parking stress is much lower overnight (64% - 50 available spaces) when local residents are parked in the area. It is not envisaged that there would be overspill of car parking onto the road as outlined in the report, however if this were to be the case the survey shows that this could be accommodated in the local area.
- 8.22 In terms of the access points, these are the same as that already considered acceptable under the previous outline consent. The technical note submitted with the application considers the distance of the proposed new vehicular crossover from the Lower Barn Road junction, the road markings, common behaviour of drivers at these types of junctions and the speed limit of the roads. This demonstrates that the provision of a new vehicular crossover in the proposed location would not be detrimental to highway safety. Whilst a proposed access close to this junction has raised issues of concerns for local residents, officers are satisfied that the access would be acceptable, with the existing road markings. Visibility splays can be achieved from both of the vehicular accesses serving the development and there would be adequate turning space for vehicles within the site entering/exiting onto Brancaster Lane in forward gear, thereby ensuring the safety and efficiency of the highway. Whilst a vehicle would have to reverse out onto Lower Barn Road, this access only serves one parking space and would be similar to the existing situation. As discussed above, the scheme would be accompanied by 4 on site car parking spaces which should not generate a large number of vehicle movements.

- 8.23 The location of the refuse and cycle storage integrated into the building is acceptable and would be easily accessible for both residents and collection crews. In comparison with the previously approved scheme, the internal access to the refuse/cycle store has been removed. Whilst this is not ideal, the external entrance is convenient for both residents and collection crews to access and has allowed for a more efficient internal configuration.
- 8.24 A Construction Logistics Plan and Method Statement will be required through condition to ensure that building work on this junction does not undermine the safety and efficiency of the highway.
- 8.25 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

Trees and Biodiversity

- 8.26 There are no trees of significance on the site. A landscaping strategy including a planting schedule has been provided which shows there is adequate space for soft landscaping to be provided to help integrate the extensions into the site and soften the appearance of the hardstanding, which is to be provided as permeable paving. The planting areas will also be important to introduce defensible space for the ground floor units, and provide privacy for the amenity spaces. A condition should be imposed to ensure the development is carried out entirely in accordance with this document. This is considered acceptable.
- 8.27 The site is currently a residential garden on a corner plot, and is not in close proximity to any designated sites for nature conservation so the ecological and biodiversity value of the site is likely to be limited. It is recommended an informative be included on the decision notice to advise the applicant to refer to the standing advice by Natural England, in the event protected species are found on site.

Flood Risk

- 8.28 The application lies within a surface water flood risk area, and an area where there is potential for groundwater to emerge at the surface. A Flood Risk Assessment has been provided by the applicant. This identifies that whilst there is some risk to the site from surface water flooding, this would be low and would be mitigated through use of flood resilience measures. A condition is recommended requiring the development to be carried out in accordance with the FRA. A further condition is recommended to secure details of SUDs on site, particularly given the topography and the opportunities for landscaping available.

Other planning matters

- 8.29 Conditions are recommended in relation to carbon emissions and water use targets for the development, to achieve sustainability objectives in accordance with policy.

8.30 The development would be CIL liable. This would contribute to meeting the need for physical and social infrastructure, including education and healthcare facilities.

Conclusions

8.28 This is a scheme which is very similar to the previously granted scheme, with a slight change in unit mix and minor external changes. Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.

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