

PART 6: Planning Applications for Decision**Item 6.4****1 APPLICATION DETAILS**

Ref: 18/03342/FUL
Location: 2 More Close, Purley, CR8 2JN
Ward: Purley and Woodcote
Description: Demolition of existing property. Erection of three/four storey building comprising 9 flats (2 x three bedroom, 5 x two bedroom and 2 x 1 bedroom flats) including balconies with new access, parking area, refuse and cycle storage
Drawing Nos: 1453-PL1110 C, 1453-PL1111 C, 1453-PL1112 C, 1453-PL1113 C, 1453-PL1210 B, 1453-PL1211 C, 1453-PL1212 C, 1453-PL1213 C, 1453-PL1214 C, 1453-PL1310 C, 1453-PL1311 C, 1453-PL1312 A
Agent: Mr Andrew Telling, Accord Architecture
Case Officer: Ms Louise Tucker, Senior Planning Officer

	1 bed	2 bed	3 bed	Total
Private sale	2	5	2	9

Number of car parking spaces	Number of cycle parking spaces
6	18

- 1.1 This application is being reported to Committee because the Ward Councillor (Badsha Quadir) made representations in accordance with the Committee Consideration Criteria and requested committee consideration. The Chair of Planning Committee (Paul Scott) made representations in accordance with the Committee Consideration Criteria and requested committee consideration.

2 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) The development shall be carried out wholly in accordance with the approved plans
- 2) Details of external facing materials to be submitted and approved (including physical samples) and maintenance strategy for the materials
- 3) No windows other than as shown and those shown as obscurely glazed (Obscured on plans) shall be provided as such and retained

- 4) Updated landscaping scheme including size, species, density of planting with planting timescale, hard landscaping, schedule and maintenance strategy to be submitted and approved
- 5) Submission of the following to be approved: Finished floor levels, boundary treatments, refuse and cycle store, EVCP (including spec and passive provision), balcony screens, amenity space arrangements
- 6) To be provided as specified prior to occupation: Parking spaces and turning area, access, visibility splays
- 7) Submission of Construction Logistics Plan/Method Statement
- 8) In accordance with submitted arboricultural survey and constraints plan including tree protection measures
- 9) Reinstating raised kerb and closure of existing crossover at cost to applicant
- 10) Submission of a surface water drainage strategy including detailed design of soakaway
- 11) Sustainable development – 19% carbon dioxide reduction
- 12) The development must achieve 110 litres water per head per day
- 13) In accordance with the submitted FRA
- 14) Commence within 3 years of the date of the permission
- 15) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

Informatives

- 1) Site notice removal
- 2) Community Infrastructure Levy - Granted
- 3) Code of Practice on the Control of Noise and Pollution from Construction Sites
- 4) Wildlife protection
- 5) 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 the existing dwellinghouse and garage
- Erection of a three/four storey building (including lower ground floor level to the rear where the land level slopes down)
- 9 flats proposed within the building comprising 2 x three bedroom, 5 x two bedroom and 2 x 1 bedroom flats
- Closure of existing vehicular access and creation of new vehicular access to parking area with 6 parking spaces
- Provision of refuse storage, cycle storage, amenity space and landscaping

3.2 Amended plans were received during the course of the application. These included changes to the access and parking area, unit mix, design and form of the building, internal layouts and the addition of balconies.

Site and Surroundings

- 3.3 The site lies on the south-eastern corner of More Close in Purley, and is currently occupied by a two storey detached dwelling with front attached garage. There is an existing vehicular access and driveway. Land levels fall steeply towards the rear of the site, from north to south.
- 3.4 The surrounding area is largely residential, with a varied character comprising mainly detached properties but also a number of flatted developments and care homes. There is a Tree Preservation Order (TPO) covering several trees on the site. Part of the site lies within a surface water flood risk area and a critical drainage area. The site falls within a Tier 2 Archaeological Priority Area.

Planning History

- 3.5 This plot has no relevant planning history. However the following applications are of relevance:

18/05423/FUL Erection of a detached three bedroom house facing More Close (in rear garden of 1a Russell Hill)

Permission granted, not implemented.

18/06093/FUL Erection of a 3/4 storey building of nine flats with associated works (3 More Close)

Under consideration, no decision made.

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- There are no protected land use designations on the site and therefore the principle of development is acceptable.
- The proposal would make optimal use of the site given the constraints, and would contribute positively to borough-wide housing targets, delivering 8 additional units.
- The scale and layout of proposed built form is considered to be appropriate, and the design is considered to be acceptable in the context and works with the topography.
- The relationship and separation distances with the adjoining properties on More Close and Russell Hill are sufficient to ensure no undue harm to the residential amenities of these neighbouring properties.
- 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 is considered to be suitable given the PTAL rating and location of the site.
- Access and turning arrangements for vehicles would not impact on the safety or efficiency of the public highway.
- Following amendments the prominent preserved trees would be retained on site with suitable protection measures imposed. A full landscaping scheme is to be secured by condition.

- There would do no harm to the designated Archaeological Priority Area
- Other matters including flooding and sustainability 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 36 letters which were 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: 15 Objecting: 15

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 – noise and disturbance, overlooking, size and height	Refer to paragraphs 8.8-8.10 of this report.
Density too high	Refer to paragraphs 8.4 of this report
Impact on trees	Refer to paragraphs 8.6 and 8.26 of this report
Loss of garden space	Refer to paragraph 8.12 of this report. There is a substantial remaining garden space both to the front and rear, given the generous size of the plot.
Flats out of character with the area	Refer to paragraph 8.5 of this report
Impact on infrastructure and local amenities in the area	Refer to paragraph 8.25 of this report
Loss of a family home	Refer to paragraph 8.2 of this report
Too many flats in the area	Refer to paragraph 8.5 of this report
Traffic congestion/impact on highway safety and inadequate/unsafe access	Refer to paragraphs 8.14-8.19 of this report
Inadequate parking provision	Refer to paragraphs 8.14-8.19 of this report
Construction noise/disturbance/dust	Refer to paragraph xxx 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.
Character of the area – size, overdevelopment, depth, scale, massing	Refer to paragraphs 8.4-8.6 of this report
Not enough family accommodation	Refer to paragraph 8.3 of this report
Loss of wildlife	The site is not designated as, nor is close to, a Site of Nature Conservation Importance or a Local Nature Reserve. The property benefits from a large garden which is well maintained and mostly laid to lawn, so the risk to protected species or habitats is considered to be low. An informative is recommended to draw the applicant's attention to Natural England standing advice, should any protected species be discovered on site.
Inaccuracies in the Design and Access Statement	This is noted by officers. The Design and Access Statement is not an approved document and the decision is made based on the submitted plans.
Non-material issues	
Flats will affect the community and its safety	The basis of this comment is unknown and in any case is not a material planning consideration in this context. The residential use is appropriate in this residential area with other flatted developments appropriate, with a mix of units proposed including those which could be occupied by families.
More Close should only have detached homes occupied by families	The basis of this comment is unknown and in any case is not a material planning consideration in this context.
A more comprehensive development for all properties in More Close should be considered, rather than piecemeal development	A decision must be made on this application currently before the Council.

6.3 Councillor Badsha Quadir has objected to the scheme, making the following representations:

- Loss of family house and erection of flats out of keeping with character of the area
- Huge amounts of massing in the area
- Insufficient parking will mean vast amounts of overcrowding in terms of cars which will affect the small and compact Moore Close

6.4 Councillor Quadir made the following further comments in response to the amended plans received:

- The planning application states there are 2 and 3 bedroom flats. However, these have somehow increased to 3 and 4 bedroom flats without being amended in the application itself. The over development is clear to see from the developers. [OFFICER COMMENT: No 4-bedroom flats are proposed]
- Further impact on the highway from reduction in parking to six spaces.
- Increased overlooking and loss of privacy from additional windows.

6.5 Councillor Paul Scott referred the application to Planning Committee, making the following representations:

- Potential to meet housing need through the provision of new homes, responding to local, regional and national housing targets
- Massing and design of the proposed building in relation to the character of the area

6.6 Purley and Woodcote Resident's Association objected to the scheme, making the following representations:

- Loss of a 5 bedroom family home
- Building would be massive and inconsistent with other properties in More Close
- Damaging to the character of the area and adversely impact the pleasant environment
- Inconsistency in the number of parking spaces in the application

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 on 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 on Parking
- 7.2 Designing out crime
- 7.4 on Local Character
- 7.6 on 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 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change
- SP8 on transport and communications
- DM1 on housing choice for sustainable communities
- DM10 on design and character
- DM13 on refuse and recycling
- DM16 on promoting healthy communities
- DM19 on promoting and protecting healthy communities
- DM23 on development and construction
- DM24 on land contamination
- DM25 on sustainable drainage systems and reducing flood risk
- DM27 on biodiversity
- DM28 on trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on 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)

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 and sustainability;
- Trees and biodiversity;
- Other planning matters

Principle of development

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised. The application is for a flatted development providing 9 high quality homes within the Borough in an established residential area. The current site comprises an unlisted 5 bedroom detached dwelling, and so there is no protection in policy terms which would prevent residential development. The development is considered to make optimal use of the site, and delivers the maximum number of units that could be accommodated in a building on site, given the site constraints including the Tree Preservation Order and land level changes. It is considered the principle of development is acceptable, subject to a consideration of the material impacts.

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. Following amendments, the scheme would provide 2 x three bedroom family sized units. Whilst this would not equate to 30% on site, there would be a net gain of three bedroom units on site with the demolition of the existing 5 bedroom house. The scheme also incorporates 5 x two bedroom four person units which could be occupied by small families. The development is considered acceptable in this respect and provides more than 30% family accommodation.

Townscape and Visual Impact

8.4 The development would involve the demolition of the existing property and the erection of a three/four storey building on the site. The building would appear as a three storey building from the streetscene, as the fourth storey would be set into the ground to work with the topography of the site. This would meet the

requirements of policy DM10 of the CLP (2018), which seeks to achieve development of a minimum height of three storeys. The building would project forward of the neighbouring property, which would reflect the existing dwelling on site but also makes the most of the space available on the plot, which is narrow but over double the depth of the rest of the plots in More Close, being located at the point where More Close makes a 90degree turn. The massing of the building is broken up with a staggered elements of differing heights and a stepped façade. The width of the building would not be visually dominant in views from the street given the relationship of the building with the street, where both the front and flank elevation would front the street. Additionally the third storey would be narrower in width, recessed and of a different material to the lower floors, having the effect of creating a lighter top storey.

- 8.5 The surrounding area is mostly made up of detached dwellings and flatted developments of varied form and design, so there is no set style to adhere to in this respect. In this context the approach to develop the site is considered acceptable. A contemporary design is proposed, with tiered elements stepping away from the boundary as the height increases. The entrance is on the side elevation fronting the street and is emphasised as a feature, with detailing in the windows and materiality on this exposed elevation to address the street, a contrasting material to the landscaping to mark the route to this door and a canopy. Materiality is contemporary and includes variations of brick and metal cladding to enhance visual interest. A condition to secure final details of these materials is recommended, to ensure these are high quality and blend well together.
- 8.6 Representations have raised concern over the intensification and overdevelopment of the site and have stated that the density of the development is too high. The site is considered to be a suburban location with a PTAL rating of 3 and as such the London Plan indicates that the appropriate density level range is 150-250 habitable rooms per hectare (hr/ha). The proposal would be within this acceptable range at 164hr/ha. Notwithstanding this, 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. The development would be within the suggested density range for the location and site area, and is considered to provide the optimal level of development for the site taking into account the constraints.
- 8.7 An application at the neighbouring site, 3 More Close has been submitted to demolish the building and erect a 3 / 4 storey building which would appear from the street with a similar massing of two storeys with a recessed third floor. Whilst that application is still under consideration, the massing of the two developments, or the proposal at 2 More Close and a building of a similar massing adjacent is not unacceptable and this proposal would not prejudice the development of the adjoining site from the perspective of the streetscene and character of the area.
- 8.7 Overall, the application site is a generous plot within an established residential area which is capable of accommodating additional units to maximise its use, within the constraints. The building sits comfortably within the plot boundaries, generally in keeping with the overall pattern and layout of development in the

area with an appropriate design approach considering the variation in the area. It is not considered the proposal would result in an overdevelopment of the site and the development would comply with policy objectives in terms of respecting local character.

Impact on Neighbouring Residential Amenity

- 8.8 The immediate neighbouring property, 3 More Close, would be in closest proximity to the development. The proposal would be deeper than the neighbouring property at the front. However the existing dwelling projects well forward of no. 3, which would be replicated in the form of the proposed building. The front projection would step away from the shared boundary with the largest depth distanced 4.5m from the boundary. There would be no projection in depth beyond the rear of no.3, retaining unrestricted light and outlook for the occupiers of this property to the rear. The forward facing first floor window of no 3 is located further away from the boundary than is usually the case, minimising the impact of the forward projection on outlook to the front. There is however a side facing window which appears to serve a bedroom. The side elevation of the proposed building is 3-5m from this window, similar to the existing building. The third storey would be set nearly 7m away from the flank wall of no.3 with the height of the building dropping down towards the rear which would reduce the impact on that window. It is also noted that there is a proposal to redevelop the neighbouring site, currently under consideration. The impact on this window is on balance considered to be acceptable. With regards to overlooking, only one first floor side facing window is proposed serving a habitable room, and it is positioned in front of the front elevation of 3 More Close and in a relationship where the angle would mean that no significant overlooking would occur. One second floor window would look on to the blank side elevation of no 3 resulting in no significant loss of privacy. The arrangement of the massing and screens mean there would be no harm caused through overlooking from balconies. The impact on this neighbouring property is considered acceptable.
- 8.9 The proposed development would be sited a significant distance away from adjoining properties in both Foxley Lane and Russell Hill Road. A large residential block lies to the east of the site on Russell Hill Road on a lower land level. The eastern flank of the proposal would be around 25m from the nearest rear facing windows of the flats and there is tree and hedge coverage along the boundary. This distance is sufficient to preserve privacy and avoid harm through loss of light or outlook.

The standard of accommodation for future occupiers

- 8.10 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. In terms of layout, each unit would benefit from an open plan living, kitchen and dining area, providing a good quality of internal space.
- 8.11 In terms of accessibility, London Plan Policy 3.8 'Housing Choice' requires 90% of dwellings to meet M4(2) 'accessible and adaptable dwellings' Building Regulations requirement, with the remaining 10% required to meet M4(3) 'wheelchair user dwellings'. The key issue in ensuring that M4(2) can be

achieved within a development is to ensure, at the planning application stage, that the units can reasonably achieve level access. If level access cannot be reasonably achieved, then the units cannot be required to meet the M4(2) Building Regulations. The London Plan (2016) recognises that securing level access in buildings of four storeys or less can be difficult and that consideration should also be given to viability and impact on ongoing service charges for residents.

- 8.12 Level access can be achieved to the building entrance and into the three ground floor units. As such a condition is recommended to secure one of these as M4(3) and the other two as M4(2) layouts. Given the steep land level changes across the site and the resultant split level layout, it is not feasible for access to be provided through the building to the amenity space, but the proposed arrangement is considered acceptable.
- 8.13 Each unit would have access to an area of private amenity space in the form of a balcony or terrace, as well as communal gardens and playspace for all residents to the front and rear. The amendments to the parking area mean the front garden is more accessible and usable for residents. This would meet the requirements set out in policy, including in the London Housing SPG.
- 8.14 It is therefore considered that the proposals would result in a good standard of accommodation for future occupiers of the development.

Parking and highways

- 8.15 The site has a PTAL rating of 3 which indicates moderate accessibility to public transport. The site is within walking distance of Purley District Centre.
- 8.16 Current transport policy generally seeks to reduce on-site parking in areas with a good PTAL rating and encourage sustainable transport methods. London Plan standards recommend 1.5 spaces for a 3 bedroom unit, and less than 1 space for each 1 and 1 bedroom unit. 6 parking spaces are proposed for 9 flats, which would comply with these standards and is considered to be an appropriate provision given 3 of the units have 1 bedroom and each of the larger units would benefit from a parking space on site. This number of spaces also allows for the prominent preserved trees to be retained, and reduces the amount of hardstanding on the frontage allowing for more amenity space. A cycle store is proposed to the rear providing spaces for 18 bicycles, equating to 2 per flat in line with London Plan standards. Given the level changes, this is not located in the most accessible position and a condition is recommended to secure details of a more accessible location in the shared front garden, at street level, in a manner which would not impact upon high value trees.
- 8.17 The existing access point would be closed (with the raised kerb to be reinstated at cost to the applicant) and a new crossover installed to the north of the site. This would be sited a substantial distance away from the junction with Russell Hill and would not interfere with any vehicles accessing More Close/Russell Hill. Visibility splays can be achieved on both sides of the access and have been shown on the plans. A condition ensuring these are retained for the lifetime of the development is recommended to maintain the safety of pedestrians using the

footpath. The parking spaces and turning space complies with established highway standards, so vehicles will be able to safely manoeuvre within the site and enter/exit in a forward gear. This avoids the need for cars to reverse out onto the road, maintaining the safety and efficiency of the highway network.

- 8.18 A location for refuse storage has been identified, with full details of the proposed store to be negotiated by condition. Whilst this location would be to the front of the site, an integrated store would not be feasible given the relationship of the site to the rear and its topography. The store would be set back towards the eastern boundary, partially behind the proposed building to limit its visual impact.
- 8.19 A Construction Logistics Plan and Method Statement will be required through condition to ensure that building work does not undermine the safety and efficiency of the highway in Moore Close.
- 8.20 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

Trees and biodiversity

- 8.21 Several trees on the site are protected by a Tree Preservation Order (TPO 143 made in 1962). It is not considered the trees to the rear are of particular merit, however there are a number of prominent mature trees to the front of the building which contribute positively to the visual amenity of the area, which must be retained as part of the scheme. Officers raised initial concerns in respect of the proximity of the proposed parking area to a couple of these trees, in particular the prominent Beech tree (T5), and the extent of encroachment into the Root Protection Area (RPA) of the preserved trees. Amendments made to the scheme, including the relocation of the access and re-sizing of the parking area further north on the site and revised construction methods for the installation of the parking area (including a no-dig cellular confinement system), are considered to sufficiently overcome these concerns. Officers are satisfied that with the revised layout and protection measures in place, and taking into account the layout of the existing hardstanding on site, that the health and viability of the preserved trees would not be affected by construction of the development, and can be retained as part of the scheme. A condition is recommended to ensure the development (including demolition and construction works) is carried out entirely in accordance with the applicant's revised tree report and protection plan. This includes installation of necessary protection measures prior to the commencement of any works on site and for work to be supervised by a qualified arboriculturalist.
- 8.22 A landscaping scheme, including a management plan, has been provided by the application, showing adequate areas available for planting, including softening of the appearance of the parking area, and treatment of the amenity spaces. This illustrates how the development would integrate into the existing street. A condition is recommended to secure an amended landscaping scheme taking into account the amendments made to the scheme during the course of the application and get full details of these works, including treatment of hardstanding areas to ensure these are of a high quality finish.

Flood risk

- 8.23 Part of the application site lies within a surface water flood risk area and a surface water critical drainage area. The applicant has provided a Flood Risk Assessment and a drainage strategy. This concludes that the flood risk to/from the development is low. To manage surface water drainage, permeable paving with the installation of a soakaway is identified as the most logical and efficient methods, with detailed design to be confirmed once infiltration testing has taken place. A condition is recommended to agree these details through the submission of a detailed drainage strategy prior to commencement of works, and it is expected that the applicant will incorporate SUDs where feasible in the scheme. The proposals are acceptable in relation to flood risk.

Other planning matters

- 8.24 The site lies within a Tier 2 Archaeological Priority Area. Historic England were consulted on the application, and advised that there is no further archaeological requirement for the development. The development is considered acceptable in this respect.
- 8.25 Conditions are recommended in relation to carbon emissions and water use targets for the development, which is acceptable in achieving sustainability targets for the development.
- 8.26 The development would be CIL liable. This would contribute to meeting the need for physical and social infrastructure, including education and healthcare facilities.

Conclusions

- 8.27 Taking all of the above planning considerations into account, it is recommended that planning permission should be granted.
- 8.28 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.