



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)

Disability spaces (WCH)	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 18th 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 9th 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 6th 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 6th 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 24th April 2017 and the 8th 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:

Summary of objections	Response
<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

	developer to contribute to this. Such an obligation would not meet the test of soundness set out with the National Planning Practice Guidance.
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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.