

**PART 6: Planning Applications for Decision****Item 6.4****1.0 SUMMARY OF APPLICATION DETAILS**

Ref: 18/04538/FUL  
 Location: Land on the South East Side of Braemer Avenue, South Croydon, CR2 0QA  
 Ward: Purley Oaks and Riddlesdown  
 Description: Demolition of the existing garages and the erection of a three-storey residential block, comprising six residential units and the erection of a three-storey detached house, together with associated access, car parking and landscaping.  
 Drawing Nos: OWG14-001D; OWG14-004E; OWG14-005F; OWG14-006A; OWG007A; OWG14-008A; OWG14-009A; OWG14-014E; Drainage Strategy – Ref: 128326 – Dated: 07/09/2018; Transport Statement – Ref: WIE14428.100.R.1.2.1.TS – Dated 12/09/2018; External Noise Assessment – Ref: 8845.RP01.EBF.1 – Dated 12/09/2018.  
 Applicant: Mr Matthew Arnold, The Oakwood Group  
 Agent: N/A  
 Case Officer: Rachel Gardner

	<b>studio</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
<b>Dwellinghouse</b>	0	0	0	0	1
<b>Apartments</b>	0	2	4 (including 3 x 4-person)	0	0
<b>Total</b>	0	2	4	0	1

*All units are proposed for private sale*

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
6	12

- 1.1 This application is being reported to committee because the ward councillor, Councillor Simon Hoar has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration.

**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. Construction logistics plan to be submitted

3. Materials and detailed drawings to be submitted, including window reveal minimum 120mm
4. Details of Refuse/Cycles/Boundary/Electric vehicle charging point/ visibility splays/ swept paths/ front parapet to be submitted
5. Hard and soft landscaping including defensible planting to provide privacy to windows, garden and path lighting to be submitted
6. Car parking provided as specified
7. Inclusive access ground floor
8. Windows in accordance with details of Noise Assessment
9. In accordance with Drainage Strategy including permeable paving
10. 19% Carbon reduction
11. 110 litre Water usage
12. Time limit of 3 years
13. 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

## **3.0 PROPOSAL AND LOCATION DETAILS**

3.1 The proposal includes the following:

- Erection of a 3-storey building comprising 6 flats, including 2 x 1-bed flats and 4 x 2-bed flats
- Erection of a 3 storey 4-bed dwellinghouse
- Provision of 6 on-site car parking spaces (including 5 spaces for the apartment building and 1 space for the dwellinghouse)
- Provision associated refuse/cycle stores

3.2 The scheme has been amended during the application process, including relocation of the first floor balconies from the central to the side of the apartment building, removal of a number of windows on the rear elevation, alterations to the detailing of the rear elevation of the dwellinghouse, re-layout of the bin stores and alteration to the height of fences of the private amenity areas. It was not considered necessary to re-consult the neighbours as the amendments were considered to be minor and did not materially alter the originally consulted scheme.

### **Site and Surroundings**

3.3 The site is bordered by Braemer Road on the east and the railway line on the west. The northern part of the existing site currently comprises two blocks of dilapidated garages containing 9 bays, 2 of which were in use at the time the application was made. The southern portion of the site comprises shrubland which has recently been cut back.



Fig 1: Aerial street view highlighting the approximate location of the site within the surrounding streetscene

- 3.4 The surrounding area is predominately residential in character with 2-storey terraced properties on the western side of Braemer Road and garages and 2-storey residential flatted buildings on the eastern side of Braemer Road.
- 3.5 The site has a PTAL of 3 and is located approximately 120 metres walking distance to Purley Oaks railway station.

### **Planning History**

- 3.6 The site has no planning history, including planning applications, enforcement cases nor planning appeals, which are material to the assessment of the subject application.
- 3.7 Of relevance to this application is a scheme on the opposite side of the railway. Planning permission was granted for 5 x 3-storey buildings comprising a total of 37 residential flats and a 1-2 storey building (Ref: 16/06405/FUL).

## **4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION**

- The principle of the development is acceptable given the loss of the existing garages is not anticipated to adversely affect the traffic and parking of the surrounding area and the residential character of the surrounding area.
- The design and appearance of the development is appropriate
- The living conditions of adjoining occupiers would be protected from undue harm subject to conditions.
- The living standards of future occupiers are satisfactory and Nationally Described Space Standard (NDSS) compliant
- The level of parking and impact upon highway safety and efficiency is considered acceptable and can be controlled through conditions.
- 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.
- 5.2 Network Rail were consulted on the proposal but did not respond.
- 5.3 Council's Environmental Heath team reviewed the proposed development and submitted external noise survey and they raised no objection, subject to the scheme being carried out in accordance with the recommendations contained within the report.

## 6.0 LOCAL REPRESENTATION

- 6.1 The application has been publicised by 23 letters of notification to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours, Councillor Simon Hoar etc in response to notification and publicity of the application are as follows:

No of individual responses: 5    Objecting: 5                      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:

Objection	Officer comment
<i>Design and appearance</i>	
Out of keeping with the surrounding area – 3-storey height, appearance and flat roof design	This is address in section 8.5- 8.11 of this report.
<i>Impact on amenities of neighbouring properties</i>	
Overlooking from front balconies	This is address in section 8.21 of this report
Visual clutter from balconies being used as storage areas	Storage is provided within flats. It is not anticipated that the balconies would be required for storage.
Noise impacts to neighbouring properties	This is address in section 8.22 of this report.
<i>Quality of Accommodation</i>	
Poor quality of accommodation due to noise and light from the railway	This is address in section 8.14 and 8.15 of this report
<i>Non-material matters</i>	

The proposed development will adversely affect the value of surrounding properties	This is not a material planning consideration.
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6.3 The following Councillors made representations:

- Cllr Simon Hoar (Purley Oaks and Riddlesdown Ward Councillor) objecting:
  1. Out of keeping with the streetscene by virtue of a flat roof

## 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 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:

- 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
- DM10 - Design and character
- DM13 - Refuse and recycling
- DM18 - Heritage assets and conservation
- DM23 - Development and construction
- DM28 - Trees
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development
- DM42 – Purley

## 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 landscaping
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. It is acknowledged that windfall schemes which provide sensitive renewal play an important role in meeting demand for larger properties in the capital, helping to address overcrowding and affordability issues.

8.3 There are currently 9 lock-up garages located on the northern portion of the site. The applicant has stated that only two of these garages were in use as storage at the time the application was submitted. This is due to their dilapidated state and size which is mostly unsuitable for modern vehicles. As such, officers have no in-principle objection to the loss of these garages. This will be discussed further in section 8.23 of this report.



Fig 2: Image of the existing garages on the site

- 8.4 The application is for a single dwellinghouse and flatted development providing additional high quality homes within the borough, which the Council is seeking to promote, and also provides a larger sized dwellinghouse (four-bed) and three larger two-bedroom four-person unit, which the borough has an identified shortage of. The site is located within an existing residential area and as such providing that the proposal respects the character and appearance of the surrounding area and there are no other impact issues the principle is supported.

### **Townscape and Visual Impact**

- 8.5 The existing site comprises dilapidated garages and shrubs which are not considered to positively contribute to the streetscene.
- 8.6 Whilst it is noted that the surrounding area predominately comprises 2-storey residential buildings, Policy DM10.1 states that proposals should achieve a minimum height of 3 storeys. The proposal is for two three-storey buildings which complies with this planning policy. The topmost floor of the apartment building has been setback from the floors below, and the topmost floor within the dwellinghouse is provided within the roofspace.
- 8.7 The apartment building is of a substantial width and therefore the topmost storey, albeit setback from the front building line, assists in providing better proportions so that the building does not appear squat. It also provides for amenity space for the upper flat and expresses the top of the building. The corner balcony treatment, shadow gaps and brick detailing successfully visually breaks up the massing of this building. The flat roof is different from the typically pitched roofs found in the area but this is a more contemporary building and is not immediately adjacent to any existing buildings. References to the built form in the local area can be found in the proposed materials however.



- 8.8 The dwellinghouse has a pitched roof and is of traditional facing materials. It relates well to the apartment building by having similar materials and window treatments. The rear gable is relatively unusual but is appropriate as this faces the railway line and would not be dominant in the streetscene, being at the back of the site.
- 8.9 The proposed dormers on the dwellinghouse would comply with guidance within SPD2 as they are modestly proportioned, are subordinate to the pitched roof form and relate to the gaps in the fenestration on the levels below.



*Figure 1 Proposed buildings*

- 8.10 The apartment building has incorporated the refuse store within the building footprint which is considered suitable in order to minimise the visual impact upon the street. Details of material and design of the refuse store doors will be secured by condition. The proposed cycle store for the apartment building, and the refuse and cycle store for the dwellinghouse have been provided externally to the buildings and this is considered acceptable in this instance given the constraints of the site. The stores have been provided within convenient and accessible locations. Further details of their appearance and materials will be secured by condition.
- 8.11 Having considered all of the above, with the consideration of housing need in the area, officers are of the opinion that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

### **Housing Quality for Future Occupiers**

- 8.12 All the units and the dwellinghouse of the proposal would comply with internal dimensions required by the Nationally Described Space Standards (NDSS) and are



acceptable. Furthermore, they all comply with the minimum requirement set out in the NDSS for built-in storage.

- 8.13 All of the rooms within dwellinghouse and flats within the apartment building are anticipated to receive good levels of light and outlook and it is noted that windows to the rear elevation facing the railway line have been minimised.
- 8.14 The front elevation of the proposed buildings are located close to the back of the pavement, with windows at ground floor level. It is noted that the pavement on this side of the road is unlikely to be extensively used along this section of the road, having no active frontage, but the internal arrangements of units reduces resulting overlooking. The house has communal living spaces at ground floor, as does one of the proposed ground floor flats – which are considered to be less sensitive to overlooking. The only bedroom windows facing the street at ground floor are those where the opportunity for defensible planting is greatest, which is considered acceptable and can be secured by condition.
- 8.15 An External Noise Assessment has been submitted as part of the application. The noise assessment has monitored prevailing background noise, including passing trains (including the fast train services of the Gatwick Express) and also noise from the surrounding road network. Measurements were taken at more sensitive times of the day, including the afternoon and overnight. The assessment found that noise levels for the proposed development were in a 'low' noise risk category and recommendations have been made for types of glazing used which would ensure suitable internal noise levels are achieved at the proposed development with reference to British Standards 8233. It is considered that suitable glazing and other mitigation can be secured by condition.
- 8.16 A representation has been received which raises concerns that the proposed development would be subject to light pollution from the adjoining railway, particularly during times of trackworks. It is noted that the only rear facing upper floor windows on the proposed apartment building (and separate dwellinghouse) are from bathrooms. The subject site is located at the level of the street, and at the rear of the site the land slopes up due to the bank of the railway which sits a lot higher than the subject site. Therefore, the ground floor rear facing windows are not anticipated to be adversely affected by any light pollution given their protection from the bank and positioning of the railway a lot higher than these windows. Nevertheless, any light pollution from trackwork is likely to be temporary only.
- 8.17 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. All the units within the apartment building, and also the single dwellinghouse would comply with these minimum standards.
- 8.18 Policy DM10.5 of the Croydon Local Plan (2018) requires new flatted development to provide quality communal outdoor amenity space, which includes child play space of a minimum 5.1sq.m for the proposed flats. The proposed development does not provide any communal outdoor amenity space, nor child play space. Whilst this is not ideal it is considered acceptable in this instance given that all the flats (and the separate dwellinghouse) meet the minimum standards required for private amenity space, the site is highly constrained and the South Croydon Recreation Ground is located within 300m walking distance from the site (at the northern end of Braemer Avenue).

- 8.19 In terms of accessibility, level access would be provided from the front door to the two ground floor units (which includes a family unit) of the apartment building, and also for the single dwellinghouse. 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. Given the limitations of the footprint to provide the required accommodation, it is considered that the two ground floor units should M4(2) adaptable. This can be secured by condition.
- 8.20 The development is considered to result in a high quality development including a four bedroom family unit all with adequate amenities and provides a good standard of accommodation for future occupiers.

### **Residential Amenity for Neighbours**

- 8.21 The proposed development is bordered by the railway to the west, a garage/ shrubland site to the north and Braemer Avenue to the east. The site has no adjoining properties to the south. Therefore, the only potentially affected neighbours would be those on the western side of Braemer Road, noting that they are separated from the site by Braemer Avenue and a separation of approximately 17m which is considered adequate with respects to outlook, privacy and light.
- 8.22 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. Any amenity impact caused during the construction process would be temporary only and a construction logistic plan is secured by condition which should detail methods to reduce amenity impacts to neighbouring occupiers during this time.

### **Access and Parking**

- 8.23 The existing site comprises 9 garages and the applicant has confirmed that only 2 of these are in use as storage spaces as the garages are in a dilapidated state and they are not of a sufficient size to accommodate modern vehicles. The applicant has submitted a Transport Assessment which confirms that given that these garages have not been used for their intended purpose for a number of years, that there would be no loss of parking (or displacement) associated with the loss of the existing garages.
- 8.24 The site is located within a PTAL of 3 which is moderate but is within 150m of Purley Oaks stations. The London Plan sets out maximum car parking standards for residential developments based on public transport accessibility levels and local character. The London Plan sets out that for the apartment building, a maximum of 8 car parking spaces be provided for the proposed development. The proposal provides 5 on-site parking spaces for the apartment building (comprising 6 flats) and 1 on-site parking space for the dwellinghouse.
- 8.25 The Transport Assessment has considered the local characteristics in terms of car ownership levels based on the 2011 census. It found that based on the car ownership levels in the local area in 2011, the proposed development would likely generate the need for 6 car parking spaces.
- 8.26 The proposed on-site car parking provision is considered to be acceptable given the London Plan standards are a maximum, the site benefits from good access to public

transport networks, likely car ownership levels of future occupiers of the development and having consideration to planning policy which seeks to encourage the use of public transport modes.

- 8.27 The site currently benefits from an existing vehicle crossover which will be re-used for access to the car parking area of the flats. An additional vehicle crossover is proposed to the southern part of the site for the parking area of the dwellinghouse.
- 8.28 Details of swept paths for the apartment car parking area and visibility splays of both vehicles accesses will be required by condition. In this instance it is considered acceptable that the vehicle for the dwellinghouse does not enter and exit in forward gear given the relatively low usage of the southern end of Braemer Avenue, the relatively low trip generation of this single car parking space and given the constraints of this part of the site.
- 8.29 In compliance with the London Plan, electric vehicle charging points should be installed in the parking area and this can be secured by way of a condition.
- 8.30 The capacity of the cycle storage facilities would comply with the London Plan (which would require 2 spaces for the dwellinghouse and 10 spaces for the apartment block). The two cycle stores (one for the dwellinghouse and one for the apartment block) is conveniently located. It is considered suitable to secure details of the cycle stores appearance, size and materials, as well as details of how they will be secure, by condition.
- 8.31 Two refuse stores are proposed, one for the dwellinghouse and another for the dwellinghouse. Both of the stores are within maximum pulling distances of 20m from the street and they are capable of accommodating the minimum capacity required for the development. For the apartment building this includes 840litres of landfill, 768 litres of dry recycling and 58 litres of food recycling. For the dwellinghouse this includes 2 x 240-litre bins, 1 x 180 litre bin, a 9.6 litre food caddie and 140 litre garden recycling bin. Details of the stores appearance and materials are secured by condition.
- 8.32 A Demolition/Construction Logistic Plan (including a Construction Management Plan) will be needed before commencement of work and this could be secured through a condition.

### **Environment and sustainability**

- 8.33 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.
- 8.34 The applicant has submitted a Drainage Strategy which confirms that permeable paving will be used for the proposed hard surfaced areas and these accommodate surface water runoff in up to the 1 in 100 years plus 40% climate change event. Compliance with the recommendations of this report can be secured by condition.

### **Trees and landscaping**

- 8.35 There are no trees on site subject to a tree preservation order and the site has recently been cleared of the overgrown shrubbery. The submitted plans have shown outline

soft landscaping to the front and rear, as well as within private outdoor amenity areas and around car parking areas. It is considered that soft landscaping has been maximised across the site however, further details of the landscaping would be secured by condition, including the number of plants, the species, planting position etc.

### **Other matters**

- 8.36 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.

### **Conclusions**

- 8.37 The principle of the development is considered acceptable within this area. The design of the scheme is of an acceptable standard, in relation to design and appearance, quality of accommodation, residential amenity, transport, sustainable and ecological matters, subject to the provision of suitable conditions. Thus the proposal is considered in general accordance with the relevant policies.
- 8.38 All other relevant policies and considerations, including equalities, have been taken into account.