

# Planning Committee Agenda



To: Councillor Paul Scott (Chair)  
Councillor Muhammad Ali (Vice-Chair)  
Councillors Chris Clark, Felicity Flynn, Clive Fraser, Toni Letts, Jason Perry,  
Scott Roche, Gareth Streeter and Oni Oviri

Reserve Members: Joy Prince, Nina Degrads, Niroshan Sirisena,  
Maggie Mansell, Sherwan Chowdhury, Stephen Mann, Yvette Hopley,  
Stuart Millson, Steve Hollands and Simon Brew

A meeting of the **Planning Committee** which you are hereby summoned to attend, will be held on **Thursday, 7 June 2018** at **5.30pm** in **Council Chamber, 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

Michelle Gerning  
020 8726 6000 x84246  
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www.croydon.gov.uk/meetings  
Wednesday, 30 May 2018

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

[Democratic.Services@croydon.gov.uk](mailto:Democratic.Services@croydon.gov.uk) or phone the number above by 4pm on the Tuesday before the meeting.

THIS MEETING WILL BE WEBCAST LIVE - Click on link to view:

<https://croydon.public-i.tv/core/portal/home>

N.B This meeting will be paperless. The agenda can be accessed online at [www.croydon.gov.uk/meetings](http://www.croydon.gov.uk/meetings)

## **AGENDA – PART A**

**1. Apologies for absence**

To receive any apologies for absence from any members of the Committee.

**2. Minutes of Previous Meeting (Pages 7 - 16)**

To approve the minutes of the meeting held on 19 April 2018 and 23 May 2018 as an accurate record.

**3. Disclosure of Interest**

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted 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 those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

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

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

**5. Development presentations (Pages 17 - 18)**

To receive the following presentations on a proposed development:

**5.1 17/03978/PRE 233 High Street, Croydon (Pages 19 - 30)**

Demolition of existing buildings, erection of 3 residential (C3) blocks comprising approximately 300 homes, and a 2-storey building for retail (A1) and restaurant/café (A3) use, with new public realm and associated works.

Ward: Fairfield

**6. Planning applications for decision (Pages 31 - 34)**

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

**6.1 17/04437/FUL Land to rear of Tudor House, 2-4 Birdhurst Road, South Croydon, CR2 7EA (Pages 35 - 50)**

Demolition of residential buildings (Class C3); erection of two blocks at the rear of 4 Birdhurst Road (Tudor House) to provide an additional 53-55 bed care home accommodation with alterations to ground levels, additional parking and landscaping with access from Birdhurst Road and Coombe Road.

Ward: South Croydon

Recommendation: Grant permission

**6.2 17/04743/FUL 26 Hilltop Road, Whyteleafe, CR3 0DD (Pages 51 - 60)**

Demolition of existing building: erection of a pair of two/three storey semi-detached houses with accommodation in roof-space at rear fronting Marlings Close, formation of vehicular accesses and provision of associated parking, cycle and refuse storage.

Ward: Kenley

Recommendation: Grant permission

**6.3 17/06318/FUL Wandle Road Car Park, Wandle Road, Croydon CR0 1DX (Pages 61 - 94)**

Redevelopment of part of site to provide part 5, 22 and 25-storey mixed used building, incorporating 128 residential units (Class C3) in addition to flexible commercial floorspace (Class A1/A3/B1/D2) on lower levels, as well as new vehicular access, residential car parking spaces, new public realm including shared pedestrian and cycle access through the site.

Ward: Fairfield

Recommendation: Grant permission

**6.4 18/01019/FUL 25 Monahan Avenue, Purley, CR8 3BB**  
(Pages 95 - 106)

Demolition of the existing building.

Erection of 2 storey building with part basement and accommodation in the roof space comprising 1 x one bedroom, 5 x two bedroom and 2x three bedroom flats and provision of cycle and refuse stores.

Erection of detached 2 storey, 4 bedroom dwelling, with new crossover.

Provision of associated parking and landscaping.

Ward: Purley and Woodcote

Recommendation: Grant permission

**6.5 18/01213/FUL The Welcome Inn Public House, 300**  
**Parchmore Road, CR7 8HB** (Pages 107 - 120)

Alterations including construction of single storey addition to the rear outbuilding and partial demolition of single storey rear extension to existing pub in connection with the retention of the A4 public house use at the basement and ground floor levels, and conversion of the upper floors to provide 4 X 1bed flats and conversion of the rear out building to provide a 1 bedroom maisonette cottage.

Ward: Thornton Heath

Recommendation: Grant permission

**7. 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.

**8. Other planning matters** (Pages 121 - 122)

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

There are none.

**9. Exclusion of the Press & Public**

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder 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 items 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."

# Public Document Pack Agenda Item 2

## Planning Committee

Meeting of held on Thursday, 19 April 2018 at 5.30 pm in Council Chamber, Town Hall,  
Katharine Street, Croydon CR0 1NX

### MINUTES

**Present:** Councillor Paul Scott (Chair);  
Councillor Humayun Kabir (Vice-Chair);  
Councillors Jamie Audsley, Sherwan Chowdhury, Luke Clancy,  
Bernadette Khan, Jason Perry, Joy Prince, Sue Winborn and Chris Wright

**Also Present:** Councillors Jane Avis, Patsy Cummings, Sean Fitzsimons, Lynne Hale and  
Andrew Pelling

### PART A

1/18 **Minutes of Previous Meeting**

**RESOLVED** that the minutes of the meeting held on 5 April 2018 be signed as a correct record.

2/18 **Disclosure of Interest**

Councillors Wright and Perry declared a pecuniary interest in respect of Items 5.2 and 6.4 and noted that they were season ticket holders for Crystal Palace Football Club. They remained of a neutral mind and would take part in the consideration and vote on the items.

3/18 **Urgent Business (if any)**

There was none.

4/18 **Development presentations**

5/18 **16/03919/PRE - 330 Purley Way**

Presentation of a pre-application scheme for the redevelopment of the site in 2 phases, to provide the following:

Phase 1: Full planning permission for the creation of:

- 230sqm of flexible space (Use Class A1/A3) in 1 x single storey building (Unit 1);
- 4,120sqm of floor space (Use Class A1) in 2 x single storey buildings (Units 2 and 3).

Phase 2: Outline application (all matters reserved) including demolition of the existing

John Lewis building and creation of:

- 947sqm of floor space (Use Class A1) in a single storey building (Unit 4);
- 1,021sqm of floor space (Use Class B1(b)/B1(c)/B8) in a single storey building (Unit 5);
- 18 residential dwellings (Use Class C3) and 1,059sqm of retail floor space (Use Class A1) in a 3 storey mixed use building (Unit 6);
- 38 residential dwellings (Use Class C3) in 2 buildings of between 4 to 6 residential storeys;
- Car parking; provision of public open space; landscaping; sustainable infrastructure and servicing.

Ward: Waddon

Mr Powell, Smith and Tutty attended to give a presentation and respond to Members' questions and issues raised for further consideration prior to submission of a planning application. The main issues raised during the discussion were as follows:

- The landscaping at the front of the development was positive but the development provide an opportunity to create additional landscaping and to provide a meaningful connection between Wandle Park and Waddon Ponds.
- There should be safe cycle links and bicycle storage throughout the site.
- More detail on the nature of the employment space should be included in any application.
- The original route of the Wandle Rover should be reflected in some way in the landscaping.
- The limited number residential units to be developed in Phase 2 mean this phase is somewhat underutilised. It was suggested that the residential development could rise higher than two storeys above the single storey retail unit, and the residential blocks opposite Waddon Ponds could also be higher.
- A water play facilities should be installed for children's recreational use.
- Having different water elements to the scheme to reflect the area.
- Concern was raised for the residents of Mill Lane and the access from the site causing congestion. Any application must provide strong evidence that traffic along Mill Lane would be dealt with appropriately.
- A good walking link from the nearest tram stop to the site was essential.

6/18 **18/01613/PRE - Holmesdale Road Stand, Selhurst Park Stadium**

Presentation of a pre-application scheme for the erection of part two part four storey high building to the rear of the Holmesdale Road Stand in connection with the provision of nine self-contained (C3) residential units, and ancillary stadium facilities at ground floor level.

Ward: Selhurst

Nick Marshall and Luke Raistrick attended to give a presentation and respond to Members' questions and issues raised for further consideration prior to submission of a planning application. The main issues raised during the discussion were as follows:

- The use of the sloping land was sensible and clever.
- The new architecture being introduced was an improvement and aesthetically pleasing.
- It was positive that the wheelchair access was to be improved by the development.
- Disabled parking would be provided on site if it was required.
- Providing affordable housing could be considered if the Committee requested this.

7/18 **Planning applications for decision**

8/18 **16/03825/P - 21-27 Sheldon Street, Croydon**

Demolition of existing buildings; erection of three/four storey building with basement comprising ground floor commercial space (Chapel of Rest, Use Class D1), 11 one bedroom, 10 two bedroom and 2 three bedroom flats; provision of associated landscaping and services, front service bay, disabled and cycle parking.

Ward: Fairfield

Details of the planning application was presented by the officers and officers responded to questions and points of clarification.

After consideration of the officer's report, Councillor Audsley proposed and Councillor Chowdry seconded the proposed motion for **APPROVAL**.

**RESOLVED** – That the Committee voted unanimously in favour of the motion, so planning permission was **GRANTED** for development at 21-27 Sheldon Street, Croydon.

9/18 **17/04438/FUL - 119 Purley Oaks Road, South Croydon**

Demolition of existing buildings, erection of 2 pairs of two storey four bedroom semi-detached houses with accommodation in the roof, erection of 2 four

bedroom detached two storey houses with accommodation in the roof; formation of vehicular access, provision of parking and landscaping.

Ward: Sanderstead

Details of the planning application was presented by the officers and officers responded to questions and points of clarification.

Sana Namazie spoke against the application.

Petra Hirshmann spoke in favour of the application.

Councillor Hale, Ward Councillor spoke against the application.

After consideration of the officer's report, Councillor Perry proposed and Councillor Clancy seconded the proposed motion for **REFUSAL**, on the grounds of the proposed development at the rear of the site not being in keeping with the character of the area and the application had not resolved the concerns raised by the Planning Inspector in 2017. The Committee voted 4 in favour, 5 against and 1 abstention so this motion thereby fell.

The Committee then voted on a second motion for **APPROVAL** on the grounds of application providing six family sized homes and the modern design being in keeping with the mixed character of the area, proposed by the Chair and seconded by Councillor Kahir.

**RESOLVED** – That the Committee voted 5 in favour, 4 against and 1 abstention so planning permission was **GRANTED** for development at 119 Purley Oaks Road, South Croydon.

10/18

**17/05046/FUL - Land Adjacent to East Croydon Station and Land at Cherry Orchard Road, Cherry Orchard Gardens, Billington Hill, Croydon & 17/05035/FUL - Eastern End of Existing Pedestrian Footbridge at East Croydon Station, Croydon**

17/05046/FUL

Erection of two 25 storey towers (plus plant) and a single building ranging from 5 to 9 storeys (plus plant) to provide a total of 445 residential units, with flexible commercial, retail and community floorspace (A1/A2/A3/A4/B1a/D1/D2) at ground and first floor level of the two towers and associated amenity, play space, hard and soft landscaping, public realm, cycle parking and car parking with associated vehicle accesses.

17/05035/FUL

Installation of a bridge link from the existing pedestrian footbridge across East Croydon Station to the proposed Morello II development site on land adjoining East Croydon Station, Cherry Orchard Road, Croydon.

Ward: Addiscombe



Details of the planning application was presented by the officers and officers responded to questions and points of clarification.

Dawn Edwards spoke against the application.

Ed Barratt and Antonio Leyte spoke in favour of the application.

Councillor Fitzsimons, Ward Councillor spoke against the application.

After consideration of the officer's report, the Chair proposed and Councillor Audsley seconded the officer's recommendation for both applications, 17/05046/FUL and 17/05035/FUL, on the grounds of the affordable housing secured in the application, the development of the pedestrian footbridge to East Croydon station and the retention of the trees.

**RESOLVED** – That the Committee voted unanimously in favour of both applications considered so planning permission was **GRANTED** for development at Land Adjacent to East Croydon Station and Land at Cherry Orchard Road, Cherry Orchard Gardens and Eastern end of existing pedestrian footbridge at East Croydon Station, Croydon.

11/18 **18/00547/FUL - Selhurst Park Stadium (Whitehorse Lane) and Sainsbury's Car Park (120-122 Whitehorse Lane), No's 22, 24, 26, 28, 30 & 32 Wooderson Close, South Norwood, London**

Extension of "Main Stand" to provide seating for an additional 8,225 spectators and an additional 24,522sqm of floor space internally (beneath the expanded "Main Stand") to be used for the operation of the football club and ancillary functions (Use Class D2) and a 550sqm GIA restaurant/retail unit (Use Class A1/A3). Demolition of 22-32 Wooderson Close and associated refurbishment works to end elevation of 20 Wooderson Close. Reorganisation of the associated parking facilities and gardens. Reorganisation of the club and supermarket car parks and site accesses from Holmesdale Road and within the car parking area from Whitehorse Lane, with associated hard and soft landscaping. Use of the club car park as a fan plaza on matchdays. Pitch lengthening (from 101m to 105m) and the creation of accessible seating within the Whitehorse Lane Stand (spectator capacity reduced by 690). Creation of replacement spectator capacity (683 additional) and relocation of the fan zone, to the corner of the "Holmesdale Road" and "Arthur Wait" Stands. Reorganisation of floodlighting, including the removal of two of the flood light masts. Removal of the TV Gantry at the "Arthur Wait" Stand.

Ward: Selhurst

Details of the planning application was presented by the officers and officers responded to questions and points of clarification.

Leslie Parry, Bharat Gandhi and Doreen Soukup spoke against the application. Various concerns and requests were made including for a

community facility to be provided on site, and step free access be provided at Norwood Junction Station.

The Chairman requested officers respond to the matters raised. The Planning Case officer highlighted that CIL was the appropriate way of funding community facilities rather than planning obligations. The case officer also set out the various difficulties that exist, which prevent the Council from seeking a planning obligation to fund step free access at Norwood Junction Station.

Steve Parish and Guy Wickett spoke in favour of the application.

Councillor Avis and Councillor Cummings, Ward Councillors spoke about the application. Requesting that workers in the new stand be paid London Living Wage, and raising concern over energy and carbon reductions.

The Head of Development Management advised that in negotiating the legal agreement, the Applicant would be required to use reasonable endeavours to all pay staff the London Living Wage.

The Planning Case officer explained why the scheme was unable to meet energy policy, but that this would be mitigated through a carbon offset planning obligation.

The Planning Case officer highlighted that there were matters in the addendum including additional consultee responses. The officer noted that a submission had been received from Sainsbury's and that the Addendum set out a response to the matters raised. Members then considered the content of the Addendum in detail.

The Planning Case officer also highlighted that the Addendum including changes to remove Head of Term 6.4. The Committee Chairman advised that in light of the removal of this obligation, that officers negotiate with the Applicant to increase the funding towards the travel plan bond, aiming to increase this to £250,000.

The Planning Case officer also highlighted that the Addendum made changes were made to Head of Terms 4.10 and 14.

The Planning Case officer also requested there be a change to Head of Term 4.9 to make it clear that the study needs to look at on site coach parking provision for any home fans coach parking.

The Committee Chairman requested that a summary of the finally draft s106 legal agreement be reported back to Committee so that members would know that their requests had been secured.

After consideration of the officer's report, Councillor Wright proposed and Councillor Kahir seconded the officer's recommendation, on the grounds that the development would be beneficial to the local area, Crystal Palace football club, the local residents and the economy.

**RESOLVED** – That the Committee voted unanimously in favour so planning permission was **GRANTED** for development at Selhurst Park Stadium (Whitehorse Lane) and Sainsbury's Car Park (120-122 Whitehorse Lane), No's 22, 24, 26, 28, 30 & 32 Wooderson Close, South Norwood, London.

12/18 **Items referred by Planning Sub-Committee**

There were none.

13/18 **Other planning matters**

There were none.

The meeting ended at 10.04 pm

**Signed:**

**Date:**

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# Public Document Pack

## Planning Committee

Meeting of held on Wednesday, 23 May 2018 at 7.39 pm in Council Chamber - Town Hall

### MINUTES

**Present:** Councillors Paul Scott, Muhammad Ali, Chris Clark, Felicity Flynn, Clive Fraser, Toni Letts, Oni Oviri, Jason Perry, Scott Roche and Gareth Streeter

### PART A

#### Appointment of Chair and Vice-Chair

The Committee **RESOLVED** to appoint Councillor Paul Scott as Chair and Councillor Muhammad Ali as Vice-Chair for the Municipal Year 2018-2019.

The meeting ended at 7.39 pm

**Signed:**

**Date:**

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## **PLANNING COMMITTEE AGENDA**

### **PART 5: Development Presentations**

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#### **1 INTRODUCTION**

- 1.1 This part of the agenda is for the committee to receive presentations on proposed developments, including when they are at the pre-application stage.
- 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 The following information and advice applies to all those reports.

#### **2 ADVICE TO MEMBERS**

- 2.1 These proposed developments are being reported to committee to enable members of the committee to view them at an early stage and to comment upon them. They do not constitute applications for planning permission at this stage and any comments made are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
- 2.2 Members will need to pay careful attention to the probity rules around predisposition, predetermination and bias (set out in the Planning Code of Good Practice Part 5.G of the Council's Constitution). Failure to do so may mean that the Councillor will need to withdraw from the meeting for any subsequent application when it is considered.

#### **3 FURTHER INFORMATION**

- 3.1 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.

#### **4 PUBLIC SPEAKING**

- 4.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

#### **5 BACKGROUND DOCUMENTS**

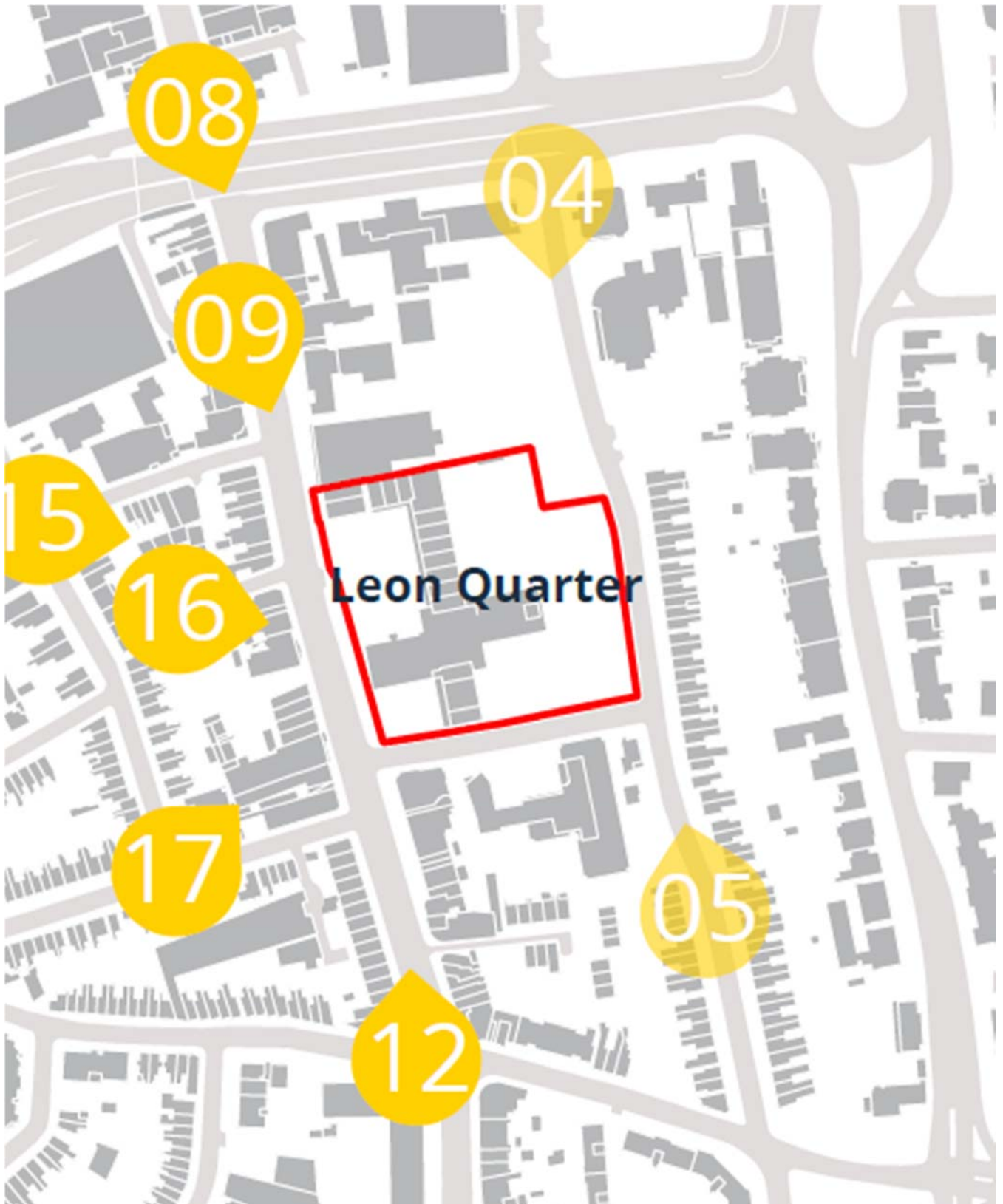
- 5.1 For further information about the background papers used in the drafting of the reports in part 8 contact Mr P Mills (020 8760 5419).

#### **6 RECOMMENDATION**

- 6.1 The Committee is not required to make any decisions with respect to the reports on this part of the agenda. The attached reports are presented as background information.

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## 1 DETAILS OF THE DEVELOPMENT

Ref: 17/03978/PRE  
Location: 233 High Street, Croydon  
Ward: Fairfield  
Description: Demolition of existing buildings, erection of 3 residential (C3) blocks comprising approximately 300 homes, and a 2-storey building for retail (A1) and restaurant/café (A3) use, with new public realm and associated works.  
Applicant: FI Facilities Management Ltd (Patrick Sheridan)  
Agent: Deloitte LLP (Mark Underwood and Amy Hartley)  
Case Officer: Jan Slominski

## 2 EXECUTIVE SUMMARY

- 2.1 The proposed scheme is a mixed use, residential led development comprising three residential blocks. Blocks A (facing the high street) and B (behind Block A) would be 21 and 19 storeys high, and Block C (on the corner of Edridge Road and Mason's Avenue) would be 5-6 storeys. There would be 294 units in total.
- 2.2 The existing retail units facing High Street would be demolished and replaced with new 2-storey units facing a public square adjacent to High Street, with new landscaping and trees. There would also be communal landscaping and playspace for the new residential units.
- 2.3 The scheme has developed through a series of pre-application meetings including consideration by the Place Review Panel (PRP) and initial viability testing. This has been focussed on defining the appropriate height and mass of the different elements; the impact on heritage (in particular in long views); and affordable housing delivery.
- 2.4 The views of members are sought on the proposal, with particular regard to the following key issues:
- Affordable Housing
- 2.5 Various options have been considered with regard to the proportion, tenure and location of affordable housing units, explained in further detail below. Due to design constraints, the smaller block (C) would provide approximately 32 affordable rent units, with the rest of the affordable housing within Block B.
- 2.6 The views of members are sought as to the additional weight afforded to social rent units (which are more affordable than "affordable rent") albeit with a smaller proportion of affordable housing overall. Views are also sought as to whether the provision of a greater amount of affordable housing would justify taller buildings on the site.

## Design and Heritage

- 2.7 The Development Plan supports tall buildings on the site in principle. Having reviewed PRP comments and CGI heritage views, officers consider that Block A at 21 storeys and Block B at 20 storeys would result in less than substantial harm to the settings of the affected heritage assets. This could be justified by sufficient public benefits.
- 2.8 The views of members are sought as to whether increased height (Block A at 28 storeys and Block B at 23 storeys) could be justified by additional affordable housing.

## 3 BACKGROUND

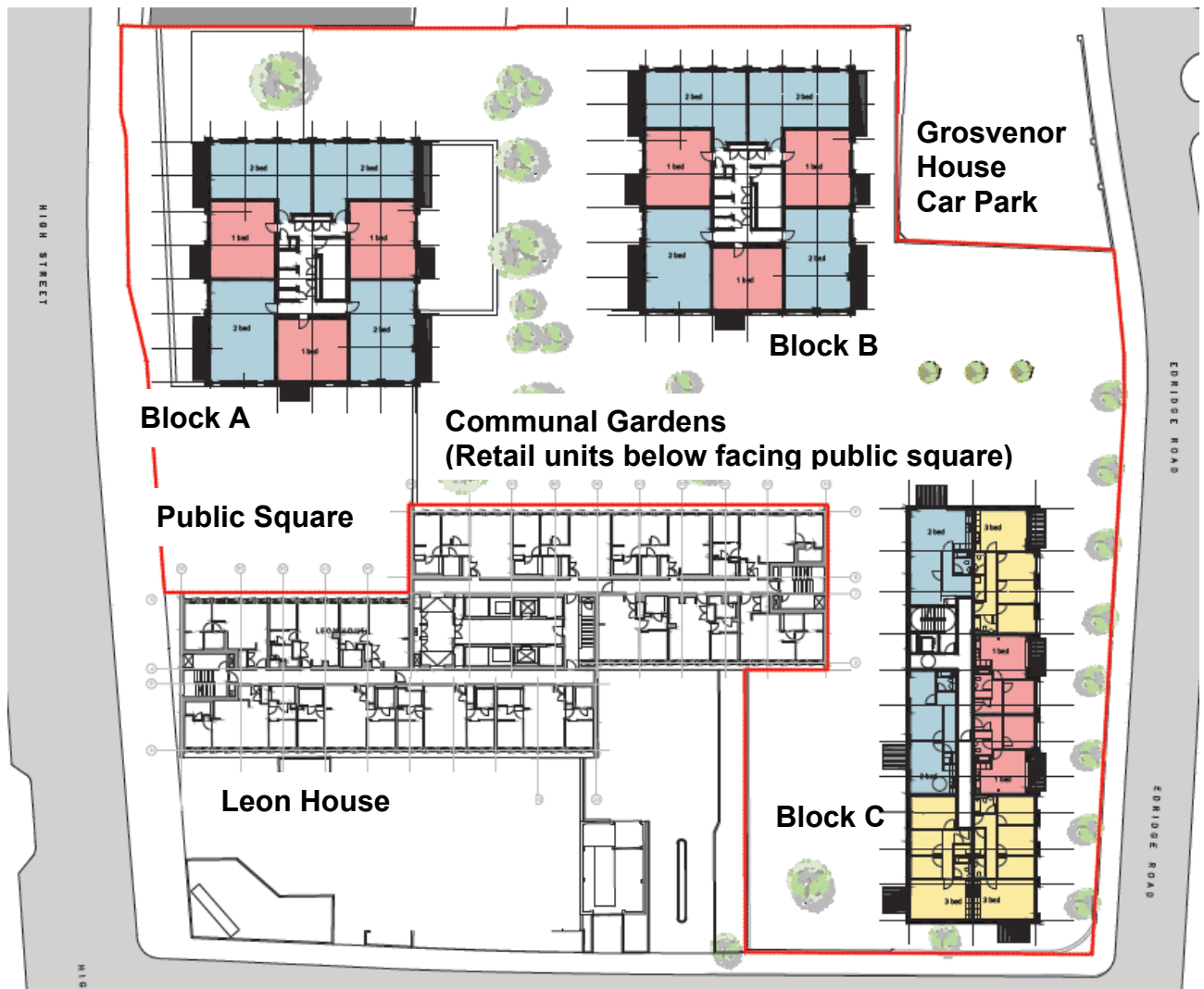


Figure 3.1 Annotated Level 2 Site Plan

### Site and Surroundings

- 3.1 The site area is approximately 0.8 hectares. It is located between High Street; Masons Avenue; and Edridge Road, south of the Town Centre's Main Retail Frontage and within the Croydon Metropolitan Centre (CMC). To the north along High Street is the southern end of the Town Centre's Main Retail Frontage, and further to the south is the Restaurant Quarter on South End.
- 3.2 The site is directly adjacent to Leon House, which is a former office building currently being converted to residential accommodation (see paragraph 3.14 below).

- 3.3 There are significant level changes, such that the frontage onto Edridge road is approximately 2 storeys higher than High Street. The site is within the Croydon Opportunity Area (COA) (policy DM38.1). The COA Framework describes its location as the “Southern and Old Town” area and the Croydon (Housing) Typologies Report (Maccreanor Lavington, 2010) identifies the site within the “Southern Gateway area” and potentially attractive to family dwellings.
- 3.4 Edridge Road is a quieter street with residential character, with larger buildings to the north of the site, and a tightly defined street edge with modest 2-storey terraced houses to the south and east side of the site.
- 3.5 Mason’s Avenue is a short road to the south of the site, with an unattractive area of public realm and car parking for Leon House to the north, and buildings of varied heights to the south including the recently refurbished Centrillion Point.
- 3.6 The site’s Public Transport Accessibility Level (PTAL) is 6A, which indicates excellent accessibility. High Street and Edridge Road are both Classified Roads, and Edridge Road joins Park Lane (the flyover) which is part of the TFL Strategic Road Network.
- 3.7 The site is not within a Conservation Area, but is adjacent to an Archaeological Priority Area. There are no heritage assets on the site, nor directly adjoining, but Wrencote House (Grade II\* Listed) on High Street is very close.
- 3.8 Tall buildings on the site would potentially be visible from the setting of a number of heritage assets, including St. Andrew’s Church (Grade II), Whitgift Hospital (Almshouses) on North End (Grade I) and Croydon Minster (Grade I). Notably, the site is in the background to the protected view of the Town Hall tower from North End, and the view of Croydon Minster from Rectory Grove (identified in the Croydon Minster CAAMP SPD as a significant view).
- 3.9 The site is within Flood Zone 1 (Low Risk) and partially within an area where there is potential for groundwater to occur at the surface.

### **Constraints**

- 3.10 The application site is within the Croydon Opportunity Area, and subject to Site Allocations SA190 and SA195.
- 3.11 Site Allocation 190 (Car Park to the rear of Leon House) is for residential development, with an indicative 56-162 homes. Site Allocation 195 (Leon House, 233 High Street) is for conversion of the existing building, with an indicative 26-145 homes.
- 3.12 The sites are adjacent to Site Allocation 32 (4-20 Edridge Road) which is also for residential development, with an indicative number of 180-220 homes.
- 3.13 Together, the three sites have potential to deliver a significant number of homes. However in order to deliver high density development tall buildings would be required, and each development proposal needs to avoid harm to views of heritage assets, as well as avoid prejudicing redevelopment of the adjacent site(s).
- 3.14 The Grosvenor House Car Park on Edridge Road is adjacent; it is not owned by the site’s owner and they have been encouraged to try and purchase it. Any development proposal will need to account for potential future redevelopment of the Grosvenor House Car Park to avoid planning blight.

3.15 The site is located on a fairly steep slope and has 3 levels (High Street; Masons Avenue; and Edridge Road). The drop in height across the site varies but is approximately equivalent to a 2-storey level change.

### **Planning History**

3.16 The site is in a heavily built up area and a number of sites nearby have been (or are currently) subject to redevelopment works. The adjacent Leon House is in the same ownership and is being converted (predominantly from offices) to residential use with the following planning history:

- Prior approval granted for use of floors 1-7 and 9-20 as 249 flats (applications 15/02926/GDPO, 15/02927/GDPO, and 15/02928/GDPO).
- Planning permission granted for external alterations (including replacement/additional glazing, of new entrances, communal roof terrace, landscaping and associated works) (applications 16/01467/P and 16/06157/FUL)
- Planning permission granted for alterations and use of floor 8 as 9 residential units (application 16/01467/P)
- 17/04817/FUL – Decision pending for Change of use of the eighth floor of Leon House from Class D1 use to 14 no. residential units.

3.17 Bauhaus / Centrillion Point on Mason's Avenue was subject to planning application 04/03575 approved 29 Sep 2005 for Alterations and erection of extensions to provide a community/retail unit on part of ground floor, 100 two bedroom, 78 one bedroom, 6 three bedroom flats in the remainder of building and erection of 5 two bedroom mews houses; formation of vehicular access and provision of associated parking."

3.18 Impact House, 2 Edridge Road is currently being converted to residential units, following applications 16/04750/FUL, 16/02182/P and 15/02723/GPDO for change of use from offices to residential units, and external alterations.

## **4 PROPOSAL**

### **Proposal**

4.1 The proposal would partially demolish the existing buildings on the site, would extend the retained basement/ground level car park for Leon House, and would erect three residential blocks.

4.2 Block A would front High Street, on the lower part of the site. It would be 21 storeys high, with a 2-storey plinth fronting High Street.

4.3 Block B would be 20 storeys high, on the upper part of the site level with Edridge Road), and due to the site's topography would have a similar overall height to Block A.

4.4 Attached to Blocks A and B would be a ground and first floor extension, which would provide 2-storey retail/restaurant units facing a new public square adjacent to High Street, and an outdoor amenity area for residents above (level with Edridge Road).

4.5 Block C would be a 5 storey affordable rent block on the corner of Edridge Road and Mason's Avenue (with shared ownership / intermediate housing in Blocks A and/or B).

- 4.6 The public realm would result in a car-free, pedestrianised environment including public, and semi-private amenity and playspaces.

## **5 MATERIAL PLANNING CONSIDERATIONS**

### **Principle of the Proposed Development**

- 5.1 The site is not within a Conservation Area, and is within an area where tall buildings are acceptable in principle. There is good access to public transport, and the site allocation(s) support high density residential development. In principle, the demolition of the existing retail and office accommodation, and erection of a high density mixed use residential-led development (including re-provision of existing retail) is acceptable.

### **Affordable Housing**

- 5.2 The Council's planning policies in the site's location require 15% affordable housing on-site (as a policy compliant 60:40 mix of affordable rent: shared ownership) as a baseline minimum, with donor sites or a review mechanism required where less than 30% is provided on-site, and a target for individual sites of 50%.
- 5.3 At pre-application stage, a high-level viability appraisal has been undertaken, and independently assessed. The independent assessment looked at two options; Option 1 is the proposal which officers have indicated may be acceptable (with Block A at 21, Block B at 20 storeys and Block C at 5 storeys), and Option 2 includes an additional 11 storeys of accommodation across the blocks (with Block A at 28, Block B at 23 storeys, and Block C at 6 storeys).
- 5.4 The financial viability of the proposed development is still being considered (and is subject to independent scrutiny). Early indications are that Option 1 would not viably provide sufficient affordable housing to be acceptable, and that Option 2 could potentially provide approximately 1/3 more affordable housing than Option 1, which would (subject to a review mechanism) deliver in excess of the minimum requirement, and may include some social rent units in accordance with the Council's priority need.
- 5.5 Officers are working with the applicant to explore alterations to the scheme which could increase the amount of affordable housing provided.
- 5.6 The different tenures could be logically located within the proposed residential blocks, to facilitate on-site delivery.

### **Townscape and Design**

#### Place Review Panel (PRP)

- 5.7 An early version of the scheme (with Block A at 15 storeys and Block B at 27 storeys) was presented to PRP in January 2018 which, in summary, made the following observations:
- The scheme could cause significant harm to the Grade I listed Croydon Minster.
  - It may represent overdevelopment and the proposed density should be reviewed.
  - A wider site boundary should be considered, to include the Grosvenor House Car Park and the space at the corner of the High Street and Mason's Avenue.

- Further work is required to resolve the following issues: setting of designated and non-designated heritage assets, height and density, daylight and sunlight, and quality of the public and communal amenity spaces around buildings.

5.8 Since the PRP review, additional views have been provided to assess the impact on views of Croydon Minster, and the positioning and massing of buildings across the site has been amended to allow improved public realm, amenity spaces, and daylight and sunlight. Block B has been reduced in height (from 27 to 20 storeys) to limit its impact on long views of Croydon Minster, and Block A increased in height from 15 to 21 storeys but now set back behind a 2-storey plinth to limit its impact on High Street.

#### Layout and Massing

5.9 Officers are broadly comfortable with the massing and layout of the proposed new buildings in principle. However there has been little discussion with the owners of 4-20 Edridge Road and there are concerns that the proximity of Block B to the site boundary may prejudice the most efficient use of land on both sites (and the Grosvenor Car Park site). The developers have been encouraged to work together to develop design solutions which take a placemaking approach and allow logical and practical redevelopment options on the adjacent sites.

5.10 The heights of the buildings have been subject to high-level views testing (although not verified at this stage). The PRP reviewed an earlier version of the scheme (with Block A at 15 storeys and Block B at 27 storeys) and advocated lower building heights. Officers also raised concerns that if increased in height, Block B would result in unacceptable harm to views of the Croydon Minster from Rectory Grove, and although the heritage impacts of Block A are less significant the impacts on the public realm need to be considered. Block B was since reduced in height to avoid unacceptable harm to views of the Minster, and Block A was both reduced in height and set back behind a 2-storey plinth to reduce its impact on the public realm. Although the buildings would cause a degree of harm to views of heritage assets, that harm is less than substantial and could be justified if sufficient public benefits are delivered.

5.11 As the site is to the south of the Croydon Opportunity Area, it is felt that the building heights should mediate between the heights of the taller buildings to the north, and the lower buildings to the south.

5.12 The heights of the buildings at pre-application stage are not fixed. Although officers are of the view that the impacts on views of heritage assets are acceptable, there are some concerns about coalescence, in particular Blocks A, B and the existing Leon House being of very similar height, so there may be some further alterations to the proposed heights, and the materials and details, to ensure slender elegant towers.

#### Materials, Elevations and Detailed Design

5.13 The proposed buildings would use brick, which is supported in principle subject to the concerns about visual coalescence being addressed. Some modelling has been proposed to avoid overly blocky forms. There are a number of projecting balconies which officers advise should be removed on street-facing elevations to avoid visual clutter.



## Public Realm

- 5.14 The proposal includes a public square adjacent to High Street, including outdoor seating areas for the proposed restaurants. At the upper level (Edridge Road), landscaped communal gardens and playspace for residents are proposed, although they would be shaded by Leon House. There would be new trees along the pavement edge and soft landscaping within the site.
- 5.15 The sunnier corner of High Street and Mason's Avenue is excluded from the site, raising concerns that the result may be piecemeal development which fails to maximise the site's benefits. Re-landscaping that area and the adjacent pavements may be considered beneficial to the public realm, helping to offset the heritage and townscape harm caused by the tall buildings.

## **Quality and Mix of Accommodation**

- 5.16 The proposed unit mix would be as follows:

<b>1 bedroom</b>		<b>2 bedroom</b>		<b>3 bedroom</b>	
120 units	41%	165 units	56%	9 units	3%

- 5.17 Policy DM1 of the Croydon Local Plan expects 20% of units in the site's location to have 3 or more bedrooms, although for developments approved by February 2021 some of that requirement may be substituted by 4-person 2-bedroom units (subject to an absolute minimum 5% 3-bedroom units). The unit mix is therefore subject to change.
- 5.18 The proposed 5 storey block (Block C) would provide dual aspect accommodation as a mix of maisonettes and flats. The towers (Blocks A and B) would include a large number of single aspect units (approximately 35%), and the majority of units would have projecting balconies. Officers have raised concerns that single aspect flats are prone to overheating, lack cross-ventilation, and have limited sunlight and daylight; and that in addition to visual clutter the projecting balconies at the higher levels may be uncomfortably windy and exposed, diminishing their amenity benefits.
- 5.19 A sunlight and daylight assessment has not yet been undertaken, and further information has been requested to explain the impacts on the surrounding neighbours.

## **The Impact on Adjacent Occupiers**

- 5.20 The nearest adjacent residents will be at the Bauhaus / Lennig House on Mason's Avenue, the terraced houses on the opposite side of Edridge Road, and within Leon House which is currently being converted to residential use. There will be no window-to-window overlooking of less than 18m (other than over the public highways).
- 5.21 A sunlight and daylight assessment has not yet been undertaken, and further information has been requested to explain the impacts on the surrounding neighbours.

## **Highways and Transport**

- 5.22 The Council is the highways authority for the adjacent roads. The development would be permit-free, and on-site servicing is being explored.

5.23 The existing undercroft car parking area would be retained in order to provide blue badge parking and cycle parking. This would be provided in accordance with the relevant standards, in addition to limited residents parking. Car club bays would also be provided, with their location still being considered.

### **Environmental Impact and Sustainability**

5.24 A detailed sustainability strategy has not yet been confirmed, but the applicant has been made aware of the requirements for passive design and zero carbon development. Full discussions in relation to air quality, overheating, surface water drainage, micro climate and lighting impacts have yet to be held, but the developer is aware of the relevant policy requirements.

5.25 The site is within Flood Zone 1 (Low Risk) and partially within an area where there is potential for groundwater to occur at the surface. There is an existing basement under parts of the site, but in other areas public realm is proposed and sustainable urban drainage principles are expected to be followed.

5.26 An Environmental Impact Assessment (EIA) Screening Opinion will be carried out on or prior to the submission of a formal planning application.

### **Efficient Use of Land**

5.27 Directly to the north of the site, is another site subject to allocation SA32; 4-20 Edridge Road, which is allocated for residential development at an indicative 180-220 units. Planning permission was previously granted (and expired) for a 23 storey building on that site. To the north east corner of the site there is also a surface car park used by Grosvenor House (not in the applicant's ownership). Whilst the Grosvenor House car park is small and unlikely to deliver a significant quantum of development, its location on Edridge Road is unattractive and it could play an important role in improving the urban design of the street, and the proposal needs to avoid planning blight.

5.28 The applicant has been made aware of the need to discuss their proposal with the adjacent landowners, and to demonstrate that the proposed development would not prejudice the development of nearby sites, result in planning blight, or result in diminished delivery of housing (in particular affordable housing) across all three adjoining sites (or the area as a whole).

### **Mitigation**

At this stage it is envisaged that planning obligations will be required to mitigate the impacts, with the following Heads of Terms:

- Affordable housing (on-site, with a review mechanism)
- Employment and training
- Air quality
- Zero carbon off-setting (if required)
- Car club
- Travel Plan
- Transport for London contributions (if required)
- Highway works
- Public realm works (including paving to High Street outside the site)

## **6 SPECIFIC FEEDBACK REQUESTED**

6.1 In view of the above, it is suggested that members focus on the following issues.

1. The heights of the proposed buildings, including the extent to which similar building heights result in visual coalescence, and whether the proposed heights would maximise efficient use of land and planning benefits.
2. The extent to which the harm to views of heritage assets, and townscape, are justified by the benefits of the proposal, and whether the taller proposed buildings are justified by the commensurate improved affordable housing provision.
3. Whether the proposed public realm and open space benefits delivered by the development are sufficient to mitigate the townscape impacts on High Street, or whether further public realm improvement is required on the corner of Mason's Avenue and High Street in order to offset the townscape harm caused by the scale of Block A.
4. The extent to which adjacent landowners need to work together to ensure that forthcoming schemes are complementary rather than potentially harming each other, in particular with regard to sharing information and demonstrating cumulative impacts on daylight and sunlight; microclimate; and views of heritage assets.
5. Whether the proposed development successfully addresses the Council's vision for the area, in terms of land use, density and public realm.
6. Whether the approach to design, in particular with regard to balconies, materials, quality of accommodation, and public realm is appropriate and responds successfully to the site and its context.

## **7 PROCEDURAL NOTE**

- 7.1 This is the first presentation of the scheme to the Planning Committee. The proposal is reported to Planning Committee to enable Members to view and comment on it prior to submission of a formal application. The proposal is not a planning application. Any comments are provisional and subject to full consideration, including public consultation and notification as part of any subsequent application.
- 7.2 Following the Planning Committee presentation, it is anticipated that the revised design will be re-considered by the PRP before a formal planning application is submitted.
- 7.3 A planning application for the proposed development would be referable to the Mayor of London under the Mayor of London Order 2008. The Mayor's views have not yet been sought, but the applicant has advised of their intention to submit the application to the Greater London Authority's pre-application advice service (including consideration by Transport for London) for an opinion, prior to the submission of a formal planning application.

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## PLANNING COMMITTEE AGENDA

### PART 6: 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 or Resident Association 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 and Strategic Transport 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 (consolidated with Alterations since 2011)
  - the Croydon Local Plan (February 2018)
  - 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.

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**1 APPLICATION DETAILS**

Ref: 17/04437/FUL  
Location: Land to rear of Tudor House, 2-4 Birdhurst Road, South Croydon CR2 7EA  
Ward: South Croydon  
Description: Demolition of residential buildings (Class C3); erection of two blocks at the rear of 4 Birdhurst Road (Tudor House) to provide an additional 53-55 bed care home accommodation with alterations to ground levels, additional parking and landscaping with access from Birdhurst Road and Coombe Road.  
Drawing Nos: 6417 P02 – P11  
Agent: Alex Bateman, Stiles Harold Williams  
Case Officer: Richard Freeman

- 1.1 This application is being reported to committee because the ward councillor (Cllr Neal) made representations in accordance with the Committee Consideration Criteria and requested 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. The prior completion of a legal agreement to secure the following planning obligations:
- a) Local Employment and Training Strategy and contribution
  - b) Air Quality Mitigation
  - c) Carbon off-setting if required
  - d) Travel Plan monitoring
  - e) 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 is delegated authority to negotiate the legal agreement indicated above.
- 2.3 That the Director of Planning and Strategic Transport is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

**Conditions**

- 1) Development shall be carried out wholly in accordance with the approved plans

- 2) Neurological care only shall be provided
- 3) Details of external facing materials to be provided
- 4) Submission of Construction Logistics Plan
- 5) Submission of a delivery and servicing plan
- 6) Submission of a travel plan
- 7) Conduct a ground contamination survey and specify remediation measures
- 8) Submission of a noise assessment and mitigation measures to windows
- 9) Submission of a low emission strategy
- 10) Submission of air handling, plant and machinery details, including cooking ventilation
- 11) Provision of electric vehicle charging points, visibility splays, turning area detailed design and cycle parking
- 12) Development must achieve 35% reduction in Carbon Dioxide emission
- 13) Development must achieve BREEAM Excellent
- 14) Further details of tree protection fencing and building design within root protection areas to be agreed
- 15) Implement in accordance with ecology report
- 16) Details of finished floor levels of development and level changes adjacent to proposed building to be agreed
- 17) Level access to be provided
- 18) Hard and soft landscaping to be submitted
- 19) Restrictions on windows in various elevations
- 20) Flooding?
- 21) Commence within 3 years of the date of the permission
- 22) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

### **Informatives**

- 1) Granted subject to a Section 106 Agreement
- 2) Code of Practice on Control of Noise and Pollution from Construction Sites
- 3) Thames Water comments
- 4) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

2.4 That, if by 7<sup>th</sup> September 2018 the legal agreement has not been completed, the Director of Planning & Strategic Transport is delegated authority to refuse planning permission.

## **3 PROPOSAL AND LOCATION DETAILS**

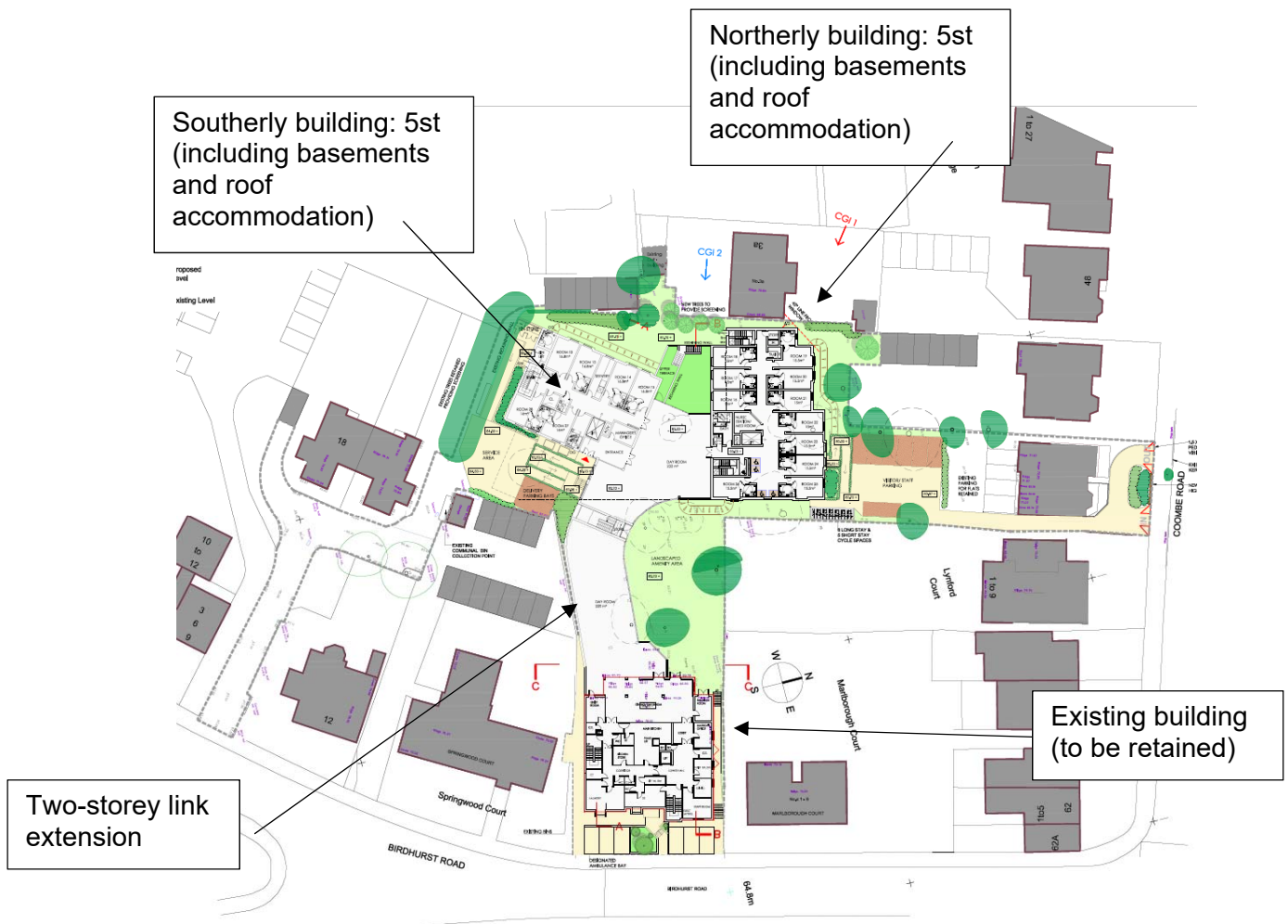
### **Proposal**

3.1 The applicant seeks full planning permission for:

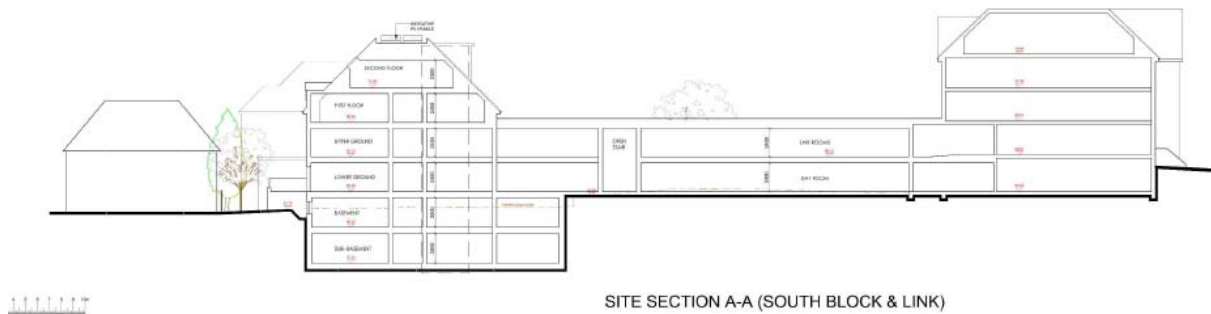
- Demolition of two residential units accessed off Birdhurst Road (14 and 16 Birdhurst Road)
- Erection of two linked buildings to the rear of Tudor House. The buildings would be 5 storeys, of which up to two storeys of basement accommodation and accommodation in the proposed roofs

- Erection of a two storey link extension between Tudor House and the new buildings;
- Increase in rooms from 37 to 92
- Creation of hardstanding areas for parking, servicing and emergency access including use of accesses from Coombe Road and Birdhurst Road;
- Associated hard and soft landscaping works.

3.2 The proposal is illustrated on the below site plan:



3.3 The ground levels are also illustrated in this section running approximately East-West across the site with the existing Tudor House on the right of the image, the link extension and the proposed southerly block on the left:



## Site and Surroundings

- 3.4 The application site consists of Tudor House, a 3-4 storey detached care home on Birdhurst Road, an access route from Coombe Road, adjacent to Lynford Court and an “L-shaped” plot of land linking them, which currently forms an extended garden to Tudor House. Tudor House is currently operated as a carehome with 31 single bedrooms, 3 double bedrooms, with approximately 50 members of staff.
- 3.5 The land levels at the site vary significantly, with the area of land behind Tudor House being set at least a storey below the frontage buildings on Birdhurst Road. 14 and 16 Birdhurst Road (the two buildings to be demolished) sit at this lower level.
- 3.6 The surrounding area is residential in character and does comprise a mix of houses, hotels, care homes and residential institutions. Buildings fronting onto Coombe Road tend to be large detached residential buildings, many of which have been converted to flats. On Birdhurst Road itself the application site has three storey blocks of flats on either side; Springwood Court to the south and Marlborough Court to the north. To the rear of the site, a modern two storey house is known as 3a South Park Hill Road and beyond that are buildings fronting on to South Park Hill Road, set at the lower level.
- 3.7 Coombe Road is a London Distributor Road and the site falls within an area at risk of surface water flooding. To the south of the site is a Local Heritage Area, based around Birdhurst Road and Birdhurst Rise.

## Planning History

- 3.8 The following applications and enquiries are pertinent to the consideration of this application:
- 91/01756/P: Erection of a conservatory with covered way below. PERMISSION GRANTED. The site was described as operating as a nursing home in this application.
- 95/02319/P: Demolition of existing buildings; erection of three/four storey building with accommodation in roofspace for use as nursing

home for the elderly with ancillary managers flat; provision of 6 parking spaces PERMISSION GRANTED and IMPLEMENTED

16/00982/T: Works to two protected trees in Lynford Court, 54 Coombe Road (adjacent to the site). PERMISSION GRANTED. This application allowed the felling of a protected tree in close proximity to the site boundary and required a replacement hornbeam to be planted.

16/02727/PRE: Pre-application enquiry relating to the currently proposed development.

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

- 4.1 The proposal would provide a neurological care home which meets the Council's identified need. This outweighs the loss of 2 self-contained residential units and would be safeguarded as such through a condition.
- 4.2 The development would have limited impact on the character and appearance of the surrounding area being located to the rear and at a lower level.
- 4.3 The development would have an acceptable relationship with neighbouring residential properties.
- 4.4 The standard of accommodation for future occupiers is satisfactory.
- 4.5 Access, parking and turning arrangements are acceptable.
- 4.6 Flooding and sustainability matters can be appropriately managed through condition.
- 4.7 Contributions to local employment and training, air quality and carbon offsetting could be secured through a Section 106 Legal Agreement.

#### **5 CONSULTATION RESPONSE**

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

Lead Local Flood Authority (statutory consultee)

- 5.2 The Lead Local Flood Authority requested additional information and are satisfied with an infiltration based sustainable drainage strategy subject to a condition to require infiltration testing and further details. (OFFICER COMMENT: a condition is included in the recommendation)

#### **6 LOCAL REPRESENTATION**

- 6.1 The application has been publicised by way of letters sent to neighbouring occupiers of the application site. The number of representations received

from neighbours, local groups etc. in response to notification and publicity of the application were as follows:

No of individual responses: 16      Objecting: 16

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:

- Noise and general disturbance
- Traffic congestion/Impact on highway safety
- No need for more care home/over concentration in Borough
- Not enough parking and unsafe accesses
- Overlooking/loss of privacy
- Visual intrusion/overshadowing
- Over development/Out of character
- Obtrusive design
- Loss of landscaping
- Loss of family home
- Pressure on local health services/infrastructure
- Disturbance during construction period

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

- Owner of access will not grant access for construction traffic [Officer Comment: a grant or otherwise of planning permission does not confer a right to access other's land. A condition is recommended in any case to require a Construction Logistics Report to ensure that the construction occurs in an acceptable fashion]
- No provision of affordable housing [Officer Comment: affordable housing is only required on schemes of 10 or more residential units falling within Use Class C3. This proposal is for a care home falling within Use Class C2]

6.4 Councillor Neale and made the following representations:

- Adverse effect on the residential amenity of neighbours, by reason of noise, disturbance, overlooking, loss of privacy, overshadowing
- Unacceptably high density / over-development of the site as it involves back land development
- Visual impact of the development
- Effect of the development on the character of the neighbourhood
- The proposed development is over-bearing, out-of-scale or out of character
- The loss of existing views from neighbouring properties would adversely affect the residential amenity of neighbouring owners

6.5 Officers note that the application was originally notified to local residents without the residential demolition referenced in the description; a further notification has been sent to local residents and any further comments will be reported in an addendum report.



## 7 RELEVANT PLANNING POLICIES AND GUIDANCE

- 7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.
- 7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in 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:
- Requiring good design.
  - Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions
- 7.3 The main policy considerations raised by the application that the Committee are required to consider are:

### Consolidated London Plan 2015 (LP):

- 3.5 on Quality and design of housing developments
- 6.13 on Parking
- 7.4 on Local Character
- 7.6 on Architecture

### Croydon Local Plan 2018 (CLP):

- SP2 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change
- SP8 on transport and communications
- DM1 on housing choice for sustainable communities
- DM2 on residential care and nursing homes
- DM10 on design and character
- DM13 on refuse and recycling
- DM16 on promoting healthy communities
- DM19 on promoting and protecting healthy communities
- DM23 on development and construction
- DM24 on land contamination
- DM25 on sustainable drainage systems and reducing flood risk
- DM27 on biodiversity

- DM28 on trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on car and cycle parking in new development
- Applicable place-specific policies

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the Planning Committee is required to consider are as follows:

- Principle of proposed development and the established need for care homes;
- The impact on the townscape and the visual impact;
- The impact on the residential amenity of adjoining occupiers;
- The living conditions provided for future occupiers;
- Transportation considerations
- Flooding and sustainability
- Section 106 obligations

### **Principle of development and the established need.**

8.2 The application site lies within an established residential area and while the proposed development seeks consent for a C2 (Residential Institutions) use, the nature of this use would not affect the established residential character of this part of South Croydon. The site is already in this use and so, subject to considerations of impact, a more intensive use of the site for this purpose is in accordance with policy.

8.3 It should be noted that there are no restrictions in terms of the type of care offered currently at this site, be it neurological or learning disability care. Policy DM2.1 states that new care or nursing homes will only be permitted where they meet an identified need. The applicant has confirmed that the care home will be used solely for care for dementia sufferers which has an identified need in the Borough. The recommendation includes a condition that the site is used for neurological care so that it continues to meet the identified need.

8.4 The proposal includes the loss of two bungalows. Policy SP2.2g states that the net loss of homes or residential land will be resisted. Considering the existing use of the care home on the majority of the site, that they own the two homes to be demolished and use them for temporary staff accommodation and that the proposed type of care meets an identified need and provides a form of residential provision, in this instance this element of the proposal is on balance considered to be acceptable.

### **Townscape and Visual Impact**

8.5 The application site is occupied by a large detached property on Birdhurst Road, with the two buildings to be demolished set to the rear. The proposals constitute a link extension running from the existing building on Birdhurst Road to the two proposed buildings in the rear garden area, set at a lower level, with the link

extension running from the level of the rear of Tudor House, which is one storey below Birdhurst Road. As such, there are no significant changes to the front or side elevations of Tudor House and the rear elements would not be significantly visible from Birdhurst Road due to the level changes and the small gap between Tudor House and Springwood Court.

- 8.6 The proposed building to the rear closest to Coombe Road would be five storeys (with accommodation in the roof and two storeys of basement), set 50m from the road and located behind 50 and 52 Coombe Road (two and three storey buildings respectively) so that, with the changes to ground level and perspective, the building would not be significantly visible. As such, the visibility of the scheme from publically accessible areas would be significantly limited, and the proposal would have a correspondingly limited impact on the character of the local area.
- 8.7 The site is unusual in terms of its size and shape. The location and orientation of buildings within the site responds to the surrounding properties in terms of trying to locate buildings to create appropriate separation distances and reduce the impact on neighbouring buildings. The location, orientation and width of the northerly block also follows the separation distances and orientation established by 3a South Park Hill Road and the overall site layout is supported from a character perspective. There are a number of large buildings in the local area, so the proposal is not considered to be out of keeping in that respect. The two proposed buildings are actually one building, linked by a glazed part two/three storey element (with basement accommodation). This is proposed to sit below the eaves line of both buildings, recessed from the front and rear elevations, and so would be visible as a lightweight, subservient element which helps to break up the massing of the proposal.
- 8.8 The two rear buildings are proposed to be of a buff London stock brick, with timber detailing and grey roof tiles to be in a style very similar to the existing Tudor House building. With conditions to secure the quality of materials, this is considered to be acceptable.

### **Impact on Neighbouring Residential Amenity**

- 8.9 The development has been designed to work with the existing levels of the site, which change dramatically, with the main rear section of the site being between one storey and one and a half storeys below Birdhurst Road. As such, the impacts on adjoining properties is less than the height of the buildings suggests.
- 8.10 To take each element in turn, the link extension from the rear of Tudor House is two storeys, from a lower ground level. Springwood Court is set at the same height as Tudor House and so from the rear elevation, this would appear as being a single storey wall running along the side boundary. Given the orientation of the two buildings, there would be adequate light and outlook beyond the link extension and so it is considered to not have a significantly detrimental impact on Springwood Court.
- 8.11 The southerly of the two blocks proposed is part five and part six storeys in height, although two storeys are subterranean or semi-subterranean and two storeys are in the roof. The nearest residential properties are 16 and 18 Birdhurst

Road, which would be 13m away this block and at approximately a 45° angle and so would not have a significant impact on the main outlook to the rear. A row of trees which runs along the boundary would be retained, providing additional screening. As such, there would not be a significant impact to these properties. This proposed block's front elevation would look towards the rear of Springwood Court, but would be separated by distances of 36m (to the nearest point) and 45m (to the main rear elevation), so there would be no significant overlooking of windows. The space in between these buildings nearest to the proposal, which would be overlooked, are garages associated with Springwood Court and so no significant loss of privacy would result. The rear elevation of this southerly block also has room windows located in it. This is proposed some 16m from the rear elevation of 3a South Park Hill Road. Some overlooking would therefore result but given the separation distance, the fact there is a landscaped area located between them (in which planting would be enhanced) to provide more screening and the angle the two properties are at to each other, this is considered on balance to be acceptable.

- 8.12 The more northerly proposed block, nearer to Coombe Road, is located adjacent to 3a South Park Hill Road. It respects the front and rear elevations of that property, not significantly stepping beyond it until away from the boundary and not in a position to cut at a line taken at 45° from windows. This block is orientated parallel to 3a and so faces towards the rear of buildings on Croham Road. The separation distance from the buildings is in excess of 30m. The area of land nearest to the proposed block forms a parking area associated with the development and a parking area for the adjacent flats, and so this relationship is acceptable. There would be some overlooking to the rear communal amenity area of Lynford Court, but only at an angle close to 45° and so unlikely to give rise to a significant loss of privacy.
- 8.13 The levels of the site are such that it is set below the level of most of the surrounding properties and so is not considered to have an overbearing impact upon them. 16 and 18 Birdhurst Road are set at the same level, but are screened by the established treeline to be retained. 3a is also set at the same level as the proposed northerly building. Whilst the proposed building is 5 storeys in total, two of those are subterranean or semi-subterranean and one is in the roof. The building would therefore be read as a three storey building, with accommodation in the roof and steps down adjacent to that building to make a smoother transition between them both.
- 8.14 The proposal would require cooking on site, to serve the residents which would occur in the basement of the southerly proposed block, with serveries provided on individual floors. A condition is recommended to secure details of flues and kitchen ventilation equipment to ensure that this does not impact on residential amenity of adjoining occupiers.

#### **The standard of accommodation for future occupiers**

- 8.15 There are no set standards in terms of unit sizes in relation to C2 (Residential Institutions). As the proposals are not partially self-contained, they cannot be compared against the "Technical Housing Standards" at a unit level. The proposed bedrooms are typically between 15m<sup>2</sup> and 16.5m<sup>2</sup> as en-suite single

rooms, which is significantly in excess of the housing standards of 7.5m, or 11.5m for a double room in a self-contained house or flat. There are generous internal spaces spread between the proposed buildings. The ground floor of the link extension is a communal day room and a further room is provided on the first floor of the section linking the two proposed buildings, with a further small internal amenity area on the first floor of the northerly building.

- 8.16 The spaces fully within the roof space are reserved for training areas and so would not provide habitable accommodation and the sub-basements are for plant and servicing. The basement levels are in fact not fully subterranean, with all units having windows of the same size as upper floors which would be above the ground level. A condition is recommended to control the detailed design of the level change of the spaces in front of these windows to ensure that they allow sufficient light in to rooms.
- 8.17 Two communal amenity spaces are provided; the rear garden area of Tudor House and a smaller more private area on the roof of the linking element between the two proposed buildings. There are no standards for external amenity space for a care home but approximately 500m<sup>2</sup> of communal space is to be provided which would be well in excess of the 5m<sup>2</sup> per unit which would be required were the units to be self-contained.
- 8.18 Level access can be provided through a series of ramps and the proposed buildings both have lifts to allow easy circulation.
- 8.19 In summary therefore, the proposed rooms are considered to be of a suitable size, with adequate light and outlook (through the use of conditions) and adequate communal amenity space is provided. As such the level of amenity for future residents is acceptable.

### **Highways and transportation**

- 8.20 The site has a PTAL rating of 3 which indicates moderate accessibility to public transport. The proposed development seeks to add bedrooms for a maximum 55 future residents. The proposal has a number of areas for servicing and parking. 5 parking spaces and one ambulance space are proposed to be formalised off Birdhurst Road, in front of Tudor House in an area currently used for parking. This would mainly be for visitors and emergencies. 6 parking spaces are proposed for staff off the Coombe Road access, with space for an emergency vehicle to access the site as well. Routine servicing is proposed from the secondary Birdhurst Road access to a dedicated servicing area. This would use an established access point to an area with space for turning.
- 8.21 The site currently operates a travel plan and so there are clear details of current staff's travel to work patterns. This shows that three of the parking spaces at the front are often used, with two used for staff parking and one for a minibus. Just short of 50% of staff use public transport to get to the site, 20% walk and 20% are dropped off. Routinely 7 members of staff drive, all of whom work shifts outside of the normal peak periods. As such, the current staff operation has very little impact on the capacity of the highway or on-street parking.

- 8.22 There are no policy parking standards for the proposed use as the level of parking depends in part on the facilities provided. Using the TRICS database and the existing staff patterns, a parking accumulation study based on shift and travel patterns shows that it is likely that the proposal would result in a maximum of 7 staff vehicles on site at any one time, which can be accommodated in the proposed parking spaces. When combined with visitor parking information, it suggests that the maximum accumulation of vehicles would increase to 16 vehicles, likely to occur on a weekday between 1100 and 1200, although this includes an assumption that all visitors travel by private car. This exceeds the 11 spaces available on the site, but a parking stress survey shows that just under half of on-street parking spaces (25 of 53) tend to be available at this time of day. This demonstrates that this extra requirement could be accommodated on street without significant detriment to the local highway.
- 8.23 The Transport Statement (TS) confirms the allocation of a service bay from the secondary, existing, access of Birdhurst Walk. Details have been provided of how service vehicles would turn and a satisfactory bin area is proposed. Full details of this area could be secured by condition. A further condition is recommended to secure a car parking management plan to formalise the operation of this element of the scheme. Additionally, a Travel Plan is proposed to ensure that the site is operated on sustainable travel principles and to try and reduce the number of vehicle trips, especially by visitors. The proposed section 106 agreement would include provision for monitoring of the travel plan by the Council's Strategic Transport team.
- 8.24 Cycle storage is proposed to cater for the existing care home as well as the proposed. This gives rise to a requirement for 14 cycle parking spaces, which can be secured by condition. In addition the Council would seek to secure the following via condition:
- Electric Vehicle Charging Points
  - Visibility splays
  - Travel Plan
  - Delivery and Servicing Plan
  - Construction Logistics Plan/Management Strategy
  - Turning areas
  - Cycle parking
- 8.25 Subject to conditions in relation to the above the development would be acceptable on highway grounds.

### **Flooding and Sustainability**

- 8.26 The applicant has submitted a Flood Risk Assessment for the site while further supporting information was received during the course of the application. The Local Lead Flood Authority was consulted regarding this application and have since removed their objection to the proposals providing that an appropriately worded condition is attached to any approval in respect of further investigation of the ground for suitability for infiltration SuDS. This is included in the recommendation.

- 8.27 As parts of the site are overgrown and the proposal includes demolition, a stage 1 ecological survey was carried out. It concluded that there is low potential for protected species to be present and recommended a number of mitigation measures such as that clearance occurs outside of nesting seasons and when invertebrates are likely to be active, and that native species are used in the landscaping. This can be secured by condition.
- 8.28 The development is expected to achieve BREEAM Excellent and reduce carbon dioxide emissions by 35% above the 2013 building regulations. The applicant has demonstrated how this can be achieved and this would be secured through the legal agreement and conditions.
- 8.29 The proposal has taken into consideration a number of mature trees within the site and adjacent to it. The proposal would include the removal of 4 Grade B trees and 9 Grade C trees, including two small groups. This has been assessed and is considered to be acceptable. A tree protected by a Tree Protection Order, located in the neighbouring site near to the boundary, was recently approved to be removed. A replacement tree is due to be planted, which can be sited taking into account the proposed building footprint. Conditions are recommended to secure adequate protection for trees to be retained. Replacement tree planting would mitigate the trees to be lost, which can be secured by condition, with planting located to improve the screening to the rear of the adjoining 3A South Park Hill Road.

### **Section 106 Obligations**

- 8.30 Policy SP3.14 of the Croydon Local Plan 2016 states that opportunities for employment and skills training will be considered by means of section 106 agreements for major developments). It is expected that the legal agreement would secure the following;
- Local Education and Training Strategy
  - Air Quality
  - Carbon off-setting (if required)
  - Travel Plan monitoring
- 8.31 Affordable housing would not be required as the development relates to a C2 (Residential Institutional) Use.
- 8.32 The applicant has agreed in principle to the above heads of terms and such matters would be secured through the Section 106 Agreement if Committee were minded to grant planning permission. A number of detailed issues have been raised regarding the operation of the s106 which can be resolved in negotiating the final wording of the obligation.
- 8.33 Without the above the development would be unacceptable.

### **Conclusions**

- 7.37 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted subject to a legal

agreement for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.





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**PART 6: Planning Applications for Decision****Item 6.2****1 SUMMARY OF APPLICATION DETAILS**

Ref: 17/04743/FUL  
Location: 26 Hilltop Road, Whyteleafe, CR3 0DD  
Ward: Kenley  
Description: Demolition of existing building: erection of a pair of two/three storey semi-detached houses with accommodation in roof-space at rear fronting Marlings Close, formation of vehicular accesses and provision of associated parking, cycle and refuse storage  
Drawing Nos: Tree survey, arboricultural impact assessment, draft method statement & tree protection plan 26<sup>th</sup> March 2018, 3473 Site Plan Section AA Section BB REV A, 3473/1 Elevations and Floor Plans, 3473/1 Street Elevations, 3473/2 Location Plan  
Applicant: Mr Mark McElduff  
Agent: Mr Lee Richardson  
Case Officer: Louise Tucker

- 1.1 This application is being reported to Planning Applications Committee because the Ward Councillor (Cllr Steve O'Connell) has made representation in accordance with the Committee Consideration Criteria and requested Planning Committee consideration and representations over the threshold for Committee Consideration were received.

**2 RECOMMENDATION**

- 2.1 That the Committee resolve to GRANT planning permission.
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

**Conditions**

- 1) Development to be carried out in accordance with the approved drawings and reports except where specified by conditions
- 2) Materials to be submitted with samples
- 3) Car parking to be provided as specified in the application
- 4) Removal of permitted development rights for enlargements and outbuildings
- 5) No additional windows in the flank elevations
- 6) Landscaping scheme to be submitted including hard/soft landscaping, retaining walls, boundary treatments, SUDs details
- 7) Permeable forecourt material
- 8) Construction Logistics Plan to be submitted
- 9) 19% reduction in carbon emissions
- 10) Water usage restricted to 110 litres per person per day
- 11) Development to be carried out entirely in accordance with submitted tree report including protection measures
- 12) Commencement of development within three years of consent being granted

13) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Site notice removal
- 2) CIL liability
- 3) Code of Practice for Construction Sites
- 4) Wildlife protection
- 5) Any other informative(s) considered necessary by the Director of Planning and Strategic Transport

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

3.1 The proposal comprises the following:

- Demolition of existing rear detached garage
- Erection of a pair of two storey four-bedroom semi-detached houses with accommodation in the roof-space fronting Marlings Close.
- Two new access points would be created off Marlings Close, serving two off street parking spaces for each dwelling with associated refuse storage and landscaping to the frontage.

3.2 Amendments and additional information have been received during the course of the application, comprising the following:

- Changes to siting of the dwellings
- Clarification over location of existing/proposed retaining walls
- Tree survey and protection plan submitted

3.3 These changes have not altered the description of development nor increased its impact, thus it has not been necessary to advertise these amendments.

### **Site and Surroundings**

3.4 The application site currently forms part of the rear garden of 26 Hilltop Road, a two-storey detached property on a corner plot. The site has a detached garage to the rear, which is accessed off Marlings Close. Land levels slope steeply upwards towards the rear of the site (east to west).

3.5 The surrounding area is residential in character. Hilltop Road is generally made up of individually designed detached properties with generous spacing to boundaries. Marlings Close consists of four pairs of semi-detached properties on the western side, with garages and ancillary buildings serving properties in Hilltop Road on the eastern side of the road. The site falls within an Archaeological Priority Zone.

### **Planning History**

3.6 17/02135/FUL - Demolition of existing building: erection of a pair of two storey four-bedroom semi-detached houses with accommodation in roof-space fronting Hilltop Road and a pair of two/three storey semi-detached houses with accommodation in the

roof-space at rear fronting Marlings Close, formation of vehicular accesses and provision of associated parking, cycle and refuse storage – Application Withdrawn

- 3.7 17/05808/FUL - Alterations; Erection of two storey rear extension and use of roof space as accommodation to facilitate the proposed conversion of house to form 4 flats. Provision of car parking, landscaping and other associated works – Under Consideration

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

- The principle of residential development on the site is acceptable given the established residential character of the area
- The design and appearance of the development is appropriate given the context of the site
- There would be no undue harm to the residential amenities of adjoining occupiers
- The living standards of future occupiers are acceptable and compliant with the Nationally Described Space Standards and the London Plan
- The level of parking and impact upon highway safety and efficiency is acceptable. Sustainability aspects of the development can be controlled by condition

#### **5 CONSULTATION RESPONSE**

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

#### **6 LOCAL REPRESENTATION**

- 6.1 Seven letters were sent to adjoining occupiers to advertise the application. The number of representations received from neighbours, local groups including Kenley and District Residents' Association (KEDRA). in response to notification and publicity of the application were as follows:

No of individual responses: 26      Objecting: 26      Supporting: 0      Comment: 0

- 6.2 The following also made representations:

- Cllr Steve O'Connell [objecting]

- 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:

- Inadequate parking provision
- Too dense, overdevelopment, cramped
- Out of character with the area
- Detrimental to highway safety and efficiency
- Noise and disturbance from construction
- Impact on local amenities from further development in the area
- Loss of garden space
- Impact on wildlife

- Impact on flood risk
- Traffic generation
- Impact on trees
- Impact on residential amenities of adjoining occupiers – loss of light, outlook, privacy, noise and disturbance, overshadowing
- Poor quality of accommodation for future occupiers
- Construction traffic, disruption, noise and safety concerns

6.4 The following matters were raised in representations which are not material to the determination of the application:

- The Council have not thought through this application, what the Council have proposed is not safe or of good construction [OFFICER COMMENT: This is not an application submitted by the Council. This application has been submitted by an external party and is valid and therefore the Council are duty bound to consider the application]
- The application is linked to Brick by Brick [OFFICER COMMENT: There is no link between this application and Brick by Brick]
- There is another current application to convert 26 Hilltop Road into flats, the Council should not allow two separate applications to be made [OFFICER COMMENT: The Council have no control over this and there is no limit to the number of applications that can be submitted for one site]
- Plans are inaccurate and insufficient [OFFICER COMMENT: Amended plans and additional information have been received which are sufficiently detailed to facilitate determination. The information and description of development is considered clear]
- Pre-application advice from the Council has not been disclosed in the application [OFFICER COMMENT: There is no requirement to do so and this would be at the applicant's discretion]
- Will affect values of properties in the area [OFFICER COMMENT: This is not a material planning consideration]
- Neighbouring bee population will have negative interactions with new residents [OFFICER COMMENT: This is not a material planning consideration]
- Will affect views [OFFICER COMMENT: This is not a material planning consideration]
- Development is just for financial gain [OFFICER COMMENT: This is not a material planning consideration]
- The developer wishes to buy other properties in the area so these developments should be considered [OFFICER COMMENT: This is not material to the determination of this application]
- There is no affordable housing proposed [OFFICER COMMENT: The application is for two new units of accommodation and thus, there is no requirement in policy to provide affordable housing as part of a scheme of this size]
- The development is in a conservation area [OFFICER COMMENT: This is not the case]
- The development will impact on use of the bridle path and access to Kenley Common [OFFICER COMMENT: This is not within the application site and will be unaffected by the development]
- The applicant has not checked the legal ownership of the site/covenants/site boundaries [OFFICER COMMENT: The applicant has declared they are the owner of the part of land to which the site relates which is sufficient to determine the

planning application, anything further than this would be a private legal matter for the relevant parties to resolve]

- Pressure on utilities e.g. drainage, gas, electricity [OFFICER COMMENT: This is not a material consideration and outside the scope of planning remit]

## **7 RELEVANT PLANNING POLICIES AND GUIDANCE**

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the Plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.

7.2 Government Guidance is contained in the National Planning Policy Framework (NPPF), issued in 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, including requiring good design that takes the opportunities available for improving the character and quality of an area and the way it functions.

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

### Consolidated London Plan 2011 (LP):

- 3.5 on Quality and design of housing developments
- 6.13 on Parking
- 7.4 on Local Character
- 7.6 on Architecture

### Croydon Local Plan 2018 (CLP):

- SP2 on Homes
- SP6.3 on Sustainable Design and Construction
- DM1 on Housing choice for sustainable communities
- DM10 on Design and character
- DM13 Refuse and recycling
- DM23 on Development and construction
- DM25 on Sustainable Drainage Systems and Reducing Flood Risk
- DM28 on Trees
- DM29 on Promoting sustainable travel and reducing congestion
- DM30 on Car and cycle parking in new development
- DM40 on Kenley and Old Coulsdon

## **8 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of Development

2. Townscape and visual impact
3. Residential amenity of adjoining occupiers
4. Residential amenity of future occupiers
5. Highways and transport
6. Environment and sustainability
7. Trees and landscaping

### **Principle of Development**

- 8.2 The principle of development is acceptable. The development would provide two additional family homes in an established residential area. The other material considerations are discussed below.

### **Townscape and Visual Impact**

- 8.3 The development would see an existing garage to the rear of 26 Hilltop Road demolished and a pair of semi-detached properties constructed in its place fronting onto Marlings Close. Given the character of the area and the existing rear garages, the principle of these new dwellings is appropriate. The proposed plot widths and the spacing between the buildings is comparable with those seen in the surrounding area. The form and design of the new dwellings, appearing as two storey buildings from the front, are reflective of the modern existing dwellings built in the 1960s on the opposite side of Marlings Close, with gabled roofs and flat roofed porches, ensuring the development is keeping with the surrounding area.
- 8.4 The site is characterised by a well-established vegetated boundary, which the proposal is seeking to retain. Whilst the scheme proposes the loss of 11 trees (both at the front and rear of the application site) suitable mitigation planting is proposed. Furthermore tree protection and replacement planting can both be secured through conditions which should allow the development to sit well within the setting.
- 8.5 An area of hardstanding fronting onto Marlings Close would be given over to parking and access to the new dwellings, which is consistent with other examples in the area. A planning condition is recommended to ensure this is of a suitably permeable material.
- 8.6 Having considered all of the above, against the backdrop of housing need, officers are satisfied that the proposed development would comply with the objectives of the above policies in terms of respecting local character.

### **Residential Amenity of Adjoining Occupiers**

- 8.7 Given steep topography and the 25-metre separation distance between the rear elevation of the proposed properties and the host property fronting onto Hilltop Road, there would be no direct window to window views. Furthermore, given that the proposal would be sunken into the ground levels, the scheme would be unlikely to have an overbearing visual impact or cause a harmful level of visual intrusion when seen from surrounding properties.
- 8.8 There would be a 25-metre separation across the road between the proposed dwellings and the existing buildings on the western side of Marlings Close. These existing buildings are also on a higher land level. Any limited loss of amenity caused by loss of light, outlook or privacy would therefore be acceptable.



- 8.9 The buildings would be used solely for residential purposes and in the context of the area, it is not considered this would result in any additional undue harm through noise and disturbance to surrounding occupiers. The development is acceptable in terms of its impact on residential amenities of adjoining occupiers.

### **Residential Amenity of Future Occupiers**

- 8.10 The proposed dwellings would be four-bedroom dwellings and the proposed floorspace for each unit would exceed the minimum requirements of the Nationally Described Space Standards for units of this type. The internal rooms would be of acceptable sizes, with adequate light and outlook provided. A private garden for both the houses would be provided, with a generous garden remaining for the donor property.

### **Highways and Parking**

- 8.11 The location for the proposed development has a PTAL level of 1b, which indicates a poor level of accessibility to public transport links. Each new dwelling would benefit from two off street parking spaces on the frontage, which would be in accordance with the maximum parking standards set out in the London Plan for four bedroom homes. The site is also within a reasonable walking distance of Whyteleafe train station and bus stops and there are limited restrictions on parking in the surrounding roads. A planning condition is recommended as regards cycle storage details in accordance with the London Plan. It is not considered the addition of the two new dwellings would have a significant impact on local parking facilities, with the parking provision outlined. The development is considered acceptable in this respect.
- 8.12 There is an existing crossover at the rear of 26 Hilltop Road which currently serves the existing garage. This would be retained and an additional crossover created as part of the works. The layout of the parking area would mean vehicles would have to reverse out onto the highway which appears to be a common situation along Marlings Close and Hilltop Road (including the existing situation) where there is limited frontage depths. Marlings Close is a relatively quiet residential cul-de-sac which is not classified, and adequate pedestrian visibility splays have been provided for all the parking spaces. A planning condition would ensure that these are retained and consequently, it is not considered that the development would significantly alter the safety and efficiency of the surrounding highways network.
- 8.13 Concerns have been expressed in representations regarding construction noise, disturbance and safety. A Demolition/Construction Logistic Plan (including a Construction Management Plan) is recommended through use of a planning condition.

### **Environment and Sustainability**

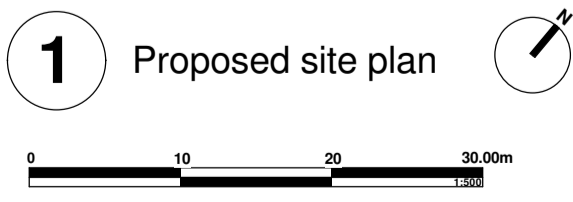
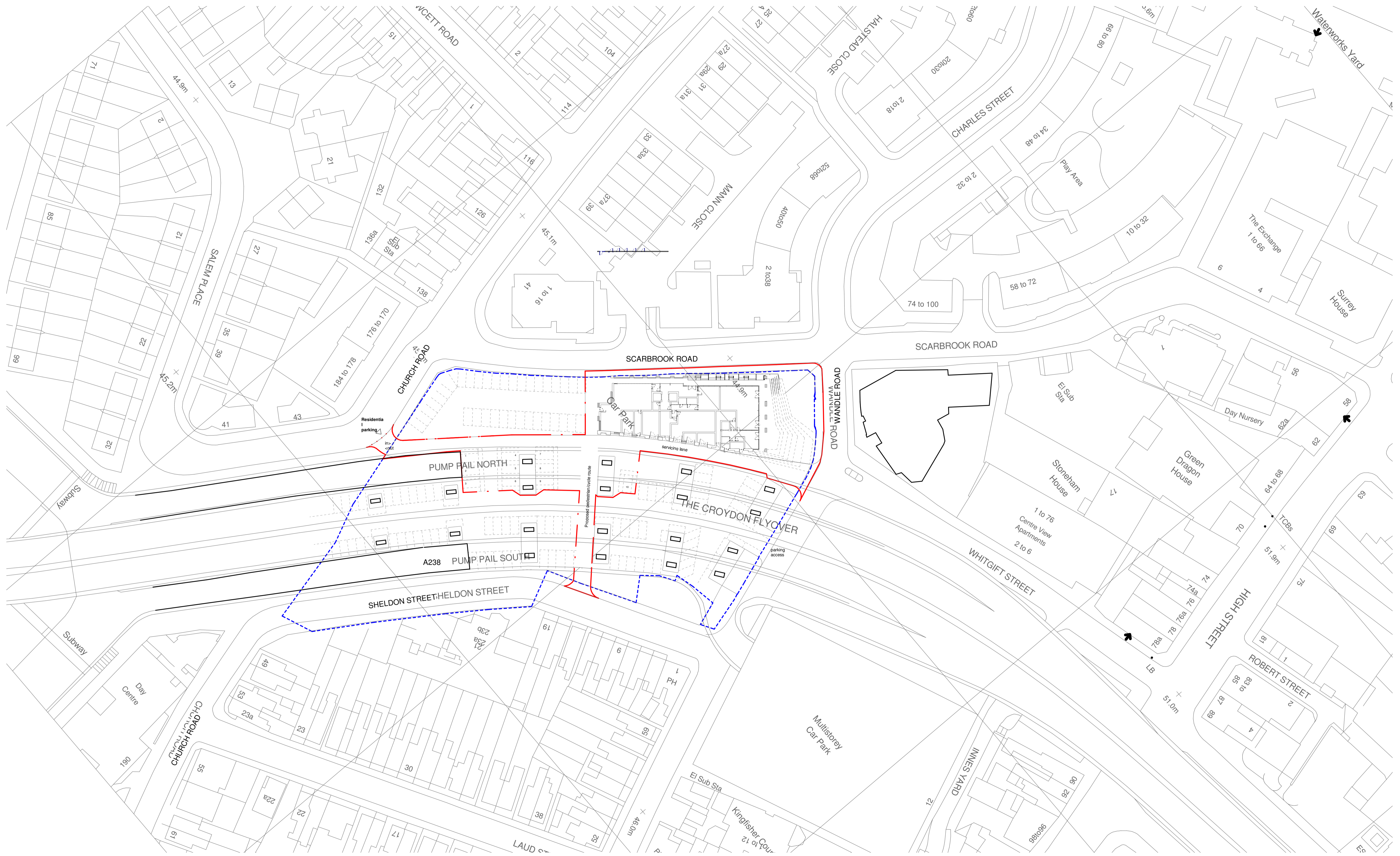
- 8.14 Planning conditions are recommended to require that a 19% reduction in CO2 emissions over 2013 Building Regulations is achieved and mains water consumption would meet a target of 110 litres or less per head per day.
- 8.15 The site does not fall within a surface water flood risk area. However, as the site is sloping and there are opportunities to secure SUDs details as part of the landscaping scheme, which can be dealt with through the imposition of a planning condition. This should help limit potential water runoff onto the public highway and neighbouring sites.

### **Trees and Landscaping**

- 8.16 There are no arboriculture objections raised in respect of tree loss; none are not of sufficient merit to warrant a tree preservation order. Notwithstanding this, the tree survey and protection plan demonstrate that the majority of the existing planting will be retained and concludes that the proposed buildings would be situated far enough away from the hedge to ensure minimal disruption to the roots. Officers agree with these overall conclusions. A tree protection plan can be secured by condition.
- 8.17 Replacement planting has also been conditioned to ensure that suitable planting is provided as part of any approval within a comprehensive landscaping scheme for the whole site.
- 8.18 As regards wildlife, it is recommended an informative be included on the decision notice to advise the applicant to refer to the standing advice by Natural England, in the event protected species are found on site.

### **Conclusions**

- 8.19 It is recommended that planning permission should be granted for the proposal, as it would be acceptable in all respects, subject to conditions.
- 8.20 All other relevant policies and considerations, including equalities, have been taken into account.



1 Proposed site plan

Key	
<span style="color: blue;">---</span>	Land in applicant ownership
<span style="color: red;">---</span>	Applicant site

### PITMAN TOZER ARCHITECTS

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#### General Notes

- This drawing remains copyright of Pitman Tozer Architects Limited and may not be reproduced or copied without consent in writing.
- Any discrepancies between site and drawings to be reported to the architect immediately.
- Read in conjunction with all relevant structural and mechanical & electrical engineers drawings.

#### Other Notes

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#### Revisions

- |     |          |
|-----|----------|
| PL3 | 14.12.17 |
| PL4 | 27.03.18 |
| PL4 | 18.05.18 |

- Issued for planning.
- Cycle/pedestrian route amended. 3no. disabled parking spaces omitted.
- Issued for information

Project Address  
Wandle Road, Croydon

Drawing status  
Planning

Date  
Dec 2017

Drawing  
Proposed site plan

Drawing status  
Planning

Date  
Dec 2017

Scale  
1: 500

Revision  
PL4

Drawing  
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**PART 6: Planning Applications for Decision**

**Item 6.3**

**1 APPLICATION DETAILS**

Ref: 17/06318/FUL  
 Location: Wandle Road Car Park, Wandle Road, Croydon CR0 1DX  
 Ward: Fairfield  
 Description: Redevelopment of part of site to provide part 5, 22 and 25-storey mixed used building, incorporating 128 residential units (Class C3) in addition to flexible commercial floorspace (Class A1/A3/B1/D2) on lower levels, as well as new vehicular access, residential car parking spaces, new public realm including shared pedestrian and cycle access through the site.  
 Drawing Nos: As specified in Drawing Issue Sheet dated 18/05/2018  
 Applicant: Brick by Brick Croydon Ltd – Alison Brennan  
 Agent: DP9 – Peter Twemlow  
 Case Officer: Richard Freeman

	<b>1B 2P</b>	<b>2B 4P</b>	<b>3B 4P</b>	<b>3B 5P</b>	<b>TOTAL</b>	<b>%</b>
AFFORDABLE	9 (AR) 13 (SO)	9 (AR) 16 (SO)	0 (AR) 12 (SO)	0 (AR) 1 (SO)	<b>18</b> <b>42</b>	<b>14%</b> <b>33%</b>
PRIVATE	34	34	0	0	<b>68</b>	<b>53%</b>
<b>TOTAL</b>	<b>56</b>	<b>59</b>	<b>12</b>	<b>1</b>	<b>128</b>	
FAMILY UNITS	44%	46%	9%	1%		

<b>Number of car parking spaces</b>	<b>Number of cycle parking spaces</b>
10 disabled bays	214

1.1 This application is being reported to Planning Committee because the former Ward Councillor for Fairfield Ward (Cllr Mohan) made representations in accordance with the Committee Consideration Criteria and requested Planning Committee consideration. Following the May 2018 local elections, Councillor Mohan now represents Park Hill and Whitgift Ward. As such, both Councillor Mohan and currently sitting Fairfield Ward Councillors have been contacted to determine whether anyone would like to address the Planning Committee.

**2 BACKGROUND**

2.1 This scheme was presented to this Committee during the pre-application process on 30th November 2017. The following comments were raised by the Committee:

- Air quality – surprise at the high level of pollution around the flyover
- Route under the flyover is positive. Scheme brings positive activity to area at junction of Wandle Road and Scarbrook Road and defines a frontage to Scarbrook Road
- Higher level of affordable housing, including affordable rented accommodation welcomed. Viability of office space discussed
- More family sized units – 3-4 bedrooms?
- Impact on heritage assets

- Landmark building - do we have the right approach and is it welcoming?
- Need a bit more of a punch for a gateway building

2.2 The scheme was presented to the Place Review Panel on 27<sup>th</sup> October 2017. It concluded that the scheme had the potential to provide a tall building and much needed housing. It would need to be of an extremely high quality and a carefully considered design to ensure that it does not have a detrimental impact on nearby heritage assets. Noise and air pollution would need to be mitigated. The Panel was very supportive of deep reveals to address solar gain and noise pollution issues. The Panel noted the building would be expensive to construct and maintain – including necessary air-filtering systems.

2.3 The Panel had the following observations/recommendations:

- The Panel assumed that the space safeguarded for bus standing and energy centre was sufficient for its allocated purposes;
- The site is very challenging in terms of noise and air pollution mitigation requirements due to the proximity of the A232 and the Flyover;
- Further information is required to assess the scheme's impact on heritage assets in and around the Old Town area including The Croydon Minster and The Old Palace (Grade I listed), the Pumping Station (Grade II listed), and The Minster Conservation Area and the Laud Street Local Heritage Area. Based on the information supplied to the Panel, at its currently proposed height the scheme may have a detrimental impact on views of these heritage assets and their settings;
- The Panel was very concerned about the proposed ground floor. It questioned the viability of the proposed office space and strongly opposed the large areas of walls without openings because they would deaden the neighbouring public realm. Entrances must be visible and activate the public realm;
- The building would be very expensive to construct due to the deep reveals, noise insulation and the air filtering system requirements for air pollution (all of which are features which are supported and considered necessary);
- The articulation of the facades breaks up the massing, but this would not read from a distance if the sun is behind the building. The profile and silhouette of the building also needs to be carefully designed;
- More information on how the flue for the proposed neighbouring energy centre will be incorporated into the architecture is required as this could be significantly taller than the proposed building and would be a prominent architectural feature;
- The top of the building requires design development to strengthen its character and profile given it will be highly prominent;
- The Panel had significant concern about air-filtering system including internal noise, maintenance, use in practice by residents and associated expense;
- The quantity of both internal and external communal amenity space for the hundreds of residents that the building would accommodate is too low;
- Wind testing is essential and is likely to inform the form of the building;
- The winter gardens must be generous and attractive spaces and include sufficient space for furniture;
- The Panel recommended that all flats include windows should be openable for internal amenity;
- The architectural balustrades could be lowered from 1100mm to 800mm to improve views from within the flats from sitting positions;
- The deep reveals would create comfortable locations for pigeons to rest. This needs to be addressed in the design process;

- The applicant should be mindful of the rapidly changing fire safety regulatory environment for towers and that RIBA recently recommended that towers should have two escape cores;
- The service lane should be controlled as it is likely to be a space that could attract anti-social behaviour;
- The individual flats would be expensive to maintain due to the air filtering requirements and therefore the Panel recommended consideration for locating affordable-rent accommodation on a different site;
- The Panel supports the intention to create a pedestrian and cycle link under the flyover, in line with the Old Town Masterplan and recommends that the applicant ensure that this is delivered.

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

- 3.1 The proposal in principle would provide a significant quantum of housing and affordable housing. It would make better use of part of an underutilised site and contribute to the development of the Metropolitan Centre and Opportunity Area.
- 3.2 Wandle Road Surface Car Park is allocated in the Croydon Local Plan 2018 for an energy centre, bus standing under the flyover and residential uses. This proposal would only use part of the site and would not prejudice the delivery of the energy centre and some on site bus standing. Other sites are being actively considered for additional bus standing. The site layout has been developed to ensure that all three uses can be accommodated on site satisfactorily. The site does not form part of the retail core of the Metropolitan Centre so conditions are required to restrict the creation of stand-alone A1 (retail) uses.
- 3.3 The development would provide 50% affordable housing by habitable room, which meets the policy requirement. The tenure mix within the affordable housing provision would be 28% affordable rent and 72% shared ownership. A viability assessment has been submitted and independently verified to confirm that this is the maximum level and optimal tenure mix of affordable housing which the development is able to provide. Viability review mechanisms would be secured by legal agreement in case the scheme is not delivered within a set timescale to ensure that the affordable housing delivery remains optimal.
- 3.4 The development proposes a mix of 1, 2 and 3 bedroom homes. The OAPF suggests this area should provide 45% of units as 3-bed family units on the basis that developments are more likely to be mid-rise. The scheme proposes 10% 3-bed but 46% 2-bed 4-person units which could be suitable for family accommodation. Policy DM1 of the Croydon Local Plan 2018 (CLP2018) sets out that 2b4p units can be considered as family housing in specific circumstances, which are met by this scheme. The housing mix is considered acceptable.
- 3.5 The townscape impacts of the development in terms of its bulk, height, layout and massing are acceptable. The Opportunity Area Planning Framework (OAPF) sets out that this is an area in where taller buildings would need to be justified on a site by site basis. The site, albeit located at some distance from other consented tall buildings, has potential to mark an important and prominent entrance to Central Croydon from the west and is considered appropriate.
- 3.6 The proposal would cause harm to a number of designated heritage assets of varying levels of significance including Listed Buildings (including Grade I Listed Buildings) and

Conservation Areas and also to a number of non-designated heritage assets (Locally Listed Buildings and a Local Heritage Area). The degree of harm caused to each heritage asset and the level of significance of each heritage asset varies, but when the impact on all heritage assets is considered in the round, harm caused to designated assets is considered to be 'less than substantial' and harm caused to non-designated heritage assets is considered to be modest. It should be noted that some of the greatest harm is caused to heritage assets of the most significance, including Grade I Listed Buildings. However the harm caused is considered to be outweighed by the public benefits of the scheme which include the architectural and urban design quality of the scheme, the physical, economic and social regeneration benefits of the development to the local and wider area, delivery of affordable housing and a public pedestrian and cycling route across the site. The proposed development would therefore comply with paragraphs 134 and 135 of the NPPF.

- 3.7 The proposal would improve the public realm along Wandle Road and Scarbrook Road through the creation of a public space to the front of the site with suitable landscaping and improvements to the footway on Scarbrook Road. The scheme would also create new active frontages, activity and natural surveillance of surrounding streets. Opportunities for soft landscaping would be provided at the front of the site. The built form of the development itself would help better connect and integrate the currently disjointed urban fabric of this part of Croydon Old Town, providing improved continuity of built form. Overall, the street-scene and public realm would be considerably improved over the current site arrangement.
- 3.8 The proposal would have an impact on residential amenity of surrounding occupiers. There would be some impact in terms of light and outlook but none so detrimental as to warrant refusal of a scheme. Positive impacts in terms of noise and air pollution are anticipated to some properties.
- 3.9 The development would comply with residential standards in terms of internal floor areas and all of the units would also meet the requirements in relation to amenity space. Given the site constraints (including air quality) this would be provided as internalised winter gardens. Most of the units would be dual aspect, being arranged around corners or facing south-east. There are no north-facing single aspect units and lighting levels would be satisfactory.
- 3.10 The site is at some risk of flooding which has led to a raised ground floor and entrance and access from the least at risk part of the site. A sustainable drainage system is proposed and would be secured by condition.
- 3.11 The highway layout, access points and the provision of disabled parking spaces is considered to be appropriate. No parking spaces would be provided for residents or commercial occupiers beyond disabled spaces which is considered suitable in a highly accessible location. The loss of parking spaces is acceptable given the OAPF position on the reduction in surface car parks in the Opportunity Area and studies undertaken of parking habits. Servicing would occur in a satisfactory fashion from the service road, which would also facilitate future bus movements.
- 3.12 Pedestrian access points to the building are level and the residential units would be constructed to part M4(3) and M4(2) of Building Regulations.
- 3.13 The sustainability aspects of the scheme are acceptable.



## **4 RECOMMENDATION**

4.1 That the 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) Provision of affordable housing, including target income levels for intermediate accommodation;
  - b) Provision of an early stage review mechanism and a late stage review mechanism, to include the tenure mix of affordable rent and intermediate accommodation;
  - c) Financial contributions to sustainable travel, play-space provision, air quality mitigation and local employment and training;
  - d) Provision of a travel plan, including travel plan monitoring contribution;
  - e) Provision of car club spaces and membership
  - f) Restriction on future residents obtaining car-parking permits
  - g) Local Employment and Training strategy
  - h) Carbon offset payments
  - i) Any other planning obligation(s) considered necessary by the Director of Planning and Strategic Transport

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

4.3 Director of Planning and Strategic Transport is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### **Conditions**

- 1) Development implemented in accordance with submitted drawings
- 2) Details of materials to be submitted and approved including detailed design of specified elements
- 3) The requirement to enter into Highways Agreement to address changes to on-street parking and provision of accesses prior to commencement of development with works to be completed to a specified timetable
- 4) Provision of pedestrian and cycling route, public realm landscaping and disabled parking prior to occupation of the development
- 5) Detailed hard and soft landscaping maintenance/management plan including details of children's play space
- 6) Details of lighting, public art, CCTV, wayfinding and vehicle signage
- 7) Accord with recommendations of Ecological Assessment and other submitted documents
- 8) Flood risk mitigation measures including evacuation plan to be provided
- 9) Detailed sustainable drainage strategy to be provided
- 10) Provision of contaminated land assessment
- 11) No infiltration of water or piling to be carried out without consent
- 12) Full details of residential and commercial ventilation strategies and flues to be provided
- 13) Water efficiency targets to be met

- 14) Sustainable development 35% carbon reduction
- 15) Full details of noise mitigation measures to be provided to achieve specified internal standards and take future uses in to account
- 16) Boilers/Energy/heating plant specifications
- 17) Noise from air handling units
- 18) Provision of a Construction Logistics Plan, a Delivery and Servicing Plan, and a disabled parking management plan
- 19) Scheme of archaeological investigations to be undertaken
- 20) Details submitted for electric vehicle charging points, disabled parking bays, pedestrian routes, cycle facilities, refuse and recycling storage and sight lines to accesses
- 21) Submission of low emissions strategy
- 21) Façade maintenance and cleaning strategy
- 22) No self-contained A1 (retail) units to be provided
- 23) Site management plan to be provided
- 24) Development to commence within three years of the date of permission
- 25) Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport

### **Informatives**

- 1) Requirement for Highway Licence and S.278 under the Highways Act
- 2) Code of Practice on Construction Sites – ‘Control of Pollution and Noise from Demolition and Construction Sites’ and ‘The Control of dust and emissions from construction and demolition’.
- 3) Historic England informatives
- 4) Thames Water informatives
- 5) Any [other] informative(s) considered necessary by the Director of Planning

4.4 That, if within 6 months the legal agreement has not been completed, the Director of Planning and Strategic Transport is delegated authority to refuse planning permission.

4.5 That the 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.

4.6 That the 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.

## **5 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

5.1 The proposal is as follows:

- Erection of a part-5, part-22 and part-25 storey building on the north-east part of the site to provide 128 flats and 782m<sup>2</sup> of flexible office and commercial space on the lower floors.
- The residential elements of the building would be accessed via a colonnade off Scarbrook Road with the commercial and flexible use areas accessed from a new public space fronting onto Wandle Road

- Disabled parking spaces would be provided to the rear, under the flyover
- A servicing road would run from Wandle Road through to Church Road to the south-west to service the development and access the disabled parking. Existing access points leading to the remainder of the car park would be brought back in to use.
- A new pedestrian and cycle route would be provided from Scarbrook Road to Sheldon Street to allow easier movement north-south
- Communal amenity space would be provided in a communal roof garden on the 22<sup>nd</sup> floor, as well as a contribution being provided towards local play enhancements.

### Site and Surroundings

- 5.2 The site is located adjacent to and under the Croydon flyover and is currently used as a pay and display car park and for Council staff. CLP 2018 allocates the site for bus standing, an energy centre and residential uses. It is in the Croydon Metropolitan Centre, the Opportunity Area and an Archaeological Priority Zone and part of it is at risk of flooding. The site is also part of the Old Town Masterplan area. The site falls away in height from Wandle Road towards Church Road to the south-west.
- 5.3 The area outlined in red hatching on the plan (below) is the application site for the current scheme with the proposed main residential entrance fronting onto Scarbrook Road and the secondary office entrance fronting onto Wandle Road with a small landscaped area to the front. A service road would run along the rear (parallel to the flyover) with disabled parking spaces being provided off this access. Access would be off Wandle Road with egress onto Church Road.
- 5.4 The area under the flyover is the part of the site proposed to provide the bus standing



allocation in the future, to remove buses from Central Croydon. A number of layouts for this part of the site have been investigated at high level. The area in orange would accommodate an energy centre in the future. These spaces do not form part of the current application or application site.

## **Planning History**

- 5.2 There is no relevant planning history beyond pre-application enquiries relating to this proposal as listed in the paragraph 2.1 (LBC Ref 17/05566/PRE) and an environmental screen opinion which concluded that no Environmental Statement was required (ref 17/05312/ENV).

## **6 CONSULTATION RESPONSE**

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

### **Greater London Authority**

- 6.3 Being a GLA referable scheme (due to the height of the proposal) the London Mayor has considered the scheme. A number of amendments have been received since receipt of their report, which is summarised below:

- *The proposed removal/reduction of the car park is strongly supported. TfL is satisfied that the existing provision can be met elsewhere within the town centre and the optimisation of this underutilised public land responds positively to the draft London Plan.*  
[OFFICER COMMENT: see paras 9.2 below]
- *The proposal to provide a high density residential-led mixed use development is consistent with the policy aspirations for this area, best optimises public land and has strong strategic support in principle. Concerns are raised regarding bringing forward proposals for part of the site only, as opposed to all uses allocated. An overarching masterplan for the entire site allocation should be developed, facilitating the early delivery of this element of the site in a manner which ensures the long term success of the wider development and its contribution to the Opportunity Area, in line with its local plan allocation.*  
[OFFICER COMMENT: Officers are satisfied that the proposal would not prejudice the delivery of the other allocations for this site. Buses could use the part of the site under the flyover and further locations for bus standing are being developed in conjunction with TfL. Space is reserved for an energy centre on the wider site. See para 9.6 below.]
- *The proposed scheme will deliver 48% affordable accommodation by habitable room and should be increased to 50% requiring no viability assessment and no “late stage review”. An early stage review would be required. The proposed tenure split at 31:69 affordable rent to intermediate shared ownership responds positively to the draft London Plan and the Affordable Housing & Viability SPG. The higher proportion of intermediate accommodation is supported noting the high density nature of the development and its town centre location. Details of the affordability of the units should be secured.*

[OFFICER COMMENT: Since the report the level of affordable housing has been increased. The review mechanism and affordability details would be secured by a legal agreement as set out in the RECOMMENDATION]

- *Children's play-space of 207 m<sup>2</sup> is required. The applicant should clearly set out how the play-space requirement will be met, including details of the provision.*  
[OFFICER COMMENT: Further details have been provided as set out in para 9.59 below. This will be secured by condition and legal agreement]
- *The impact of issues such as raised floor levels on the design of the scheme are noted as is the desirability of providing a high quality route under the flyover. An overarching public realm strategy must be considered and should include opportunities for public art and/or lighting installations to improve the public realm and a consideration of how the spaces around this tall building will feel to pedestrians in what is a relatively hostile and unwelcoming environment*  
[OFFICER COMMENT: Amendments have been made to landscaping and detailed design of the base of the building following receipt of this response. Landscaping and public realm materials would need to be of a very high quality and can be secured by condition. The public route has been amended to be more open. Public art and lighting can be secured by condition. Officers are satisfied with this element of the proposal.]
- *Density levels are acceptable and a management plan must be secured. Consideration must be given to the impact on residential amenity of the other uses for the site.*  
[OFFICER COMMENT: This would be secured by condition. Residential amenity is considered in paragraph 9.56 below.]
- *There is a case for a taller building in this location. Brick is supported and deep reveals break up massing and give interest but may be too subtle in longer views. The crown should be better integrated across the two building masses*  
[OFFICER COMMENT: Amendments have been received which introduce recessed brick elements and a second brick colour to break up elements of the scheme, including the crown of the building. This is considered in paragraph 9.24 below.]
- *Although not part of the application, concern is raised that a future flue for the energy centre would be prominent, taller than the building and should be reconsidered and the site allocation should be dealt with coherently*  
[OFFICER COMMENT: Issues of the site allocation are considered in paragraph 9.6 below. A flue is likely to be a bold and prominent element of an energy centre and it could be integrated successfully into this scheme.]
- *The proposal would cause harm to a variety of heritage assets through introduction of a tall building into their setting. This is considered to be less than substantial and is outweighed by the public benefits of the proposal.*  
[OFFICER COMMENT: Officers concur with this approach. This is considered in paragraph 9.27 onwards below.]
- *The proposed residential units would meet Building Regulation requirements for accessible and wheelchair user homes and ample blue badge parking spaces are provided. Materials in the public realm must be considered carefully.*  
[OFFICER COMMENT: These matters can be secured by condition.]

- *Energy savings in excess of targets would be made and details should be secured. A number of public transport and sustainable travel initiatives are required to meet the significant intensification of the Growth Zone overall. In order to mitigate the impact of this scheme, a contribution to sustainable travel measures should be made.*

[OFFICER COMMENT: These matters will be secured by contribution and legal agreement as set out in the RECOMMENDATION section. The exact figure of financial contribution is being set following trip generation calculations].
- *Bus driver welfare facilities are requested to be delivered as part of this scheme and could help activate the ground floor.*

[OFFICER COMMENT: amendments to the scheme have been made following receipt of the Stage 1 response which do further activate the ground floor. A communal resident's area includes welfare facilities. Whether this is available to TfL would be a commercial decision between the applicant and TfL.]
- *Cycle parking should be increased to 327 spaces and matters such as disabled parking spaces and restriction on parking permits should be secured.*

[OFFICER COMMENT: Officers consider that sufficient cycle parking is provided in line with current adopted standards. As set out in the RECOMMENDATION these matters can be secured by condition.]

## **Historic England**

- 6.4 Historic England requested that additional analysis be provided through an improved Heritage Assessment, verified views and a kinetic views study to illustrate the impact of the proposal on a number of heritage assets. These details were provided by the applicant. They advise that the proposal would significantly project above the ridge line of Victorian low rise housing and so impact upon the setting of the Grade I Listed Old Palace School and Minster which currently enjoy intimate surroundings would be adversely affected.
- 6.5 The proposal would be visible above the rooflines of Grade II listed buildings on Church Road and from within the Croydon Minster Conservation Area. Although partially obscured by tree cover, the proposal would detract from the setting of the Conservation Area and would have some adverse impact on the setting of the Grade I listed Minster.
- 6.6 Historic England consider that the degree of harm caused to the significance of the heritage assets, would be less than substantial and so should be weighed against the public benefits of the proposal, including securing the optimum viable use of the site.
- 6.7 They recommend that the Council should be clearly convinced of the worth of public benefits arising from the proposal and whether they outweigh the identified harm.
- 6.8 [OFFICER COMMENT: This is a very important element of the consideration of the scheme and is set out at paragraphs 8.25 below. In summary the National Planning Policy Framework (NPPF) states that great weight should be given to an asset's conservation and preserving its significance. Any harm caused to the significance of designated heritage asset requires 'clear and convincing justification'. If harm is "less than substantial" it can be weighed against public benefits of a scheme. On balance, officers are satisfied that the public benefits outweigh the harm to heritage assets.]

## **Environment Agency**

6.9 No objection subject to conditions relating to infiltration, piling and pollution control.

## **Lead Local Flood Authority**

6.10 No objection subject to conditions.

## **Greater London Archaeological Advisory Service**

6.11 No objection subject to conditions.

## **Thames Water**

6.12 No objection subject to informative relating surface water drainage and connections to sewage.

## **7 LOCAL REPRESENTATION**

7.1 A total of 160 neighbouring properties were notified about the application and invited to comment. The application has been publicised by way of one or more 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: 19      Objecting: 15    Supporting: 1    Comment: 3

7.2 The following Councillor made representations:

- Councillor Mohan [objecting] made comments stating that the scheme is an over development of the site, would result in loss of vital parking spaces in the town centre, including for residents in the evening.

7.3 The following issues were raised in representations that are material to the determination of the application, and they are addressed in substance in the next section of this report:

### **Objections**

- Overdevelopment
- Out of keeping with character of the area including height
- Loss of light and overshadowing
- Makes a mockery of heritage ambitions
- Noise and disturbance
- Not enough parking already heavily over parked area
- Impact on traffic
- Area is overpopulated with too many high rise flats
- Unsafe location adjacent to the flyover
- Impact of air quality on residents
- Problematic impact on the water table
- Overlooking to surrounding residents
- Not environmentally friendly

- Impact on infrastructure from new residents
- Need more parking and open space
- Need for proper outdoor space for residents
- Gang crime is an issue
- Croydon is becoming a shanty town and ghetto
- Croydon has not learnt anything from tower blocks built in the 70s

### **Supporting Comments**

- Area does not feel safe – with redevelopment it could be somewhere pleasant and actually appealing.
- Space is wasted currently as there is a carpark adjacent to this one
- The new block would fit well with other well-designed blocks in the area

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

- Impact on local house prices

## **8 RELEVANT PLANNING POLICIES AND GUIDANCE**

8.1 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 Croydon Local Plan (2018), Mayor's London Plan (2016) and the South London Waste Plan 2012.

8.2 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:

- Promoting sustainable transport;
- Delivering a wide choice of high quality homes;
- Requiring good design;
- Preserving and enhancing the historic environment.

8.3 There is a draft revised NPPF that is currently out for public consultation until the 10th May 2018. The draft revised NPPF incorporates policy proposals previously consulted on in the Housing White Paper and the Planning for the right homes in the right places consultation. The draft NPPF is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the draft NPPF in general is considered to carry minimal weight.

8.4 The main policy considerations from the London Plan (2016) raised by the application that the Committee are required to consider are:

- Policy 1.1 Delivering the Strategic Vision and Objectives for London.
- Policy 3.3 Increasing Housing Supply.
- Policy 3.5 Quality and design of Housing Developments



- Policy 5.2 Minimising Carbon Dioxide Emissions
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage
- Policy 6.1 Strategic Approach
- Policy 6.3 Assessing Effects of Development on Transport Capacity
- Policy 6.9 Cycling
- Policy 6.13 Parking
- Policy 7.2 An Inclusive Environment
- Policy 7.4 Local Character
- Policy 7.6 Architecture
- Policy 7.8 Heritage Assets and Archaeology
- Policy 7.19 Biodiversity and Access to Nature
- Policy 7.21 Trees and Woodlands

8.5 There is a new draft London Plan that is currently out for public consultation which expires on the 2nd March 2018. The GLA current program is to have the examination in public of the Draft London Plan in autumn 2018, with the final London Plan published in autumn of 2019. The current 2016 consolidation Plan is still the adopted Development Plan. However the Draft London Plan is a material consideration in planning decisions and will gain more weight as it moves through the process to adoption. At present the plan in general is considered to carry minimal weight.

8.6 The Mayor of London has published and adopted Supplementary Planning Guidance, of which the London Housing SPG, the London Affordable Housing and Viability SPG and the Croydon Opportunity Area Planning Framework SPG are of relevance.

#### Croydon Local Plan (2018)

8.7 The new local plan was adopted on the 27th February 2018 and now carry full weight. The main relevant policies to this application are as follows:

- SP2: Homes.
- SP2.1 Choice of homes.
- SP2.2 Quantities and locations.
- SP2.7 Mix of homes by size.
- SP2.8 Quality and standards.
- DM1: Housing choice for sustainable communities.
- SP4: Urban Design and Local Character.
- SP4.1 High quality development that responds to local character.
- DM10: Design and Character.
- DM10.1 High quality developments, presumption for 3 storeys.
- DM10.2 Appropriate parking and cycle parking design.
- DM10.4 Private amenity space.
- DM10.5 Communal amenity space.
- DM10.6 Protection to neighbouring amenity.
- DM10.7 Architectural detailing, materials respond to context
- DM10.8 Landscaping.
- DM10.9 Lighting and light pollution.
- DM13: Refuse and Recycling.
- DM13.1 Design, quantum and layouts.
- DM13.2 Ease of collection.

- DM 15 Tall and large buildings
- DM 18 Heritage assets and conservation
- SP6: Environment and Climate Change.
- SP6.3 Sustainable design and construction.
- Water efficiency 110 litres.
- SP6.4 Flooding and water management.
- SP6.6 Waste management.
- DM25: Sustainable drainage systems.
- DM27: Protecting and enhancing our biodiversity.
- DM28: Trees.
- SP8: Transport and the Communication.
- SP8.5 and SP8.6 Sustainable travel choice.
- SP8.7 Cycle parking.
- SP8.12 and SP8.13 Electric vehicles.
- DM29: Promoting sustainable travel.
- DM30: Car and cycle parking.
- DM38 Croydon Opportunity Area

## **9 MATERIAL PLANNING CONSIDERATIONS**

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

1. Principle of the proposed development
2. Housing (affordable, tenure & mix)
3. Townscape, design and heritage
4. Impact on adjoining occupiers
5. Quality of living environment provided for future residents
6. Transport, parking and highways
7. Impact on environmental conditions
8. Sustainability
9. Other planning matters

### **Principle of the Proposed Development**

9.2 The wider site is allocated in the Croydon Local Plan 2018 (CLP 2018) as Site Allocation 522 by Policy SM38.7 for the following land uses, which are also supported by the Old Town Masterplan SPD:

*“Bus stand underneath the flyover and a district energy centre and residential development on the remainder of the car park.”*

9.3 As such, residential uses are fully in accordance with the adopted allocation for the site and are in principle acceptable. The non-residential uses are not considered to be contrary to the site allocation, given that they are a minor element of the scheme compared to the residential quantum and provide a mixed use development enabling active frontages at ground floor.

9.4 The allocation of parts of the wider site for bus standing and a district energy centre to serve the Metropolitan Centre are of strategic importance and are required to support the growth expected in this area. It is therefore important to ensure that the proposal

does not prejudice their delivery. It is not considered that this needs to be carried out through a formal master-planning process, as requested by the London Mayor, as the wider area is covered by the Old Town Masterplan.

- 9.5 The residential development would be located on the part of the site away from the flyover, at the junction of Wandle Road and Scarbrook Road and would extend approximately 66 metres along Scarbrook Road. It would leave an area of the site (approximately 40 metres long by 16 metres deep) which would be adequate and reasonably sized to accommodate a future energy centre. An energy centre has not been designed, but early feasibility work suggests that it could be accommodated on the remaining available site and configured as a building up to four storeys which would likely be acceptable in terms of massing. Whilst a future planning application would need to consider this layout and its design in detail, it is considered that there is adequate room within the site to accommodate the future energy centre. It is likely that a future flue would need to be increased in height due to the presence of the proposed development and the proposal has been designed to be able to accommodate a flue in the future.
- 9.6 The site allocation itself does not define specific numbers of bus stands but the intention is that standing for up to 13 buses is required, as set out in the adopted Mid-Croydon Masterplan and a minimum of 7 buses is set out in the adopted Old Town Masterplan SPD. The strategy to move on-street bus standing from Mid Croydon to the Wandle Road site is also set out in the adopted OAPF. The allocation, supported by the OAPF, Mid Croydon and Old Town masterplans, refers to the bus standing being underneath the flyover and a number of potential layouts have been separately progressed by the Council, as regards future delivery of bus standing.
- 9.7 An option which shows 13 buses standing under the flyover, entering from Wandle Road and exiting onto the Old Town roundabout appears to be technically feasible and could be acceptable in design and impact terms. However, TfL are concerned that it would result in buses needing to travel significant distances to the start of various routes. Various options which show a lower number of buses, either 4 or 6 spaces, allowing access and egress from Wandle Road are considered likely to be acceptable and would be compatible with this scheme. The Council is looking to actively progress one of these options in the short term and is investigating other sites to accommodate the short-fall in bus standing numbers in a location which is more convenient for the routes which would be serviced.
- 9.8 In order to ensure that the wider site comes forward as a coherently designed area, a co-ordinated approach to a number of items (such as public realm materials, art, lighting and landscaping) would need to be adopted, which will be established through the use of conditions.
- 9.9 The proposed non-residential uses are considered to be acceptable; there is no policy restriction on office developments in this location. Significant design thought has been put to the provision of ground floor flexible space and lower floor commercial space, to ensure that it would be viable and attractive to future occupiers as well as providing facilities which future residents or businesses could make use of. The spaces would be designed to be flexible and multi-purpose, which is considered to be the best approach to ensuring that they can meet a number of functions. The office space is located within the flyover-facing lower floors of the proposed building. This is considered an appropriate location in a part of the building which would not be suitable

for residential accommodation. Conditions are recommended to ensure that no fully self-contained A1 units are formed, which would otherwise have had the potential to impact on viability of the retail core in Central Croydon.

**Housing (Affordable Housing, Tenure and Mix)**

9.10 The Croydon Local Plan 2018 Policy SP2 states that on major sites the Council will negotiate to achieve up to 50% affordable housing, subject to viability and seek a 60:40 ratio between affordable rented homes and intermediate (including starter homes). The London Affordable Housing and Viability Supplementary Planning Guidance requires schemes to maximise affordable housing delivery by use of grant funding and expects development on public land to achieve 50% affordable housing delivery. It sets out a number of “review mechanisms” for different scenarios.

9.11 The scheme now provides 50% affordable housing by habitable room, which meets the overall amount of affordable housing to be delivered by policy. The affordable housing tenure split would be 27% affordable rented and 73% intermediate, in the form of shared ownership accommodation. This is summarised in the table below:

	Private	Affordable housing	TOTAL	Affordable Rent	Intermediate	TOTAL
Units	68	60	128	18	42	60
Unit %	53	47	100	30	70	100
Habitable Rooms	170	171	341	45	124	169
Habitable Rooms %	49.86 (50)	50.14 (50)	100	27	73	100

9.12 Whilst this would not accord with the policy requirements set out in the Plan, is considered acceptable due to the high density nature of the scheme and its town centre location. The London Mayor has also accepted this approach and justification.

9.13 Additionally, viability modelling has showed that providing a 60:40 policy compliant mix of tenures would reduce the overall amount of affordable housing to approximately 28%. This would equate to approximately 35 units of affordable housing being delivered (as opposed to the currently proposed 58) of which 21 would be affordable rent, compared with the current proposal of 18 affordable rent units. Taking a policy compliant 60:40 split would therefore increase the number of affordable rent units by approximately 3 units, but reduce the overall affordable housing delivery by approximately 23 units.

9.14 The proposal consists of 10% 3-bed units in an area which the Opportunity Area Planning Framework (OAPF) identifies as being suitable for 45% family accommodation. The scheme provides all 2-bed units as 2-bed 4-person units, which can be suitable for family accommodation and policy DM1 of CLP2018 states these can meet a family accommodation need for the first three years of the plan. Furthermore, the high rate of family accommodation in this area of the OAPF is based on schemes generally being mid- to low-rise and so being more suitable for family

accommodation. The level of family accommodation is therefore considered to be satisfactory.

### **Townscape, Design and Heritage**

9.15 Policy SP4 of the Croydon Local Plan requires development to be of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities. The OAPF states that this is an "edge" height area in which tall buildings are unlikely to be acceptable and will need to make a case for their acceptability based on their impacts. The Old Town Masterplan provides development parameters and design guidance for sites in Old Town and site-specific guidance for this site.

#### **Site Layout**

9.16 This scheme would be located closest to the junction of Wandle Road and Scarbrook Road and would successfully define a street frontage to Scarbrook Road and introduce an enhanced public realm at this junction. It would also introduce a prominent feature building visible along Whitgift Street with an appropriate connection to the wider Metropolitan Centre. It is also the best location to achieve a significant quantum of development; the flyover would impact on residential amenity of a development set further back within the site and the massing of the local area steps down significantly towards Church Street meaning that less development would be likely to be successful towards the western end of the site.

9.17 The site allocation states that the bus standing should be located under the flyover, which is also the best location in terms of visual amenity and noise screening. A bus stand would be unlikely to provide a high quality active frontage in any case and so would be better located towards the centre of the site. The energy centre could be delivered flexibly, depending on decisions about its capacity and internal layout, but is likely to require a building of up to three or four storeys (potentially with other uses above or adjacent to it). This facility would therefore be better placed towards the south-west part of the site where the massing of the local area is generally lower. As such, the proposed distribution of uses and development is considered to give rise to a coherent and sustainable site plan from both an overall site layout perspective and how the other uses might well come forward across the remaining parts of the site over time.

9.18 The proposal includes the provision of a pedestrian and cycle route across the site from Scarbrook Road to Laud Street. This is a strategic opportunity identified by the Old Town Masterplan which sets out that the flyover is a significant barrier to southerly movement from the Old Town area. The proposed cycle route has been amended as part of the planning application process to make it more straight and direct, thereby enhancing the sense of safety and security. The design of this route has been co-ordinated alongside the scheme, with the majority of the cycle parking being located in this area with easy access to the cycle network. Careful detailed design work will be required by condition to ensure that the route does not conflict with vehicle movements where it crosses the car park and is the area designed as a primarily pedestrian/cycle environment given the inhospitable environment under the flyover. Conditions are recommended to ensure that this is a high quality environment, incorporating public art, lighting, high quality materials and safety features including CCTV. This is

considered to be a significant positive element of the scheme and conditions are recommended to secure its delivery.

- 9.19 The proposed block has been pulled away from Wandle Road, so that a small public square, measuring approximately 13m deep and 25m wide, can be provided. This will improve the public realm at this junction, giving greater connectivity to the Metropolitan Centre and providing a sense of relief from the tight urban spaces surrounding it, a place for people to stop, rest and meet as part of their journeys on foot or cycle and an improved environment for the public. This also results in the 5-storey mass of the plinth of the building being pulled away from 1 Wandle Road (12 storey block of flats) and surrounding buildings, ensuring that this junction does not have an enclosed feeling with the flyover in close proximity.
- 9.20 In order to overcome flooding concerns, the ground floor has been raised above the current ground levels by over 1m. This level change is less significant at the north-east end of the site (which is on higher ground) and so at this point is gradually graded out through the new area of public realm by a series of generous steps and ramps. The non-residential flexible uses front directly on to this public space and have a good relationship with it. The ground floor along Scarbrook Road has been amended during the proposal to increase the amount of active, usable, space along this frontage and to open up the colonnade and connect it better to Scarbrook Road. These changes have improved the appearance and open character of this element of the scheme significantly and with careful control over materials and lighting, will be a pleasant, open, well connected element of the scheme.
- 9.21 By addressing the frontages of Wandle and Scarbrook Road and providing a well-designed, active series of frontages and spaces, the development would remove a site which currently forms a break in the built form between the Old Town area, Laud Street and the restaurant quarter beyond. It would help stitch together two areas of the Old Town and wider Metropolitan Centre, providing a more positive, integrated and continuous urban form which would significantly aid enhanced connectivity. The scheme would successfully define frontages to the two roads immediately adjacent, would screen the flyover and connect two parts of the Metropolitan Centre. These elements are particularly positive interventions.

### Townscape

- 9.22 The siting of the building results in the taller part of the building being located towards the middle of the site. This helps to open up the sense of space and distance from 1 Wandle Road and in turn helps to open up the Scarbrook Road/Wandle Road junction. This also positions the tallest element of the scheme in the gap between the two four storey blocks of flats on the northern side of Scarbrook Road, so reducing the impact of the proposal on those blocks.
- 9.23 The site does fall within the OAPF “edge” height area, where tall buildings need to be justified on their merits. The adopted Old Town Masterplan and Local Plan site allocation does not envisage or specifically endorse a tall building on this site. The tall element of the building would be easily visible in the wider townscape of Croydon Metropolitan Centre and would be a local landmark. In townscape terms, the site is on the edge of the Metropolitan Centre and is near to some taller buildings, such as 1 Wandle Road and so in some views would be directly connected to the mass of tall buildings in the Metropolitan Centre, as well as being seen with those in the

background in some wider views. From other directions, the proposed tall building would appear more visually disconnected from the predominant cluster of tall buildings in Croydon Metropolitan Centre and in such instances, would appear somewhat isolated and in contrast to the lower rise context of Croydon Old Town and other parts of Central Croydon's residential hinterland. However, a tall building can be justified in this location in view of the flyover and the A232 being a major route in to Croydon Metropolitan Centre. The building's siting adjacent to the flyover, close to the main centre of Croydon and within the Opportunity Area marks a very significant entrance in to the Metropolitan Centre. Additionally the Old Town Masterplan acknowledges that the raised roadway of the flyover has a negative impact on the local environment in terms of noise, visual severance and its impact on the local townscape. Screening it provides an opportunity to improve this element of the townscape locally as well as providing a positive marker to an entrance to the Metropolitan Centre.

- 9.24 The OAPF advocates a "slenderness ratio" as a broad means of ensuring that tall buildings are well proportioned and do not dominate the local environment and views. The scheme achieves this slenderness on the side elevations. To the front and rear elevations, the wider massing of the building has been broken down through a series of measures to provide elegant proportions, a vertical emphasis and a finer grain to the building. The recessed stair core separates the building in to two slender elements which are further emphasised by the split height of the top of the building. As such, with the addition of a stepped element on the north-east elevation, the building appears as a series of recessing volumes, resulting in an elegantly proportioned, visually interesting and yet architecturally consistent and confident proposal which would be a strong, positive marker at an entrance to the Metropolitan Centre and would be beneficial to the wider area.
- 9.25 The detailed design of the building and architectural approach is very much led by the use of brick as a high quality, robust and attractive building material which is used in much of the existing local housing stock and in some of the more intricate high quality heritage "anchor buildings". Brick provides an opportunity to design a building which responds to these contexts and has a fine level of detail without needing to build in artificial decorative elements. The building has been articulated with a "top, middle and bottom", with the bottom forming the 5-storey plinth. This is emphasised by the horizontal bands of brickwork which frame this part of the building. Especially on the rear elevation there would be a number of different elements within this plinth (plant/servicing areas, the office space and a number of types of residential space) but they form a coherent appearance through the use of strong horizontal framing elements.
- 9.26 The plinth establishes a language of a grid of horizontal and vertical elements, within which the bays of the residential and office fenestration sits. In the middle section of the building this is continued and clearly expressed with a fine domestic grain. Due to the orientation of the building with a wide elevation facing the south east, the building needs to ensure that solar gain does not lead to overheating of residential units. A sustainable way of addressing this by having a deep façade, with the glazing set significantly behind the outer brick grid of the scheme so that it naturally provides some shading and air movement. This also gives rise to a visually deep appearance to the scheme which will help to visually break up its solid brick appearance.
- 9.27 As set out in the GLA's response, there is a concern that, despite the depth of the recesses in the bays of the elevation of over half a metre, in long views of the scheme

this would not be particularly legible and the finer detail of the building could merge together. The nature of the design approach taken is such that the building is designed to be a solid, confident brick building and so this is to an extent inherent in the style of the proposal. However, the applicant is proposing to use a secondary brick colour in some of the recessed elements of the scheme, primarily the lift core areas and has introduced recessed areas to the lift core at the top of the building, the bulkiest element of the proposal. The detailed design of these elements including number of courses per band, exact brick and brick and mortar colours, is recommended to be secured by condition.

### Heritage

9.28 Policy DM18 of CLP2018 states that development affecting heritage assets will only be permitted if their significance is preserved or enhanced and lists, at DM18.2, a number of issues which schemes affecting heritage assets must consider (including scale, height, massing, pattern of development, detailing, materials, and integrity and significance of historic fabric). Specifically regarding heritage, the NPPF provides detailed guidance on its consideration in a development management context, the relevant sections of which are highlighted below:

*129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset).... They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.*

*131. In determining planning applications, local planning authorities should take account of:*

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- *the desirability of new development making a positive contribution to local character and distinctiveness.*

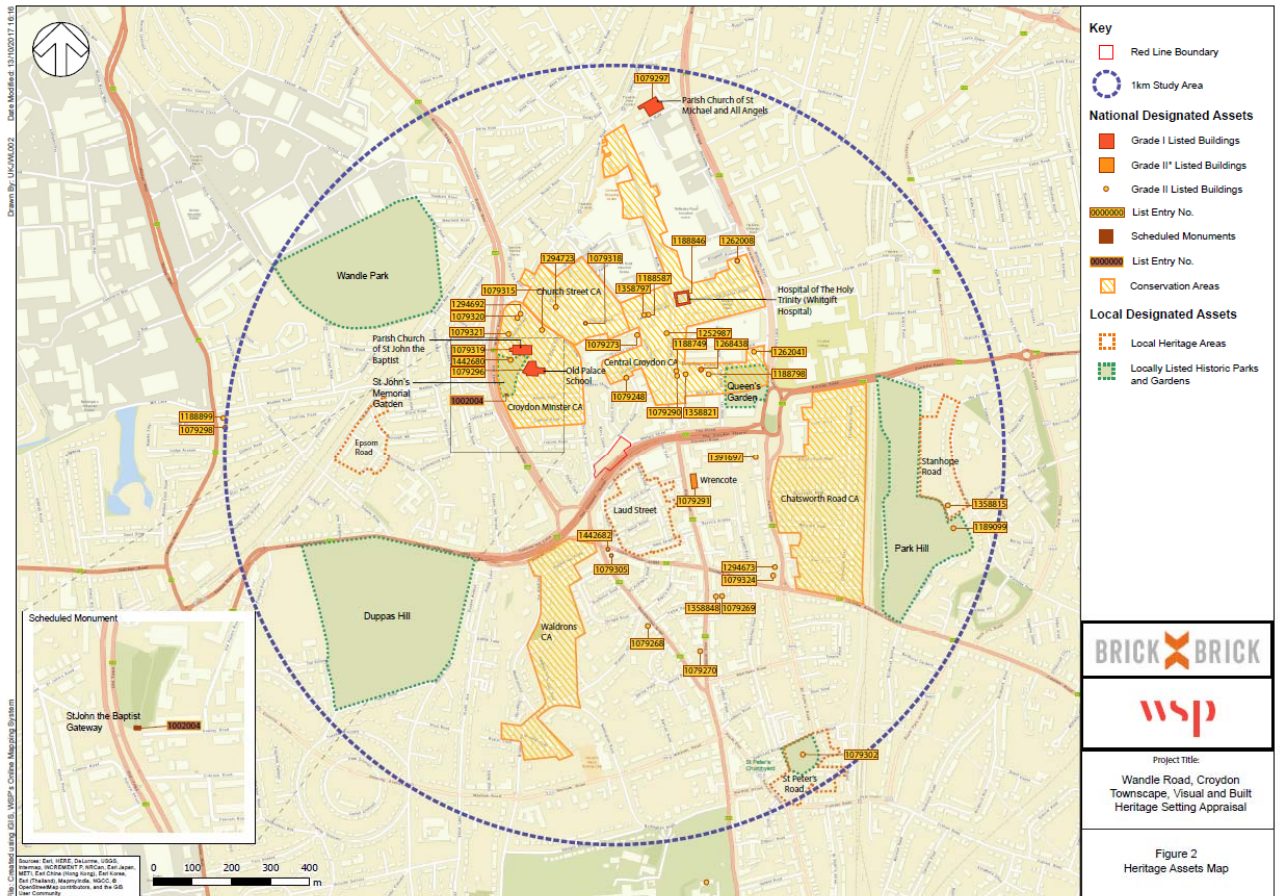
*132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments ... grade I and II\* listed buildings ... should be wholly exceptional.*

*134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

(Note: emphasis added)



9.29 The site falls outside of Conservation Areas and is not immediately adjacent to any listed buildings. However, in view of its height, design and prominence, it does interact with a complex series of heritage assets as illustrated on the map below:



9.30 In summary the proposal would have some impact on the following heritage assets:

*Area designations:*

- Croydon Minster Conservation Area
- Church Street Conservation Area
- Central Croydon Conservation Area
- Chatsworth Conservation Area
- The Waldrons Conservation Area
- Laud Street Local Heritage Area
- St John’s Memorial Garden Locally Listed Historic Park or Garden

*Site designations:*

- St John the Baptist – Grade I Listed (Croydon Minster)
- Old Palace School – Grade I Listed
- Tudor Gateway - Scheduled Ancient Monument
- Rose and Crown Public House – Grade II Listed
- Elis David Almshouse – Grade II Listed
- 120 Church Street – Grade II Listed
- Gothic Villas - Nos. 2-8 (even) Church Road – Grade II Listed
- Pumping Station – Grade II Listed

- Union Bank Chambers – Grade II Listed
- Municipal Buildings including Clocktower, Public Library and Corn Exchange – Grade II Listed
- 91-93 Church Street – Grade II Listed
- 61, 63, 65 Church Street – Grade II Listed
- Green Dragon Locally Listed Building
- Royal Standard Locally Listed Building

### Croydon Minster Conservation Area and Assets

9.31 The Croydon Minster Conservation Area is the historic heart of Croydon. It comprises Croydon's place of origin and has been continuously inhabited for over a thousand years. Its association with the Archbishop of Canterbury for over nine centuries has shaped the identity of the area and left an enduring physical legacy, through the variety and high quality of its historic buildings. Croydon Minster and Old Palace School (both Grade I listed buildings) are of particular quality and significance as part of this. The area around Church Street contains a high quality sequence of buildings, many of which are listed and locally listed and the green spaces surrounding the Minster retain much historic integrity which contrasts in character with the more modern development seen elsewhere in Croydon Metropolitan Centre. The close relationship between the Minster and Old Palace (and Tudor Gateway), physically, architecturally and historically, is of particular significance to these listed buildings (and scheduled monument) and to the conservation area. The conservation area includes the "Victorian Terrace Character Area" which contains characteristic examples of mid and late Victorian houses with a strong and consistent small-scale and dense urban grain. The particular sensitivity and historic integrity of Croydon Minster Conservation Area is emphasised by the density of heritage assets it contains, and the presence of highly graded assets such as the Scheduled Monument and grade I listed buildings. It is the interplay between these individual assets which create the special character and appearance of the conservation area.

9.32 The proposed development would be visible in numerous views within the conservation area and will be perceived as part of the wider setting of the conservation area as a whole. Its height and form would erode the historic integrity of the area and this is particularly sensitive where it would be visible in the context of the Minster and the Old Palace Grade I Listed Buildings. It should be noted that there are currently views of these particular assets in which Croydon Metropolitan Centre and the tall buildings associated with it, are visible and impinge on ones experience of the assets. However especially as one approaches these assets from the north there are some views in which these modern interventions do not significantly impinge. The Minster is particularly visible along Rectory Grove and the proposal would have an impact on that view although it would be limited by being seen in the context of terraced houses and other built forms. The proposed development would be visible across the Old Palace from Minster Churchyard/St John's Memorial Garden and from within the courtyard of the Old Palace. It is acknowledged that views of the proposed development from within the courtyard are orientated away from the listed buildings but the proposal would form part of the setting of the Old Palace. In a number of these views, significant elements of the tower would be visible with a strong presence which detracts from the historic character and setting of these assets. As one moves around the Minster and through St John's Memorial Garden there are a number of locations where the views would only be glimpsing and have less of an impact.

## Central Croydon Conservation Area and Assets

- 9.33 The conservation area is the commercial and civic heart of Croydon. Its largely medieval street layout is of special historic interest. The long history and affluence of the former market town is reflected in the variety and quality of architecture. The area retains important remnants of Croydon's industrial past in the layout of yards behind the main streets and in Surrey Street Pumping Station (Grade II listed) in Exchange Square. The space retains an industrial character through its location and narrow access from Surrey Street. The space allows for clear views of the Pumping Station. Despite tall buildings bounding the Square, there is a clear gap to either side of the Pumping Station which accentuates its prominence and allows its silhouette to remain legible. The proposal would impact on this asset but given that the asset reflects part of the industrial heritage of Croydon and that a number of tall buildings form part of its setting which has changed over time, this impact is considered to be limited.
- 9.34 The area also contains the late Victorian Town Hall and associated municipal buildings (grade II) which are of historic interest in reflecting the civic function and aspirations of the Victorian town. The building presents high quality architecture including a prominent clock-tower and complex roof-scape which contribute to the prominence of the building as a historically significant landmark. Much of the silhouette of the building remains unaltered and free from modern intrusions. The proposal would be visible above the southern end of the roofline of the building, when seen from the east. This would be located furthest away from the most intricate elements of the roof, such as the clock-tower and closer to Bernard Wetherhill House, thereby limiting the effects of the proposal on the Town Hall.

## Other Assets

- 9.35 There would be some impacts on other heritage assets mentioned above. The impact on the Waldrons would be limited to increased visibility of a tall building, but visible generally within the context of the Metropolitan Centre in the background. Similarly, the impact on the Chatsworth Road Conservation Area would be limited.

## Impact and Harm Caused

- 9.36 The proposal does have a detrimental impact on the majority of these heritage assets, with the key impacts set out above. The impacts are varied; in some instances the building intrudes on a historic setting where there is currently very little intrusion of modern buildings. Some impacts are on the settings of listed buildings, others are on the views into and out of conservation areas. Some impacts are limited by the nature of the asset affected; proposal would only be visible at an angle or for a short period of time in one's experience of a heritage asset. Critically, no direct harm to the fabric of any heritage assets would occur.
- 9.37 In line with the advice from Historic England, the impact on all these assets is considered to be "less than substantial", including the cumulative impact on the assets as a whole. In coming to the conclusion that the impact is less than substantial, the context of the setting of the heritage assets is taken into account, namely that the majority of them are located within or adjacent to a busy Metropolitan Centre which is frequently changing to accommodate growth in a sustainable fashion.

9.38 As well as concluding that the scheme causes “less than substantial harm”, alternatives to the scheme have been considered, in line with paragraph 129 of the NPPF; specifically a reduction in height of the proposal by 7 storeys. Such a proposal would still cause some harm to heritage assets although substantially less harm. Furthermore, the harm would be limited to a smaller number of assets. However, and crucially, this lower scheme would not be viable and would not allow the scheme to come forward (including the delivery of a significant level of affordable housing). As such, the level of change to the scheme necessary to get close to a “no-harm” scenario would make the scheme undeliverable under this hypothetical scenario. It is conceivable that a very significantly redesigned scheme could potentially deliver a quantum of development in a different way and cause less harm to heritage assets although your officers consider that sufficient alternative testing has taken place.

9.39 Consideration has also been given to a scheme which reduces the height of the building by two storeys. A reduction of approximately this order would reduce the heritage impact of the scheme from a number of key views around the Minster and Old Palace, such as resulting in the scheme sitting below ridge lines or only being visible in the valleys between roofs – thereby reducing its overall impact. Such a change would give rise to an unsustainable drop in the amount of affordable housing being deliverable (a reduction from 50% to 21% as the reduction in value from the removal of units is greater than the reduced costs of building a scheme and the same overall costs to the scheme of being able to purchase the land would still apply). It is considered therefore that whilst this would be marginally preferable in terms of heritage impact, these benefits are outweighed by the detriment to the delivery of affordable housing and housing quantum.

9.40 Having concluded that the scheme gives rise to “less than substantial harm” it is necessary to weigh that harm against the public benefits of the scheme. As set out above, a reduced scheme in the various scenarios described above would be undeliverable or less beneficial in terms of affordable housing delivery. Therefore, the public benefits as described in paragraph 9.22 above.....

- the delivery of a significant quantum of affordable housing (albeit tempered by the overall policy requirement and makes use of grant monies);
- the opportunity to make use of land which is currently underutilised;
- delivery of an improved public realm and a pedestrian and cycle route across an urban block which is currently a barrier to easy movement;
- facilitating development which supports place-making aspirations whilst helping to create a positive, integrated as co-ordinated urban form;
- the provision of a scheme with a very high quality of architecture and urban design.

.....would outweigh the harm caused to the various heritage assets. Officers are satisfied that following assessment of the various complex issues and considerations, the approach adopted by the applicant (in terms of design, heritage and townscape) is sound and can be supported.

### **Impact on Adjoining Residents**

9.41 The Croydon Local Plan policy SP4 seeks to respect and enhance character to create sustainable communities and enhance social cohesion and well-being. It ensures that the amenity of the occupiers of adjoining buildings are protected, taking into account the context of a development, in this case being within the Metropolitan Centre.

9.42 When assessing impacts on daylight and sunlight, it is common practice to use guidance published by the Building Research Establishment (BRE) which suggests a maximum allowable percentage reduction, and a minimum level which should be met. These measures should be assessed in conjunction with others which look at what percentage of the room would be reached by light, as well as what the rooms are used for. Finally, the guidance itself states that it should not be applied strictly in urban areas where there is commonly a tight urban grain.

### Scarbrook Road

9.43 On the north side of Scarbrook Road are two four-storey blocks of flats, with a car park entrance between them. The flats have principal room windows which face towards the development. The site has been laid out so as to minimise the impact on Scarbrook Road residents, as well as others. The tallest element of the building has been positioned so that it sits opposite the gap between the two blocks of flats, and so has a reduced impact in terms of impact on light and outlook.

9.44 Due to the cleared nature of the existing site, most windows looking towards the site would have a reduction in light of more than the 20% recommended by the BRE guidelines – as they currently have very good access to light. When combined with a test of the distribution of light within the room, the majority of windows would have good access to light. 17 windows in the two blocks would be below these standards, but would have light penetrating to over 60% of the room served. The majority of windows would achieve the BRE standards of daylight with a small number not achieving the target for winter sunlight and average annual sunlight hours.

9.45 As set out above, many urban developments do not meet the full standards of the BRE and the level of transgressions to the guidance set out above are not considered to be undue, or to have such a detrimental impact on residential amenity as to warrant refusing the scheme. In order to illustrate this point, the developer also tested a 4-storey development running along Scarbrook Road, to compare the impacts of this scheme. This was found to show very similar amounts of transgressions against the guidelines.

9.46 Concerns have been raised by residents about overlooking from the proposal. The arrangement of the proposal opposite these existing blocks, with principal room windows facing each other across a street, is very common and is not considered to give rise to undue overlooking.

### Wandle Road

9.47 1 Wandle Road is a 13 storey flat-block located diagonally opposite the development site. Due to the curved frontage of this building, a number of units and their balconies would face towards the proposal. The 5 storey podium element of the building would be approximately 26m from the nearest elevation of 1 Wandle Road, with the taller elements approximately 40m separated. This is considered to be a high degree of separation in an urban area.

9.48 With regards to daylight, 36 of 155 windows would not meet either the minimum daylight levels or the maximum reduction set out in BRE guidance. Of these, 24 are located underneath projecting balconies, which significantly impact on the levels of

light available to the window. The other 12 windows would all receive between 20% and 27% (the target) daylight and so, taking into account the existing very high levels of daylight that the units enjoy and the urban nature of the area, this is considered to be an acceptable impact on this property. The separation distances are satisfactory to ensure that no significant overlooking occurs.

- 9.49 The next property to the north along Wandle Road (74-100 Scarbrook Road) is located over 40m from the proposal. The proposal would have some impact on the light to the property, but when taking into account the penetration of light in to the room, the impact is considered to be acceptable.

#### Sheldon Street

- 9.50 Located to the southern side of the flyover and south of the development, the proposal would be separated from these properties by the flyover itself and a distance of some 65m. Despite this, there would be some impacts on the properties, generally due to the open nature of the existing site. Reductions would be within 10% of the maximum suggested reduction and the levels of sunlight remaining are still considered to be good for an urban area and so the impact is considered to be acceptable.

#### Noise and Disturbance

- 9.51 Elements of the ground floor include flexible A1-A3, office and community use spaces. These uses are likely to give rise to footfall from visitors or customers but due to the floor areas involved, are not considered to be likely to give rise to significant disturbance to local residents. Conditions are recommended regarding control of odours from any cooking processes which would ensure that this impact on residential amenity is acceptable. Servicing is proposed to be from the rear, from a dedicated service route and would be in accordance with an agreed strategy which would control the hours when this would occur. Overall these elements of the proposal are not considered to have a significant impact on residential amenity if appropriately controlled through conditions.
- 9.52 The proposal could have some slight benefits in relation to noise for residents to the north, by blocking flyover noise to these residential properties. Any impact is not likely to be significant overall, when taking into account that the proposal could result in higher levels of noise underneath the flyover or to Sheldon Street.
- 9.53 An assessment of the impact of the proposal on the local microclimate has been undertaken, with the current baseline assessment showing that the corner of Wandle Road and Scarbrook Road is the windiest area at the moment and that this would become windier as a result of the proposal. However with mitigation in the form of soft landscaping including trees this could be overcome, which can be covered by the proposed landscaping condition.

#### Quality of Living Environment for Future Residents

- 9.54 Policy SP2.8 of the Croydon Local Plan 2018 indicates that housing should cater for residents' changing needs over their lifetime and contribute to creating sustainable communities. Individual units should meet the standards set out in the London Housing SPG and Nationally Described Space Standards.

- 9.55 All units comply with the Nationally Described Space Standards and all are arranged around the corners of the buildings, to maximise the number of units which would have dual aspect and the associated benefits of light and outlook. All units also have private amenity space which meets the requirements of the London Housing SPG in terms of size. The amenity space is proposed as winter gardens which would be fully enclosed ensure that they are usable and offer genuine amenity for residents, given the location of the proposal in a noisy and air polluted area.
- 9.56 No residential units are proposed to the rear of the building either below flyover level or at a level at which vehicles on the flyover would impact on residential amenity, either from overlooking or light intrusion from headlights. A noise assessment has been undertaken to demonstrate that with appropriate glazing all residential units can meet the necessary internal noise standards. The scheme has been developed with a very deep façade to ensure that south-facing units higher up the building would not over-heat by providing natural shade and cooling to the windows in these elevations.
- 9.57 A daylighting assessment has been undertaken for the proposed units and has concluded that the vast majority of windows in the development (approximately 95%) would achieve high levels of light. Those windows which don't are usually where they are set behind a winter garden. The winter gardens have been designed to a high quality and so are likely to be a usable room which adds to the amenity of the unit and would itself receive very good levels of light.
- 9.58 The area is noisy and has a significant degree of air pollution due to the presence of the flyover. The submitted noise assessment demonstrates that the proposal can provide the required level of internal noise control through use of specialist glazing and other mitigation. In order to achieve these levels of noise control, the windows would have to be shut. They are proposed to be openable, to allow residents to open them should they wish to, but would achieve the necessary internal noise levels when closed. Mechanical "whole house" ventilation is being proposed to units, to include NO2 filters to ensure that air quality targets within the units are met. The submitted air quality assessment does not provide full details of the proposed mitigation measures, so a condition is recommended for these details to be provided at a later date, as it has been demonstrated that these issues can be satisfactorily mitigated.
- 9.59 The submitted assessments respond to baseline studies of the current scenario – and current noise and air quality readings. They also assess the impact the provision of bus standing and energy centre could have on the scheme and conclude that existing noise levels are high, and so those future uses are unlikely to lead to a significant impact on the proposal. Both assessments conclude that detailed mitigation should be specified at the detailed design stage so a condition is recommended to secure this, including full consideration of the impact of these future uses.
- 9.60 A number of communal areas are proposed for residents in the scheme. On the ground floor, the flexible commercial spaces are being envisaged as providing services which would be of use to residents, such as flexible meeting/café space. A flexible residents' lounge is proposed on the ground floor which would be accessed through the residential entrance and would be multifunctional, with a small kitchen and disabled toilet. The applicant envisages that it would be available freely for residents during the day, potentially available for residential hire in the evenings or for events and could also be used for services such as a crèche.

- 9.61 External communal space is limited to the roof garden on the 22<sup>nd</sup> floor, which would have an area of 220m<sup>2</sup>. Other areas of the building have been considered for additional external communal amenity space but have been ruled out on grounds of noise or air pollution. Given the other areas of internal communal space, and that the site is located very near to amenities in the Metropolitan Centre this is an adequate provision.
- 9.62 The proposal requires the provision of 207m<sup>2</sup> of play-space, of which 135m<sup>2</sup> should be for under 5's. It is proposed to provide the required 135m<sup>2</sup> in the communal roof area as this should be provided as close to the development as possible. A condition can control the specific details. Whilst the remaining play-space could also be provided within this space, it would result in practically all of this space being play-space which is not considered to be desirable. There are a number of open spaces in the Metropolitan Centre within the likely walking distance that families would travel to play. The applicant has undertaken to provide a financial contribution, based on the costs of equipping an area of approximately 75m<sup>2</sup> with suitable equipment and including an allowance for future maintenance. Given the constraints of the site, it is considered that this is an acceptable approach in this instance to make up for the shortfall of on-site play equipment.
- 9.63 To protect the amenity of future occupiers fixed plant should be designed to comply with the rating level criteria at least 10dB below existing background noise levels and the details shall be fully implemented prior to the occupation. This can also be secured through a condition.
- 9.64 The scheme has been designed to ensure accessibility and inclusivity where the design allows, in the context of a scheme which has been raised up to overcome flood risk concerns. Level access into the scheme is provided and accessible lifts are proposed. The proposal meets the requirements of 10% (13) of units to be wheelchair accessible M4(3) and all others can meet the requirements of M4(2). Details have also been provided of emergency evacuation for those in a wheelchair, with the stair-cores designed to be protected and to include space for a wheelchair user. Wheelchair parking spaces are discussed below.

### **Transport, Parking and Highways**

- 9.65 The Croydon Local Plan Policy SP8 sets out local requirements to promote sustainable travel and levels of parking. Policy DM30 also requires that the impacts of car parking are reduced and that if a proposal results in a net loss of parking spaces, that it can be demonstrated that they are not required. The OAPF also seeks to manage a reduction in the number of parking spaces in the Metropolitan Centre, with the "southern fringe" parking area to have a reduction of either 1000 spaces (if there is large retail investment in the CMC) or a reduction of 200 spaces if not.
- 9.66 The existing carpark is used during the day by Council staff and parking for Zipcars which are exclusively for the use of the Council during the working day. At weekends and evenings it is a pay and display carpark. The proposal would include a new service road running along the rear of the site, accessed from Wandle Road and with egress on to Church Road. The site has a PTAL rating of 6a. No residents or business parking is proposed, apart from 10 residential disabled parking spaces.

### **Parking**



- 9.67 Strategic Transport have assessed the Transport Assessment (TA), which includes an occupancy survey both on a weekday evening and on a Saturday. It concludes that the carpark is never more than 35% full at these peak times and that on-street parking has a high level of occupancy. However, the NCP carpark adjacent has high levels of vacancy at these times which could accommodate parking which is displaced, if on-street parking (which had a higher level of occupancy) cannot. As such, the policy requirements of DM30 regarding loss of parking is met.
- 9.68 The site is located in a highly sustainable location and so a car free development is considered to be acceptable. In order to limit the impact of the proposal on on-street parking demand, a clause of the legal agreement is recommended to prevent residents from applying for residents' parking permits in the future. A car club space should be provided within the site but there is insufficient room for one to be safely provided. It could however be provided off-site and it is recommended that this is secured by the legal agreement.
- 9.69 The proposal incorporates 10 disabled parking spaces for 13 disabled units. More disabled spaces were proposed but the number of spaces has been reduced to 10 to make the cycle and pedestrian route a straight route. The draft London Plan proposes a new standard of three disabled spaces per 10 disabled dwellings, with a management plan to show how this can be increased to 1 space per disabled dwelling if necessary in the future. The proposal does not fully comply with this, but there are measures which could potentially be put in place to provide a disabled parking space for the three disabled units which don't have them (such as requiring the developer to provide a carpark pass or residents permit, within a set time period). A condition is recommended to require a disabled parking management plan to address this eventuality.
- 9.70 The provision of the service road would reduce the number of on-street parking bays on Church Road by 2, which is considered to have an acceptable impact on local parking capacity and a condition can ensure that the highways agreement is made to enable this to occur.
- 9.71 Similarly, the proposal would remove the existing main carpark entrance, but approximately 120 parking spaces would be retained. A condition is recommended to ensure that a new entrance or entrances and any necessary highway works are undertaken to provide this.

### *Trip Generation*

- 9.72 The TA has used TRICS to generate peak and daily multi modal trip rates of comparable sites to estimate the peak am and pm trips for the proposed development which results in an estimate of on average 3.7 trips per unit spread across modes to include 10% by car driver and 64% across a variety of sustainable public transport modes. This would equate to approximately 45 car movements per day, out of a total of 484 predicted movements.
- 9.73 The Council is satisfied with the proposed approach to trip generation and consider that it would result in the generation of 7 car trips in the AM peak and 4 in the PM peak, which could easily be accommodated on the surrounding highway network. Transport for London have included in their comments to the GLA that they are concerned that the trip generation figures are too low for the PM peak and have requested that these

are revised. The applicant is undertaking this work and any significant change to the trip generation figures will be included in an addendum.

- 9.74 The proposal will clearly lead to a significant increase in the amount of journeys being undertaken by public transport as a result of the development which generates a need for a contribution of approximately £100,000 to sustainable travel initiatives, with the final figure to be based on updated trip generation. The applicant has agreed in principle to this and the final figure will be secured by a legal agreement.

#### *Pedestrian and Cycle Route*

- 9.75 The proposal includes the provision of a pedestrian and cycle route across the site from Scarbrook Road to Laud Street. This is an opportunity identified by the Old Town Masterplan and would constitute a significant improvement to the local walking and cycling network and connectivity between two parts of central Croydon. Conditions can ensure that the detailed design of this creates a pedestrian and cycle friendly environment in a safe and accessible manner.

#### *Cycle Parking and Refuse Arrangements*

- 9.76 212 cycle parking spaces are proposed, of which 200 would be long stay for residents, 6 for users of the office space and 12 visitor cycle spaces. Residential cycle parking is proposed in triple-bike stackers within the building, adjacent to the cycle route. This provision is considered to be acceptable as it is based on the current standards in the adopted London Plan and a condition would require full details the storage system at a later date.
- 9.77 Refuse collections and deliveries would occur from the single lane service road to the rear. As only one servicing vehicle is anticipated at a time, which could be secured by the Delivery and Servicing plan, there is no need for service vehicles to pass each other on the route. A Delivery and Servicing Plan is recommended by condition to control the areas in which service vehicles would halt, so that they do not conflict with bus movements from a future bus stand and to ensure that adequate signalisation of the one-way nature of the service route is proposed.

#### *Construction Logistics*

- 9.78 A Construction Management Plan is required. Whilst the TA proposes measures for the construction phase of the development, detailed requirements are unknown at this time until contractors are appointed. The provision of a construction management plan can be secured through a condition.

#### **Impact on environmental conditions**

##### *Trees*

- 9.79 Policy DM28 of the Croydon Local Plan 2018 seeks to protect and enhance woodlands, trees and hedgerows by not permitting development that results in the avoidable loss or the excessive pruning of preserved trees or retained trees where they make a contribution to the character of the area. There are no trees on site, but a number of the proposed landscaping interventions would result in an improvement to biodiversity.

### Contamination

- 9.80 Policy DM23 of the Croydon Local Plan 2018 states the Council will promote high standards of development and construction to ensure that future development, would not be detrimental to the health, safety and amenity of users of the site or surrounding land.
- 9.81 The applicants have submitted a Phase 1 Desk Study which has been reviewed by the Councils Environmental Consultants. They have confirmed that there are potentially contaminative onsite and offsite land uses. It is therefore recommended that an intrusive ground investigation be undertaken prior to commencement and any remedial measures required are completed prior to occupation. A condition would also address the EA's concerns regarding piling and water infiltration.

### Flooding

- 9.82 The Croydon Local Plan states at Policy DM25 that the Council will seek to reduce flood risk and through steering development to lower risk of flooding and applying the sequential test to minimise the risk of flooding. Part of the site is located within Flood Zone 3 and an area at "Medium" risk of surface water flooding. The north-eastern part of the site (nearest to the Wandle Road/Scarbrook Road junction) is not at risk.
- 9.83 A Flood Risk Assessment has been submitted and considered by the Environment Agency and Lead Local Flood Authority. The ground level of the proposed building has been raised to minimise the risk of flooding to the property itself. This effectively protects the property from internal flooding. Service areas at the rear are generally at the lower (existing) ground level and so would be susceptible to flooding but as this does not include residential accommodation, this is considered acceptable. An emergency evacuation plan would also be required by condition to ensure that residents and business users could leave the premises in a flood event.
- 9.84 So as to not increase the risk of flooding to the wider area, the space beneath the raised ground floor would be used for flood water storage, which could then be released in a controlled manner. A scheme of sustainable drainage is also proposed which would see the roof of the 5<sup>th</sup> floor become a "blue", or water retention roof, which has additional environmental and biodiversity benefits and with additional storage provided underground. With conditions relating to detailed design and other requirements from the EA and LLFA, this is considered to be satisfactorily addressed.

### Sustainability

- 9.85 Policy SP6 of the Croydon Local Plan seeks new developments to reduce energy and carbon dioxide and to incorporate sustainable design and construction methods.
- 9.86 New development should make the fullest contribution to minimising carbon dioxide emissions and should incorporate on site renewable energy generation. New dwellings need to achieve 'zero carbon' which sets a minimum level of CO<sub>2</sub> reduction that must be achieved by on-site measures, with the remaining emissions then offset via 'Allowable Solutions' off-site. Where sites cannot achieve 'zero carbon' on its own it would help meet developers' CO<sub>2</sub> reduction targets up to 2016.

- 9.87 An Energy and Sustainability Statement identifies that the residential elements of the scheme would achieve a 35% reduction against Building Regulations 2013, although this would not be achieved by the office space. Both elements of the scheme would be required to achieve zero carbon through a contribution in to the local zero carbon pot, which would be secured by the legal agreement. The clause is recommended to calculate the contribution required once detailed technical design work has been undertaken. A condition is also recommended to ensure that space is reserved in the plant room for a connection to the future energy network, given proximity to the future energy centre.
- 9.88 In addition to this the domestic water consumption target of 110 litre/person/day can be secured by condition.
- 9.89 A package of sustainability measures are proposed to ensure that the construction phase has as little impact on the environment as possible, and these would be secured by condition, and would include swift boxes on the building and the use of native plant species. A contribution to off-site air quality improvements will be secured by legal agreement, as set out in the Council's "Non-statutory guidance on developer contributions".

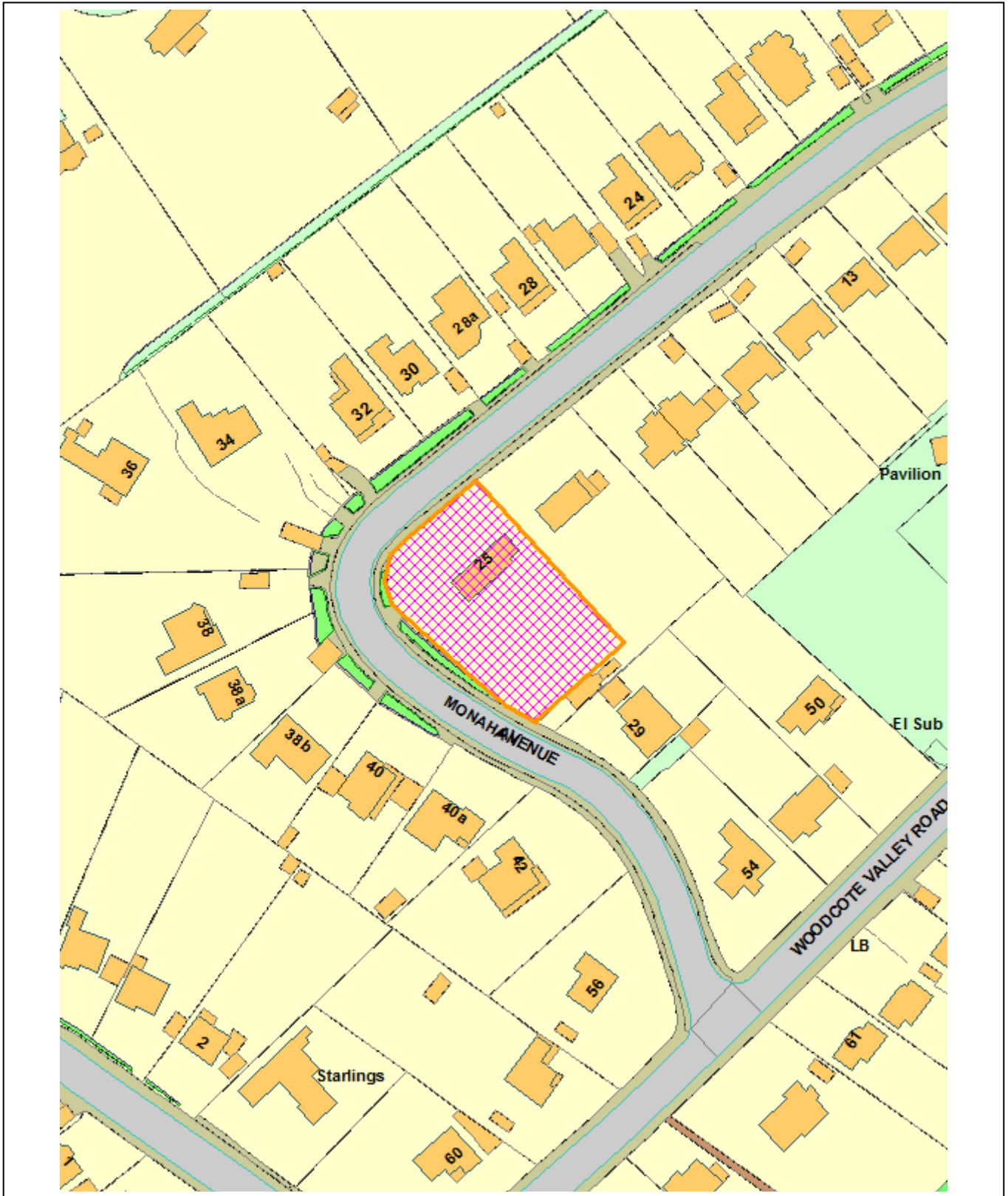
### **Other matters**

#### **Impact on Local Services (i.e. schools and GP surgeries)**

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

### **Conclusions**

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



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**PART 6: Planning Applications for Decision**

**Item 6.4**

**1 APPLICATION DETAILS**

Ref: 18/01019/FUL  
 Location: 25 Monahan Avenue, Purley, CR8 3BB  
 Ward: Purley and Woodcote  
 Description: Demolition of the existing building.  
 Erection of 2 storey building with part basement and accommodation in the roof space comprising 1 x one bedroom, 5 x two bedroom and 2 x three bedroom flats and provision of cycle and refuse stores.  
 Erection of detached 2 storey, 4 bedroom dwelling, with new crossover.  
 Provision of associated parking and landscaping.  
 Drawing Nos: 17-063-F001, 17-063-P002 Rev A, 17-063-P003 Rev D, 17-063-P004, 17-063-P005, 17-063-P006 Rev D, 17-063-P007, 17-063-P010 Rev A, 17-063-P013, 17-063-P014, L90-200, 18020-BT1  
 Agent: Mr Ciccone  
 Case Officer: Dan Hyde

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
<b>Houses</b>				1 x 6 person
<b>Flats</b>	1 x 2 person	4 x 4 person 1 x 3 person	2 x 5 person	
<b>Totals</b>	1	5	2	1

1.1 This application is being reported to committee because the ward councillor (Cllr Mario Creatura) made representations in accordance with the Committee Consideration Criteria and requested 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.
- 2.2 That the Director of Planning and Strategic Transport has delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

**Conditions**

- 1) The works shall be carried out wholly in accordance with the submitted plans
- 2) The windows in the north east elevation of the apartment block shall be obscure glazed and fixed shut to a height of 1.7m
- 3) Construction Logistics Plan to be submitted and approved prior to the commencement of development
- 4) Landscaping scheme to be implemented prior to first occupation and maintained for a period of 5 years
- 5) Parking and access arrangements to be provided prior to the occupation of the site and retained thereafter for the lifetime of the development

- 6) Tree protection plan to be implemented prior to the commencement of any works on site
- 7) Remove permitted development rights to the detached dwelling
- 8) Flood mitigation in accordance with Flood Risk Assessment sections 6, 7 and 8
- 9) Materials as specified in the application
- 10) 19% Carbon Dioxide reduction
- 11) Water usage limit of 110 litres per person per day
- 12) Commence the development within 3 years of the date of this decision
- 13) Any other planning condition(s) considered necessary by the Director of Planning & Strategic Transport

### **Informatives**

- 1) Community Infrastructure Levy
- 2) Any other informative(s) considered necessary by the Director of Planning & Strategic Transport

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

3.1 The applicant seeks full planning permission for:

- Demolition of the existing dwelling;
- Erection of a two storey apartment block with lower ground floor and accommodation in the roof space, providing 8 units;
- Erection of a two storey detached dwelling with garage providing a 4 bedroom dwelling;
- Construction of parking area for 7 car parking spaces serving the apartment block and 1 car parking space with 1 space in an integral garage for the detached dwelling;
- Alterations to landscaping.

3.2 The main differences from refused application 09/03417/P are:

- Improved design that responds better to the character of the local area
- Smaller building footprint that has a better relationship to neighbouring occupiers
- Better relationship to protected trees
- Improved parking and access
- It is also important to note that since that decision the NPPF came into effect

### **Site and Surroundings**

- Residential in character;
- Properties that surround the site are relatively similar in character largely consisting of detached properties, with some semi-detached properties in the vicinity;
- Woodcote Day Nursery is to the south east of the site;
- Tree Protection Order no. 9 of 1989;
- Surface Water Flood Risk – Critical Drainage Area, 1 in 100 years and 1 in 100 years;



- Public Transport Accessibility Level of 1a.

### **Planning History**

3.3 The following application is relevant to the assessment and determination of the application:

**88/00484/P** - Erection of detached dwelling house and garage  
Approved

**09/03417/P** - Demolition of existing house; erection of 2/3 storey building comprising 7 two bedroom and 2 three bedroom flats; formation of vehicular access and provision of associated parking

Refused on grounds of design, mass and scale; impact on protected trees; parking and access and amenity of neighbouring occupiers – Dismissed on appeal on the same grounds

**11/01490/P** - Erection of detached 3 bedroom house at rear; formation of vehicular access and provision of vehicular access

Withdrawn

**11/02914/P** - Erection of detached 4 bedroom house at rear; formation of vehicular access and provision of associated parking

Refused on cramped and overcrowded layout and impact on surrounding area – Dismissed on appeal on the grounds of harm on the appearance and character of the area

**12/00429/P** - Demolition of existing house; erection of 2 two/three storey detached 5 bedroom houses with accommodation in the roofspace and provision of associated parking

Withdrawn

**12/01169/P** - Demolition of existing house; erection of 2 two/three storey detached 5 bedroom houses with accommodation in the roofspace and provision of associated parking

Approved

**12/02422/RES** - Demolition of existing house; erection of 2 two/three storey detached 5 bedroom houses with accommodation in the roofspace and provision of associated parking (approval of reserved matters in respect of outline planning permission

12/01169/P)

Approved

**16/03252/P** - Alterations to land levels; erection of single storey front/side/rear extension to include garaged

Approved

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

- The proposed development would contribute to the meeting of housing targets.
- The proposal would be an acceptable addition to the street scene and sit comfortably within Monahan Avenue.

- The proposal would accord with the Technical Housing Standards – Nationally Described Space Standards and would provide acceptable living conditions for future occupiers.
- The proposal would not prejudice highway safety or the parking situation in surrounding streets given the acceptable levels of parking that is proposed on site, and acceptable visibility when entering and exiting the site.
- The proposal would not harm the health of the protected trees present on site. The trees lost would be Grade C and a landscaping scheme would help to soften the appearance of the development.
- There would be no significant harm to neighbouring properties and associated residential amenities, given location of windows and the relationship of the proposal to neighbouring dwellings on Monahan Avenue. There would be adequate separation distances between the proposed development and surrounding properties.
- Surface water flooding has been addressed and suitably mitigated.

## **5 CONSULTATION RESPONSE**

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

## **6 LOCAL REPRESENTATION**

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

No of individual responses: 54      Objecting: 54      Supporting: 0

- 6.2 The following issues were raised in representations. Those that are material to the determination of the application, are addressed in substance in the MATERIAL PLANNING CONSIDERATIONS section of this report:

Objections:

- Impact on the surrounding street scene (contrary to Local Area of Special Character/Conservation Area)
- Highway safety
- Impact on trees
- Impact on neighbouring residential amenities
- Insufficient infrastructure
- Overly dense development
- Lack of parking/dangerous access
- Undesired precedent
- Lack of private amenity space
- Increase in noise
- Construction disruption
- Lack of affordable housing

- Impact on health of disabled neighbouring occupier
- Insufficient infrastructure

6.3 The following issues were raised in representations that are not material to the determination of the application but are addressed below:

- Depress property prices [OFFICER COMMENT: The impact on property prices are not a material planning consideration.]
- Covenants on land [OFFICER COMMENT: Any covenants on the land restricting this type of development is not a material planning consideration, and is something that the developer would need to resolve once planning permission is granted.]
- Developer not able to complete/deliver development [OFFICER COMMENT: The ability of a developer to deliver an approved development is not a material planning consideration. Once planning permission is granted the developer has 3 years to begin the development in line with current planning legislation.]
- Sewerage concerns [OFFICER COMMENT: Thames Water has a duty to maintain the sewerage systems in London.]

6.4 Councillor Mario Creatura has made the following representations:

- Irreversible harm to the environment
- Harm on neighbouring occupiers
- Harm on character and appearance of the area
- Detrimental harm on the highway safety, parking and congestion

## **7 RELEVANT PLANNING POLICIES AND GUIDANCE**

7.1 In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan 2018 (CLP) and the South London Waste Plan 2012.

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

- Requiring good design.
- Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

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

### Consolidated London Plan 2015 (LP):

- 3.5 on Quality and design of housing developments
- 6.13 on Parking
- 7.4 on Local Character
- 7.6 on Architecture

### Croydon Local Plan 2018 (CLP):

- SP2 on homes
- SP4 on urban design and local character
- SP6 on environment and climate change
- SP8 on transport and communications
- DM1 on housing choice for sustainable communities
- DM10 on design and character
- DM13 on refuse and recycling
- DM16 on promoting healthy communities
- DM19 on promoting and protecting healthy communities
- DM23 on development and construction
- DM24 on land contamination
- DM25 on sustainable drainage systems and reducing flood risk
- DM27 on biodiversity
- DM28 on trees
- DM29 on promoting sustainable travel and reducing congestion
- DM30 on car and cycle parking in new development
- Applicable place-specific policies

### Supplementary Planning Guidance as follows:

- Technical Housing Standards – Nationally Described Space Standards

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 The main planning issues raised by the application that the Planning Committee is required to consider are as follows:

1. Principle of development
2. Townscape and visual impact
3. Impact on neighbouring residential amenity
4. Amenities of future occupiers
5. Parking and cycle storage
6. Impact on trees
7. Waste and refuse
8. Flooding

### **Principle of Development**

8.2 The principle of demolishing existing buildings and constructing new residential units in existing residential areas is well established across the borough and in local area of the application site and is acceptable in principle.

- 8.3 The proposed development would provide 9 new units to a good standard – benefitting from external amenity space and complying with the Technical Standards (relating to internal floorspace).

#### **Townscape and Visual Impact**

- 8.4 The proposal would be an acceptable addition to the street scene. The proposal has taken design cues from the existing building, particularly with the roof form where the hipped features have been reflected, including the small front dormers. The height, at effectively 3 storeys is supported and in accordance with the design and character policies of the Croydon Local Plan.
- 8.5 The detached house would be a suitable addition to the street scene and respects the character of the surrounding area.
- 8.6 The proposed materials for both the apartment block and detached house would respect and enhance the surrounding buildings and street scene. In addition, there would be reasonable separation distances to neighbouring properties.
- 8.7 The parking areas to the front of the two proposed buildings would be acceptable, respecting the parking arrangements of surrounding properties.

#### **Impact on Neighbouring Residential Amenity**

- 8.8 The neighbouring occupiers that could be most affected by the scheme are those at no. 23 and no. 29 Monahan Avenue.
- 8.9 The neighbouring occupier at no. 23 would be separated from the proposal by approximately 3.5m and whilst the proposal would result in some overshadowing in the latter stages of the day, the shadow would be cast over side facing windows which are secondary in nature. In addition, the proposed planting/soft landscaping and privacy screens will help to avoid any overlooking and detrimental loss of privacy. This is a residential in character where some mutual overlooking is to be expected.
- 8.10 The neighbouring occupier at no. 29 would not be detrimentally impacted upon from the proposal. The detached dwelling would be adjacent to their garage and would not project beyond their rear wall, so there would not be a detrimental impact on the occupiers in terms loss of outlook. The orientation of the detached dwelling and no. 29 would result in very limited overshadowing or loss of light. In addition, the proposed landscaping will assist in reducing any overlooking and loss of privacy from the detached dwelling, both on no. 29 and 23 Monahan Avenue.
- 8.11 All other neighbouring occupiers are well separated from the application, where minimum separation distances are up to 35m. In addition, existing trees help to screen views of the proposal from neighbouring occupiers.

#### **Amenities of Future Occupiers**

- 8.12 The proposed units would be over the National Space Standards prescribed for 1, 2, 3 and 4 bed units. The proposed units would be dual aspect allowing for acceptable levels of light.

- 8.13 Units 1 – 6 in the apartment block and the detached dwelling would all have a private amenity space large enough to be enjoyed by the future occupiers and accord with the National Space Standards and the Local Plan. Units 7 and 8 in the roof space would not have any private amenity space, but would be able to use the large communal amenity to the rear of the apartment block, which is considered to be acceptable and as such the amenities of the future occupiers would be acceptable.
- 8.14 Provision has been made for level access to the flats and house and disabled parking.

### **Parking and Cycle Storage**

- 8.15 The Public Transport Accessibility Level for the site is 1a, which is considered poor, although the site is within short walking distance of bus services on Woodcote Valley Road and Purley Town Centre. In addition, Purley Train Station is approximately a 15 minute walk from the site.
- 8.16 The main parking area for the apartment block (spaces 1 – 5) have enough space to turn on site and exit within forward gear, allowing safe egress onto Monahan Avenue. Spaces 6 and 7 would not benefit from being able to turn on site to exit in forward gear. However, adequate visibility splays and sight lines are possible from this exit, and it is considered that the entrance is far enough away from the bend in the road in order for the users of these parking spaces to be able to exit onto Monahan Avenue safely.
- 8.17 It would be possible to turn a car on site for the detached dwelling in order to be able to exit the site in forward gear, and as such is acceptable as it would also have the requisite visibility splays and sight lines for safe egress.
- 8.18 Whilst the scheme will result in more vehicles accessing the site the additional manoeuvres and traffic generation would be limited and highway safety would not be compromised.

### **Impact on Trees**

- 8.19 The proposal would require the removal of 5 category C trees, and robust protection would be put in place for the trees that would remain on site, including the protected species. The Council's Tree Officer has no objection to the proposal providing the tree protection plan measures are conditioned to be in place prior to the commencement of any works on site, including demolition.

### **Waste and Refuse**

- 8.20 The proposed bin store has been provided in the ground floor of the building, which would allow for sufficient space to provide the requisite recycling and waste bins. In addition, the bin store would be covered and secure to avoid attracting vermin and would be in compliance with the drag distance required by the Council's Waste Collection Services. The inclusion of the bin and cycle store within the envelope of the building is supported.

### **Flooding**

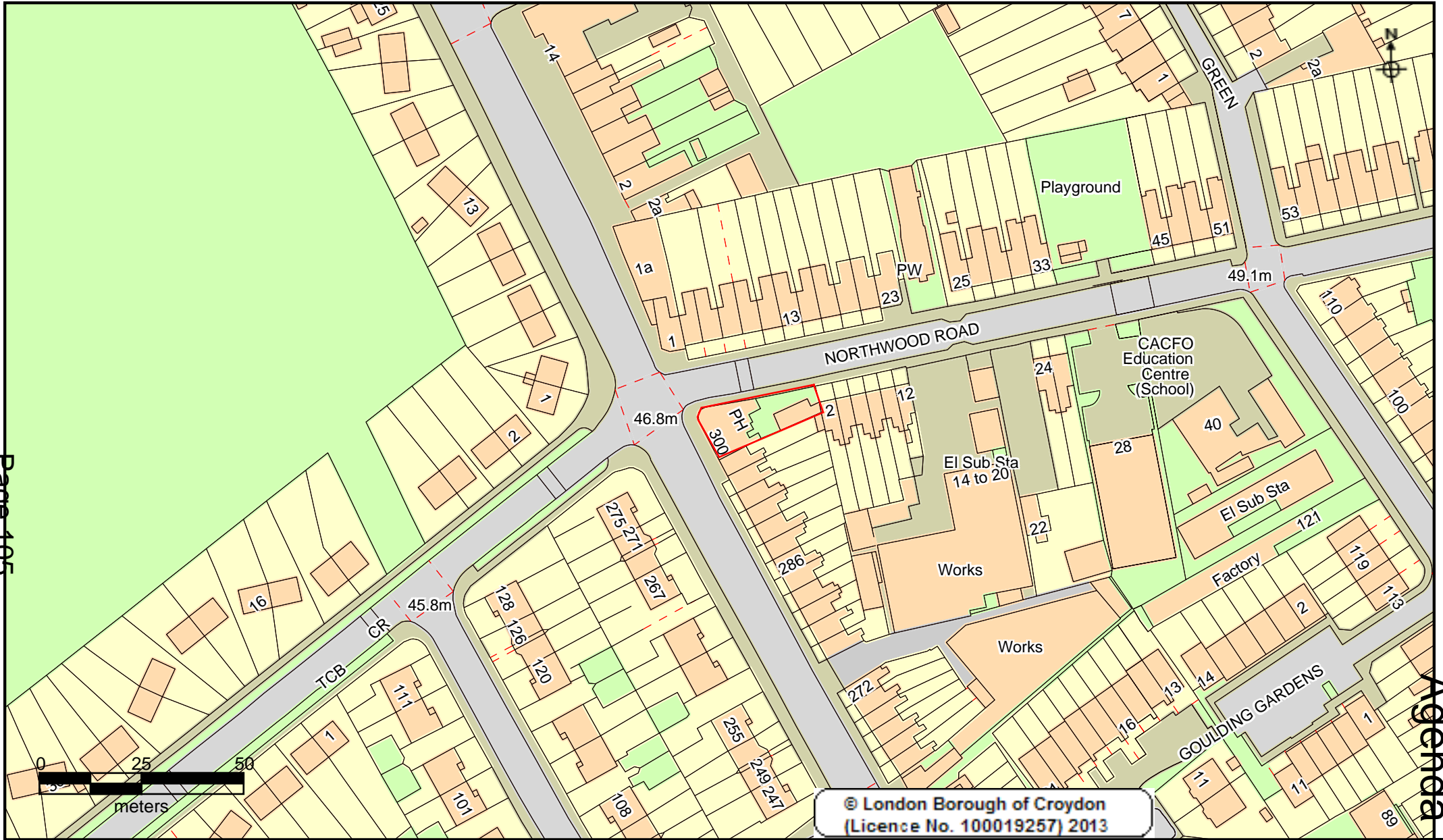
8.21 A Flood Risk Assessment has been submitted and considers all sources of flooding ensuring surface water run-off is mitigated through below ground drainage and sustainable urban drainage systems. This will be secured by condition.

### **Conclusions**

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

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# London Borough Croydon

## CROYDON COUNCIL

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29-May-2018



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**PART 6: Planning Applications for Decision**

**Item 6.5**

**1 SUMMARY OF APPLICATION DETAILS AX10+15-53-101**

Ref: 18/01213/FUL  
 Location: The Welcome Inn Public House, 300 Parchmore Road, CR7 8HB  
 Ward: Thornton Heath  
 Description: Alterations including construction of single storey addition to the rear outbuilding and partial demolition of single storey rear extension to existing pub in connection with the retention of the A4 public house use at the basement and ground floor levels, and conversion of the upper floors to provide 4 X 1bed flats and conversion of the rear out building to provide a 1 bedroom maisonette cottage.  
 Drawing Nos: DR-0100/P01, DR-0101/P02, DR-0103/P01, DR-0104/P01, DR-0110/P01, DR-0111/P02, DR-0112/P01, DR-0113/P01, DR-0114/P01, DR-0115/P01, DR-0116/P01, DR-0117/P01.  
 Applicant: Wellington Pub Company  
 Agent: Boyer Planning  
 Case Officer: Christopher Grace

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
<b>Houses</b>	1 (51Sq.m)	0	0	0
<b>Flats</b>	4 (43-45Sq.m)	0	0	0
<b>Totals</b>	5	0	0	0

<b>Type of floorspace</b>	<b>Amount proposed</b>	<b>Amount retained</b>	<b>Amount lost</b>
Residential	227Sq.m	176Sq m	0Sq m
Commercial (public house)	188Sq.m	188Sq.m	64Sq.m
<b>Number of car parking spaces</b>		<b>Number of cycle parking spaces</b>	
0		6	

1.1 This application is being reported to Planning Committee because the number of 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:

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) Built in accordance with approved plans
- 2) Materials to be submitted for approval
- 3) No additional windows to be inserted in either of the rear cottage other than as specified
- 4) Details to be provided:-
  - a) Hard and soft landscaping – including species / size and permeable surfaces
  - b) Boundary treatment – including side access gates, private amenity space enclosures
  - c) Details of servicing arrangement
  - d) Ventilation equipment
- 5) Refuse storage requirements
- 6) Cycle storage requirements
- 7) Demolition and construction method statement
- 8) 19% reduction in carbon emissions
- 9) 110 litre water consumption target
- 10) Sustainable drainage/run off rates/surface water measures
- 11) In accordance with noise report
- 12) Removal of PD to detached cottage at rear
- 13) Commence within 3 Years

Any other planning condition(s) considered necessary by the Director of Planning and Strategic Transport, and

## **Informative**

- 1) CIL - granted
- 2) Code of Practice regarding small construction sites

Any [other] informative(s) considered necessary by the Director of Planning

## **3 PROPOSAL AND LOCATION DETAILS**

### **Proposal**

- 3.1 Full planning permission is sought for construction of a single storey rear extension to existing public house. The basement and ground floor to remain in use as a public house with minor alterations to facilitate access and refuse/cycle storage for the proposed flats. The conversion of the upper floors into 4 x one-bedroom flats. Alterations to the existing rear out building to provide a 1 bedroom maisonette cottage.
- 3.2 - The proposal would include minor alterations involving reduction in part of basement level;
- 3.3 - Removal of part single storey rear section, rear toilet and covered area to beer garden  
  
- Erection of single storey side extension and reposition dormer to existing outbuilding

### Amendments:

- The proposed drawings have been amended to introduce inward opening gates and the height of the residential gate entrance reduced

### **Site and Surroundings**

- 3.4 The application site is a large three-storey detached building comprising of public house (Use Class A4) on the ground floor level and residential HMO accommodation above. The site contains a two storey former coach house building currently used for storage in the rear yard. The site is located on the east side of Parchmore Road on the corner with Northwood Road. The surrounding area is mixed in character with a number of semi-detached and terrace properties some divided into flats. A terrace of shops lies north along Green Lane. The site is located within an area of high density and is identified as an area of surface water flooding (1:1000yr).

### **Planning History**

- 3.5 The following information is relevant to the application:-

- 17/04137/PRE pre-application enquiry conversion of existing upper floors and out building to form 5 x 1 bed units (the application would not be supported if the loss of the beer garden threatens the economic viability of the public house; principle of residential above acceptable)

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

- 4.1 The principle of the alterations retaining the public house at basement and ground floor level is considered to be acceptable.
- 4.2 The proposed development would retain the character of the area and would not harmfully affect the appearance of the street scene along Parchmore Road and Northwood Road.
- 4.3 The proposed development would not have a detrimental effect on the residential amenities of the adjoining occupiers and would provide an acceptable living environment for the future occupiers.
- 4.4 The development would encourage sustainable modes of transport other than the car, incorporate safe and secure pedestrian access to and from the site and would have an acceptable impact on the highways network.
- 4.5 The development would incorporate sustainability requirements and incorporate sustainability techniques as part of the overall drainage 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:

## 6 LOCAL REPRESENTATION

6.1 The application has been publicised by way of neighbour letters. 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: 5      Objecting: 5    Supporting: 0

No of petitions received: 1 (with 46 signatures)

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:

Summary of objections	Response
<i>Principle of development</i>	
The proposal would affect the viability and functionality of the public house. The landlord has not decided to renew the lease after 25 years and convert the upper floors. This would make the trade area smaller, create a smaller venue; loss of community pub which holds a number of functions, charity events, funerals and competitions.	The proposal would result in limited reduction in the floorspace of the public house; which would not affect the viability of the public house and is considered acceptable in principle. Refer to paragraphs 8.2 - 8.7 of this report.
<i>Loss of HMO</i>	
Loss of established HMO accommodation and displacement of existing users.	The introduction of alternative residential accommodation on this site is considered acceptable in principle subject to design, density, amenity and transportation considerations. Refer to paragraphs 8.2 – 8.7 of this report
<i>Mix of Flats</i>	
Inappropriate mix of dwellings with creation of 5 x 1 bedroom units resulting in poor standard of accommodation which would affect the viability of the public house.	Officers consider that the proposal would result in an improved standard of accommodation for potential occupiers in terms of size, layout, outlook and amenity Refer to paragraph 8.17 - 8.19 of this report.

## 7 RELEVANT PLANNING POLICIES AND GUIDANCE

In determining any planning application, the Council is required to have regard to the provisions of its Development Plan so far as is material to the application and to any other material considerations and the determination shall be made in accordance with the plan unless material considerations indicate otherwise. The Council's adopted Development Plan consists of the Consolidated London Plan 2015, the Croydon Local Plan (2018)

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:

- Achieving sustainable development (Chap 1)
- Promoting sustainable transport (Chap 9)
- Delivering a wide choice of high quality homes (Chap 6)
- Requiring good design (Chap 7)
- Meeting the challenge of climate change, flooding and coastal change (Chap10).

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

Consolidated London Plan 2015 (LP):

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children's and young people's play area
- 3.8 Housing choice
- 3.9 Mixed and balanced communities
- 3.14 Existing Housing
- 5.2 Minimising carbon dioxide
- 5.3 Sustainable design
- 5.12 Flood risk management
- 5.14 Water quality and wastewater infrastructure
- 5.17 Waste capacity
- 6.3 Assessing effects of development on transport capacity
- 6.9 Cycling
- 6.13 Parking
- 7.4 Local character
- 7.6 Architect

Croydon Local Plan: Strategic Policies 2018:

- SP2 Homes
- SP4 Urban design and local character
- SP6 Environment and Climate Change
- SP8 Transport and communication

Croydon Local Plan Policies 2018 :

- DM1 Homes
- DM10 Design and character
- DM13 Refuse and recycling
- DM23 Development and construction
- DM25 Sustainable drainage systems
- DM29 Promoting sustainable travel and reducing congestion
- DM30 Car and cycle parking in new development

There is relevant Supplementary Planning Guidance as follows:

- Housing Supplementary Planning Guidance March 2016 (DCLG Technical Housing Standard (2013))

## **8 MATERIAL PLANNING CONSIDERATIONS**

8.1 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. Housing/Mix/Tenures
5. Housing Quality/Daylight & Sunlight for future occupiers
6. Transport
7. Sustainability
8. Waste
9. Flooding

### **Principle of Development**

8.2 The proposal would result in the loss of a small part of the existing pub house at basement and ground floor level and conversion of rear storage outbuilding to form a new separate flat. Objections point to the loss of the public house on the basis of a loss of viability and functionality of the public house as a community facility. Policy DM22 prevents the loss of existing public houses unless the public house is no



longer considered economically viable when assessed against the CAMRA's Public House Viability Test; and that a range of measures have been undertaken to seek to improve viability. DM22 would only be considered in the context of whether the loss of floor space would jeopardise the viability of the public house.

- 8.3 CAMRA's Public House Viability refers to the partial loss of a public house, references the impact on the long-term financial health of the business and considers if the loss of space would make the public house less attractive to customers because of reduced facilities.
- 8.4 The applicants viability report states that the existing public house is significantly underused, vacant in parts, with only part of rear yard in use with poor facilities and accommodation. They identify that the proposal would be a viable option which would no longer require the need for ancillary residential accommodation above to support the operation financially. The applicants state that the proposal would still make the use an attractive operation, retain many of the exiting features including a pub garden (19sq.m) and if desired would operate in similar manner to the present. The proposal would allow for significant investment to the site with an interested operator already identified.
- 8.5 Objectors have submitted an alternative viability report which identifies the site as a successfully trading pub financially assisted by the income of the letting accommodation above. They state that the proposal would restrict the existing bar area, result in a loss of catering facilities at first floor level and rear storage area which would curtail trade as will a reduce the beer garden. They state that the introduction of residential flats would lead to noise complaints; with current investment held off due to uncertainty in the lease.
- 8.6 The applicant believes a lock up focussed pub will be more viable. The proposal includes a similar bar sales area to the existing, with the basement to provide kitchen area (for the preparation of food) subject to a condition to provide details of ventilation equipment. An inspection of the site by officers confirms that that the current building is in need of upgrading and that not all of the rear yard is in use. Although there would be a loss of commercial floor space of 65sqm of which half is at basement level, it is clear that the proposal would offer similar facilities and that the functionality of the bar would not be reduced. The proposal would offer, better layout, improved function and usability and would improve the condition of the building. Based on inspection and the information provided officers considered that the loss of floor space would jeopardise the viability of the public house. Therefore, the proposal is acceptable in land use terms and is therefore supported. A condition restricting the use to a public house should secure the introduction of the use at this level and further reconsideration to be given to the introduction of any alternative use.
- 8.7 The retention of the public house at ground and lower ground floor is welcomed and meets the objective of Policy DM22 of the Croydon Local Plan.
- 8.8 The upper floors of the public house are already in use as residential accommodation (as a House in Multiple Occupation). The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix.

- 8.9 Policy 3.14 of the London Plan identifies that proposals involving loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities with at least equivalent floorspace. This policy includes the loss of shared accommodation that meet an identified housing need, unless the existing floorspace is satisfactorily re-provided to an equivalent or better standard. In addition, Policy 3.8 of the London Plan recognises that shared accommodation or houses in multiple occupation is a strategically important part of London's housing offer, and that where it is of a reasonable standard it should be protected.
- 8.10 The Plan however identifies that the quality of this type of accommodation can give rise to concern and in considering proposals which might constrain this provision boroughs should take into account the strategic as well as local importance of houses in multiple occupation.
- 8.11 Policy 3.5 of the London Plan states that securing new housing of the highest quality and protecting and enhancing residential neighbourhoods are key Mayoral priorities. Housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in the Plan to protect and enhance London's residential environment and attractiveness as a place to live. The Borough does not contain any policy which outrightly protects the loss HMO. The current operators have admitted that the site is need of improvement. This proposal would provide 5 good sized low cost affordable flats whilst increasing the overall residential floorspace, thereby making effective/efficient use of the site with the inclusion of cottage building in the rear yard. The proposal would improve the quality of housing associated with this site in line with London Plan requirements. On balance the provision of this type of housing provision and the overall improvement of the standard of accommodation is considered to be acceptable.

### **Townscape and visual impact**

- 8.12 Chap 7 of the NPPF attaches great importance to the design of the built environment. London Plan policy 3.5 seeks to ensure the highest quality and design of housing while 7.4 and 7.6 require development to have regard to its surroundings and architecture. CLP Policy SP4.1 and SP2.6 requires development of a high quality, which respects and enhances Croydon's varied local character and contributes positively to public realm, landscape and townscape to create sustainable communities.
- 8.13 The internal landscaping to the rear of the pub would create three separate areas of activity, the beer garden for the public house, the residential approach to the flats above and the self containment of the new cottage housing. The rear extension would result in the removal of an existing addition and subject to a condition on palette of materials would represent a suitable alteration without causing harm to the building or wider streetscene. Similarly the proposed alterations to the outbuilding would enhance its overall appearance. The proposed improvements subject to appropriate finishes would not have a detrimental impact in terms of surrounding outlook. The proposed remodelling of the wall along the northern elevation is a welcomed improvement. The applicants have amended the proposal so that the gates do not cause an obstruction to the highway and are suitably sized. Details of boundary and gates would be controlled by condition. Overall the proposed alterations to the rear building are acceptable and in keeping with its character and therefore are supported.

- 8.14 The proposed courtyard design lacks any soft landscaping or seating provision. A detail landscaping programme to soften the entrance are would help to encourage regular use. The proposal rationalises the bin storage for the residential and commercial premises and detail of a lighting strategy to be provided by the applicant would ensure that the rear entrances are adequately lit, safe and legible.
- 8.15 With the above in mind, and subject to conditions the proposal would not have a detrimental impact on the street scene or the host property, and is therefore is in accordance with the London Plan Policies 7.4 on Local Character and 7.6 on Architecture.

### **Residential Amenity Daylight/Sunlight for neighbours.**

- 8.16 London Plan Policy 7.1 seek to protect the amenities of existing occupiers when considering new residential development. CLP policy DM10 in particular, considers the form and layout of existing and adjacent buildings; privacy and amenity of adjoining occupiers, the provision of amenity space for residents; and maintenance of sunlight and daylight for adjacent occupiers.
- 8.17 With the exception of the proposed boundary treatment and dormer window above the existing outbuilding, the rest of the proposed alterations would be visible only from within the site. The proposed alterations would not result in any significant loss of amenity in terms of light or outlook for adjoining neighbours and should not result in any undue overlooking of opposing properties in Northward Road directly opposite. The proposal is unlikely to have a more harmful impact in terms of noise levels over above existing activity.
- 8.18 It is acknowledge that there would be issues of potential noise and disturbance during the building process. The applicant would be required to submit details of a Construction Logistic Plan in order to ensure safety and reduce impacts on the environment due to its proximity to residential properties and corner location at a busy junction. An informative requiring the developers act in accordance with the Council's Code of Practice entitled 'Control of Pollution and Noise from Demolition and Construction Sites' should reduce any possible nuisance to local residents
- 8.19 In summary, the application is in accordance with Policy DM10 of the CLP, and would have little impact on residential amenity.

### **Housing Tenure**

- 8.20 CLP Policy SP2.7 sets out a strategic target for 30% of all new homes to have three or more bedrooms. The proposed flats do not meet this strategic target as none would have three bedrooms. The proposed development would provide 4 one bedroom (1 person) flats. However this is an aspiration determined on a case by case basis.

The proposal involves conversion of existing HMO accommodation. While there is a presumption to protect this tenure of accommodation there is no overall local policy requirement. The proposal would provide four good sized flats plus the one bedroom cottage to the rear which would add to the Boroughs overall proposed mix of units. Therefore the proposal has gone some way to meeting the NPPF and aims of the London Plan in delivering a wide choice of housing, mixed and balance communities.

## **Housing Quality/Daylight and sunlight for future occupiers**

- 8.21 Policy SP2.8 of the Croydon Local Plan: Strategic Policies states: 'The Council will seek to ensure that new homes in Croydon meet the needs of residents over a lifetime and contribute to sustainable communities with the borough. This will be achieved by: a )requiring that all new homes achieve the minimum standards set out in the Mayor of London's Housing Supplementary Planning Guidance'.
- 8.22 Each of the proposed 1 bedroom flats within the main pub building proposal would exceed the national technical standards (2016) for one-bedroom (1 person) flats. In the case of the rear cottage there are no standards for a one bedroom 1 person flat on two levels, however at 51 sqm this unit would also exceed national standards for a 1 person flat. Each of the proposed flats would have dual aspect light and outlook. The two storey cottage would have good outlook at ground and first floor level and would benefit from its own private amenity area 30sq. while each of the flats would have access to a communal amenity space (35sq.m) in line with minimum requirements. Details of boundary treatment should ensure privacy for occupiers of these spaces. The proposed access is considered to be suitable arrangement and overall the flats should provide a satisfactory level of accommodation in terms of layout, access, outlook and privacy.
- 8.23 The applicants have produced a noise report which identifies internal measures to be included in order to safeguard the amenity for potential occupiers these include the introduction of a noise limiting device to cut out the supply to amplified music if noise levels are exceeded. A condition requiring the applicants building in accordance with the findings of the noise report should safeguard the living environment for potential occupiers. Insufficient details have been provided of the proposed ventilation system. In view of the proposed use as a food and drink premises details of extraction/ventilation systems, would need to be submitted for approval. The proposal would therefore be in accordance with the principles of the NPPF in delivering a choice of quality homes and London Plan Policies.

## **Transport**

- 8.24 The site is located in an area with a PTAL of 3, which is moderate and is also well located for local shops and facilities along Parchmore Road, and Thornton Heath Station and District centre.
- 8.25 No on site car parking spaces are proposed nor is it possible. The upper floors are currently used as an HMO and it is unlikely that there would be additional demand on car parking around the site with the proposed use. The proposed cycle parking meets London Plan standards. However, the cycle parking needs to be secure and undercover and this is to be secured by condition. The application has been amended with boundary doors to open inwardly to prevent obstruction of the public highway. The planning application is therefore considered to be acceptable from a transport prospective.

## **Sustainability**

- 8.26 The Council would seek new homes to meet the needs of residents over a lifetime and be constructed using sustainable measures to reduce carbon emissions. In line with Policy 5.2 of the London Plan, the development proposals should make the fullest contribution to minimising carbon dioxide emissions. The development would

need to achieve a reduction in carbon dioxide emissions of 19% beyond the 2013 Building Regulations and demonstrate how the development will achieve a water use target of 110 litres per head per. Subject to condition the proposal would be in accordance with NPPF guidelines on meeting climate change; London Plan Policy 5.2 minimising carbon dioxide, 5.3 sustainable design, 5.14 water quality and waste water infrastructure; CLP1 policies SP6.1 environment and climate change, SP6.2 energy and carbon dioxide reduction, SP6.6 sustainable design construction; UDP policies EP5-EP7 water.

### **Waste**

- 8.27 The proposed plans indicate the location for the waste storage facilities for both residential and commercial to be contained within the building within a reasonable distance for collection. It is considered that the proposed bin storage is acceptable and should provide suitable housing for landfill, comingled dry recycling and food recycling storage. In order to ensure that a suitable level of bin provision is provide a condition requiring details of this space should ensure that the proposal is in line with the principles of London Plan policy 5.17 waste capacity and policy DM13.

### **Flooding:**

- 8.28 The property has been identified as being located within an area subject to surface water flooding (1 in 1000yrs).
- 8.29 The applicants have carried out a Flood Risk Assessment (FRA) and drainage strategy to accompany the planning application. The development site lies within land classified as Flood Zone 1, which is considered at a low risk of flooding. The conclusion of the report is that the site is at low risk of flooding. The SuDS approach has been adopted to restrict surface water runoff and provide betterment to the existing site drainage. The proposed re-development of a site that is completely impermeable provides an opportunity to reduce runoff rates and volumes providing benefit to the larger drainage area. The report confirms that this development is likely to be able to install suitable drainage measures into the design proposals.
- 8.30 Details of sustainable measures are therefore to be discharged by way of condition, in order to meet the principles of the NPPF in meeting flooding requirements; London Plan policy 5.12 flood risk management; CLP policies SP6 and DM25.

### **Conclusions**

- 8.31 The recommendation is to grant planning permission.
- 8.32 All other relevant policies and considerations, including equalities, have been taken into account.

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## **PLANNING COMMITTEE AGENDA**

### **PART 8: Other Planning Matters**

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#### **1 INTRODUCTION**

- 1.1 In this part of the agenda are reports on planning matters, other than planning applications for determination by the Committee and development presentations.
- 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 The following information and advice applies to all those reports.

#### **2 FURTHER INFORMATION**

- 2.1 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.

#### **3 PUBLIC SPEAKING**

- 3.1 The Council's constitution only provides for public speaking rights for those applications being reported to Committee in the "Planning Applications for Decision" part of the agenda. Therefore reports on this part of the agenda do not attract public speaking rights.

#### **4 BACKGROUND DOCUMENTS**

- 4.1 For further information about the background papers used in the drafting of the reports in part 7 contact Mr P Mills (020 8760 5419).

#### **5 RECOMMENDATION**

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

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