

Agenda Item: 6.3

This is a Major Application for which the 13 week period expires on 27/02/2007.

06/04916/P

28/11/2006

Coulsdon West

Application for full planning permission

Agent:

M Hay

DWA Architects Ltd

39 Blossom Street

York

North Yorkshire

YO24 1AQ

Applicant:

Starfaye Ltd Trading as Carebase

(Purley) Limited

Aston Court

31 Homefield Road

London

SW19 4QF

Location: 1-5 Banstead Road, R/O 2A Purley Knoll and, 14 Brighton Road, Purley, CR8

Description: Demolition of existing buildings; erection of three/four storey building for use as residential care home and provision of associated parking

Drawing No(s): C2509 AL (9)900, C2509/1 AL(0)80A, 81A, 82A, 83A, 84, 85A, 86A, 87C, 88A, 89, 90, 91, and C2509/1 AL(9) 900 and 903.

Recommendation: Grant Permission, subject to the prior written conclusion of a Section 106 Agreement within a period of six months from the date of this resolution, or such longer period as may be agreed in writing by the Head of Planning Control

Subject to the following condition(s) and reason(s):-

1. Prior to the commencement of the development the approval of the Local Planning Authority shall be obtained with respect to the following matters:-
 - (1) the proposed finished floor level of the building and the proposed land levels within the site in relation to existing site levels.
 - (2) full details of the sub-station and the area designated for renewable energy units, and the means of enclosure of such equipment.

The development shall only be implemented in accordance with the approved details.

Reason: To ensure an acceptable standard of development in relation to the streetscene and surrounding properties having regard to the policies of the Croydon Replacement Unitary Development Plan (The Croydon Plan).
2. Prior to the commencement of any building or engineering operations, (including demolition), a Phasing Programme and Construction Method Statement shall be submitted to the local planning authority for approval. The Programme and Statement shall include the following information for identified phases of the development and shall only be implemented as approved:-
 - (1) hours of construction,
 - (2) hours of deliveries,

- (3) parking of vehicles associated with deliveries, site personnel, operatives and visitors,
- (4) loading and unloading of plant and materials,
- (5) siting of any site huts and other temporary structures,
- (6) storage of demolition or excavation material, and plant and materials used in the construction of the development,

Reason: To ensure that the development does not prejudice the free flow of pedestrian and vehicular traffic and conditions of safety on the highway or cause inconvenience to other highway users, or adversely affect the amenities of surrounding occupiers.

3. Unless otherwise previously agreed by the Local Planning Authority in writing the following shall be provided as specified in the application before any part of the development is occupied and retained for so long as the development remains in existence:-

- (1) parking arrangements,
- (2) vehicular turning area,
- (3) visibility splays,
- (4) refuse collection facilities, and,
- (5) obscure glazing to the windows in the gable ends.

Reason: To ensure that an acceptable standard of development is provided and retained having regard to the policies of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

4. No works on site shall commence until details of the external facing materials have been submitted to and approved by the Local Planning Authority in writing. The development shall only be implemented in accordance with such approved details.

Reason: To ensure that the appearance of the development is satisfactory in accordance with Policy UD3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

5. No development including excavations for drainage and foundation work shall take place within the site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority. The development shall only be carried out in accordance with the agreed programme

Reason: To safeguard the heritage of the Borough by providing an adequate opportunity to investigate and excavate archaeological remains on the site before development is carried out, in accordance with Policy UC11 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

6. A noise assessment shall be carried out to the approval of the Local Planning Authority before the development is begun and any remedial measures identified in the assessment as being necessary to maintain a suitable internal environment according to the Guidelines for Community Noise (World Health Organisation, 1999) shall be carried out to the approval of the Local Planning Authority before the development is occupied.

Reason: To ensure that an acceptable standard of development is provided and maintained in accordance with Policy EP1 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

7. Prior to the first occupation of the development the approval of the Local Planning Authority shall be obtained with respect to the following matters:-
 - (1) any external lighting, either of the building or within the site,
 - (2) all boundary walls or fencing, including to the front of the site.The approved details shall be implemented prior to the first occupation of the development.

Reason: To ensure an acceptable standard of development in relation to the streetscene and surrounding properties having regard to the policies of the Croydon Replacement Unitary Development Plan (The Croydon Plan).
8. Prior to the commencement of the development, a landscaping scheme to include existing and proposed planting shall be submitted to and approved by the Local Planning Authority; the approved planting shall be provided before any part of the development is occupied or within such longer period or periods as the Local Planning Authority may previously agree in writing and shall be maintained for a period of five years from the date of planting; any planting which dies or is severely damaged or becomes seriously diseased or is removed within that period shall be replaced by planting of similar size and species to that originally provided

Reason: To enhance the appearance of the development, protect the visual amenities of the locality, and to ensure that the new planting becomes established in accordance with Policy UD14 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
9. Prior to the commencement of works on site including those for drainage and foundations, a scheme shall be submitted for approval to the local Planning authority specifying the means by which those trees to be retained shall be protected during the works. The approved scheme shall be implemented on site prior to commencement and retained for the duration of the works.

Reason: To ensure the survival of the existing trees, some of which are statutorily protected, that all contribute to the visual amenity of the area, in accordance with Policy UD14 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
10. The existing planting specified in the application as being retained shall not be felled, lopped, topped or otherwise removed during the course of development or within five years after completion, without the prior written consent of the Local Planning Authority; any planting which is removed without consent, or dies or is severely damaged or becomes seriously diseased before the end of that period shall be replaced with planting of such size and species as may be agreed with the Local Planning Authority; this condition shall not be construed as overriding the requirements to obtain consent under any Tree Preservation Order or the legislation concerning trees in Conservation Areas

Reason: To ensure that the specified planting enhances the appearance of the development in accordance with Policy UD14 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)
11. The premises shall be used only for the following purposes and for no other purpose within Class C2 of the Town and Country Planning (Use Classes) Order 1987:-
 - (1) residential care home

(2) elderly persons home

Reason: To ensure that the proposed use is appropriate given the limitations of the access to the site and in order to protect protect the amenities of adjoining occupiers as required by the policies contained within the Croydon Replacement Unitary Development Plan (the Croydon Plan).

12. Before the development is begun an intrusive site investigation and assessment into the possibility of soil, water and gaseous contamination must be carried out to the approval of the Local Planning Authority. The investigation report shall include a risk assessment and details of remediation if required.

Remedial works which are shown to be required must be approved by the Local Planning Authority before any such works are carried out and completed prior to the occupation of any building. A validation report detailing evidence of all remedial work carried out must be submitted to and approved in writing by the Local Planning Authority at the conclusion of the work and before any occupation of the properties..

The developer shall notify the Local Planning Authority of any on site contamination not initially identified by the site investigation so that an officer of the Council may attend the site and agree any appropriate remedial action.

Reason: To ensure the safe development of potentially contaminated land in accordance with Policy EP3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

13. Unless otherwise agreed with the Local Planning Authority, no development shall take place until the applicant has provided to the Local Planning Authority for approval an independently verified EcoHomes 2006 report that achieves 'Excellent' rating with certification. The approved scheme shall then be provided in accordance with these details. A certificated EcoHomes 2006 Post Construction Review, or other verification process agreed with the Local Planning Authority, shall be provided, confirming that the agreed standards have been met, prior to the first occupation of the development.

Reason: To accord with Policies UD1-3 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

14. No development shall take place until the applicant has provided to the Local Planning Authority a report for approval identifying how a minimum of 10% of the carbon emissions for which the development is responsible are off-set by on-site renewable energy production methods. The carbon savings which result from this will be above and beyond what is required to comply with Part L Building Regulations. The approved scheme shall then be provided in accordance with these details prior to the first occupation of the development and thereafter retained for so long as the development remains in existence.

Reason: To comply with Policy EP16 of the Croydon Replacement Unitary Development Plan (The Croydon Plan)

15. The development shall be begun within three years of the date of the permission.

Reason: To comply with the provisions of the Town and Country Planning

In granting permission the local planning authority had regard to the following policies:-

1. The relevant policies of the Croydon Replacement Unitary Development Plan (the Croydon Plan) are UD1, UD2, UD3, UD6, UD7, UD8, UD13, UD14, UD15, NC4, EP4, EP13, EP16, T2, T8, T11, H1, H5 and H12.

The development is considered to be satisfactory in relation to the following:-

- (a) the appearance of the development in the street scene
- (b) the relationship of the development to adjacent property
- (c) the character of the development in the surrounding area
- (d) the impact on the amenities of the occupiers of adjacent and nearby properties
- (e) the light and outlook of occupiers of adjacent and nearby properties
- (f) the privacy of occupiers of adjacent and nearby properties
- (g) the relationship of the development to trees to be retained
- (h) the safety of pedestrians and motorists on the adjacent highway
- (i) the safety and security of buildings and the spaces around them
- (j) accessibility to buildings
- (k) the housing policies of the development plan
- (l) sustainability issues
- (m) the recreational open space policies of the development plan

and having regard to all other matters raised.

Informative(s) :-

The applicant is advised to consult the Council's "Code of Practice on the Control of Noise and Pollution from Construction Sites" before commencing work on the site. The Code gives advice on how to undertake work on site in a considerate manner. A copy can be obtained by calling 020 8760 5483.

Ward: Purley
Lead Officer: Head of Planning Control

PLANNING COMMITTEE
15th February 2007

06/4916/P –
1-5 BANSTEAD ROAD, ADJ 2A PURLEY KNOLL
AND 14 BRIGHTON ROAD, PURLEY

1. SUMMARY

- 1.1 This report is in respect of a full planning permission for the demolition of all the existing buildings on the site and the erection of a new three and four storey building to provide a 107 bed residential care home. The development would be served by 22 car parking spaces at the rear of the site, accessed off an existing access from Purley Knoll.

2. RECOMMENDATION

- 2.1 That planning permission be granted subject to the conditions and reasons set out in the Agenda but subject to the prior written conclusion of a Section 106

Agreement, at the applicant's expense, to secure a contribution towards improved pedestrian facilities within Purley town centre.

3. BACKGROUND

a. Site Description

- 3.1 The application site is a prominent site that has a significant frontage onto the busy gyratory system within Purley Town Centre. It is 4345m² in area and is bounded to the south-east by the Brighton Road and to the north-east by Banstead Road.
- 3.2 The site occupies the plots of four buildings: a former language school at 14 Brighton Road that has recently been demolished, a large detached dwelling at 1 Banstead Road and a semi-detached pair of dwellings at 3 and 5 Banstead Road. A 4m wide access road serves 14 Brighton Road from Purley Knoll to the south-west.
- 3.3 Land levels rise towards the rear of the site by up to 3m compared with the frontage, with the whole of the site slightly elevated above the adjoining road. There are a number of trees within the site, primarily to the central rear part of the site. Those of particular note, and protected by Tree Preservation Order 23, 2006 include a Horse Chestnut on the Brighton Road frontage and a Lime and Robinia on the Banstead Road frontage.
- 3.4 The south-western boundary of the site is adjacent to 20 Brighton Road, a two storey residential care home, accessed off Purley Knoll, which is a residential road comprising large detached residential dwellings. 7 Banstead Road on the north-western boundary is a two storey residential dwelling.
- 3.5 The site lies to the south of the "Purley Island Site" which is subject to separate proposals for a significant development for community and residential purposes (with outline planning application 06/2756/P resolved to be approved by the Planning Committee on 11th January 2007, subject to a legal agreement). The gyratory system and Tesco's Superstore lie to the south-east of the site.
- 3.6 The Croydon Plan identifies the site as being just outside of the Town Centre of Purley, and adjacent to an Archaeological Priority Zone. Brighton Road and Banstead Road are Strategic Roads.

b. Relevant Planning History

- 3.7 The most relevant planning history is as follows:-
- 3.8 01/3353/P – Planning permission was granted in July 2002 for the erection of a three and four storey building at 14 Brighton Road to provide 12 two bed and 2 three bed flats, formation of vehicular access onto Purley Knoll and the provision of 15 parking spaces. This has not been implemented.
- 3.9 04/4255/P - Planning permission was refused in October 2004 for the erection of a three/four/five/six storey building comprising extra care development of 93 units

of accommodation with ancillary staff and communal facilities; formation of vehicular access onto Purley Knoll and provision of associated parking.

- 3.10 06/2649/P – A planning application was submitted but subsequently withdrawn in September 2006 for the demolition of the existing buildings on the site and the erection of a new three and four storey building for use as a 109 bed residential care home, together with 22 parking spaces.
- 3.11 Also of relevance to this application is the recently approved outline application for the redevelopment of the Purley Island Site on the opposite side of Banstead Road (06/2756/P), referred to in paragraph 3.6 above.

c. Proposal

- 3.12 The application is for the demolition of the existing buildings on the site and the erection of a new three and four storey building for use as a 107 bed residential care home, with 22 parking spaces served via the existing access off Purley Knoll.
- 3.13 The building would be set back from the site frontages to respect the established building lines of both Brighton Road and Banstead Road. This would allow for substantial areas of landscaping to the front of the building of between 6 and 11m in depth.
- 3.14 The majority of the building along Brighton Road would be three storeys in height, rising to four storeys on the corner and into Banstead Road.
- 3.15 The building would be of contemporary design, comprising a series of stepped, interlinked blocks of various forms with differing traditional materials (brick and render) and a mix of tiled pitched and flat roofs.
- 3.16 The rear of the site would provide sitting out areas and amenity space for the residents, and a 22 space car park, bin and bike store.
- 3.17 The potential 107 residents would be staffed by up to 30 carers at any one time, in 3 shifts.
- 3.18 The applicants have submitted a Design and Access Statement, Green Travel Plan, Sustainability Statement, Transport Assessment, Arboricultural Report and Air Quality and Noise Assessment in support of the application.

4. PLANNING POLICIES

- 4.1 The relevant policies of the Adopted Croydon Plan are UD1, UD2, UD3, UD6, UD7, UD8, UD12, UD13, UD14, UD15, NC4, EP4, EP13, EP16, T2, T8, T11, H1, H5 and H12.

5. CONSULTATIONS

- 5.1 The application has been advertised on site and in the press as a Major Development. 29 adjoining or nearby occupiers and interested parties have also been notified in writing of the application.

- 5.2 It is understood that the applicant undertook their own consultation on their proposals in the form of a public meeting held on 13th November 2006. With 750 invitations, 20 people attended the meeting and provided feedback.
- 5.3 In respect of the Council's consultation on the application, 1 letter of objection has been received. The main comments raised are as follows:-
- 109 bedrooms is a gross overdevelopment of the site,
 - Local services such as doctors and dentists are already difficult to obtain,
 - There will be further congestion on Purley Knoll and surrounding roads,
 - Improvements will be required on the Purley Knoll access to safeguard pedestrian safety,
 - The loss of trees on the site is unacceptable,
 - The development could adversely impact on future road network improvements and future development of Purley centre, and,
 - Loss of privacy.
- 5.4 Councillors Bass, Millard and Speakman have referred the application on the grounds of overdevelopment. In addition, the Banstead Rd frontage progressively projects in front of the building line, such that the north-east end is some 2m closer to Banstead Rd than the north-west end, and apart from looking wrong, this has the potential for either jeopardizing prospective road widening (as per SPG 13) and/or of damaging the amenities of future occupants, being too close to a major road junction. The suggested shape of the building is not that of a quality landmark development & will look even more inadequate in the context of the now approved Baptist development opposite.
- 5.5 Transport for London (TfL) recommend a conditional approval of the application. They comment that they are satisfied that the number of parking spaces provided will be adequate for the development and that the impact of the development on the TLRN is unlikely to be significant. Although visitor trips to the site are likely to be low, it is suggested that they be monitored as part of the Travel Plan. An appropriate number of visitor only parking spaces should be allocated and usage likewise monitored. The applicant should also demonstrate that service vehicles can enter and leave the site in forward gear.
- 5.6 TfL also comment that as the new care home is expected to generate an increase in pedestrian movement on Brighton Road, TfL's intention to introduce new crossing facilities on Brighton Road in the vicinity of the superstore becomes more urgent. It is therefore recommended that the developer provides a contribution towards this proposed improvement.
- 5.7 The Crime Prevention Design Advisor has made a number of comments on the proposal. These have since been addressed and taken on board by the applicant.

6. CONSIDERATIONS

6.1 The principal issues to be considered are as follows:

- (1) The principle of the proposed use in this location,
- (2) The impact of the development on the streetscene and the character of

- area,
- (3) The impact of the development on the amenities of the occupiers of nearby properties,
 - (4) The parking and highway implications, and,
 - (5) The standard of living accommodation provided for the residential accommodation.

Principle of the Proposed Use

- 6.2 Policy H12 permits residential care homes except where they have a significant adverse effect on residential amenity or the character of residential areas. In considering such applications the Council has to have regards to the cumulative effect of similar uses within the area, the impact on the streetscene, traffic generation and parking provision and the level of noise, disturbance and intrusion that may occur.
- 6.2 It is acknowledged that there are a number of care homes within and around Purley Centre, including that adjoining at no.20 Brighton Road and elsewhere in the immediate vicinity. However, in determining whether there is a cumulative impact, consideration has to be given as to the extent of that cumulative impact in what is essentially a town centre location.
- 6.3 The site is considered appropriate for development given the planning history relating to no.14, the town centre location and the proposals for the substantial redevelopment of the Purley Island site in Banstead Road. A residential use could be appropriate, but this is likely to give rise to significant parking and traffic issues given the constraints of this corner site with limited opportunities for vehicular access and parking provision. Moreover, the proposed use as a residential care home would result in less traffic generation than a normal residential development, and as such it is considered that this is an appropriate site for this type of use. There would be no significant adverse effect on residential amenity or the character of any residential area (as stated in Policy H12) to object to the proposed use as a residential care home.

Impact on the streetscene and the character of the area

- 6.4 The bulk and massing of the building is considered appropriate for this site. Three storeys rising up to four would relate satisfactorily to the adjoining properties and provide an appropriate transition to the larger buildings within Purley centre.
- 6.5 The contemporary form of the design is considered appropriate, and the staggered and stepped approach to the building with interlocked blocks assists in breaking up the mass of the building. Together with the use of different materials and differing roof forms the design would result in a building that provides a suitable transition between the more modest buildings to the south of the site and the more substantial buildings within Purley centre, including the recently approved 6 storey contemporary building on the Purley island site.
- 6.6 Given the prominence of the site, careful consideration with respect to the detailing of the buildings and in particular the quality of the materials and the extent and form of the landscaping is nevertheless required. Such details can be secured by means of a condition.
- 6.7 The three protected trees to the front of the site are proposed to be retained and

incorporated into the landscaping.

- 6.8 As such it is considered that the impact on the streetscene and the character of the area would be satisfactory.

Impact on Amenities of Adjoining Occupiers

- 6.9 There would be a gap of 9.5m between the north-eastern flank wall of no.20 and the three storey, south-western flank wall of the proposed building. This is a significantly better relationship than that which existed prior to the demolition of the original two storey property on this part of the site (14 Brighton Road).
- 6.10 The gap would however be occupied by a relocated electrical substation (currently within the central part of the site) and an area for renewable energy units. An appropriate condition would therefore be required to ensure that the details of this part of the scheme are satisfactory and do not cause harm to the amenities of the adjoining occupiers.
- 6.11 A reasonable relationship with no.7 Banstead Road would be maintained with a gap of at least 8m between the two buildings.
- 6.12 The remainder of the surrounding properties are of a reasonable distance way, and whilst the development would be visible from some of them it is not considered that there would be any adverse impact on their amenities.
- 6.13 The proposed vehicular access to the new development would be off Purley Knoll, utilising the previous access that existed to no.14. This 3.7 to 4m wide access is constrained by the existing plots either side of it (2a Purley Knoll and 20 Brighton Road) and as such is cannot be widened further. However, the nature of the use is such that it is unlikely that there would be a large number of vehicular movements to and from the site at any one time. Given the existing access previously served a small language school and still serves the adjoining care home use at no.20 Brighton Road, it is considered that the parking provision and amount of vehicular movement associated with the new development would not give rise to any significant disturbance to the adjoining properties that would justify a reason for refusal.

Parking and Highway Implications

- 6.14 There are no set standards for the provision of car parking for residential care homes within the Croydon Plan. The site has a high public transport accessibility level (PTAL) of 5, and on the basis of the information submitted by the applicant the level of parking proposed is considered acceptable. The 22 parking spaces and servicing area would be accessed off the existing access from Purley Knoll. Whilst this does not quite meet the 4.1m width normally required, this access is considered satisfactory in highway safety terms for the proposed use and is preferable to creating accesses off the Brighton Road or Banstead Road.
- 6.15 The siting of the building is considered satisfactory in respect of the existing highway network, and is positioned in such a way as to still allow for some of the frontage of the site to be given over to the highway network in line with TfL's indicative proposals for the re-routing of traffic within Purley and two-way working of Banstead Road.
- 6.16 However, the indicative land acquisition so far provided by TfL is also reliant on

the widened highway extending into the Purley Island site opposite. Since the Council has now resolved to grant planning permission for the redevelopment of the Purley Island site without a safeguarded strip, the indicative proposals provided by TfL may not now be possible.

- 6.17 One option would be to widen the southern side of Banstead Road, which may impact further on the northern part of the application site than that currently envisaged. However, given that the proposed building is in line with all the other properties in Banstead Road it is not considered that the proposed development would unduly prejudice the implementation of such a scheme, should it be forthcoming. There are no formal safeguarded areas put forward by TfL and it would therefore be unreasonable for the Council to refuse a development on the basis that it may or may not affect a highways scheme that may or may not ever come to fruition. Indeed TfL have recommended a conditional approval of the application and have not offered an opinion about the effect of the development on their future road improvement plans.
- 6.18 TfL have also commented that they wish to see improved pedestrian links across the Brighton Road in this location. Since the development is likely to result in an increase in pedestrian movement to and from the site to access the shopping facilities and public transport provision, it is considered reasonable that a contribution to the implementation of such improvements should be provided by the applicant. To this effect £40,000 is proposed to be secured through a legal agreement, assuming that such improvements are implemented within 5 years of the commencement of the development.
- 6.19 Cycle parking is proposed to both the front and the rear of the site for staff and visitors. A condition is also proposed requiring the implementation and continued monitoring of the Green Travel Plan already submitted as part of the application.

Standard of Accommodation

- 6.20 The standard of accommodation is considered satisfactory for the proposed residents, subject to adequate sound insulation measures being imposed, given the town centre location. Amenity space is to the rear and although limited in size is appropriate given the nature of the proposed use.

7. ENVIRONMENTAL CONSIDERATIONS

- 7.1 The Sustainability Statement indicates that 10% of the energy required on site can be obtained through renewable energy sources, primarily through an air source heat pump and photovoltaic panels. Appropriate conditions are proposed to ensure that this is achieved.
- 7.2 Whilst Eco-Homes ratings are not strictly applicable to care home uses, the scheme can be readily adapted for such uses. An appropriate condition is therefore also recommended in this respect.

8. EQUALITIES CONSIDERATIONS

- 8.1 It is expected that the design of the proposed building would meet a high standard of accessibility given the nature of the proposed use. Level, ramped and lift access is proposed throughout the building and the site and two disabled parking

spaces are indicated.

Case Officer: Mr W Pierson.
Background Documents: 1 letter of objection,
Referral from Cllrs Bass, Millard and Speakman
Letter from TfL,
Letter from Crime Prevention Design Advisor,
Design and Access Statement, Green Travel Plan,
Sustainability Statement, Transport Statement, Arboricultural Report,
Sound Assessment.
Previous Planning File 06/2649/P
Contact Officer: Mr P Mills, Tel: 0208 760 5419.