

# Planning Committee Agenda



To: Councillor Paul Scott (Chairman);  
Councillor Humayun Kabir (Vice-Chairman);  
Councillors Jamie Audsley, Luke Clancy, Bernadette Khan, Jason Perry, Joy Prince, Wayne Trakas-Lawlor, Susan Winborn and Chris Wright

Reserve Members: Jeet Bains, Simon Brew, Richard Chatterjee, Sherwan Chowdhury, Pat Clouder, Steve Hollands, Karen Jewitt, Shafi Khan, Maggie Mansell and Manju Shahul-Hameed

A meeting of the **PLANNING COMMITTEE** which you are hereby summoned to attend, will be held on **Wednesday 24th May 2017** at **6:30pm** in **The Council Chamber, The Town Hall, Katharine Street, Croydon CR0 1NX**

JACQUELINE HARRIS-BAKER  
Director of Law and Monitoring Officer  
London Borough of Croydon  
Bernard Weatherill House  
8 Mint Walk, Croydon CR0 1EA

MARGOT ROHAN  
Senior Members Services Manager  
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www.croydon.gov.uk/agenda  
15 May 2017

Members of the public are welcome to attend this meeting.

If you require any assistance, please contact the person detailed above, on the righthand side.

To register a request to speak, please either e-mail [Planning.Speakers@croydon.gov.uk](mailto:Planning.Speakers@croydon.gov.uk) or call MARGOT ROHAN by 4pm on the Tuesday before the meeting.

N.B: This meeting will be paperless. The agenda can be accessed online via the mobile app: <http://secure.croydon.gov.uk/akscroydon/mobile> - Select 'Meetings' on the opening page

## **AGENDA - PART A**

**1. Apologies for absence**

**2. Minutes of the meeting held on Thursday 18th May 2017**

To approve the minutes as a true and correct record (to follow after the meeting has taken place).

**3. Disclosure of Interest**

Members will be asked to confirm that their Disclosure of Interest Forms are accurate and up-to-date. Any other disclosures that Members may wish to make during the meeting should be made orally. Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose relevant disclosable pecuniary interests at the meeting.

**4. Urgent Business (if any)**

To receive notice from the Chair of any business not on the Agenda which should, in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

**5. Exempt Items**

To confirm the allocation of business between Part A and Part B of the Agenda.

**6. Development presentations**

To receive the following presentations on a proposed development:

There are none.

**7. Planning applications for decision (Page 1)**

To consider the accompanying reports by the Director of Planning & Strategic Transport:

**7.1 16/06508/FUL Parcels of land adjacent to Longheath Gardens and Long Lane, Croydon CR0 1XT**

Demolition of existing garages and erection of 6 buildings varying in height between two and six storeys comprising a total of 23 two bedroom and 30 one bedroom flats. Provision of associated car parking, landscaping and other associated works.

Ward: Ashburton

Recommendation: Grant permission subject to a legal agreement

**7.2 16/06514/FUL Land and Garages South West of the junction of Heathfield Road and Coombe Road, Croydon CR0 1EL**

Demolition of the existing garages, relocation of existing substation and erection of one three-storey building comprising ten flats and one part three, part four storey building comprising seven flats and 1x3 bed house together with external stores and substation re-provision, car parking, landscaping and other associated works (AMENDED PLANS RECEIVED - BLOCK B REDUCED IN DEPTH, BLOCK A PART INCREASED IN HEIGHT BY 1 STOREY, 2 ADDITIONAL PARKING SPACES, ALTERATIONS TO LANDSCAPING AND INTERNAL LAYOUTS)

Ward: Fairfield

Recommendation: Grant permission subject to a legal agreement

**7.3 16/06512/FUL Parcels of land adjacent to Auckland Rise, Church Road and Sylvan Hill, Croydon, SE19 2DX**

Demolition of buildings and erection of 6 buildings varying between three and five storeys in height comprising 29 two bedroom and 28 one bedroom flats. Provision of associated car parking, landscaping and other associated works (AMENDED PLANS RECEIVED - BLOCK F REMOVED, BLOCK B INCREASED IN HEIGHT BY 1 STOREY, RETENTION OF A NUMBER OF TREES)

Ward: South Norwood

Recommendation: Grant permission subject to a legal agreement

**7.4 16/06526/FUL 585-603 London Road, Thornton Heath CR7 6AY**

Demolition of existing structures and buildings at 585-603 London Road, erection of 3 four/five storey buildings comprising 593 hotel (C1) and aparthotel rooms (C1) and ancillary services the formation of new vehicular accesses onto London Road and Dunheved Road North, new public realm, car, coach and cycle parking, landscaping and refuse and recycling facilities

Ward: West Thornton

Recommendation: Grant permission subject to a legal agreement

**8. Items referred by Planning Sub-Committee**

To consider any item(s) referred by a previous meeting of the Planning Sub-Committee to this Committee for consideration and determination:

There are none.

**9. Other planning matters**

To consider the accompanying report by the Director of Planning & Strategic Transport:

There are none.

10. **[The following motion is to be moved and seconded as the “camera resolution” where it is proposed to move into part B of a meeting]**

That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended.

**AGENDA - PART B**

None

**PART 7: Planning Applications for Decision**

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**1 INTRODUCTION**

- 1.1 In this part of the agenda are reports on planning applications for determination by the Planning Committee.
- 1.2 Although the reports are set out in a particular order on the agenda, the Chair may reorder the agenda on the night. Therefore, if you wish to be present for a particular application, you need to be at the meeting from the beginning.
- 1.3 Any item that is on the agenda because it has been referred by a Ward Member, GLA Member, MP, Resident Association or Conservation Area Advisory Panel and none of the person(s)/organisation(s) or their representative(s) have registered their attendance at the Town Hall in accordance with the Council's Constitution (paragraph 3.8 of Part 4K – Planning and Planning Sub-Committee Procedure Rules) the item will be reverted to the Director of Planning to deal with under delegated powers and not be considered by the committee.
- 1.4 The following information and advice applies to all reports in this part of the agenda.

**2 MATERIAL PLANNING CONSIDERATIONS**

- 2.1 The Committee is required to consider planning applications against the development plan and other material planning considerations.
- 2.2 The development plan is:
  - the London Plan July 2011 (with 2013 Alterations)
  - the Croydon Local Plan: Strategic Policies April 2013
  - the Saved Policies of the Croydon Replacement Unitary Development Plan April 2013
  - the South London Waste Plan March 2012
- 2.3 Decisions must be taken in accordance with section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004. Section 70(2) of the Town and Country Planning Act 1990 requires the Committee to have regard to the provisions of the Development Plan, so far as material to the application; any local finance considerations, so far as material to the application; and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Committee to make its determination in accordance with the Development Plan unless material planning considerations support a different decision being taken. Whilst third party representations are regarded as material planning considerations (assuming that they raise town planning matters) the primary consideration, irrespective of the number of third party representations received, remains the extent to which planning proposals comply with the Development Plan.
- 2.4 Under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects listed buildings or their settings, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest it possesses.

- 2.5 Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant planning permission for development which affects a conservation area, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 2.6 Under Section 197 of the Town and Country Planning Act 1990, in considering whether to grant planning permission for any development, the local planning authority must ensure, whenever it is appropriate, that adequate provision is made, by the imposition of conditions, for the preservation or planting of trees.
- 2.7 In accordance with Article 31 of the Development Management Procedure Order 2010, Members are invited to agree the recommendations set out in the reports, which have been made on the basis of the analysis of the scheme set out in each report. This analysis has been undertaken on the balance of the policies and any other material considerations set out in the individual reports.
- 2.8 Members are reminded that other areas of legislation covers many aspects of the development process and therefore do not need to be considered as part of determining a planning application. The most common examples are:
- **Building Regulations** deal with structural integrity of buildings, the physical performance of buildings in terms of their consumption of energy, means of escape in case of fire, access to buildings by the Fire Brigade to fight fires etc.
  - Works within the highway are controlled by **Highways Legislation**.
  - **Environmental Health** covers a range of issues including public nuisance, food safety, licensing, pollution control etc.
  - Works on or close to the boundary are covered by the **Party Wall Act**.
  - **Covenants and private rights** over land are enforced separately from planning and should not be taken into account.

### 3 **ROLE OF THE COMMITTEE MEMBERS**

- 3.1 The role of Members of the Planning Committee is to make planning decisions on applications presented to the Committee openly, impartially, with sound judgement and for sound planning reasons. In doing so Members should have familiarised themselves with Part 5D of the Council's Constitution 'The Planning Code of Good Practice'. Members should also seek to attend relevant training and briefing sessions organised from time to time for Members.
- 3.2 Members are to exercise their responsibilities with regard to the interests of the London Borough of Croydon as a whole rather than with regard to their particular Ward's interest and issues.

### 4. **THE ROLE OF THE CHAIR**

- 4.1 The Chair of the Planning Committee is responsible for the good and orderly running of Planning Committee meetings. The Chair aims to ensure, with the assistance of officers where necessary, that the meeting is run in accordance with the provisions set out in the Council's Constitution and particularly Part 4K of the Constitution 'Planning and Planning Sub-Committee Procedure Rules'. The Chair's most visible responsibility is to ensure that the business of the meeting is conducted effectively and efficiently.
- 4.2 The Chair has discretion in the interests of natural justice to vary the public speaking rules where there is good reason to do so and such reasons will be minuted.

- 4.3 The Chair is also charged with ensuring that the general rules of debate are adhered to (e.g. Members should not speak over each other) and that the debate remains centred on relevant planning considerations.
- 4.4 Notwithstanding the fact that the Chair of the Committee has the above responsibilities, it should be noted that the Chair is a full member of the Committee who is able to take part in debates and vote on items in the same way as any other Member of the Committee. This includes the ability to propose or second motions. It also means that the Chair is entitled to express their views in relation to the applications before the Committee in the same way that other Members of the Committee are so entitled and subject to the same rules set out in the Council's constitution and particularly Planning Code of Good Practice.

## **5. PROVISION OF INFRASTRUCTURE**

- 5.1 In accordance with Policy 8.3 of the London Plan (2011) the Mayor of London has introduced a London wide Community Infrastructure Levy (CIL) to fund Crossrail. Similarly, Croydon CIL is now payable. These would be paid on the commencement of the development. Croydon CIL provides an income stream to the Council to fund the provision of the following types of infrastructure:
- i. Education facilities
  - ii. Health care facilities
  - iii. Projects listed in the Connected Croydon Delivery Programme
  - iv. Public open space
  - v. Public sports and leisure
  - vi. Community facilities
- 5.2 Other forms of necessary infrastructure (as defined in the CIL Regulations) and any mitigation of the development that is necessary will be secured through A S106 agreement. Where these are necessary, it will be explained and specified in the agenda reports.

## **6. FURTHER INFORMATION**

- 6.1 Members are informed that any relevant material received since the publication of this part of the agenda, concerning items on it, will be reported to the Committee in an Addendum Update Report.

## **7. PUBLIC SPEAKING**

- 7.1 The Council's constitution allows for public speaking on these items in accordance with the rules set out in the constitution and the Chair's discretion.

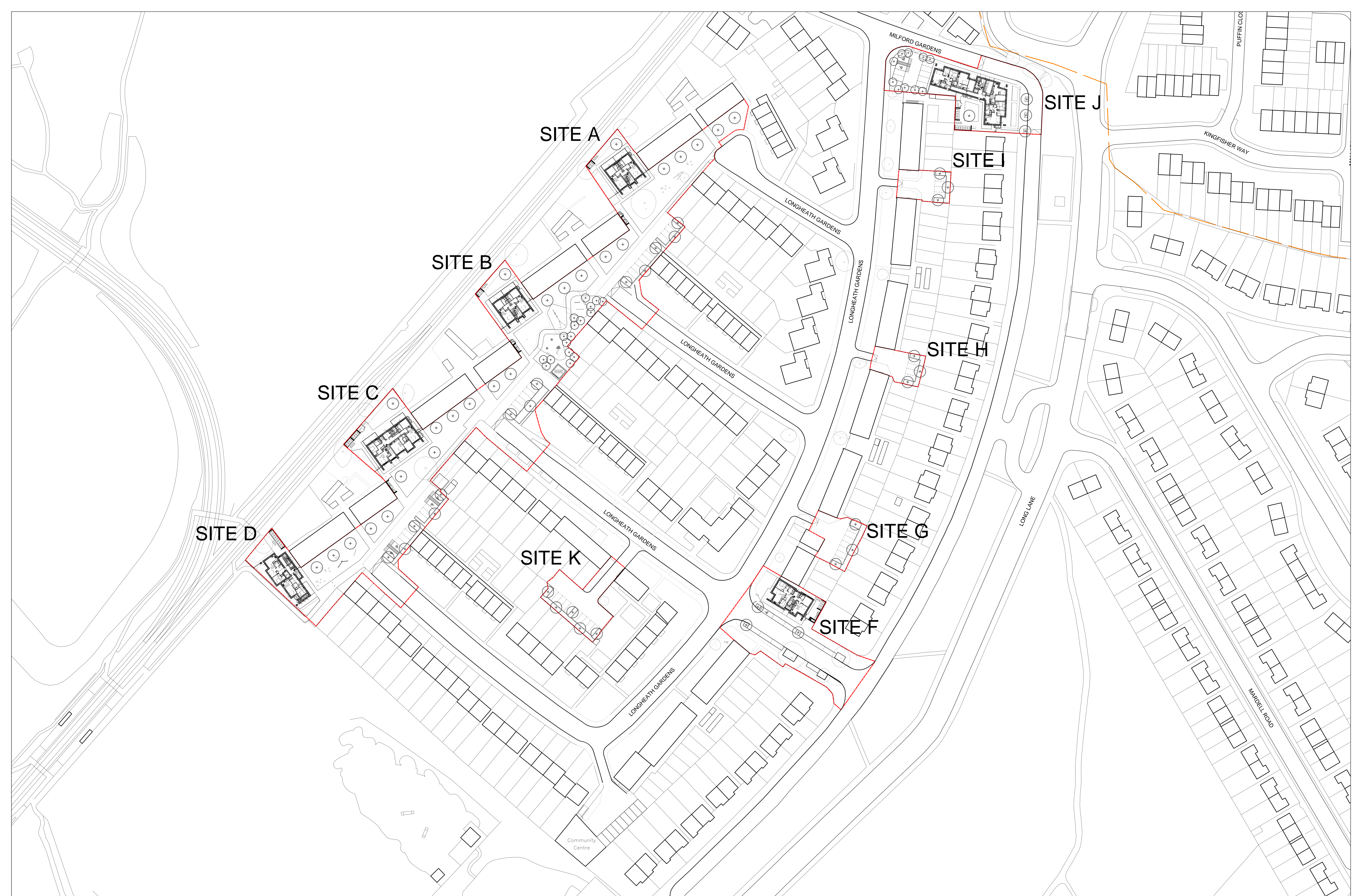
## **8. BACKGROUND DOCUMENTS**

- 8.1 The background papers used in the drafting of the reports in part 6 are generally the planning application file containing the application documents and correspondence associated with the application. Contact Mr P Mills (020 8760 5419) for further information. The submitted planning application documents (but not representations and consultation responses) can be viewed online from the Public Access Planning Register on the Council website at <http://publicaccess.croydon.gov.uk/online-applications>. Click on the link or copy it into an internet browser and go to the page, then enter the planning application number in the search box to access the application.

## **9. RECOMMENDATION**

- 9.1 The Committee to take any decisions recommended in the attached reports.





Rev	Date	Drawn	Description
A	20.10.16	ESM	Overall site wide update
B	22.12.16	MGM	Site A & C changed from Malcoresses to Flats
C	07.12.16	MGM	General update to Sites A & C & J
D	12.12.16	MGM	Road & parking layout update to Site B
E	13.12.16	MGM	Revised layout to Site F
F	14.12.16	MGM	Redline boundary updates
G	22.12.16	MGM	Site wide update for preliminary issue
H	22.12.16	MGM	Site wide update for planning
J	09.01.17	MGM	For planning submission
K	03.05.17	NLD	Updated following planners comments
	10.05.17	AVC	Workshop on block F updated following planners comments

Notes:  
 Do not scale from drawings, unless by agreement with HTA. Use figured dimensions only.  
 Check all dimensions on site prior to commencing the works. Drawing to be read in conjunction with other relevant contract information.  
 This drawing is the copyright of HTA Design LLP and must not be copied or reproduced in part or in whole, without the express permission of HTA Design LLP.  
 Drawing to be read in conjunction with outline specification.

For Surface Materials, please refer to the Longheath Gardens Landscape Plan, drawing, \*CBC\_NHP\_HTA\_L\_S26\_DR\_0900\*

Longheath Gardens  
 drawing title: Ground Floor Masterplan  
 drawing number: CBC\_NHP\_A\_DR\_0140  
 client project: Brick by Brick/Croydon New Build Housing Programme  
 scale: 1:500  
 drawing date: 10/05/17  
 drawing number: K  
 project number: CBC\_NHP  
 project title: MTL  
 HTA Design LLP  
 106-110 Kenwood Town Road  
 London, SE11 7PA  
 020 7485 8505  
 www.hta.co.uk  
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 FOR PLANNING  
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**PART 7. Planning Applications for Decision**

**Item 7.1**

**1 SUMMARY OF APPLICATION DETAILS**

Ref: [16/06508/FUL](#) (*Link to associated documents on the Planning Register*)  
 Location: Parcels of Land Adjacent Longheath Gardens and Long Lane, Croydon. CR0 1XT  
 Ward: Ashburton  
 Description: Demolition of existing garages and erection of 6 buildings varying in height between two and six storeys comprising a total of 23x2 bedroom and 30x1 bedroom flats. Provision of associated car parking, landscaping and other associated works.  
 Drawing Nos: CBC\_NHP\_HTA\_A\_S26\_DR\_0040, 0062, 0094, 0140 (rev K), 0144 (rev A), 0190, 0200, 0205, 0210, 0215, 0220, 0225, 0230, 0235, 0236, 0240 (rev C), 0245 (rev B), 0250, 0251, 0255, 0256, 0304, 0319, 0320, 0321, 0322, 0326, 0327, 0328, 0332, 0352, 0353, 0354, 0355, 0364, 0365, 0900 (rev C), 0901 (rev B) (ALL rev A unless stated otherwise)  
 Applicant: Brick by Brick (Croydon) Ltd  
 Agent: Carter Jonas Ltd  
 Case Officer: Richard Freeman

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>
<b>Houses</b>			
<b>Flats</b>	30	23	

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
72	78

1.1 This application is being reported to Planning Committee because the Ward Councillor, Councillor Andrew Rendle made representations in accordance with the Committee Consideration Criteria and referred the application to Planning Committee and as objections above the threshold in the Committee Consideration Criteria have been received.

**2 RECOMMENDATION**

2.1 That the Planning Committee resolve to GRANT planning permission subject to:

- A: Resolutions to grant planning permission by Planning Committee in respect of applications LBC Refs 16/06491/FUL (Station Road, South Norwood) 16/06512/FUL (Auckland and Sylvan) 16/06505/FUL (Tollers Lane) 16/06514/FUL (Heathfield Gardens)
- B: The grant of planning permission (to be determined under delegated powers) in respect of application LBC Ref 16/06469/FUL (Drummond Road)

Should either A or B above not be determined in accordance with the above outcomes, the planning application the subject of this report would be required to be referred to Planning Committee for reconsideration (specifically around

affordable housing delivery – in view of the tranche-wide nature of the affordable housing offer).

- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission, negotiate the legal agreement referred to in condition 1 below and impose conditions and informatives to secure the following matters:

### **Conditions**

- 1) Legal agreement to secure the following planning obligations:
  - a) Offsite delivery of affordable housing
  - b) Provision of Travel Plan including car club spaces and membership
  - c) Local employment and training strategy
  - d) Minor off-site highway improvements
  - e) Review mechanism regarding affordable housing delivery
  - f) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 2) Development implemented in accordance with submitted drawings
- 3) Details of materials to be submitted and approved
- 4) Detailed design of entrance frames and balcony handrails to be agreed
- 5) Various side facing windows and sides to balconies to be screened
- 6) No windows other than as shown
- 7) In accordance with Lighting Strategy, Noise Report and Air Quality Report
- 8) Landscaping scheme including maintenance strategy to be submitted and approved
- 9) Full details of all proposed land level changes to be agreed
- 10) Noise from air handling units
- 11) Contaminated land assessment to be submitted and approved
- 12) Retention of car (72 spaces) and cycle (78 spaces) parking spaces in accordance with detailed design to be approved
- 13) Provision of electric vehicle charging spaces
- 14) In accordance with Travel Plan
- 15) Provision of car club space
- 16) Approval of construction logistics plan, low emissions strategy & detailed design of ecology measures
- 17) Provision of children's play space – full details to be submitted
- 18) In accordance with Tree Protection measures
- 19) In accordance with mitigation measures of ecological survey
- 20) Water efficiency
- 21) Sustainable development 35% carbon dioxide reduction
- 22) Approval of detailed design of a surface water drainage scheme
- 23) Development to commence within 3 years of the date of permission
- 24) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

### **Informatives**

- 1) Community Infrastructure Levy (CIL) – Granted
- 2) Details as regards donor site arrangement
- 3) Removal of site notices
- 4) Code of practice on construction sites
- 5) Any other informatives considered necessary by the Director of Planning

- 2.3 That the Planning Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the Church Road Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.4 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

### **3 PROPOSAL AND LOCATION DETAILS**

#### **Proposal**

- 3.1 Demolition of various existing garages erection of six buildings and the provision of 53 residential units, with associated works and parking.
- 3.2 The garages to be demolished are located between existing blocks of flats on Longheath Gardens. Three blocks of five garages are located on the section of Longheath Gardens running broadly north-south (Plots G, H & I) and one block of 11 garages is located on the second spur from the south of Longheath Gardens (Plot K), between terraced houses. Two further blocks of 7 garages each are located between four storey flat blocks, located towards the western edge of the estate. A total of 40 garages are proposed to be demolished. The site of these two last blocks of garages would be redeveloped as set out below; the other garages courts would be laid out as 25 parking spaces available to existing residents.
- 3.3 The proposed buildings are detailed below. Blocks are labelled alphabetically starting at the north-west rear of the site, running south along the rear and then north along the front:
- Blocks A and B are proposed at the rear of the site, between existing four storey blocks of maisonettes. The design and layout of the two blocks would be similar, comprising three storeys; two dual aspect units per floor with balconies to the front (facing south east). As such the two blocks would accommodate a total of 12x2-bed 4-person flats. 11 parking spaces would be provided to the front of Block A. To the front of Block B would be 6 parking spaces and the existing play area would be reconfigured and upgraded. A substation building is also proposed.
  - Block C would be similar to Blocks A and B but with a larger footprint, using a larger gap between existing buildings. Four storeys are proposed with three units per floor, comprising 9x1-bedroom 2-person units and 3x2-bedroom 4-person units, including one wheelchair unit. 11 parking spaces, including four wheelchair bays are proposed in the vicinity of both blocks.
  - Block D would be located towards the southern end of the row of maisonette buildings, adjacent to a pedestrian route along the tram line and close to the "World of Golf". It is proposed as part 4 and 6 storeys containing 2x1-bedroom 2-person wheelchair units on the ground floor and 6x2-bedroom 4-person flats above.
  - Block F would be located towards the main entrance to the estate, where Longheath Gardens leads off the local section of Long Lane. It would be a part 3 and part 2 storey block of 5 units including one wheelchair 2-bedroom 3-person unit, 2x1 bedroom 2-person units and 2x2-bedroom four-person units. The block would be



orientated to the south-west and north-west with only high level or obscure glazed windows facing north-east and south-east. 10 parallel parking spaces, including one wheelchair space are proposed near to this block.

- Block J would be located at the northern edge of the site on Milford Gardens. It is proposed as an L-shaped part 3 and part 4 storey building comprising 14 units. The units would be 1x1-bedroom 1-person unit, 4x1-bedroom 2-person units 2x2-bedroom 3-person wheelchair units, 3x2 2-bedroom 3-person units and 4x2-bedroom 4-person units. The block is designed with a circulation core to the rear, with accommodation generally orientated to face to the north, east and west. 9 parking spaces, including two wheelchair spaces are proposed adjacent to the proposed block with access off Milford Gardens.
- The scheme does not include a “Block E” which was to accommodate a replacement community centre towards the southern part of the estate.

3.4 It is proposed to landscape areas around blocks and where parking would be provided. This would include tree planting to the garage courts, tree planting more generally, soft and hard landscaping to the front of existing blocks at the rear of the site and the upgrading of the existing play area at the rear. Informal play opportunities would be incorporated into an upgraded pedestrian route running north-south in front of the blocks to the rear. Amended plans have been received which change the proposed layout of this area to reduce the amount of hardstanding and retain two trees of value.

3.5 These amendments now allow for new turning heads and parking areas to the front of the blocks towards the rear of the site. These areas allow for refuse vehicles to turn and service the individual blocks from the turning heads; the original strategy saw an access route provided for refuse vehicles between the different spurs of Longheath Garden. The amended drawings do not change the amount of proposed parking which totals 72 spaces across all sites. 39 parking spaces would be lost, resulting in a net gain of 33 spaces.

3.6 The amended scheme proposes the loss of 21 individual trees and one group of 2 trees and replacement planting of 87 trees.

3.7 This application has been submitted as part of a wider programme of approximately 50 sites ('Portfolio') across the Borough of Croydon. The applicant has stated that they aim to deliver 1,000 residential units of which half are intended to be delivered within affordable housing tenures. Each site is the subject of a separate planning application with the Portfolio divided into tranches. To date, three tranches of applications have been submitted, which amounts to applications on 28 sites for approximately 540 dwellings of which 235 are proposed as affordable housing tenures.

3.8 The affordable housing proposed is not balanced across all the sites within tranches and Portfolio, with some sites proposing more affordable housing and some less, with developments which are “minors” (which do not require affordable housing provision in policy terms) also proposing some affordable housing. As such, some sites act as “donor” sites in affordable housing terms and others are “beneficiaries” (i.e. they are sites which require affordable housing in policy terms which is being provided off-site or as a mixture of on and off-site).

- 3.9 The site is within Tranche 3. The applicant proposes to deliver 43% of affordable housing across Tranche 3 in accordance with the donor site arrangement summarised above. This development would constitute 100% affordable housing, providing 24 units as affordable rent accommodation and 29 units of intermediate accommodation as shared ownership units. As such the site is a donor for various others within the tranche.
- 3.10 The planning consideration for the donor site arrangement is set out in greater detail below.

### **Site and Surroundings**

- 3.11 The area of the site forms an estate located off Long Lane (a London Distributor Road). A loop of Long Lane provides access to the main section of Longheath Gardens which runs parallel to Long Lane, with four spurs off it at right angles running approximately east-west. The area was first extensively developed as temporary post-war accommodation in the 1950's as series of detached and semi-detached houses. The estate in its current form was laid out and constructed in the 60's and 70's. It consists of a small number of bungalows, semi-detached two-storey houses towards at the front of the site with terraces of two and three storey flats and maisonettes towards the centre of the site. Four storey blocks of maisonettes are arranged in rows at the front and rear of the site as well as on the ends of the spur roads.
- 3.12 Beyond the estate, the tram line is located to the north-west with playing fields and South Norwood Country Park beyond. A path runs from the south-west corner of the site (adjacent to proposed Block D) along the tram line to the Arena tram stop. To the north-east, beyond the Borough boundary the area becomes more mixed with some industrial and warehousing units towards Elmers End tram stop and Elmers End itself, dominated by the Tesco supermarket. To the south-east of the site, on the opposite side of Long Lane is Long Lane oak woodland which is publicly accessible and is designated as Metropolitan Open Land and a Site of Importance to Nature Conservation. To the south-west is the "World of Golf" site comprising a driving range and adventure golf facility on land which is also designated as Metropolitan Open Land.
- 3.13 The site has a Public Transport Accessibility Level (PTAL) generally of 2 (on a scale from 0 – 6), indicating poor connectivity. Small areas nearest to Arena tram stop and the north-east corner of the site are PTAL 3.

### **Planning History**

- 3.14 Whilst the estate has retained its original form and structure there have been several developments as well as residential extension and alterations (which are not listed below):

- |            |   |
|------------|---|
| 95/02068/P | Demolition of works area, erection of single storey community centre and church, with parking.  |
|            | Approved and implemented. This building is located towards the south west corner of the estate and is used by Longheath Community Centre. |
| 08/01684/P | Installation of play area.  |

Approved and implemented. This relates to the existing play area towards the rear of the estate.

VARIOUS      Erection of 2-storey buildings to form Milford Gardens as a series of semi-detached houses.

Approved and implemented in the north-west corner of the estate. The two storey buildings form a cul-de-sac adjacent to existing bungalows and semi-detached houses.

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

- 4.1 There are no protected land use designations on the site and therefore the principle of residential development is acceptable, subject to assessment of other related planning considerations. The proposals near to the designated Metropolitan Open Land would have an acceptable impact on the openness of the designated area;
- 4.2 Whilst the proposed development would result in some change to the character of the area, this would be minimal and off-set by the positive elements of better signposting routes through the estate and provision of high quality accommodation;
- 4.3 The proposed development would contribute positively to borough-wide housing targets and alongside other sites coming forward (as part of an overall tranche-wide delivery of housing across the borough) will contribute positively to the delivery of affordable housing across the various affordable housing tenures. This scheme is proposed as a mixture of shared ownership and affordable rent tenures, which is considered acceptable;
- 4.4 The layout of development ensures that the proposal would not have an unacceptably detrimental impact on the amenity of the neighbouring residents;
- 4.5 The development would provide an acceptable standard of living for future residents of the development in terms of internal accommodation and external amenity space. Four units would be north facing but this is not considered to be so significant as to warrant the refusal of the application;
- 4.6 A robust Transport Assessment has been submitted which demonstrates that the development would not have a detrimental impact on highway safety and that parking demand can be accommodated on the surrounding road network and through the provision of parking spaces. A S.106 Agreement would secure a green travel plan and car club spaces;
- 4.7 Some mature trees of value would be lost. A robust planting strategy and provision for the planting of 87 trees is however proposed which is considered to ameliorate this loss.

#### **5 CONSULTATION RESPONSE**

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:



## **Lead Local Flood Authority (Statutory Consultee)**

- 5.3 Objection to the initially proposed drainage strategy. The strategy has been subsequently amended to address the LLFA concerns. In relation to the amended scheme, the LLFA have removed their objection subject to conditions including that the run-off from green roofs is calculated and considered in calculation storage area volumes.

## **Crime Prevention Officer**

- 5.4 No comments received

## **Waste Officer**

- 5.5 Confirmed access arrangements for waste are suitable and specified storage required.

## **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of 15 site notices displayed near the application site. The application has also been publicised in the local press. 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: 46      Objecting: 46      Supporting: 0 (1 objection made on behalf of the local Residents Forum)

No of petitions received:      1 (objecting)      Signatures 118 (formed of identical proforma letters)

- 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:

- Out of keeping with area results in overdevelopment and a change in character
- Blocks are too close and of a different design and no reason for height of Block D
- Loss of visual amenity
- Adverse impact on open character of the area
- Overdevelopment and overcrowding breaking down the existing community
- Loss of light, outlook and privacy to adjacent properties
- Overbearing and dominating
- Additional noise, anti-social behaviour and disturbance
- Noise and disturbance during construction
- Drainage system unable to cope with extra pressure
- Loss of green space and significant loss of very high quality trees
- Adverse impact on wildlife
- Loss of children's play areas
- Detrimental impact on local highway situation, existing lack of spaces and poor road network
- Additional traffic will cause air pollution
- Inadequate parking will exacerbate existing parking problems
- Construction traffic unsafe for children
- Swept path analysis drawings do not consider parked cars

- Car club bay should be provided
- Existing infrastructure already strained e.g. schools, doctors, public transport
- Lack of provision of affordable housing
- Lack of investment in existing housing stock

6.3 Councillor Andrew Rendle made representations (objecting) on the following issues:

- Flood risk
- Overcrowding
- Loss of green space
- Risk of increased crime
- Parking

## **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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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:

- Section 4: Promoting sustainable transport
- Section 6: Delivering a wide choice of quality homes;
- Section 7: Requiring good design;
- Section 8: Promoting healthy communities;
- Section 10: Meeting the challenge of climate change and flood risk;
- Section 11: Conserving and enhancing the natural environment;
- Section 12: Conserving and enhancing the historic environment.

7.3 The strategic and local policies that need to be taken into account as part of the Planning Committee deliberations are as follows:

7.4 Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children and young people's play and informal recreation facilities
- 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
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local Character
- 7.6 Architecture
- 7.7 Location and design of tall and large buildings
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodland

#### 7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.2 Place Making
- SP1.3 Growth
- SP2.1 Homes
- SP2.3 & SP2.4 Affordable homes
- SP2.5 Mix of homes
- SP2.6 Quality and standard of homes
- SP4.1 & SP4.2 Urban design and local character
- SP4.5 Tall buildings
- SP4.13 Protection of heritage assets
- SP5.2 Health and wellbeing
- SP5.3 Protection of community uses
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Flooding
- SP7.4 Biodiversity
- SP8.3 & SP8.4 Pattern of development and accessibility
- SP8.6 Sustainable travel choice
- SP8.12 & SP8.13 Electric charging infrastructure
- SP8.17 Parking outside of high PTAL areas

#### 7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD7 Inclusive design



- UD8 Protecting residential amenity
- UD13 parking design and layout
- UD15 Refuse and recycling storage
- R06 Protecting the setting of Metropolitan Open Land and Metropolitan Green Belt
- RO8 Protecting Local Open Land
- NC4 Woodland Trees and Hedgerows
- EP1 Control of potentially polluting uses
- EP2 and EP3 Land contamination
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new houses

### 7.7 CLP1.1 & CLP2

- The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. Policies which have not been objected to can be given some weight in the decision-making process. However, at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

### 7.8 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- The London Mayoral (Draft) Affordable Housing SPG. This document is currently out for consultation which seeks to provide a more robust, transparent and clear approach to the delivery of affordable housing (both on and off site). The SPG also recognises a wider range of affordable housing tenures and how the value of these tenures might be maximised whilst ensuring overall affordability for Londoners to either rent a home or purchase a property. Whilst the London Mayor is encouraging all boroughs to adopt the approaches outlined by this draft SPG and it indicates a clear direction of travel, the weight to be afforded to this document is limited at present.

## 8 MATERIAL PLANNING CONSIDERATIONS

### 8.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development and density
2. Affordable housing and housing mix
3. Townscape and visual impact
4. Residential amenity
5. Living conditions of future occupiers
6. Highway safety and car parking demand and supply
7. Trees and biodiversity
8. Other planning matters

## Principle of Development and Density

- 8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised, including providing a variety of housing types and unit mix.
- 8.3 The site is not subject to any policy designations that should be afforded weight in the determination of suitability of the land for use as residential, although the decision taker needs to also consider other related policies when considering the overall planning merits. As the site is in a predominantly residential area, the principle of further residential development is appropriate. The adopted and emerging local plan and the adopted alterations to the London Plan have challenging housing targets and it is important that the borough maintains its 5-year housing supply and contributes positively to the supply of new housing (across all unit sizes and tenures).
- 8.4 Most the buildings would be located on parcels of grass between blocks that, due to their relationship to the residential buildings, are less likely to be well used. These are of varying quality and utility. UDP Policy RO8 Protecting Local Open Land states that sites of less than 0.25 hectares that are too small to show clearly on the Proposals Map will be treated as Local Open Land if they meet one or more of the designation criteria outlined in supporting text to Policy RO8. Whilst the site overall is more than 0.25 hectares, the individual sites are not. Of the designation criteria, it could be argued that the site could fall under criteria: e) open land in the Borough with residential densities of more than 150 habitable rooms per hectare because of their amenity value, being situated in heavily built-up areas h) sites with valuable functions such as amenity, sports, recreation or kick-about areas, or allotments; or j) open land within or on the edge of the built-up area which adds character to the fabric of the urban area.
- 8.5 In terms of the above criteria, the amenity value of the open spaces is relatively low, with them being located between blocks and being provided as grassed areas and circulation routes. It is notable that there are other areas within the wider estate which offer higher quality open space than the areas which form proposed Blocks A-D, namely the existing play space, which is proposed to be upgraded. Plots F and J are better connected to the buildings surrounding them, but they are both still located to the sides of existing buildings and fronting onto adjacent highways and so do not form a high quality amenity area due to these relationship. Similarly, the estate is very near to South Norwood Country Park and the woodland on the opposite side of Long Lane and a play area associated with the "Tollgate" scheme (reference 16/06422/FUL with a resolution to grant planning permission subject to a condition requiring the delivery of the play area) would be approximately 200m from the southern section of the site. With regards to criterion e) whilst the plots are open land, they are not spaces which have a formal play, recreation or exercise value. There are a significant number of larger and more valuable open spaces near to the site, as described above. In terms of criterion h), there is scope for some of the spaces to be used informally for play or recreation. However, there is an existing play area catering for children under 8 within the estate which would be replaced and upgraded and various areas of informal play designed for small children are proposed in the landscape. In terms of criterion j) the site is within a built-up area. The area immediately around the site generally consists of flat blocks set within communal areas. The scheme has been designed with this context in mind and as such does not have a significant impact on the overall character of the fabric of the urban area.

- 8.6 Whilst these small landscaped parcels of land are valued by residents, it is not considered that they meet the criteria to be treated as Local Open Land. As such the principle of development is supported.
- 8.7 Block D is proposed in close proximity to the “World of Golf” site, which is defined as Metropolitan Open Land (MOL). Policies protect the open nature of such designations and restrict them being developed and require developments nearby to not harm the visual amenity of the areas. The appearance of the proposed building is discussed below (under Townscape) however the building is not considered to have a significant impact on the open nature of the MOL given its setting within an urban context and that various other buildings are visible from the land.
- 8.8 The proposed play strategy is based upon Mayor for London’ Supplementary Planning Guidance 2012 Providing for Children and Young People’s Plan and Informal Recreation. Using the playspace calculations set out, 210m<sup>2</sup> of under 5’s space, 60m<sup>2</sup> 5-11’s space and 30m<sup>2</sup> 12+ space should be provided. The proposal would provide a new 5-11’s space which would well exceed the 60m<sup>2</sup> requirement. Two areas of under 5’s play space would be provided as well as playable elements within the landscape, which would provide significantly more than 210m<sup>2</sup>. As such, this is considered to outweigh the lack of provision of 30m<sup>2</sup> for 12+ year olds and is acceptable.
- 8.9 The proposal would result on the loss of several garages. These garages are not protected. Impact on highways and parking is discussed further below.
- 8.10 Table 3.2 of the London Plan and the related Policy 3.4 deals with density of development (linked to PTAL levels). It advises that “suburban” areas are characterised by predominantly lower density development such as detached and semi-detached houses, small building footprints and typically buildings of between two and three storeys. “Urban” areas are within 800m of a District Centre and have terraces, mansion blocks and buildings of different footprints of two to four storeys. The site and surrounding area therefore has a generally suburban characteristic. The policy therefore suggests that between 150 and 250 habitable rooms should be provided per hectare. The scheme contains 132 habitable rooms and has an area of approximately 0.8ha and so falls within this broad bracket. The matrix advises that based on 2.7 habitable room per unit, this should equate to 50-95 units per hectare. The proposal falls comfortably within this bracket.
- 8.11 This policy should not be applied mechanistically and should take a number of other factors into account, including the character of the existing area. The existing estate contains approximately 54 units per hectare (which falls within the same brackets of the London Plan) so has a similar density to the proposal. The existing and proposed schemes would have a combined density of approximately 60 units per hectare, again falling comfortably within the policy guidance.
- 8.12 All units are one or two bed flats and as such the proposal does not represent the best mix of unit sizes. However, 23 of the 53 units proposed would be 2 bedroom 4 person units which would be suitable for family accommodation. Additionally, other sites within the tranche, most notably the Tollers Lane site provide a very high proportion of family units. The mix is considered appropriate.
- 8.13 The principle of the proposed use is acceptable subject to other material considerations as addressed below.

## Affordable Housing and Housing Mix

- 8.14 The provision of affordable housing is a necessary pre-requisite to providing a diverse variety of homes that meets a range of housing needs. All major schemes should provide affordable housing and where the maximum policy compliant affordable housing level is not 50%, a viability appraisal should be undertaken to justify the more limited levels proposed. CLP Policy SP2 makes a presumption, outside of the Metropolitan Centre, that affordable housing will be delivered on site. However, the London Plan envisages that there may be circumstances where affordable housing is provided off-site as part of a donor site arrangement where it allows for the delivery of higher levels of affordable housing, or other benefits. Overall the London Plan acknowledges that it may be necessary for a flexible approach to be taken towards the provision of affordable housing to encourage residential development.
- 8.15 The applicant has so far submitted 28 planning applications across the Borough, seeking to deliver an ambitious and progressive housebuilding programme (including the delivery of significant levels of affordable housing) across the Portfolio and has indicated that it intends to deliver these schemes across a series of tranches. The applicant has confirmed their intention to adopt a donor site arrangement across the Portfolio to deliver affordable housing, with the sole purpose to maximise the amount of affordable housing that can be delivered across each tranche. This approach can be supported if it secures the delivery of more affordable housing than the normal policy approach.
- 8.16 This site forms part of Tranche 3 which comprises of 6 sites, all of which are “major” developments requiring up to 50% affordable housing, subject to viability. The sites in Tranche 3 are as follows:

Applicant's affordable housing proposal – Tranche 3		Proposed tenure			
Application Number	Name	Private units	Affordable Rent units	Shared Ownership units	Total No of Units
16/06505/FUL	Tollers Lane	22	0	18	40
16/06514/FUL	Heathfield Gardens	20	0	0	20
16/06512/FUL	Auckland and Sylvan Hill	38	0	19	57
16/06508/FUL	Longheath Estate	0	24	29	53
16/06469/FUL	Drummond Road	28	0	0	28
16/06419/FUL	Station Road, South Norwood	14	0	0	14
	<b>TOTAL</b>	<b>122</b>	<b>24</b>	<b>66</b>	<b>212</b>

- 8.17 As all the sites in Tranche 3 are major sites, the total maximum amount of affordable housing that policy would require would be 106 units, of which 64 would be affordable rent accommodation and 42 would be shared ownership.
- 8.18 Affordable housing policy makes clear that the delivery of affordable housing should consider site viability considerations to ensure that affordable housing requirements

do not result in schemes overall being undeliverable (in viability terms). In such circumstances, it can be acceptable to deliver less than 50% affordable housing (including delivery of an alternative affordable tenure mix).

- 8.19 The schemes were reviewed by an independent viability consultant. This concluded that, after considering several different factors and contingencies, the sites might well be able to support the following provision of affordable housing at a policy compliant mix (60:40 in favour of affordable rent):

<b>Viable levels of affordable housing – Tranche 3</b>		<b>Proposed tenure</b>			
<b>Application Number</b>	<b>Name</b>	<b>Private units</b>	<b>Affordable Rent units</b>	<b>Shared Ownership units</b>	<b>% Affordable provision</b>
16/06505/FUL	Tollers Lane	35	3	2	13%
16/06514/FUL	Heathfield Gardens	20	0	0	0%
16/06512/FUL	Auckland and Sylvan Hill	14	26	17	75%
16/06508/FUL	Longheath Estate	22	19	12	58%
16/06469/FUL	Drummond Road	28	0	0	0%
16/06419/FUL	Station Road, South Norwood	14	0	0	0%
	<b>TOTAL</b>	<b>133</b>	<b>48</b>	<b>31</b>	<b>37%</b>

- 8.20 The applicant has challenged several assumptions that informed this independent review, including the value of affordable rent units, existing land values and the final sales values. Notwithstanding the applicant's concerns, officers consider that the review output is a reasonable position and should not be as easily discounted. However, as with all such exercises, there are several assumptions made which are invariably open to interpretation and further analysis (especially where sales values and land values are difficult to determine, with general lack of comparables). In this instance, there is a fair degree of uncertainty, as some of the sites are in locations where there have not been a high number of sales of comparable units to use to benchmark valuations. Consequently, whilst officers are broadly content at this stage to accept the applicant's viability case, with such uncertainty, it is recommended that a review mechanism be utilised to allow for a review of the scheme viability at the point of commencement, to determine whether there is scope to either increase the level of on-site delivery and/or to modify the mix of affordable housing accommodation to bring delivery closer to the 60-40 affordable housing split (in favour of affordable rent) as envisaged by policy.

- 8.21 Notwithstanding the applicant's concerns, the independent viability review has demonstrated significant differences in levels of viability for the different sites, based in part on their location, site constraints and the prices which tend to be achieved in the local area. It shows that some sites could support a fair amount of affordable housing and half could not support any. The appraisal shows that some sites could support more than 50% affordable housing which, if considered individually as opposed to as a tranche would not be necessary in policy terms. Therefore, taking viability and the maximum policy position into account, the amount of affordable



housing which the sites could support, if assessed individually as opposed to as a tranche, would be 36 units of affordable rent and 23 units of shared ownership, which would equate to an average of 28% affordable housing (across the major applications).

8.22 Taking this information, it can be compared against the applicant’s tranche-wide affordable housing offer:

Name	Affordable rented units	Shared ownership units	Total affordable units	% Affordable provision
Viable major sites (capped at 50%)	36	23	59	28
Tranche-wide offer	24	66	90	43

8.23 Whilst the tranche-wide approach would deliver 12 fewer affordable rent units and would be reliant on delivery across a range of donor sites, it would also result in an additional 31 affordable housing units overall (although all this uplift would be shared ownership tenures rather than affordable rent tenures). This would represent a 50% increase over and above what would be expected for the major applications (albeit with a very different tenure split).

8.24 It is considered that this increased supply of shared ownership affordable housing would meet an identified need for affordable accommodation and would go some way towards meeting the affordable housing requirements set out in the development plan and as such, the supply of an additional 31 shared ownership units would outweigh the deficit of 12 affordable rent units.

8.25 The donor sites in Tranche 3 are spread throughout the Borough and support the delivery of “mixed and balanced communities” which is one of the objectives of the London Plan policy requiring on-site delivery. The applicant has demonstrated on a Ward by Ward basis that the provision of shared ownership tenure accommodation would be desirable, especially as shared ownership tenures are under-represented in the application areas.

8.26 This scheme comprises most of the affordable units within the tranche. These units would be spread throughout the estate and includes over half as shared ownership units, which could over time become private for sale units (following potential stair-casing) adding to the tenure mix of the local area.

8.27 This method of delivery of affordable housing is innovative and demonstrates a flexible approach to securing affordable housing which is supported by the London Plan. Whilst it is not fully in accordance with the provisions of the development plan, off site affordable housing provision is anticipated by planning policy documents. Taking this approach would facilitate a significant uplift in affordable housing delivery, over and above standard policy requirements. These benefits of a tranche-wide, donor site approach to affordable housing provision in this case (being the provision of an amount of affordable housing above policy requirements, a demonstration that the maximum viable amount and mix of affordable housing on major sites is being secured and that this approach allows sites to be developed that would otherwise be unviable) would outweigh any harm caused by the failure to deliver affordable housing on a site by site basis. Subject to the use of a subsequent viability review (prior to commencement of development), officers find the approach proposed by the applicant to be acceptable.

- 8.28 As the applicant currently has no ownership interest in the land the subject of this proposed development, it is recommended that a planning condition be imposed preventing any development from taking place on site unless and until all parties with a legal interest in the land (including the applicant) have been joined as parties to a legal agreement under S.106 of the Town and Country Planning Act 1990, with specific covenants specified to prevent occupation of a percentage of private sale units on site until such time as prescribed levels of on and off site affordable housing across Tranche 2 have been completed and are available for occupation/hand-over. The required heads of terms (including the requirement for a viability review) will be set out within any condition. This recommended approach (using a planning condition to require a later S.106 Agreement to be completed) has been successfully tried and tested by the London Legacy Development Corporation in relation to sites near the former Olympic Stadium and a similar approach was recommended by your officers in relation to the College Green/Fairfield Halls submission, which was accepted by the Planning Committee in February 2017. This approach will ensure that this important tranche of developments and the significant amount of affordable housing will be delivered.
- 8.29 Planning applications have been submitted for all sites within Tranche 3. Four applications are being reported to Planning Committee concurrently, with others proposed to be determined under delegated powers or at a later Planning Committee. The affordable housing analysis set out above covers all the sites in the tranche, so should an application be refused by Planning Committee or under delegated powers, the figures above would change. The RECOMMENDATION to Committee sets out a mechanism for reporting applications back to the Committee, should this be necessary.

### **Townscape and Visual Impact**

- 8.30 The overall estate layout is a series of buildings ranging from single storey (bungalows near to Plot J) to four storey maisonettes (running along the front and rear of the site) with a mix of two and three storey terraced houses and flats in between.
- 8.31 The proposed development in many ways follows this existing character in terms of the built form. The buildings on Plots A&B are proposed as three storeys and would sit well with the four storey blocks adjacent. The height transition created by the parapet wall would mediate between the ridge and eaves height of the adjoining buildings. The buildings on either side are on a staggered angle; the front elevation would follow the line of the building to the north, which is considered appropriate and reflect the layout of the existing blocks. The rear elevations are deeper than the blocks to the north but the blocks are not of such a mass that they are considered inappropriate for the area.
- 8.32 Block C would follow a very similar design approach to Plot A and B, but would be taller, to reflect the wider plot and gap between the existing buildings. The height would be above the neighbouring buildings, which is considered appropriate given the width of the site; the proportions of the width, height and separation of the elevation into bays would help emphasise the horizontal elements of the proposal and would allow the building to sit comfortably with its neighbours.
- 8.33 Block D would be taller, at six and four storeys with the mass broken down by the change in height and two different brick colours. The orientation of the block means that it would not present the widest elevation to the approaches to the block within the estate. The lower, four storey elements would be focused towards the southern element of the building with the taller to the rear and facing out onto the tam lines and

the Country Park beyond. The height and width of the block would add to the legibility of the estate by signposting the route to the tram stop. The arrangement of windows and main elevations to the south optimises sunlight and daylight penetration and provides surveillance to the pedestrian route which leads to the Tramstop and the Country Park, adding to safety and security of the local area.

- 8.34 Block F would be a split two and three storey block located close to the entrance in to the estate and adjacent to three storey maisonettes. The taller element would be located at the corner, with the lower element enclosing the urban block of the run of buildings which front on to Long Lane and Longheath Gardens. The heights span the transition from the existing maisonettes to two-storey semi-detached houses. The block would have a mainly southerly orientation with the main entrance located in the centre of this block. This entrance location would allow the block to be read as a new element, facing on to the Longheath Gardens entrance to the estate. The heights are considered appropriate in terms of the relationships with neighbouring built form and the slight increase in height on the corner also marks the main vehicular route in and out of the estate.
- 8.35 Block J would be located towards the northern end of the estate and would also enclose the urban block formed by the buildings on Long Lane and Longheath Gardens. This block would form a built frontage to Milford Gardens which is currently only addressed by the side elevations of the neighbouring buildings and so would more positively define the street. The building height would be four storeys at the north-east corner, which is the most open corner (with no buildings opposite). To either side of the four-storey corner element the proposal drops to three storeys where adjacent to neighbouring buildings. The transition in height from three storeys, with a flat roof to the two storey plus pitched roof height of the semi-detached property adjacent is considered appropriate as the building steps down to meet it. The front elevation of the return element, which would be next to the semi-detached house, follows the same building line as those properties on Long Lane.
- 8.36 The blocks follow a common style, being generally contemporary in appearance, of brick construction, with balconies partially or fully recessed into elevations to provide depth to facades. Parapet walls would be utilised to increase height where appropriate, to form transitions with neighbouring buildings. Similarly, the mass of larger buildings would be broken down through use of contrasting brickwork. Circulation cores would also be expressed, generally through recessed elements with the communal entrances marked with canopies to ensure their legibility. The quality of the brickwork used and the detailing of the balconies and depth of window reveals, being the main elements which punctuate the brickwork, are very important in securing the overall quality of the design of the blocks and so conditions are recommended to ensure that details of the design are submitted for approval, as well as the materials to be used.
- 8.37 The blocks overall would result in a reduction of open space in the estate. As set out above, the impact of blocks both individually and cumulatively would be acceptable in terms of the character and townscape of the area. The change to the character of the estate would however be minor as the existing built form locates four storey maisonettes in an area of mixed building heights. The impact on the overall character and appearance of the area is therefore considered to be acceptable and the location of taller elements within the estate follows a rationale relating to adjacent building height, plot size and indicating key routes through the estate.

## **Residential Amenity**

### Blocks A & B

- 8.37 The adjacent buildings have no side facing windows, so the main location of the blocks would have no significant impact on light or outlook. The rear elevations of the blocks do not significantly overrun the rear elevations of the existing buildings to the north, therefore having an acceptable impact in terms of light or causing an increased sense of enclosure. Due to the orientation of the blocks, the proposals would be located to the rear of the buildings to the south. In both instances the buildings would be further away from the southern boundary and as the orientation of these buildings is to the north, they would not result in a significant impact on light and outlook.
- 8.38 The proposal would result in a large side elevation being located facing these blocks. They would be located between 8 and 10m from the rear elevations of the existing buildings to the south with some window openings to break up the mass of buildings. These windows are secondary to the rooms which they serve, which have main outlook to the front or rear, so could be conditioned to be provided as obscure glazing should this be necessary. On balance, given the communal nature of the gardens they would overlook, and that they would be at right angles to the rear elevations of the buildings to the south, this is not considered necessary.

### Block C

- 8.39 This block has a very similar relationship as blocks A and B. The relationship in terms of windows and daylight and sunlighting would be the same. The proposed block is larger than A and B however the plot has different dimensions. The plot is larger towards the rear, resulting in the proposed side elevation being 7m from the rear elevation of the building to the south at the nearest point and over 5m from the boundary deeper into the site. This separation distance, combined with the angle of the block and the opportunity for planting afforded to the side of the block, to break up the lower levels of the building, are considered to satisfactorily overcome the impact of the side elevation on outlook from the most adjacent properties.

### Block D

- 8.40 The main height of Block D would be located adjacent to the blank elevation of the building to the north. The four-storey element would project in front of the block to the south. However, due to the separation distances involved, only eight windows of 56 in the block would fail the BRE criteria for daylight and sunlight and seven of these rooms are located beneath balconies, with the balconies having a significant impact in terms of the amount of daylight available. These rooms would still have adequate availability of views of the sky and met the requirements for sunlight and so on balance this impact is considered acceptable.

### Block F

- 8.41 Whilst the main section of Block F would again be located adjacent to a blank side elevation, the two-storey element extends to the rear of the building to the north to enclose the urban block. However, due to the two-storey height of this block, with a flat roof, only two windows would fail to meet daylighting requirements and these are again affected by balconies in the current situation. One window would also have a minor transgression for provision of sunlight in mid-winter but this would be minor. Whilst the

proposed block would extend to the rear of the block to the north, the technical impacts on daylight and sunlight would be minimal. Whilst the proposal would have an impact in terms of a sense of mass close to the boundary, it is relevant that these units are dual aspect, which would remain unaffected by the proposal. Furthermore, these properties are maisonettes spread over two floors, so the impact on the upper floor would be minimal. As such, the overall impact in terms of outlook would be acceptable.

8.42 During processing the application, amended plans were received with regards to this block which re-sited the two-storey element 300mm away from the northern property boundary to reduce the impact. The windows proposed in that northern elevation, which serve a bedroom at first floor, have been amended to be high level only, above 1.7m from the internal floor level, so that they would not result in a loss of privacy. One first floor side window is proposed which, whilst it would be some 18m from the rear elevation of the semi-detached property to the east, would be close to the boundary and so could overlook the rear garden. This has been amended to be obscure glazed, and would be conditioned as such, and made smaller to reduce any residual sense of overlooking.

#### Block J

8.43 This block would be located to the north of the existing units and so would therefore be less likely to have a significant impact on daylight and sunlight. The existing side facing windows in 263 Long Lane (the semi-detached property adjacent) would be affected by any proposal on this plot of land. The first floor main habitable room windows are orientated to face the front and rear (east and west) so the impact of a loss of light to the side window is considered to be reduced. Furthermore, it is noted that the semi-detached properties which make up this street typically have a side facing first floor window which faces on to the immediately adjacent flank elevation of the neighbouring block. The impact therefore is not out of keeping with the local area. The ground floor window is a secondary window to a room with the main window located on the rear elevation, so the impact is considered acceptable. Whilst the rear elevation of the proposed block would be 1.5m deeper than the main rear elevation of the existing house, considering that there would be a 5m separation, this would not have a significant impact on outlook or a sense of enclosure.

8.44 The block would be located to the rear and to the north of the three storey maisonettes at 297-306 Longheath Gardens. The rear elevation of this property also has recessed ground floor elements beneath a first floor access which significantly reduces the existing daylight levels. Given the location of the property to the north and that the rear building line of the proposed block would be 10m away at a 45 degree angle, the impact on light and outlook is considered acceptable. The two-storey detached building on the opposite side of Longheath Gardens/Milford Gardens has a living room in the front elevation which would be affected by the proposal. This is the only room in the house which would be affected and it is noted that this property has good, uninterrupted, outlook to the north over Tannery Close. The impact on that property is therefore considered to be acceptable. The proposal would be too far from the single storey buildings to the south west to have a significant impact, being 40m away and on the opposite side of the road.

8.45 This block would run along the side of the existing gardens of these properties and at a height of three and four storeys would lead to some sense of enclosure. The taller part of the building would however be located 10 and 17m from the neighbouring properties and so the impact is not considered to be so significant to warrant the refusal



of the scheme. It is also of note that the area is characterised by a mix of building heights, including four storey buildings similar distances from single storey buildings.

- 8.46 In terms of overlooking, the windows in this building would generally face outwards towards the street. Above ground floor, all windows are either secondary or non-habitable. Those that are at right angles to the maisonettes and nearest are recommended to be obscure glazed through a condition. Those in the rear elevation of the return element are a similar distance from the maisonettes as the existing semi-detached properties and so, whilst higher, on balance it is not considered necessary to secure these as obscure glazing.

#### General Site Impact

- 8.47 The increased number of properties has been assessed to be appropriate for the area in terms of density and so whilst it would lead to additional residents the impact in terms of noise and disturbance is unlikely to be significant. Incidental areas of grassland would be lost to the development which do provide some visual amenities. However, landscaping is proposed which would improve the area in front of the existing and proposed blocks at the rear of the site and create a landscaped, mainly pedestrianised street, improving the quality of the public realm at the heart of the estate. This general impact on the estate is therefore considered to be acceptable.

#### **Living Conditions of Future Occupiers**

- 8.48 Policy SP2.6 requires that all new homes meet the needs of the residents over a lifetime by achieving the minimum standards set out in the Mayor of London's Housing Supplementary Planning Guidance. The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the internal amenity space. All the proposed units meet the minimum required internal space standard.
- 8.49 The Daylight/Sunlight Report states that in terms of daylight, some of the proposed units would fail the "Average Daylight Factor" criteria for daylight to main living areas other than bedrooms. These failures tend to be mainly between 1.6% and 1.9% (against a target value of 2%) although a small number of rooms would be more significantly affected. However, these rooms would still have good access to the sky and exceed the target of 80% of the room having a view of the sky. Additionally, all of these affected rooms would have sufficient levels of access to sunlight. Only four units in the scheme do not meet the proposed sunlight criteria and those are only because side-facing windows on to an enclosed balcony require assessment due to their aspect. Given that the orientation of the blocks most affected by daylighting levels at the rear of the site is set by the existing buildings they are surrounded by, it is considered impractical to re-orientate the building to achieve a greater amount of sun or daylight.
- 8.50 In Block J, 4x1-bedroom 2-person units would be north facing (1 per floor) and as such would have poor access to sunlight. A mainly recessed balcony would allow some small amount of outlook and light from the north east. The balcony would extend beyond the front elevation of the block slightly to allow that to have a more open aspect but it is acknowledged that these units would have poor levels of access to sunlight, but the levels of daylight are considered acceptable. The constraints of this site do make providing these units with better light and outlook impractical – if windows were located in the southern elevation they would directly overlook the gardens of properties

to the south. Considering that this is a small number of units in the overall scheme, this is not considered to be sufficient to warrant the refusal of the application.

- 8.51 As regards external amenity space, the London Housing SPG states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an additional 1 sqm added for each additional occupant. UDP Policy UD8 requires development proposals to provide residential amenity space to be considered as an integral part of the design of the overall development concept. Each unit has a separate garden, courtyard or balcony which accords with the required space standard.
- 8.52 A Contaminated Land assessment has been undertaken and assessed. The submitted report was based on only partial site investigations so further studies are necessary, which can be secured by condition. The investigation also found contaminants present so a remediation strategy will be required, which can also be secured by condition.

### **Highway Safety and Car Parking Demand and Supply**

#### Access

- 8.53 The number of trips expected to be generated by mode by the proposed scheme has been calculated using a combination of trip databases TRICS and TRAVL together with 2011 Census information. The trip generation analysis has indicated that the proposed scheme would generate a moderate level of vehicular traffic in the peak periods: 19 car trips in the AM peak and 18 in the PM peak. This would equate to one vehicle every three minutes during the peak hours. Vehicle movements would be less frequent outside of peak hours. This level of trip generation is expected to be able to be accommodated within the existing highway network.
- 8.54 Vehicular access would be provided directly from the existing road network. Emergency vehicles would be able to gain direct access to the residential units directly from Longheath Gardens and the areas of hardstanding which would be created in front of Blocks A – D. Amended drawings were received during processing the application in order to balance the amount of hardstanding in front of these blocks with the desire for this to be a landscaped strip and not dominate the area with hardstanding. This has changed the proposed servicing strategy, which would have seen the two sets of spur roads of Longheath Gardens be linked to provide a loop for bin lorries and emergency vehicles. This was considered to have too detrimental an effect on the loss of trees of value and would likely lead to the area becoming dominated by parking. Therefore the amended servicing strategy would see bin lorries turn in the enlarged turning heads at the end of the Longheath Gardens spur roads. These areas are considered to provide adequate areas to turn vehicles safely and provide suitable access. A condition is recommended to ensure that the details of this are submitted for agreement.
- 8.55 Pedestrian access and footpaths would be retained and would be locally upgraded for the new pedestrian street running north-south in front of Blocks A – D. This route would be provided as a shared surface within the parking courts and an improved pedestrian routes between the enlarged turning heads at the ends of Longheath Gardens and would be secured by condition.
- 8.56 A preliminary Construction Logistic Management Plan has been submitted with the application. As the development is at planning application stage, a contractor has not yet been appointed and the applicant has not been able to provide full details of site

layout and management or the numbers or timing of deliveries. Prior to the appointment of the Principal Contractor a Construction Management Plan should be developed alongside the pre-commencement Health and Safety Information (PCI), also required by the Construction (Design and Management) regulations 2015 (CDM 2015).

### Parking

- 8.57 The site is located within an area with a public transport accessibility level (PTAL) rating level of 2-3 which is considered to have moderate access to local transport links. The site is however within a 10 minute walk of trams at Arena and Elmers End tramstops and two bus routes on Long Lane.
- 8.58 There are 40 existing garages on site, to be removed. Of these, 30 are let to individuals who live within 1.5 miles of the site and therefore it can be assumed that these spaces are either used for parking or storage. However, it is noted that they are less than 5m deep and/or 2.8m wide and are therefore likely to be too small to be used for the parking of modern vehicles. 39 on and off street parking spaces would be lost to the development. The scheme proposes 53 additional residential units and Census data from the local area shows that households have on average 0.8 vehicles available to them, resulting in approximately 45 vehicles likely to result from the development.
- 8.59 Parking stress surveys have also been undertaken, which the applicant argues demonstrates that an average of 19 unrestricted vehicle parking spaces are available within 200m of the development at peak times. The proposal also includes the provision of 72 spaces (including reprovision of the lost 39 spaces). The applicant therefore argue that the proposal would result in the generation of demand for 84 spaces (45 new vehicles + 39 spaces lost). With 72 spaces proposed and an average of 19 spaces available on street, they consider that impact on parking would be acceptable.
- 8.60 London Plan parking standards state that one to two bed units should have less than one parking space per unit while three bed units should have a maximum of 1.5 parking spaces per unit. Based on the unit types the proposal would demand a maximum of 53 parking spaces – although the general tenor of policy is to seek reduced car parking levels – thereby reducing private car trips and encouraging more sustainable modes of travel (including walking, cycling and use of public transport).
- 8.61 Officers acknowledge that parking demand on the surrounding streets is high, but the findings of the parking stress test are considered to be reliable, with 19 spaces generally available. Due to the high parking stress, a Travel Plan Statement has been prepared for the site and a car club space is also proposed. The benefits of a Travel Plan focus on promotion of alternatives to the private car, thereby reducing the congestion and increased opportunities for active healthy travel, such as walking and cycling. The inclusion of the car-club space would benefit proposed and existing residents and it is estimated that such a provision would reduce parking demand by 6-8 spaces. These measures would be secured as part of the future S.106 Agreement process.
- 8.62 Overall, whilst high parking street in the area is recognised, by reason of the number of parking spaces and sustainable travel options proposed, including a car club space, it is not considered that the development would harmfully worsen the existing situation. The proposal accords with the thrust of the London Plan whereby providing downward pressure on the availability of car parking space is a key approach to slowing the

increase of car use within London and the proximity of the site to both Arena tram stop and Elmers End tram and metropolitan rail links is also noted. Conditions are recommended to ensure that parking is provided in a satisfactory fashion to ensure that there is no detrimental impact on highway safety.

- 8.63 The London Plan cycle parking standards for residential development are one space per one bed units and two spaces per unit for all other dwellings resulting in a requirement of 76 spaces, plus one space for visitors. A condition is recommended to secure a total of 77 spaces in accordance with the above requirements.

### **Trees and biodiversity**

- 8.64 The Arboricultural Report identifies that there are 53 arboricultural items within the site area, comprising 49 individual trees and 4 groups. The proposal would result in the loss of 21 trees and one group of two trees following the receipt of amended plans.
- 8.65 Amended plans were sought due to concerns with the amount of hardstanding to be created in front of Blocks A – D and that this would result in the unnecessary removal of two Grade B trees. Amended drawings were received which retain these trees as the area is no longer required for servicing. Officers are satisfied that whilst the proposal would result in the loss of a significant number of trees, the majority of them, 14, are graded C and as such the loss of these trees is considered acceptable when mitigated by the 87 replacement trees. A number of Scot's Pines and Cypress trees are prominent in the area, the former especially along the boundary with the tram line. A condition is recommended to secure details of replacement planting and landscaping, which it is recommended should include the above species as well as those proposed by the applicant to support biodiversity improvements.
- 8.66 An Ecological Assessment has been submitted with the application. It has identified low probabilities of the existing buildings to be demolished or the trees to be felled as providing bat roosts. Some trees may contain nesting birds and so it is recommended that they are felled outside of the season. Habitat improvements in terms of landscaping species and bat and bird habitats are recommended, which is considered acceptable.

### **Other Planning Matters**

#### Flood Risk

- 8.67 The site is located within Flood Zone 1. A Flood Risk assessment has been undertaken which concludes that the scheme is at low risk of flooding from all sources.
- 8.68 To ensure that the proposed scheme does not detrimentally affect surface water flood risk in its local drainage catchment a drainage strategy is proposed that will implement forms of SuDS which would reduce the run off from the site below existing run-off levels and below 5l/s/ha.
- 8.69 The Lead Local Flood Authority (LLFA) initially raised an objection to the originally proposed scheme which did not provide sufficient information to demonstrate that the proposal would not cause surface water drainage concerns. The drainage strategy has therefore been amended and the LLFA subsequently queried a number of the amendments which have now been further amended so that concerns have been overcome. The LLFA recommended that permission be granted subject to conditions, as included in the recommendation.

### Energy Requirements

- 8.70 The applicant has submitted an Energy Statement and Sustainability Statement which outlines that sustainable design and energy management measures can be incorporated to meet the requirements of Policy SP6 and achieve a reduction in carbon emissions over Building Regulations 2013 by 35%. Energy use would be minimised through demand reduction and passive measures such as high levels of insulation and high efficiency glazing and the use of natural ventilation, with solar panels and other measures as required and controlled by a condition relating to detailed design.
- 8.71 A Low Emissions Strategy would be required with regards to emissions during construction and air quality and to ensure that vehicles generated by the development do not contribute significantly to air quality issues.

### Community Infrastructure Levy

- 8.72 The development would be CIL liable. The levy amount has been calculated to ensure that the development contributes to meeting the need for physical and social infrastructure, including educational and healthcare facilities.

### **Conclusions**

- 8.73 It is recommended that planning permission should be granted.
- 8.74 The scheme maximises the housing potential of the site (including the delivery of a high level of family housing and off-site affordable housing) without harming the character of the area and adequate mitigation by way of landscaping is proposed to accommodate the loss of a number of mature trees.
- 8.75 The proposal would have some limited impacts on residential amenity, but these are considered to be acceptable and not so significant as to warrant refusal of the scheme.
- 8.76 The levels of existing carparking in Longheath Garden are noted and the proposal would create additional parking areas to ensure that the predicted increases in parking demand can be adequately accommodated. Amended drawings were received during processing of the application to ensure that the parking arrangements were practical and well designed in a landscaped setting.
- 8.77 All other relevant policies and considerations, including equalities, have been taken into account.

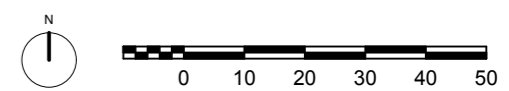


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— Site Boundary

Revision	Issued	Issue Title
-	21/12/2016	Planning



**DO NOT SCALE FROM THIS DRAWING**

All measurements given are indicative, on site dimensions must be determined prior to the purchaser manufacture of any components. All discrepancies between indicative dimensions given and those measured on site to be brought to architect's attention.

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DRAWING TITLE:  
**Site Location Plan**

PROJECT:  
 Croydon Small Sites - Heathfield Gardens

CLIENT: Brick by Brick (Croydon)      DATE: 21/12/2016

DRAWING STATUS: **PLANNING**      SCALE: 1:1250 @ A3

Project	Project Stage	Site No.	Drawing No.	Revision
248	2	24	001	98

**PART 7. Planning Applications for Decision**

**Item 7.2**

**1 SUMMARY OF APPLICATION DETAILS**

Ref: [16/06514/FUL](#) (*Link to associated documents on the Planning Register*)  
 Location: Land and Garages South West of the Junction Of Heathfield Road and Coombe Road Croydon CR0 1EL  
 Ward: Fairfield  
 Description: Demolition of the existing garages, relocation of existing substation and erection of one three-storey building comprising ten flats and one part three, part four storey building comprising seven flats and 1x3 bed house together with external stores and substation re-provision, car parking, landscaping and other associated works (AMENDED PLANS RECEIVED - BLOCK B REDUCED IN DEPTH, BLOCK A PART-INCREASED IN HEIGHT BY 1 STOREY, 2 ADDITIONAL PARKING SPACES, ALTERATIONS TO LANDSCAPING AND INTERNAL LAYOUTS)  
 Drawing Nos: (EX)001, (EX)010, (EX)011, 211, L-S-001-16141-24-PGA01 PL02, L-S-002-16141-24-PH02 PL01, L-S-003-16141-24-PP03 PL02, 212 01, 101 02, 100 01, 101 01, 102 01, 103 01, 104, 105 01, 106 01, 107 01, 108 01, 109, 200 -0, 201 -0, 202 -0, 203 -0, 206 -0, 207 -0, 208 -0, 209 -0.  
 Agent: Carter Jonas Ltd  
 Case Officer: Richard Freeman

	1 bed	2 bed	3 bed
<b>Houses</b>			1
<b>Flats</b>	8	11	

Number of car parking spaces	Number of cycle parking spaces
30	36

1.1 This application is being reported to Planning Committee because objections above the threshold in the Committee Consideration Criteria have been received and Cllr Pollard has objected and has referred the application to Planning Committee.

**2 RECOMMENDATION**

2.1 That the Planning Committee resolve to GRANT planning permission subject to:

A: Resolutions to grant planning permission by Planning Committee in respect of applications LBC Refs 16/06491/FUL (Station Road, South Norwood) 16/06508/FUL (Longheath Estate), 16/06505/FUL (Tollers Lane) 16/06514/FUL (Heathfield Gardens)

B: The grant of planning permission (to be determined under delegated powers) in respect of application LBC Refs 16/06469/FUL (Drummond Road)

Should either A or B above not be determined in accordance with the above outcomes, the planning application the subject of this report would be required to be referred to

Planning Committee for reconsideration (specifically around affordable housing delivery – in view of the tranche-wide nature of the affordable housing offer).

- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission, negotiate the legal agreement referred to in condition 1 and impose conditions and informatives to secure the following matters:

### **Conditions**

- 1) Legal agreement to secure the following planning obligations:
  - a) Offsite delivery of affordable housing
  - b) Provision of Travel Plan
  - c) Local employment and training strategy
  - d) Restrictions on selling or letting units with parking spaces, beyond wheelchair units
  - e) Restricting car parking permits associated with the development
  - f) Review mechanism regarding affordable housing delivery
  - g) Delivery of public route through site, to include route and steps to the eastern edge of Spices Yard carpark
  - h) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 2) Development implemented in accordance with submitted drawings
- 3) Details of materials to be submitted and approved
- 4) Detailed design of entrance frames and balcony handrails to be agreed
- 5) Various side facing windows and sides to balconies to be screened
- 6) No windows other than as shown
- 7) In accordance with Lighting Strategy, Noise Report and Air Quality Report
- 8) Landscaping scheme including maintenance strategy to be submitted and approved
- 9) Full details of all proposed land level changes to be agreed
- 10) Noise from air handling units
- 11) Contaminated land assessment to be submitted and approved
- 12) Retention of car and cycle parking spaces in accordance with detailed design to be approved
- 13) Provision of electric vehicle charging spaces
- 14) In accordance with Travel Plan
- 15) Provision of car club space
- 16) Approval of construction logistics plan, low emissions strategy & detailed design of ecology measures
- 17) Provision of children's play space – full details to be submitted
- 18) In accordance with Tree Protection measures
- 19) In accordance with mitigation measures of ecological survey
- 20) Water efficiency
- 21) Sustainable development 35% carbon dioxide reduction
- 22) Approval of detailed design of a surface water drainage scheme
- 23) Development to commence within 3 years of the date of permission
- 24) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

### **Informatives**

- 1) Community Infrastructure Levy (CIL) – Granted
- 2) Details of donor site arrangement

- 3) Removal of site notices
  - 4) Code of practice on construction sites
  - 5) Any other informatives considered necessary by the Director of Planning
- 2.3 That the Planning Committee confirms that it has paid special attention to the desirability of preserving the Listed Building, its setting and any special features of architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.4 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

### **3 PROPOSAL AND LOCATION DETAILS**

#### **Proposal**

- 3.1 Demolition of garages and storage and erection of two blocks to provide a total of 19 flats and one attached house.
- 3.2 Block A would be located fronting onto Heathfield Road on an existing communal open space. It would be part three storey, part four storey and accommodate 1 x 1-bed 1-person unit, 6 x 1-bedroom 2-person flats and 5 x 2-bedroom 4-person flats. Communal and ground floor unit entrances would be provided off Heathfield Road behind defensible space and all units would have private outdoor amenity space.
- 3.3 Block B would be located towards the rear of the site, close to the boundary with Spices Yard and properties backing onto South End. It would run parallel to the rear boundary and would also be part three, part four storeys and provide eight units as 1 x 1-bedroom 2-person flat, 2 x 2-bedroom 3-person flats, 4 x 2-bedroom 4-person flats and 1 x 3-bedroom 5-person house. All units would similarly have private amenity space and principal room windows would be located on the south or east facing elevation. Two disabled units are proposed.
- 3.4 30 parking spaces are proposed and existing bin stores would be re-provided, as well as a substation and bike store. A new pedestrian route through the site would be proposed from Heathfield Road to the front of Block B, with the intention to connect to Spices Yard in the future.
- 3.5 24 trees and one tree group have been surveyed either within or immediately adjacent to the site. 12 trees would be lost to the development and 16 replacement trees are proposed.
- 3.6 During the application, amended plans were received with regards to both blocks, increasing the height of Block A and reducing the width of Block B to limit its impact on the adjacent listed building. This reduction in width resulted in changes to the proposed parking layout. Amended plans were re-advertised.
- 3.7 This application has been submitted as part of a wider programme of approximately 50 sites ('Portfolio') across the Borough of Croydon. The applicant has stated that they aim to deliver 1000 residential units of which half are intended to be delivered within affordable housing tenures. Each site is the subject of a separate planning application with the Portfolio divided into tranches. To date, three tranches of applications have

been submitted, which amounts to applications on 28 sites for approximately 540 dwellings of which 235 are proposed as affordable housing tenures.

- 3.8 The affordable housing proposed is not balanced across all sites within tranches and Portfolios with some sites proposing more affordable housing and some less, with developments which are “minors” (which do not require affordable housing provision in policy terms) also proposing some affordable housing. As such, some sites act as “donor” sites in affordable housing terms and others are “beneficiaries” (i.e. they are sites which require affordable housing in policy terms which is being provided off-site or as a mixture of on and off-site).
- 3.9 The site is within Tranche 3. The applicant proposes to deliver 43% of affordable housing across Tranche 3 in accordance with the donor site arrangement summarised above. This development would provide units for market sale or rent with affordable housing being proposed on identified donor sites.
- 3.10 The planning consideration for the donor site arrangement is set out in greater detail below.

### **Site and Surroundings**

- 3.11 The site is located at the junction of Coombe Road (a London Distributor Road) and Heathfield Road (a Local Distributor Road). The existing buildings comprise a three storey flat block with accommodation in the roof fronting the junction, with decorative gables and detailing. An adjacent, less decorative block runs south into the site. A nine storey block is located towards the centre of the site with parking and landscaping surrounding it, including a ball court area. To the south of the site off Heathfield Road are two storey terraced houses with accommodation in the roof, with Spices Yard car park to the rear, accessed off South End. To the west of the site is the rear of properties on South End including the Grade II Listed Boswell Cottages and Grade II Listed Boswell House. A car showroom is also located adjacent to the western boundary. A locally listed building sits at the junction of Coombe Road and South End.
- 3.12 The site drops significantly to the south-west and the buildings off South End are approximately a storey lower than ground level within the site.
- 3.13 The north side of Coombe Road is the edge of Croydon Metropolitan Centre and the site forms part of the Opportunity Area within which the Croydon Opportunity Area Planning Framework seeks to manage significant growth, including for residential purposes. The built form of the wider area is generally two-storey terraced houses fronting on to roads, although there is more variety to the north and on South End where properties are generally in retail use at the ground floor. Part of the surrounding area is a Controlled Parking Zone with residents’ parking spaces and pay and display spaces.

### **Planning History**

- 3.14 The two three storey blocks on the estate appear to have been built between 1900 and 1930, with the taller block and parking added in approximately 1970. The following planning applications are of relevance:

02/00120/PR Provision of children’s play area with associated fencing.

This permission relates to the ball court area near to Block B.

03/00165/PR Provision of additional car parking spaces

Permission was granted for 11 additional parking spaces and has been implemented. The report on the application makes clear that the proposal was not related to an increase in units, but an increased demand for parking. It was calculated that overall parking spaces would remain below one space per unit for the estate.

16/04606/PRE Residential development of between 3 and 9 storeys located around a courtyard, fronting on to Spices Yard.

This pre-application enquiry relates to 39-41 South End, a car showroom immediately to the west of the site. A number of schemes have been shared with the local planning authority, the largest of which has not yet been commented on. All versions of development propose a building running along the site boundary with the Heathfield Gardens site.

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

- 4.1 There are no protected land use designations on the site and therefore the principle of residential development is acceptable, subject to assessment of other related planning considerations.
- 4.2 An area of communal open space would be reduced by the proposal. Some significant areas of communal open space would still be retained as would the ball court area. This would be acceptable when balanced against the need for housing accommodation.
- 4.3 The proposed development would contribute positively to borough-wide housing targets and alongside other sites coming forward (as part of an overall tranche-wide delivery of housing across the borough) will contribute positively to the delivery of affordable housing across the various affordable housing tenures;
- 4.4 Both buildings would be of acceptable mass and appearance. Whilst Block B would cause some harm to the listed building adjacent, this would be less than substantial and acceptable when weighed against the benefits of providing housing and a new public route.
- 4.5 The layout of development ensures that the proposal would not have an unacceptably detrimental impact on the amenity of the neighbouring residents. Whilst the rear elevation of Block A and the front of Block B would be close to the tower in the centre of the site, the separation distances are adequate to ensure that the impact on light is acceptable given the urban context. Whilst window to window distances would be challenged, units in the existing building generally have a second aspect. On balance this is considered to be acceptable;
- 4.6 The development would provide an acceptable standard of living for future residents of the development in terms of internal accommodation and external amenity space;



- 4.7 Considering the Public Transport Accessibility Level of the site, in planning terms it would be acceptable for the entire estate to be car free. As such, the proposed 30 spaces, mainly re-provision for the existing estate, is considered acceptable.
- 4.8 Some mature trees of value would be lost but the most important ones retained. This would be acceptable, given a replacement planting strategy.

## **5 CONSULTATION RESPONSE**

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:

### **Lead Local Flood Authority (Statutory Consultee)**

- 5.3 Objection to the initially proposed drainage strategy. The strategy has been subsequently amended to address the LLFA concerns. In relation to the amended scheme, the LLFA do not object and are satisfied that a SuDs scheme can be provided on the site through the imposition of planning conditions.

### **Crime Prevention Officer**

- 5.4 No comments received

### **Waste Officer**

- 5.5 Confirmed access arrangements for waste are suitable and specified storage required.

### **Environment Agency**

- 5.6 No objections subject to conditions relating to contaminated land, sustainable drainage and piling methodologies due to the presence of controlled waters in an aquifer beneath the site.

## **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of 6 site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. 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: 30      Objecting: 30      Supporting: 0

No of petitions received: 1 (objecting)      Signatures 65

- 6.2 Following receipt of amended plans, the application was re-advertised. 2 further representations have been received.

- 6.3 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
- Existing estate already full to capacity

- Adverse impact on setting of listed building Boswell Cottage
- Overlooking, overshadowing and loss of light to existing properties
- Loss of outdoor recreation/green space
- Loss of mature trees
- Loss of car parking space for existing residents
- Exacerbate existing parking problems
- Reduce refuse facilities for existing residents
- Increase in traffic
- Increase in pedestrian traffic
- The footpath will encourage antisocial behaviour
- Increase in noise pollution
- Dust on cars and noise from construction
- Lack of infrastructure for extra houses
- Where will the electricity substation be moved to?

In response to amended plans:

- initial objections still stand
- The revised scheme is an improvement with regard to overlooking of Boswell Cottage
- Solar panels on the roof should be restricted
- No consideration of the security of Boswell Cottage

6.4 6.4 Councillor Pollard made representations (objecting) which are summarised as follows:

- The character of the area would be significantly changed
- The density of the development is inappropriate
- Important amenity space for neighbouring buildings would be removed

## **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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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:

- Section 4: Promoting sustainable transport
- Section 6: Delivering a wide choice of quality homes;
- Section 7: Requiring good design;
- Section 8: Promoting healthy communities;
- Section 10: Meeting the challenge of climate change and flood risk;

- Section 11: Conserving and enhancing the natural environment;
- Section 12: Conserving and enhancing the historic environment.

7.3 The strategic and local policies that need to be taken into account as part of the Planning Committee deliberations are as follows:

7.4 Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children and young people's play and informal recreation facilities
- 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
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local Character
- 7.6 Architecture
- 7.7 Location and design of tall and large buildings
- 7.8 Heritage assets and archaeology
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodland

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.2 Place Making
- SP1.3 Growth
- SP2.1 Homes
- SP2.3 & SP2.4 Affordable homes
- SP2.5 Mix of homes
- SP2.6 Quality and standard of homes
- SP4.1 & SP4.2 Urban design and local character
- SP4.5 Tall buildings
- SP4.13 Protection of heritage assets
- SP5.2 Health and wellbeing

- SP5.3 Protection of community uses
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Flooding
- SP7.4 Biodiversity
- SP8.3 & SP8.4 Pattern of development and accessibility
- SP8.6 Sustainable travel choice
- SP8.12 & SP8.13 Electric charging infrastructure
- SP8.17 Parking outside of high PTAL areas

#### 7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD13 parking design and layout
- UD15 Refuse and recycling storage
- UC3 Development proposals in Conservation Areas
- UC9 Buildings on the Local List
- UC10 Historic Parks and Gardens
- RO8 Protecting Local Open Land
- NC4 Woodland Trees and Hedgerows
- EP1 Control of potentially polluting uses
- EP2 and EP3 Land contamination
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new houses

#### 7.7 CLP1.1 & CLP2

- The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. Policies which have not been objected to can be given some weight in the decision-making process. However, at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

#### 7.8 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016
- The London Mayoral (Draft) Affordable Housing SPG. This document is currently out for consultation which seeks to provide a more robust, transparent and clear approach to the delivery of affordable housing (both on and off site). The SPG also

recognises a wider range of affordable housing tenures and how the value of these tenures might be maximised whilst ensuring overall affordability for Londoners to either rent a home or purchase a property. Whilst the London Mayor is encouraging all boroughs to adopt the approaches outlined by this draft SPG and it indicates a clear direction of travel, the weight to be afforded to this document is limited at present.

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development and density
2. Affordable housing and housing mix
3. Townscape, visual and heritage impact
4. Residential amenity
5. Living conditions of future occupiers
6. Highway safety and car parking demand and supply
7. Trees and biodiversity
8. Other planning matters

### **Principle of Development and Density**

8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised, including providing a variety of housing types and unit mix.

8.3 The site is not subject to any policy designations that should be afforded weight in the determination of suitability of the land for use as residential, although the decision taker needs to also consider other related policies when considering the overall planning merits. As the site is in a predominantly residential area, the principle of further residential development is appropriate. The adopted and emerging local plan and the adopted alterations to the London Plan have challenging housing targets and it is important that the borough maintains its 5-year housing supply and contributes positively to the supply of new housing (across all unit sizes and tenures).

8.4 The building at the rear would be located on existing garages which are not protected. The highway implications of the proposal are discussed below.

8.5 Block A would be located on an area which forms a communal amenity space and open area within the estate. UDP Policy RO8 Protecting Local Open Land states that sites of less than 0.25 hectares that are too small to show clearly on the Proposals Map will be treated as Local Open Land if they meet one or more of the designation criteria outlined in supporting text to Policy RO8. Whilst the site overall is more than 0.25 hectares, the front plot of land is not. Of the designation criteria, it could be argued that the site could fall under criteria: e) open land in the area of the Borough with residential densities of more than 150 habitable rooms per hectare because of their amenity value, being situated in heavily built-up areas h) sites with valuable functions such as amenity, sports, recreation or kick-about areas, or allotments; or j) open land within or on the edge of the built-up area which adds character to the fabric of the urban area.

- 8.6 In terms of the above criteria, whilst it is acknowledged that the site is of some amenity value, its value is relatively limited in view of the relationship of the existing buildings to the area of grass at the front of the site and some noise and disturbance caused by the close proximity of a busy highway. Developing this area of the site however would result in some loss of amenity value to local residents. However, over 850m<sup>2</sup> of open space would be retained around the existing and proposed block at the front of the site and the existing ball court would not be affected by the proposal. Additionally, three urban parks are within a 20 minute walk of the site. On balance, therefore, whilst some loss of amenity would result from the proposal, this would be acceptable given the existing good provision and availability of alternatives.
- 8.7 Table 3.2 of the London Plan and the related Policy 3.4 deals with density of development (linked to PTAL levels). The policy suggests that an urban area such as this should be developed at densities of between 200 and 700 habitable rooms per hectare. The proposed density would fall at the very lowest end of this bracket, at approximately 210 habitable rooms per hectare. The existing estate appears to have a density of approximately 250 habitable rooms per hectare, although it should be noted that this includes the existing 9 storey tower. The existing and proposed together would have a density of approximately 470 habitable rooms per hectare – around the mid-point of the London Plan’s density matrix. The density of the development falls within the range of the London Plan and is considered appropriate given that most the surrounding area consists of low rise buildings.
- 8.8 20 units are proposed, which includes one 3-bed 5-person house and nine 2-bed 4-person flats. Therefore half the accommodation could be suitable for families, resulting in an acceptable housing mix.

### **Affordable Housing and Housing Mix**

- 8.9 The provision of affordable housing is a necessary pre-requisite to providing a diverse variety of homes that meets a range of housing needs. All major schemes should provide affordable housing and where the maximum policy compliant affordable housing level is not 50%, a viability appraisal should be undertaken to justify the more limited levels proposed. CLP Policy SP2 makes a presumption, outside of the Metropolitan Centre, that affordable housing will be delivered on site. However, the London Plan envisages that there may be circumstances where affordable housing is provided off-site as part of a donor site arrangement where it allows for the delivery of higher levels of affordable housing, or other benefits. Overall the London Plan acknowledges that it may be necessary for a flexible approach to be taken towards the provision of affordable housing to encourage residential development.
- 8.10 The applicant has so far submitted 28 planning applications across the Borough, seeking to deliver an ambitious and progressive housebuilding programme (including the delivery of significant levels of affordable housing) across the Portfolio and has indicated that it intends to deliver these schemes across a series of tranches. The applicant has confirmed their intention to adopt a donor site arrangement across the Portfolio to deliver affordable housing, with the sole purpose to maximise the amount of affordable housing that can be delivered across each tranche. This approach can be supported if it secures the delivery of more affordable housing than the normal policy approach.

8.11 This site forms part of Tranche 3 which comprises of 6 sites, all of which are “major” developments requiring up to 50% affordable housing, subject to viability. The sites in Tranche 3 are as follows:

Applicant’s affordable housing proposal – Tranche 3		Proposed tenure			
Application Number	Name	Private units	Affordable Rent units	Shared Ownership units	Total No of Units
16/06505/FUL	Tollers Lane	22	0	18	40
16/06514/FUL	Heathfield Gardens	20	0	0	20
16/06512/FUL	Auckland and Sylvan Hill	38	0	19	57
16/06508/FUL	Longheath Estate	0	24	29	53
16/06469/FUL	Drummond Road	28	0	0	28
16/06419/FUL	Station Road, South Norwood	14	0	0	14
	TOTAL	122	24	66	212

8.12 As all the sites in Tranche 3 are major sites, the total maximum amount of affordable housing that policy would require would be 106 units, of which 64 would be affordable rent accommodation and 42 would be shared ownership.

8.13 Affordable housing policy makes clear that the delivery of affordable housing should consider site viability considerations to ensure that affordable housing requirements do not result in schemes overall being undeliverable (in viability terms). In such circumstances, it can be acceptable to deliver less than 50% affordable housing (including delivery of an alternative affordable tenure mix).

8.14 The schemes were reviewed by an independent viability consultant. This concluded that, after considering several different factors and contingencies, the sites might well be able to support the following provision of affordable housing at a policy compliant mix (60:40 in favour of affordable rent):

Viable levels of affordable housing – Tranche 3		Proposed tenure			
Application Number	Name	Private units	Affordable Rent units	Shared Ownership units	% Affordable provision
16/06505/FUL	Tollers Lane	35	3	2	13%
16/06514/FUL	Heathfield Gardens	20	0	0	0%
16/06512/FUL	Auckland and Sylvan Hill	14	26	17	75%
16/06508/FUL	Longheath Estate	22	19	12	58%
16/06469/FUL	Drummond Road	28	0	0	0%



16/06419/FUL	Station Road, South Norwood	14	0	0	0%
	TOTAL	133	48	31	37%

8.15 The applicant has challenged several the assumptions that informed this independent review, including the value of affordable rent units, existing land values and the final sales values. Notwithstanding the applicant's concerns, officers consider that the review output is a reasonable position and should not be as easily discounted. However, as with all such exercises, there are several assumptions made which are invariably open to interpretation and further analysis (especially where sales values and land values are difficult to determine, with general lack of comparables). In this instance, there is a fair degree of uncertainty, as some of the sites are in locations where there have not been a high number of sales of comparable units to use to benchmark valuations. Consequently, whilst officers are broadly content at this stage to accept the applicant's viability case, with such uncertainty, it is recommended that a review mechanism be utilised to allow for a review of the scheme viability at the point of commencement, to determine whether there is scope to either increase the level of on-site delivery and/or to modify the mix of affordable housing accommodation to bring delivery closer to the 60-40 affordable housing split (in favour of affordable rent) as envisaged by policy.

8.16 Notwithstanding the applicant's concerns, the independent viability review has demonstrated significant differences in levels of viability for the different sites, based in part on their location, site constraints and the prices which tend to be achieved in the local area. It shows that some sites could support a fair amount of affordable housing and half could not support any. The appraisal shows that some sites could support more than 50% affordable housing which, if considered individually as opposed to as a tranche would not be necessary in policy terms. Therefore taking viability and the maximum policy position into account, the amount of affordable housing which the sites could support, if assessed individually as opposed to as a tranche, would be 36 units of affordable rent and 23 units of shared ownership, which would equate to an average of 28% affordable housing (across the major applications).

8.17 Taking this information, it can be compared against the applicant's tranche-wide affordable housing offer.

Name	Affordable rented units	Shared ownership units	Total affordable units	% Affordable provision
Viable major sites (capped at 50%)	36	23	59	28
Tranche-wide offer	24	66	90	43

8.18 Whilst the tranche-wide approach would deliver 12 fewer affordable rent units and would be reliant on delivery across a range of donor sites, it would also result in an additional 31 affordable housing units overall (although all of this uplift would be shared ownership tenures rather than affordable rent tenures). This would represent a 50% increase over and above what would be expected for the major applications (albeit with a very different tenure split).

- 8.19 It is considered that this increased supply of shared ownership affordable housing would meet an identified need for affordable accommodation and would go some way towards meeting the affordable housing requirements set out in the development plan and as such, the supply of an additional 31 shared ownership units would outweigh the deficit of 12 affordable rent units.
- 8.20 The donor sites in Tranche 3 are spread throughout the Borough and support the delivery of “mixed and balanced communities” which is one of the objectives of the London Plan policy requiring on-site delivery. The applicant has demonstrated on a Ward by Ward basis that the provision of shared ownership tenure accommodation would be desirable, especially as shared ownership tenures are under-represented in the application areas. The Longheath scheme, which would provide most of the affordable units would have the units spread out throughout an estate and would include a good proportion of shared ownership units, which could over time become private for sale units (following potential stair-casing) adding to the tenure mix of the local area.
- 8.21 This method of delivery of affordable housing is innovative and demonstrates a flexible approach to securing affordable housing which is supported by the London Plan. Whilst it is not fully in accordance with the provisions of the development plan, off site affordable housing provision is anticipated by planning policy documents. Taking this approach would facilitate a significant uplift in affordable housing delivery, over and above standard policy requirements. These benefits of a tranche-wide, donor site approach to affordable housing provision in this case (being the provision of an amount of affordable housing above policy requirements, a demonstration that the maximum viable amount and mix of affordable housing on major sites is being secured and that this approach allows sites to be developed that would otherwise be unviable) would outweigh any harm caused by the failure to deliver affordable housing on a site by site basis. Subject to the use of a subsequent viability review (prior to commencement of development), officers find the approach proposed by the applicant to be acceptable.
- 8.22 As the applicant currently has no ownership interest in the land the subject of this proposed development, it is recommended that a planning condition be imposed preventing any development from taking place on site unless and until all parties with a legal interest in the land (including the applicant) have been joined as parties to a legal agreement under S.106 of the Town and Country Planning Act 1990, with specific covenants specified to prevent occupation of a percentage of private sale units on site until such time as prescribed levels of on and off site affordable housing across Tranche 3 have been completed and are available for occupation/hand-over. The required heads of terms (including the requirement for a viability review) will be set out within any condition. This recommended approach (using a planning condition to require a later S.106 Agreement to be completed) has been successfully tried and tested by the London Legacy Development Corporation in relation to sites near the former Olympic Stadium and a similar approach was recommended by your officers in relation to the College Green/Fairfield Halls submission, which was accepted by the Planning Committee in February 2017. This approach will ensure that this important tranche of developments and the significant amount of affordable housing will be delivered.
- 8.23 Planning applications have been submitted for all sites within Tranche 3. Four applications are being reported to Planning Committee concurrently, with others proposed to be determined under delegated powers or at a later Planning Committee. The affordable housing analysis set out above covers all the sites in the tranche, so

should an application be refused by Planning Committee or under delegated powers, the figures above would change. The RECOMMENDATION to Committee sets out a mechanism for reporting applications back to the Committee, should this be necessary.

### **Townscape, Visual and Heritage Impact**

- 8.24 The overall estate layout is a frontage block to the junction of Coombe Road/Heathfield Road, with a similar block running along the western site boundary, with a nine-storey tower in the centre.
- 8.25 The proposed block layout follows the urban form to the extent that it continues the line of the block running along the western site boundary and continues the frontage block to Heathfield Road. As such, the overall estate layout is supported in terms of townscape. It is noted that blocks would be near the existing tower and the site boundaries. The proximity to the tower would be no closer than the relationship of the two existing blocks, although those present a flank to a front elevation. In terms of urban grain this relationship however is acceptable – residential amenity impacts are discussed below.
- 8.26 The massing of the amended blocks is as part three and part four storeys. The existing buildings are four and nine storeys in the estate and three storeys to the south east. Buildings off South End vary between single and three storeys. There is therefore significant variation in height in the area. The massing of Block A and the step in the block provides a transition from the three storey terraced houses to the four storey flats. With a flat roof, the proposal would sit below the height of the feature corner block, which is considered appropriate. The rear Block B would be three and four storeys, with the taller section located further away from the existing four storey building. This massing and the gap between the buildings would provide visual relief and would ensure that the proposal would not become an unrelieved mass of development with the existing building. The massing is therefore considered appropriate.
- 8.27 As set out in the history above, a pre-application enquiry has been received with regards to the site to the west, currently occupied by a car showroom. A number of schemes have been submitted for review, although the largest of these, ranging from 3 to 9 storeys, has not been commented upon. All versions of the scheme propose a building running along the communal boundary, in a similar orientation to Block B. These two building would be close together and would potentially create an area with a dense urban form. Considering the location of the site within the Opportunity Area and an area of high Public Transport Accessibility, in close proximity to the Metropolitan Centre, this is not considered to be unacceptable in townscape, urban grain and massing terms. As such, the proposal would not prejudice the neighbouring site.
- 8.28 The detailed design of the blocks references buildings in the local area in terms of the proposed brick colour and the use of terracotta tiles at entrances in a similar detail to the existing building entrances on the estate. The design is understated with an irregular pattern of windows which complements the modern appearance of the block and contrasts with the local area. A linear feature of brickwork between floors emphasises the horizontality of the block and ties the building together, balancing the irregular window openings. The flat roofs complement the modern appearance of the proposal and ensure that Block A does not compete, in terms of height, with the more decorative building to the north, or the house to the south. Individual entrances on to Heathfield Road create interest at street level, a sense of activity and a sense of rhythm

which is similar to the houses to the south. The proposed brick colour would be acceptable and the development would add to the interest of the streetscene.

8.29 Block B would be near to the listed Boswell Cottages. These cottages include a side mews which relates to the historic use of the building. The setting of the building and mews is protected by their listing and includes the open character of the mews, when viewed from South End. Whilst this is partially interrupted by the existing tower and garages, it adds significantly to the setting and special interest of the building.

8.30 The originally proposed width of Block B would have visually enclosed the courtyard to an extent that the built form would have merged with the cottage and changed the setting of the building significantly. The amended drawings have reduced the width of Block B so that the side elevation is now well beyond the plot boundary to Boswell Cottages. The impact has therefore been significantly reduced. A bin store is proposed in this location and the amended substation and bike store would also be close by. A condition on detailed design and layout of this area is proposed to manage this impact. These elements of the proposal would have an impact on the designated heritage asset but the harm would be less than substantial. Paragraph 134 of the National Planning Policy Framework sets out that less than substantial harm to a designated heritage asset could be acceptable when weighed against the public benefit of a scheme. In this instance, the proposal would enable housing delivery and meeting of the Borough's housing targets. It would also enable affordable housing delivery on other sites by taking a tranche wide approach to affordable housing. In addition to these benefits, the public benefit of providing a public route through the site is considered necessary to ameliorate the harm identified above. The applicant has indicated that they intend to deliver the connection to Spices Yard later as part of a separate proposal. It is recommended that this route be secured as part of this application to provide a benefit to residents of the local area to outweigh the harm to the setting of the listed building. Conditions and Heads of Terms are recommended to secure this

### **Residential Amenity**

8.31 Block A broadly follows the building line of the existing frontage block to the north. As such, the block would be appropriately sited. There are a number of small windows in the side elevation of the block to the north, however these are small and appear to be secondary. They are located over 21m from the flank elevation of the proposal. The house to the south has a number of side facing windows. Its main orientation was originally east-west, to address the road, but alterations have occurred, including the installation of a large bay window facing north, towards the site. This window would be located off the boundary and due to its projecting nature, light and outlook would be available to the side. The rear elevation of the main front section of the house would be overlapped by the rear elevation of the proposal by approximately 3m. However, with a separation distance of 3.5m, a route and boundary treatment between them, and given the orientation to the north, the impact of this is considered to be acceptable.

8.32 The window to window separation distance from the existing tower and Block A is approximately 13m. This is closer than is typically found in the local area where the relationship includes habitable room windows. The existing tower has one large window located in the northern section of the facing elevation. Due to its location, it would be opposite the northern end of Block A which contains a bedroom window and a balcony area. As such, some overlooking would occur between the window and the proposed block. Given the urban setting of the site, in the Opportunity Area and just beyond the edge of the Metropolitan Centre, some degree of overlooking is expected.

Whilst this is a negative element of the scheme, it is on balance considered to be acceptable given the site context and as the unit affected would have outlook in other directions, including a balcony on a flank wall which would not be affected. The ground floor window facing the proposed Block A would have a level of daylight slightly below the guidance recommended by the BRE, having 0.7 times the former amount of daylight, when the recommended amount is 0.8 times the former amount. This reduction below the standard is considered to be minimal and it is noted that the window would currently enjoy very good levels of daylight, so the reductions would be from a high starting point. On balance, the impact of Block A on the tower is considered to be acceptable.

- 8.33 Block B would be 14m from the opposite side of the tower, although due to the orientation this would increase to 17m. This proposed block would be lower due to the land levels of the site, with a parking court and route in between, which would result in some levels of activity between the blocks. The impact on privacy is therefore not considered to be as great as Block A, although it is noted that there are more windows which face the Block. The majority of the windows would be to the north of the proposed block, including the balcony for the units which face the block and so there would not be direct overlooking between windows. The more southerly section of the block is recessed and most of the windows are located in the south elevation and would not be affected by the proposal. The impact on these units in the existing block is therefore considered acceptable. Only two windows in the elevation of the block fail daylighting tests, with one due to its recessed nature on a balcony. The other window would be 16m from the block and the element impacting it would be at an angle to the south. The daylight level, at 0.77 times the former amount is only marginally below the BRE guidance.
- 8.34 In conclusion, the proposal would have some impact on residential amenity of existing occupiers, primarily an impact on the privacy to a small number of windows located in the existing tower. This is on balance considered acceptable given the urban nature of the site and that the units affected have outlook or principal room windows located on other elevations of the building not significantly affected by the proposal. The impact in daylight and sunlight terms is generally acceptable with a very minor number of transgressions, and so similar to what would normally be found in an urban area. The proposal would

### **Living Conditions of Future Occupiers**

- 8.35 Policy SP2.6 requires that all new homes meet the needs of the residents over a lifetime by achieving the minimum standards set out in the Mayor of London's Housing Supplementary Planning Guidance. The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the internal amenity space. All the proposed units meet the minimum required internal space standard.
- 8.36 The Daylight/Sunlight Report states that in terms of daylight all units would have an acceptable level of daylighting. Some units would receive less sunlight than standards suggest should be achieved, but this is generally with regards to block orientation which follows the urban grain of the area.
- 8.37 The rear elevation of Block B would be 1.5m from the boundary with the car showroom to the rear. It has been designed with circulation space and non-habitable rooms facing the boundary as it is likely that the site could be developed at some point in the future.

The lack of primary windows ensures that the development of that site would not be prejudiced and ensures adequate amenity to the proposed units. Ground floor amenity space and rear facing balconies to three units could be overshadowed by a future building. The balconies are located at the point at which the building cranks, so even if a building were developed on the opposite side of the boundary, some relief would be available in terms of outlook to the north. Both these balconies and the ground floor amenity space would be affected but given the provision of communal space within the site and that the site falls within the Opportunity Area where high density urban living is anticipated, overshadowed private amenity space to a small number of units is not considered significant enough to refuse planning permission for the scheme or prejudice the development of the adjacent site in a suitable fashion.

- 8.38 As regards external amenity space, the London Housing SPG states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an additional 1 sqm added for each additional occupant. UDP Policy UD8 requires development proposals to provide residential amenity space to be considered as an integral part of the design of the overall development concept. Each unit has a separate garden, courtyard or balcony which accords with the required space standard.
- 8.39 A Contaminated Land assessment has been undertaken and assessed. The submitted report was based on only partial site investigations so further studies are necessary, which can be secured by condition. The investigation also found contaminants present so a remediation strategy will be required, which can also be secured by condition.

## **Highway Safety and Car Parking Demand and Supply**

### Access

- 8.40 The number of trips expected to be generated by mode by the proposed scheme has been calculated using a combination of trip databases TRICS and TRAVL together with 2011 Census information. The trip generation analysis has indicated that the proposed scheme would generate a moderate level of vehicular traffic in the peak periods: 15 car trips in the AM peak and 14 in the PM peak. This would equate to a one vehicle every four minutes during the peak hours. Vehicle movements would be less frequent outside of peak hours. This level of trip generation is expected to be able to be accommodated within the existing highway network.
- 8.41 Vehicular access would be provided in the same manner as existing which is considered acceptable. Pedestrian access is available at each vehicular access which is appropriate.
- 8.42 The proposal includes a new pedestrian route along the southern edge of the site to Block B, with potential to be connected to Spices Yard. The applicant has indicated that their potential intention to bring forward a development on Spices Yard which would deliver this route. It is considered that the route, at least in temporary form, should be delivered as part of this development. The proposal would result in an increase in residents. They and current occupiers, are likely to wish to use South End services and the route would provide a significant short cut. The provision of a public route would also be of benefit to the wider public, reducing the size of a currently impermeable urban block significantly. The blocks have been designed to overlook the route and ensure that it would be safe, which would be satisfactory. The currently proposed route terminates at Block B. A sketch of how it could be continued, which would require some works to the wooded area to the south of the site, use of some of

that land and the installation of a set of steps, has been produced. A condition and Heads of Terms are recommended to secure the provision of this as a route prior to occupation of this development to secure a public amenity improvement, the need for which is discussed above.

- 8.43 A preliminary Construction Logistic Management Plan has been submitted with the application. As the development is at planning application stage, a contractor has not yet been appointed and the applicant has not been able to provide full details of site layout and management or the numbers or timing of deliveries. Prior to the appointment of the Principal Contractor a Construction Management Plan should be developed alongside the pre-commencement Health and Safety Information (PCI), also required by the Construction (Design and Management) regulations 2015 (CDM 2015).

### Parking

- 8.44 The area forms part of a controlled parking zone and is located within an area with a public transport accessibility level (PTAL) rating level of 6a which is considered to be highly connected, with 6b being the highest level. As such, it would be appropriate in planning policy terms for the entire estate to be car free. This would however have some impact on the residential amenity of existing occupiers. The proposed development would be car free apart from two disabled parking spaces for wheelchair units. As such, 28 spaces would be available for existing residents. There are currently 27 spaces available within the estate. The proposal represents a slight increase in provision of parking spaces. Controls are recommended to ensure that future residents cannot purchase or rent a parking space (except for disabled spaces) or apply for parking permits.
- 8.45 There are 20 existing garages on site which would be removed. These garages are not modelled on the current optimal car dimensions and are less than 5m deep and/or 2.8m wide and are therefore likely to be too small to be used for the parking of modern vehicles although it is possible that several vehicles do park in them.
- 8.46 A parking stress survey has been undertaken for both the site and the wider area. This concluded that all existing spaces on the site were normally occupied but that 11 pay and display/residents parking spaces on street were available at times of peak stress.
- 8.47 The proposal would result in a similar number of parking spaces being available as currently. Whilst garages would be lost, considering the very high level of public transport accessibility and some parking availability on street this would be acceptable. The proposed development would be marketed as being car free, with a Green Travel Plan to reduce use of private cars. Conditions and Heads of Terms are recommended to secure this along with restrictions on residents of the new development applying for residents permits.
- 8.48 The London Plan cycle parking standard for residential development is one space per one bed units and two spaces per unit for all other dwellings resulting in a requirement of 32 spaces. A condition is recommended to secure these spaces.

### **Trees and Biodiversity**

- 8.49 The Arboricultural Report identifies that there are 24 trees on the site and one tree group. These trees range from Category A to Category U, including two A Grade trees and six B Grade trees. The proposal would result in the loss of 12 trees including two



B grade trees. Development would impinge on four Root Protection Areas including one Category A tree, T2 a lime at the front of the site, and two Category B trees.

- 8.50 Tree officers consider that the only tree of high value which would be significantly affected by the proposal is tree T2, which is to be retained but crown reduction would be required due to the proximity to Block A and works would occur within its Root Protection Areas. These impacts would however be acceptable subject to conditions relating to construction management so the impact on the tree from construction and location of the block is considered likely to be acceptable.
- 8.51 Beneath the tree are a number of parking spaces. Pressure for it to be felled in the future could result from sap and leaves dropping on cars. Whilst it would be preferable for parking to not be located beneath its canopy to reduce demand for future felling of the tree an appropriate balance between this issue and retention of existing amounts of parking needs to be struck so the parking beneath the tree is on balance acceptable. 16 replacement trees is considered appropriate for the loss of 12 trees. A condition is recommended to ensure their located enhances privacy to ground floor windows whilst not reducing outlook further.
- 8.52 An Ecological Assessment has been submitted with the application. It has identified some potential for bat roosting in T2 and trees to the south of the site, although the potential is low. A further survey is proposed prior to crown works to tree T2 and three artificial bat habitats. These are considered to acceptably manage the risk of impact on protected species. Other habitat creation is also proposed in the form green roofs, meadow grassland planting, bird and bat nesting features, invertebrate hotels, brashpiles and “hogitats” (hedgehog homes).

## **Other Planning Matters**

### Flood Risk

- 8.53 The site is located within Flood Zone 1. A Flood Risk assessment has been undertaken which concludes that the scheme is at low risk of flooding from all sources.
- 8.54 To ensure that the proposed scheme does not detrimentally affect surface water flood risk in its local drainage catchment a drainage strategy is proposed that will implement forms of SuDS appropriate to site specific constraints.
- 8.55 The Lead Local Flood Authority (LLFA) initially raised an objection to the originally proposed scheme which did not provide sufficient information to demonstrate that the proposal would not cause surface water drainage concerns. The drainage strategy has therefore been amended and the LLFA has removed their objection. The overall strategy proposed is to use green roofs, permeable paving beneath some parking to connect to subterranean tanks to control water flows prior to connection to the existing surface water infrastructure. It is noted that there are opportunities with block A to make use of the retained communal open space to keep water at ground level and integrate it into the landscaping to provide flow control, amenity and water quality benefits prior to being stored in a tank and discharged to the sewer network. A condition requiring full details of the SuDS system is recommended, which can ensure that the above option is fully investigated.

### Energy Requirements

- 8.56 The applicant has submitted an Energy Statement and Sustainability Statement which outlines that sustainable design and energy management measures can be incorporated to meet the requirements of Policy SP6 and achieve a reduction in carbon emissions over Building Regulations 2013 by 35%. Energy use would be minimised through demand reduction and passive measures such as high levels of insulation and high efficiency glazing and the use of natural ventilation, with solar panels and other measures as required and controlled by a condition relating to detailed design.
- 8.57 A Low Emissions Strategy would be required with regards to emissions during construction and air quality and to ensure that vehicles generated by the development do not contribute significantly to air quality issues.

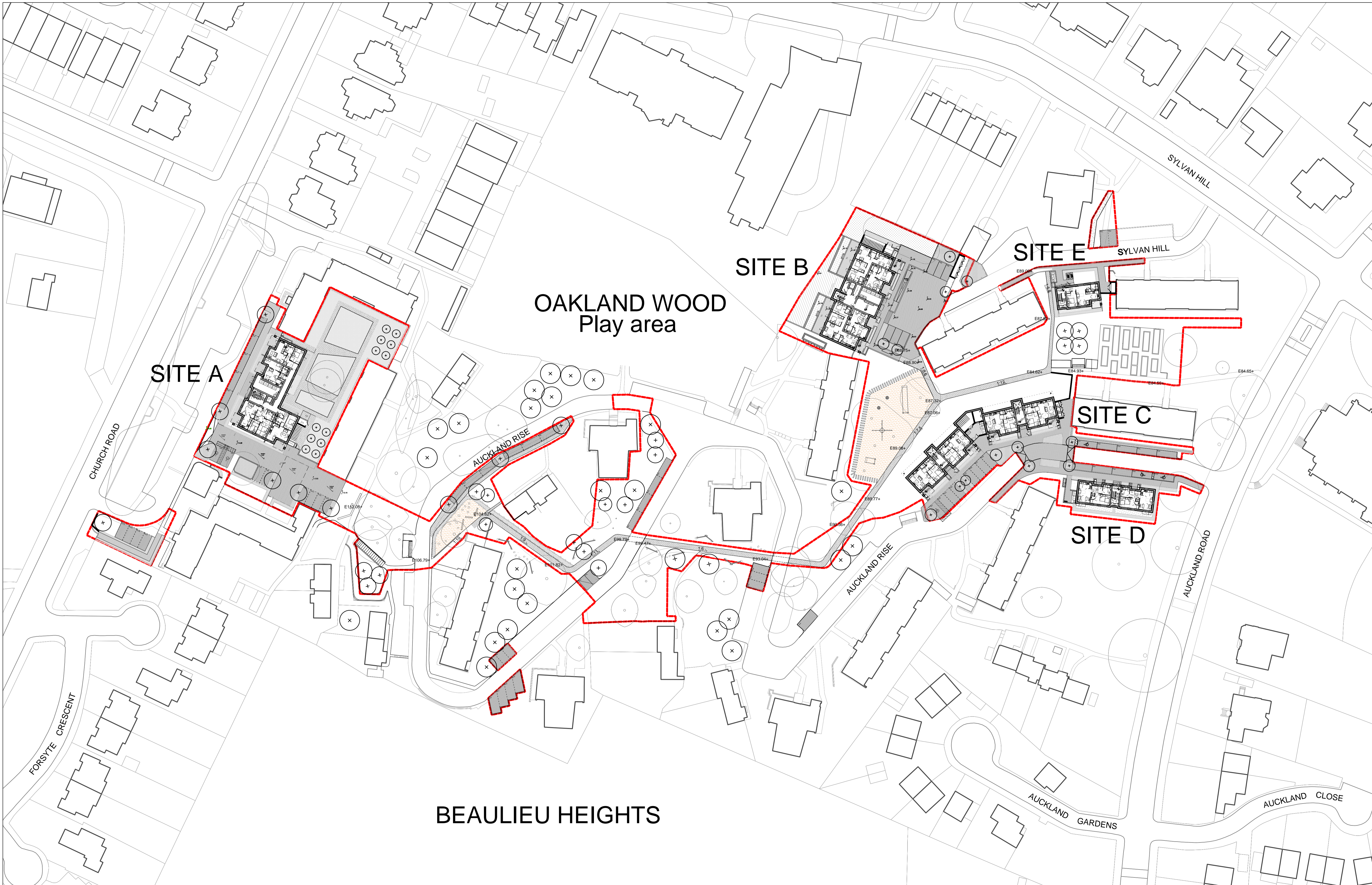
### Community Infrastructure Levy

- 8.58 The development would be CIL liable. The levy amount has been calculated to ensure that the development contributes to meeting the need for physical and social infrastructure, including educational and healthcare facilities.

### **Conclusions**

- 8.59 It is recommended that planning permission should be granted.
- 8.60 The scheme maximises the housing potential of the site (including the delivery of a high level of family housing and off-site affordable housing) in a fashion which is considered acceptable. Some harm would occur to heritage assets but this would be less than substantial which the NPPF advises is acceptable if there is a public benefit to the scheme. Some impact on residential amenity would also occur regarding the reduction in open space and separation distances between properties. On balance this is considered acceptable given the urban grain of the area and the orientation of the proposed and existing blocks. Whilst the loss of landscaped spaces and mature trees is acknowledged, the scheme provides a new children's play space and retains wide green verges which would be enhanced by replacement trees and soft landscaping. W
- 8.61 Whilst residents' concerns about parking and highway safety are noted, officers are satisfied that a robust Transport Assessment has been provided which demonstrates that there is adequate available on-street parking in the surrounding area and mitigation measures, including a new car-club space can be secured by condition.
- 8.62 All other relevant policies and considerations, including equalities, have been taken into account.





Rev	Date	Drawn	Description
A	26/05/16	JEH	Initial Issue
B	02/12/16	ECH	Masterplan updated
C	07/12/16	MTL	Masterplan updated
D	08/12/16	MTL	Drawing amended
E	13/12/16	MTL	Amended layout Site E and Boundary line updated
F	22/12/16	ECH	Updated tags and key plan, Issue for planning
G	09/01/17	ECH	Updated tags and Key, Issue for planning substitution
	12/04/17	MMM	Site F omitted

- Notes:**  
Do not scale from drawings unless by agreement with HTA. Use figured dimensions only.  
Check all dimensions on site prior to commencing the works. Drawing to be read in conjunction with other relevant consultant information.
- Legend**
- Site Boundary
  - Trees as existing
  - New tree planting: semi-mature 25-30cm girth.
  - Amenity shrub planting
  - Grass lawn
  - Precast concrete slab paving, 50mm thick Marshalls 'Perfecta' or equivalent
  - Soft planting in private area
  - Hedge
  - New resin bonded gravel/ resigined footpath Addastone or equivalent
  - Blimac vehicular carriageway, 145x255mm Marshalls 'Conservation Kerb' to edge of footways/parking bays
  - Precast concrete setts to parking bays: 80mm thick Marshalls 'Mistral' or equivalent
  - Precast concrete setts to footpaths: 65mm Marshalls 'pallas' or equivalent

**OAKLAND WOOD Play area**

**SITE A**

**SITE B**

**SITE C**

**SITE D**

**SITE E**

CHURCH ROAD

AUCKLAND RISE

AUCKLAND RISE

AUCKLAND RISE

SYLVAN HILL

SYLVAN HILL

AUCKLAND GARDENS

AUCKLAND CLOSE

FORSYTE CRESCENT

BEAULIEU HEIGHTS

Auckland Rise, Sylvan Hill & Church Road  
drawing title: Ground Floor Masterplan

CBC\_NHP\_A\_DR\_0110  
drawing number

1: 500  
scale @ A1

client / project

FOR PLANNING

status

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project number

MTL  
originated by

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**PART 7. Planning Applications for Decision**

**Item 7.3**

**1 SUMMARY OF APPLICATION DETAILS**

Ref: [16/06512/FUL](#) (*Link to associated documents on the Planning Register*)  
 Location: Parcels Of Land Adjacent To Auckland Rise, Church Road And Sylvan Hill, Croydon, SE19 2DX  
 Ward: South Norwood  
 Description: Demolition of buildings and erection of 6 buildings varying between three and five storeys in height comprising 29 two bedroom and 28 one bedroom flats. Provision of associated car parking, landscaping and other associated works (AMENDED PLANS RECEIVED - BLOCK F REMOVED, BLOCK B INCREASED IN HEIGHT BY 1 STOREY, RETENTION OF A NUMBER OF TREES)  
 Drawing Nos: CBC\_NHB\_HTA\_A\_S2-28\_DR\_0020 (rev B), 0047 (rev B), 0090 (rev B), 0110 (rev G), 114 (rev C), 0120 (rev C), 0200 (rev B), 0205, 0210 (rev C), 0211, 0215 (rev C), 0218 (rev -), 0220 (rev B), 0221 (rev B), 0225, 0226 (rev -), 0230 (rev B), 0235, 0240 (rev B), 0245, 0302, 0303, 0314, 0315, 0318, 0323, 0324, 0325, 0328 (rev -), 0329 (rev -), 0331, 0347, 0348, 0349, 0350, 0351, 0362, 0900 (rev C), 0901 (rev B) (ALL rev A unless specified otherwise)  
 Applicant: Brick by Brick (Croydon) Ltd  
 Agent: Carter Jonas Ltd  
 Case Officer: Richard Freeman

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>
<b>Houses</b>			
<b>Flats</b>	28	29	

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
65	87

1.1 This application is being reported to Planning Committee because The Norwood Society made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration and objections above the threshold in the Committee Consideration Criteria have been received.

**2 RECOMMENDATION**

2.1 That the Planning Committee resolve to GRANT planning permission subject to:

A: Resolutions to grant planning permission by Planning Committee in respect of applications LBC Refs 16/06491/FUL (Station Road, South Norwood) 16/06508/FUL (Longheath Estate) 16/06505/FUL (Tollers Lane) 16/06514/FUL (Heathfield Gardens)

B: The grant of planning permission (to be determined under delegated powers) in respect of application LBC Ref 16/06469/FUL (Drummond Road)

Should either A or B above not be determined in accordance with the above outcomes, the planning application the subject of this report would be required to be referred to Planning Committee for reconsideration (specifically around affordable housing delivery – in view of the tranche-wide nature of the affordable housing offer).

- 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) Legal agreement to secure the following planning obligations:
  - a) Offsite delivery of affordable housing
  - b) Provision of Travel Plan including car club spaces and membership
  - c) Local employment and training strategy
  - d) Minor off-site highway improvements
  - e) Review mechanism regarding affordable housing delivery
  - f) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport
- 2) Development implemented in accordance with submitted drawings
- 3) Details of materials to be submitted and approved
- 4) Detailed design of entrance frames and balcony handrails to be agreed
- 5) Various side facing windows and sides to balconies to be screened
- 6) No windows other than as shown
- 7) In accordance with Lighting Strategy, Noise Report and Air Quality Report
- 8) Landscaping scheme including maintenance strategy to be submitted and approved
- 9) Full details of all proposed land level changes to be agreed
- 10) Restrictions on noise from air handling units
- 11) Contaminated land assessment to be submitted and approved
- 12) Retention of car (65 spaces) and cycle (73 spaces) parking spaces in accordance with detailed design to be approved
- 13) Provision of electric vehicle charging spaces
- 14) In accordance with Travel Plan
- 15) Provision of car club space
- 16) Approval of construction logistics plan, low emissions strategy & detailed design of ecology measures
- 17) Provision of children's play space – full details to be submitted
- 18) In accordance with Tree Protection measures
- 19) In accordance with mitigation measures of ecological survey
- 20) Water efficiency
- 21) Sustainable development 35% carbon dioxide reduction
- 22) Approval of detailed design of a surface water drainage scheme
- 23) Development to commence within 3 years of the date of permission
- 24) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

### **Informatives**

- 1) Community Infrastructure Levy (CIL) – Granted
- 2) Details as regards donor site arrangement
- 3) Removal of site notices

- 4) Code of practice on construction sites
  - 5) Any other informatives considered necessary by the Director of Planning
- 2.3 That the Planning Committee confirms that it has had special regard to the desirability of preserving the settings of listed buildings and features of special architectural or historic interest as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
  - 2.4 That the Planning Committee confirms that it has paid special attention to the desirability of preserving or enhancing the character and appearance of the Church Road Conservation Area as required by Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
  - 2.5 That the Planning Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

### **3 PROPOSAL AND LOCATION DETAILS**

#### **Proposal**

- 3.1 Demolition of various buildings and erection of six buildings to provide 57 residential units, with associated works and parking.
- 3.2 The buildings to be demolished comprise a dilapidated outbuilding previously used for maintenance storage; an outbuilding used as an estate office; three bin stores and two rows of garages to the west of 66-88 Sylvan Hill.
- 3.3 Block A – a five storey “L” shaped flat-roofed building to the west of the site, near to the Church Road frontage. It would contain a total of 16 flats, including 9 x 1-bedroom 2-person flats, 1 x 2-bedroom 3-person flats and 6 x 2-bedroom 4-person flats. The building would be accessed from Church Road to the west and would sit adjacent to the existing blocks of flats and would turn the corner to enclose a communal landscaped area.
- 3.4 Amended plans have been received with regards to Block B which is now proposed as a five storey, rectangular, flat-roofed building to the north of the site close to Sylvan Hill, occupying the space where garages are proposed to be demolished. It would contain a total of 19 flats, 5 x 1-bedroom 2-person flats, 6 x 2-bedroom 3-person flats and 8 x 2-bedroom 4-person flats. This building would be accessed by vehicles along a spur from Sylvan Hill.
- 3.5 Building C comprises a pair of three storey infill street blocks, side-by-side and connected by a single storey link, slightly angled towards each other and fronting onto Auckland Rise. They would have a stepped flat-roof form and would contain 12 residential units; 4 x 1-bedroom 2-person flats and 8 x 2-bedroom 4-person flats.
- 3.6 Building D comprises a three storey, sloping flat-roofed, rectangular building which would front onto Auckland Rise, facing north and would contain 6 x 1-bedroom 2-person flats.
- 3.7 Building E comprises a four storey, flat-roofed, rectangular building. It would be located to the north east of the site, accessed along the spur off Sylvan Hill, facing north and would contain 4 x 1-bedroom 2-person flats.

- 3.8 Building F was proposed as 3 x 1-bedroom 2-person flats located towards the middle of the site, towards the top end of the Auckland Rise cul-de-sac. This has been deleted from the application following concerns raised by officers and local residents, primarily regarding the impact on high value trees. The overall unit numbers proposed has not changed due to amended plans received with regards to Block B.
- 3.9 Landscaping improvements around the blocks and to the estate in general are proposed, including the improvement of a pedestrian route running through the site, biodiverse planting and management regimes. Playable landscapes would be incorporated into the landscape, as well as a dedicated under-5's play-space and a 5-11's play-space to replace the existing under 8's play-space.
- 3.10 The amended scheme proposes the loss of 17 individual trees and one group of 11 trees (including 2 Category B trees) and replacement planting of 86 trees.
- 3.11 The development includes the provision of 65 car parking spaces, including 4 wheelchair spaces and 1 car club space, although it would result in the loss of 47 spaces. In other words, the schemes propose a net gain of 18 car parking spaces across the estate. 87 cycle parking spaces are proposed.
- 3.12 This application has been submitted as part of a wider programme of approximately 50 sites ('Portfolio') across the Borough of Croydon. The applicant has stated that they aim to deliver 1000 residential units of which half are intended to be delivered within affordable housing tenures. Each site is the subject of a separate planning application with the Portfolio as a whole, divided into tranches. To date, three tranches of applications have been submitted, which amounts to applications on 28 sites for approximately 540 dwellings of which 235 are proposed as affordable housing tenures.
- 3.13 The affordable housing proposed is not balanced across all the sites within tranches and portfolios with some sites proposing more affordable housing and some less, with developments which are "minors" (which do not require affordable housing provision in policy terms) also proposing some affordable housing. As such, some sites act as "donor" sites in affordable housing terms and others are "beneficiaries" (i.e. they are sites which require affordable housing in policy terms which is being provided off-site or as a mixture of on and off-site).
- 3.14 The site is within Tranche 3. The applicant proposes to deliver 43% of affordable housing across Tranche 3 in accordance with the donor site arrangement summarised above. This development would provide 38 residential units for market sale and 19 units of intermediate accommodation with other affordable housing being proposed on identified donor sites.
- 3.15 The planning consideration for the donor site arrangement is set out in greater detail below.

### **Site and Surroundings**

- 3.16 The area of the site forms an estate located off Church Road (a London Distributor Road), Sylvan Hill and Auckland Road (a Local Distributor Road). A spur of Sylvan Hill and Auckland Rise runs through the site. The site and general area slopes significantly, with Church Road being approximately 30 metres above Auckland Road. By the 1930's, frontage development had occurred onto Church Road, with the area forming

the bottom of the site being gardens and an allotment. Between 1953 and 1958, the estate was laid out and constructed in its current form, as a series of blocks addressing Auckland Rise (a loop road) and working with the existing topography to leave gaps between buildings set in an ample wooded setting. There are two predominant building forms, three and four storey linear blocks primarily at the bottom and top of the site and five storey point blocks situated within the centre of the estate. Since then, very little development of the site has occurred apart from the addition of some garages, parking areas and stores.

- 3.17 The built form of the wider area follows a more formal layout, with blocks fronting onto roads generally being terraced or semi-detached. A number of larger scale developments have occurred at a similar date to when this estate was laid out, including the Stambourne Way which is noticeably denser. More modern development has also occurred; most noticeably a 3-10 storey flat development on Sylvan Hill and a two and three storey back-land development of modern flats behind 154-156 Church Road. The character of the wider area is also informed by areas of open space and woodland, including Beaulieu Heights woodland to the south of the site (designated as Local Open Land, a Site of Nature Conservation Importance and a Locally Listed Historic Park and Garden) and the smaller Oakland Wood to the north of the site (also designated as Local Open Land and a Site of Nature Conservation Importance).
- 3.18 There are several designated and non-designated heritage assets in the area. The site is effectively surrounded by the Church Road Conservation Area which proposed Block A would front onto. The Conservation Area Appraisal and Management Plan identifies the estate as not detracting from the conservation area. The Church of All Saints on Beulah Hill is a Grade II Listed Building. St John the Evangelist is a Grade II\* Listed Building, located at the junction of Auckland Road and Sylvan Hill, opposite the estate. The adjacent houses on Auckland Road are locally listed. Several buildings on Church Road are also locally listed, including:
- Euro Queens Hotel (to the north of the site)
  - 215-217 Vicarage Court, Church Road (at the junction with Sylvan Hill, to the north of the site)
  - 271-279 (odds) Church Road (the row of houses immediately to the north of the estate)
  - 140-158 (evens) Church Road (the row of houses opposite the estate)
- 3.19 The site is in a predominantly residential area, although there are a number of commercial and community buildings on Church Road and Auckland Road. The Crystal Palace District Centre is located approximately a 12 minute walk to the north and a small shopping parade is 5 minutes to the south. The site has a Public Transport Accessibility Level of 2 (on a scale from 0 – 6), indicating poor connectivity, despite frequent bus services on Church Road and Auckland Road.

### **Planning History**

- 3.20 The estate which this site forms a part of has had very little development since it was originally laid out, and that which has occurred has been minor residential extensions and alterations which are not directly relevant to this proposal. In the wider area, the following planning decisions are of relevance:

10/03778/P   Erection of three storey building at rear comprising 11 flats & associated works, to the rear of 277-281 Church Road.



This permission for a three storey flat building of a modern appearance has been implemented and is to the north of the site.

12/03353/P Demolition of existing buildings; erection of 5/7 storey building comprising 80 bedroom supported accommodation and a 3/10 storey building comprising 48 flats and associated works at 8 Sylvan Hill

This permission is in the process of being implemented and is located to the north of proposed Block B

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

- 4.1 There are no protected land use designations on the site and therefore the principle of residential development is acceptable, subject to assessment of other related planning considerations;
- 4.2 The proposed development would result in some change to the character of the area. However, significant areas of landscaping would still be retained on the estate and the proposed blocks would respect the character and appearance of the neighbouring conservation area. In some places, the development would add to the character of the area and form better defined spaces. Significant areas of Local Open Land beyond the site boundaries would be unaffected;
- 4.3 The proposed development would contribute positively to borough-wide housing targets and alongside other sites coming forward (as part of an overall tranche-wide delivery of housing across the borough) will contribute positively to the delivery of affordable housing across the various affordable housing tenures;
- 4.4 The layout of development ensures that the proposal would not have a detrimental impact on the amenity of the neighbouring residents;
- 4.5 The development would provide an acceptable standard of living for future residents of the development in terms of internal accommodation and external amenity space;
- 4.6 A robust Transport Assessment has been submitted which demonstrates that the development would not have a detrimental impact on highway safety and that parking demand can be accommodated on the surrounding road network and through the provision of parking spaces. A S.106 Agreement would secure a green travel plan and car club spaces;
- 4.7 Some mature trees of value would be lost. A robust planting strategy and provision for the planting of over 80 trees is however proposed which is considered to ameliorate this loss.

#### **5 CONSULTATION RESPONSE**

- 5.1 The views of the Planning Service are expressed in the MATERIAL PLANNING CONSIDERATIONS section below.
- 5.2 The following were consulted regarding the application:

### **Lead Local Flood Authority (Statutory Consultee)**

- 5.3 Objection to the initially proposed drainage strategy. The strategy has been subsequently amended to address the LLFA concerns. In relation to the amended scheme, the LLFA have removed their objection subject to conditions including that the run-off from green roofs is calculated and taken into account in calculation storage area volumes.

### **Crime Prevention Officer**

- 5.4 No comments received

### **Waste Officer**

- 5.5 Confirmed access arrangements for waste are suitable and specified storage required.

### **5.6 North Croydon Conservation Area Advisory Panel**

- 5.7 NCCAAP made the following objection:

- The site is in a historic area of architectural and historic interest
- The dwelling mix is unacceptable
- Insufficient affordable housing provision
- The massing is unacceptable and impacts on views and outlook
- The roof pitches and overall design are at odds with the character of the area
- Loss of trees is unacceptable
- The playspace would not be usable

## **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of 13 site notices displayed near the application site. The application has also been publicised in the local press. 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: 113    Objecting: 113    Supporting: 0

No of petitions received: 1 (objecting)    Signatures 195

- 6.2 Following receipt of amended plans, the application was re-advertised. At the time of writing the report, three further representations were received confirming that existing objections to the proposal were still relevant and objecting to the increase in height of Block B and domineering over development.

- 6.3 Representations have been made from the following local groups/societies:

- The Norwood Society

- 6.4 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:

- Out of keeping with area results in overdevelopment and a change in character
- Blocks are too close and of a different design

- Loss of visual amenity
- Adverse impact on open character of the area
- Overdevelopment and overcrowding
- Loss of light, outlook and privacy to adjacent properties
- Overbearing and dominating
- Additional noise and disturbance
- Noise and disturbance during construction
- Drainage system unable to cope with extra pressure
- Loss of green space and significant loss of very high quality trees
- Adverse impact on wildlife
- Loss of children's play areas
- Detrimental impact on local highway situation, existing lack of spaces and poor road network
- Additional traffic will cause air pollution
- Inadequate parking will exacerbate existing parking problems
- Parking stress survey is inaccurate
- Construction traffic unsafe for children
- Swept path analysis drawings do not consider parked cars
- Car club bay should be provided
- Existing infrastructure already strained e.g. schools, doctors, public transport
- Lack of provision of affordable housing

6.5 Councillor O'Connell made representations (objecting) which are summarised as follows:

- The character of the area would be significantly changed
- The mass is inappropriate, especially when taken cumulatively with other developments in the area
- Mature trees and amenity space would be lost
- Increase in traffic in already congested area
- Increased pressure on parking

## **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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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:

- Section 4: Promoting sustainable transport
- Section 6: Delivering a wide choice of quality homes;

- Section 7: Requiring good design;
- Section 8: Promoting healthy communities;
- Section 10: Meeting the challenge of climate change and flood risk;
- Section 11: Conserving and enhancing the natural environment;
- Section 12: Conserving and enhancing the historic environment.

7.3 The strategic and local policies that need to be taken into account as part of the Planning Committee deliberations are as follows:

7.4 Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children and young people's play and informal recreation facilities
- 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
- 5.1 Climate change mitigation
- 5.2 Minimising carbon dioxide emissions
- 5.3 Sustainable design and construction
- 5.11 Green roofs and development site environs
- 5.13 Sustainable drainage
- 6.9 Cycling
- 6.10 Walking
- 6.11 Smoothing traffic flow and tackling congestion
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local Character
- 7.6 Architecture
- 7.7 Location and design of tall and large buildings
- 7.8 Heritage assets and archaeology
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature
- 7.21 Trees and woodland

7.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.2 Place Making
- SP1.3 Growth
- SP2.1 Homes
- SP2.3 & SP2.4 Affordable homes
- SP2.5 Mix of homes
- SP2.6 Quality and standard of homes
- SP4.1 & SP4.2 Urban design and local character

- SP4.5 Tall buildings
- SP4.13 Protection of heritage assets
- SP5.2 Health and wellbeing
- SP5.3 Protection of community uses
- SP6.1 Environment and climate change
- SP6.2 Energy and carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Flooding
- SP7.4 Biodiversity
- SP8.3 & SP8.4 Pattern of development and accessibility
- SP8.6 Sustainable travel choice
- SP8.12 & SP8.13 Electric charging infrastructure
- SP8.17 Parking outside of high PTAL areas

#### 7.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD7 Inclusive design
- UD8 Protecting residential amenity
- UD13 parking design and layout
- UD15 Refuse and recycling storage
- UC3 Development proposals in Conservation Areas
- UC9 Buildings on the Local List
- UC10 Historic Parks and Gardens
- RO8 Protecting Local Open Land
- NC4 Woodland Trees and Hedgerows
- EP1 Control of potentially polluting uses
- EP2 and EP3 Land contamination
- T2 Traffic generation from development
- T4 Cycling
- T8 Parking
- H2 Supply of new houses

#### 7.7 CLP1.1 & CLP2

- The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. Policies which have not been objected to can be given some weight in the decision-making process. However, at this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

#### 7.8 There is relevant Supplementary Planning Guidance as follows:

- London Housing SPG March 2016

- The London Mayoral (Draft) Affordable Housing SPG. This document is currently out for consultation which seeks to provide a more robust, transparent and clear approach to the delivery of affordable housing (both on and off site). The SPG also recognises a wider range of affordable housing tenures and how the value of these tenures might be maximised whilst ensuring overall affordability for Londoners to either rent a home or purchase a property. Whilst the London Mayor is encouraging all boroughs to adopt the approaches outlined by this draft SPG and it indicates a clear direction of travel, the weight to be afforded to this document is limited at present.

7.9 There are relevant adopted Conservation Area Appraisals and Management Plans as follows:

- Church Road Conservation Area Appraisal and Management Plan

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development and density
2. Affordable housing and housing mix
3. Townscape, visual and heritage impact
4. Residential amenity
5. Living conditions of future occupiers
6. Highway safety and car parking demand and supply
7. Trees and biodiversity
8. Other planning matters

### **Principle of Development and Density**

- 8.2 The appropriate use of land is a material consideration to ensure that opportunities for development are recognised and housing supply optimised, including providing a variety of housing types and unit mix.
- 8.3 The site is not subject to any policy designations that should be afforded weight in the determination of suitability of the land for use as residential, although the decision taker needs to also consider other related policies when considering the overall planning merits. As the site is in a predominantly residential area, the principle of further residential development is appropriate. The adopted and emerging local plan and the adopted alterations to the London Plan have challenging housing targets and it is important that the borough maintains its 5-year housing supply and contributes positively to the supply of new housing (across all unit sizes and tenures).
- 8.4 Most the buildings would be located on parcels of grass between blocks. These are of varying quality and utility, with site A being the largest and most open area. UDP Policy RO8 Protecting Local Open Land states that sites of less than 0.25 hectares that are too small to show clearly on the Proposals Map will be treated as Local Open Land if they meet one or more of the designation criteria outlined in supporting text to Policy RO8. Whilst the site overall is more than 0.25 hectares, the individual sites are not. Of the designation criteria, it could be argued that the site could fall under criteria: e) open land in the Borough with residential densities of more than 150 habitable rooms per hectare because of their amenity value, being situated in heavily built-up areas h) sites

with valuable functions such as amenity, sports, recreation or kick-about areas, or allotments; or j) open land within or on the edge of the built-up area which adds character to the fabric of the urban area.

- 8.5 In terms of the above criteria, the amenity value of the open spaces is relatively low, with them being located between blocks and being provided as grassed areas, generally on a significant slope. With regards to criterion e) whilst the plots are open land, they are not spaces which have a formal play, recreation or exercise value. There are a significant number of larger and more valuable open spaces near to the site, including 5 areas of designated Local Open Land within 500m of the site. In terms of criterion h), there is scope for some of the spaces to be used informally for play or recreation. However, there is an existing play area catering for children under 8 within the estate which would be replaced and upgraded. The sloping nature of much of the site makes many areas difficult to use. In terms of j) the site is within a built-up area. The area immediately around the site generally consists of terraced buildings set within gardens and flats set within communal areas. The scheme has been designed with this context in mind and as such does not have a significant impact on the overall character of the fabric of the urban area.
- 8.6 Whilst these small landscaped parcels of land are valued by local residents, it is not considered that they meet the criteria to be treated as Local Open Land. As such the principle of development is supported.
- 8.7 The proposed play strategy is based upon Mayor for London' Supplementary Planning Guidance 2012 Providing for Children and Young People's Plan and Informal Recreation. Using the playspace calculations set out, 90m<sup>2</sup> of under 5's space, 20m<sup>2</sup> 5-11's space and 10m<sup>2</sup> 12+ space should be provided. The proposal would provide a new 5-11's space which would well exceed the 20m<sup>2</sup> requirement. An under 5's dedicated space would be provided as well as playable elements within the landscape, which would provide significantly more than 90m<sup>2</sup>. As such, this is considered to outweigh the lack of provision of 10m<sup>2</sup> for 12+ year olds and is acceptable.
- 8.8 The proposal would result on the loss of several garages. These garages are not protected. Impact on highways and parking is discussed further below.
- 8.9 Table 3.2 of the London Plan and the related Policy 3.4 deals with density of development (linked to PTAL levels). It advises that "suburban" areas are characterised by predominantly lower density development such as detached and semi-detached houses, small building footprints and typically buildings of between two and three storeys. "Urban" areas are within 800m of a District Centre and have terraces, mansion blocks and buildings of different footprints of two to four storeys. The site and surrounding area therefore has a mix of urban and suburban characteristics. The policy therefore suggests that between 150 and 250 habitable rooms should be provided per hectare. The scheme contains 147 habitable rooms and has an area of approximately 1ha and so falls within this broad bracket. More specifically, the proposal of 57 units in an area of approximately a hectare falls towards the lower end of suburban densities in areas with a PTAL of 0-1, demonstrating that the density is not excessive. This approach is considered appropriate given the spacious characteristics of the existing estate.
- 8.10 All units are one or two bed flats and as such the proposal does not represent the best mix of unit sizes. However, 22 of the 57 units proposed would be 2 bedroom 4 person units which would be suitable for family accommodation. Additionally, other sites within

the tranche, most notably the Tollers Lane site provide a very high proportion of family units. The mix is considered appropriate.

- 8.11 The principle of the proposed use is acceptable subject to other material considerations as addressed below.

### **Affordable Housing and Housing Mix**

- 8.12 The provision of affordable housing is a necessary pre-requisite to providing a diverse variety of homes that meets a range of housing needs. All major schemes should provide affordable housing and where the maximum policy compliant affordable housing level is not 50%, a viability appraisal should be undertaken to justify the more limited levels proposed. CLP Policy SP2 makes a presumption, outside of the Metropolitan Centre, that affordable housing will be delivered on site. However, the London Plan envisages that there may be circumstances where affordable housing is provided off-site as part of a donor site arrangement where it allows for the delivery of higher levels of affordable housing, or other benefits. Overall the London Plan acknowledges that it may be necessary for a flexible approach to be taken towards the provision of affordable housing to encourage residential development.
- 8.13 The applicant has so far submitted 28 planning applications across the Borough, seeking to deliver an ambitious and progressive housebuilding programme (including the delivery of significant levels of affordable housing) across the Portfolio and has indicated that it intends to deliver these schemes across a series of tranches. The applicant has confirmed their intention to adopt a donor site arrangement across the Portfolio to deliver affordable housing, with the sole purpose to maximise the amount of affordable housing that can be delivered across each tranche. This approach can be supported if it secures the delivery of more affordable housing than the normal policy approach.
- 8.14 This site forms part of Tranche 3 which comprises of 6 sites, all of which are “major” developments requiring up to 50% affordable housing, subject to viability The sites in Tranche 3 are as follows:

<b>Applicant’s affordable housing proposal – Tranche 3</b>		<b>Proposed tenure</b>			
<b>Application Number</b>	<b>Name</b>	<b>Private units</b>	<b>Affordable Rent units</b>	<b>Shared Ownership units</b>	<b>Total No of Units</b>
16/06505/FUL	Tollers Lane	22	0	18	40
16/06514/FUL	Heathfield Gardens	20	0	0	20
16/06512/FUL	Auckland and Sylvan Hill	38	0	19	57
16/06508/FUL	Longheath Estate	0	24	29	53
16/06469/FUL	Drummond Road	28	0	0	28
16/06419/FUL	Station Road, South Norwood	14	0	0	14
	<b>TOTAL</b>	<b>122</b>	<b>24</b>	<b>66</b>	<b>212</b>



- 8.15 As all the sites in Tranche 3 are major sites, the total maximum amount of affordable housing that policy would require would be 106 units, of which 64 should be affordable rent accommodation and 42 should be shared ownership.
- 8.16 Affordable housing policy makes clear that the delivery of affordable housing should consider site viability considerations to ensure that affordable housing requirements do not result in schemes overall being undeliverable (in viability terms). In such circumstances, it can be acceptable to deliver less than 50% affordable housing (including delivery of an alternative affordable tenure mix).
- 8.17 The schemes were reviewed by an independent viability consultant. This concluded that, after considering several different factors and contingencies, the sites might well be able to support the following provision of affordable housing at a policy compliant mix (60:40 in favour of affordable rent):

Viable levels of affordable housing – Tranche 3		Proposed tenure			
Application Number	Name	Private units	Affordable Rent units	Shared Ownership units	% Affordable provision
16/06505/FUL	Tollers Lane	35	3	2	13%
16/06514/FUL	Heathfield Gardens	20	0	0	0%
16/06512/FUL	Auckland and Sylvan Hill	14	26	17	75%
16/06508/FUL	Longheath Estate	22	19	12	58%
16/06469/FUL	Drummond Road	28	0	0	0%
16/06419/FUL	Station Road, South Norwood	14	0	0	0%
	<b>TOTAL</b>	<b>133</b>	<b>48</b>	<b>31</b>	<b>37%</b>

- 8.18 The applicant has challenged a number of the assumptions that informed this independent review, including the value of affordable rent units, existing land values and the final sales values. Notwithstanding the applicant's concerns, officers consider that the review output is a reasonable position and should not be as easily discounted. However, as with all such exercises, there are several assumptions made which are invariably open to interpretation and further analysis (especially where sales values and land values are difficult to determine, with general lack of comparables). In this instance, there is a fair degree of uncertainty, as some of the sites are in locations where there have not been a high number of sales of comparable units to use to benchmark valuations. Consequently, whilst officers are broadly content at this stage to accept the applicant's viability case, with such uncertainty, it is recommended that a review mechanism be utilised to allow for a review of the scheme viability at the point of commencement, to determine whether there is scope to either increase the level of on-site delivery and/or to modify the mix of affordable housing accommodation to bring delivery closer to the 60-40 affordable housing split (in favour of affordable rent) as envisaged by policy.
- 8.19 Notwithstanding the applicant's concerns, the independent viability review has demonstrated significant differences in levels of viability for the different sites, based

in part on their location, site constraints and the prices which tend to be achieved in the local area. It shows that some sites could support a fair amount of affordable housing and half could not support any. The appraisal shows that some sites could support more than 50% affordable housing which, if considered individually as opposed to as a tranche would not be necessary in policy terms. Therefore taking viability and the maximum policy position into account, the amount of affordable housing which the sites could support, if assessed individually as opposed to as a tranche, would be 36 units of affordable rent and 23 units of shared ownership, which would equate to an average of 28% affordable housing (across the major applications).

8.20 Taking this information, it can be compared against the applicant’s tranche-wide affordable housing offer:

Name	Affordable rented units	Shared ownership units	Total affordable units	% Affordable provision
Viable major sites (capped at 50%)	36	23	59	28
Tranche-wide offer	24	66	90	43

8.21 Whilst the tranche-wide approach would deliver 12 fewer affordable rent units and would be reliant on delivery across a range of donor sites, it would also result in an additional 31 affordable housing units overall (although all this uplift would be shared ownership tenures rather than affordable rent tenures). This would represent a 50% increase over and above what would be expected for the major applications (albeit with a very different tenure split).

8.22 It is considered that this increased supply of shared ownership affordable housing would meet an identified need for affordable accommodation and would go some way towards meeting the affordable housing requirements set out in the development plan and as such, the supply of an additional 31 shared ownership units would outweigh the deficit of 12 affordable rent units.

8.23 The donor sites in Tranche 3 are spread throughout the Borough and support the delivery of “mixed and balanced communities” which is one of the objectives of the London Plan policy requiring on-site delivery. The applicant has demonstrated on a Ward by Ward basis that the provision of shared ownership tenure accommodation would be desirable, especially as shared ownership tenures are under-represented in the application areas. The Longheath scheme, which would provide most of the affordable units would have the units spread out throughout an estate and would include a good proportion of shared ownership units, which could over time become private for sale units (following potential stair-casing) adding to the tenure mix of the local area.

8.24 This method of delivery of affordable housing is innovative and demonstrates a flexible approach to securing affordable housing which is supported by the London Plan. Whilst it is not fully in accordance with the provisions of the development plan, off site affordable housing provision is anticipated by planning policy documents. Taking this approach would facilitate a significant uplift in affordable housing delivery, over and above standard policy requirements. These benefits of a tranche-wide, donor site approach to affordable housing provision in this case (being the provision of an amount of affordable housing above policy requirements, a demonstration that the maximum

viable amount and mix of affordable housing on major sites is being secured and that this approach allows sites to be developed that would otherwise be unviable) would outweigh any harm caused by the failure to deliver affordable housing on a site by site basis. Subject to the use of a subsequent viability review (prior to commencement of development), officers find the approach proposed by the applicant to be acceptable.

- 8.25 It should also be noted that 19 units of shared ownership accommodation is proposed on site, which equates to 31% of the proposed units being delivered as affordable housing. As such, whilst the tenure mix does not accord with policy, this scheme would contribute affordable housing directly on site and would be a multi-tenure scheme, contributing to mixed and balanced communities.
- 8.26 As the applicant currently has no ownership interest in the land the subject of this proposed development, it is recommended that a planning condition be imposed preventing any development from taking place on site unless and until all parties with a legal interest in the land (including the applicant) have been joined as parties to a legal agreement under S.106 of the Town and Country Planning Act 1990, with specific covenants specified to prevent occupation of a percentage of private sale units on site until such time as prescribed levels of on and off site affordable housing across Tranche 2 have been completed and are available for occupation/hand-over. The required heads of terms (including the requirement for a viability review) will be set out within any condition. This recommended approach (using a planning condition to require a later S.106 Agreement to be completed) has been successfully tried and tested by the London Legacy Development Corporation in relation to sites near the former Olympic Stadium and a similar approach was recommended by your officers in relation to the College Green/Fairfield Halls submission, which was accepted by the Planning Committee in February 2017. This approach will ensure that this important tranche of developments and the significant amount of affordable housing will be delivered.
- 8.27 Planning applications have been submitted for all sites within Tranche 3. Four applications are being reported to Planning Committee concurrently, with others proposed to be determined under delegated powers or at a later Planning Committee. The affordable housing analysis set out above covers all the sites in the tranche, so should an application be refused by Planning Committee or under delegated powers, the figures above would change. The RECOMMENDATION to Committee sets out a mechanism for reporting applications back to the Committee, should this be necessary.

### **Townscape, Visual and Heritage Impact**

- 8.28 The overall estate layout is as a series of either linear flat blocks, at the bottom of the estate and addressing Church Road or as a series of point blocks, with significant spaces between the buildings including many mature, high quality trees. The overall character and appearance of the estate does not detract from the conservation area.
- 8.29 The proposed development in many ways follows this existing character in terms of the built form. Most buildings are three storey, the same as the existing linear flat blocks. The four storey Block A would be sited adjacent to an existing four storey building. Its ridge height would be somewhat higher but with the separation between the two buildings and the modern appearance, this would relate well to the adjacent building. The five storey Block B would be taller than the buildings on the estate nearest, but would be sited more than 18m from and at an angle to, that front elevation. As such, it would not create a sense of enclosure between the two buildings and it

would create a transition of scale to the taller building behind. The buildings would also have an inverted pitched roof. This would be significantly different from the traditional pitched roofs in the estate but this approach matches the modern design and appearance of the proposed blocks which, combined with the contrasting bricks, would add to the sense of character on the estate.

- 8.30 The detailed design of some elements, such as the frames to communal entrances, would reflect the detailing around inset balconies on existing blocks, whilst also complementing the modern appearance of the proposed buildings. The overall scale, massing and design of the blocks is considered appropriate for the area. Although the proposal allows much of the existing landscape to be retained, the cumulative impact of all blocks would result in a loss of some of the spacious character of the site. This is particularly the case at the entrances to the site from Church Road and Auckland Road which would result in some enclosure at these locations. There is however a rationale to providing a greater quantum of built form at the site entrances, which are nodal points and on main routes which generally have larger buildings. The proposal nevertheless retains the green character of the Auckland Road and Church Road frontages, which contribute to the character of the conservation area.
- 8.31 In more detail, Block A would continue the existing street rhythm to Church Road. The estate blocks to either side are L-shaped, which would be replicated, enclosing a shared amenity space which would provide for a greater sense of ownership for the surrounding blocks. The front elevation would be set slightly behind the adjacent building's front elevation, off-setting the increased height of the block in terms of dominance. The slight separation from the adjacent block allows the change in floor levels and thus window locations to be appropriate. The recesses to create balconies references the way in which the existing blocks turn corners with recessed corner sections. There is already a significant area of hardstanding at the front of the site and the increase and reconfiguring the parking would not change the appearance significantly. The screen of trees at the back of Church Road would not be affected by the proposal.
- 8.32 Block B would take the place of existing garages, located on an incline at the edge of the estate. The five storey massing would be taller than buildings on the estate apart from the more slender point blocks. It would however form a transition to the significantly taller building behind. It would be located 18m from and at an angle to the existing block on the opposite side of the Sylvan Road spur. The block would also follow the footprint and orientation of another adjacent block and so its siting and location would be appropriate for the area.
- 8.33 Block C would continue the urban form of the existing block to the east, which follows the route of Auckland Rise. This block would be set back from the street by a greater amount than the existing block, which would moderate the resulting sense of enclosure. The block works with the topography of the slope, stepping up the route and with a gap between the two elements where the building cranks round a bend. The massing is similar to the existing blocks adjacent, with a gap between the two elements which is comparable to the gap which would result from the existing building. This block and proposed Block D do create a more enclosed streetscene from Auckland Road than is currently the case. This better defines the route of Auckland Rise and is a very similar relationship to the road that the existing blocks have. The block locations build on the existing character of more development around the entrances to the estate and a more spacious centre.

- 8.34 Block D would be similar in massing terms to the existing three-storey block on the opposite side to Auckland Rise. Both buildings would have a similar relationship to the street and with each other, although with one having a more modern appearance. They would mark the entrance to the estate in an appropriate fashion. The rear elevation of Block D would be highly visible from Auckland Road and would add interest to the streetscene. The proposal would be at quite some distance from the listed church opposite and have a similar relationship to it as the existing building, albeit at a closer distance and so is not considered to have a significant impact on its setting.
- 8.35 Block E forms a small infill development between two three storey blocks. It would have a similar mass to each block, sitting just below the ridge height of the neighbouring building. This block would be opposite a taller five storey point block which would be 18m away and on the opposite side of Sylvan Hill. The massing and siting of the building is therefore appropriate.
- 8.36 The blocks overall would result in a reduction of open space in the estate. As set out above, the impact of blocks both individually and cumulatively would be acceptable in terms of the character, townscape and heritage assets. It would lead to some change in the character of the area, with fewer spaces between buildings. This would however have an acceptable impact on the character and in some instances would improve it, resulting in a better sense of enclosure and marking of routes around the entrances. Towards the centre of the estate, large areas of space would remain and landscaping improvements and replacement tree planting would ensure that the areas which are retained would be of greater amenity value to residents. Therefore, whilst the character of the area would change to an extent, this change would be acceptable.

## **Residential Amenity**

### Block A

- 8.37 The block of flats to the north has no side facing windows. The front and rear building lines are similar to that property so no significant impact on light or outlook would occur. The block to the east is four storeys, of a similar height, with units being arranged with dual aspect to the front and rear. The block would present a blank flank elevation to part of this block at a distance of 11 metres. There are relationships of a similar separation distance on the estate, but these are flank walls to flank wall without principal room windows. This element of the proposal would have an impact on the outlook and light to the most southerly unit on each floor. These properties do however have exceptionally high levels of light and outlook to the rear, where living rooms are believed to be located. The reduction in outlook to the windows affected would be significant but given the current high levels and the availability of alternative aspect, this is considered acceptable.
- 8.38 The block would be 21m from the flats to the south, separated by an access and parking and some existing trees would be retained in front of that block. Given the separation distance and the front to front relationship this is not considered to significantly affect privacy or outlook. Some impact on light would occur although as the existing block is north facing it would be minimal.

### Block B

- 8.39 The block follows the footprint of the adjacent block to the south and abuts a flank wall. As such, the relationship with that block is acceptable. The block opposite, 66-88

Sylvan Hill would have adequate daylight and sunlight according to calculations against the BRE guidance. The blocks would be at least 18m apart with a front to front relationship across a vehicular route and so would not give rise to undue overlooking. Some noise and disturbance would occur from vehicles and residents accessing the properties but this is unlikely to lead to significant disturbance as the block would accommodate 18 units and replaces garages which are partially used. The relationship with the building under construction to the north is considered acceptable due to changes in level.

#### Block C

- 8.40 Block C would follow the road adjacent to 2-24 Auckland Rise. Those properties have side facing windows at the front of the side elevation, which appear to be secondary windows to the room, with main windows on the front elevations. In any case, the proposed Block C would be set back from the street at this point to reduce impact on these windows. A condition can secure screens to the sides of balconies to ensure no detriment from overlooking. The building opposite would retain acceptable levels of light and outlook and would be separated by an existing road so no undue overlooking would occur.

#### Block D

- 8.41 The location of this property is at approximately right angles to the existing building to the west. Some impact would occur to the windows nearest to the proposal. Given the orientation sufficient light and outlook to the south would be available and the private amenity space would not be affected in these matter. Some mutual degree of overlooking would occur at a distance of at least 11m, balcony to balcony but as this would be at an angle of at least 45degrees and as the existing balconies are very visible from communal areas the impact is considered to be acceptable.

#### Block E

- 8.42 Side facing windows exist in each of the blocks adjacent to the proposal but these serve secondary rooms or circulation space, so the impact on light and outlook to those units is considered acceptable. The point block opposite would be 17m away and at an angle and retains sufficient daylight and sunlight against BRE standards. Some impact would occur on the view from those properties, but this is not protected in planning terms, the level of outlook would be acceptable given the separation distance and land levels.

#### General site impact

- 8.43 The increased number of properties has been assessed to be appropriate for the area in terms of density and so whilst it would lead to additional residents the impact in terms of noise and disturbance is unlikely to be significant. Some additional parking areas are proposed, although these tend to either be close to where existing garages and forecourts were located or near to existing parking. Therefore, disturbance from vehicle movements is considered to not be likely to give rise to unacceptable levels of disturbance.
- 8.44 The development would have an impact on amenity from the open areas of the site but the landscaping and playspace improvements proposed are considered to

satisfactorily off-set this impact. The proposals would therefore have an acceptable impact on residential amenity of occupiers of the estate.

### **Living Conditions of Future Occupiers**

- 8.45 Policy SP2.6 requires that all new homes meet the needs of the residents over a lifetime by achieving the minimum standards set out in the Mayor of London's Housing Supplementary Planning Guidance. The Nationally Described Space Standards (NDSS) provide minimum technical space standards for new dwellings in terms of the internal amenity space. All the proposed units meet the minimum required internal space standard.
- 8.46 The Daylight/Sunlight Report states that in terms of daylight, only one proposed room would not meet the criteria set out in the BRE guidance, so the development would have very good access to daylight. 24 of the main habitable non-bedrooms would fail sunlight criteria but when taken with the high levels of daylighting and availability of other rooms with good access to sunlight this is acceptable.
- 8.47 With regard to external amenity space, the London Housing SPG states that a minimum of 5 sqm of private outdoor space should be provided for 1-2 person dwellings and an additional 1 sqm added for each additional occupant. UDP Policy UD8 requires development proposals to provide residential amenity space to be considered as an integral part of the design of the overall development concept. Each unit has a separate garden, courtyard or balcony which accords with the required space standard.
- 8.48 A Contaminated Land assessment has been undertaken and assessed. The submitted report was based on only partial site investigations so further studies are necessary, which can be secured by condition. The investigation also found contaminants present so a remediation strategy will be required, which can also be secured by condition.

### **Highway Safety and Car Parking Demand and Supply**

#### Access

- 8.49 The number of trips expected to be generated by mode by the proposed scheme has been calculated using a combination of trip databases TRICS and TRAVL together with 2011 Census information. The trip generation analysis has indicated that the proposed scheme would generate a moderate level of vehicular traffic in the peak periods: 20 car trips in the AM peak and 19 in the PM peak. This would equate to one vehicle every three minutes during the peak hours. Vehicle movements would be less frequent outside of peak hours. This level of trip generation is expected to be able to be accommodated within the existing highway network.
- 8.50 Vehicular access would be provided directly from the existing road network. Emergency vehicles would be able to gain direct access to the residential units directly from Auckland Rise, Sylvan Hill and Church Road. Bin stores can be accessed from the public highway or in the same manner as the existing where bin lorries pull off the highway on to areas of hardstanding between blocks. Pedestrian access and footpaths would be retained through the site and would be improved. Reconfigured parking off Church Road and the other roads have all been demonstrated to provide adequate turning for the vehicles which would use them.

8.51 A preliminary Construction Logistic Management Plan has been submitted with the application. As the development is at planning application stage, a contractor has not yet been appointed and the applicant has not been able to provide full details of site layout and management or the numbers or timing of deliveries. Prior to the appointment of the Principal Contractor a Construction Management Plan should be developed alongside the pre-commencement Health and Safety Information (PCI), also required by the Construction (Design and Management) regulations 2015 (CDM 2015).

### Parking

- 8.52 The site is located within an area with a public transport accessibility level (PTAL) rating level of 1/2 which is considered to have poor access to local transport links. The site is however within a 12 minute walk from Upper Norwood District Centre, 1.5km from Crystal Palace Overground station and bus services operate on both Church Road and Auckland Road. As such, the connectivity is considered to be slightly better than the PTAL rating suggests.
- 8.53 There are 21 existing garages on site, to be removed. Of these, 12 are let to individuals who live within 1.5 miles of the site and therefore it can be assumed that these spaces are either used for parking or storage. However, it is noted that they are less than 5m deep and/or 2.8m wide and are therefore likely to be too small to be used for the parking of modern vehicles. 47 on and off street parking spaces would be lost to the development. The scheme proposes 57 additional residential units and Census data from the local area shows that households have on average 0.7 vehicles available to them, resulting in approximately 42 vehicles likely to result from the development.
- 8.54 Parking stress surveys have also been undertaken, which the applicant argues demonstrates that an average of 225 vehicle unrestricted vehicle parking spaces are available within 200m of the development at peak times. The proposal also includes the provision of 65 spaces. The applicant therefore argue that the proposal would result in the generation of demand for 89 spaces (42 new vehicles + 47 spaces lost). With 65 spaces proposed and an average of 225 spaces available on street, they consider that impact on parking would be negligible.
- 8.55 London Plan parking standards state that one to two bed units should have less than one parking space per unit while three bed units should have a maximum of 1.5 parking spaces per unit. Based on the unit types the proposal would demand a maximum of 57 parking spaces – although the general tenor of policy is to seek reduced car parking levels – thereby reducing private car trips and encouraging more sustainable modes of travel (including walking, cycling and use of public transport).
- 8.56 Having considered the above information, officers have taken a more precautionary approach. Some of the garages could be used for parking of small cars and policy suggests a maximum of one space per unit. As such, the parking demand could be closer to 116 spaces (12 garages + 47 spaces lost + 57 new vehicles). Of the 225 spaces surveyed as being unoccupied, some would not be desirable to park in, including 38 on Church Road due to the busy nature of the road, 10 on Sylvan Hill which is often very crowded and 35 on Upper Beulah Hill which is not well surveyed at night. As such, whilst 225 spaces may be available, residents are more likely to wish to park in closer to 140 of the spaces. With the addition of the 56 new parking spaces within the site this does, however, demonstrate that even with a precautionary approach, the levels of parking potentially generated could be catered for in the estate and surrounding streets.



- 8.57 To manage this demand for parking the applicant proposes a Green Travel Plan to ensure that future residents are informed of sustainable travel options and to promote using public transport, car clubs and cycling. A car club space would also be provided. This is considered likely to reduce the level of trips by car which residents undertake and is in accordance with the aim of policy to promote sustainable travel. These measures would be secured as part of the future S.106 Agreement process.
- 8.58 The London Plan cycle parking standards for residential development are one space per one bed units and two spaces per unit for all other dwellings resulting in a requirement of 86 spaces, plus two space for visitors. A condition is recommended to secure a total of 88 spaces in accordance with the above requirements.

### **Trees and biodiversity**

- 8.59 The Arboricultural Report identifies that there are 68 arboricultural items within the site area, comprising 58 individual trees, 9 groups and one stump. Officers consider that the character of the area is very much supported by the high quality trees on the site. The proposal would result in the loss of 18 trees and one group. Of the trees to be lost, all are graded "C" or "U" apart from two grade "B" trees. The group to be affected would be G36, located to the south of Block B. Whilst listed as individual trees of grade "C" officers consider that trees T15-T20, whilst correctly categorised as Grade "C" do form a group which adds to the character of the area.
- 8.60 Tree officers originally raised concerns about the loss of a specific tree on Site A, trees on Site C and on Site F. Amendments received addressed concerns with Sites A so that the mature tree in a planter would be retained. Concerns regarding the impact of Block F have been resolved by removing the proposed block from the scheme so these concerns have been overcome. Block C would still result in the loss of the group of Grade C trees. The impact of their loss would be ameliorated by the higher quality Group G22 behind, being retained. However, as a play area is proposed in this location and they would be near the rear elevation of Block C, a condition is recommended to control the construction of this area in accordance with details, including levels, to be agreed and to require replacement planting.
- 8.61 As well as tree loss, some development would occur within Root Protection Areas (RPAs) of 12 trees. This has been assessed and generally the incursions are minimal. Whilst some impact on T7, at the Auckland Road entrance to the site, would occur, this is considered to be acceptable as the incursion is small. A side elevation faces this tree so future pressure to remove the tree should be limited.
- 8.62 A replacement tree planting strategy has been provided, which indicates that 86 trees would be planted to replace the loss of 18 trees and one group. The planting strategy proposes species which support those found in the area and are proposed in locations to support belts of trees present on site. The overall approach of the strategy is accepted as is the amount of tree planting. Further refinement of the strategy is necessary to ensure that suitable species are proposed in the right locations, with ample space to grow. Officers consider that this can be secured by condition.
- 8.63 Overall, the proposal would lead to a loss of mature trees. Amended plans have been received which reduce the level of tree loss and retain more of the highest value trees. As such, with conditions to secure a detailed tree replacement strategy, coordinated with level changes and play areas and a further condition to ensure tree protection and building methodology approaches in RPAs, the impact on trees is acceptable.

8.64 An Ecological Assessment has been submitted with the application. It has identified one of the buildings to be demolished as housing a day-roost for a common bat species, which would require a license from Natural England to remove. An impact assessment has been carried out against Natural England standing advice and the impact of this loss is “medium”. As such, replacement artificial habitats are considered to be appropriate and 12 bat roosts are proposed. A condition is recommended to require details of this and other replacement habitat and coordination with a detailed lighting strategy. As part of the landscaping strategy, biodiverse planting would be included to provide habitat improvements, including green roofs, meadow grassland planting, bird and bat nesting features, invertebrate hotels, brashpiles and “hogitats” (hedgehog homes).

## **Other Planning Matters**

### Flood Risk

8.65 The site is located within Flood Zone 1. A Flood Risk assessment has been undertaken which concludes that the scheme is at low risk of flooding from all sources.

8.66 To ensure that the proposed scheme does not detrimentally affect surface water flood risk in its local drainage catchment a drainage strategy is proposed that will implement forms of SuDS which would reduce the run off from the site below existing run-off levels and below 5l/s/ha. Whilst there are some constraints on site, including the presence of significant trees, there is capacity for SuDS to be provided both at grade and beneath hardstanding.

8.67 The Lead Local Flood Authority (LLFA) initially raised an objection to the originally proposed scheme which did not provide sufficient information to demonstrate that the proposal would not cause surface water drainage concerns. The drainage strategy has therefore been amended and the LLFA subsequently queried a number of the amendments which have now been further amended so that concerns have been overcome. The LLFA recommended that permission be granted subject to conditions, as included in the recommendation.

### Energy Requirements

8.68 The applicant has submitted an Energy Statement and Sustainability Statement which outlines that sustainable design and energy management measures can be incorporated to meet the requirements of Policy SP6 and achieve a reduction in carbon emissions over Building Regulations 2013 by 35%. Energy use would be minimised through demand reduction and passive measures such as high levels of insulation and high efficiency glazing and the use of natural ventilation, with solar panels and other measures as required and controlled by a condition relating to detailed design.

8.69 A Low Emissions Strategy would be required with regards to emissions during construction and air quality and to ensure that vehicles generated by the development do not contribute significantly to air quality issues.

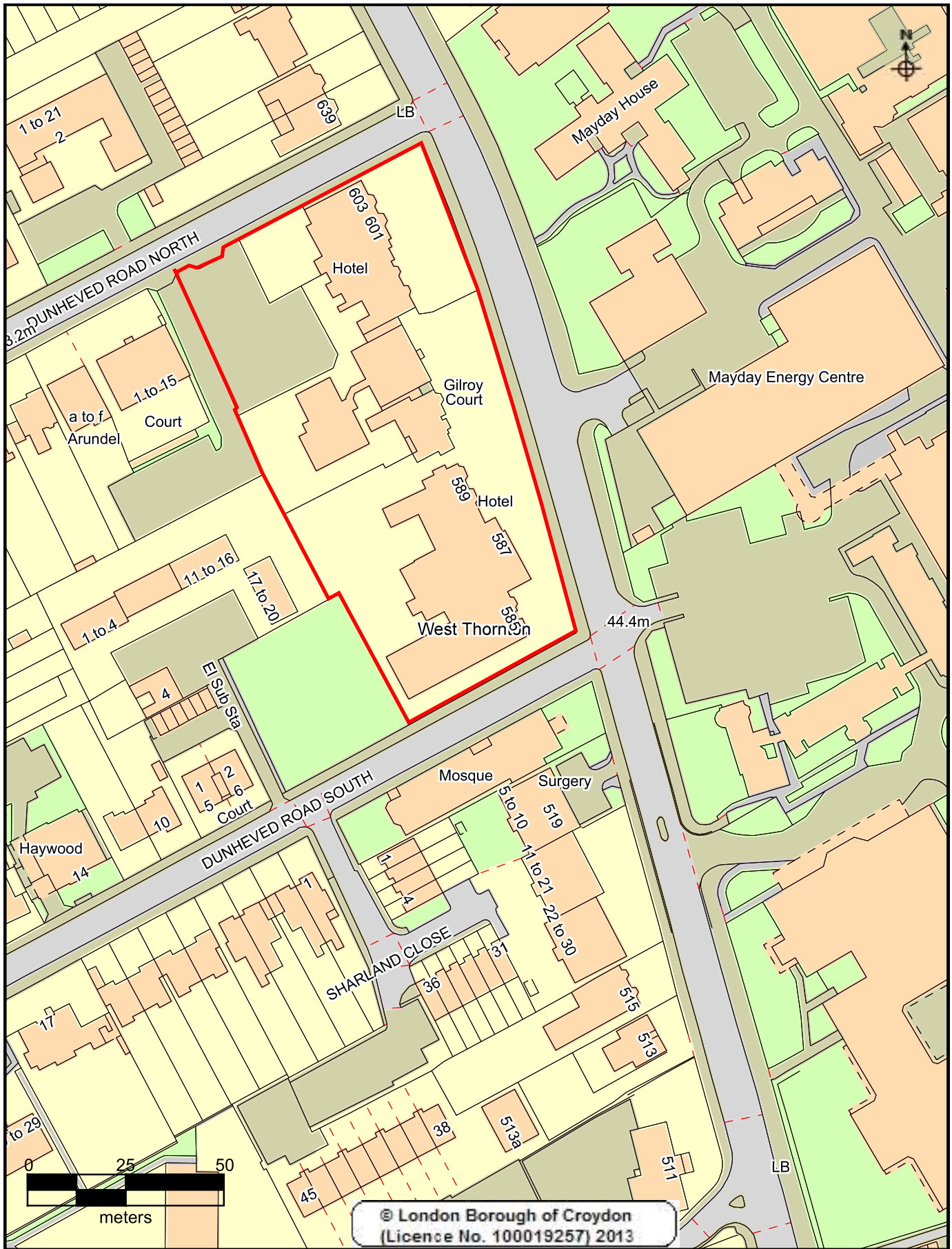
### Community Infrastructure Levy

8.70 The development would be CIL liable. The levy amount has been calculated to ensure that the development contributes to meeting the need for physical and social infrastructure, including educational and healthcare facilities.

## **Conclusions**

- 8.71 It is recommended that planning permission should be granted.
- 8.72 The scheme maximises the housing potential of the site (including the delivery of a high level of family housing and off-site affordable housing) without harming the visual amenities of the area, the setting of heritage assets or the residential amenities of the surrounding properties. Whilst the loss of landscaped spaces and mature trees is acknowledged, the scheme provides a new children's play space and retains wide green verges which would be enhanced by replacement trees and soft landscaping.
- 8.73 Whilst residents' concerns about parking and highway safety are noted, officers are satisfied that a robust Transport Assessment has been provided which demonstrates that there is adequate available on-street parking in the surrounding area and mitigation measures, including a new car-club space can be secured by condition.
- 8.74 All other relevant policies and considerations, including equalities, have been taken into account.

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PART 7: Planning Applications for Decision

Item 7.4

1 SUMMARY OF APPLICATION DETAILS

Ref: [16/06526/FUL](#) (*Link to associated documents on the Planning Register*)  
 Location: 585 – 603 London Road, Thornton Heath, CR7 6AY  
 Ward: West Thornton  
 Description: Demolition of existing structures and buildings at 585-603 London Road, erection of 3 four/ five storey buildings comprising 593 hotel (C1) and aparthotel rooms (C1) and ancillary services the formation of new vehicular accesses onto London Road and Dunheved Road North, new public realm, car, coach and cycle parking, landscaping and refuse and recycling facilities.  
 Drawing Nos: A-000-001 P0, A-000-002 P0, A-050-010 P0, A-050-011 P0, A-110-001 P0, A-110-002 P0, A-110-003 P0, A-100-017 P0, A-025-010 P0, A-025-002 P0, A-100-016 P0, A-100-015 P0, A-100-014 P0, A-100-013 P0, A-100-012 P0, A-100-011 P0, A-100-010 P0, L-100 P0,  
 Applicant: C/O Agent  
 Agent: Mr Richard Quelch, 65 Gresham Street, London, EC2V 7NQ  
 Case Officer: Emily Napier

Type of floorspace	Amount proposed	Amount retained	Amount lost
Hotel (C1)	32,833 Sq m	0 Sq m	6,853 Sq m

Type of floorspace	Rooms to be lost	Rooms proposed	Net additional Rooms
Hotel C1	256	593	337

Number of car parking spaces	Number of cycle parking spaces	Number of coach parking spaces
238 (net increase of 148)	80 (net increase of 70)	4 (net increase of 3)

<b>Disability spaces (WCH)</b>	43
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1.1 This application is being reported to Planning Committee because the Development is a Large Major Development in accordance with the Committee Consideration Criteria.

2 RECOMMENDATION

- 2.1 That the Planning Committee resolve to GRANT planning permission subject to:
- A. Any direction by the London Mayor pursuant to the Mayor of London Order
  - B. The prior completion of a legal agreement to secure the following planning obligations:

- a) Employment and Training Strategy
- b) Travel Plan
- c) Coach Management Plan
- d) Car Park Management Plan
- e) Restriction of occupation 90 days
- f) Reinstate footpaths and highways
- f) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport

2.2 That the Director of Planning and Strategic Transport has delegated authority to negotiate the legal agreement indicated above.

2.3 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 commence within 3 years of the date of permission
- 2) In accordance with submitted plans and documents.
- 3) Submission of details of external facing materials, including details of ceramic tiles as proposed in Design and Access statement.
- 4) Submission of details of lighting assessment.
- 5) Submission of details of balconies.
- 6) Submission of details of landscaping, green roofs, boundary treatment and public realm.
- 7) Public realm to be open to the public and maintained for the duration.
- 8) Submission of details relating to security measures including access to basement parking and CCTV to public areas and basement.
- 9) Hours of use for function spaces and restaurant bars limited to 8am-11pm.
- 10) Use of gym, restaurants and bars by hotel residents only.
- 11) Submission of details of parking.
- 12) Submission of car parking management plan – including details of how parking will be restricted to members of the public.
- 12) Submission of Delivery servicing plan prior to occupation.
- 13) Submission of Construction Logistics and Demolition Plan (which shall include a site waste management plan).
- 14) Archaeology condition.
- 15) In accordance with Sustainability and Energy assessment 35% betterment of building regulations in accordance with the submitted assessment.
- 16) Built to BREEAM.
- 17) In accordance with Noise Assessment – Environmental Noise and Impact Assessment by XCO2 (March 2017).
- 18) Limiting noise from air conditioning units.
- 19) Details of car parking arrangements.
- 20) Submission of details of phasing plan to detail phasing and timings of development.
- 21) Sustainable Urban Drainage Systems.
- 22) Basement Impact Assessment
- 22) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

## Informatives

- 1) CIL
- 2) Removal of site notices
- 3) Contact Network Management prior to commencement of development.
- 4) Any [other] informative(s) considered necessary by the Director of Planning

2.4 That, if by 18<sup>th</sup> August 2017 the legal agreement has not been completed, the Director of Planning and Strategic Transport has delegated authority to refuse planning permission.

## PROPOSAL AND LOCATION DETAILS

### Proposal

2.5 The application comprises the following:

- Demolition of existing buildings, including The Croydon Court Hotel (595-603 London Road), Gilroy Court Hotel (591-597 London Road) and Norfolk House Hotel (585-589 London Road). These currently comprise a total 256 rooms.
- Erection of two buildings:
  - Hotel containing:
    - 435 bedrooms, of which 44 are wheelchair accessible, 191 are in the basement (including some windowless rooms).
    - Reception and lobby at groundfloor
    - Restaurant and bar at groundfloor
    - Gym and Pool at basement level
    - Function room and bar at basement level (511sqm)
  - Apart-hotel containing:
    - 158 apart-hotel bedrooms (all ground floor and above), of which 18 are accessible.
    - Reception Lobby and restaurant at ground level
- Provision of landscaping, including a public realm area adjacent to the Croydon Mosque (detailed 'mosque plaza' on submitted plans) which proposes a water feature and seating. Landscaping to front of hotel and apart hotel addressing London road providing active focal point to announce hotel entrance.
- Internal court yard areas with seating.
- The proposed massing increases from four storeys adjacent to Dunheved Road North and South increasing to 5 storey's in the central aspect of the site, which addresses London Road.

A material pallet to include a mixture of traditionally inspired materials including ceramic tiling and brick, juxtaposed with dark grey metallic frame windows and dark grey metal cladding.

- Provision of servicing, coach park and parking access towards the rear of the site, accessed via the one way system on Dunheved Road North.



2.6 During the course of the application minor amendments were received to the landscaping strategy to improve the overall approach to the hierarchy of materials used across the scheme.

### **Site and Surroundings**

2.7 The site is located on the western side of London Road, between the Broad Green and Thornton Heath District Centres.

2.8 The site is relatively level and has an area of approximately 9415sqm (0.94 ha). It is currently occupied by a complex of 3-4 storey buildings in use as three hotels (Ibis Styles, Gilroy Court Hotel and Croydon Court Hotel) with approximately 256 rooms that span the site from 585-603 London Road. The parcel of land at 2 Dunheved Road South has recently been completed as a hotel.

2.9 The surrounding area is mixed in character, including low-rise residential development to the west, a mosque to the south and Croydon University Hospital opposite the site on the eastern side of London Road.

2.10 Designations:

- Archaeological Priority Zone
- London Road is London Distributor Road
- Surface water flood risk area (30 year, 100 year and 1000 year)

### **Planning History**

2.11 The following planning decisions are relevant to the proposal:

2.12 07/04960/P – planning permission refused for the demolition of existing buildings and erection of five/six/seven storey building with basement comprising 79 two bedroom, 46 one bedroom, 7 three bedroom and 3 four bedroom flats, at 585 to 589 London Road. An appeal against this decision was dismissed on grounds of:

- Scale and height of proposed building (at five/ six/ seven storeys) being out of scale in the context and would have a harmful appearance on the character of the area.
- Visual intrusion and dominance having a detrimental impact upon the outlook and amenity of adjoining occupiers
- Poor amenity for future occupiers (note: application was related to residential units under C3 not Hotel occupation)

- It is worth noting that this application related to the south aspect of the site only with 600-603 London Road not being included within the application. The inspector noted that the scale and massing of the building would also dominate the form of the adjoining building.

2.13 13/04518/PRE – Redevelopment of site. Mixed use development with retail/ community/ hotel and residential uses. Low rise podium with 5 taller blocks above.

Concern was raised with regards to the use, layout, height and massing. – This scheme related to the whole site also considered under this application.

2.14 The following pre-applications are of relevance to the proposals:

2.15 15/03625/PRE – Development Team Service application was submitted in September 2015 and has under gone a number of meeting and workshops, and has attended two planning committees.

2.16 The main issues raised at the first meeting (March 2016) were as follows:

2.17 Design and massing:

- During the early stages of the pre-application focus was on the proposed massing. Concerns were expressed about the quality, height and massing of the proposed development and its relationship to neighbouring buildings.
- The applicant was advised to ensure the proposal reflects the quality of existing buildings of character in the surrounding area.

2.18 Accommodation

- A good quality hotel would be welcomed in this location.
- There was interest in a good sized function room at ground floor level
- There was interest and some concern about the basement bedrooms and whether they would be fit for purpose (with only limited/no light to these rooms)

2.19 Civic Space

- The idea of the public square was welcomed, opening views for the mosque.

2.20 Parking and transport

- The potential for the proposed hotel parking to deal with some local parking issues was supported
- Questions were raised in relation to the location of ground level disabled bays and clarity was sought in terms of the way parking would be paid for.

2.21 Informed by the above feedback and following discussions with officers, the scheme was further developed and a number of additional meetings were held. The scheme was the presented to Planning Committee (September 2016) the key changes included:

- Reduction in massing of central the block to 5 storeys, and reduction of the massing of the apart-hotel block addressing Dunheved Road North.
- The design was refined, including finer details and material palette.

- Highways and transport proposals revised, notably there was an increase in parking spaces including disabled parking spaces with lift access from the basement into the apart-hotel and hotel.
- Landscaping scheme developed.
- Inclusion of an additional basement level taking provision of basements to three levels.
- Further work to travel plan and transport assessment in evidence of required parking numbers.

2.22 The Planning committee made the following observations in respect of the revised proposals:

2.23 Design & Massing:

- Encouraged greater use of set-backs and articulation of facades to reduce dominance of form.
- Highlighted the importance of using the highest quality of design due to the scale. Wanted the proposals to take more inspiration of the surrounding Victorian context.
- More individuality and texture wanted, encouraged the scheme to be more creative.

2.24 Parking & Transport:

- Coach parking - only 4 spaces on site so a robust coach parking management strategy needed to resolve the issues.
- Area is heavily parked Councillors expressed the importance of not creating any further parking stress.

2.25 Other issues:

- Concern about possible use for temporary accommodation - to be covered in Section 106
- Employment and training strategy to be included in section106

## **2 Dunheved Road South**

2.26 03/00023/P Permission granted for the erection of a four storey hotel comprising 13 hotel apartments, 37 double bedrooms, bar, restaurant, function suite, associated facilities and parking at basement level. – This application relates to land at 2 Dunheved road, which adjoins the site considered under this report.

2.27 05/03732/P – Permission granted for the erection of a four storey hotel extension comprising 60 double bedrooms and 3 accessible bedrooms with function suite and associated facilities on the ground floor and parking at basement and lower basement levels. – This application relates to land at 2 Dunheved Road South, which adjoins the site considered under this report.

- 2.28 14/01570/DT – Non Material amendment to application ref. 03/00023/P granted which sought to amend the description of development to remove the reference to the number of bedrooms and to add two additional conditions to the original planning permission (03/00023/P). The additional conditions are 1) seeking to list the originally approved plans and 2) seeking to list the number of bedrooms to be provided.
- 2.29 14/03259/P - planning permission refused for the erection of a four storey hotel, comprising hotel apartments, double bedrooms , bar and restaurant , function suites, associated facilities and parking at basement level. This was to vary conditions 8 and 9 of permission ref. 14/01570/DT. An appeal against this decision was allowed with the effect of increasing the permitted number of rooms from 50 to 80. – This application relates to land at 2 Dunheved Road South which adjoins the site considered within this report, the development is referred to as phase 1 below.

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

- 3.1 The application is acceptable in principle, a view which has been confirmed by the Greater London Authority.
- 3.2 The proposed development is considered to represent an opportunity to regenerate a prominent area along London Road. The overall design successfully integrates the building within the wider context, ensuring that it respects the general character of the area through the use of high quality materials which respond to the Victorian context. The approach to massing ensures that the four/ five storey buildings do not appear overly dominant. The appearance of the massing is softened by the use of set-backs which add visual interest and help to break down the upper storeys of the apart hotel.
- 3.3 The application has demonstrated that the proposed buildings would not have a detrimental impact upon the amenity of adjoining occupiers (specifically those at Irvine Court and 17-20 Launceston Court)
- 3.4 The need for the proposed parking at a provision of 0.4 has been evidenced by through the submission of a Transport Assessment. This shows (given the PTAL and scale of the proposals) demand for the parking.

### **4 CONSULTATION RESPONSE**

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

- 4.2 The following external consultees were notified of the application:

#### **Greater London Authority (Statutory Consultee)**

- 4.3 The GLA were consulted were consulted on the 9<sup>th</sup> January 2017. In the response the GLA noted that:
- 4.4 Hotel and apart-hotel on the site is compliant with the London Plan (no objection in principle). From a design perspective it was the building design and landscaping is of a good quality and has benefited from the pre-application process.

- 4.5 The GLA advised that the applicant should provide the verification information relating to carbon reduction before stage 2 referral.
- 4.6 The key concern raised was the provision of car parking which the Greater London Authority advised should be reduced. The overall car parking provision is reduced, the number of Blue Badge spaces should be secured, along with EVCPs. The travel plan and other operational plans should be secured through the section 106 or by condition.

#### **Transport for London (Statutory Consultee)**

- 4.7 Consulted 9th January 2017. Response received 6<sup>th</sup> April 2017.
- 4.8 *Access:* The existing three vehicle access points will be consolidated and a one way system put in place with entry off Dunheved Road North and the exit onto London Road. Pedestrian access to the site will also be directly from London Road, all welcomed by TfL.
- 4.9 *Parking:* The application proposes to increase the parking provision to 238 spaces for the 593 rooms, equivalent to 0.4 per room. TfL requests this figure is significantly reduced.
- 4.10 The applicant's commitment to provide 20% of the spaces with Electric Vehicle Charging Points and Blue Badge parking is welcomed. The exact number of Blue Badge spaces should be clarified, with both secured by condition.
- 4.11 Long and short stay cycle parking is provided in excess of the standards, which is welcomed. Sufficient shower and changing facilities are also provided at the site for employees, all in line with the London Plans aspirations to encourage sustainable travel.
- 4.12 *Coach and Taxi Provision:* The application proposes four coach parking spaces. Although this is below the London Plan requirement of one space per 50 hotel rooms, given the site constraints, existing usage and Coach Parking Management Plan submitted in support of the application, it is considered acceptable.
- 4.13 The coach booking system should be put in place to ensure there is always sufficient parking space available. Visitors should be asked when booking groups, so plans can be put in place ahead of their arrival.
- 4.14 Two taxi parking spaces will be provided to the front of the site which is also welcomed.

#### **Historic England (Greater London Archaeological Advisory Service)**

- 4.15 Consulted 6<sup>th</sup> January.
- 4.16 The GLAAS have reviewed the submitted Archaeological Desk Based Assessment (RSK 2016) and recommended a condition to be implemented should the application be Granted.

#### **London Borough of Croydon – Transportation**

- 4.17 Creation of one way system by opening access from Dunheved Road North with egress onto London Road is considered acceptable.
- 4.18 The overall level of parking is 238 spaces, which equates to 0.4 spaces per room. This is an increase over the parking provision of the current hotel use of 0.35 spaces

per room and is based on the recognition of the pressures in regard to the high levels of on-street parking in the area and is considered acceptable.

- 4.19 Provision is made for 40 long stay and 28 short stay cycle parking spaces, which exceeds the London plan Standards and is therefore considered acceptable.
- 4.20 The TA includes an assessment of the trip rates and modes of travel to the development, which were agreed as part of the pre-application discussions. The traffic generated has been used to assess the junctions of London Road with both Dunheved Road North and the new vehicular egress onto London Road and the results indicate that both junctions will operate well within capacity.
- 4.21 It is therefore considered that the proposed development will not have a significant impact on the transport network.
- 4.22 The CPMP provides details in regard to how entry to the car park will be managed in terms of a barrier controlled access with the issue of tokens that can then be handed in at the hotel reception. There will also be signage to indicate that the car park is for hotel and mosque use only.
- 4.23 It is also proposed that up to 80 tokens will be issued to the adjacent Mosque on a weekly basis, which assists in alleviating the pressures on on-street parking currently experienced on the Mosque's busiest days.
- 4.24 An assessment of the car park accumulation for hotel guests has been made based on another site owned by the applicant in Church Road, Upper Norwood. This assessment indicates that whilst the car park is close to capacity overnight and early morning/evening, there is sufficient spare capacity during the day when parking is required for the Mosque.
- 4.25 This arrangement is therefore considered acceptable.

#### **London Borough of Croydon – Lead Local Flood Authority**

- 4.26 The Lead Local Flood Authority were consulted. As part of the application a SuDS and Flood Risk Assessment Report (FRA) containing the surface water management proposal (XC02 Energy, November 2016 (Rev. January 2017)). The LLFA had initially raised concerns with the proposals due to the level of detail that had been submitted. The applicant submitted additional information on the 24<sup>th</sup> April 2017 and the 8<sup>th</sup> May 2017, the LLFA have reviewed the submitted information and the objection has been removed subject to the inclusion of conditions.

#### **London Borough of Croydon – Environmental Health**

- 4.27 The Council's Pollution Consultant has reviewed the amended Environmental Noise and Impact Assessment prepared by XC02 Energy (March 2017). It is considered that the Assessment is satisfactory in reducing the impact of noise from proposed air conditioning equipment.

### **5 LOCAL REPRESENTATION**

- 5.1 The application has been publicised by way of site notices displayed in the vicinity of the application site. The application has also been publicised in the local press. 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: 6      Objecting: 4    Supporting: 2

No of petitions received: 0

5.2 Representations have been made from the following local groups/societies:

- Croydon Mosque (support)
- Croydon University Hospital (support)

5.3 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:

<b>Summary of objections</b>	<b>Response</b>
<i>Scale and massing</i>	
Not in keeping with the surrounding context, the design will be obtrusive and represent overdevelopment.	The proposed development has sought to reduce the visual bulk by introducing set-backs, and uses a variety of materials to help breakdown the overall appearance of the buildings. Officers consider that the proposal in terms of scale, massing and external appearance creates an acceptable transition in scale between the more prominent buildings to the south along London Road and lower scale residential development to the north and rear of the site. Refer to paragraph 8.9 of this report.
<i>Daylight and sunlight</i>	
Will overlook bedroom and will impact upon outlook.	The proposed development will sit approximately 20-28 metres from the rear elevations of adjoining properties. It is considered that the separation distances are acceptable to ensure that there will be no loss of privacy to existing occupiers. See paragraph 5.18 for more details.
<i>Parking</i>	
The roads don't have the capacity for the amount of parking required for this development.	Paragraph 8.23 onwards sets out the transportation considerations. It has been evidenced that the provision of 0.4 spaces per room is satisfactory to meet the parking demands of the proposal and subsequently it is not considered that the proposed development will have an unacceptable impact upon the surrounding area in terms of parking.
<i>Non-material issues</i>	
Developer should pay for resident only parking permits	Not a material planning consideration. It would be unreasonable to expect the



	<p>developer to contribute to this. Such an obligation would not meet the test of soundness set out with the National Planning Practice Guidance.</p>
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## 6 RELEVANT PLANNING POLICIES AND GUIDANCE

6.1 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: Strategic Policies 2013 (CLP1), the Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP) and the South London Waste Plan 2012.

6.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in March 2012. 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:

- Building a strong, competitive economy
- Ensuring the vitality of town centres and requiring sequential tests
- Promoting sustainable transport and requiring transport assessments
- Requiring good design.
- Meeting the challenge of climate change, flooding and coastal change
- Conserving and enhancing the historic environment

6.3 The main policy considerations raised by the application that the Committee are required to consider are:

6.4 Consolidated London Plan 2015 (LP):

- 4.5 London's visitor infrastructure
- 5.1 Climate Change Mitigation
- 5.2 Minimising Carbon Dioxide emissions
- 5.3 Sustainable design and construction
- 5.4A Electricity and gas supply
- 5.5 Decentralised energy networks
- 5.6 Decentralised energy
- 5.7 Renewable Energy
- 5.8 Innovative energy technologies
- 5.9 Overheating and cooling
- 5.10 Urban Greening
- 5.11 Green roofs and development site environs
- 5.12 Flood risk management
- 5.13 Sustainable drainage
- 5.18 Construction, excavation and demolition waste
- 6.8 Coaches

- 6.9 Cycling
- 6.10 Walking
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.5 Public realm
- 7.6 Architecture
- 7.14 Improving air quality
- 7.15 Reducing and managing noise, improving and enhancing the acoustic environment and promoting appropriate soundscapes
- 8.3 Community Infrastructure Levy

#### 6.5 Croydon Local Plan: Strategic Policies 2013 (CLP1):

- SP1.2 Place making
- SP3.8 Employment – Development of visitor accommodation within Croydon Metropolitan Centre, District Centres and Local Centres.
- SP4.1 High quality development
- SP4.2 Development informed by distinctive qualities of relevant places of Croydon
- SP6.2 Energy and Carbon dioxide reduction
- SP6.3 Sustainable design and construction
- SP6.4 Surface water drainage, flood risk and SUDs
- SP6.5 Urban blue corridors
- SP6.6 Sustainable waste management
- SP8 Transport and communication

#### 6.6 Croydon Replacement Unitary Development Plan 2006 Saved Policies 2013 (UDP):

- UD1 High quality and sustainable design
- UD2 Layout and siting of new development
- UD3 Scale and design of new buildings
- UD6 Safety and security
- UD8 Protecting residential amenity
- UD12 New street design and layout
- UD13 Parking design and layout
- UD14 Landscape design
- UC11 Development proposals on Archaeological sites
- EP16 Energy
- T8 Parking

#### 6.7 CLP1.1 & CLP2

6.8 The Partial Review of Croydon Local Plan: Strategic Policies (CLP1.1) and the Croydon Local Plan: Detailed Policies and Proposals (CLP2) have been approved by Full Council on 5 December 2016 and was submitted to the Planning Inspectorate on behalf of the Secretary of State on 3 February 2017. Policies which have not been objected to can be given some weight in the decision making process. However at

this stage in the process no policies are considered to outweigh the adopted policies listed here to the extent that they would lead to a different recommendation.

6.9 There are relevant adopted Other Guidance as follows:

- Public Realm Design Guide (2012)

## **7 MATERIAL PLANNING CONSIDERATIONS**

7.1 The main planning issues raised by the application that the committee must consider are:

1. Principle of development
2. Townscape and visual impact and consideration of density
3. Residential amenity/Daylight & Sunlight for neighbours
4. Transport
5. Sustainability
6. Environment
7. Archaeology

### **Principle**

7.2 The current use of the site is as a hotel and subsequently it is considered that the retention of this land use is acceptable, subject to the application demonstrating acceptability against other policies.

7.3 As the proposed hotel and apart-hotel is a main town centre use and is greater than 50 bedrooms policy HT1 applies. The policy requires that a sequential test be undertaken to demonstrate that there are no town centre locations where the development could be located. This has been submitted with the application to demonstrate there are no edge of centre or town centre sites which can accommodate the proposal. In order to demonstrate flexibility of scale and format, the applicant has assessed 28 sites including a range of site sizes and provided justification for this range.

7.4 The sequential assessment has demonstrated that of the 28 sites considered none are suitable or available. The reasons the sites were not suitable include that the sites are subject to a planning consent, construction is underway, the site is allocated for a mixed use development, the site has been sold recently and is occupied (and therefore considered unlikely to be vacant in the near future), the site is of insufficient size for the proposals or the site has significant development constraints which make the proposed scheme unviable. Officers and The Greater London Authority (GLA) consider the testing to be robust and accurate.

7.5 The application has also submitted a needs assessment in accordance with policy HT1 of the Croydon Plan 2006 Saved Policies 2013. The needs assessment demonstrates that the hotel in its current capacity has high occupancy levels around 85% to 95% across the three hotels on average on a monthly basis. The assessment cites the expansion of Croydon University Hospital as a likely contributor to increased demand from the hotel, it is worth noting that the Director of Estate and Facilities at Croydon NHS Trust has written in support of the proposals, citing a likely demand for hotel accommodation for patients and visitors to the hospital.

7.6 London Plan policy 4.5 on Visitor Infrastructure states that across London there is demand for an additional 40,000 hotel rooms through to 2036 and requires at least 10% of rooms to be accessible. The application has demonstrated that 10% of rooms will be wheelchair accessible and the assessments submitted evidence that there are no sequentially preferable locations in Croydon that can accommodate the development and subsequently it is considered that the development complies with policy 4.5 of the London Plan.

## **Design and townscape**

### Layout

- 7.7 The front building line set by the proposed buildings has reduced in complexity to produce a better relationship between the development and the geometry of London Road. Further work has been undertaken to develop meaningful public spaces including:
- a square to the south which complements and builds upon the setting of the Mosque,
  - a pocket park to the north,
  - a series of internal courtyards and;
  - a set back of the building line which allows for a positive public realm to the front of the building which reflects the exiting building lines.
- 7.8 The more challenging aspect of the layout is found in the middle section of the site frontage, where there is a need to provide for pedestrians and a comfortable driveway for the cars and buses, whilst also linking the hotel and apart hotel entrances to help secure the relationship of these buildings as a whole. The buildings have allowed for a strong pedestrian environment to the front of the site ensuring that the different spaces are legible as one coherent space, whilst a landscaping hierarchy has been proposed utilising high quality materials to demonstrate the key points within the frontage, a stronger identity the hotel entrances and build a relationship between the two buildings.
- 7.9 The scheme as proposed contains three basements, with two basement levels providing 191 hotel rooms, of which several will be windowless, the remaining 163 rooms at basement level will be served by light wells. The use of light wells will require safety measures to prevent any falls and the submitted landscaping strategy provides details as to how the light wells will be designed to ensure minimal visual impact upon the overall design and aesthetic of the scheme. The siting of light wells has been carefully considered to reduce the necessity for light wells in prominent street frontage locations to ensure that the appearance within the street scene is minimised. The landscaping proposals have integrated the light wells within the strategy utilising soft landscaping to provide a visual and physical barrier between public spaces and light wells.
- 7.10 Height Scale and massing
- 7.11 The massing, bulk and height of the proposals has developed positively following a series of design workshops with officers to address key issues including the transition

from the site to a low level Victorian era residential area, varied identities between the hotel and aparthotel, prominent entrances into the two blocks, and resolving the bulky nature of the two large blocks of development. It is considered that these issues have been addressed successfully and officers are satisfied with the massing and heights – particularly the way in which they address the neighbouring buildings to ensure that there is a clear relationship and appropriate set-backs between the development and surrounding townscape.

- 7.12 The use of setbacks not only helps to relate the building to the finer grain of the surrounding residential contexts but also helps to add interest to the roof form. The submitted CGI views help to demonstrate how the approach to the form and massing of the building respects the existing form of development within the area. It is subsequently considered that the proposed form and massing of the buildings are have a positive contribution to the overall street scene and are not overly dominant in scale.

### Design

- 7.13 The current approach to design is one that seeks to reflect the commercial hotel use of the building whilst ensuring that the building responds well to the finer grain residential context. The scheme is seeking to differentiate between each separate building frontage whilst ensuring that a distinguishable relationship is held so that the buildings blocks successfully coalesce as one family. The two blocks also needed to respond well to each other and reflect the varied offer that they provided. Through design development workshops, the scheme has evolved to a stage where these objectives are being achieved well. This is particularly evident in how the design of the apart hotel has developed, in that the use of balconies and set-backs, adds to its distinctiveness as a separate building with a more domestic character whilst ensuring that it responds to the finer grain of the area. The use of set-backs helps to ensure the fourth storey massing does not result in the building appearing visually prominent or overbearing along Dunheved Road North.

### Materials

- 7.14 The submitted documents indicate that the proposed materials have been chosen to reflect the surrounding context. The primary material being brick (indicative details within the Design and Access Statement and on elevation drawings) indicate that the bricks used will be Ibstock Ivanhoe Cream on upper floors combined with a darker Kingscote Grey (Ibstock) for ground and setback levels. The Design and Access statement further sets out that the principal material being by virtue of brick provides a durable and robust material for a development along London Road. The Design and Access Statement also sets out that strategically positioned Ceramic tiles will be introduced to add relief and interest for the fenestration pattern and rhythm. Precedents are included within the Design and Access Statement of the detailed ceramic tiling at Berwick Street (a building by Squire and Partners), the ceramic tiles used in this precedent are Pyrolave glazed volcanic lava tiles. Details of ceramic tiles for the proposed scheme have not been secured during the consideration of the application and it is considered necessary that an appropriately worded condition is included requiring submission of details prior to the commencement of above ground works.
- 7.15 In principle the proposed approach to materials is supported. The material palette submitted in support of the application evidences that a simple palette with an

emphasis on high quality materials and detailing will be utilised. This will ensure that the building, although distinctive in scale and massing will sympathetically integrate with the character of the surrounding area. The proposals utilise a brick frame which has been characterised and broken down through the use of windows, recesses and balconies, utilising deep recesses to add articulation. The use of bricks and subtly patterned tiling ensures that the building retains much of the character of the area whilst remaining distinctive in its form and style.

#### Quality of accommodation

- 7.16 The scheme as proposed contains two basement levels with hotel accommodation in, providing 182 hotel rooms, of which 30 (15 per floor) will be windowless (an increase of two from the previous scheme considered by Planning Committee), the other 152 rooms will be served by light-wells. It must be noted that there are currently no policies that seek to protect amenity of occupiers in hotel accommodation, and as there would only be a modest number of windowless rooms it is not considered that this presents poor quality design. The use of light-wells will also require safety barriers, which if poorly designed could appear visually intrusive within the street scene, would prevent active frontages and could subsequently conflict with Saved Policy UD2 of the Croydon Plan.
- 7.17 During the pre-application the applicant provided officers and Members of Planning Committee the opportunity to view windowless rooms of a similar size in existing hotels that were successful.

#### **Residential amenity/ daylight and sunlight for adjoining occupiers**

- 7.18 The application has submitted a daylight, sunlight and overshadowing assessment. The assessment demonstrates that the proposed hotel will not have a significant impact upon adjoining occupiers through loss of light.
- 7.19 The Daylight Impact Assessment shows that of the windows assessed which would not have a VSC which exceeds 27% would retain at least 80% of VSC when calculated against the BRE's "*Site layout planning for daylight and sunlight, A guide to good practice*" by PJ Littlefair (2011). This means that the change in sunlight available will not exceed 20% in any windows affected by the development, and thus it is not considered that there would be a noticeable change in availability of light over the existing situation.
- 7.20 The sunlight Assessment demonstrates that there would be no windows which would not receive an adequate degree of sunlight as a result of the development (in accordance with BRE, 2011)
- 7.21 The proposed development is sited 28metres from the rear elevation of 16 Dunheved Road South and 20 metres from the flank elevation of Irvine Court (Dunheved Road North). There are a number of windows proposed in the hotel that would have views towards the residential units towards the rear. Given the distances between the buildings it is not considered that there would be a detrimental impact on the privacy of existing occupiers as a result of the proposals. Notwithstanding this, it is also considered that the use of a hotel room would generally be less intense (i.e the rooms would not be used for day to day living) than the use of a residential unit and subsequently there would be a lower risk of overlooking from the new hotel rooms.

- 7.22 The current use of the site is as a hotel, with deliveries and servicing largely occurring to the rear of the site. There will be an intensification of such activities with the intensification of the site, a delivery and servicing plan (DSP) should be secured by way of condition on any consent. A DSP will ensure that deliveries and servicing are undertaken at hours that are not detrimental to the amenities of adjoining occupiers. It is not considered that the intensification and alterations to the layout of the site would result in any unacceptable detriment to the amenities of adjoining occupiers.
- 7.23 The noise level from any air handling units, mechanical plant, or other fixed external machinery should not increase the background noise level when measured at the nearest sensitive residential premises. In effect, this means the noise level from any new units should be at least 10db below existing background noise levels.
- 7.24 The lowest background sound was measured and found to be 39 dB LA90,T. The sound levels of any air handling units, mechanical plant, or other fixed external machinery should not exceed a maximum of 29 dB LAeq,T when measured at the nearest sensitive residential premises to satisfy this requirement. It is therefore considered that the proposed development at 583-603 London Road will not have an adverse impact on the surrounding residents.

### **Transport**

- 7.25 The site lies within an area with a PTAL of 3, which is moderate.
- 7.26 The proposal will provide a 593 room hotel/aparthotel with basement parking for 238 cars and 68 cycles, and surface level parking for 4 coaches. The hotel will have a restaurant and function room that are only open to guests.
- 7.27 The application is supported by a Transport Assessment, Servicing Plan, Car Park Management Plan, Coach Management Plan, Framework Travel Plan, and Preliminary Construction Management Plan.

#### Transport Assessment:

- 7.28 It is proposed to close the existing vehicular accesses onto London Road and create a new vehicular access from Dunheved Road North with a one-way system operating within the site and a new vehicular egress onto London Road. This arrangement is considered acceptable and all existing redundant vehicular crossovers will need to be reinstated to footway at the applicant's expense. This can be secured by legal agreement.
- 7.29 The TA identifies that creating the vehicle access from Dunheved Road North will require some alteration to the parking spaces and yellow line waiting restrictions on the road to cater for the swept path of coaches and larger delivery/service vehicles entering the site. This will need to be agreed with the Council's Parking Services Team and will require Traffic Management Orders to be made. All costs associated with this will be at the applicant's expense and can be secured by Legal Agreement.
- 7.30 The overall level of parking is 238 spaces, which equates to 0.4 spaces per room. This is an increase over the parking provision of the current hotel use of 0.36 spaces per room and is based on the recognition of the pressures in regard to the high levels of on-street parking in the area and on these grounds the proposed provision is considered acceptable.



- 7.31 It is proposed to provide Electric Vehicle Charging points in accordance with the London plan Standards. No details of the location of these are provided and it should be ensured that provision is included for some of the disabled parking spaces. Details of this can be conditioned.
- 7.32 Provision is made for 40 long stay and 28 short stay cycle parking spaces, which exceeds the London plan Standards and is therefore considered acceptable.
- 7.33 The TA includes an assessment of the trip rates and modes of travel to the development, which were agreed as part of the pre-application discussions. The traffic generated has been used to assess the junctions of London Road with both Dunheved Road North and the new vehicular egress onto London Road and the results indicate that both junctions will operate well within capacity.
- 7.34 It is therefore considered that the proposed development will not have a significant impact on the transport network.

#### Delivery and Servicing Plan

- 7.35 All service and delivery vehicles including refuse vehicles will access the site from the new access onto Dunheved Road North. A service yard area is located to the rear of the site and vehicle swept path analysis has been undertaken to show that all vehicles can turn within the service area before exiting onto London Road via the internal one-way system.
- 7.36 An assessment has been made of the likely trip rates for delivery and service vehicles to the site and indicates that there is sufficient capacity within the site to ensure that vehicles do not overspill onto the public highway.
- 7.37 It is proposed that a full DSP be submitted within 8 months of completion once surveys have been undertaken. This should be secured by condition or legal agreement.

#### Car Park Management Plan

- 7.38 The CPMP provides details in regard to how entry to the car park will be managed in terms of a barrier controlled access with the issue of tokens that can then be handed in at the hotel reception. There will also be signage to indicate that the car park is for hotel and mosque use only.
- 7.39 It is also proposed that up to 80 tokens will be issued to the adjacent Mosque on a weekly basis, which assists in alleviating the pressures on on-street parking currently experienced on the Mosque's busiest days.
- 7.40 An assessment of the car park accumulation for hotel guests has been made based on another site owned by the applicant in Church Road, Upper Norwood. This assessment indicates that whilst the car park is close to capacity overnight and early morning/evening, there is sufficient spare capacity during the day when parking is required for the Mosque.
- 7.41 TFL and the GLA has requested a reduction in the number of parking spaces provided. The Local Planning Authority acknowledges the London Plan targets to reduce parking provision. However, the information submitted is considered to justify the level of provision provided, in terms of the expected capacity. The area

surrounding the hotel sees a heavy reliance on parking, with the adjacent Mosque and visitors to the hospital. Submitted comments have indicated that the area which is currently not controlled by a CPZ is under significant pressure in terms of parking. The parking provided will help to reduce this pressure through providing parking for hotel guests and also support for visitors to the Mosque during off-peak hours for the hotel. This arrangement is therefore considered acceptable, subject to further details relating to car parking management being submitted to the Local Planning Authority.

#### Coach Management Plan

- 7.42 The development proposes the provision of 4 coach parking bays and provides data to show that this should be adequate to cater for the needs of the hotel. A pre-booking system will be put in place to ensure that no more than 4 coaches are on-site at any one time.
- 7.43 Sites have been identified off-site where coaches can park once passengers have been dropped off should the capacity be exceeded. This is considered acceptable.

#### Framework Travel Plan

- 7.44 This is considered acceptable and a full Travel Plan should be secured by a legal agreement.

#### Preliminary Construction Management Plan

- 7.45 The information set out in this document is considered acceptable in term of an indication of what is proposed and a full Demolition/Construction Management Plan should be secured by condition to ensure the detailed plan is acceptable.
- 7.46 It is noted that as part of the works various traffic management proposals are included for both Dunheved Road North and South, including closing footways, banning parking, and making sections of both roads two-way. These arrangements will need to be agreed with the Council's Network Management Team and will require temporary traffic management orders, which take a minimum of 6 weeks to make. It is therefore considered that an informative to this effect is included in any decision notice recommending that they make early contact with the NMT if planning permission is granted.

#### **Sustainability**

- 7.47 The application has submitted an energy assessment which evidences that the development follows the Energy Hierarchy (Be Lean, Be Clean, Be Green). The resultant expected savings equate to an on-site reduction of 616 tonnes of Carbon Dioxide per annum, this equates to 40% savings over a 2013 Building Regulations compliant scheme. This presents an acceptable approach to carbon reduction, and is compliant with the London Plan. Notwithstanding this, it is considered appropriate to include conditions that will require the submission of a report showing the target has been met together with the SAP and EPC Certificate(s), detailed evidence of the CHP installed and any evidence of renewables installed. Prior to the first occupation of the building a report and certification will also be required to be submitted confirming that the standard has been achieved in construction.

#### **Environment and flooding**

7.48 As the application relates to a major application a Flood Risk Assessment and Surface water Management Plan is required under Local Plan policy SP6.4 and London Plan Policy 5.12 and 5.13. SuDS and an FRA have been submitted with the application and reviewed by the Lead Local Flood Authority. The Lead Local Flood Authority have considered the information and found it to be acceptable subject to the inclusion of pre-commencement conditions which require the submission of detailed drainage information.

### **Archaeology**

7.49 Historic England (The Greater London Archaeological Advisory Service, GLAAS) were consulted on the application given the site is within an archaeological priority zone. Historic England reviewed the archaeological desk-based assessment (DBA) submitted as part of the planning application. Appraisal of this application using the Greater London Historic Environment Record and information submitted with the application indicates the need for field evaluation to determine appropriate mitigation and subsequently it is recommended that conditions are included requiring a two stage process of investigation comprising first, evaluation to clarify the nature and extent of surviving remains, followed, if necessary, by a full investigation.

### **Conclusions**

7.50 It is considered that the proposed development complies with the relevant Planning Policies and subsequently it is recommended that planning permission be Granted.

7.51 All other relevant policies and considerations, including equalities, have been taken into account.