

PART 6: Planning Applications for Decision

Item 6.5

1.0 APPLICATION DETAILS

Ref: 19/00886/FUL
 Location: 42 Grovelands Road, Purley, CR8 4LA
 Ward: Purley and Woodcote
 Description: Demolition of the existing dwelling and the erection of a 3 storey detached building (with roof-space accommodation) comprising 3 x 3 bed, 5 x 2 bed and 1 x 1 bedroom flats with associated access road, car parking, refuse and cycle stores, amenity space and landscaping.
 Drawing Nos: 42 GR P1 (Received 25/02/2019), 42 GR P2A (Received 25/02/2019), 42 GR P3A (Received 25/02/2019), 42 GR P4A (Received 25/02/2019).
 Agent: Graham Rix
 Applicant: Aspect Construction
 Case Officer: Samantha Dixon

	studio	1 bed	2 bed	3 bed	5 bed (+)
Existing					1
Proposed		1	5	3	

All units are proposed for private sale

Number of car parking spaces	Number of cycle parking spaces
9	18

1.1 This application is being reported to Planning Committee because the Ward Councillor (Councillor Simon Brew) has made a representation in accordance with the Committee Consideration Criteria and requested committee consideration. Objections above the threshold in the Committee Consideration Criteria have been received.

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) Details of external materials to be submitted

- 3) Compliance with submitted Arboriculture Report/Implementation of tree protection measures
- 4) Submission of hard and soft landscaping plan including boundary treatment and retaining walls
- 5) Additional details of cycle parking and waste/recycling areas
- 6) Implementation of approved cycle and waste/recycling areas prior to occupation of flats
- 7) Access Road and car parking to be provided as shown
- 8) Visibility splays to be provided/retained
- 9) Submission of further details of electric vehicle charging points
- 10) Submission of Construction Logistics Plan (showing vehicular movements)
- 11) Requirement for 19% Carbon reduction
- 12) 110 litre Water usage
- 13) Details of site specific SuDS to be submitted
- 14) Minimum ground floor height levels
- 15) Commencement time limit of 3 years
- 16) 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

Proposal

3.1 The applicant seeks full planning permission for:

- Demolition of existing two storey detached 5 bedroom dwelling-house
- Erection of 3 storey detached building (with accommodation in the roof-space) comprising 3 x 3 bed, 5 x 2 bed and 1 x 1 bedroom flats with terrace/private amenity areas which would be split as follows:
 - 1 x 3 bedroom and 1 x 1 bedroom flats at lower ground floor level
 - 2 x 2 bed and 1 x 3 bedroom flats at upper ground floor level
 - 2 x 2 bed and 1 x 3 bedroom flats at first floor level
 - 1 x 2 bedroom flat at second floor level
- Installation of an access road running close to the north-west boundary of the site, leading to a parking area containing 9 parking spaces to the rear of the site (with electric vehicle charging points).
- Provision of cycle parking and waste/recycling facilities at lower ground floor

Site and Surroundings

- 3.2 The application concerns an area of land (0.16ha in area) which lies on a corner plot between Grovelands Road and Chichester Drive, currently containing a two storey detached dwelling-house with associated parking area and garden. The site slopes downwards from south-east to north-west.
- 3.3 The site is surrounded by predominantly detached residential properties of two to three storeys. The site lies within a Critical Drainage Area and has a Public Transport Accessibility Level (PTAL) of 2 (low). A number of trees are present on the site, nine of which are covered by Tree Preservation Orders (TPOs) and these are generally concentrated towards the southern and eastern corners of the site.



Planning History

- 3.4 The relevant planning history of the site is outlined as follows:
- 3.5 In March 2006, planning permission was refused for the erection of an additional detached four bedroom house with integral garage and formation of vehicular access (LBC Ref 06/00390/P). The reasons for refusal focussed on the impact of the proposed development on the character and appearance of the area and the Grovelands Road street-scene.
- 3.6 In April 2007, planning permission was refused for the erection of an additional detached four bedroom house with integral garage and formation of vehicular access (LBC Ref 07/00522/P). The reasons for refusal referred to the impact of the proposed development on the character and appearance of the area and the Grovelands Road street-scene, the impact of the development on protected

trees and the failure of the scheme to provide adequate car parking arrangements.

3.7 The subsequent appeal was dismissed. The Planning Inspector recognised that the character and appearance was focussed around large houses within generous plots and he considered the proposed additional house would not have respected the development pattern of the locality. He was also concerned that the proposal would have resulted in the loss of a good quality protected Yew tree. He was less concerned about the adequacy of parking

4.0 SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The principle of the development is acceptable given the residential character of the surrounding area.
- The design and appearance of the development is appropriate, respecting the character of the surrounding area.
- Subject to conditions, the living conditions of adjoining occupiers would be protected from undue harm.
- The mix of accommodation is acceptable and living standards of future occupiers would comply with National, Regional and Local standards.
- Subject to the suggested conditions, the proposed access/layout and level of parking would be acceptable and would not harm highway safety
- Subject to compliance with the submitted arboriculture report, tree protection measures and a landscaping/tree replacement plan (secured via condition), no harm would result to any protected trees or existing biodiversity..
- Subject to conditions, suitable sustainable energy, water and drainage measures can be secured.

5.0 CONSULTATIONS

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

6.0 LOCAL REPRESENTATION

6.1 The application has been publicised with 27 letters of notification dispatched to neighbouring properties in the vicinity of the application site. The number of representations received from neighbours and a local Ward Councillor in response to notification and publicity of the application are as follows:

No of individual responses: 33 Objecting: 32 Comment: 1

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:

(Planning Related) Objection	Officer comment
<i>Design and appearance</i>	

Overdevelopment of the site	Addressed in Paragraphs 8.6 and 8.7 of this report.
Out of character/harmful to the area due to its bulk/siting and design	Addressed in Paragraphs 8.7 – 8.9 of this report.
<i>Impact on amenities of neighbouring properties</i>	
Loss of light, outlook and privacy to neighbouring properties	Addressed in Paragraphs 8.17-8.19 of this report
Extra pollution and noise – especially during construction	This is a residential development and there is no evidence or reason to suggest that the proposal would lead to significant increases in pollution or noise that is not associated with a residential area. The development would need to comply with a subsequent Construction Logistics Plan.
<i>Landscape/Trees</i>	
Loss of trees, vegetation and natural habitat	Addressed in paragraphs 8.30-8.32 of this report.
<i>Transport and parking</i>	
Insufficient parking provision/No parking survey	Addressed in paragraphs 8.21-8.22 of this report
Adverse impact on highway safety	Addressed in paragraphs 8.23 – 8.25 of this report.
<i>Other matters</i>	
Loss of family homes	The proposal would provide an additional 2 x 3 bedroom (family) units over the current situation.
Strain on public services/infrastructure	If granted permission and implemented, the development would be liable for CIL payments and the units would generate Council Tax payments which could fund infrastructure/services.

Poor Quality of Accommodation	Addressed in paragraphs 8.11 - 8.14 of this report
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6.3 Note that a number of non-planning related concerns including loss of view, setting a precedent and loss of property value were also raised.

6.4 Additionally, Cllr Simon Brew raised objections on the following (summarised) planning related grounds:

- Overdevelopment of site
- Does not respect character and appearance of area
- Lack of Design and Access Statement
- No parking survey/insufficient car parking
- Poor daylight into a number of the proposed units
- Overprovision of 3 bedroom units
- Poor vehicular access arrangements

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 (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.

7.3 The main planning Policies relevant in the assessment of this application are:

Consolidated London Plan 2016 (LP):

- 3.3 – Increasing Housing Supply
- 3.14 – Existing Housing
- 4.7 – Retail and Town Centre Development
- 6.13 - Parking
- 7.4 - Local Character
- 7.6 – Architecture
- 7.8 – Heritage Assets and Archaeology

Croydon Local Plan 2018 (CLP):

- SP2 - Homes
- SP6.3 - Sustainable Design and Construction

- DM1 - Housing choice for sustainable communities
- SP4 – Urban Design and Local Character
- DM10 - Design and character
- DM13 - Refuse and recycling
- SP6 – Environment and Climate Change
- DM23 - Development and construction
- DM25 – Sustainable drainage systems and reducing floor risk
- SP7 – Green Grid
- DM27 – Biodiversity
- DM28 – Trees
- SP8 – Transport and communications
- DM29 - Promoting sustainable travel and reducing congestion
- DM30 - Car and cycle parking in new development

Supplementary Planning Documents/Guidance

- London Housing SPG March 2016
- Croydon Suburban Design Guide Supplementary Planning Document April 2019

8.0 MATERIAL PLANNING CONSIDERATIONS

8.1 The main planning issues relevant in the assessment of this application are as follows:

- Principle of development
- Townscape and visual impact
- Mix and quality of proposed accommodation
- Impact on amenities of surrounding residents
- Access, Parking and Highway Safety
- Sustainability and Flood Risk
- Trees and landscaping
- Waste/Recycling Facilities

Principle of Development

8.2 Paragraph 59 of the 2018 National Planning Policy Framework (NPPF) states that *“to support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”*

- 8.3 Similarly, 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 and intensification of existing residential areas play an important role in meeting demand for larger properties in the Capital, helping to address overcrowding and affordability issues.
- 8.4 Given the site is within an established residential area and currently comprises residential accommodation, the principle of proposing additional residential development on the site is therefore considered acceptable (and is indeed encouraged) by adopted planning policies and guidance.

Townscape and Visual Impact

- 8.5 In relation to density, Policy 3.4 of the London Plan indicates that in suburban areas with Public Transport Accessibility Levels (PTALs) of 2-3, an appropriate density equates to 150-250 habitable rooms per hectare (hr/ha).
- 8.6 The application proposes 29 habitable rooms on a site with an area of 0.16ha, which equates to a density of 181hr/ha, which falls comfortably within this threshold (and indeed is at the lower end). As such, whilst the proposed building would be of a notably greater overall height and bulk than the existing dwelling, it would not constitute an overdevelopment of the site. Moreover, the site is constrained as a consequence of its sloping character and the presence of protected trees (which was an issue in respect of the previous schemes). There is also a desire to provide a reasonable level of replacement family accommodation (as highlighted below).
- 8.7 In relation to the local area, in the immediate vicinity there are a number of buildings, generally between 2-3 storeys in height which generally display hipped roof forms combined with dual pitched gable-ended features, some of which also display modest dormers to the front/side elevations.
- 8.8 The proposed development would display a variety of different eaves and ridge heights along with variety of hipped and dual pitched, gable-ended roof forms and small inverted dormers which would:
- a) Reflect the architectural format and roof forms displayed in the immediate vicinity, and
 - b) Add visual interest and break up the mass of the building when viewed from the public highway(s)
- 8.9 Given the above, in general, subject to the attached conditions, the proposed development would respect the character and appearance of the site and the surrounding area.

Fig 1 – Proposed Front Elevation



Mix and Quality of Accommodation Provided

- 8.10 In relation to the mix of accommodation, Policy SP2.7 of the 2018 Local Plan states that the Council will seek to ensure that a choice of homes is available in the borough that will address the borough's need for homes of different sizes. For both market and affordable housing, the Council strategic target for 30% of all new homes up to 2036 to have three or more bedrooms, although it accepts 2 bed 4 person units as family accommodation for the first 3 years of the Plan. Three of the proposed units would be 3 bed, 4 person units and two further flats would be 2 bed, 4 person units. Therefore five of the nine units would be suitably sized for family occupation and the scheme would contribute to the 30% strategic target. As such, it is considered that the proposal provides a suitable mix of housing.

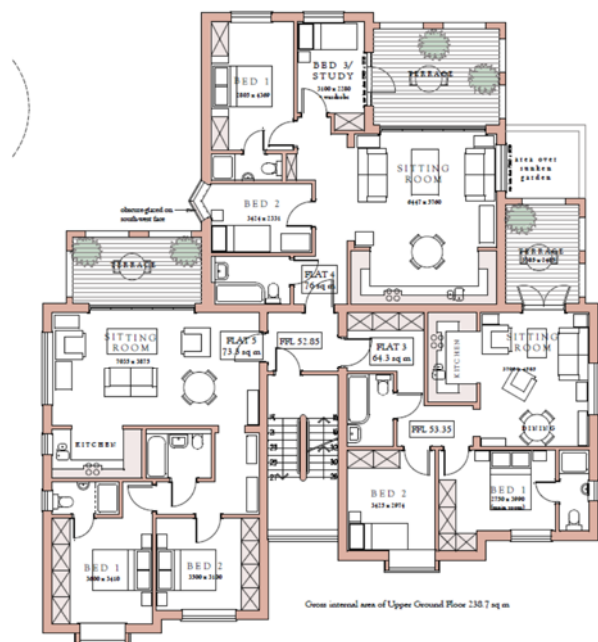
8.11 In relation to the quality of the accommodation provided, Policy 3.5 of the London Plan states that housing developments should be of the highest quality, internally, externally and in relation to their context and to the wider environment. The design of all new housing should enhance the quality of local places, taking into account physical context and local character. Policy 3.5 sets out minimum GIA standards for new residential developments.

8.12 In addition to the above, Policy DM10.4 of CLP states that all proposals for new residential development will need to provide private amenity space that:

- Is of high quality design, and enhances and respects the local character;
- Provides functional space (the minimum width and depth of balconies should be 1.5m);
- Provides a minimum amount of private amenity space of 5 sqm per 1-2 person unit and an extra 1m² per extra occupant thereafter;
- All flatted development and developments of 10 or more houses must provide a minimum of 10m² per child of new play space, calculated using the Mayor of London's population yield calculator.

8.13 The proposed units would all exceed policy requirements in terms of internal area and private amenity space. Additionally, as well as private amenity space, a communal amenity/garden area greater than 500m² in area would be provided. Similarly, all habitable rooms would be served by at least 1 natural light source and all units would be (at least) dual aspect. As such, the proposed development is considered to provide good quality accommodation for its intended occupants.

Fig 2 – Proposed Upper Ground Floor Plan



UPPER GROUND FLOOR

Impacts on Neighbouring Residential Amenity

8.14 Policy DM10.6 of the Croydon Local Plan states that The Council will support proposals for development that ensure that;

- The amenity of the occupiers of adjoining buildings are protected; and that
- They do not result in direct overlooking at close range or habitable rooms in main rear or private elevations; and that
- They do not result in direct overlooking of private outdoor space (with the exception of communal open space) within 10m perpendicular to the rear elevation of a dwelling; and that
- Provide adequate sunlight and daylight to potential future occupants; and that
- They do not result in significant loss of existing sunlight or daylight levels of adjoining occupiers.

8.15 The application site shares a boundary with the rear gardens of numbers 83-93 Woodcote Valley Road and also shares a boundary with number 1 Chichester Drive.

8.16 However, the proposed building would be set at least 5m away from the shared rear garden boundaries with numbers 83-93 Woodcote Valley Road, all of which benefit from gardens that are approximately 40 metres in depth. It is also noted that this shared boundary would be vegetated (with specific details to be secured via condition). Given this screening and the distance (which is at least 45m between the rear elevations of the Woodcote Valley Road properties and the flank of the proposed building and notwithstanding the downward slope of the land to the north-west, no material harm would be caused to the amenities of these properties in terms of loss of light, outlook or overlooking/loss of privacy. The movement and parking of cars within the rear of the site would lead to additional comings and goings along the rear gardens of Woodcote Valley Road properties, but again, with solid boundary treatment softened through the use of appropriate landscaping, the impact would be acceptable.

8.17 Similarly, the proposed building would be located at least 16.4m away from the boundary with number 1 Chichester Drive and the proposed parking area would be set at least 2.15m away from the boundary and would be separated by a intervening soft landscaping area. As a result, the proposed development would not unduly harm the amenities of these properties in terms of loss of light, outlook or overlooking/loss of privacy.

8.18 Some concerns have also been raised regarding privacy impacts to front facing windows serving properties which lie on the opposite sides of Grovelands Road and Chichester Drive. However, the general street pattern along Grovelands Road and those surrounding have front windows which face onto each-other across the street which is characteristic of most suburban streets.

Access, Parking and Highway Safety

- 8.19 The London Plan states that for 1 and 2 bedroom units, a maximum 1 car parking space should be provided, and for 3 bedroom units a maximum of 1.5 spaces should be provided. As such, the requirement for this development would be a maximum of 10.5 car parking spaces.
- 8.20 The site has a PTAL of 2 (low). 9 car parking spaces are provided which, whilst not meeting the *maximum* standard highlighted above, the scheme would meet the wider objectives of reducing reliance of the car. Whilst no car parking stress has been undertaken in this particular case (in view of the level of on-site car parking proposed) the immediate area is generally free of parking restrictions and that there appears to be on-street capacity to accommodate any slight overspill. Four vehicle charging points are indicated on the site plan and three of the parking bays are parallel with the grass verge and would therefore be 'accessible' spaces which both exceed the requirements set out in the London Plan.
- 8.21 As regards the proposed vehicular access and route to the car parking area (to the north-west of the proposed building, this would generally be 3 metres in width and would accommodate a wider 'passing point' at the entrance (4.5 metres) which would allow vehicles to pass and/or wait whilst another vehicle enters or leaves. This would ensure that highway safety issues are suitably observed. 1500x1500mm visibility splays are also indicated where the proposed vehicular access meets Grovelands Road and a separate pedestrian pathway would also be provided. As such, in general the proposed access layout would be acceptable and would not result in harm to highway or pedestrian safety.
- 8.22 In view of the sloping site and the split levels within the development (to deal with the level changes) it has not been possible to accommodate M4 (level access requirements).
- 8.23 Finally, in relation to cycle parking, the London Plan requires that a cycle parking space be provided for 1 bedroom units and two spaces for 2 bedroom plus units. This would equate to 17 spaces for the proposed development. 18 spaces are shown in the lower ground floor cycle storage area (accessed via the side access) which would meet/exceed these requirements.
- 8.24 In conclusion, officers have robustly reviewed the car and cycle parking provision and access arrangements and consider the scheme to be acceptable, subject to the imposition of conditions. As such, the development would not result in material harm in terms of parking pressures or highway safety.

Fig 3 – Proposed site plan showing access arrangements and landscaping



Sustainability and Flood Risk

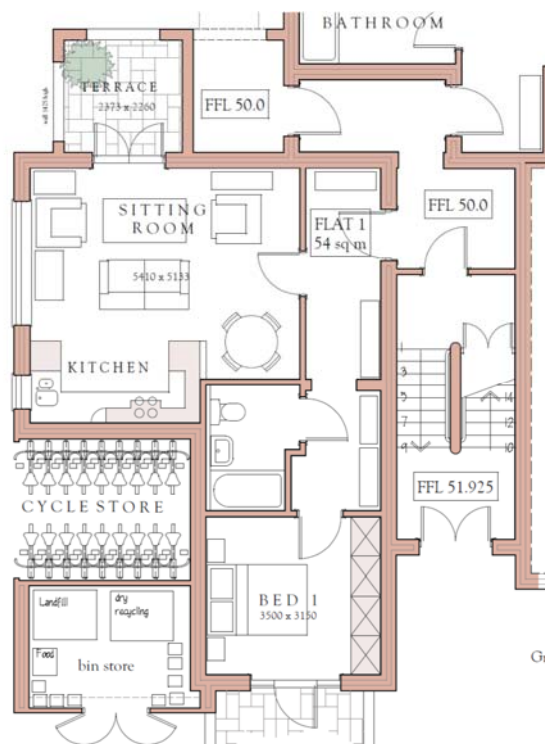
- 8.25 Conditions can be attached to ensure that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.26 The site is located within an area some risk of surface water flooding and limited risk of groundwater flooding.
- 8.27 As such, it is recommended that resilience measures be included, such as setting minimum floor levels.
- 8.28 Policy DM25 requires all development to incorporate sustainable drainage measures (SuDS) and the FRA outlines that SuDS measures should be installed. A condition requiring site specific SuDS measures would be imposed on any planning permission, alongside the other recommendations of the FRA.

Trees and Landscaping

- 8.29 An arboriculture survey has been submitted with the application included with this submission. This states that it is proposed to retain the trees and shrubs on the north-western and south-eastern boundaries. A total of 5 category 'C' (low quality/unremarkable) trees would be felled. The survey also indicates that a no-dig method of driveway construction would be employed in order to protect the roots of nearby trees, including those covered by Tree Preservation Orders. It also indicates that all hardstanding would be permeable.
- 8.30 Officers are satisfied that the arboriculture report and associated mitigation measures is compliant with BS 5837:2012 and contains the detailed information necessary to demonstrate a consideration of the trees on the site and the relationship between them and any development proposals, guiding and informing the design process.
- 8.31 The submitted Arboriculture Method Statement provides the site specific detail on how the trees will be retained through the development process which should be supplemented by a site specific landscaping scheme which would need to be secured through the use of a planning condition (including the replacement of the 5 trees lost to the development).
- 8.32 Subject to this, there would be no material harm to visual amenity, biodiversity or the wider environment.

Waste/Recycling Facilities

Fig 4 – Proposed Waste storage (and cycle parking facilities)



8.33 The application proposes an internal waste storage area on the lower ground floor, as shown in Fig 4 above

8.34 The proposed waste storage area would be within 20m of the public highway and so would comply with the guidance set out in the Council's Suburban Design Guide (2019). The development is therefore considered acceptable in this regard.

Concluding Remarks

8.35 The proposed development would provide an additional 8 residential units, 3 of which would be family units. This adds weight in favour of the proposal. Subject to the recommended conditions, the development would not result in any material harm in terms of the character or appearance of the site or surrounding area, the amenities of surrounding area, highway safety, biodiversity, flood risk or sustainability. As such, the development is considered acceptable and is therefore recommended for approval.