

PART 6: Planning Applications for Decision

Item 6.2

1 APPLICATION DETAILS

Ref: 19/00547/FUL
 Location: 1 Christchurch Road, Purley, CR8 2BZ
 Ward: Purley Oaks and Riddlesdown
 Description: Demolition of single storey rear extension. Erection of 2/3 and part 4 storey side/rear extension and conversion of existing building to provide 7 apartments including associated landscaping, parking, cycle and refuse storage.
 Drawing Nos: Existing Site Location Plan 209-D-00, Existing Site Plan 209-D-01, Proposed Site Plan 209-D-02-Rev A, Existing Floorplans 209-D-03, Existing Elevations 209-D-04, Existing Elevations 209-D-05, Proposed Ground Floor Plan 1:200 209-D-06 Rev A, Proposed Ground Floor Plan 1:100 209-D-07 Rev A, Proposed First Floor Plan 209-D-08, Proposed Second Floor Plan 209-D-09, Proposed Third Floor Plan 209-D-10, Proposed Roof Plan 209-D-11, Proposed Finished Floor Levels 209-D-50, Landscaping 1818-GUA-DR-L-001 Rev P02, Proposed South West Elevation 209-D-12-Rev A, Proposed North West Elevation 209-D-13 Rev A, Proposed North East Elevation 209-D-14-Rev A, Proposed South East Elevation 209-d-15-Rev A
 Agent: Mr Justin Owens
 Case Officer: Mr Tim Edwards

	1b2p	2b3p	2b4p	3b4p	3b5p	Total
Existing				1		1
Proposed	1	2	2	1	1	7

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
2	15

1.1 This application is being reported to Planning Committee at the request of Cllr Simon Hoar and in view of the fact that representations in excess of the Committee Consideration Criteria have been received.

2 RECOMMENDATION

That the Planning Committee resolve to GRANT full planning permission subject to

A. The prior completion of a legal agreement to secure the following planning obligations:

The restriction of car parking permits for further residential occupiers of the development

- B. That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and

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, SUDs
- 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, refuse and cycle stores, visibility splays
- 8) Permeable forecourt material
- 9) Demolition, Construction Logistics and Environmental Management Plan to be submitted
- 10) The development must achieve 19% CO2 reduction beyond Building Regulations
- 11) The development must achieve 110 litres water per head per day
- 12) In accordance with FRA
- 13) Flat roofs not be used as balconies
- 14) Time limit of 3 years
- 15) 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:

- Demolition of an existing single storey rear extension and erection of a part 2, part 3 and part 4 storey side/rear extension

- Conversion/use of the extended building into 7 flats (1 x 1 bedroom and 4 x 2 bedroom flat and 2 x 3 bedroom duplex units)
- Provision of two 2 parking spaces accessed off Christchurch Road

Site and Surroundings

- 3.3 The application site lies on the corner of Christchurch Road and Brighton Road in Purley. The property is an end of terrace dwelling house, with a vehicular access off Christchurch Road to the front of the site. Land levels are generally flat.
- 3.4 The surrounding area is largely residential in character. Christchurch Road is generally made up of semi-detached and terraced properties of traditional character, but exhibiting varying designs and built forms. Brighton Road is immediately to the east of the site, consisting of a mix of detached and semi-detached buildings, with some larger flatted developments and commercial properties, particularly west of the application site and towards Purley District Centre. The site has a PTAL rating of 5 (intimating high levels of public transport accessibility).
- 3.5 The site lies within Flood Zone 2 and 3 and in an area of high risk of surface water flooding, as identified by the Croydon Flood Maps.

Planning History

- 3.6 The site has been the subject of a number of previous planning applications including;
- 3.7 07/00754/P – Erection of attached two bedroom house and boundary wall/railings; extension of vehicular access and provision of associated parking – Approved 5 June 2007.
- 3.8 10/00938/P – Erection of attached two bedroom house and boundary wall/railings; extension of vehicular access and provision of associated parking (renewal of planning permission 07/00754/P) – Planning Permission approved 4 June 2010
- 3.9 15/04556/P - Erection of attached two bedroom house and boundary wall/railings, extension of vehicular access and provision of associated parking – Planning Permission refused on 4 December 2015
- 3.10 16/01596/P - Erection of attached two bedroom house and boundary wall/railings; extension of vehicular access and provision of associated parking – Planning Permission granted on 8 November 2016.

4 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The site is a sustainable location for new dwellings and the principle of redevelopment to provide additional housing is acceptable.

- The proposal would contribute positively to borough-wide housing targets and would deliver 6 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 contemporary design approach executed with high quality materials and finishes would respect the surrounding character of the area.
- The proposal avoids unacceptable harm to the neighbours' living conditions.
- 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.
- 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: 41 Objecting: 41 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	
Character of the area – overdevelopment, design out of keeping, materials, landscaping	Refer to the Townscape and Visual Impact section of this report and paragraph 8.6 in relation to overdevelopment.
Impact on residential amenity of adjoining occupiers – loss of privacy, loss of daylight and sunlight, noise and disturbance, pollution	Refer to paragraphs 8.17-8.21 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 8.36 of this report

Poor standard of accommodation does not provide family accommodation	Refer to paragraph 8.2-8.7 of this report
Increased traffic congestion and detrimental to highway safety and efficiency.	Refer to paragraphs 8.27-8.33 of this report.
Inadequate parking provision for both residents and visitors	Refer to paragraphs 8.27-8.28 of this report

6.3 Councillor Simon Hoar has objected to the scheme, making the following representations:

- Overdevelopment of the site
- Design of the proposal is out of keeping with street and is better suited in scale for a town centre location.
- Loss of light to neighbouring properties
- Overlooking neighbouring properties
- Insufficient parking

6.4 Due to the sites location within Flood Zone 3, the Environment Agency were consulted. The EA originally objected to the application, but following the submission of further details, they have withdrawn their objection and proposed a number of conditions to be implemented in relation to the proposal.

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 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:

- 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 London Plan and Croydon Local Plan support the delivery of new housing in sustainable locations, to address the need for new housing to suit local communities. Windfall schemes which provide sensitive renewal and intensification of existing residential areas play an important role in meeting demand for larger properties in the Capital, helping to address overcrowding and affordability issues.

8.3 Policy SP2.7 supports the provision of new family sized dwellings, with a strategic target of 30% of all new dwellings across the borough to be family sized. Policy DM1.2 supports this aim by preventing the loss of small family homes by restricting the net loss of units with three bedrooms or a floor area of less than 130sq.m and this requirement to retain or re-provide family sized homes has been upheld by several recent appeal decisions.

8.4 The existing dwelling is smaller than 130sq.m and therefore is protected by Policy DM1.2. The proposal would re-provide an equivalent dwelling and overall 29% of the proposed dwellings would have three or more bedrooms. Taking into account the proposed 2-bedroom (4 person) units, the percentage of family units would rise to 57% and the development would contribute towards the 30% strategic target. It would therefore comply with Policy DM1.2 and provide an acceptable level of family accommodation.

8.5 The proposed unit mix includes 1x1 bedroom (2 person) unit, 2x2 bedroom (3 person) units, 2x2 bedroom (4 person) units, 1x3 bedroom (four person) unit and a 1x3 bedroom (5 person) unit. Two of the 2-bedroom units would be suitable for 4 occupants and therefore these, in addition to those with three bedrooms, can be considered a form of small family sized housing (for the first three years of the Croydon Local Plan). This is considered an acceptable mix, which reflects the need to deliver family sized housing and whilst maintaining the site's suburban character and remaining proportionate to the site's limited public transport accessibility.

- 8.6 Given the proximity to Purley District Centre and the A223 arterial route, the site has a urban setting with a PTAL rating of 5 and as such the London Plan indicates that density levels ranges of 200-700 habitable rooms per hectare (hr/ha) are appropriate. The proposal would result in a density level of 400hr/ha, which is within the range supported by the London Plan. 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.
- 8.7 The site is located within an existing residential area and subject to policy compliance in other respects, the principle of redevelopment is supported.

Townscape and Visual Impact

- 8.8 The application site is situated at the junction of Christchurch Road and Brighton Road which forms a transition zone between the taller residential and commercial buildings found in Purley District Centre and the 2-3 storey houses in Christchurch Road and neighbouring streets.
- 8.9 The proposal comprises the demolition of single storey rear extension and erection of part 2, part 3 and part 4 storey side/rear extension to facilitate the conversion of the existing building and the use of the extensions to provide a total of 7 self-contained apartments.
- 8.10 The following images show the proposed site arrangement and the proposed development viewed from Brighton Road.



Figure 1: CGI Visualisation of the proposed development

- 8.11 The proposed design approach would be unashamedly contemporary in appearance whilst making reference to the features and materials present in the surrounding area. Given the contemporary approach, it was considered worthwhile for the applicants to present their scheme to the Croydon Place Review Panel. The Panel applauded the ambition in pursuing the design approach and considered that whilst the scheme required further refinement, it could result in an important benchmark for intensification of suburban locations.

- 8.12 The proposed building would continue the height of the existing terrace on Christchurch Road before stepping up to turn the corner at four storeys then stepping back down to three storeys on the Brighton Road frontage. The design would utilise the geometry of the roof forms found in the neighbouring properties to create a strong corner feature. Whilst the height of proposed building would exceed that of the immediately adjacent properties, surrounding properties on Brighton Road are taller than the proposal and the corner location of this site makes it suitable to accommodate increased height and massing.
- 8.13 The approach of utilising features found in surrounding properties and giving them a contemporary twist is further supported by the use of facing materials that reflect the elevational treatment of neighbouring properties. A particular example of this being the use of red and white bricks to reflect the brick and white render combination found in surrounding properties. The tile hanging proposed also reflects materials found elsewhere in the immediate vicinity. To ensure the materials are of the required high quality a condition requiring samples to be submitted is recommended.
- 8.14 It is considered the proposed building would result in a contemporary reinterpretation of local character, which is supported in the Council's SDG (2019) and would meet the expectations of Policy DM10.1 which seeks to achieve high quality development and encourages a minimum height of 3 storeys.
- 8.15 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 would be integrated into the landscaping design with storage areas in the frontage of the site and within the building envelope, helping to ensure the approach is suitably coherent. The storage areas provided would accord with policy requirements.



Figure 2 Proposed Site Layout Plan

- 8.16 Overall, the proposed development would represent a high quality addition to the street scene providing a building that is respectful to local character whilst seeking to intensify the site to provide additional residential units.

Impact on Neighbouring Residential Amenity

8.17 The properties most affected by the development would be the immediate neighbours (3 Christchurch Road and 887 Brighton Road).

3 Christchurch Road

8.18 This single family dwelling-house adjoins the site to the south-east, as the adjacent dwelling in the row of terraced properties on Christchurch Road. The proposal has been designed to avoid any unacceptable overlooking through the use of obscure glazing in any windows above ground floor level in the side elevation of the extension facing the neighbour's amenity space. A condition to retain the obscuring glazing for the lifetime of the development is recommended

8.19 Whilst the proposed rear extension would not follow the 45 degree expectation as contained within the SDG (2019), it is considered that as the extension would be north of the rear elevation of the adjoining properties the impact of overshadowing would be minimal and within acceptable limits; adequate outlook and light would be maintained. Overall, in view of the position, orientation and design approach, officers are satisfied that the amenities of this immediate neighbour would be suitably maintained.

887 Brighton Road

8.20 887 Brighton Road adjoins the site to the north east, as the end of terrace property on the Brighton Road frontage. Given the positioning of the two sites the development would not project beyond any sensitive building lines and is therefore considered to have limited impact in relation to any overshadowing or visual impact. In privacy terms, no windows are proposed in the flank elevation facing onto the front forecourt of this adjacent property. The proposal would therefore not result in any unacceptable overlooking between the proposal and the adjoining property.

8.21 Whilst the proposed development is likely to generate additional comings and goings to/from the site, the additional noise levels associated with this is not anticipated to be beyond what would be expected within residential areas.

The standard of accommodation for future occupiers

8.22 The proposal would comply with internal dimensions and minimum GIA required by the Nationally Described Space Standards. With the exception of Flat 6, all units are dual aspect with adequate outlook. Whilst Flat 6 would be single aspect northwest facing (to ensure no unacceptable overlooking of neighbouring occupiers occurs) the unit would enjoy a relatively large balcony fronting onto Brighton Road and with the site constraints, officers are satisfied that the single aspect nature of this unit would be acceptable.

8.23 With regard to external amenity space, the London Housing SPG states that a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm for each additional unit. Each unit would benefit from private amenity space (in the form of rear gardens to the duplex units or

balconies to each of the flats) which would meet or exceed these minimum private open space requirements.

- 8.24 In addition to private amenity spaces, the proposal includes children's play-space within the frontage of the property, which is to be secured by a planning condition in line with London Plan Policy 3.6 and the Mayor's Supplementary Planning Guidance 'Shaping Neighbourhoods: Play and Informal Recreation'.
- 8.25 Given the layout of the proposed units, most with their own separate ground floor entrance and being split across two floors, it is not reasonable or practical for a lift to be incorporated into the design of the building. Nevertheless, the accesses for all units on the ground floor and the communal access are step free. Taking into account this is the conversion of an existing building the layout is considered to be acceptable in terms of accessibility.
- 8.26 The development would provide high quality accommodation including of family sized housing all with adequate layout, space, and amenities for future occupiers.

Parking and Highways

- 8.27 The site has a PTAL rating of 5 which indicates good accessibility to public transport. The London Plan sets out that in urban areas with PTAL rating of 5 to 6 the maximum parking provision should be up to one space per unit. However, with a clear aspiration that "all developments in areas of good public transport accessibility in all parts of London should aim for significantly less than 1 space per unit". This approach is supported in the Council's SDG (2019) setting out that the Borough will encourage lower parking provision than the maximum standards in areas with good connectivity to the wider public transport network.
- 8.28 The proposal provides 2 car parking spaces on site for the 7 flats, given the high PTAL and in particular the regular bus services on Brighton Road it would be entirely feasible to live at the site without car dependence. It is considered that the level of car parking is in accordance with the expectations of current transport policy in seeking to reduce-on site parking and encourage sustainable methods.
- 8.29 It is recommended that the car parking spaces are provided prior to occupation and permanently retained thereafter. The application site is included within the Purley Controlled Parking Zone and in order to encourage limitations on car use and to manage on street car parking in the immediate vicinity it is considered prudent to restrict the take up of car parking permits by future residents of the development. This will be delivered through the use of a S.106 Agreement. The provision of electric charging points will also be secured through the use of a planning condition.
- 8.30 The proposal would result in a new vehicle access off Christchurch Road, albeit in a broadly similar location and similar dimensions to the existing access point. The parking layout permits access and exit movements in a similar fashion to the existing arrangements with a slight improvement given the access is shifted

further away from the junction with Brighton Road. The proposed layout is considered acceptable.

- 8.31 Dedicated, covered and secure cycle storage is proposed for the apartments, which would be attractive for users and well overlooked to allow good security. The cycle storage facilities would comply with the London Plan standards. Indicative plans have been submitted and further details of the store, including the appearance, materials, size and type of stands size will be secured by a condition.
- 8.32 There would be a number of bin stores located within the frontage of the property, all of which are within the maximum pulling distance of 20metres from the street. It is considered that the proposed bin store is capable of accommodating the required minimum capacity for the proposed development. Details of the stores, including the materials and appearance will be secured by a condition.
- 8.33 The site layout would be capable of accommodating all construction vehicles on site for the duration of the construction process. A Demolition, Construction Logistics and Environmental Management Plan will be required by a condition before commencement of work, particularly given the proximity to the junction of Christchurch Road with Brighton Road. This should also outline measures to minimise noise and dust impacts, and disruption to neighbours.

Trees and Diversity

- 8.34 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 to provide privacy for the amenity spaces. A condition should be imposed to ensure the development is carried out entirely in accordance with this document.
- 8.35 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

- 8.36 The application lies within Flood Zones 2 and 3, in a surface water and ground water flood risk area. A Flood Risk Assessment has been provided by the applicant. This has been reviewed by the Environment Agency given the location of the site in close proximity to Brighton Road which has experienced flood events in the recent past. The Environment Agency raised concerns with the applicants Flood Risk Assessment on the basis that further information was necessary to ensure that the proposed units were adequately protected against

flood events. Additional information has now been provided to the Environment Agency and they have removed their objection and subject to a condition requiring finished floor levels to be set at a specific height are content with planning permission being granted. A condition is recommended to secure this and to ensure the applicant complies with the recommendations of their Flood Risk Assessment.

Other planning matters

- 8.37 Conditions are recommended in relation to carbon emissions and water use targets for the development, to achieve sustainability objectives in accordance with policy.
- 8.38 The development would be CIL liable. This would contribute to meeting the need for physical and social infrastructure, including education and healthcare facilities.

Conclusion

- 8.39 The site is in a sustainable location for new housing development, and the scale, size and amount of development is appropriate for its setting. The new dwellings would provide a good quality and appropriate mix of family sized housing types, supported by car parking, cycle storage and bin storage. The impacts to neighbours would be largely limited to the construction period and the further potential impacts highlighted in this report would be mitigated by the recommended planning conditions.
- 8.40 The proposal would comply with the Croydon Local Plan 2018 and would be acceptable. Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.
- 8.41 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.