

PART 6: Planning Applications for Decision

Item 6.5

1 APPLICATION DETAILS

Ref: 18/03059/OUT
 Location: 141 Brancaster Lane, Purley, CR8 1HL
 Ward: Purley Oaks and Riddlesdown
 Description: Erection of two storey side/rear and roof extensions and conversion into 6 flats with associated parking, balconies and landscaping
 Drawing Nos: 218-D-00, 218-D-01, 218-D-02, 218-D-03, 219-D-04, 219-D-05, 218-D-08, 219-D-10, 219-D-11, 219-D-12, 219-D-13, 218-D-06, 218-D-07, 218-D-09, 1817-GUA-DR-L-001 P01, Flood Risk Assessment
 Agent: Mr Justin Owens
 Case Officer: Louise Tucker

	1 bed	2 bed	3 bed	Total
Private sale	5	0	1	6

Number of car parking spaces	Number of cycle parking spaces
4	6

1.1 This application is being reported to Committee because the Ward Councillor (Simon Hoar) and the Riddlesdown Residents Association made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Representation received on the application has also exceeded the Planning Committee threshold.

2 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT outline 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) Reserved matters to be approved: Landscaping
- 3) Application for approval of reserved matters to be made within three years of the date of the permission
- 4) Development to be begun no later than 2 years from final approval of reserved matters
- 5) Submission of the following to be approved and thereafter retained: Finished floor levels, EVCP (including spec and passive provision),

- boundary treatments and enclosures, balustrading and screens, retaining walls, SUDs scheme
- 6) Landscaping to be provided prior to occupation and maintained for 5 years
 - 7) Details of materials to be submitted and approved (including samples)
 - 8) Level access to be provided and retained
 - 9) No windows other than as shown and those shown as obscurely glazed shall be provided and retained as such
 - 10) To be provided as specified prior to occupation: Parking spaces and access, vehicle turning space, refuse and cycle stores, visibility splays
 - 11) Permeable forecourt material
 - 12) The development must achieve 19% CO2 reduction beyond Building Regulations
 - 13) The development must achieve 110 litres water per head per day
 - 14) In accordance with FRA
 - 15) Flat roofs not be used as balconies
 - 16) 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 outline planning permission for:

- Erection of two storey side/rear extension, roof extension and alterations to the existing building
- Conversion of the extended building into 6 flats (5 x one bedroom, 1 x three bedroom flats)
- Provision of 4 parking spaces, utilising one existing access off Lower Barn Road and the creation of an additional vehicular access off Brancaster Lane

3.2 The application is for outline planning permission at this stage, with access, layout, scale and appearance for determination at this stage. Landscaping is reserved for subsequent approval.

Site and Surroundings

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

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

Planning History

- 3.3 There is no relevant planning history associated with this site.

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

5 CONSULTATION RESPONSE

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

6 LOCAL REPRESENTATION

- 6.1 The application has been publicised by way of letters sent to adjoining occupiers of the application site. The number of representations received from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 99 Objecting: 98 Supporting: 1

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:

- Overdevelopment
- Pressure on local health services/infrastructure
- Out of character
- Poor design
- Inadequate parking provision
- Increased traffic congestion and detrimental to highway safety and efficiency
- Impact on residential amenity of adjoining occupiers – loss of privacy and light, noise and disturbance
- Impact on trees
- Density is too high
- Flood risk

6.3 The following issues were raised in representations, but they are not material to the determination of the application:

- A flatted development should be proposed for both 139 and 141 Brancaster Lane, not just this site [OFFICER COMMENT: The scheme for determination relates to 141 Brancaster Lane so this is all that can be considered]
- Loss of view [OFFICER COMMENT: This is not a material planning consideration]
- This development is driven purely by profit [OFFICER COMMENT: This is not a material planning consideration]
- Devaluation of neighbouring properties [OFFICER COMMENT: This is not a material planning consideration]
- Impact on sewer capacity [OFFICER COMMENT: This is not a material planning consideration]
- Flats will increase crime in the area [OFFICER COMMENT: This is unsubstantiated and is not a material consideration]
- Additional kitchens will present a fire risk to the adjoining occupier [OFFICER COMMENT: A kitchen could be installed along the shared boundary without planning permission]

6.4 Councillor Simon Hoar has objected to the scheme and referred to Planning Committee, making the following representations:

- Overdevelopment of the site
- Detrimental to street-scene
- Loss of family accommodation
- Harm to neighbouring occupiers including overlooking
- Lack of amenity space for future occupiers
- Lack of parking

- 6.5 Councillor Helen Redfearn has objected to the scheme on the same grounds as Councillor Hoar.
- 6.6 The Riddlesdown Residents Association has also objected to the planning application raising the following issues of concern:
- Overdevelopment of the site and over-intensification
 - Inappropriate and poor quality design including materiality, building line
 - Errors in the submitted Planning, Design & Access Statement
 - Planning, Design & Access Statement does not consider the NPPF
 - Undue noise, disturbance and overshadowing of adjoining occupiers
 - Development too dense
 - Inadequate consideration of sewers and foul water drains
 - Surface water flood risk
 - Inadequate consideration of parking including lack of parking survey
 - New access detrimental to highway safety
 - Lack of consideration for disabled users
 - Inadequate amenity space
 - Loss of family home
 - Strain on local infrastructure
 - Lack of affordable housing
 - Proximity to electrical sub station
 - Restrictive covenants preventing subdivision of the plots [OFFICER COMMENT: This is not a material consideration]

7 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in July 2018. The NPPF sets out a presumption in favour of sustainable development, requiring that development which accords with an up-to-date local plan should be approved without delay. The NPPF identifies a number of key issues for the delivery of sustainable development, those most relevant to this case are:
- Requiring good design.
 - Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions
- 7.3 The main policy considerations raised by the application that the Committee are required to consider are:

Consolidated London Plan 2015 (LP):

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

Croydon Local Plan 2018 (CLP 2018):

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

7.4 The relevant Supplementary Planning Guidance is as follows:

- London Housing SPG (March 2016)

- London Mayoral Affordable Housing SPG: Homes for Londoners (August 2017)
- The Nationally Described Space Standards (October 2015)

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

Principle of development

8.2 The principle of development is acceptable. The development would provide 5 additional homes in an established residential area, including a replacement three bedroom family sized unit on site. The other material issues are considered below.

Density of development

8.3 Representations have raised concern over the intensification of the site and overdevelopment. The site is a suburban setting with a PTAL rating of 2 and as such the London Plan indicates that the density levels ranges of 150-250 habitable rooms per hectare (hr/ha). Taking into account site area alone, the proposal would be modestly in excess of this range at 280hr/ha. However as the site benefits from being on a corner plot, the density of development would be acceptable. In any case, the London Plan indicates that it is not appropriate to apply these ranges mechanically, as the density ranges are broad, to enable account to be taken of other factors relevant to optimising potential – such as local context and design. Where these considerations have been satisfactorily addressed, the London Plan provides sufficient flexibility for such higher density schemes to be supported. In the context of the location and given the size of the building it is not considered the development would be of an unacceptable density and makes optimal use of the site.

Townscape and Visual Impact

8.4 The existing building would be extended to the side and rear at two storey level, with accommodation created in the roof-space through the creation of two dormer windows. This would make effective use of the corner by allowing the building to directly address the Lower Barn Road/Brancaster Lane street-scene with an entrance to one of the units onto this elevation. Whilst the two storey

extension would not be set down or back from the host property, this is not considered necessary where the materiality of the elevations would clearly differentiate the extension from the main building. The proposed massing would step down and back towards the rear, to reflect the land level changes and the return Lower Barn Road building line. The roof slope would be broken up with a front dormer which would align with the windows below with a rear dormer which would be well set within the roof and of an acceptable size.

- 8.5 Whilst the proposed design would be contemporary in appearance, it would make reference to the features and materials present in the surrounding area. There is a variety of styles of property in the vicinity of the site, including some larger flatted developments and in this context, the development would reflect existing character. Conditions to secure full details of the materials and other related details (such as the balconies) are recommended to ensure these are of high quality.
- 8.6 Landscaping is proposed to be treated as a reserved matter and not for consideration at this stage, but from the indicative layout and landscaping strategy provided, it appears that there would be sufficient area 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 have been integrated into the building envelope, which would represent the preferred arrangement and would accord with policy requirements.
- 8.7 Overall, it is considered the proposal would make efficient use of the site to provide additional units. The scale, massing and design of the extended building would be in keeping with the overall pattern and layout of development in the area. The development would comply with policy objectives in terms of respecting local character.

Impact on Neighbouring Residential Amenity

- 8.8 The properties most affected by the development would be the immediate neighbours (139 Brancaster Lane and 132 Lower Barn Road).

139 Brancaster Lane

- 8.9 This single family dwelling house adjoins the site to the north, as the other half of the semi-detached pair. The proposed two storey extension would project across the site towards the east, so there would be some degree of impact in terms of light and outlook. However there would be no direct projection above ground floor level immediately beyond the rear windows of 139 Brancaster Lane and the side/rear extension would be set off the boundary by a minimum of 4.1m. The boundary of 139 Brancaster lane splays away to the south, so the visibility of the two storey extension from the rear windows will be more limited. The height of the two storey extension would reduce to the rear (as the extension steps down to the east) and the impact of the development on these occupiers (in terms of daylight and sunlight) would be acceptable.
- 8.10 In terms of privacy, the proposed north facing windows above ground floor level would be obscure glazed and positioned at high level, restricting views across

the neighbouring garden. A condition is recommended to ensure these are retained as such for the lifetime of the development. The proposed dormer balcony would be inset into the roof with no side views possible. The size and siting of the dormer window would be similar to that which could be constructed under permitted development, in terms of its relationship with 139 Brancaster Lane. It is not considered there would be a significant impact on privacy for the occupiers of this property.

132 Lower Barn Road

- 8.11 This is a single family dwelling house located to the rear of the site (to the east). The topography is such that this property is on a lower land level to 141 Brancaster Lane. However given the separation distance and siting of the two storey extension, there would be no projection beyond the rear of this property with unrestricted outlook retained to the south, where the extension would step back adjacent to the neighbouring electricity substation between the sites. 132 Lower Barn Road as a west facing side window at first floor level. Considering the chalet roof style and front/rear dormer windows it does not appear this is a main habitable room window. The impact on light and outlook would therefore be acceptable.
- 8.12 In privacy terms, there are no side facing windows towards this property in the two storey extension. A condition is recommended to ensure there are no additional windows inserted over time, as well as screening to be agreed for the balcony to ensure there are no side views towards the building. Whilst a roof level balcony forms part of the proposed development, this would be inset and would be situated approximately 14m from the shared boundary with 132 Lower Barn Road and would be able to be carried out under permitted development (as an extension to the existing property). The impact on privacy is therefore considered to be acceptable.

The standard of accommodation for future occupiers

- 8.13 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.
- 8.14 Each unit would have access to an area of private amenity space in the form of a balcony or terrace. There would also be a small area of communal garden for residents. The indicative landscaping details show that despite the size, the provision would be sufficiently private, adaptable and of a high quality with seating, sensory planting and outdoor games available. Taking this into account, along with the unit mix and distance to the nearest open space to the south east of the site, this is considered acceptable.
- 8.15 There is level access to the main entrance and the communal amenity space via a separate entrance. A lift could not reasonably or practically be provided within the building without further extensions which would be detrimental to the street-scene. Taking into account this is the conversion of an existing building and the

site constraints in terms of topography the layout is considered to be acceptable in terms of accessibility.

- 8.16 It is therefore considered that the proposals would result in a good standard of accommodation for future occupiers of the development.

Parking and Highways

- 8.17 The site has a PTAL rating of 2 which indicates poor accessibility to public transport. 4 car parking spaces have been provided on site for the 6 flats.

- 8.18 Current transport policy generally seeks to reduce on-site parking in areas with good PTAL rating and encourage sustainable transport methods. However the applicant has provided justification with their submission to justify this provision. The site is within short walking distance of Riddlesdown Station which operates frequent services to Croydon and Central London. There are nearby bus stops on Mitchley Avenue which operate regular services to the town centre as well as access to a number of local centres in the Borough including Sanderstead and Selsdon. There is a shopping parade 500m from the site on Lower Barn Road which provides services including a pharmacy, post office and convenience store. The scheme includes 5 one bedroom flats, 2 of which are 1 person units. Maximum parking standards set out in the London Plan suggest that 1 bedroom units should have less than 1 space per unit. Taking these factors into account, it is considered the parking provision is acceptable. On street car parking is more challenged in this area in view of the close proximity of the site to Riddlesdown Station although officers are satisfied that there is some spare on street car parking capacity, especially during the critical night-time period when car parking stress surveys are generally undertaken.

- 8.19 A technical note has been provided with the application. This considers the distance of the proposed new vehicular crossover from the Lower Barn Road junction, the road markings, common behaviour of drivers at these types of junctions and the speed limit of the roads. This demonstrates that the provision of a new vehicular crossover in the proposed location would not be detrimental to highway safety. Whilst a proposed access close to this junction has raised issues of concerns for local residents, officers are satisfied that the access would be acceptable. Visibility splays can be achieved from both of the vehicular accesses serving the development and there would be adequate turning space for vehicles within the site entering/exiting onto Brancaster Lane in forward gear, thereby ensuring the safety and efficiency of the highway. Whilst a vehicle would have to reverse out onto Lower Barn Road, this access only serves one parking space and would be similar to the existing situation. As discussed above, the scheme would be accompanied by 4 on site car parking spaces which should not generate a large number of vehicle movements.

- 8.20 The location of the refuse and cycle storage integrated into the building is acceptable and would be easily accessible for both residents and collection crews.

- 8.21 A Construction Logistics Plan and Method Statement will be required through condition to ensure that building work on this junction does not undermine the safety and efficiency of the highway.
- 8.22 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

Trees and Biodiversity

- 8.23 There are no trees of significance on the site. Although landscaping is a reserved matter and therefore not for consideration at this stage, the indicative strategy submitted shows there is adequate space for soft landscaping to be provided to help integrate the extensions into the site and soften the appearance of the hardstanding, which is to be provided as permeable paving. The planting areas will also be important to introduce defensible space for the ground floor units, and provide privacy for the amenity spaces. A comprehensive landscaping scheme will be submitted at reserved matters stage, securing full details including proposed species, numbers and sizes. This is considered acceptable.
- 8.24 The applicant has provided an Ecological Appraisal, which indicates the potential for bats to be present on site recommending further surveys to determine this. A condition is recommended to ensure these are carried out, along with the other recommendations made in the appraisal including landscaping requirements etc. If protected species are identified on site during the course of construction any species and/or their habitat would be protected under the Wildlife and Countryside Act of 1981. An informative has been included to draw the applicant's attention to this.

Flood Risk

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

Other planning matters

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

Conclusions

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

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