1 APPLICATION DETAILS

Ref: 18/01251/FUL
Location: Pitlake Arms, 73A Waddon New Road, Croydon, CR0 4JB
Ward: Waddon
Description: Demolition of existing building - but with part retention of existing basement and the erection of four storey building comprising four residential units (2x3 bedrooms and 2x1 bedroom) including associated private amenity spaces, communal amenity and internal refuse and cycle storage (Amended Description).


Agent: James Fosbrook
Applicant: Mr Graham
Case Officer: Tim Edwards

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<tr>
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<th>1b,1p</th>
<th>1b2p</th>
<th>2b3p</th>
<th>2b4p</th>
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All units are proposed for private sale

<table>
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<tr>
<th>Number of car parking spaces</th>
<th>Number of cycle parking spaces</th>
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1.1 This application is being reported to Planning Committee because the Ward Councillor (Cllr Robert Canning) made representations in accordance with the Committee Consideration Criteria.

2 RECOMMENDATION

2.1 That the Planning Sub-Committee resolve to GRANT full planning permission subject to:

Conditions

1) The development shall be carried out wholly in accordance with the approved plans
2) Full landscaping to be provided prior to occupation for approval and maintained for 5 years (including the proposed green roof).
3) Details of materials to be submitted and approved (including samples if requested).
4) Detailed design drawings highlighting the key junctions between propose front elevations, adjacent roof forms and pitches as well as planters to be submitted and approved.
5) Details of the cycle/refuse store to be provided including cycle ramp to be submitted for approval prior to occupation.
6) Future occupiers to be restricted from gaining access to parking permits.
7) Step-free level access to the building to be provided and retained
8) Demolition and Construction Logistics Plan to be submitted
9) The development must achieve 19% CO2 reduction beyond Building Regulations
10) The development must achieve 110 litres water per head per day
11) Southern flank facing windows to be obscure glazed/non-opening up to 1.7 metres or privacy screen to be provided from the internal floor levels.
12) Flood Risk Assessment mitigations to be fully implemented, including the proposed green roof and flood gates at entrances prior to the first occupation of the site.
13) If unidentified contamination is found, no further development shall commence until written approval of the Local Planning Authority is sought.
14) No drainage systems for the infiltration of surface water drainage into the ground are permitted other than with the express written consent of the Local Planning Authority.
15) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority.
16) Time limit of 3 years
17) 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) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

2.2 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 PROPOSAL AND LOCATION DETAILS

Proposal

3.1 The applicant seeks full planning permission for:

- Demolition of an existing two-storey building with part retention of the basement and erection of a four-storey building to provide 4 units.
- Lower ground floor basement to be used for storage purposes for each flat.
- Multi-functional communal/child play space to be provided on the second-floor roof.

3.2 Amended plans have been received for the proposal responding to comments raised in regards to the lower ground floor accommodation, location of the
communal amenity area and unit mix. Local residents have been suitably advised of these changes and have been invited to make further comment.

**Site and Surroundings**

3.3 The application site lies on the corner of Waddon New Road and Lower Church Road. The site is located within Flood Zone 2/3 as well as being at risk from surface and ground water flooding.

3.4 Whilst the site is located within the Old Town Masterplan Area, it does not fall within any of the three conservation areas which are located within ‘Old Town’.

3.5 The current two storey building (including basement) was formally a public House (the Pitlake Arms) which was closed in February 2012 following the removal of its license.

3.6 The site is located within a PTAL 6a area, being approximately 100 metre-walk from Reeves Corner Tram Stop as well as multiple bus stops and less than 500 metres from North End and the High Street. The site is also included within the Central Croydon Controlled Parking Zone.

![Figure 1: Site Location](image)

**Planning History**

3.7 The planning history relevant to the site is highlighted below:

- 16/05135/FUL - Demolition of existing building but, retention of existing basement. Erection of 4 storey building comprising 3 one bedroom, 1 two bedroom and 1 three bedroom flats: **Application Withdrawn.**
17/00487/FUL - Demolition of existing building but retention of existing basement. Erection of 4 storey building comprising 3x1 bedroom, 1x2 bedroom and 1x3 bedroom flats: **Permission Refused for the following reasons:**

1) The development would be detrimental to the amenities of the occupiers of the adjoining property (no.74) by its overbearing and visually intrusive appearance resulting in a loss of outlook and would thereby conflict with Policy SP4 of the Croydon Local Plan: Strategic Policies (2013); Policies UD2 and UD8 of the Croydon Replacement Unitary Development Plan (The Croydon Plan 2006) Saved Policies 2013; Supplementary Planning Document No 2 on Residential Extensions and Alterations and Policy 7.6 of the London Plan 2011 (consolidated with amendments since 2011).

2) The development would result in sub-standard accommodation by reason of inadequate private amenity space and inadequate light, outlook and privacy for future occupiers and would thereby conflict with Policy SP2.6 of the Croydon Local Plan: Strategic Policies (2013), Policy 3.5 B&C of the London Plan (Consolidated with alterations since 2011), the Housing Supplementary Planning Guidance (March 2016) and Nationally Described Space Standards (2015).

3) The development site is within Flood Zone 3. It has not been demonstrated that there are not alternative reasonably available sites appropriate for the development in areas with a lower probability of flooding through the Completion of a sequential test. This is contrary to paragraph 100 and 101 of the NPPF, policy 5.12 of the London Plan (Consolidated with Alterations since 2011) and policy SP6.4 of the Croydon Local Plan: Strategic Policies (2013).

4. **SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- The site is a sustainable location for new dwellings, being in a high PTAL area and the principle of redevelopment to provide additional housing is acceptable.
- The loss of the public house would be acceptable – in view of the length of vacancy, the availability of other public houses in the immediate area and the lack of community activities that previously operated out of the former Pitlake Arms
- The proposal would contribute positively to borough-wide housing targets and would deliver 4 additional self-contained units on site.
- The scale and layout of proposed built form is considered to be appropriate for the site which would respect the character of the surrounding 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 scheme should suitably encourage the use of sustainable transport with limited use of the private car through the imposition of a planning condition to restrict access to car parking permits.
- Other matters including flooding and sustainability can be appropriately managed through the use of planning conditions.
5 CONSULTATION RESPONSE

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

5.2 Owing to the site’s location within Flood Zone 2/3, the Environment Agency has been consulted. The views expressed are detailed below:

The proposed development will only meet the requirements of the National Planning Policy Framework if the following measure(s), as detailed in the Flood Risk Assessment submitted with this application, are implemented and secured by way of a planning condition on any planning permission. The proposed conditions are in regards to:

- Development to be delivered in accordance with the FRA, including the mitigation measures detailed and flood gates at entrances to be a minimum of 600mm above ground floor finished floor levels.
- If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, a remediation strategy detailing how this unsuspected contamination shall be dealt with.
- No drainage systems for the infiltration of surface water drainage into the ground are permitted other than with the express written consent of the Local Planning Authority.
- Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater.

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: 3  Objecting: 3  Supporting: 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:
<table>
<thead>
<tr>
<th>Objection</th>
<th>Officer comment</th>
</tr>
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<tbody>
<tr>
<td><strong>Design and appearance</strong></td>
<td>This is addressed in section 8.5 and 8.7 to 8.11.</td>
</tr>
<tr>
<td>Out of keeping with the surrounding area, design, character, height, bulk, overbearing scale and mass.</td>
<td></td>
</tr>
<tr>
<td><strong>Impact on amenities of neighbouring properties</strong></td>
<td>This is addressed in section 8.12 to 8.18 of this report.</td>
</tr>
<tr>
<td>Adverse impact on neighbouring properties — loss of privacy, overbearing, visually dominant, outlook, noise, daylight and sunlight.</td>
<td>No solar panels are currently installed surrounding the site and considering the sites location north of those developments within Lower Church Road the southern section of Waddon New Road, as well as the separation from those north of the site, the proposal would be unlikely to impact the potential addition of solar panels.</td>
</tr>
<tr>
<td>Potential impact upon financial feasibility to install solar panel on our roof.</td>
<td></td>
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<tr>
<td><strong>Procedural or Non-material considerations</strong></td>
<td></td>
</tr>
<tr>
<td>Impact upon adjoining occupiers building.</td>
<td>This is not a planning consideration.</td>
</tr>
<tr>
<td>Impact upon drainage within the surrounding area.</td>
<td>This is not a planning consideration.</td>
</tr>
</tbody>
</table>

6.3 Councillor Robert Canning has objected to the scheme and referred it to Planning Committee, making the following representations:

- The overbearing and visually intrusive impact of the development, particularly on 74 Waddon New Road;
- The development is out of keeping with the character of the locality and detrimental to the visual amenity of the street scene.
- Concerned that this location is in historic Old Town and the immediate area around 73 Waddon New Road consists of Victorian cottages. Whilst noting the new Suburban Design Guidance, the development is still too tall and does not sit with the Old Town Masterplan objective of building new homes that are "integrated sensitively with the historic environment";
- There needs to be proper debate as to what is and what is not deemed to be in keeping with the character of an area as grounds for refusal. Interestingly, this was deemed not to be grounds for refusal (by officers) when an application was submitted at this location in 2017 (and which was refused on other grounds) but was identified as grounds for refusal by officers on two earlier applications.

6.4 Amended plans have been received post a re-consultation process on the application. These amended plans have ensured consistency across the
submitted plans and are not considered to materially alter the planning application to require further consultation.

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) (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;
- Cycle and refuse storage;
- Flood risk;
- Other planning matters

Principle of development

Windfall Sites

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. 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.

Loss of the Pub

8.3 The Pitlake Arms has been closed since 2012, following the loss of its license and various issues that led up to the removal of the license. Therefore, considering the length of closure the proposed this public house does not display the characteristics of a community pub which has space for social events, meeting rooms or ancillary facilities or associated clubs/teams and the principle of its redevelopment and the delivery of new homes is considered acceptable.

Family Accommodation

8.4 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. The proposed unit mix includes 2x3 bedroom units which would exceed the strategic target.

8.5 Policy DM1.2 prevents 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. Whilst there is ancillary accommodation on site, there would be no net loss of family homes with 2 family units proposed in any case. Therefore, overall the proposal is considered to be in accordance with Policy DM1.2.

Density of Development

8.6 The site is in an urban setting with a PTAL rating of 6a and as such the London Plan indicates that the density levels could range from 200 - 700 habitable rooms per hectare (hr/ha). The proposed density of this development falls above this range at 833hr/ha. Although this is above the levels set out, the London Plan states that it is not appropriate to apply these ranges mechanistically, as the density ranges are broad, to account for other factors relevant to optimising potential – such as local context and design. In these circumstances, officers are satisfied that the proposed development would be appropriate for the site and the surrounding area, taking into account the site accessibility as well as the proposed design and unit mix.

Flooding – Sequential

8.7 As the site is not an allocated site in the Croydon Local Plan 2018 and is located within a Flood Risk Area, a sequential test has been provided (and subsequently amended in response to comments received) as part of the application process. Any submitted sequential test should consider a change in use/new residential development against the Council’s 5-year housing land supply and how this five-year supply might be met on sites with lower risks of flooding. At present, the Council is meeting its five-year supply of housing although the applicant has argued that the five year land supply is not comparable with this development site and queries whether allocated sites located within areas of flood risk are likely to come forward early on in the current plan period, suggesting that the borough needs to rely on windfall sites within flood risk areas to meet the likely shortfall. The sequential test has also discussed the shortfall in the current plan
period which would require windfall sites to come forward to facilitate the demand.

8.8 Taking into account the submitted sequential test and the benefits of the scheme to increase the level of surface water run off (through the introduction of green roofs and other related SUDs measures) overall, the proposal is considered to be an acceptable development in relation to managing flood risk and has met the criteria set out by Policy DM25 of the Croydon Local Plan 2018.

Townscape and Visual Impact

8.9 The building is neither statutorily nor locally listed and therefore there is no objection to its demolition and replacement with a proposed flatted development. The built form across the site currently comprises single and two storey elements with pitched roofs. It is in a poor state of repair and is currently considered to add little to the existing street scene.

8.10 The surrounding streetscape is predominantly two storey terraced housing with flat or pitched roofs, although there are examples of 3 storey flatted blocks (91 – 93 Waddon New Road) and the Salvation Army Building on Booth Road within the wider area. The proposal is considered to respond to the principles set out by the Old Town Masterplan as regards the surrounding building lines and the building layout having a clear legible front entrance, being “human” in scale and grounded within this environment with recessed balconies.

Figure 2: Streetscene Visualisation
8.11 As the development site is a corner plot, paragraph 2.14 of the Suburban Design Guide 2019 is key consideration. The proposal, being three storeys in height with a recessed fourth storey and the part retention of the existing basement, seeks to include an additional storey as recommended by the SDG. The proposed building would project to four storeys on the corner, adjacent to 74 New Waddon Road and then successfully step down to the neighbouring two storey dwellings. Whilst the height of the building would exceed the immediate adjacent properties fronting onto Waddon New Road, with the site being a prominent corner plot within a dense urban setting, officers are satisfied with the increased scale and mass.

8.12 The proposal is considered to be an innovative design as set out by the SDG, which responds to the character of the area in terms of its choice and tone of brickwork as the primary material, as well as the proportion of the windows found within Lower Church Road. Further details in regards to the key junctions and materials are proposed to be secured by way of a planning condition.

8.13 Overall, the proposed development would represent a high-quality contemporary addition to the wider street scene whilst making the most efficient use of the land.
Impact on Neighbouring Residential Amenity

8.14 The properties most affected by the development would be the immediate neighbours 51 Lower Church Road and 74 Waddon New Road as well as 73 Waddon New Road directly opposite the site.

73 Waddon New Road

8.15 Directly opposite the site is 73 Waddon New Road, which has previously been extended and is approximately 12 metres from the development. Taking into account this reasonable separation across a residential street overall, there is not considered to be a detrimental impact upon this adjoining occupier.

74 Waddon New Road

8.16 The existing building is part single, part two storey which hugs the southern boundary with this adjoining occupier. The proposed building reduces in scale, height, moving the built form away from the boundary with this adjoining occupier, providing an improved relationship (most notably at ground floor) and providing additional breathing room. With the site being north of 74 Waddon New Road, the proposed development, despite its increased height, would not cause an unacceptable impact upon daylight, sunlight or by creating an overbearing impact.

8.17 Whilst there are some windows proposed within the eastern and southern elevations, those within the southern elevation are proposed to be screened up to 1.7 metres in height. This should suitably restrict overlooking and ensure that these adjoining occupiers’ privacy is not detrimentally impacted.
51 Lower Church Road

8.18 The proposed development would abut the flank elevation of this adjoining occupier where there are no windows. Owing to the surrounding plots layout, the building would not project the rear elevation of this adjoining occupier and therefore is not considered to detrimentally impact upon the amenities of these adjoining occupiers.

General

8.19 All southern facing windows located at first floor level and above are proposed to be obscured glazed and non-opening up to 1.7 metres from the internal floor height to restrict overlooking.

8.20 Whilst the proposed development is likely to generate additional comings and goings to/from the site, taking into account the site’s former use as a public house, overall the additional noise levels are not anticipated to go beyond what would normally be expected.

The standard of accommodation for future occupiers

8.21 The proposal would comply with internal dimensions and minimum GIA required for units, bedrooms sizes and floor to ceiling heights – as specified by the Nationally Described Space Standards. All units would be dual aspect with primary outlook fronting onto the street.

8.22 All units would be provided with external amenity space which would adhere with the London Housing SPG and subsequent Croydon Plan Policy in terms of usability with the 2x3 bedroom duplex units afforded with large amenity spaces across both the ground and first floor.

8.23 A communal amenity/child playspace has been indicated on the second-floor roof with proposed screening around this area to restrict overlooking to the adjoining occupiers. Considering the site constraints, overall this is an appropriate location which can be supported, subject to further details being secured via condition to ensure that this provides some meaningful high quality space which does not negatively impact the character and appearance of the area.

8.24 Whilst in terms of accessibility, level access would be provided from the front door, the London Plan states that developments of four storeys or less require disabled unit provisions to be applied flexibly to ensure that the development is deliverable. Taking into account the sites location within Flood-zone 2/3 and ensuring that residents have the ability to escape from ground floor level, the two ground floor units are proposed as duplex units which restrict the applicant’s ability to provide any M4 (2) or M4 (3) units on-site. With the proposal only being for four units and the need to minimise the buildings footprint at upper floor levels to protect both the amenities of the adjoining occupiers and the wider street-scene, the approach would be acceptable.

8.25 The development would provide high quality accommodation including small family sized housing all with adequate layout, space, and amenities for future occupiers.
Parking and Highways

8.26 The site has a PTAL rating of 6a being approximately 100 metre walk from Reeves Corner Tram Stop as well as multiple bus stops and less than 500 metres from North End and the High Street. The proposed development would not be accompanied by off street car parking and taking into account the high PTAL level, a car free development within this location would be appropriate. To ensure there is no negative effect on the existing controlled parking area and to encourage the use of sustainable transport (including cycling and walking) a planning condition is recommended to restrict future occupiers from gaining a parking permit, further ensuring a car-free development.

8.27 Due to the site’s accessibility to public transport and the restriction over the availability of car parking permits, the scheme should maintain existing highway conditions.

8.28 It is recommended that a Demolition, Construction Logistics and Environmental Management Plan is conditioned to be submitted prior to any commencement of works, given the site’s location in a predominantly residential area and to ensure minimal impact upon the surrounding highway network.

Cycle and Refuse Storage

8.29 The proposed cycle store would be situated at basement level and would be accessible for all occupiers. This is considered to be appropriately located within the site being accessible for all residents as well as safe, secure and undercover. A cycle ramp is proposed to be secured via condition to ensure future residents can access this area more conveniently.

8.30 The proposed refuse store is proposed to be provided within the building. It is considered to be an appropriate scale for this size of development, in a convenient location for future occupiers and waste personnel. Further details of how this will be secured would be subject to approval of further details (controlled through the use of a planning condition) to ensure that the amenities and character of the immediate area is suitably protected.

Flood Risk

8.31 The application lies within an area at risk from both surface water and ground water flooding as well as fluvial flood-zone as previously indicated. Alongside the sequential test, a Flood Risk Assessment (FRA) has been provided outlining the existing on-site specifics alongside detailing the proposed situation which can be appropriately managed by SUDs techniques. The assessment has outlined that the development would not increase on or off-site flood risk. However, as no on-site investigations have been carried out, a detailed FRA is proposed to be conditioned accordingly which should include on-site testing and a detailed drainage strategy which has initially indicated the site’s potential to provide a green roof.

Other planning matters
8.32 Conditions are recommended in relation to carbon emissions and water use targets for the development, to achieve sustainability objectives in accordance with policy.

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

**Conclusion**

8.34 The site is in a sustainable location for new housing development, and the scale, size and design of the development is considered to respond to the site’s constraints. The new dwellings would provide a good quality and appropriate mix of family sized housing types, with internal cycle storage and refuse 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.

8.35 The proposal is considered to comply with the Croydon Local Plan 2018 and would be therefore acceptable. Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.

8.36 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.